



STUDY SESSION

TUESDAY, NOVEMBER 15, 2016

**LOCATION: BAINBRIDGE ISLAND CITY HALL
280 MADISON AVENUE N., BAINBRIDGE ISLAND, WASHINGTON**

AGENDA (TIMES LISTED ON THE AGENDA ARE APPROXIMATE)

1. CALL TO ORDER / ROLL CALL

7:00 PM

Mayor: Val Tollefson

Deputy Mayor: Kol Medina

Councilmembers: Sarah Blossom Michael Scott
Ron Peltier Roger Townsend
Wayne Roth

**2. ACCEPTANCE OR MODIFICATION OF AGENDA/ CONFLICT
OF INTEREST DISCLOSURE**

3. PUBLIC COMMENT ON AGENDA ITEMS

7:05 PM

4. UNFINISHED BUSINESS

- A.** 7:15 PM Islandwide Transportation Plan Update - Set Public Hearing, AB 16-148 - Public Works (Pg. 3)
- B.** 7:20 PM Vehicle Tab Fee Increase, AB 16-158 - Finance (Pg. 116)
- C.** 7:35 PM 2017-2018 Proposed Budget Discussion, AB 16-109 - Finance (Pg. 123)
- D.** 8:35 PM Ordinance No. 2016-29, Comprehensive Plan Update, AB 15-018 - Planning (Pg. 130)

5. CITY COUNCIL DISCUSSION

6. FOR THE GOOD OF THE ORDER

10:05 PM

7. ADJOURNMENT

10:10 PM



Americans with Disabilities Act (ADA) accommodations provided upon request. Those requiring special accommodations, please contact the City Clerk at 206-842-2545 (cityclerk@bainbridgewa.gov) by noon on the day preceding the Meeting.

City of Bainbridge Island City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:15 PM Islandwide Transportation Plan Update - Set Public Hearing, AB 16-148 - Public Works (Pg. 3)	Date: 11/15/2016
Agenda Item: UNFINISHED BUSINESS	Bill No.: 16-148
Proposed By: Public Works Director Barry Loveless	Referrals(s):

BUDGET INFORMATION

Department: Public Works	Fund:
Expenditure Req: N/A	Budgeted? Budget Amend. Req?

REFERRALS/REVIEW

Study Session: 11/1/2016	Recommendation: Schedule Public Hearing at a future date.
City Manager: Yes	Legal: Yes Finance: N/A

DESCRIPTION/BACKGROUND

Action Item:

City Council to consider scheduling a public hearing on Tuesday, December 6, 2016, for the Islandwide Transportation Plan update.

Background:

City staff has been updating the Islandwide Transportation Plan (IWTP) concurrently with the Transportation Element of the Comprehensive Plan. The City Council reviewed the IWTP at their October 18th and November 1st meetings and the Planning Commission has reviewed the IWTP several times with the most recent meeting on November 10th.

To view the current IWTP, please visit: <http://www.bainbridgewa.gov/708/>.

RECOMMENDED ACTION/MOTION

Motion:

I move that the City Council schedule a public hearing on Tuesday, December 6, 2016, for the Islandwide Transportation Plan update.

ATTACHMENTS:

Description	Type
▣ Chapter 1	Backup Material
▣ Chapter 2	Backup Material
▣ Chapter 3	Backup Material
▣ Chapter 4	Backup Material
▣ Chapter 5	Backup Material
▣ Chapter 6	Backup Material
▣ Chapter 7	Backup Material
▣ Chapter 8	Backup Material
▣ IWTP Appendix Link	Backup Material

CHAPTER 1 INTRODUCTION



The City of Bainbridge Island is a unique community with a unique set of transportation needs. The City, which encompasses the entire island, is primarily residential and includes a variety of land uses and intensities of development from the urban Winslow area to farmlands and suburban communities. Each of these land uses has different transportation needs that ideally would be addressed separately; however, the entire roadway system operates as a system.

The backbone of the transportation system is the SR305 corridor that runs from the Bainbridge Island ferry terminal north to the Agate Pass Bridge. This State facility not only provides regional travel to and from the Island, but also is an important connection for local traffic needs. The Island's transportation system is truly multimodal, with commute, school, recreation, and shopping trips being commonly taken by, foot, bicycle, bus, auto, and ferry. While Winslow and other more urban areas have sidewalks, bicycle lanes, and widened shoulders, which facilitate non-motorized movement, there are many areas of the City where pedestrians and bicyclists must share the vehicle travel lanes or walk on narrow, unimproved shoulders. Non-motorized issues have been discussed as part of the City of Bainbridge Island's Non-Motorized Transportation Plan, which is part of this Plan.

Traffic has increasingly become an issue for the community. Traffic from growth has resulted in increased roadway volumes, often coupled with high vehicle speeds and congestion at intersections. This traffic increases conflicts with non-motorized users. In addition, the release of the ferry and other commuter traffic creates surges of vehicles onto the highway and the entire roadway system. During peak commute hours and tourist season, the highway can be overwhelmed, resulting in congestion and delays.

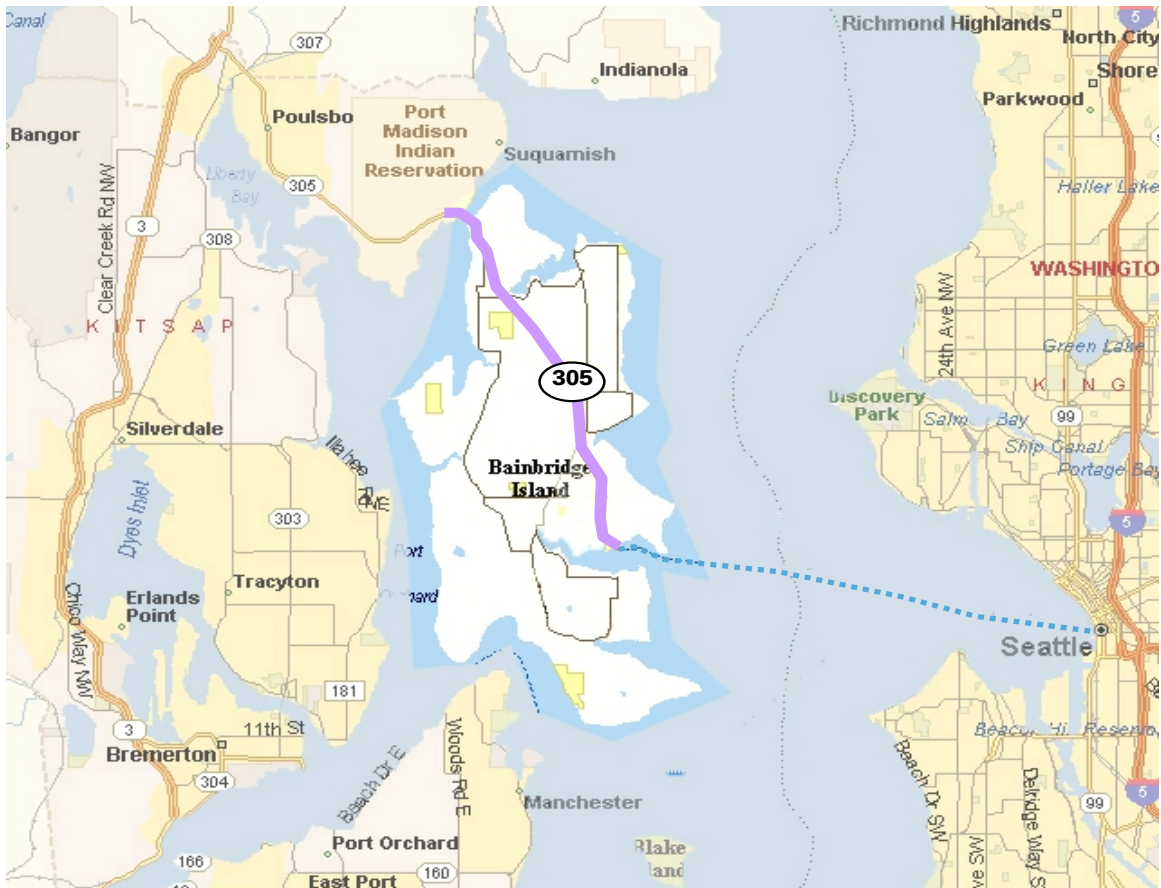
Plan Purpose

The Island Wide Transportation Plan (IWTP) represents an update and expansion of the 2004 Island-wide Transportation Study (IWTS) and the Transportation Element of the Comprehensive Plan. The IWTP focuses on the issues and desires of the Bainbridge Island community to develop a transportation system that will accommodate vehicle traffic patterns within a multimodal environment. Figure 1-1 shows the study area and primary transportation features in relationship to the surrounding region.

The purpose of this Plan is to provide an in-depth analysis of the existing and future traffic patterns to determine future transportation needs and solutions. The effort will include the development of a transportation model based on recent traffic counts, land use data, and roadway information that has allowed the analysis of existing and future travel needs. The emphasis in the model is to identify congested areas and the improvements needed to accommodate existing future vehicle traffic considering the needs of all the Island's transportation modes of travel.



Figure 1-1
Island Transportation Context



Credit: Microsoft Expedia

Island Wide Transportation Study
City of Bainbridge Island





The IWTP incorporates information from other transportation planning efforts to provide a consistent approach to transportation issues. The IWTP uses information from the Winslow Master Plan and Comprehensive Plan to provide a document that directs transportation planning efforts throughout the community.

Planning History

In 1994, the City's Transportation Plan provided discussion and analysis of the transportation needs of the Island, except for the Winslow subarea that was studied separately. The final study was adopted and incorporated in the Transportation Element of the City's 1994 Comprehensive Plan. Since that time, several Comprehensive Plan updates have occurred to clarify, modify, or revise various sections of the study, including those in the Transportation Element.



In 1995, the Winslow Master Plan, as a sub-element of the Comprehensive Plan, provided focus of the transportation needs in the Winslow and ferry terminal areas. In 2002, a Non-Motorized Transportation Plan was adopted to propose a transportation system to meet the needs of pedestrians, bicyclists, and other non-motorized transportation users.

The City's Non-Motorized Transportation Advisory Committee (NMTAC) and Staff have worked together to evolve the City's level of thinking for non-motorized planning. This work has been reflected in Comprehensive Plan updates.

The NMTAC and Staff recognize the huge effort that was involved with creating the original Island-wide Transportation Study. This study is comprehensive and is still largely relevant today. Those involved also recognize that to repeat an endeavor of that scale will take considerable volunteer and staff time as well as financial resources. At this time, the City has been very successful in procuring grant funding to provide for the delivery of several significant capital improvements including the Sound to Olympics (STO) Trail, the Wing Point Way Reconstruction, and the Wyatt Way Reconstruction projects. The priority for resources now is best spent in implementation as these improvements include grant funds with local match components.

Each of these efforts was developed with extensive effort and time by members of the community through steering committees, public participation, workshops, and surveys. Their influence is part of this plan and represents the values and thoughts of the community.

Relationship to Comprehensive Plan

The Transportation Element of the Comprehensive Plan provides transportation policy. This includes identification of transportation issues, establishing a comprehensive vision for transportation, and setting overarching goals. Elements of the IWTP were used to develop the Transportation Element. The IWTP provides the technical data and analysis to facilitate transportation planning and provides for implementation of the vision, and goals, and policies established in the Transportation Element, as well as a detailed analysis of a variety of transportation issues affecting the community. It is intended that the IWTP be adopted by Council as a reference document to the Transportation Element in the Comprehensive Plan.



The City of Bainbridge Island has developed its Comprehensive Plan under the requirements of the Growth Management Act (GMA). The GMA requires that jurisdictions identify existing transportation system characteristics, establish level of service ratings, identify existing and future deficiencies, develop improvement projects and strategies to mitigate deficiencies, and analyze projected revenues to ensure that necessary improvements will be constructed concurrent with demand.

The City is currently undergoing an update to its Comprehensive Plan, to be completed in early 2017. The Island-wide Transportation Study (now IWTP) was last updated in 2004, and is being updated concurrently with the Comprehensive Plan.

Plan Update Process

Public involvement of the Plan was limited to comments taken at regular NMTAC meetings during the development of the update and at the time the draft plan is presented to the Planning Commission for comment.

This update was accomplished by Staff working with the NMTAC to review and comment on a chapter by chapter basis. The City has engaged the services of Transportation Solutions Incorporated (TSI) to support the City Council in considering implementation of Transportation Impact Fees. This effort involves extensive traffic counts and the creation of a transportation model. TSI's scope of services includes updating information and exhibits in the update.

Plan Organization

The Island Wide Transportation Plan is organized in chapters. Each chapter addresses one or more of the Plan goals and discusses how the policies are to be implemented by the City. The chapters are as follows:

- Chapter 1: Introduction
- Chapter 2: Sustainability and Quality of Life
- Chapter 3: Operations and Mobility
- Chapter 4: SR305
- Chapter 5: Safety and Maintenance
- Chapter 6: Non-motorized Transportation
- Chapter 7: Other Transportation Systems
- Chapter 8: Financing



A matrix is provided below showing where in the IWTP the information is contained to address Growth Management Act requirements for transportation planning in accordance with RCW 36.70A.070(6).

<u>Table 1 -1, GMA requirements for Transportation Planning.</u>	
Land use assumptions used in estimating travel. (i)	Refer to Chapter 3.
Estimated traffic impacts to State owned transportation facilities. (ii)	Refer to Chapter 4.
Inventory of transportation facilities and services. (iii-A)	Refer to Figure 3-1, Roadway Classifications, Figure 7-1, Ferry Routes and Figure 7-5 Kitsap Transit Routes.
Level of service standards for locally owned arterials and transit routes. (iii-B)	Refer to Chapter 3 and Chapter 7.
Level of service standard for state highways. (iii-C)	Refer to Chapter 3.
Actions to correct current level of service deficiencies. (iii-D)	Refer to Chapters 3 and 4.
Traffic forecasts. (iii-E)	Refer to Chapters 3 and 4.
Identification of needs to meet future local and state system demands. (iii-F)	Refer to Chapters 3 and 4.
Probable funding capacity (iv-A)	Refer to Chapter 8.
Multi-year financing plan to meet road and transit level of service standards over the next 6 years. (iv-B)	Refer to Chapter 8.
Probable funding shortfalls and strategies to address funding needed to meet or reassess level of service standards. (iv-C)	Refer to Chapter 8.
Assessment of impacts of plan on neighboring jurisdictions. (v)	Refer to Chapters 3, 4, and 7.
Demand Management Strategies. (vi)	Refer to Chapter 7.
Non-Motorized element planned improvements. (vii)	Refer to Chapter 6 and 8.

CHAPTER 2

SUSTAINABILITY AND QUALITY OF LIFE



Of great concern to the Bainbridge Island community is the relationship between the transportation system elements and the character of the community, livability, public health, and the environment. This chapter discusses each of these elements of the transportation system, identifies how this Plan responds to these issues, and provides examples of transportation system features that illustrate these concepts. This chapter provides additional context to support the transportation issues, policies, and goals in the Transportation Element of the Comprehensive Plan.

Transportation plays a large role in the quality of life of Bainbridge Island residents. The ferry terminal to Seattle and the Agate Pass Bridge are the only two options for traveling off the island. Bainbridge is largely a bedroom community of Seattle and Kitsap County and many Islanders commute off-island by ferry or by bridge. Lengthy commute times by ferry or being stuck in traffic on SR305 mean spending hours away from family, friends, and activities. Speeding and cut-through traffic makes neighborhood streets feel unsafe. Reliable and efficient transportation on and off island is important to balance jobs and housing and maintain the quality of life for Island residents.

Poor quality or non-existent bicycle and pedestrian facilities can be a deterrent to residents walking or bicycling for transportation, connecting to transit, traveling to schools and parks, as well as for recreational purposes. Non-motorized facility networks provide options for active modes of transportation allowing residents to make healthy lifestyle choices. Walkability and bikeability are desirable characteristics of neighborhoods. An increasing number of Island residents are choosing to walk and bike to work and to obtain goods and services in the more densely developed areas of the Island.

How people choose to travel is a key element of both environmental sustainability and quality of life. Transportation is a significant contributor to climate change, as it accounts for a high percentage of greenhouse gas emissions. Emissions from transportation, especially diesel particulates, are a significant health hazard. The City's Comprehensive Plan focuses growth in areas such as Winslow and the Neighborhood Centers. With good planning and implementation of mixed use and higher densities within these areas, development can lead to a more sustainable growth pattern and preserve community character. Investments in infrastructure for active transportation modes and access to transit allow for reduced dependence on the automobile and present opportunities for the Island to develop more sustainably, and improving the quality of life for Island residents.

Active transportation facilities improve accessibility for people of all ages and abilities. For example, barriers to travel by wheelchair or walker (such as curbs lacking curb cuts) and lack of resting places for people with limited stamina, greatly reduce people's ability to participate in community life. Many youth and seniors do not drive.

Infrastructure for active transportation also reduces the need for parking, which in turn improves walkability and bikeability, and access to transit by encouraging more compact development. Costs of owning cars are a major expense for families, and good non-motorized infrastructure



with compact development can make living on Bainbridge more affordable, allowing a more economically diverse community.

Transportation infrastructure and associated drainage have direct impacts on the environment. Stormwater run-off from roads can contribute to water pollution, flooding, and water temperature elevation in riparian stream habitat corridors and Puget Sound. The road network right-of-way presents many opportunities to incorporate sustainable practices providing positive contributions to environmental sustainability.

Community Character

Community character is a term used to identify the elements that define Bainbridge Island. The City of Bainbridge Island's Comprehensive Plan discusses the Island's character as "...forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation. [Comprehensive Plan]

Relationship to Transportation

In the transportation elements related to community character include the highway, major streets, neighborhood roadways, and pedestrian and bicycle facilities. Community character includes natural and manmade features within the roadway right-of-way, such as trees with native understory and landscaping, drainage ditches, and street lighting. Each of these elements define the existing character of the City of Bainbridge Island. Some of these elements may be highly desired such as trees and plantings.

Much of the character of the transportation system stems from the roadway development. Roadways throughout the Island were originally constructed as logging, mill, or farm-to-market roads, connecting the rural areas of the Island with areas of urban development such as Winslow and to transportation connections such as "mosquito fleet" foot ferry docks. As the Island became more developed, major transportation features were added, including the Agate Pass Bridge, SR 305, and the Washington State Ferry's Bainbridge Island terminal. Island roadways were also improved over time -- pavement was added, roadways were widened, drainage was improved, and traffic controls were added to improve vehicle mobility and safety. Designated centers, mainly Winslow, saw a higher level of development including sidewalks and pedestrian paths, on-street parking spaces, street trees and landscaping, and street lighting. Recent improvements to the Winslow area include bicycle lanes and sidewalks, pedestrian crosswalks and refuge areas, bicycle and pedestrian paths, vehicle turn lanes, round-abouts, and other transportation features. New property developments are required to include transportation improvements along the property's frontage in accordance with the City's roadway design standards.

The City has followed the community's desires by defining and implementing an appropriate look and feel for its roadway and off-roadway transportation systems. Emphasis throughout the City's planning activities has responded to the community's concerns about preserving the elements that define the character of the community.

- The adopted Winslow Master Plan emphasizes the use of traffic calming to slow traffic speeds and promotes the development of pedestrian and sidewalk facilities within Winslow.
- The City roadway standards use 10-foot wide travel lanes instead of the standard 12 feet, creating a narrower feel and less paved width. This helps to slow traffic and reduce stormwater impacts of roads.



- The City developed a Non-Motorized Transportation Plan and created a Non-Motorized Transportation Advisory Committee to provide better facilities for pedestrians and bicyclists throughout the Island.
- The City continues to explore and implement innovative traffic control options such as the roundabout at Madison Avenue and High School Road as alternatives to the installation of traffic signals.
- The City continues to evolve its transportation vision to include complete streets, shoulder networks for cyclists, sidewalk improvements for better accommodation of a wide range of users, and trails including regional, intra-island, and local connecting pathways.
- The City with Kitsap County has developed the concept of the Sound to Olympics Trail (STO) – a regional trail crossing Kitsap between both Winslow and Kingston to the Hood Canal Bridge – which will link the Burke-Gilman Trail in Seattle and the Olympic Discovery Trail.

Community character transportation features

The IWTP is focused on identifying the infrastructure needed to improve mobility and safety of the transportation system. The Plan's alternatives and recommendations meet the Plan's goals for maintaining community character including:

- ***Road development guidelines*** – Providing consistency with the adopted roadway standards that promote the retention of appropriate roadside vegetation and trees and follow the natural topography.
- ***Street design guidelines*** – Providing for and protecting the development of more urban features, such as parking, sidewalks, and bicycle facilities within designated centers, widened shoulders and separated paths in less urban areas. Providing context appropriate street designs that promote the use of all modes of transportation for all ages and abilities of people.
- ***Street lighting guidelines*** – Concentrating street lighting within Winslow and Neighborhood Centers and areas identified by safety or community planning needs.
- ***Scenic resource and habitat protection*** – Focusing the development of the transportation system within existing and carefully chosen new travel corridors, while retaining trees with understory and standing or fallen deadwood.
- ***SR305 Scenic Byway*** – Retaining the scenic character of SR305 by discouraging new access points, and maintaining or enhancing vegetative buffers. SR305 is a WSDOT designated Scenic Byway, and the community wishes to preserve, enhance, and restore healthy forested habitat along the corridor. Trees, understory, standing and fallen deadwood all contribute to the desired view-shed and wildlife corridor. Vegetative buffer screening adjacent development is important, both within WSDOT right-of-way, and within adjacent land bordering the highway. Development of the Sound to Olympics Trail in and along the SR305 right-of-way is planned to reduce the need for more motor vehicle lanes, enhance vegetative buffers, and improve connections with transit. Reversible bus rapid transit lanes are being studied to move people more efficiently, and with minimum impervious surface.



Desired features of Community Character

The photographs and sketches identify some of the key features that define the transportation character of Bainbridge Island.



Following natural topography, roadside trees and vegetation, with minimized paved surfaces are desired in conservation areas



Crosswalks, parking, street lighting, and non-motorized facilities are desired features in urban areas



Integration of bicycles, pedestrians, and non-motorized facilities are important features for the community

Livability and Health

The public is becoming more conscious of the environment in which they live and an increasing percentage of the population desires to live in places that are walkable and bikeable. The federal Centers for Disease Control (CDC) and the Kitsap Public Health District strongly encourage developing active transportation facilities to support moderate exercise for basic public health. Today prospective home buyers are presented with statistics such as walkability scores. A growing number of residents' desire active transportation alternatives for daily trips including access to goods and services. More and more commuters choose active modes of transportation to commute to work. On Bainbridge Island, many residents commute by walking and bicycling to the Seattle ferry. Other commuters use Kitsap Transit or carpool and often walk to stops within their neighborhood.

Relationship to Transportation

In order to achieve livability and promote public health, frequent updating of standards and incremental investments in transportation infrastructure, including non-motorized elements, are essential.

- **Roadway Standards** – Pedestrian and bicycle facilities provide for active modes of transportation and recreation. Street lighting is to be appropriate for routes where residents are walking or cycling to school, work, or transit in the dark during fall and winter months. This is particularly important for people with low vision, including seniors. Recognizing that investments take time, provide interim measures for additional non-motorized safety through means such as reducing speed limits, providing wider shoulders, and installation of signage.



- **Complete Streets** – Investments over time in pedestrian and bicycle facilities within both designated center areas will provide for greater connectivity. Many streets lack sufficient sidewalks and bike lanes. Many secondary arterial roadways lack shoulders and separated facilities.
- **Multi-use pathways** – Investments in separated pathways with regional, intra-island and local connectivity.
- **ADA Transition Plan** – The City is continuing a process of identifying ADA-accessible routes for people with reduced mobility, many using assistive devices such as wheelchairs (motorized and manual) and walkers.

Neighborhoods

Bainbridge Island is a residential community and the protection of neighborhood areas and promotion of neighborhood transportation facilities is an important concern for Island residents. Designated centers such as Winslow need a high level of development with pedestrian and bicycle facilities, transit access, and a development of residential street character. In conservation areas, residents are concerned about the impacts of traffic flow, the development of non-motorized facilities and improving future connections and circulation.

Relationship to Transportation

Provide a safe roadway system in residential areas for adults and children walking, bicycling, and driving. The City of Bainbridge Island has a limited transportation network and vehicle movements often depend on a single street. Because of this, as traffic levels increase on the arterial street system, adjacent and parallel streets will begin to experience factors such as “cut-through” traffic, inappropriate vehicle speeds, and intersection congestion.

- **Neighborhood traffic calming**– The City’s Public Works Department, in conjunction with the Police Department, reviews complaints about inappropriate speeding or cut-through traffic on neighborhood streets.
- **Traffic enforcement** – The City of Bainbridge Island Police Department responds to neighborhood concerns about high traffic speeds through residential areas.
- **Roadway standards** – The City of Bainbridge Island has developed its roadway design standards to act as traffic calming features using narrow travel lanes and non-motorized facilities.

Neighborhood Transportation Features

The IWTP is focused on identifying the improvements needed for the mobility and safety of people using the transportation system. The alternatives and recommendations meet the Plan’s goals for maintaining the neighborhoods including:

- **Reducing neighborhood cut-through traffic** – Focus the development of transportation system within primary travel corridors.
- **Neighborhood circulation** – Develop the transportation network to provide secondary roadway access, improve emergency access, increase neighborhood circulation, and improve pedestrian and bicycle mobility. Pedestrian and bicycle path short-cut connections through neighborhoods offer important connectivity to link neighborhoods and discourage unnecessary vehicle trips. Provide non-motorized connectivity between neighborhoods through City review of new development projects
- **Winslow street visualization plan** – Promoting the design and unique character of each street within the Winslow area.



Desired features for Neighborhoods

The photographs and sketches identify some of the key features that define the neighborhood goals for transportation.

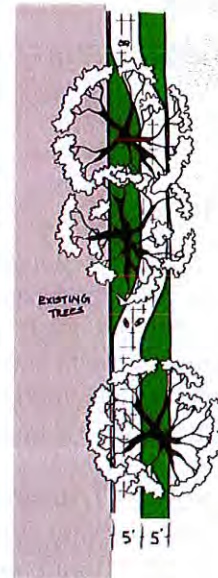


Neighborhoods are enhanced by providing appropriate street width, sidewalks, and other facilities

The character and needs of Winslow streets are part of a visual street plan



Streets reflect the special needs of pedestrians, bicyclists and traffic flow



Environment

Maintaining a natural environment is very important to the Bainbridge Island community. Protection of the environment is a key consideration for all development projects, with the city, state, federal government agencies, and Tribes all playing roles.

Bainbridge Island residents voted to fund a \$10 million bond to purchase open space, and that money was heavily leveraged through the City's Open Space Commission to vastly increase open space on the Island. Bainbridge voters approved a Levy Lid Lift for the Bainbridge Island Metropolitan Parks and Recreation District to purchase land to strategically increase open space for recreational usage. The City completed an Open Space Study, which provides guidance for land use planning regarding environmentally sensitive areas.

Relationship to Transportation

Bainbridge Island has a variety of environmental characteristics that affect the development of the transportation system. As an island, traffic is concentrated near the ferry terminal in Winslow, and at the two-lane Agate Pass Bridge at the north end of the Island. The Island's topography, soils and steep slopes have limited the development of roadways in many areas. The Island has many sensitive resources such as ravines, parklands, open spaces, and shoreline and wetland areas that require creative and environmentally sensitive approaches to roadway and non-motorized facility development.

Possible impacts to the environment are a key consideration in the development of transportation projects. These include full consideration of impacts on the environment in the planning and design of a project.



Environmental Transportation Features

The following environmental aspects should be considered in addition to improving mobility and safety for all modes of transportation:

- ***Environmental sensitivity*** – Minimizing road construction within environmentally sensitive areas and encouraging the planting of low-maintenance, native groundcover and trees along roadways. The Plan focuses the development of the transportation system within existing travel corridors.
- ***Utilities*** – Promoting the undergrounding of overhead utilities to reduce the need for removal and maintenance of roadside vegetation.
- ***Stormwater management*** – Providing for environmentally-sensitive design of stormwater collection and detention facilities. Combining traffic calming and stormwater management goals through green infrastructure provisions within traffic calming features such as curb bulbs.
- ***Air quality*** – Developing transportation plans and programs that improve traffic flow, encourage non-motorized and transit transportation alternatives to driving, thus lessening the impact on regional air quality.
- ***Wildlife corridors and networks*** – Recognizing and promoting the maintenance of wildlife corridors and networks.

Desired features of Environment

Bainbridge Island has a variety of environmental characteristics that affect the development of the transportation system.

The photographs and sketches below identify some of the key features that define the environmental goals.



Stormwater Management and Green Infrastructure



*Protection of environmental resources
such as the Ravine*



*Special stormwater containment
features can control water runoff
roadway surfaces*



*Rain gardens to control stormwater run-off
and improve water quality*



*Stormwater planters to control run
off and improve water quality*





Developed landscapes including roadways are covered with impervious surfaces which can increase pollutant levels and increase stream flows, degrading water quality. The Washington State Department of Ecology (DOE) establishes the stormwater flow control and water quality requirements for roadway projects. As a municipality, the City of Bainbridge is required to meet the National Pollutant Discharge Elimination System (NPDES) permit obligations to discharge stormwater to waters of the State of Washington and meet the NPDES permit requirements. With the implementation of the 2012 NPDES Permit, the City is implementing Low Impact Development (LID) requirements for both public and private development.

LID is an innovative stormwater management approach that attempts to mimic the natural stormwater hydrology of pre-development conditions. LID uses techniques that infiltrate, filter, detain, evaporate, and attenuate stormwater run-off close to the source. Examples of “green” natural processes include swales, bio-retention, filter media, permeable pavement, and street trees. Streets that implement natural processes are commonly referred to as green streets. Green streets can serve multiple community goals by combining stormwater infrastructure within traffic calming features such as curb, bulbs or by adding planting strip rain gardens that provide additional buffer between the street and the sidewalk.

Balancing Community Needs

With thoughtful planning, new transportation infrastructure can often protect environmental functions, as when LID facilities replace more traditional stormwater piping, or when pedestrian, bicycle, and/or transit facilities reduce the need for impervious and expensive parking facilities.

One of the more challenging aspects of improving a transportation system is finding the right balance between competing community needs and desires. For example, it may be best to construct a sidewalk or separated pathway on one side of the roadway rather than on both sides in order to reduce impacts to vegetation. Balancing needs of non-motorized users and goals of vegetation protection will require analysis and public engagement to design improvements that best meet competing interests.

Creating designs that improve transportation systems and evaluating the trade-offs where they exist (weighing the importance between community goals and design guidelines) is an important function of the City of Bainbridge Island Public Works Department. Table 2-1 illustrates the issues that can arise for a variety of transportation improvements.



Table 2-1: Competing Community Needs

Project Type	Community Character concerns	Environmental concerns	Neighborhood concerns
Widen roadway to include bicycle lanes	Increased paved width of roadways changing the road's look and feel	Promotes use of non-motorized, but also can increase water runoff	May slightly increase vehicle travel speeds on widened road corridor
Installation of roundabout at an intersection	Roundabouts highly desired over traffic signals	May result in removal of trees near intersection	May reduce cut-through traffic in residential areas
Rebuilding roadway impacted by shoreline erosion	May result in a more structured and modern roadway facility	May impact shoreline areas, loss of trees and foliage	Needed improvement for access to property
Installing pedestrian path or sidewalk	May affect the feel of a traditional neighborhood	Promotes use of non-motorized vehicles	Provides safe access for pedestrians

As illustrated in the table above, each of these examples could have competing concerns. In other words, a highly desired project for one sector of the community may be opposed by another. In the end, these checks-and-balances can improve the planning and design of roadway projects by reflecting the needs and desires of the larger community.

Public Works uses the community values in the Comprehensive Plan when developing project objectives. The City of Bainbridge is committed to the principals of context-sensitive solutions. Public Works staff strives to facilitate public engagement when developing capital projects to evolve and refine the community's values as they relate to each project.

CHAPTER 3 OPERATIONS AND MOBILITY



This chapter describes the traffic operations and current and future vehicle mobility for the City's roadway system. Mobility is the measure of how well vehicles can get around on the roadway system – the opposite of congestion. Island residents expect a high level of mobility that maintain the character of their community. The high levels of congestion experienced during peak periods, especially on and around SR305, area common source of frustration for drivers.

While the focus of this chapter is on motorized level of service, it is recognized that providing for level of service for all modes is important for a viable transportation system. In some locations where constraints limit options, some modes may be favored over other modes. Transportation networks should provide for all modes of transportation as a system. For vehicular traffic transportation demand strategies, may be an optimal approach.

Level of service standards are used to provide a basis for the mobility analysis. This Plan used planning and operational models developed by Transportation Solutions, Inc. in TransCAD and Synchro software, respectively, to analyze current conditions (based on traffic counts and existing roadway network information) and to forecast future levels of service (based on traffic generated by forecasted land use and roadway network changes). The structure of the roadway network was analyzed by reviewing the roadway classification system, connectivity, access, and road standards.

Existing Roadway System

The section on existing conditions provides an analysis of the current operating conditions and provides a baseline for future comparisons. The City of Bainbridge Island's transportation system is made up of a network of roadways, pedestrian facilities, bikeways, the ferry terminal, and formal and informal trails. Each of these elements is important to the mobility or movement of people and goods within and to destinations beyond the Island. This chapter focuses on the roadway system only; the non-motorized, bus transit, and ferry systems are described in Chapters 6 & 7.

The roadway system is designed for the movement of people and goods throughout the community. Major regional transportation features of the Island include the Washington State Ferry Terminal, which connects Bainbridge Island to downtown Seattle; and State Route 305, which connects the Island to the Kitsap and Olympic Peninsula. State Route 305 is the Island's principal transportation corridor, providing an important north-south connection.





The State system is supported by a City roadway system that connects residential areas to the highway and retail and employment areas. The City's arterial, collector, and residential street system provides roadway connections and access to properties within the City.

Travel Corridors

The following important commuter, shopping, business, school, and freight/commercial corridors are identified for the Island:

- *Commute Corridors* – SR305, Winslow Way, Wyatt Way, Ferncliff Avenue, High School Road, Day Road, Blakely Avenue, Eagle Harbor Drive, Baker Hill Road, Miller Road, and North Madison Avenue.
- *Retail Corridors* – SR305, Winslow Way, High School Road, Madison Avenue, Hildebrand, Miller Road, Wyatt Way, Lynwood Center Road, and Valley Road.
- *School Corridors* – High School Road, New Brooklyn Road, Sportsman's Club Road, Madison Avenue, Day Road, North Madison Avenue, and Blakely Avenue
- *Freight Corridors* – SR305, Day Road, Miller Road, Fletcher Bay Road, Sportsman's Club Road, High School Road, Madison Avenue, and Winslow Way.

Roadway Inventory

The City's roadway system consists of approximately 140 miles of paved roads, and another 20 miles of unpaved roads. The City maintains a Geographic Information System (GIS) that includes the roadway system. The GIS database includes characteristics for each roadway segment, including length, pavement width, functional classification, posted speed, sidewalks, and transit and bicycle facilities. A spreadsheet is maintained that includes sign inventory information. The City periodically conducts an island-wide traffic count and develops volume and traffic speed information for its major roadways. This Plan was updated in 2014 with TSI traffic counts.

Roadway Classifications

Roadway functional classification is defined as the process by which streets and highways are grouped into classes, or systems, according to the character of traffic service that they are intended to provide. The City divides Island roadways into four functional classifications: principal arterial, secondary arterial, collector, and local access roads. These classifications are described in Table 3-1.

Table 3-1. Functional Classifications

Classification	Definition
Principal Arterial	Carry the highest levels of traffic in the system at the greatest speed for the longest uninterrupted distance, often with some degree of access control. Used for through trips, and provide connections within the system.
Secondary Arterial	Carry high level of traffic at a moderate speed, sometimes for through trips. Often serve as access to high-intensity land uses such as major employers or larger commercial centers; provide connections within the system.
Collector	Connect traffic from residential roads to arterials at a lower speed, carrying lower levels of traffic than arterials. Serve neighborhood centers.
Local Access	Carry low levels of traffic at low speeds. Serve as access to residential and commercial areas and are not used for through trips.



Streets and highways are assigned one of these classes, depending on the character of the traffic (i.e., local or long distance) and the degree of land access that they allow. Typically, a trip will use a combination of different road classes, with each classification having a specific function with regard to access and travel speed. Arterials provide a high degree of mobility and less access, while local access roads provide a high level of access and less mobility. Collectors provide a balance between access and mobility and connect the system.

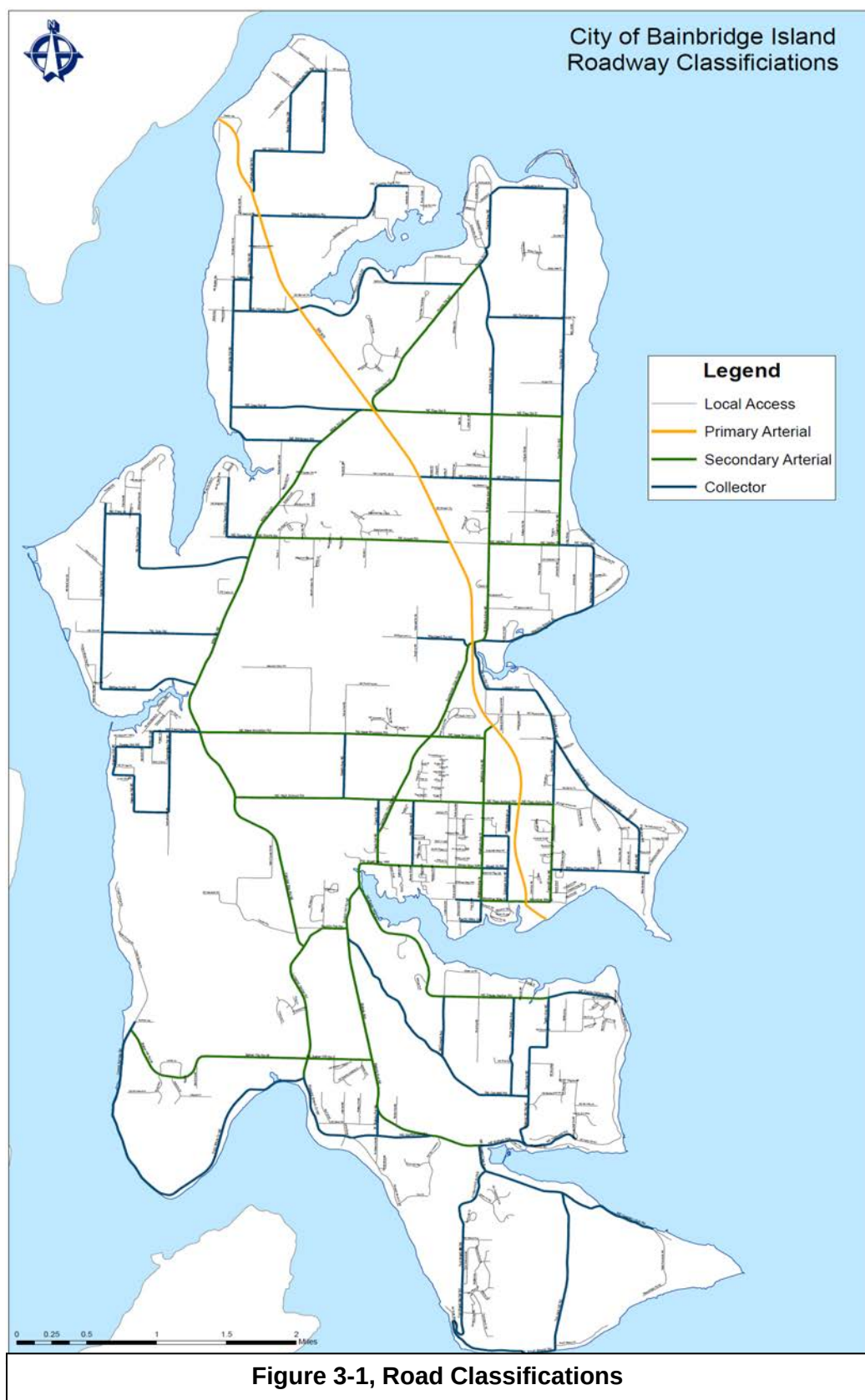
Road Standards

The City of Bainbridge Island has established its roadway street and design standards as part of its *Engineering Design and Construction Standards and Specifications*. These standards set the minimum requirements for constructing roadways and are applicable to all new roadway construction and modifications to existing roadways within the City of Bainbridge Island. The road and street design standards follow the functional classification system described above and establish separate standards for designated centers and the conservation area of the Island.

The City has both urban and suburban standards. Urban standards are intended to apply within the designated center of Winslow, the neighborhood centers including Lynwood, Island Center, and Rolling Bay, and the Day Road Industrial Center. Urban standards apply in all locations with R2.9 and greater zoning and/or effective density. The City may require urban standards to be applied in other areas in close proximity for system continuity.

Level of Service

This section describes the Level of Service (LOS) standards used in this document. LOS provides a method for measuring the performance of the transportation system. The City uses a standard for LOS that determines if adequate mobility is being provided on the roadway system. LOS standards and method of measurement have been coordinated with Washington State Department of Transportation, Washington State Ferries, Kitsap County, and Kitsap Transit to ensure that standards used in this document are consistent, with these other entities.





LOS Defined

LOS is a measurement used in transportation planning to assess the operating performance of the transportation system. For roadways, LOS measures the degree of traffic congestion along a roadway varying from LOS A (free-flow traffic with minimal delays) to LOS F (highly-constrained traffic with long delays).

The Highway Capacity Manual (HCM) (Transportation Research Board, Special Report 209) establishes quantitative methodologies for determining level of service for differing types of facilities. The methodologies vary for intersections, roadways, freeway, and highway, but all follow the LOS A - F classification and provide a consistent method of measuring the performance of the transportation system. Table 3-2 describes the operation of the transportation system at each LOS ranking.

Table 3-2: Level of Service Descriptions

Level of Service	Description
LOS A	Free flow traffic conditions with very low delay at intersections.
LOS B	Reasonably unimpeded traffic operations with only short traffic delays at intersections.
LOS C	Stable operating conditions with average traffic delays at intersections
LOS D	Operating conditions result in lower travel speeds and higher delays at intersections.
LOS E	Travel speeds are substantially restricted with problems likely to occur at intersections.
LOS F	Roadway operations are over capacity with extreme delays likely at intersections.

LOS is measured differently for roadways and intersections. For roadways, LOS is measured as a function of traffic volume and roadway capacity. For intersections, LOS is measured as a function of vehicle delay in clearing the intersection.

Roadway LOS Measurement

Roadway LOS is measured by the relationship between traffic volume (V) and capacity (C) of the roadway. As the volume of traffic using the roadway approaches the capacity of the roadway (V/C approaching 1.0), the level of service deteriorates. Table 3-3 relates volume/capacity to LOS measurements for roadways.



Table 3-3. Roadway Level of Service and Volume/Capacity Ratio

<i>LOS</i>	<i>Volume/Capacity (V/C) Ratio</i>
<i>A</i>	<i>Less than 0.6</i>
<i>B</i>	<i>0.60 to less than 0.70</i>
<i>C</i>	<i>0.70 to less than 0.80</i>
<i>D</i>	<i>0.80 to less than 0.90</i>
<i>E</i>	<i>0.90 to less than 1.00</i>
<i>F</i>	<i>More than 1.00</i>

Traffic volumes can be counted or they can be calculated using the traffic model by analyzing land uses that are served by the roadway. Bainbridge Island's roadway capacity policy is defined in the City Design and Construction Standards; see Table 3-4. No policy is currently defined for arterial roadway capacity. There is some inconsistency between the City's current capacity policy and an engineering-based approach to roadway capacity calculation which would typically consider the physical structure of the roadway, including the number of lanes, type of intersection controls, widths of lanes and shoulders, and design speed. The City's capacity standards will be reviewed and updated during the roadway design standard update process.

The roadway levels of service described in this Plan are based upon current capacity policy. In lieu of an arterial capacity policy, this Plan calculated arterial segment LOS based on an approach which is currently used by other small cities and which is consistent with the state of engineering practice.

Table 3-4. Existing Roadway Capacity Policy

<i>Functional Classification</i>	<i>Area Type</i>	<i>Capacity *</i>
<i>Secondary Arterial</i>	<i>Urban</i>	<i>> 3,000</i>
<i>Secondary Arterial</i>	<i>Suburban</i>	<i>>2,000</i>
<i>Collector</i>	<i>Urban</i>	<i>2,000 to 3,000</i>
<i>Collector</i>	<i>Suburban</i>	<i>1,000 to 2,000</i>
<i>Residential</i>	<i>Urban</i>	<i>< 2,000</i>
<i>Residential</i>	<i>Suburban</i>	<i>< 1,000</i>

* Capacity is measured using the Average Daily Traffic (ADT)

To improve the LOS for a roadway, either the capacity must be increased or the volume of traffic using the road must be decreased. To increase the capacity, the City can look at several options such as roadway improvements ranging from adding signals or separated turn lanes to an intersection to roadway widening. To reduce traffic volumes, the City can explore options such as changing allowable land uses or modifying individual travel behavior. This section focuses on capacity improvements. Chapter 7 discusses other travel modes and methods of transportation demand management.



Intersection LOS measurement

Intersection LOS is measured by the amount of delay experienced by a vehicle waiting to clear an intersection. Delay at a signalized intersection can be caused by waiting for the signal or waiting for the queue ahead to clear the signal. Delay at un-signalized intersections is caused by waiting for a break in traffic or waiting for a queue to clear the intersection. Table 3-6 shows the amount of delay used to determine LOS for signalized and un-signalized intersections. Roundabout-controlled intersections use the same LOS thresholds as signalized intersections.

Table 3-6. Intersection LOS and Delay

LOS	Signalized Delay per Vehicle (sec/veh)	Unsignalized Delay per Vehicle (sec/veh)
A	0-10	0-10
B	>10-20	>10-15
C	>20-35	>15-25
D	>35-55	>25-35
E	>55-80	>35-50
F	>80	>50

Generally, speaking...

Roadways that are LOS E or F fail the standard.

LOS D is okay for certain arterials and collectors in urban areas

LOS A, B or C are within the standard for all arterials and collectors

Different delay standards are used for signalized (stop light controlled) and un-signalized (stop sign controlled) intersections. For signalized and all-way stop controlled intersections, the LOS is the amount of delay per vehicle caused by control and is reported for the intersection. For un-signalized intersections, where there are controls only on the minor approaches, the LOS is estimated by the average delay per vehicle and is reported for only minor approaches to the intersection.

City LOS Standard

The City of Bainbridge Island's LOS standard designates the minimum operational performance of the roadway system that must be maintained. If traffic volumes cause a roadway to fall below the minimum LOS standard, improvements or other mitigation must be made to bring the facility back to the designated LOS standard. Level

of service standards are normally prescribed for the afternoon or p.m. peak hour (most congested hour) of the traffic system, which typically occurs between 4:45 and 5:45 in the evening on Bainbridge Island.

The recommended minimum LOS standard uses the City's roadway classification system, and four zones that reflect the differences in the Island's character: designated centers including Winslow and Neighborhood Centers, Conservation Area, and the SR305 Corridor. Within each of these categories, individual minimum LOS standards were established for secondary arterials, collectors, and residential roadways. These are shown in Figure 3-2 and described below.



Winslow – (applies to roadways and intersections in the greater Winslow area)

- Secondary Arterial – LOS D
- Collector – LOS D
- Local Access – LOS C

Neighborhood Centers – (applies to roadways and intersections within the City-defined centers of Rolling Bay, Island Center, and Lynwood Center)

- Secondary Arterial – LOS D
- Collector – LOS C
- Local Access – LOS C

Conservation Area – (applies to roadways and intersections in areas outside of the Winslow core and the Designated Centers – the remainder of the Island)

- Secondary Arterial – LOS C
- Collector – LOS C
- Local Access – LOS B

SR305 Corridor – (applies to state highways and is established by the State)

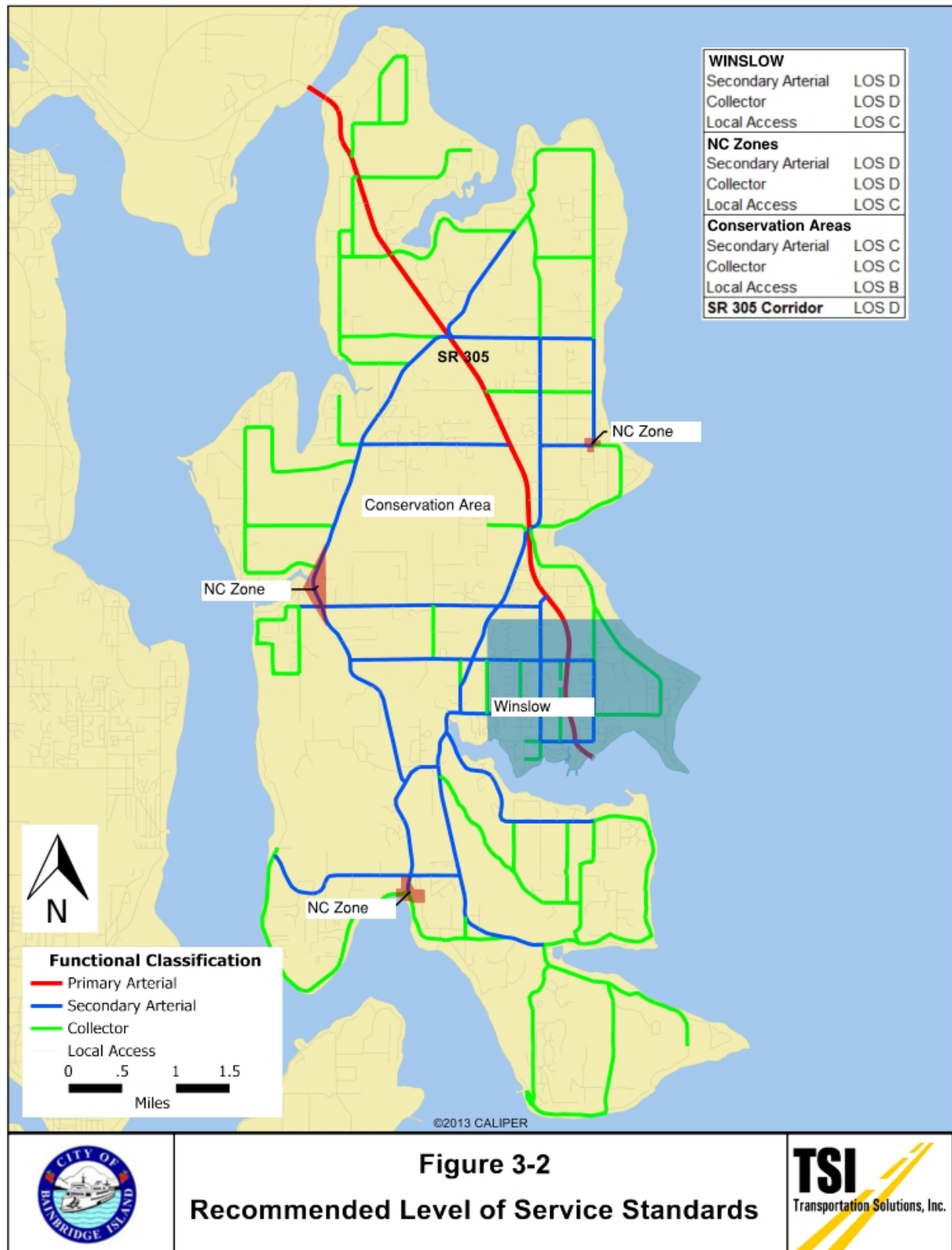
- All Roadways– LOS D

SR-305 LOS Standard

The LOS standard for state facilities is set by the Washington State Department of Transportation as a Highway of Statewide Significance (HSS) under RCW 47.06.140. The HSS designation requires that SR305 be evaluated using a LOS Standard designated by WSDOT. While WSDOT internally evaluates roadways using its own methodology, WSDOT has assigned a level of service standard for SR305 as LOS D-mitigate for City planning purposes. This standard requires that congestion be mitigated when the peak period operation of the state facility falls below LOS D.

Non-Motorized LOS Standard

The facility types and associated level of service for non-motorized transportation elements for secondary arterial and high volume collector (ADT 1500 or greater) roadways are established in Chapter 6, “Non-Motorized Systems” of this plan. The minimum Bicycle Level of Service (BLOS) and Pedestrian Level of Service (PLOS) for development is level of service C. PLOS and BLOS is calculated using the methodology in the latest edition of the Highway Capacity Manual. The 2010 Highway Capacity Manual (HCM 2010) provides a detailed methodology for calculating level of service for pedestrians and cyclists. The level of service is based on quality of facilities as well as traffic volume and speeds. LOS measures are graded A through F based on a numerical score with the letter A representing the highest-grade facility.





Existing Traffic Conditions

This section describes the traffic conditions for the 2014 Plan year. The Plan is based on traffic data collected for roadway segments in 2012 and intersection counts in 2014.

Transportation Model

A consultant, Transportation Solutions, Inc. (TSI) developed a citywide transportation model to estimate existing travel demand and to provide a tool for forecasting future travel demand on City roadways. Current and future travel demand were used as inputs to a citywide operational model, developed using Synchro software, to evaluate current and forecasted PM peak hour levels of service throughout the city's roadway network. The demand model is based upon the concept of vehicle trips; pedestrians and cyclist demand is not forecasted. Similarly, carpool, vanpool, or transit users are represented by single vehicles in the model.

For analysis of existing conditions, the TransCAD-based model used existing land use data from Kitsap County and Puget Sound Regional Council (PSRC), roadway information from the City, and TSI traffic counts to reproduce existing trips and their paths, from origin to destination, through the citywide roadway network.

Land use was collected from Kitsap County at the individual parcel level and aggregated to create 241 transportation analysis zones (TAZs) which covered the entirety of the City. Two external zones were created to represent travel demand at the ferry terminal and at the north end of the Island.

Trip generation was based upon existing land use and trip generation rates established by the *Institute of Transportation Engineers (ITE) Trip Generation Manual, 9th Edition* and calibrated based on knowledge of local conditions and travel patterns. It was observed during calibration, for example, that single-family trip generation rates on Bainbridge Island were lower than the nationally-calibrated averages published by ITE. This reduced single family trip rate may be associated with a growing percentage of retirees living on the Island. Peak hour ferry trip generation rates were estimated from the WSDOT Ferries Division *2013 Origin-Destination Travel Survey Report*.

For operational analysis, a citywide traffic model was developed in Synchro software, using roadway information obtained from the City, satellite and street-level imagery collected from Google Earth, and traffic counts collected in 2014 by TSI. Relevant roadway information for operational analysis included number of lanes, intersection channelization, traffic control devices, speed limits, and lane width. Observed PM peak hour traffic volumes were applied to the roadway network to calculate intersection levels of service.

Peak Hour Traffic Volumes

The City of Bainbridge Island collects traffic count data on a periodic basis to assess changes in traffic patterns, to collect information for its concurrency program, and to track the operational characteristics of the Island. In 2012, the City contracted an update of Island-wide traffic counts and travel speeds. In 2014, the City contracted intersection counts. This information was utilized in the traffic model developed by TSI. The data are included in Appendix E of this report.

WSDOT Ferry Travel Survey

Washington State Department of Transportation (WSDOT) conducts origin-destination (OD) surveys every six to seven years as a way to accurately capture and measure the travel



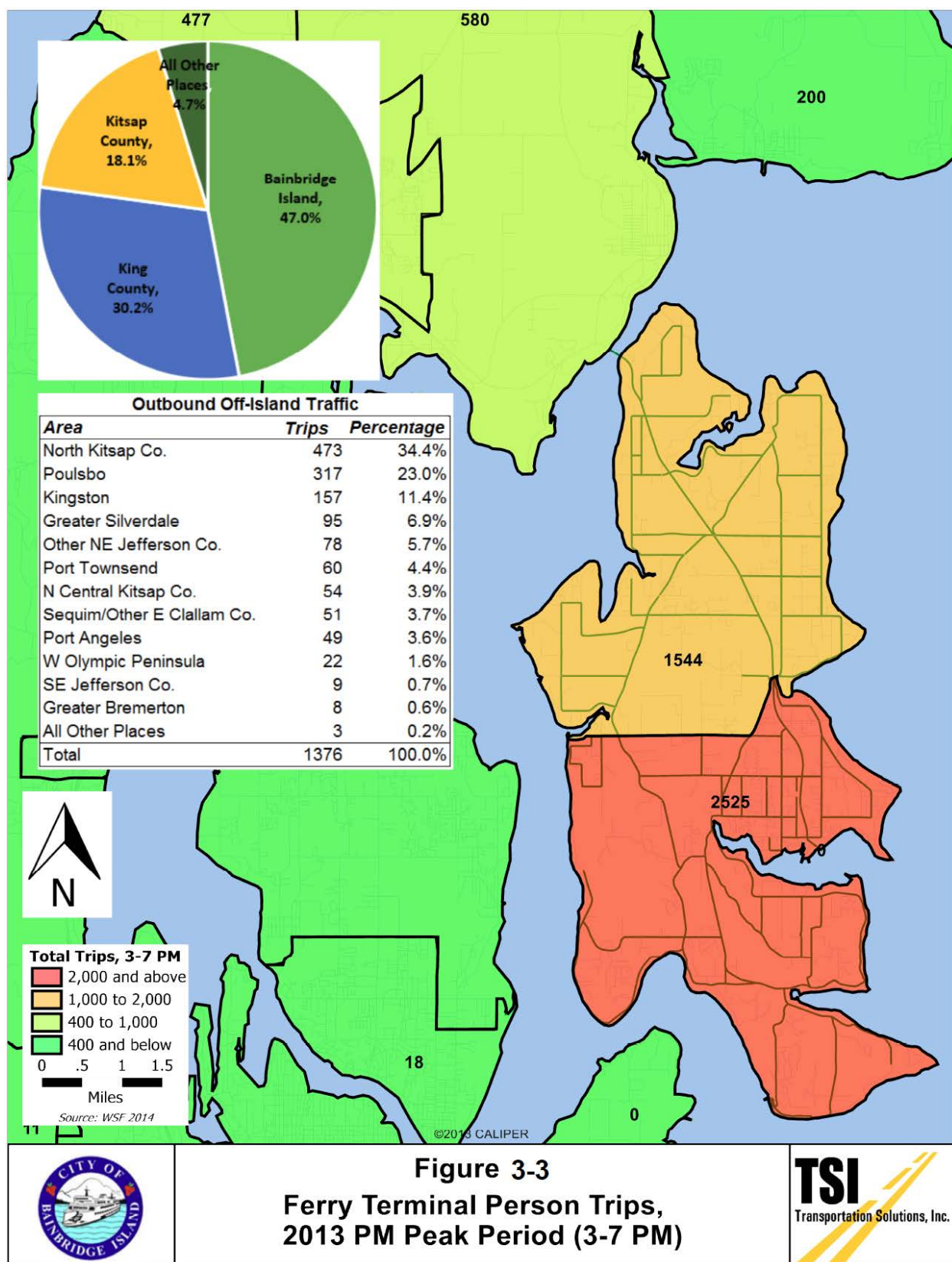
patterns of ferry passengers. Passengers were asked about their typical routes, how they get to and from ferry terminals, and the purpose of their trips.

Surveys were administered to ferry riders during weekdays and Saturdays in October 2013. Over 17,000 survey questionnaires were collected system-wide, with 92 percent of collected surveys sufficiently complete for analysis. Survey responses were used to develop a database of ferry user characteristics, including trip origin and destination patterns. TSI reviewed and processed survey results for the Seattle-Bainbridge route and used them as inputs to the citywide travel demand and traffic operations models.

Figure 3-3 summarizes survey findings for the Seattle-Bainbridge Island ferry.

Highlights of the survey results published in August 2014 are summarized below:

- Ferry ridership has declined slightly since 2006, with approximately 17,000 riders per day in 2013 compared to 18,000 riders per day in 2006. Vehicle boarding's decreased by 7 percent during that period.
- The Seattle-Bainbridge route has shown an aging ridership, with the number of passengers over age 64 increasing from 8 percent in 2006 to 17 percent in 2013. System-wide, average passenger age increased from 42 in 1993 to 48 in 2006 and 49 in 2013. Currently 18 percent of riders are retired and another 14 percent are planning to retire in the next five years.
- Approximately 25 percent of weekday riders telecommute at least one day per week, up from 20 percent in 2006.
- The proportion of work- and school-related trips decreased and the proportion of recreation and shopping trips increased between 2006 and 2013.
- Of the 6,070 total (eastbound and westbound) ferry trips during the 3:00 to 7:00 PM weekday peak period, 67 percent had an origin or destination on Bainbridge Island, while the remaining 33 percent had off-Island trip ends. This indicates the WSF terminal's regional nature, with one in three travelers originating or destined for off-Island locations.
- The City of Poulsbo and other North Kitsap County locations accounted for 57% of the off-Island destinations. Other primary destinations included the cities of Kingston, Silverdale, Port Townsend, and Sequim. The results indicate that while much of off-Island traffic is coming from areas adjacent to Bainbridge Island, as many as 40% of off-Island drivers could take advantage of new or improved service to downtown Seattle from Kingston or Bremerton.
- Nearly 70 percent of total weekday PM peak period ferry trips are destined westbound, with the other 30 percent of trips destined primarily for locations within Seattle.





Existing LOS

The travel demand model was calibrated using a process that compares the counted roadway volumes to modeled flows which are based on land use and roadway network data. The calibrated TransCAD model and Synchro intersection analysis software were used to determine the 2014 LOS for the intersections in the study area.

Figures 3-3 shows the 2014 LOS for the Island as a whole and for the Winslow area. The LOS for each intersection is shown by approach in Table 3-6. All intersections modeled on SR305 north of High School Road currently do not meet minimum LOS standards except for the signal at Day Road. Day Road however is close to exceeding the standard. In urban areas, the Madison/Wyatt intersection currently fails the minimum LOS standard but will be improved to LOS A upon completion of a planned roundabout.

There are currently no roadway level of service failures.

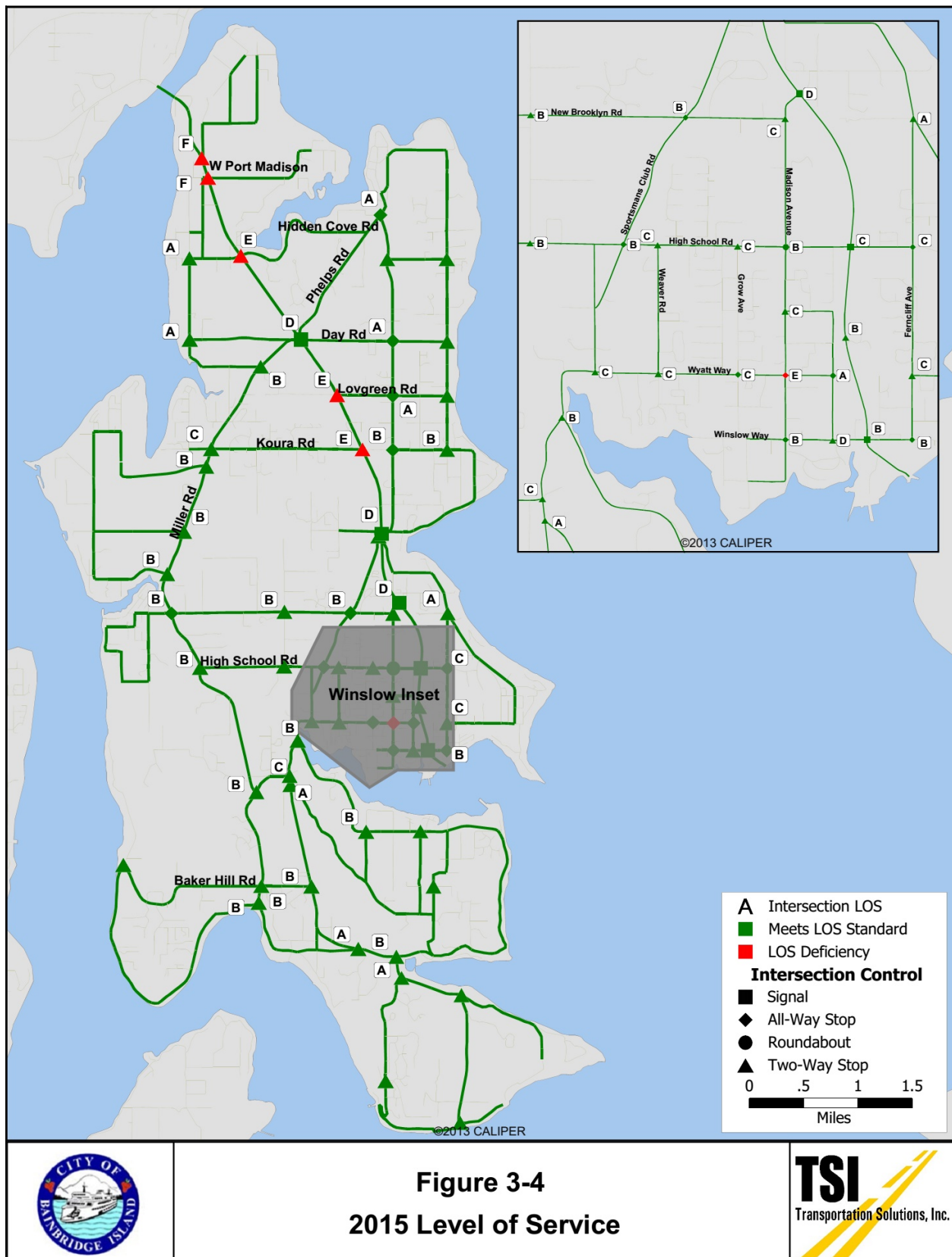




Table 3-6. Intersections PM Peak Hour LOS Deficiencies – 2014 Baseline

Intersection	Control Type ¹	Delay ² (s/veh)	LOS
Madison Ave N / Wyatt	AWSC	38.5	E
SR 305 / Koura Rd	TWSC	37.3	E
SR 305 / Lovgreen Rd	TWSC	38.9	E
SR 305 / NE Hidden Cove Rd	TWSC	48.3	E
SR 305 / Port Madison	TWSC	>180	F
SR 305 / Agatewood Rd	TWSC	>180	F

¹TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized

²Average control delay for all movements. For TWSC, delay is reported for the movement with the highest delay.

Future Traffic Conditions

This section identifies the land use forecast methodology and results used to identify the future needs and deficiencies of the transportation system. Two time periods were studied: 2021, representing the six-year short-term planning period, and 2035, representing the 20-year long-term planning period. 2035 matches the long-term planning horizon of Puget Sound Regional Council (PSRC), the region's major planning entity.

Land Use Forecast

The transportation model used PSRC and Kitsap County land use forecasts to determine future PM peak hour trip growth by transportation analysis zone (TAZ). Trip growth forecasts were distributed and assigned to the future roadway network to generate expected future traffic growth citywide.

Determination of Base Year Land Use

Base year land use was provided by Kitsap County in the form of GIS-based tax parcel data. These data were refined based on recent satellite and street-level photography, then categorized according to the following modeled land use types:

- Single-Family Housing
- Multi-Family Housing
- Senior/Assisted/Retirement Housing
- Retail
- General Office
- Industrial and Manufacturing
- Warehouse/Utility/Storage
- Hotel
- Hospital/Nursing Home
- Park and Ride
- School
- Recreation/Entertainment
- Church

Land use data were subsequently aggregated to create 241 transportation analysis zones (TAZs), with each TAZ representing a distinct geographical trip generating unit in the travel



demand model. Table 3-7 describes the modeled 2014 land use quantities. The base year travel demand model was calibrated using 2014 traffic counts to establish a tool that reflects vehicle traffic and travel patterns for each of the TAZs.

Table 3-7. 2014 Land Use

Land Use Category	Quantity	Units
Single-Family Housing	8,517	Dwelling Units
Multi-Family Housing	1,311	Dwelling Units
Senior/Assisted/Retirement Housing	212	Dwelling Units
Retail	589	KSF*
General Office	316	KSF
Industrial and Manufacturing	163	KSF
Warehouse/Utility/Storage	226	KSF
Hotel	96	Rooms
Hospital/Nursing Home	69	KSF
Park and Ride	841	Stalls
School	3,355	Students
Recreation/Entertainment	207	KSF
Church	121	KSF

* KSF equals one thousand square feet.

Land Use Forecasts (2021 and 2035)

The next step in the transportation modeling process was to incorporate land use forecasts to the calibrated base year travel demand model in order to establish 2021 and 2035 traffic forecasts.

In order to convert regional 2035 land use forecasts to the level of detail required by the citywide transportation model, housing and employment growth forecasts were geographically distributed to the TAZ level according to zoning and estimated land capacity. Employment growth forecasts were converted to gross floor area or equivalent modeled units using relationships established by the Institute of Transportation Engineers, U.S. Department of Energy, and San Diego Association of Governments.

Table 3-8 shows the citywide residential and employment forecasts used in this Plan.



Table 3-8. 2021 and 2035 Forecasts

	Households	% Change from Base	Employees	% Change from Base
2014 Base Year	10,152	--	8,600	--
2021 Forecast	11,346	12%	9,321	8%
2035 Forecast	13,248	30%	10,587	23%

Growth in households is assumed to occur at an annual rate of approximately 1.3 percent per year during the planning period. Employment growth is expected at 1.7 percent per year. The 2035 forecasts assigned a moderate rate of growth throughout the Island with the greatest commercial growth in the designated Neighborhood Centers, industrial growth focused in areas currently zoned business/industrial, and residential housing growth occurring in areas with the greatest potential for new housing under existing zoning. The 2021 forecasts were based on a straight-line interpolation of growth for each TAZ, with the assumption that the distribution of employment and housing would be proportionate to the 2035 scenario.

Future Traffic Operations

This section describes the future traffic conditions on the City's roadway system for 2021 and 2035. Future traffic conditions were estimated for 2021 and 2035 using the results of the land use and employment forecasts, roadway network information, and the calibrated travel demand model (including calibrated trip generation, distribution, and traffic assignment sub models).

2021 Traffic Forecast

The 2021 traffic forecast was developed by applying a linear interpolation of forecasted 2035 land use growth to the calibrated base year planning model. Forecasted traffic growth was then applied to the Synchro traffic operations model to analyze 2021 levels of service. Where LOS was shown to fall below the minimum LOS threshold by 2021, mitigating improvements were added to the road network. This section describes the results of the 2021 analysis.

2021 LOS

The traffic model produces a forecast of 2021 traffic conditions, which are shown in Figure 3-5. Results of the 2021 forecast show continued heavy congestion and poor level of service along SR305. At locations other than SR305, there are only a few minor LOS deficiencies.

Roadway LOS

Roadway Segment LOS at sections of Eagle Harbor Drive and Miller Road are expected to decline. Shoulder widening project are included in the City's short term (6 year) capital improvement plan for these locations.

Along the SR305 corridor, north of Sportsman's Club Rd., roadway capacity, in addition to poor intersection operation, is predicted to become an impediment to traffic flow and contribute to congestion.

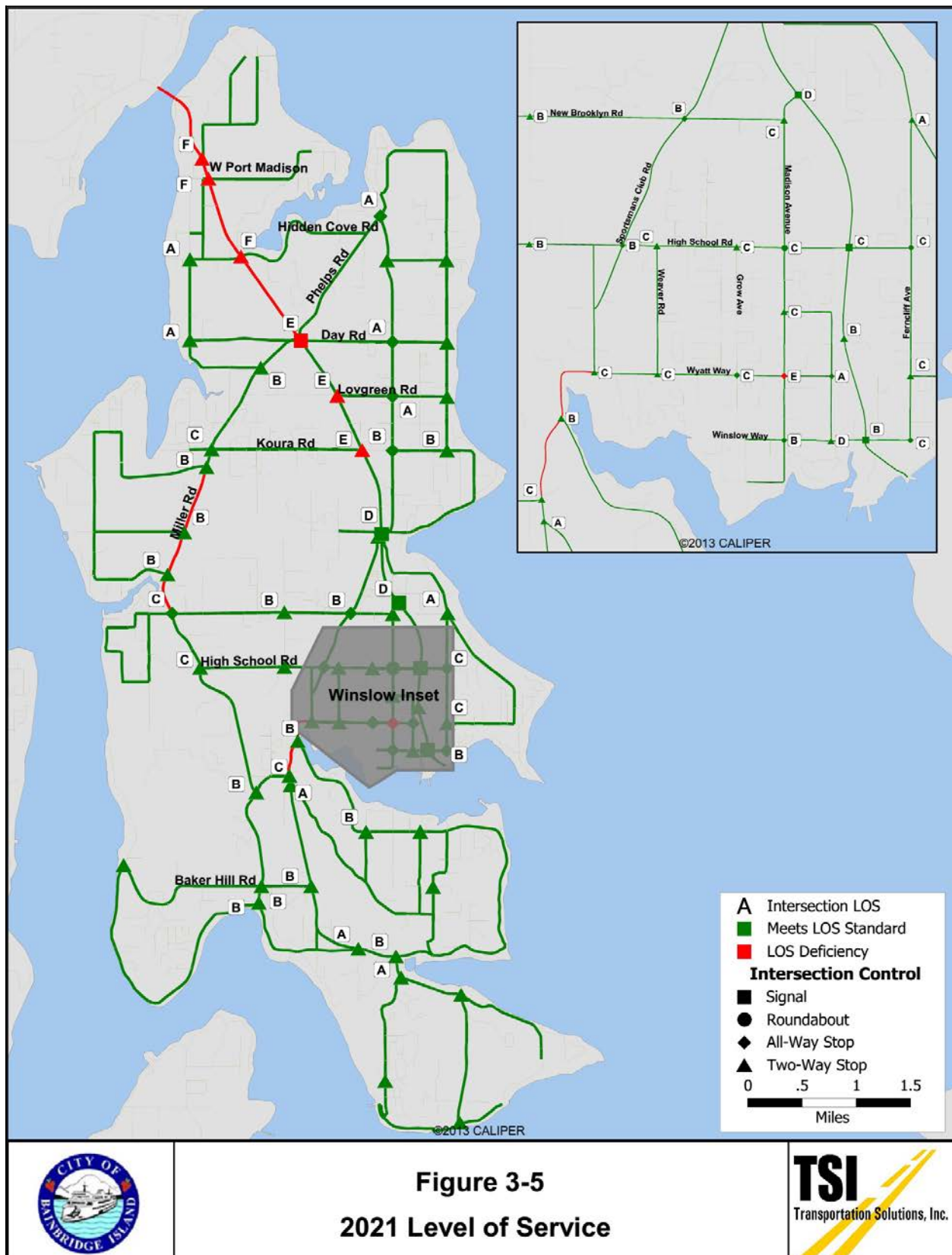
Intersection LOS

The traffic model was used to identify locations where intersections may be the cause of poor operations. Table 3-9 shows the results of the 2021 Plan year intersection LOS analysis.



Without mitigation, one intersection at Madison Avenue N / Wyatt Way NE fails to meet the minimum LOS standards. The intersection of Winslow Way/ Ericksen Ave. is forecasted to decline to LOS D.

On SR 305, the intersections at Agatewood Road, Seabold Road, Hidden Cove Road, Lovegreen Road, and Koura Road all fail to meet the minimum standard. By the 2021 forecast year, SR 305 corridor congestion continues to deteriorate with the intersection at Hidden Cove Rd falling from LOS E to LOS F. The intersection at Day Road is anticipated fail. The poor operation of the highway intersections, if not addressed, will increasingly be a barrier to cross-Island traffic, impacting operations of the City's roadway system as a whole.





2016-2021 Mitigation

Each intersection and roadway segment identified as below the minimum LOS standard in 2021 was studied to see if mitigation actions could improve the intersection LOS to the minimum standard. Targeted roadway improvements can correct an intersection or roadway that fails to meet the minimum LOS standard.

City Mitigation

For intersections in the City's roadway system where the expected LOS is below the minimum standard, the following mitigation is proposed:

- *Madison Avenue/ Wyatt Way* – An intersection control improvement such as a signal or a roundabout would improve the intersection to LOS B. The intersection will be studied to determine what specific improvement should be constructed. A round-about may be one alternative. An improvement project is currently programed in the City's CIP for Wyatt Way, including the intersection.
- *Eagle Harbor Drive from Wyatt to Blakely* - Shoulder improvements for non-motorized users are recommended. An improvement project is currently programed in the City's CIP.
- *Miller Road from New Brooklyn to Arrow Point* – Shoulder improvements for non-motorized users are recommended. An improvement project is currently programed in the City's CIP for this segment.

WSDOT Mitigation

Six SR 305 intersections and roadway segments north of Day Road currently fail to meet LOS and will continue to deteriorate. Refer to chapter 4 of this Plan for recommendations.

Table 3-9 Intersections PM Peak Hour LOS Deficiencies – 2021 Forecast

Intersection	Control Type ¹	2021 Delay ² (s/veh)	2021 LOS	Possible Mitigation
Madison Ave N / Wyatt	AWSC	44.2	E	Roundabout or signal
SR 305 / Koura Rd	TWSC	43.5	E	SR 305 Corridor Improvements
SR 305 / Lovgreen Rd	TWSC	39.4	E	
SR 305 / Day Rd	Signal	60.1	E	
SR 305 / Hidden Cove Rd	TWSC	>180	F	
SR 305 / Port Madison	TWSC	>180	F	
SR 305 / Agatewood Rd	TWSC	>180	F	

¹TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized

²Average control delay for all movements. For TWSC, delay is reported for the movement with the highest delay.



Table 3-10. Street Segment PM Peak Hour LOS Deficiencies – 2021 Forecast

Segment	From	To	V/C	LOS
SR305	Day Rd	Hidden Cove Rd	0.94	E
SR305	Hidden Cove Rd	Seabold Church Rd	0.96	E
SR305	Seabold Church Rd	Seabold/W Port Madison	0.93	E
SR305	Seabold/W Port Madison	Agatewood Rd	0.99	E
SR305	Agatewood Rd	Reitan Rd	0.98	E
Bucklin Hill Rd	Blakely Ave	Eagle Harbor Dr	0.84	D
Miller Rd	New Brooklyn Rd	Battle Point Dr	0.99	E
Miller Rd	Battle Point Dr	Tolo Rd	0.84	D
Miller Rd	Tolo Rd	Arrow Point Dr	0.85	D
Eagle Harbor Dr	Bucklin Hill Rd	Finch Rd	0.84	D

2035 Traffic Forecast

The analysis of 2035 traffic conditions provides a long-range view of how the roadway system will operate on the Island. The 2035 traffic forecast considers housing and employment growth forecasted by PSRC and by Kitsap County, as well as any roadway network changes that would impact traffic operations. This section describes the results of the 2035 analysis.

2021-2035 Model Forecast Improvements

Few projects have been programmed into the traffic model to be constructed between 2021 and 2035. The City's traffic plan has not been updated since 2004 and was not formally adopted. The State has recently begun longer term planning for the SR305 and other corridors.

2035 LOS

The traffic model produces a forecast of 2035 traffic conditions, which are shown in Figure 3-6. Results of the 2035 forecast show continued heavy congestion and poor level of service along SR305 and some minor intersection problems in the Winslow area.

Roadway LOS

Analysis of the expected traffic in 2035 shows that most of the City's roadway system would continue to meet the minimum LOS standards with the roadway system in Winslow, including SR 305 intersections, generally operating acceptably. Based on the City's existing capacity policy, some roadway LOS failures would still exist on Eagle Harbor Drive and Miller Road.

For the 2035 forecast year, LOS on SR305 from Day Road to the north end of the Island is expected to continue to decline, if roadway segment capacity improvements, in addition to intersection operation improvements, are not addressed.

Intersection LOS

The intersection analysis results from the 2035 Plan year are shown in Tables 3-11 and 3-12. Assuming the identified short term planning horizon improvements are provided in the Winslow



Area, further intersection improvements are needed or anticipated. At the intersection of Winslow Way and Erickson restricted turning movements are advised to maintain LOS.

By 2035, the increase in traffic on SR 305 is expected to result in continued deterioration of intersection operations. Excessive delay would occur at nearly all of the intersections north of Day Road. The intersections at SR 305 and Koura Road would further deteriorate from LOS E to LOS F.

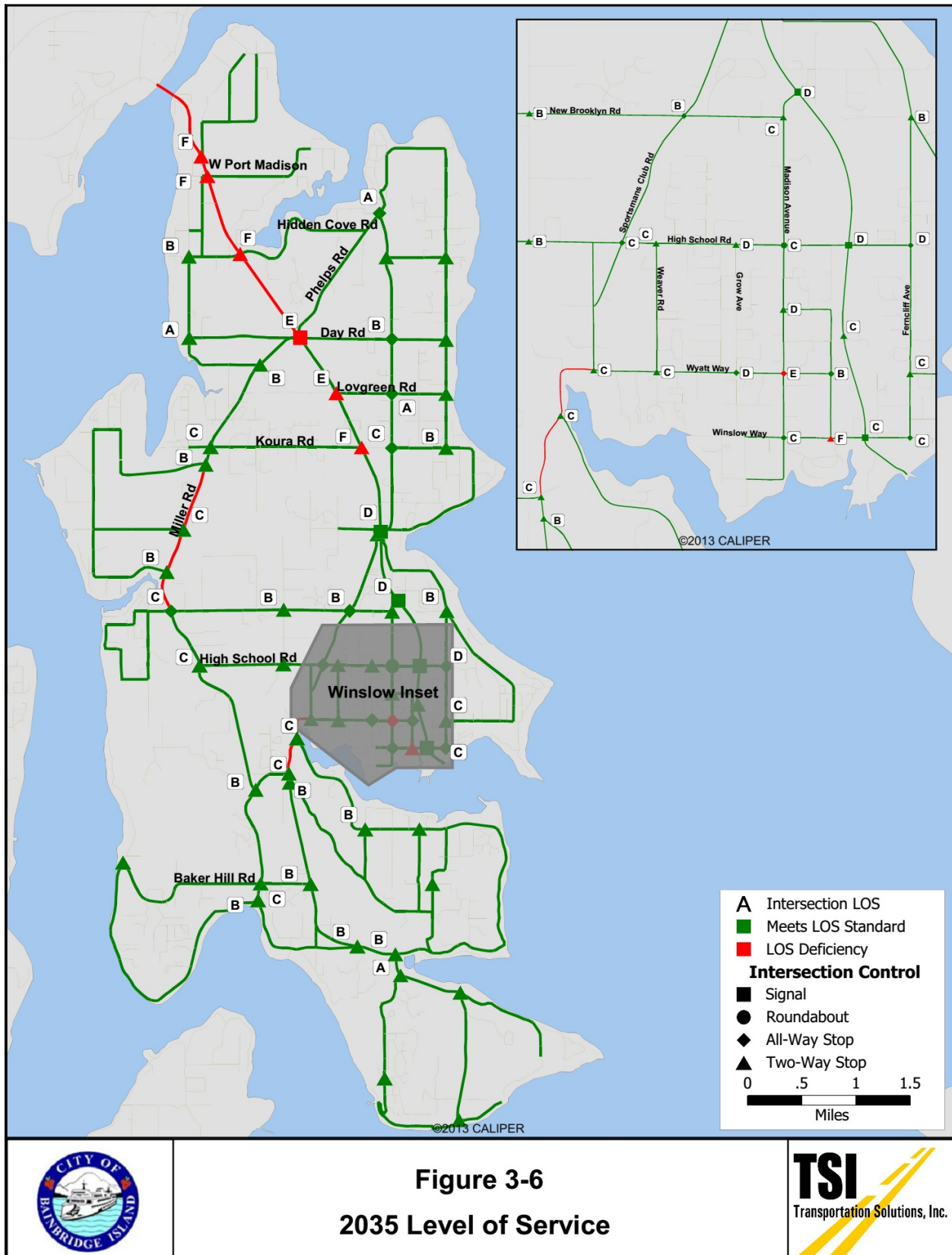




Table 3-11. Intersections PM Peak Hour LOS Analysis – 2035 Forecast

Intersection	Control Type ¹	2035 Delay ² (s/veh)	2035 LOS	Possible Mitigation
Madison Ave N / Wyatt	AWSC	42.9	E	Roundabout or signal
Winslow Way / Erickson Ave	TWSC	64.4	F	Access restrictions / RIRO
SR 305 / Koura Rd*	TWSC	51.2	F	SR 305 Corridor Improvements ³
SR 305 / Lovgreen Rd ⁴	TWSC	45.1	E	
SR 305 / Day Rd	Signal	78.7	E	
SR 305 / Hidden Cove Rd ⁴	TWSC	>180	F	
SR 305 / Port Madison	TWSC	>180	F	
SR 305 / Agatewood Rd	TWSC	>180	F	

¹TWSC = Two-Way Stop Control; AWSC = All-Way Stop Control; RAB = Roundabout; Signal = Signalized

²Average control delay for all movements. For TWSC, delay is reported for the movement with the highest delay.

³Specific corridor improvements identified below

⁴Alternative access to SR 305 is provided for locations w/ right-in and right-out (RIRO) access during PM peak hour:

- Koura Rd access via Miller Rd
- Lovgreen Rd access via N Madison Ave or Miller Rd
- Hidden Cove access via Phelps Rd, Seabold Rd or Day Rd

Table 3-12. Street Segment PM Peak Hour LOS Analysis – 2035 Forecast

Segment	From	To	V/C	LOS
SR305	Day Rd	Hidden Cove Rd	0.95	E
SR305	Hidden Cove Rd	Seabold Church Rd	1.03	F
SR305	Seabold Church Rd	Seabold/W Port Madison	1.01	F
SR305	Seabold/W Port Madison	Agatewood Rd	1.05	F
SR305	Agatewood Rd	Reitan Rd	1.04	F
Bucklin Hill Rd	Blakely Ave	Eagle Harbor Dr	0.86	D
Miller Rd	New Brooklyn Rd	Battle Point Dr	0.97	E
Miller Rd	Battle Point Dr	Tolo Rd	0.81	D
Miller Rd	Tolo Rd	Arrow Point Dr	0.82	D
Eagle Harbor Dr	Bucklin Hill Rd	Finch Rd	0.85	D

2021-2035 Mitigation

Mitigating the LOS for the City intersections would require minor improvements which can be programmed into the City's future transportation improvements program. The increased traffic volume expected to use SR 305 in 2035 would overwhelm the existing facility, resulting in a situation that cannot easily be mitigated.



City Mitigation

Improvement to intersection channelization and/or intersection control can mitigate the substandard LOS at all of the City intersections. The below project is proposed to improve LOS at the identified substandard intersection:

- *Ericksen Avenue at Winslow Way* – An intersection control improvement such as prohibiting left turns during peak traffic hours is recommended.

WSDOT Mitigation

Roadway segments along the seven-mile SR 305 corridor within the study area will operate at LOS F. This problem is based on lack of roadway capacity that affects the intersection operation as well, making it extremely difficult to mitigate individual locations. Any mitigation that is proposed would need to be examined on a corridor basis, and would need to be consistent with WSDOT operational objectives, as well as City's goals and objectives with regard to traffic operations, environmental and community character concerns. An individual solution for each problem location would not provide an adequate assessment of the corridor-wide issues that are present on the highway.

There are a number of possible solutions that could be proposed to mitigate the corridor. In order to adequately explore possible solutions, a special study was performed for this corridor. The results of the study are explained in Chapter 4.

Other Mobility Issues

There are other issues that affect the mobility of traffic on the roadway network. These issues include factors that influence how traffic operates and connects to the City's roadway system. The three areas discussed in this section include the connectivity of the roadway system, access management, and special study areas identified by the Steering Committee.

Connectivity

Connectivity is defined as the level of connections between roadways in a transportation system. In concept, connectivity describes the efficiency of travel between any two points on the roadway system. A high level of connectivity is characterized by a well-developed street network, available alternative routes, quick response times for emergency vehicles, good mobility for pedestrians and bicyclists, and an efficient use of the roadway system. A low level of connectivity is characterized by numerous dead-end streets, cul-de-sacs, and roadways that do not connect, resulting in poor response times for emergency vehicles, circuitous routing of pedestrian and bicycle travel, and inefficiencies in traffic flow. Low connectivity can also result in interrupted access to areas in the event of a road closure such as a traffic accident or landslide, and can cause a high level of congestion and bypass traffic on the available streets.

On Bainbridge Island, an example of an area with relatively high connectivity is the Winslow area, where the street network is more developed and few streets end in dead-ends or cul-de-sacs. However; there are areas in Winslow where there are "super blocks" which inhibit connectivity. Many parts of the conservation area have low connectivity.



Connectivity improvements are usually undertaken to solve potential safety problems or to improve traffic flow. New connections can be constructed to provide alternative access in areas where there is only one roadway serving many homes or businesses, where the existing road is unstable due to steep slopes or erosion, or where an alternative route is needed to provide relief to an overly congested route.

Seventeen connectivity projects have been identified across the Island to be developed as traffic and other needs dictate. These are shown in Figure 3-10 (general area of connection shown with star) and described in Figure 3-11. The potential connections shown are recommended for development by the Steering Committee. The recommendations were developed by looking at the needs of schools, fire and emergency medical response, and other public facilities, as well as access to landlocked properties. Each potential connection will be considered separately as traffic patterns and emergency response times warrant, will be studied to identify potential impacts, and will include discussions with affected property owners. Connections will be included with other nearby projects if possible. Connectivity improvements are not included in this Plan's 2035 traffic model.

Access Management

Access management is the control of the number and location of access points along a roadway, in order to provide access to property, maximize safety for all roadway users, and optimize roadway operations. Access management is especially important on arterial roadways and highways.

Access management is generally implemented on roadways for three reasons: to improve roadway operations, to improve safety, and to improve access to properties. Roadways operate best when all vehicles travel in a straight line. Conflict points occur when the path of one vehicle crosses the path of another. These can be at intersections, driveways, or at other locations where vehicles turn. Vehicles that slow to make turning movements, accommodate merging traffic, or allow crossing traffic flows all contribute to the reduction in the number of cars that can travel through a corridor. Reducing conflict points increases capacity and traffic speeds.

Multiple conflict points not only slow traffic and reduce roadway capacity, but also increase the potential for crashes. Rear-end and turning vehicle collisions can be minimized through the use of access management strategies that reduce conflict points. Too many conflict points can also interfere with access to properties by making it difficult for vehicles to turn across traffic, or by restricting turning movements. Access management can also improve access to individual properties by organizing driveways at locations where turning movements are safer and easier.

On Bainbridge Island, access is a major issue along the SR305 Corridor, particularly north of Hidden Cove Road. Along this stretch of highway, there are multiple driveways and streets where the only access to properties is via SR305.

Techniques that can be applied to increase the mobility and safety of a travel corridor vary from development of shared access points to the installation of medians or other turning restrictions.

Control techniques fall into two categories: driveway access and roadway operation. Driveway access controls prescribe the number and location of driveways for properties along a roadway



segment. Roadway operation controls provide for access to properties and cross streets. The following list identifies the techniques included in each category:

Driveway Access Controls / internal circulation between parcels

- shared driveways
- limits on number, spacing, and size of driveways
- consolidation of access for adjacent parcels
- use of one-way driveways
- right-in/right-out (RIRO) access
- development of access driveways on minor streets

Roadway Operation Controls:

- refuge lanes or two-way continuous left turn lanes
- turning movement limitations through signage and channelization
- construction of deceleration lanes
- raised medians that limit left turns
- traffic signals at high volume locations
- provisions for U-turns

The State of Washington supports the use of access management strategies to protect its key roadways and travel corridors. RCW 47.50.010 requires that access be managed along all state facilities:

“Regulation of access to the state highway system is necessary in order to protect the public health, safety, and welfare, to preserve the functional integrity of the state highway system, and to promote the safe and efficient movement of people and goods within the state.”

While access management may not solve the corridor’s congestion problems, adoption of access management strategies and practices will increase the efficiency and safety of the corridor.

The City of Bainbridge Island does not currently have a formal access management program. Some aspects of access management, such as number and location of driveways and internal parcel circulation, are monitored by the Public Works Department during the site plan review process.

WSDOT manages access on state highways, including SR 305 as it crosses the Island. This highway is classified as *Partial Access Control*, which has the following definition: “Access approaches are permitted for selected public streets, roads, some crossings, and existing private driveways. No commercial approaches are permitted and no direct access if Public Street or road access is available.”



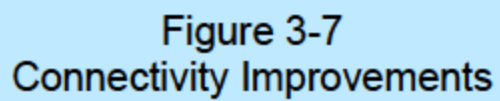
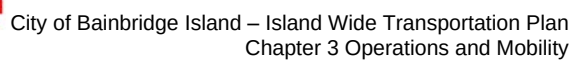




Figure 3-7 Guide to Potential Connectivity Improvements

This figure identifies potential connectivity opportunities. As part of the 2004 Island-wide Transportation Study, a special study was undertaken to identify motorized connectivity opportunities. Most of the identified locations have their origins in this study. Refer to the write up in the former study for commentary.

Many of the potential connections are at locations where there is existing unopened or under-utilized City Rights-of-Way, or where existing rights-of-ways are in close proximity.

#5 and #6 were added as possibilities to improve access to SR305.

If and when, there is further interest in developing connectivity, further study and public involvement is needed.

1. **Agate Pass Road** – The extension of Agate Pass Road between Dolphin Road and W. Port Madison Road would provide a secondary access to the area and lessen traffic impacts and delay at the intersection of Agatewood Road/SR 305. This location could also be improved to serve as a non-motorized route connecting two walkable areas of the Island.
2. **Phelps Road** – The realignment of Phelps Road, east of current intersection with Day Road would improve the intersection's geometrics and intersection spacing from Day Road/SR 305.
3. **Ericksen Avenue** – The connection between Ericksen Avenue and Hildebrand Lane would eliminate the existing connection through the bank parking lot and improve the mobility of the transportation system. There is an existing non-motorized route at this location.
4. **Country Club Road** – The connection between Country Club Road and Toe Jam Hill Road would provide an access around a potential shoreline erosion area.
5. **Reitan Road** - Providing an access on both sides of the highway is recommended to maintain reliable access to the neighborhood as the only access is from SR305. This improvement would allow limited access for a section of SR305.
6. **Agate Beach Lane** - Providing a frontage road to link this and other properties fronting SR305 is recommended to maintain reliable access. This improvement would allow limited access for a section of SR305. This improvement would also provide an alternative route to SR305 for non-motorized users. The existing Rotary welcoming park is located in the State's ROW and may need to be altered to provide for this improvement.

CHAPTER 4 SR 305

State Route 305 is the State Highway System's primary connection via the Washington State Ferry (WSF) between Seattle and the Kitsap Peninsula. Traffic during the morning and evening peak travel hours is congested, resulting in long delays. This chapter reviews the issues associated with SR 305 and its impact to the City's roadway system. The chapter also describes a special study that was performed, and recommendations for future actions.

Summary of SR 305 Issues

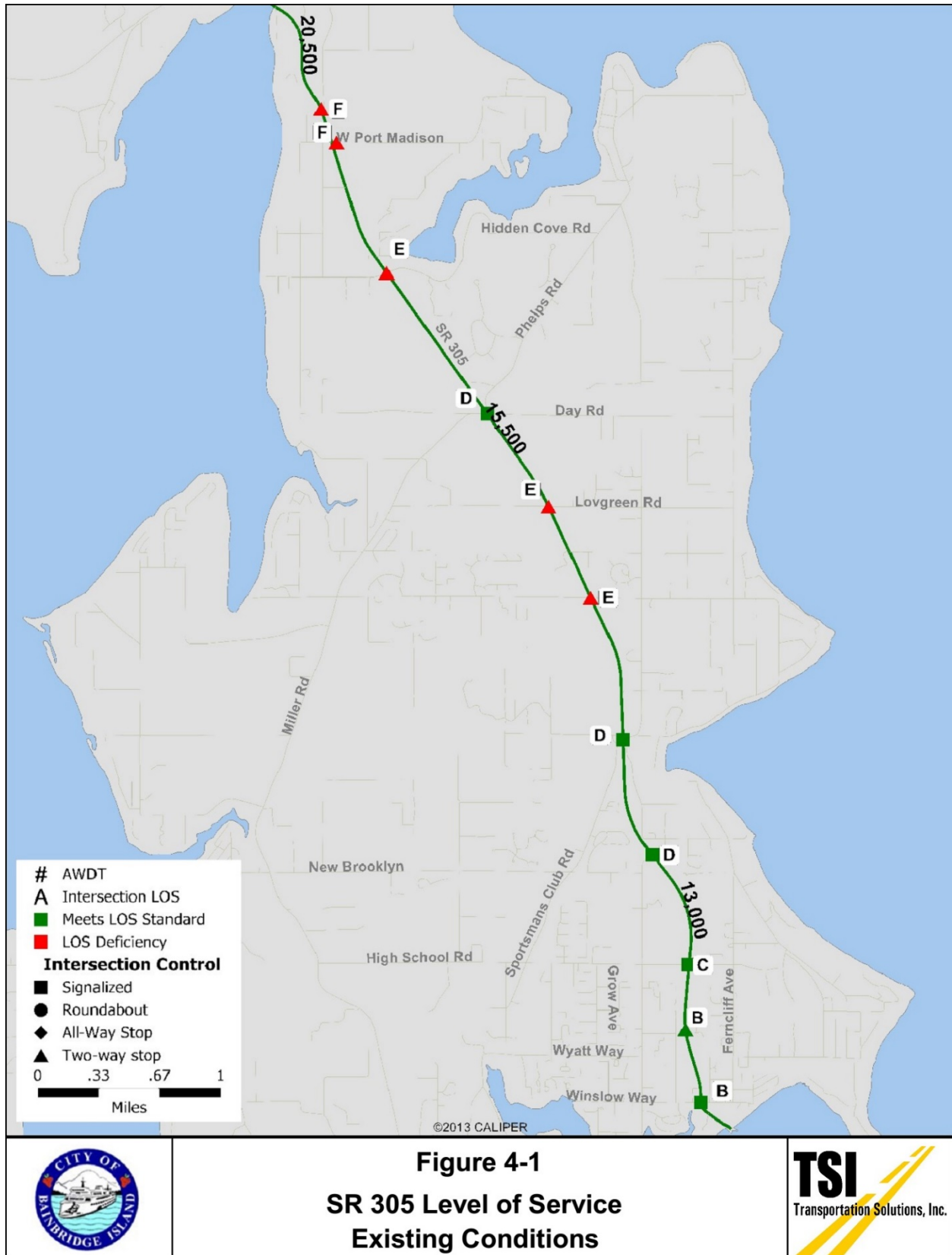
SR 305 is significant to the City's roadway system as the major north-south travel corridor on the Island, not only for through traffic traveling to and from the ferry dock, but also for Island residents and employees. The Comprehensive Plan goals and policies address the LOS standard, access to the Island via the Agate Pass Bridge, improvements to the highway, impacts to the highway from the City's Comprehensive Plan elements, and off-Island improvements that affect on-Island traffic.

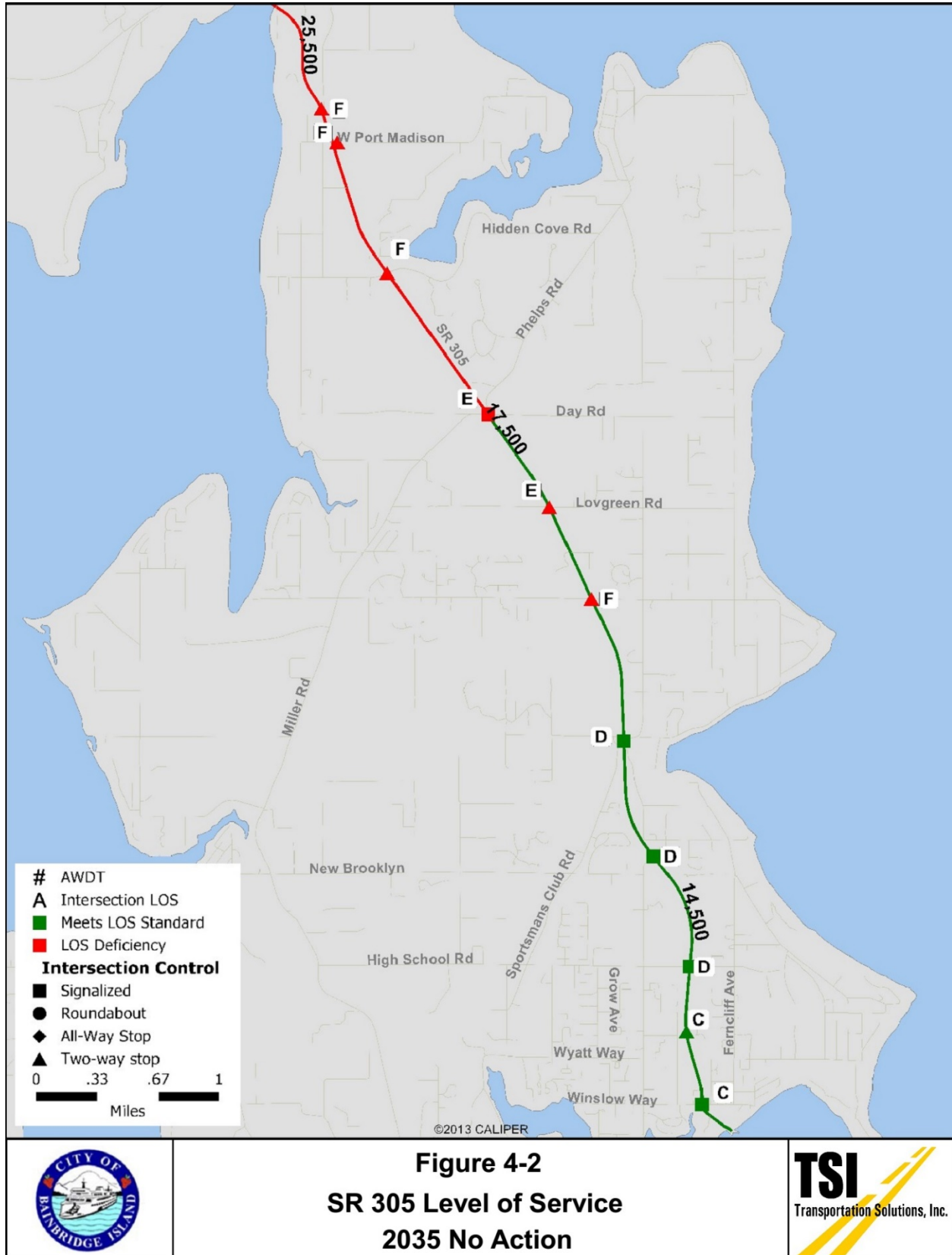
As a state highway, WSDOT is the agency responsible for the operation and maintenance of SR 305. This means that WSDOT sets the minimum LOS standard and is responsible for the funding and implementation of any improvements to the highway. According to WSDOT policy, control of the highway within a City's corporate limits can be transferred to the City if its population is greater than 22,500. Bainbridge Island exceeded this population threshold in 2010 with a population of 23,025, according to US Census data. As a result, some of the responsibility for highway improvements could shift to the City, however because SR 305 is a regional facility and is listed as a Highway of Statewide Significance, some responsibility could also remain with the WSDOT.

SR 305 LOS Impacts

The traffic analysis (described in Chapter 3) shows that current conditions on SR 305 do not meet the WSDOT minimum LOS standards, and future traffic will be even worse. Currently, along the SR305 Corridor all collector street intersections fail and one secondary arterial intersection (Koura Rd.) does not meet level of service standards. The PM peak hour average speed along the seven-mile corridor is currently 16 miles per hour, with several roadway segments operating below the average speed. The problem is most severe at the north end of the Island, where there are large back-ups beginning at the Suquamish Way intersection and Agate Pass Bridge. By 2021, all of these locations will have failed LOS. Additionally, by 2035 the Day Road intersection will be LOS D and approaching falling below standard. The corridor is forecasted to operate with an average speed of 14 mph by 2035, which is less than one-third the posted 45 mph speed limit at the north end of the Island. The expected level of service for the highway without improvement, described as the No Action alternative as shown for the 2015 and 2035 years in Figures 4-1 and 4-2.







What Makes SR 305 Different?

The traffic issues on SR 305 are different than the issues associated with the rest of the Island's roadway system for several reasons. First, the highway facility is owned and operated by the WSDOT. This is significant because WSDOT is the lead agency and has primary decision making and financial responsibility for improvements to the highway. Second, even though the highway functions as a main north-south corridor for Island travel, it is also heavily used by regional traffic, especially by vehicles traveling to and from the ferry terminal in Winslow. Because the WSF controls the ferry schedule, they have a great deal of influence on when and how much ferry traffic is using the highway. Third, the highway experiences substandard levels of service over most of the seven-mile length of the highway on the Island and the Agate Pass Bridge. Improvements to the highway would require several large projects that could be expected to require significant time to complete the planning, design, and construction of each, as well as a significant financial outlay.

SR 305 Special Study

Because of the major issues associated with SR 305 improvements, a preliminary study was undertaken to determine what kind of possible improvements could resolve the traffic issues without looking into the environmental, financial, or other issues associated with the improvements. The goal of the study was to identify possible improvements along SR305 to compare their effectiveness to improve mobility along the corridor, improve permeability across the corridor, and provide reliable access to neighborhoods whose only access is from SR305. Based on this information, the NMTAC and City Staff, include recommendations in the IWTP to better position the City to advocate for improvements.



The

Based
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Because SR 305 is a state facility, all improvements would require a commitment by WSDOT to be constructed. The City could participate in the improvements in order to improve mobility and level of service for the City roadway system.

Special Study Alternatives

Three preliminary alternatives were developed to examine different future scenarios to see if there is a way to overcome the SR 305 operational deficiencies. Alternatives for at grade signalized intersections, at grade roundabouts, and separated grade intersection improvements. Refer to Figures 4-3, 4-4, and 4-5.

Special Study Results and recommendations for further study

The three improvement alternatives were analyzed and compared to see how well they were able to meet LOS minimum standards. The special study compares at-grade and separated grade alternatives. Both at grade and separated grade alternatives maintain an acceptable LOS at intersections. However, in some locations alternative longer routes would need to be taken to access intersections meeting LOS standards. Additional intersection improvements could be evaluated in a more comprehensive plan. Roadway level of service failures are not

mitigated in either of the two alternatives but would require additional roadway capacity along the SR305 corridor (e.g. in the form of added travel lanes) or decreased volume.

Further study is needed to design alignments and develop reliable cost estimates to plan for maintaining adequate level of service both currently and in the next 20 years along SR 305. Grade separated alternatives would be significantly more costly to implement than at grade alternatives. Both alternatives achieve acceptable LOS. Therefore, it may be difficult to justify the additional cost of grade-separated alternatives, especially larger interchanges. Some combination of intersection improvements and limited access is needed to reduce congestion and provide for reliable access. It may be practical to incorporate less extensive grade separation options for both motorized and/or non-motorized modes to maintain permeability along the corridor.

The SR305 corridor as it exists today and with any future improvements has a significant impact on many aspects of transportation on Bainbridge Island. Further study should be inclusive of and comprehensive to address all aspects. The following issues have been identified for inclusion in further study of the corridor:

- Operations of adjoining roadway networks and connectivity – The study should consider the effectiveness of the adjacent roadway networks along the corridor. There may be opportunities to mitigate cut-through traffic and improve connectivity. There may be impacts to circulation and neighborhoods.
- Corridor permeability – Permeability for all modes remains a key consideration for any scenario.
- Maintaining reliable access for neighborhoods – For many neighborhoods, such as in the Agate Pass and West Port Madison areas, the only access is from roadways that connect to SR305. Maintaining reliable access is an important aspect of any scenario.
- Sound to Olympics Trail and intra-Island trails – The City envisions a network of regional and sub-regional separated pathways along and crossing the SR305 corridor. The existing and potentially wider highway presents a barrier to many users. Permeability for active modes of transportation is a key consideration for intersection and other improvements.
- Bus transit – Improving efficiency of and access to transit along the corridor is an important aspect that should be studied and integrated into all scenarios. Collaboration with Kitsap Transit is needed to explore possibilities.

Other SR 305 Issues

The deficient level of service is the most significant issue currently affecting the City's transportation system. The bridge, park and ride, and off-Island improvement issues will be addressed in future studies in conjunction with an overall plan for SR 305 improvements. The City should take a leadership role in initiating studies to develop improvement projects and not defer to WSDOT's timeline and priorities. The City should partner with Kitsap Transit and others to reduce vehicular demand on the Highway.

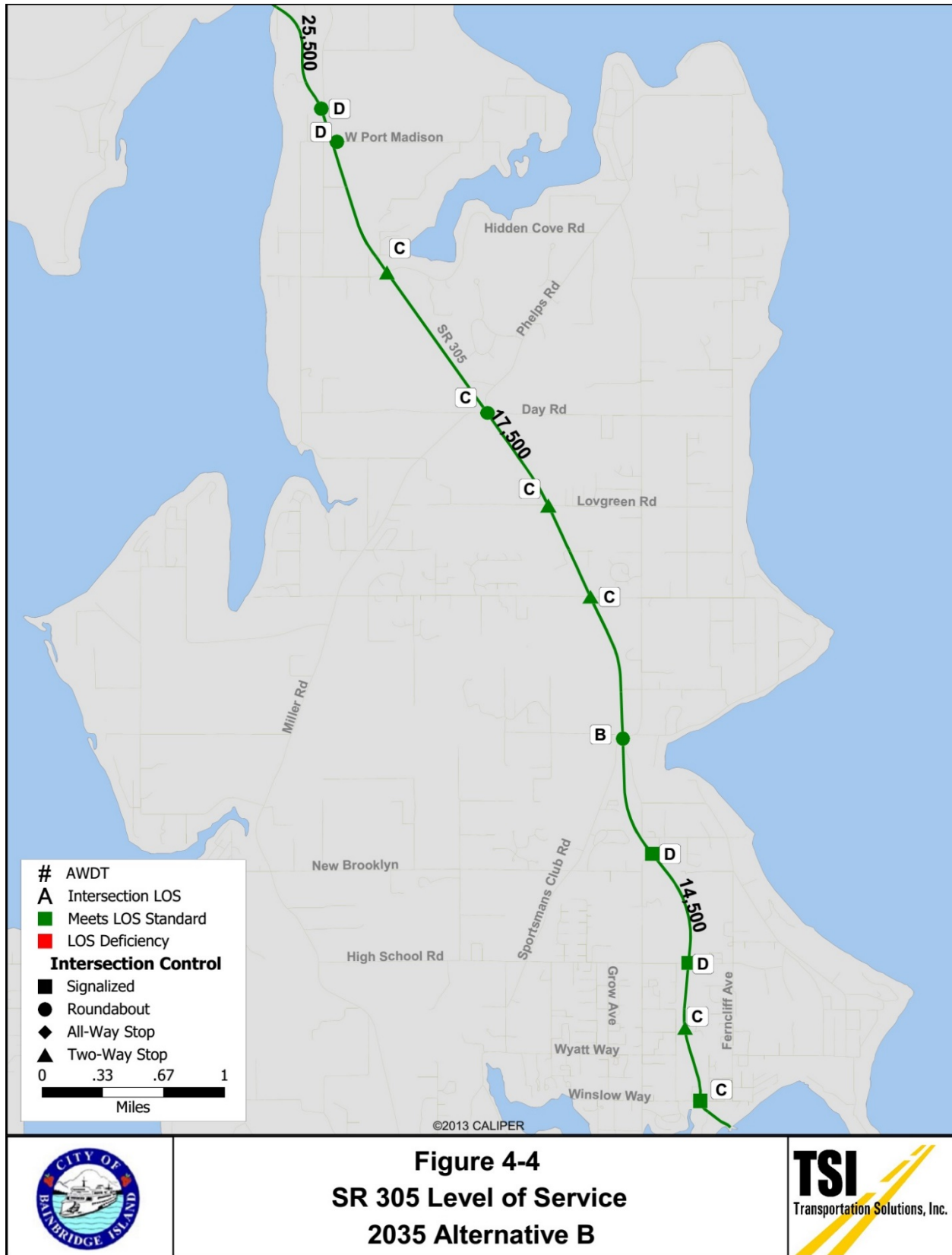
Past Improvements to SR 305

Since the 2004 IWTS, WSDOT has implemented a number of intersection projects including the following:

- Signal improvements at N. Madison.
- Signal timing optimization for peak hour ferry offloading at the Winslow Way intersection

- Signal timing optimization for the Day road intersection to improve access from Day and Miller.
- Bike through lane on right improvements to the north and south legs of the intersections at Madison, Sportsman's Club/ N. Madison, and Day Roads.
- Right hand turn lane improvement to the south leg of the Suquamish Intersection, including bicycle lane, sidewalk, and crossing improvements.







SR305 Recommendations:

A number of interim and long term recommendations are as follows based on the SR305 Special Study.

Interim Improvements:

The following interim improvements are recommended at the time of this Report for the next 6 years:

- Advocate for WSDOT to include “do not block” intersection signage at intersections north of Day Road, Hidden Cove, West Port Madison, and Agate Point in the above WSDOT project.
- Intersection improvements at West Port Madison eliminating access to Seabold and providing a receiving lane (similar to Agate Pass) for south bound traffic. The intent of this proposal is to reduce cut through traffic in the Seabold neighborhood and improve access to SR305 from West Port Madison Road.
- Advocate for consistent 8 foot or wider paved shoulders along the full length of the corridor to accommodate cyclists and pedestrians.
- Advocate for the Sound to Olympics Trail and its branch trails.
- Advocate for improved non-vehicular access to ferry and bus transit including park-and-ride and bike parking opportunities both on and off island.

Long Term Recommendations:

The following long term improvement projects are recommended:

- Advocate for continued improvements at the intersection to Suquamish to address north-south mobility/capacity.
- Advocate for capacity improvements to roadway segments north of the Miller Road intersection. Alternatives may include HOV lanes, a reversible HOV lane, or shoulder use by HOV's. Consider accommodation for bus rapid transit.
- Advocate for Agate Pass Bridge replacement.
- Advocate for a separated pathway for non-motorized users in conjunction with other improvements.
- Advocate for limited access improvements at Reitan in conjunction with the bridge replacement. This would include access for Reitan and possibly connection frontage roads from both sides of the highway in conjunction with the bridge replacement.
- Advocate for intersection improvements at Agate Point & West Port Madison to restore access to these “highway locked” areas. A joint signal may be the most economical solution, if spaced evenly with adjacent signals allowing for signal synchronization. This could interrupt the continuous traffic at peak hours should the WSDOT proposed round-about be constructed at Suquamish Way. Note that this signal could be programed to flash yellow/ red during non-peak hours.
- Advocate for intersection improvements at Day Road. Improvements to accommodate additional (4 lanes) in the north-south direction at the signalized intersection would help with queuing for operational efficiency. The Phelps Road intersection with Day Road is in close proximity to SR305. If funding can be secured for a two-lane round-about it may be a preferred solution to address this complexity. With either a wider signalized intersection or two lane round-about, additional facility investments would also be needed to accommodate pedestrians and cyclists.

The above recommendations are based on information from the special study that was included in the update of this Plan. The special study was limited to the LOS data developed using the updated traffic data and traffic model. Further study and preliminary design and engaging the community in a process for decision making is recommended prior to developing and prioritizing specific improvement projects. The priorities for funding are based on reducing traffic congestion on SR305 and maintaining access at intersection locations with no alternative access.

At the time of the writing of this Plan a gas tax increase had been passed by the State Legislature. The City of Bainbridge Island, Kitsap County, the Suquamish Tribe, and the City of Poulsbo are organizing a multi-agency effort to plan improvements for the corridor. WSDOT is undertaking a State-wide effort for planning corridors including SR305, called “Corridor Sketches”.

New State funding may provide for intersection improvement at Suquamish Way and as much as \$6 million of improvements on Bainbridge Island. The level of funding for Bainbridge could address intersection improvement and other related work at the Day Road intersection, the Agatewood/West Port Madison intersections, and possibly some limited access roadway improvements. At other intersections along SR305 where there are alternative routes to access SR305 access restrictions would be employed for peak hours until additional funding can be secured.

Chapter 5 Safety and Maintenance

Safety and the related issue of maintenance are primary community concerns to ensure the roadway system's safety and longevity. This chapter provides an overview of the safety and maintenance issues for the City of Bainbridge Island. The core of the safety section is a discussion about collision history and high collision locations. The maintenance section describes maintenance issues, activities, and programs that occur on the Island.



Many of the Island's two-lane roads were constructed before current safety guidelines were developed. As traffic levels increase, the potential for safety concerns rises. There is a combination of factors that can lead to collisions on roadways, including demographic changes to the Island's population, preferences for larger or more powerful vehicles, increased motor vehicle volumes, and greater use of roadways by pedestrians and bicyclists. Collisions on these roads can have more serious consequences because of narrower lanes and shoulders, hazardous roadsides, steeper grades, and sharper curves, which also impedes the ability for emergency vehicles to respond.

Speed and inattention are factors in the risks and severity of traffic collisions. Both the likelihood of collisions and the severity of injuries are greater with higher speeds. Communities are embracing initiatives for lowering speed limits such as the Vision Zero initiative that has been adopted by the City of Seattle and WSDOT's target zero initiative. Vision Zero initiatives make the goal of zero deaths and serious injuries the highest priority and emphasize government taking the lead to implement improvements to further that goal. An emphasis is placed on lowering speed limits, through engineering solutions such as narrowing traffic lanes, and employing traffic calming.

The City of Bainbridge embraces the principle of putting people first when it comes to safety over efficiency for vehicular traffic and bicycle traffic. The City's standard roadway lane width is 10 feet, providing narrow lanes for traffic calming. The following areas are emphasized for safe street design:

- Consider neighborhood context and existing and future non-motorized use when establishing speed limits.
- In developing capital projects, consider elements that manage speed, improve safety and traffic calming. Examples include non-motorized improvements, roundabouts, traffic islands, and curb bulb outs, and radar feedback signs.
- Include bicycle climbing lanes at locations where differential speeds are higher between cyclists and motorists.
- Provide pathways separated from the roadway for pedestrians, wheel chair users, and cyclists.
- Provide and maintain street lighting in areas used by pedestrians and cyclists in designated centers of the Island and near schools. Locations for lighting include intersections and mid-block crosswalks.
- Maintaining or providing vegetation close to the roadway for traffic calming.



The number of collisions provides an indication of the safety of an intersection. Types of safety concerns that may contribute to accident data include:

- *Road Surface Conditions* – Poor roadway surface conditions such as pavement edge drop-offs, potholes, worn lane striping, and reductions in surface friction due to age and wear affect vehicle stopping and maneuvering capabilities. Road conditions may present hazards to cyclists and pedestrians.
- *Intersection Configuration* – Collisions related to high turning volumes, lack of channelization, and improper phasing.
- *Non-Motorized Conditions* – High accident data between vehicles with pedestrians or bicycles may emphasize the need for the construction of non-motorized facilities.
- *Geometric Conditions* – Collisions related to undesirable physical characteristics of the roadway's design, such as sight distance, curve radii, paved width and shoulder, and roadway slope.
- *Enforcement Issues* – Collisions related to vehicle speeding, intersection traffic violations, driving under the influence of alcohol or illegal drugs.

Collision History

Collisions can indicate where safety issues exist within a transportation system. The number of accidents at a specific location is a function of a number of factors including the quality of reporting data, traffic volumes, roadway design and geometrics, vehicle speed, and speed limit. For the analysis, the total number of annual accidents at intersections over a ten-year period is used. Unsignalized intersections with an average annual number of collisions of 5 or more are considered to be a high collision location. For signalized intersections with 7 or more accidents are considered to be a high collision location.

City Intersections

Table 5-1 indicates intersection locations with 10 or more collisions over the ten-year period ending in 2014 per the City's accident data base at locations other than along the SR305 corridor. Current data are compared with data from the previous study which was reported over a 9.5-year period ending in 2000.





Table 5-1. Bainbridge Island Collision Locations

Intersection		Type	Accidents 2005- 2014	Average Annual Collisions	Accidents 1991 - 2000	Average Annual Collisions Accidents
High School Rd	@ Madison Ave.	RA	22	2.2	45	4.7
High School Rd	@Hildebrand Ln.	SC1	20	2.0	19	1.9
Winslow Way	@ Ericksen Ave.	SC2	14	1.4	18	1.8
Wyatt Way	@ Madison Ave.	SC4	13	1.3	23	2.4
Miller Rd.	@ Koura Rd.	SC2	12	1.2	---	---
High School Rd.	@ Grow Ave.	SC2	10	1.0	24	2.5
Eagle Harbor Dr.	@ Bucklin Hill Rd.	SC1	10	1.0	---	---

RA - Round About, SC – Stop Controlled

All of the top ten intersections fall below the high collision criteria threshold. The highest number of collisions are reported for the two intersections along High School Road west of and in closest proximity to SR305.

State Route 305 Intersections

Table 5-2 indicates the collision rates at primary intersections along the SR 305 corridor from data available from Washington State for the ten-year period ending in 2014.



Table 5-2. SR 305 Collision Locations*

Intersection	Signalized/ Unsignalized	Accidents 2005 - 2014	Average Annual Accidents	Accidents 1997 - 2000	Average Annual Accidents
SR 305 @ Madison Ave.	S	82	8.2	22	6.8
SR 305 @ Sportsman's Club	S	71	7.1	21	6.5
SR 305 @ Day Rd.	S	52	5.2	34	10.5
SR 305 @ High School Rd.	S	47	4.7	25	7.7
SR 305 @ Winslow Way	S	31	3.1	9	2.8

*Under 23 U.S. Code § 409, safety data, reports, surveys, schedules, lists compiled or collected for the purpose of identifying, evaluating, or planning the safety enhancement of potential collision sites, hazardous roadway conditions, or railway-highway crossings are not subject to discovery or admitted into evidence in a Federal or State court proceeding or considered for other purposes in any action for damages arising from any occurrence at a location mentioned or addressed in such reports, surveys, schedules, lists, or data

As indicated by the table, the intersections at SR 305/Madison and SR 305/Sportsman's Club exceed 7 collisions per year which is considered higher than what is normally expected for signalized intersections. There are no scheduled improvements identified by WSDOT for these intersections.

Collisions involving pedestrian and cyclists

The State accident report indicates there were 19 injury accidents involving pedestrians (6) and cyclists (13) along the SR305 corridor for the ten-year period. The highest concentration of accidents was near the ferry terminal. The vast majority of these collisions outside of the Winslow area involved cyclists. Non-motorized improvements on SR305/ Olympic Drive near the ferry terminal are in progress.

Apart from SR305, there were 121 injury accidents reported involving pedestrians (27) and cyclists (94) for the ten-year period. There was at least one fatality involving a pedestrian struck crossing New Brooklyn in December of 2010. The highest concentration of accidents occurred on Madison Avenue (17), Winslow Way (16), High School Road (14), and Wyatt Way (10). In 2012, Winslow Way was reconstructed including pedestrian and bike facility improvements. Non-motorized improvements are planned for Wyatt Way and Madison Avenue.

Addressing Safety Problems

Addressing safety problems requires a combination of approaches ranging from educating the driver, better enforcement, to improving the roadway. Roadway improvements fall into two major categories — improvements designed to prevent collisions from occurring, and



improvements that minimize the severity of collisions that occur. Types of improvements include:

- *Clear Zones*—Areas of open space with gentle slopes adjacent to the road giving motorists room to safely regain control of their vehicles if they run off the road. These areas should include features such as signs and utility poles which break away on impact, barrier walls or guardrails that redirect vehicles away from hazards, and collision cushions that absorb energy and lessen the severity of collisions.
- *Guardrails* – The Island along its perimeter has many medium and high bluffs. In the interior, the island’s topography is hilly in many areas. Guardrails are employed at many locations. Many of these guardrails are older and do not meet current design standards and some are in disrepair. There are some locations where new guardrails may be warranted due to roadway configuration, topography, travel speed, and traffic volumes.
- *Signing, Pavement Marking, and Delineation* — Traffic signs, pavement markings, rumble strips, and reflective devices improve driver perception of important roadway features and alert them to changes in roadway geometry or other conditions.
- *Pavement Improvements and Preventive Maintenance* — Greater smoothness and friction of the road surface are provided by pothole repair, resurfacing, rehabilitation, and reconstruction.
- *Intersection Controls* – Stop signs, roundabouts, and traffic signals can better control traffic flow and reduce intersection conflict points.
- *Adding or Widening Shoulders* – Shoulders provide drivers, pedestrians, and cyclists additional room to maneuver on narrow roads or to pull out of travel lanes.
- *Channelization* – Separate lanes for left or right-turning traffic avoid impediments to traffic flow and can reduce rear end collisions.
- *Pedestrian/Cyclist Facilities*—A variety of techniques can be used to separate pedestrians and cyclists from motor vehicle traffic to improve safety.



How study addresses safety

The IWTP proposes improvements that will improve the safety of the roadway system through targeted improvements at intersections and roadways. Safety-related elements of this study include:

- Reviewing roadway geometrics and promoting safety enhancements,
- Identifying and mitigating high collision locations,
- Identifying and mitigating intersections with poor LOS operations, and
- Including safety as a factor in the evaluation of the roadway system.



Safety Programs

Current Safety Programs provided by Public Works include:

- **Roadside Safety Program** – This program provides for the inventorying and inspection of roadside elements of the Island's secondary arterial streets and higher volume collector streets. The program also provides for contracting work that is beyond the capacity of Operations and Maintenance. Roadside elements include items such as guardrails, shoulders, and clear zones. This program provides for the prioritization of guardrail repairs, replacements, and installations.
- **Focused Traffic Studies Program** – This program provides for the study of traffic control measures implemented on the Island's roadways. As conditions change with factors such as population growth and development, it is necessary to evaluate the effectiveness of roadway signage and other traffic control devices. Many residents are concerned about vehicular speeds and this program provides for the evaluation of speed limits.

Maintenance

An important function of the City of Bainbridge Island is preservation and maintenance of the existing roadway system. Careful maintenance allows existing travel corridors to maintain their function, prevents damage from water and vehicle loads, and maximizes the use of City resources.

Maintenance Issues

The City of Bainbridge Island's Public Works Department is in charge of roadway maintenance activities for the Island.

Key maintenance issues for the City include:

- *Vegetation growth* – Overgrown vegetation requires the trimming of foliage to retain roadway safety and sight distance.
- *Pavement maintenance* – As roadways age, the pavement surface and underlayment can be damaged by traffic, heavy vehicles, weather, and water seepage if not properly maintained. Poor pavement condition can affect the safety of the road for drivers and bicyclists.
- *Gravel road grading* – The surface of gravel roadways can deteriorate fairly quickly, producing potholes in the roads. These roads need regular re-grading to maintain the surface.
- *Dirt and gravel on shoulders and roadways* – Regular sweeping of roadways is necessary to provide a clean, smooth surface for travel. Bicyclists are particularly concerned about gravel, dirt and debris accumulating on shoulder areas.
- *Stormwater* – Maintaining good roadway stormwater drainage is important to protect the roadway and to prevent flooding hazard.



- *Roadway erosion* – Roadway erosion on shoreline and steep slope areas is an issue for the City. Repair of these roadways often is expensive and may require special permits and consistency with shoreline management goals and objectives.

Maintenance Programs

The City's roadway system has a number of on-going programs to keep the current roadway system functioning, and to prevent major failures that would require extensive roadway reconstruction. The City Public Works Department's operation and maintenance program has the primary responsibility for these programs.

- *Street sweeping program* – Street sweepers collect debris and litter before they enter the stormwater collection systems or roadside ditches. This function is important to protect stormwater run-off from the roadways and to provide a safe surface for automobiles and bicyclists.
- *Brush cutting program* – Island-wide mowing of vegetation to maintain roadway clearance and sight lines.
- *Roadway ditches and shoulders* – These components of the roadway system are periodically maintained, cleaned, and reshaped to ensure they function as designed.
- *Roads preservation program* – The City of Bainbridge Island has an annual road program focused on preserving, maintaining, and repairing the existing roadway infrastructure. Each street is evaluated for 1) reconstruction, 2) overlay, 3) seal coat and/or 4) patching. Where the roadway does not require complete reconstruction, the City can repair damaged sections (patch with asphalt), apply chip seal layer (an oil emulsion and crushed rock layer), or overlay new asphalt over the existing pavement.
- *Gravel grading program* – The City fills and regrades the surface of the gravel roads annually.
- *Trail and Pathway Maintenance program* – The City cuts brush and restores trail surfaces to maintain its separated pathway and trail network.
- *Special Maintenance* – The City also performs maintenance activities not addressed in the above programs such as the removal of large trees that may present hazards to the traveling public.
- *Sign Inventory* – The City maintains a data base of signage and routinely maintains or replaces signs to meet reflectivity and other requirements.

CHAPTER 6 NON-MOTORIZED SYSTEMS



workers, and visitors.

Non-motorized users – people walking, cycling, horseback riding, and using wheelchairs – have an important place in Bainbridge Island's transportation system. Many peak hour commuting trips as well as other trips are made by walking or riding. Having non-motorized choices available is important to many Island residents. Facilities that accommodate non-motorized users provide for safety, mobility, support development density, encourage healthy lifestyles, reduce impact to the environment, and ultimately provide for improved quality of life for Island residents,

Background / History

Non-motorized modes of transportation have been and continue to be an integral part of Island life. From the late 1800's to the early 1900's, the main transportation to the Island was provided by a small fleet of steam ships referred to as the "mosquito fleet". Roads originated at or near the "mosquito fleet" docks. Early residents walked, rode horses, and biked before the proliferation of automotive transportation. Auto ferry service was brought to the Island in the 1920's at Agate Passage. The Agate Pass Bridge was constructed in 1950. Auto ferry service to Seattle followed in 1951. With the onset of the age of the automobile, reliance on non-motorized transportation declined in most places. However, walkability, biking, and horse-friendly neighborhoods remained an attractive part of the Bainbridge lifestyle. Walking and biking continued to be an important aspect of mobility within and near the Town of Winslow and other outlying Island centers. With reliable transportation to Seattle, a commuter culture developed and Bainbridge evolved to be more suburban. With an increasing population, bus transit linking residential areas to the ferry terminal became an important element of the transportation system. In more recent times, greater awareness of health and environment have made walking and biking more attractive modes of transportation.

The entire Island incorporated as the City of Bainbridge Island in 1991. Since incorporation, there has been a greater emphasis on non-motorized transportation planning. Following the development of the 2003 Island-Wide Transportation Plan, non-motorized transportation became a significant driver of the City's Capital Improvement Program. The City has invested heavily in non-motorized improvements over the past decade. The following is a summary of major milestones in the City's non-motorized planning and implementation:

- Inclusion of bicycle system planning and maps in the Transportation Element of the 1992 Comprehensive Plan.
- Development of a Trail System Master Plan in 1994.
- Recommendations for sidewalk and bicycle improvements in the 1995 Winslow Master Plan.
- Formation of a Non-Motorized Transportation Advisory Committee (NMTAC) to advise Council and support staff in December of 2002.
- Drafting of an island-wide Non-Motorized Transportation Plan in 2003. This plan included a comprehensive set of policies and goals that were later adopted in the City's



Comprehensive Plan. Extensive Island-wide non-motorized existing and planned facilities maps were developed. These maps were subsequently adopted in the City's Comprehensive Plan and have evolved through several comprehensive plan updates.

- Inclusion of extensive non-motorized planning in the transportation element of the City's 2006 Comprehensive Plan following the 2003 Non-Motorized Plan.
- Identification in 2007 of the Core 40 Program to provide a 40-mile integrated island-wide shoulder network for bicycles. The intent is to provide shoulder improvements on the Island's arterial roadways to achieve bicycle connectivity along 40 or more miles of roadways. Refer to Map G. The delivery of several Core 40 projects, including Bucklin Hill and North Madison.
- Delivery of capital improvement projects (mostly grant funded) in the Winslow area providing pedestrian and/or bicycle facilities including Bjune, Ericksen, Ferncliff, High School, Madison, and Winslow Way.

In the 2004 Island-Wide Transportation Study, the 2003 Non-Motorized Plan was included as a separate volume. In this update, the Island-Wide Transportation Plan includes the Non-Motorized Plan.



System Overview, Inventory, and Attractions

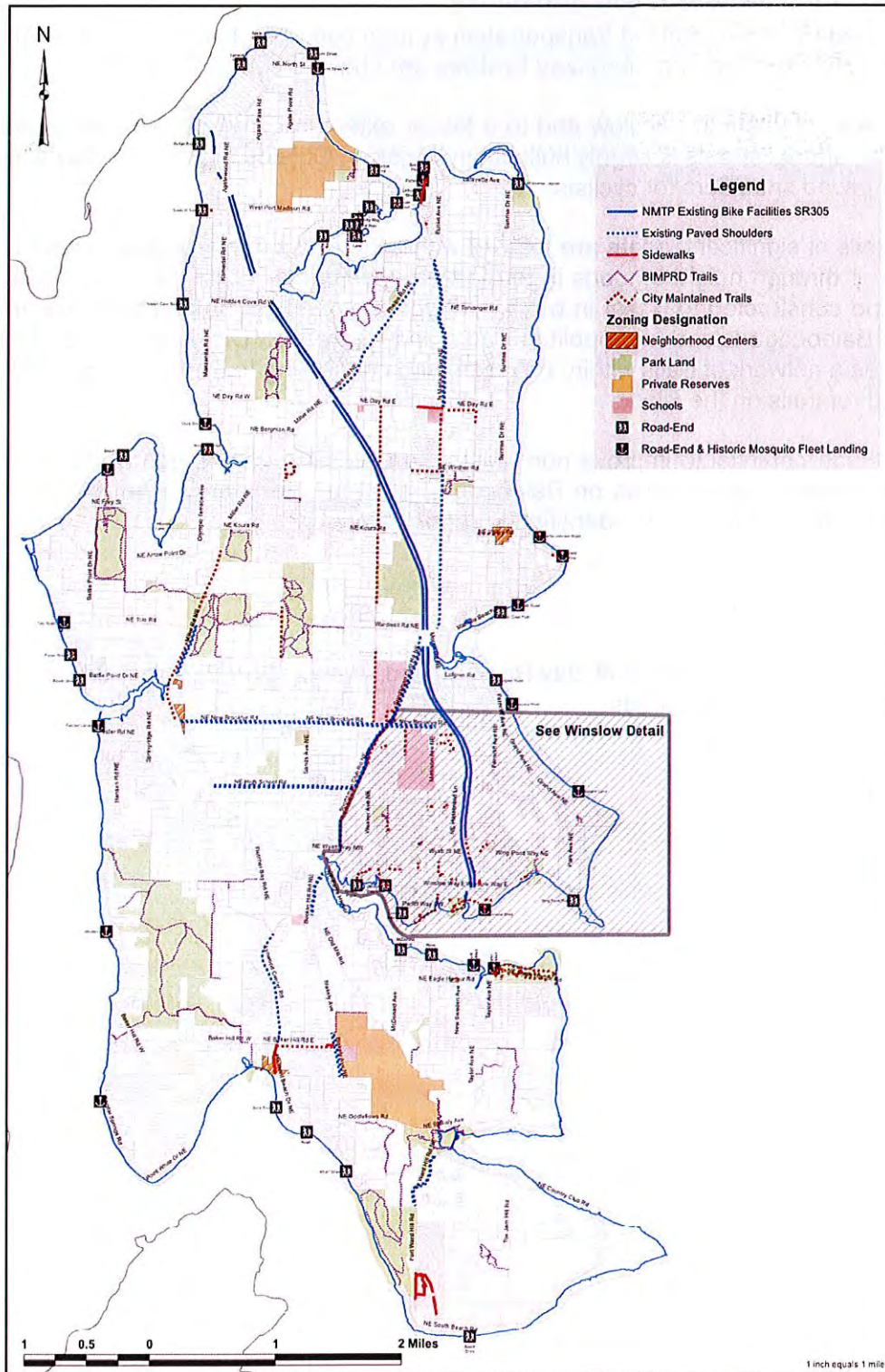
The City's existing non-motorized transportation system consists of sidewalks, bike lanes, and trails. The City's existing non-motorized facilities are shown in Maps A and B.

Sidewalks are prevalent in Winslow and to a lesser extent in Lynwood. The city's network of shoulders on arterial streets is largely built out in Winslow. Outside of Winslow only a few roadways have paved shoulders for cyclists.

Most city trails of significant length are located within the City's rights-of-way. Other city trails connect to or through neighborhoods in formalized easements. City trails are mostly gravel surfaced and constructed to 6 feet in width although many neighborhood trails are smaller in width. The Bainbridge Island Metropolitan Parks and Recreation District (Parks District) owns and operates a network of trails within, between, and connecting to Parks that comprises most of the length of trails on the island.

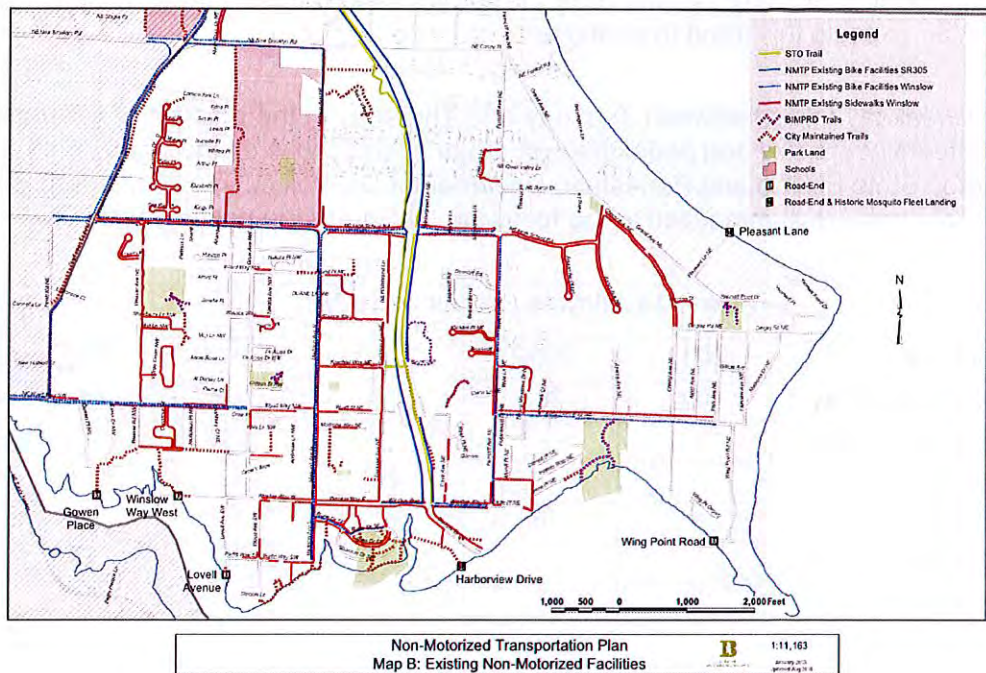
There is a huge potential to improve non-motorized access to transit, goods and services, to provide recreational opportunities on Bainbridge Island and to improve the quality of life for citizens. The following nodes are identified for consideration:

- Ferry Terminal
- Agate Pass Bridge
- Winslow
- Designated Town centers of Day Road, Island, Lynwood, and Rolling Bay
- Residential neighborhoods
- Schools
- Churches
- Parks
- Road ends and shorelines
- Equestrian facilities



Non-Motorized System Plan
January 2003 Updated May 2016
Map A: Existing Non-Motorized Facilities





Non-motorized Use

A large number of people use active modes of transportation on Bainbridge Island Washington. State Ferries reports ridership statistics each year. For 2015 it was reported that 3,093,016



foot passengers including 382,207 cyclists rode the ferry. This number grows substantially each year and WSF expects this trend to continue.

Each year, on a weekday falling between Tuesday and Thursday in the month of September, community volunteers count bike and pedestrians at major intersections on the Island, supporting the Washington State Bicycle and Pedestrian Documentation Project. The State Ped Bike program keeps data that are summarized in the following tables, for the past 5 years.

Table 6-1a, Bicycle Counts, 7-9 AM

Location/Year	2011	2012	2013	2014	2015
SR305/ Winslow Way	125	204	114	192	138
SR305/ High School	-	-	-	69	51
SR305/ Day	-	-	26	24	17
Madison/ Wyatt	-	39	-	37	-
Madison/ High School	-	-	-	38	53
Blakely/ Bucklin	-	-	-	44	36

Table 6-1b, Bicycle Counts, 4-6 PM

Location/Year	2011	2012	2013	2014	2015
SR305/ Winslow Way	-	-	211	168	117
SR305/ High School	-	49	-	-	59
SR305/ Day	-	26	24	35	33
Madison/ Wyatt	-	45	9	-	-
Madison/ High School	89	-	68	67	68
Blakely/ Bucklin	-	28	-	45	47

Table 6-1c, Pedestrian Counts, 7-9 AM

Location/Year	2011	2012	2013	2014	2015
SR305/ Winslow Way	126	185	176	28	196
SR305/ High School	-	-	-	24	51
SR305/ Day	-	-	6	4	0
Madison/ Wyatt	-	39	-	48	-
Madison/ High School	-	-	-	76	127
Blakely/ Bucklin	-	-	-	2	3



Table 6-1d, Pedestrian Counts, 4-6 PM

Location/Year	2011	2012	2013	2014	2015
SR305/ Winslow Way	-	-	526	309	471
SR305/ High School	-	43-	-	-	68
SR305/ Day	-	1	-	3	1
Madison/ Wyatt	-	80	21	-	-
Madison/ High School	238	-	182	30	142
Blakely/ Bucklin	-	5	-	5	2

Barriers to use and Connectivity Improvements

Barriers are physical characteristics of a transportation system that limit or restrict mobility for non-motorized users. Some common barriers on the Island are as follows:

- Inadequate maintenance including lack of shoulder sweeping for cyclists, joints at set-tled sidewalk panels, and poor trail surfaces in need of re-grading and compaction;
- Deficiencies in design such as lack of ADA compliant ramps, facilities that are not of adequate width to be comfortable for many users, and facilities with materials that are not ADA compliant;
- Discontinuities in system networks such as gaps in sidewalks or roadway shoulders, or bike lanes;
- Inadequate facilities at roadway intersections;
- Lack of facilities when systems do not exist or do not extend far enough to meet needs;
- Physical barriers such as naturally occurring ravines or existing developed properties that do not provide for access.

To address barriers and other limitations on non-motorized connectivity across the Island, connectivity improvements are identified in a set of figures and tables which are intended to be living documents updated as new areas are identified and considered warranted by the Public Works Department / Director.

Table 6-2 Identified barriers on SR305 and on City roadways.



Table 6-2, Roadway Network Barriers

1	SR305 at Vineyard Lane	A separated grade crossing is needed to unite the two sides of Winslow that are divided by the SR305 superblock between Winslow Way and High School Road.
2	SR305 Signalized Crossings	Wide crossings can be a barrier to some users. As capacity improvements are made to SR305, medians, islands, and other pedestrian related improvements should be provided.
3	SR305 Shoulders	Shoulder widening is needed to address gaps between Hidden Cove Rd and the Agate Pass Bridge.
4	City Secondary arterial and collector roadways	Where pedestrian and cyclist facilities do not exist, shoulders and/or separated pathways are needed. Many of these areas are identified for improvements shown in Map E, F, and G.

Non-Motorized Travel Routes and Network

The vision and goals for non-motorized transportation are established in the Transportation Element of the City's Comprehensive Plan. To meet the vision and mobility and connectivity goals in the Transportation Element of the Comprehensive Plan, a comprehensive network is defined in this section.

Providing facilities for accommodation of non-motorized modes of transportation has consistently ranked high on past City surveys. The City Council appointed the NMTAC to work with staff to plan and assist with the implementation of non-motorized improvements and other work related to furthering non-motorized transportation.

This section describes the current needs as understood by the NMTAC and indicates what are the best opportunities given geography, existing development, and other constraints.

The over-arching goal embodied in the non-motorized vision and the first non-motorized goal is to provide a network of transportation facilities that provide non-motorized modes of travel for the greatest number and widest range of the traveling public.

The NMTAC considers the following mobility challenges to be high priorities:



- Accommodating a wide range of non-motorized users of all ages and abilities.
- Providing connectivity to the ferry terminal and Winslow.
- Providing safe routes to schools.
- Providing connectivity to designated centers and neighborhoods across the island for all modes.
- Improving safety for cyclists and walkers on the Island's secondary arterial roadways.
- Improving sidewalks in Winslow through universal design
- Removing barriers and closing gaps in networks addressing the above priorities. This includes but is not limited to SR305 and other higher volume streets.

Context sensitive solutions for non-motorized modes will depend upon site specific conditions such as existing and planned land uses, the location of origins and destinations such as schools and parks, motor vehicle speeds and volume, and the overall network connectivity.

The non-motorized transportation system seeks to create a network of facilities that makes it safe for all ages and abilities of people to get around their neighborhoods and the island without a car. This will require facilities that will be evaluated for the context but may include.

- A. Sidewalks and bicycle lanes along streets in the Island's designated centers.
- B. Road shoulders can provide connectivity for commuter and more experienced cyclists, as illustrated in the City's Core 40 Program. The Core 40 goal is to provide an integrated network of shoulders for cyclists that, when combined with multi-use trails and lower volume roadways, provides 40 miles of bicycle routes on the Island.
- C. Separated non-motorized facilities that provide a non-motorized transportation option for a wide range of people walking, riding bikes, riding horses, or using wheelchairs. This pathway network is envisioned to connect to the City's sidewalk and bike lane infrastructure and connect to main destinations like the ferry terminal, Agate Pass Bridge, Winslow, designated centers, schools, parks, shoreline road ends, equestrian facilities, and other amenities. These facilities will vary depending on purpose but include:
 - 1. The Sound to Olympics (STO) trail, which serves as a centralized spine for non-motorized users and a 12-foot wide separated multi-use path connecting the Bainbridge Island Ferry Terminal to the Agate Pass Bridge and linking to other regional locations,
 - a. Intra-island trails, which are 10-foot wide separated multi-use pathways to link designated centers, schools, and parks.



- b. Connecting pathways, which are 6-foot wide trails built to City standards that provide local connectivity and link to the regional and intra-island trails. Additionally, the system will integrate with Bainbridge Island Metropolitan Parks District trails that provide both intra-island and local connectivity.

D. On low-volume neighborhood streets, specific non-motorized infrastructure may not be necessary if vehicular speeds are low (20-25 mph).

This combination of facilities is designed to make up a functional network that provides connectivity to the attractions previously identified and mobility for the greatest number and widest range of users.

Sidewalks, Shoulders, Multi-use Trails, and Connecting Pathway planned facilities are identified and located in attached Maps C and D. These facilities are integrated to optimize connectivity for alternative modes of transportation for users of all ages and abilities. Refer to Maps C and D for trail connection zones. Trail connection zones are identified as opposed to specificity of routes to allow flexibility. The City's past practice has been to acquire easements for trails from private property owners on a voluntary basis or when there is significant development.

Table 6-3 identifies potential connectivity for trails. The focus of this table is for regional and intra-island multi-use pathways and roadway shoulder improvements. These maps depict one set of possibilities for intra-island trails for the purposes of demonstrating connectivity that may be achieved by an integrated trail network. Some connectivity is identified for connecting pathways that are branches of regional and intra-island trails. Local connectivity is beyond the scope of what is listed.

Table 6-3, Trail Connection Zones		
1	Sound to Olympics Trail Separated Grade Crossing at Vineyard Lane	A non-motorized bridge to connect the center of Winslow which is divided by SR305, requiring easements for accommodating a non-motorized bridge and its approaches.
2	Sound to Olympics Trail at Hildebrand Retail Area	A 12-foot wide paved pathway to serve as a cross-connecting route at the north end of Winslow.
3	Sound to Olympics Trail north of High School Rd	A 12-foot wide paved pathway to serve as a non-motorized transportation corridor connecting the Winslow Area north to the Agate Pass Bridge and Kitsap County. This route would connect to transit, schools, and parks facilities.



4	Waterfront Trail Connector at Harbor Drive	A 10-foot separated pathway to connect the Waterfront Trail to the ferry terminal. Permission is needed from WSF to use the area west of the roadway for a separated pathway.
5	Cave Avenue Trail Connector	A 6-foot wide connecting pathway to connect local neighborhoods to the STO trail and the center of Winslow. Easements may be needed near the ravine for access from the STO trail to Ferncliff Avenue near Wing Point Way.
6	Knechtel Trail Connectors	A network of 6-foot wide connecting pathways and low volume local access roadways to connect local neighborhoods to the center of Winslow and the STO trail. Easements are needed from private property owners to link local access to the roadway for east-west connection from STO trail to Weaver.
7	Schools Intra-Island Trail	A 10-foot wide paved pathway to serve as an east to west connecting route at the north end of Winslow. This route would connect to schools and parks facilities and serve as a transportation corridor. Formalized routes and easements are needed from the Parks District at the “Central Park” and the School District at the High School campus and the City’s Suzuki property.
8	Wardwell Intra-Island Trail	A 10-foot wide paved pathway is envisioned to serve as a route connecting points north to the Winslow area school and parks facilities. Formalized route and easement are needed from the School District at the Middle School campus.
9.	Shepard Intra-Island Trail	A network of 10-foot wide paved pathways and low volume streets along this corridor to better accommodate non-motorized use. Easements will be needed from private property owners to link local access roadway for east – west connection from Weaver to Finch.
10.	Head of the Bay Shoulders and Trail	6-foot wide paved shoulders are needed along this corridor. Additional right-of-way may be needed



		from fronting property owners to widen the roadway and mitigate for wetland impacts.
11	Bucklin Hill Road	6-foot wide paved shoulders are needed along this corridor. Additional right-of-way is needed to widen the roadway and drainage for shoulder improvements.
12	Lost Valley Intra-Island Trail	A 10-foot wide paved pathway through the Lost Valley. The trail would provide a more direct route to the west from the Winslow area at lesser grades than surrounding road networks. Easements are needed at the east end of the proposed trail to connect through to Fletcher Bay Road.
13	Lynwood Center Intra-Island Trail	A 10-foot wide paved pathway separated from the roadway on the east side of Fletcher Bay Rd and Lynwood Center Rd. This pathway would provide non-motorized connectivity south to Lynwood Center. Easements are needed along the east side of Fletcher Bay Road.
14	North Island Expeditionary Intra-Island Trail	A continuous trail network connecting Wardwell road on the south end to Lovgreen Rd at the north along mostly unopened rights of way. This system would connect with Megs Farm Park Land trails.
15	Mandus Olson Corridor Intra-Island Trail	A continuous network of trails and low volume roadways to link to the Lost Valley at the south and the STO Expeditionary Trail / Lovgreen Rd at the north.

Table 6-4 identifies gaps and deficiencies in sidewalks in Winslow. This information is used to



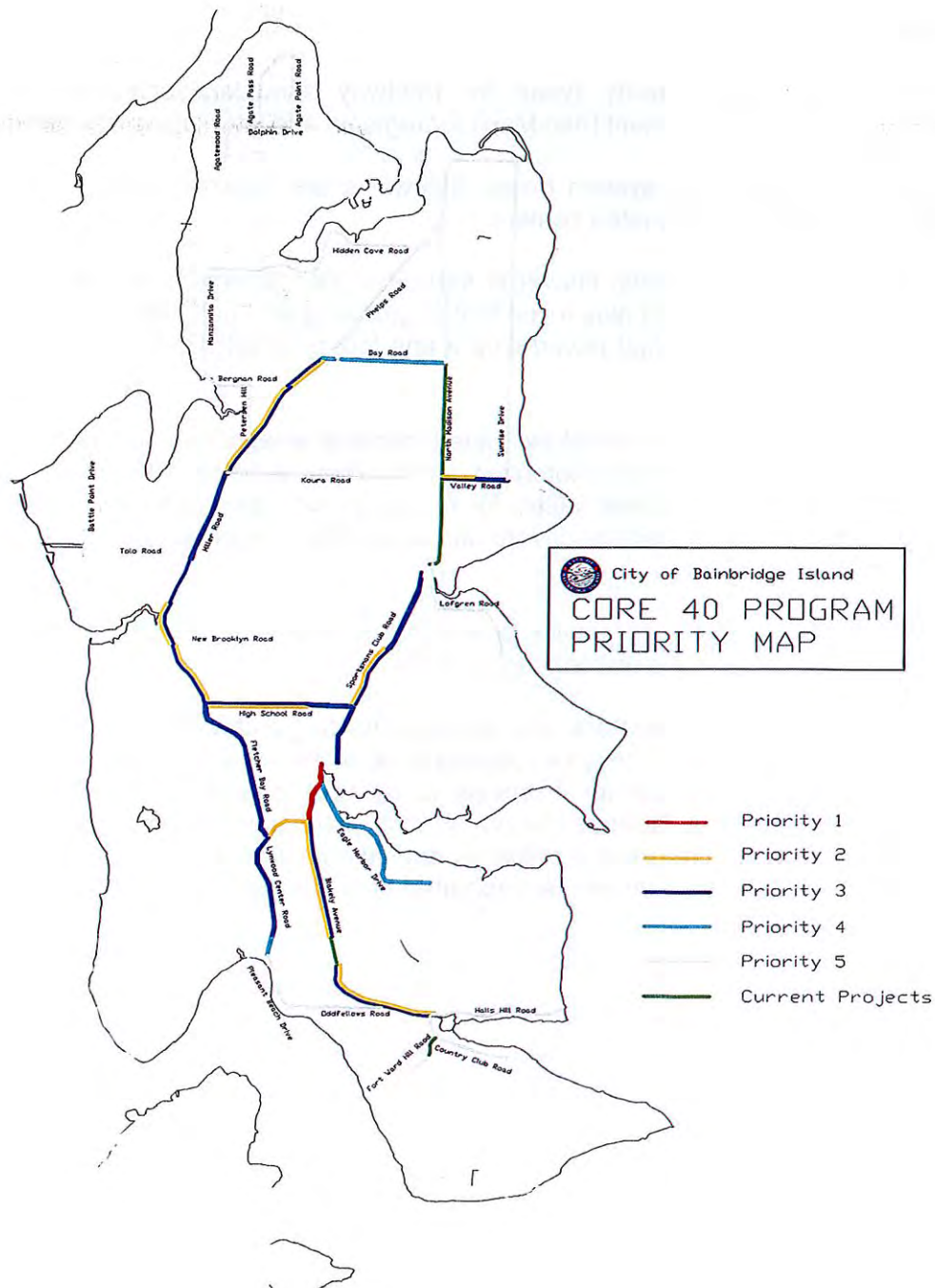
facilitate the planning of the City's sidewalk infill program and pedestrian elements for capital improvement projects.

Table 6-4, Winslow Area sidewalk gaps and deficiencies

1	Madison Avenue from Wyatt Way to High School Rd	The existing 4-foot plus wide sidewalk is not adequate to accommodate a range of users.
2	Madison Avenue from Winslow Way to Wyatt Way	Sidewalk ramps not to current standards
3	Madison Avenue from Winslow Way to Parfitt Way	Sidewalk ramps not to current standards
4	Wyatt Way from Ericksen to Madison Ave	Sidewalk needed both sides
5	Wyatt Way from Madison Ave to Lovell	Sidewalks and bike lanes needed
6	Wyatt Way from Lovell to Weaver	Sidewalk is needed on north side to fill in the current gap.
7	Winslow Way from Madison Ave to Grow Ave	Existing sidewalks are incomplete for roadway segment. Complete sidewalks are needed on both sides.
8	Grow Ave from Winslow Way to Wyatt Way	Sidewalk needed. Possible greenway (bike & ped prioritized roadway).
9	Grow Ave from Wyatt Way to High School Rd	Sidewalk needed. Possible greenway (bike & ped prioritized roadway)



10	Wood Ave from Grow Ave to Parfitt Way	Sidewalks are incomplete on both sides.
11.	Cave Avenue	Gap in sidewalk on east side.
12.	Waterfront Park Trail at Harbor Drive	The sidewalk is narrow along a steep street grade. A separated pathway on the ferry property to the east with switchbacks would improve accessibility for persons with disabilities and cyclists.
13.	Waterfront Park Bridge and approaches	The bridge needs to be widened to accommodate cyclists and resurfaced for all users.
14.	Trail from Parfitt Way to Finch Place	The existing gravel trail serves an area that is used by many senior citizens and is inconsistent in width and surfaced with gravel





Facility Types

The system maps identify facility types for roadway shoulders and trails. Refer to Recommended Capital Improvement Plan Maps for regional and intra-island trail designations.

Sidewalks are not depicted on system maps. Sidewalks are required per City Design and Construction standards in designated centers.

Shoulders are required at locations shown in system maps. Minimum shoulder widths are designated as 3-foot asphalt paved plus a one foot or greater gravel ballasted edge / curb offset distance (Type C) or 5-foot asphalt paved plus a one foot or greater gravel ballasted edge / curb offset distance (Type B).

Type B shoulders are intended to ballast the paved roadway, while not a non-motorized facility, they provide limited space for non-motorized users when vehicles are traveling in each direction. This facility type is best suited for roadways with low traffic volume when the frequency of conflict is low and where drivers can most often maneuver to provide additional room for non-motorized users.

Type C shoulders are intended to provide space that is adequate to accommodate cyclists riding with traffic and pedestrians walking facing traffic.

Trails: Regional trails, intra-island trails, and some connecting pathways are shown in system plan maps. Connecting pathways may be required in locations not depicted in the system plan maps to preserve existing connectivity or provide connectivity to facilities. The City's minimum trail width is 6-feet. Type A facilities (Regional trails, intra-island trails) require a 10-foot-minimum width plus 1 foot or greater ballasted shoulders. All trail facilities are to be hard surfaced. Trails along roadways should be separated from the vehicular traveled way.

Levels of Service



Bicycle Level of Service (BLOS) and Pedestrian Level of Service (PLOS) are established for each of the facility types for Secondary Arterial Streets and high Volume Collector Streets over 1500ADT with posted speeds up to 35mph..

Table 6-5, Non-motorized LOS Guideline

LOS	Description
A	Separation from vehicular modes that is comfortable for the majority of users. Minimum 7 feet of separation or curb with 3 feet of separation..
B	Separation from vehicle modes that may not be comfortable for some users. Minimum curb or two feet of separation.
C	Space provided for non-motorized modes. Meets AASHTO minimums.
D	Space provided for non-motorized modes but may be sub-standard and not considered a non-motorized facility.

Table 6-6a, Non-Motorized Level of Service for Designated Centers

Facility Description	BLOS	PLOS
10-foot wide multi-use pathway separated 7 or more feet from the roadway or separated by physical barrier	A	A
6-foot wide trail separated 7 or more feet from the roadway	C	A
5-foot wide sidewalk or trail with curb and gutter and planter strip 3 or more feet wide	N/A	A
5-foot wide sidewalk	N/A	B
5-foot wide paved shoulder w/ 2 foot buffer	B	C
5-foot wide paved shoulder (6 foot total width)	C	C



Table 6-6b, Non-motorized Levels of Service for Conservation Area		
Facility Description	BLOS	PLOS
10-foot wide multi-use pathway separated 7 or more feet from the roadway or separated by physical barrier	A	A
6-foot wide trail separated 7 for more feet from the roadway	C	A
5-foot wide paved shoulder w/ 2 foot buffer	B	C
5-foot wide paved shoulder (6 foot total width)	C	C
8-foot wide shoulder	N/A	B
6-foot wide shoulder	N/A	C
3-foot wide shoulder *	N/A	D

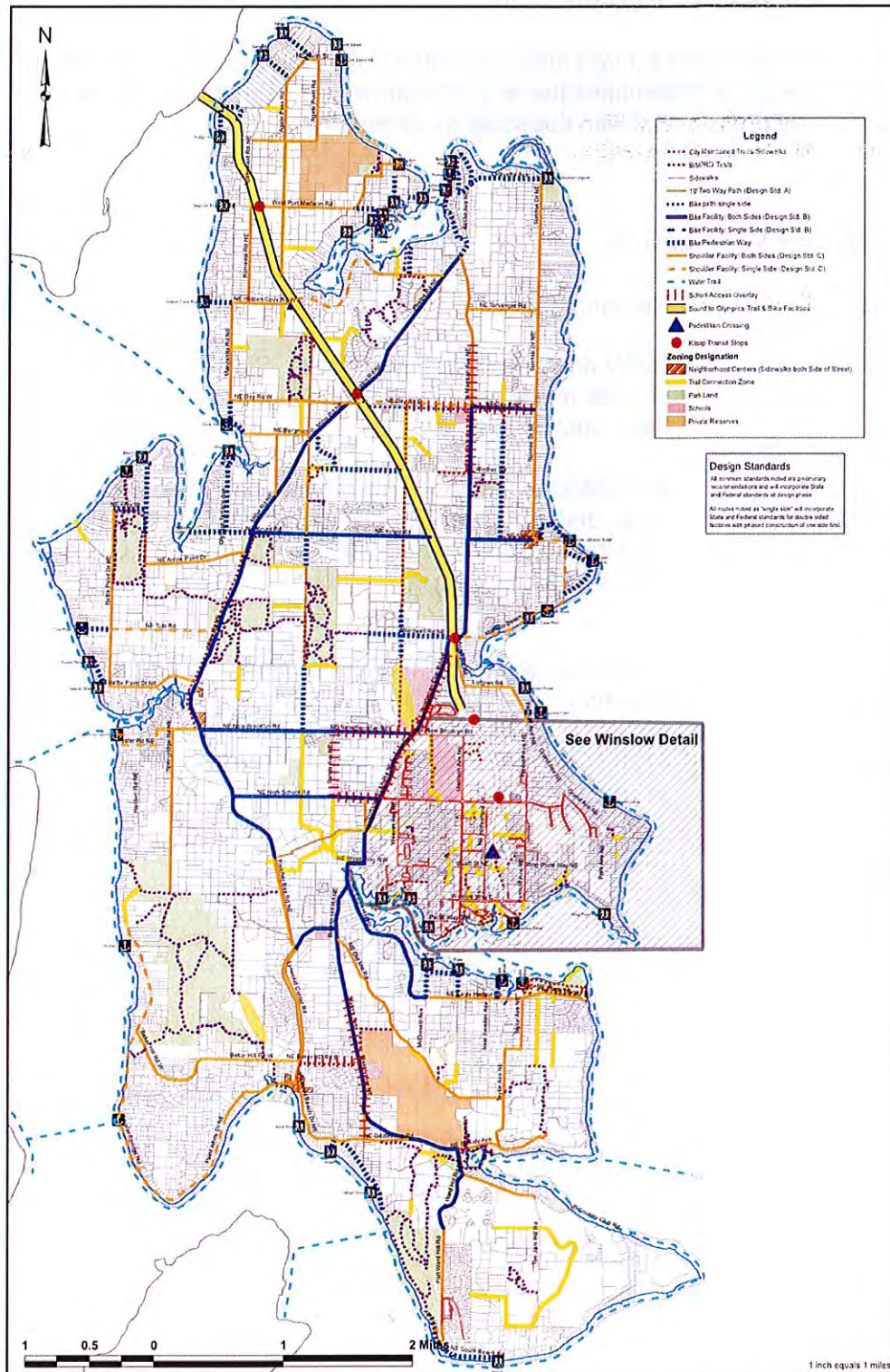
* 3 foot shoulders are not intended as a non-motorized facility but may provide space to avoid run out into a ditch or vegetation for non-motorized users, as well as recovery for vehicular traffic.



Frontage and Other Required Improvements

Non-motorized improvements are required along with other infrastructure improvements for all development. The following table identifies the level of improvements required that have been determined to be roughly proportional with the scale of development.

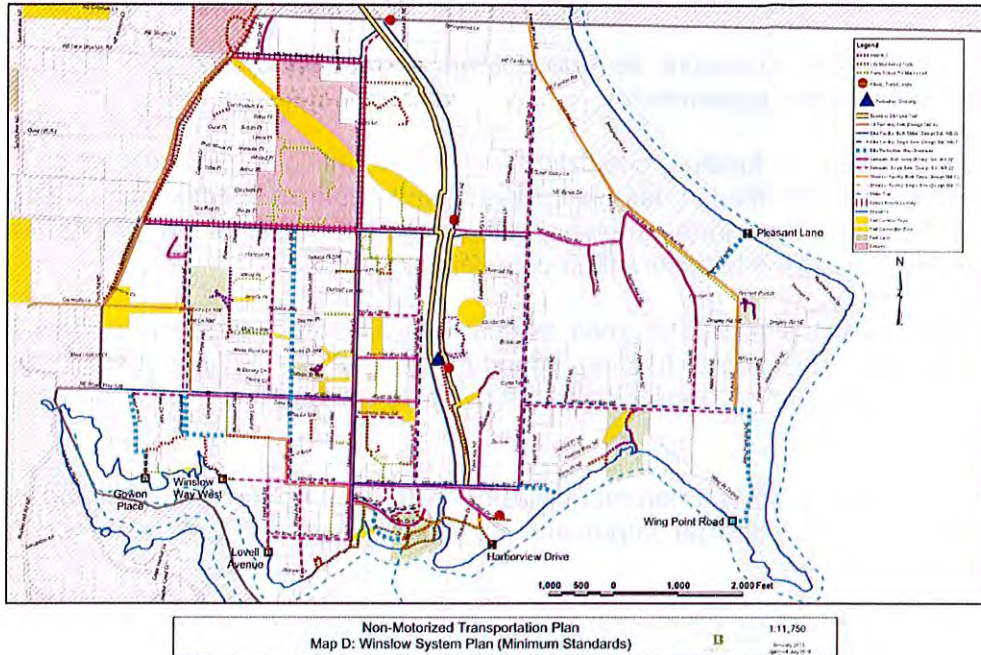
Table 6-7, Improvement Requirements	
Development type	Required facilities
Development or re-development of a residential lot.	ROW dedication and easements. Sidewalk and shoulder/bike lane infill and reconstruction to meet current standards.
Short Plats 2 to 4 lots in size, multi-family development exceeding 4 units, and all other development / re-redevelopment.	In addition to the above, the construction of sidewalk and shoulder/bike lane extensions, and construction or reconstruction of trails up to 6 feet in width.
Long Plats of 5 or more lots and development of all other properties greater than 20,000 square feet gross building in aggregate.	In addition to above, the construction or reconstruction for all facilities including multi-use trails.



Non-Motorized System Plan
Map C: (Minimum Standards)

January 2003 Updated July 2016

B
CITY OF
BAINBRIDGE ISLAND



Implementation of non-motorized projects

This section elaborates on specific measures to further the non-motorized Implementation goals in the Transportation Element of the Comprehensive Plan. The list below is not prioritized.

- A. As opportunities are identified, develop proposals to update the Municipal Code to increase the ability to obtain non-motorized facilities in accordance with the IWTP and consistent with the goals for non-motorized projects in the Transportation Element of the Comprehensive Plan.
- B. Support community efforts to develop new regulations requiring the construction of non-motorized facilities by development.
- C. All commercial and residential projects that reach the design and review thresholds set in the Municipal Code shall be reviewed for compliance with the goals, policies, and standards in the Transportation Element of the Comprehensive Plan, the Islandwide Transportation Plan and other adopted Plans.
- D. Review development projects for concurrency and collection of impact fees to provide for non-motorized improvements. Consider including system non-motorized LOS studies in future updates to concurrency and impact fees.
- E. Facilitate the NMTAC review of development projects with potential for non-motorized elements and provide opportunity for early input in designs.



- F. As properties develop, secure right of way dedication for frontage improvements on City streets and easements for regional and intra-island multi-use trails (20 feet or more) and connecting pathways within and between neighborhoods (15 feet or more).
- G. Support opportunities to secure new easements or renegotiate existing easements (example: utility access agreements).
- H. Provide mechanisms for funding, prioritizing, and implementing projects to develop non-motorized facilities identified in this plan. Identify and prioritize specific non-motorized projects in the City's transportation planning including but not limited to the IWTP and the Capital Facilities Plan to assure their completion.
- I. Actively pursue various funding sources, such as available grant and bond initiatives for priority projects. Pursue joint funding opportunities with the School District, Parks District, and Department of Transportation. Provide flexibility in the program as needed to be competitive.
- J. Support the development of a non-motorized bond measure to fund regional and intra-island trails, Core 40 shoulder improvements, and other island-wide non-motorized improvements.
- K. Support involvement of the NMTAC in transportation planning and capital improvement planning. Important aspects of this work include developing and prioritizing projects, and collaborating to develop grant applications and secure funding.
- L. Support involvement of the NMTAC in public outreach and the development of transportation improvement projects.
- M. Incorporate non-motorized improvements into capital improvement projects. Consideration to be given to the context of each site in developing designs.
- N. Study maintenance needs and include budget recommendations in Operations and Maintenance to provide for new facilities and improved level of service of all facilities.

Non-Motorized Improvement Plan

Programs and projects to achieve the proposed Non-motorized Transportation System Plan are identified in Maps E and F.



- A. Incorporate accessibility requirements in accordance with the United States Access Board Proposed Guidelines for Pedestrian Facilities in the Public Rights-of-way (PROWAG) to the extent feasible and incorporate universal principles in design to the extent practical.
- B. Provide safe at-grade crossings at signalized intersections on SR305. Consider refuge areas at busy locations. Consider separated grade crossing for regional trails and other high volume locations.
- C. Provide marked crosswalks in high traffic areas at safe and appropriate intervals, particularly in locations where pedestrian routes cross secondary arterials. Provide marked crosswalks at driveways on secondary arterial streets in busy locations.
- D. On designated bike routes, provide wider (8") fog lines adjacent to paved shoulder facilities for cyclists and bike lane markings and bicycle climbing lanes. The use of sharrows to raise awareness of cyclists is discouraged. Incorporate the use of sharrows for directional purposes at high-bicycle-volume locations in designated centers when engineers consider the design to be a significant safety enhancement. Examples include the use of sharrows adjacent to angle parking and at transition areas from bike lanes to shared lanes on Winslow Way.



- E. Provide separation for non-motorized from vehicular uses at higher speed (over 30mph) and higher volume (over 2000 ADT) motorized traffic locations. When separation is not practical, alternative routes should be provided to accommodate users of all ages and abilities. A particular emphasis for separated facilities is on roads connecting to schools and along SR305.
- F. Consider lowering speed limits on secondary and collector streets with significant bicycle and/or pedestrian traffic that lack non-motorized facilities.
- G. Post walking and biking warning signs on roadways in high non-motorized use areas lacking adequate facilities.
- H. Incorporate traffic calming elements such as narrow lanes (9-10 feet depending on roadway classification), center island/ crossing islands, chicanes or winding roadways, and maintain native vegetation or provide street trees in all designs. Consider speed humps, and/or raised crosswalks at local access streets with a desired speed limit of 20mph when there are large vehicular traffic generators or very high volumes of pedestrians.
- I. Provide street lighting on secondary arterials and collector streets in designated centers and marked crosswalks on arterial streets.
- J. Provide bicycle-activated sensors at signal locations.
- K. Avoid placement of utility facilities, such as manhole covers and utility poles, within non-motorized travelways.
- L. Design of new parking lots and garages to include covered bike storage or parking facilities. Where existing bicycle parking is sufficient and conveniently located, the City Engineer may omit this requirement.
- M. When bike racks are required for commercial development and public facilities, the racks shall be conveniently located to the building entrance, appropriately designed to be compatible with the design and development of the site, and sheltered from inclement weather.



Standards

The City's existing Design and Construction Standards were developed in 1997 and have not been updated to include all of the non-motorized elements identified in the 2003 Non-Motorized Transportation Plan. It is recommended that this document be updated following the update of the Island-Wide Transportation Plan and the City's Comprehensive Plan.

Refer to the table below showing a list of considerations for updating the Design and Construction Standards.

Table 6-8, Standards Recommendations	
Standards 1	Maintain narrow 10-foot lanes on major roadways.
Standards 2	Require pedestrian facilities to be maintained at-grade at driveway entrances.
Standards 3	Require sidewalks to be built to the back of the right-of-way along arterial and collector streets.
Standards 4	Require planter strips for increased pedestrian separation from traffic.
Standards 5	Minimum bike lane width on secondary arterial and major collectors is 5 feet. An additional one-foot clearance of the curb to be provided at curb and gutter locations. Consider buffered bike lanes.
Standards 6	Require paved driveway approaches at all driveways serving more than 3 households for all categories of projects.
Standards 7	Develop standards for shared use paths, buffered separated multi-use paths, intra-island trails, etc.
Standards 8	Utility structure covers are to be located out of the sidewalk and shoulders used by cyclists unless impractical and any deviation requires approval by the City Engineer. Covers to have flush, skid, and lock down characteristics suitable for cycle use.
Standards 9	Tenant improvements and remodels trigger frontage improvements to meet current ADA standards.



Preservation and Maintenance

Non-motorized facilities need to be preserved and maintained to ensure continued usefulness. As the system grows, so does the demand for resources to maintain it. Facilities deteriorate over time and the City needs to plan for expenditures to repair and /or reconstruct these assets.

Areas of emphasis for maintenance:

- o Annual raised sidewalk grinding or replacement of sidewalk panels to address deficient disability access.
- o Annual sidewalk and cross walk power washing where needed to maintain slip resistance and contrasting color.
- o Monthly sweeping of separated pathways.
- o Annual cleaning of separated pathways.
- o Seasonal brush cutting of trails.
- o Annual grading and graveling of unpaved trails where needed to address unevenness and traction issues.
- o Maintenance of roadway surfacing to consider serviceability of shoulders for cyclists when prioritizing repairs.
- o Trimming of roadside brush to maintain use of shoulders by cyclists and pedestrians.
- o Monthly shoulder / bike lane sweeping with higher frequency at problem areas.
- o Pulling and re-ballasting shoulders with gravel.
- o Repair and adjustment of lids and grates to maintain even surfaces for cyclists and pedestrians.
- o Annual pavement marking maintenance of cross walks, bike lane symbols, and other surface markings.
- o Washing and replacement of signage such as no-parking signs, way finding signs, and others.



Education, Encouragement and Enforcement

The NMTAC, supported by City Public Works, Planning, and Police Staff, and in coordination with School District, Parks District, Fire District, Kitsap County Health District, and community groups, will work to further the education goals of this Plan. This includes developing programs, or adopting programs used successfully elsewhere, to encourage use of non-motorized modes and promote safety.

- Listen to the community to identify transportation system deficiencies and opportunities for improvement
- Coordinate and support programs and projects that encourage active modes of transportation
- Support community outreach and involvement for the development of transportation projects
- Support safe routes to school programs
- Support “Adopt-a-Trail” and “Adopt-a-Route” programs
- Develop and distribute guide maps and provide wayfinding signage. Public non-motorized facilities such as trails should be identified with signage in order to designate routes and access points. This is especially important where facilities are adjacent to or run through easements on private property.

The NMTAC and City routinely support the following efforts:

- ‘Bainbridge Shares the Road’ program and signage.
- League of American Bicyclists ‘bicycle friendly community’ designation.
- Walking, Cycling, and Paddling Map supported on the City’s web site.
- Walking Map of Winslow, produced by Sustainable Bainbridge and supported on the City’s website.
- Map of accessibility features in the Winslow area, produced in cooperation with the Kitsap County Accessible Communities Advisory Committee.
- Participating in ‘Bike to School Day’ and Bike to Work Day.
- Community engagement for connectivity opportunities and easements.



- Participating in public outreach involvement opportunities for City transportation projects.
- Coordinating with the Police Department to identify areas with higher non-motorized use that may need education and enforcement emphasis for safety due to collision history, speeding, observed poor behaviors by either motorized and/or non-motorized users.
- Promoting police bicycle patrols for enforcing laws for cyclists and patrolling multi-use pathways.

CHAPTER 7 OTHER TRANSPORTATION SYSTEMS

On Bainbridge Island, non-city transportation systems have an extremely important role in the movement of people, vehicles, and goods. Ferry and transit systems are the primary means of moving people to and from their destinations, from commuter trips to Seattle, to tourists visiting Bainbridge Island. This chapter describes each of these systems and their relationship to the Bainbridge Island transportation system.

Ferry System



The Washington State Ferries (WSF) service is the primary provider of ferry transit services in western Washington. The Seattle-Bainbridge ferry run provides an integral connection between greater King County and locations east of Puget Sound to the Kitsap Peninsula and the Olympic Peninsula regions. System-wide, the WSF system carries more than 23 million passengers per year (2014 Washington State Ferries Rider Statistics Report).

Washington State Ferry Operations

The Seattle/Bainbridge Island ferry provides daily crossings between Bainbridge Island and downtown Seattle's Colman Dock. The 35-minute crossing covers 8.6 miles and connects Bainbridge Island and the SR-305 corridor with downtown Seattle and the Interstate 5 and 90 corridors. Two Jumbo Mark II Class auto/passenger ferries, the M/V Tacoma and M/V Wenatchee, serve the route. Each vessel has a travel speed of 18 knots and maximum capacity for 2,500 passengers, 218 vehicles and 60 commercial vehicles.

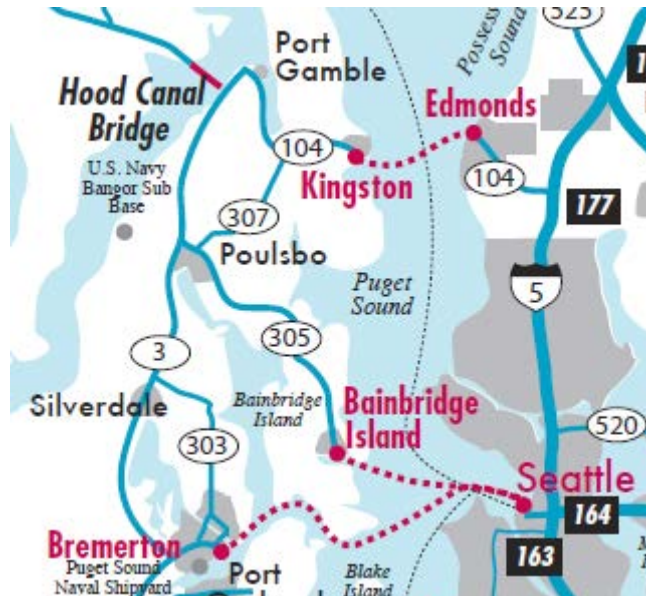
Table 7-1 lists the ridership, schedules, crossing times, and service frequencies for the Seattle-Bainbridge Island route and alternative ferry routes that serve the central Kitsap County region. These alternative routes include the Seattle-Bremerton (passenger-vehicle and passenger only), and Kingston-Edmonds runs. The Seattle-Bainbridge run carries the largest share of ridership with more than 6.32 million passengers per year. The Kingston-Edmonds runs carries approximately 4 million annual passengers and the two Seattle-Bremerton ferries carry about 2.5 million riders.

Table 7-1. WSF Schedules and Headways

<i>Route</i>	<i>2002 Ridership</i>	<i>Vehicles Carried</i>	<i>Hours of Operation (first-last sailing)</i>	<i>Crossing Time</i>	<i>Service Frequency</i>
Seattle/Bainbridge Island	6.72 million	2.19 million	4:45 am-2:10 am	35 min	40-50 min
Seattle/Bremerton	2.21 million	0.72 million	4:50 am-12:50 am	60 min	70-140 min
Seattle/Bremerton Passenger Only	0.68 million	--	5:00 am-1:30 am	30 min	40-270 min
Kingston/Edmonds Ferry	4.49 million	2.34 million	4:55 am-12:55 am	30 min	40-70 min

Source: Washington State Ferries

Figure 7.1 Ferry Routes



Ferry LOS

WSF uses daily percentage of vessels at vehicle capacity as the measure of the Level of Service for ferry services. The methodology places an emphasis on using existing capacity as opposed to an earlier method of measuring length of wait times at peak sailings which emphasized commute times for motorists.

Table 7-2 Ferry Operation LOS

Route	Level 1	Level 2
Seattle/Bremerton	25% to 30%	50% to 60%
Seattle/Bainbridge Island	25% to 30%	65% to 75%
Edmonds/Kingston	25% to 30%	65% to 75%

Source: WSF 2009 Long Range Plan

Level 1 LOS represents the percentage of sailings at peak vehicle capacity. At 25% capacity, peak sailings are filled to capacity but other sailings are not. Exceeding the LOS standard is an indicator that adaptive strategies should be employed to reduce peak demand.

Level 2 represents the percentage of sailings at peak vehicle capacity. Standards are set to 65% to 75% for routes that reflect the ability to spread demand throughout the day due to more time flexibility amongst customers. Exceeding the LOS standard is an indicator that additional investment is needed to address capacity.

The WSF Long Range Plan forecast that percentage of vessels sailing at peak capacity will not exceed 67% through 2030, nor exceed the LOS threshold of 75% for the peak summer month of August. Thus capacity improvements in the planning period are not driven by the LOS standard.



Kitsap Transit Passenger Only Ferry Proposals

WSF discontinued passenger-only ferry service in 2003. A private company, Aqua Marine and the Port of Kingston have attempted to restore high speed passenger-only service from Kingston and Seattle. Both services have proven to be unsustainable financially due to limited ridership and high passenger fares. The Port of Kingston ended its service in 2012.

Kitsap Transit proposed to develop a passenger only ferry service supported by a sales tax increase in Kitsap County in 2003. This proposition was not supported by the voters at that time. In 2014 Kitsap Transit commissioned a study to evaluate the potential for passenger ferry service. Kitsap Transit is currently exploring alternatives to fund passenger-only ferry service.

In the past, passenger only ferry service has served only one port of call in Kitsap, limiting ridership. It is suggested that a return to a mosquito fleet model of service with multiple ports of call for each vessel in Kitsap be considered. Examples for this type of service would include Kingston, Indianola, Suquamish, Bremerton, and Port Orchard with shared service to these multiple ports and Seattle.

Ferry System Issues

The primary issue for ferry service is funding. With citizen initiatives to reduce car tab fees and the erosion of the gas tax with more fuel efficient vehicles, transportation funding has been in decline. Since the taxpayer backed tax cuts in the early 2000's, WSF has been faced with raising fares, deferring maintenance of its fleet and terminals, and foregoing expanded operations. Challenges include:

- Maintain operating funding to provide 80% fare box recovery
- Fund vessel maintenance and replacement reserves
- Fund terminal reconstruction including the Seattle Ferry Terminal
- Develop long range plans and funding strategies for expanding services including investments in expanding existing service, additional routes, and multimodal transportation to meet more sustainably the region's growing transportation needs. Examples may include upgrading the Edmonds-Kingston ferry terminals to better serve bus and other multimodal transportation, introducing ferry service from Southworth to Seattle and upgrading walk-on capacity and level of service to Bainbridge Island using three smaller auto capacity ferries to reduce traffic congestion impacts to SR305.

Recommendations for Ferry Services

The City supports the retention and expansion of ferry systems to reduce the dependency on the Bainbridge Island terminal and SR 305, and to promote a more convenient and equitable ferry system. Elements of the recommendations include:

- *Parity of ferry services* – The City promotes services closer to home origins to reduce demand at the Bainbridge Island ferry terminal and on SR 305. Examples include vehicle/passenger ferry service from Southworth to Seattle, and high speed passenger-only ferry service from Kingston to Seattle, and direct bus service from Kitsap County to King County via the Kingston-Edmonds Ferry.



- *Ferry Priority* – The City supports the WSDOT and Kitsap Transit’s programs to encourage non-SOV use through priority boarding and through the development of facilities for bicycles and pedestrians.
- *Passenger Ferry Options* – The City supports passenger-only ferry services through public and private initiatives.
- *Walk-on and bicycle capacity* - The City supports long range planning for capital improvement expenditures to enhance walk-on and bicycle capacity at peak sailings.
- *Motorized capacity* – The City supports long range planning for capital improvement expenditures to maintain a two-boat maximum wait-time for motor vehicle capacity at peak sailings.
- *Fare box recovery* – Maintain affordable fares for service to Bainbridge Island and Kitsap County. The City supports long range planning and investment for State funding to subsidize operation and maintenance for the ferry system.

Kitsap Transit bus and other services

Kitsap Transit, as the public transit service provider in Kitsap County, serves the County including the City of Bainbridge Island. Bus service is provided for commuter hours to and from the ferry terminal. Kitsap Transit has an Access program providing transportation for seniors and disabled persons who are unable to use regular-route buses. Starting in June 2014, BI-Ride- service was introduced providing day time intra-island bus service. Kitsap Transit also provides park-and-ride lots, vanpool programs, and rideshare programs.

Existing Routes

Eleven bus routes serve Bainbridge Island providing service mainly to and from the Winslow ferry terminal. Figure 7-2 shows the routes as they relate to the roadway system and areas of the Island.

Table 7-3 provides details about the origins and destinations of the routes, the 2014 ridership levels, hours of operations, and service frequency. Most service is provided to meet peak morning and evening demand related to ferry terminal travel, with little or no mid-day service. Service also tends to be one-directional with transit vehicles “deadheading” back (not in service) to meet the demand from arriving ferry passengers.

A total of 534,226 annual passengers in 2014 used the Kitsap Transit routes that serve the ferry terminal (Routes 33, 90-106). WSF reports 3,087,786 walk-on passengers for 2014. If the assumption is made that all of the ridership also used the ferry system, approximately 1 out of every 6 ferry riders use Kitsap Transit service.



Figure 7-2 Kitsap Transit Routes





Table 7-3. Kitsap Transit Services

Route	2014 Ridership	Hours of Operation	Service Frequency
# 33 – Silverdale/Bainbridge	29,500	4:30-7:45 15:30-19:45	45-50 min
# 90 – Poulsbo/Bainbridge	254,200	4:50-8:05 15:50-20:05	45-50 min
# 91 – Kingston/Bainbridge	97,500	4:45-8:10 15:45-20:10	35-50 min
# 93 – Manzanita	35,600	4:55-7:40 15:55-19:40	40-55 min
# 94 - Agate Point	21,400	4:50-7:40 15:55-19:40	40-55 min
# 95 - Battle Point	38,000	4:50-7:40 15:50-19:40	45-55 min
# 96 – Sunrise	27,800	4:50-7:40 15:50-19:40	45-55 min
# 97 – Crystal Springs	36,500	4:50-7:40 15:50-19:40	45-55 min
# 98 - Fort Ward	26,200	5:00-7:40 16:00-19:40	45-55 min
# 99 - Bill Point	26,700	4:50-7:40 15:50-19:40	45-55 min
# 100 - Winslow Shuttle	28,300	5:30-7:40 16:30-19:40	45-50 min
# 101 – Ferncliff Shuttle	--	7:00-13:45	45-60 min

Source: Kitsap Transit (www.kitsaptransit.org)



Park-and-Ride Lots

Kitsap Transit has developed a number of park-and ride facilities along SR-305 and in North Kitsap County at hubs where passengers can leave a vehicle prior to boarding a bus. Park-and-



ride facilities are used by Kitsap Transit bus riders, and also serve as meeting locations for vanpools and carpools.

Table 7-4 describes the park-and-ride facilities located on transit routes that serve Bainbridge Island as identified by Kitsap Transit.

Table 7- 4. Park-and-Ride Facilities

Park-and-Ride Facility	Location	Spaces	Served by Bus Routes
Clearwater Casino	Suquamish	96	90, 91
Georges Corner	Kingston	225	91
Gateway Fellowship	Poulsbo	138	33, 90
Liberty Bay Presbyterian Church	Poulsbo	75	33, 90
No. Kitsap Baptist	Poulsbo	57	90
Poulsbo Junction	Poulsbo	35	33, 90
Poulsbo Church of Nazarene	Poulsbo	100	90
Suquamish United Church of Christ	Suquamish	65	91
American Legion Post	Bainbridge Island	5	98
Bethany Lutheran Church	Bainbridge Island	80	94
Island Church	Bainbridge Island	37	93
Day Road	Bainbridge Island	25	90, 91

Source: Kitsap Transit (www.kitsaptransit.org)

Kitsap Transit assessed use of park-and-ride facilities in 2014. Table 7-5 summarizes the park-and-ride lots' capacity, the number of observed vehicles, and parking utilization rates for the lots on Bainbridge Island.

Table 7-5. Park-and-Ride Lot Utilization

Park-and-Ride Facility	Capacity	Observed 2014	Parking Utilization
American Legion	5	10	200%
Bethany Lutheran Church	80	65	81%
Island Church	37	18	49%
Overall	122	93	76%

Source: WSDOT Office of Urban Mobility

The study shows that area park-and-ride lots are well used and still have adequate capacity. It appears that additional capacity at the American Legion location would be a benefit if a lease can be secured.



Transit System Issues

Most transit agencies in the region, including Kitsap Transit, have not developed LOS measurements at this time. However, general assessments can be made about areas service frequency, capacity and access. Kitsap Transit has provided a morning and afternoon peak period transit service that meets the needs of many Island commuters. Mid-day (9:15am to 3:30pm) intra-island service is also provided. Review of the transit service reveals that the main issues are related to the expansion of transit services and improving the frequency of service. Issues related to transit include:

- With ferry passenger service expected to grow and increasing congestion on SR305, ridership capacity for commuter buses is a critical element for achieving a viable multimodal transportation system. Capacity is an important aspect of level of service.
- With more congestion on SR305 attributed to commuting to employment both on- and off-island, improving bus service within Kitsap County is an increasingly important element of a viable transportation system. Frequency of service and transfer efficiency are important aspects of level of service.
- Park-and-ride lots and bicycle parking at park-and-ride lots and bus stops are important to support commuters and encourage ridership.
- To better serve seniors, youth, and persons with disabilities, intra-island bus transit is an important element of an effective transportation system. Locations served and hours of service are important aspects for level of service.
- Improving access to the transit center near the ferry terminal is needed. Currently the pedestrian facilities are sub-standard and do not provide adequate accommodation for a wide range and number of users and there are no bike facilities on Olympic Drive.
- Improving access to bus stops is needed in Winslow and at the City's designated centers. Both lack of infrastructure and deficient infrastructure are barriers to access in some areas.
- Improving King County Metro transit services at the Seattle ferry terminal to provide better connections to popular destinations including the airport.

Recommendations for Transit System

The City supports the development and improvement of transit services on Bainbridge Island and services that provide options for non-Island commuters.

- *Transit LOS* – Encourage Kitsap Transit to monitor system use to ensure that current and forecasted demand is met for the SR305 corridor. Monitor underserved Island locations for transit service expansion as Island development occurs.
- *Public Transit Ferry Access* – Support changes to transit services that promote ferry use, including service to Sea-Tac airport, popular destinations, and special events in the Seattle area.
- *Expansion of Island Transit* – Support the expansion of bus services on the Island to better serve commuters, non-commuters, disabled users, residential areas, and neighborhood centers. This includes the Access Bus and BI Ride services.
- *Ferry Commute* – Improve service with high capacity buses as needed to meet demand. This should include expanding accommodation for riders with bicycles.



- *Route 90 to Poulsbo* – Improve frequency of service between the Bainbridge Ferry Terminal to the Poulsbo Transit Center with transfers to Kingston at Suquamish and Bremerton and other locations from Poulsbo.
- *BI Ride* – Extend hours of service to include evenings and Sundays.

Non-Motorized System Connectivity to Transit

Active modes of transportation such as walking and bicycling are important to many island residents. The City has invested in planning and implementation for pedestrian and bicycle infrastructure to accommodate a wide range of users. Providing connectivity to transit is important for non-motorized improvements. Opportunities include development of a network of bike lanes that link commuters to the ferry terminal and regional and intra-island trail systems that link pedestrians and cyclists to transit stops along SR305 and throughout the island.



Multimodal – Transportation Demand Management

A key to the development of a multimodal system is through the use of Transportation Demand Management (TDM). TDM is a series of methods and strategies that discourage the use of single occupant vehicles and encourage non-motorized and transit travel. TDM includes measures that provide travel alternatives such as transit, carpools, park-and-ride facilities, or passenger ferry service. TDM strategies are focused on increasing the use of alternatives to single occupant automobile trips through a mix of incentives and disincentives. These programs tend to be lower in cost than roadway or other capital projects.

While TDM programs may increase the number of person trips through a corridor by increasing use of buses, carpools, and diverting trips to off-peak hours, traffic levels may not decrease due to unmet travel demand replacing any reductions from TDM programs (latent demand for travel).

There are many TDM programs currently in effect on Bainbridge Island. Agencies and major employers have implemented these programs to discourage single occupant vehicle (SOV) trips during commute periods.

The City of Bainbridge Island, Kitsap Transit, and Washington State Ferries have programs that encourage the use of transportation alternatives to the SOV.

Examples of TDM programs promoted by these agencies include:

- *Ferry Terminal Parking Restrictions* – The City has limited amount of parking at the ferry terminal and charges an hourly or daily fee to reduce the number of persons who drive to access the ferry. As parking becomes more difficult or expensive, fewer drivers will desire to use the parking areas. On the other hand, restricted parking may increase the amount of drop-off/pick-up activity at the terminal or encourage parking in adjacent neighborhoods.
- *Commercial Parking Tax* – The City has charged a tax on commercial parking lots since 1999. The current rate is a 30% tax that provides funds for the City's general fund. This tax,



if added to the parking fee, increases the out-of-pocket costs for automobile commuters, encouraging ridesharing, non-motorized travel, and transit use.

- *Carpool Parking Areas* –The City provides reserved parking areas for carpools at its ferry terminal lot. Providing reserved spaces or reduced parking rates encourages drivers to form carpools, increasing the occupancy of vehicles.
- *Rideshare Programs* – Programs that promote the formation of carpools and vanpools can increase the rate of vehicle occupancy by increasing the number of persons moved during peak times. Kitsap Transit has a program to match interested commuters with carpools and vanpools using the RideshareOnline.com database.
- *Vanpool Programs* – Kitsap Transit also administers a vanpool program that provides vans for commuters for a monthly fee. WSF provides additional incentives to registered carpools and vanpools through preferential boarding. Vanpools also receive a reduced ferry rate.
- *Land Use Policies* – The City's promotion of higher-density residential in the Winslow area promotes increased opportunities for residents to walk or use bus service rather than drive.
- *Parking Restrictions and Enforcement* – The development and enforcement of parking policies and rules may reduce undesired parking behaviors, such as in neighborhoods adjacent to the ferry terminal area. Types of parking restrictions include hourly parking limits and residential parking zones
- *Car sharing Program* – A car sharing program allows people to have access to a vehicle that they rent on an hourly and/or mileage basis. This type of program reduces vehicle ownership, encourages transit and non-motorized travel, and lowers overall driving behavior.

Employer-Based Programs

Major employers (100 or more employees) are required by the State's Commute Trip Reduction law to promote ridesharing and transit use by developing in-house incentive programs that encourage employees to use ridesharing, transit use, and non-motorized travel. Kitsap Transit administers the program within the county. According to Kitsap Transit data only two Island employers have formal CTR programs. Each major employer is required to designate an in-house coordinator and develop a Commute Trip Reduction Plan indicating how the employer will meet the required trip reduction targets. Some of the examples of employer-based programs in use include.

- *Transit subsidies* – Employers can fully or partially subsidize the cost of monthly transit passes for their employees.
- *Flextime programs* – Employees are allowed to shift their work schedule to avoid travel during peak travel periods, or to meet transit schedules.
- *Telecommute programs* – Employees are allowed to work from home offices in order to reduce the amount of commute travel.
- *Guaranteed Ride Home Program* – This program provides employees who commute by transit, carpool, vanpool, bicycle, or foot a free taxi ride in the event they need to return home on an emergency basis during mid-day or after working late evening hours.
- *Commute Subsidies* – Employees are eligible for a monthly subsidy if they commute by transit, bicycle, foot or carpool to work.



Regional Coordination

The Growth Management Act requires that cities coordinate planning efforts with adjacent jurisdictions, by county and region. This coordination effort is particularly important, where transportation plans by one jurisdiction may have a significant impact on its neighboring counterpart. Regional

planning allows a long-range vision to be established for the region allowing predictability and consistency between jurisdictions, while still maintaining flexibility to meet community goals.

There are a number of regional plans that affect the transportation system of Bainbridge Island. Implementation of many of the regional concepts depend on the availability of funds in the future.

WSDOT Plans

The Washington State Department of Transportation (WSDOT) identified a number of improvements to the state route system in its *Washington Transportation Plan* (WTP). In the Puget Sound Region, these projects are first identified in the Puget Sound Regional Council's *Metropolitan Transportation Plan "Transportation 2040"* (MTP) plan. This plan sets the transportation plans and policies over a 30-year period, with the emphasis on the first 20-year time frame. The MTP identifies improvements to the SR 305 corridor.

- *SR 305 Corridor Improvements (Winslow Ferry Terminal to Agate Pass Bridge)* - Access management, intersection improvements, and HOV queue jump lanes improvements.

Consistency with IWTP

These projects should improve the overall mobility of the SR 305 corridors. The improvements along SR 305 between the ferry terminal and Agate Pass Bridge are unlikely to affect overall traffic levels, but may shorten transit travel times and enhance safety for bicyclists. The off-Island improvements will complement the SR 305 alternatives considered on Bainbridge Island, but will not significantly affect the City's traffic situation.

Kitsap Transit Plans

Kitsap Transit has plans to develop future alternatives to expand transit throughout its service area. Kitsap Transit has considered a variety of approaches including dedicated high-capacity bus service, passenger rail or monorail service, and passenger ferry services.

- *High Capacity Transit Facilities:* – This “long-range” concept of the high-capacity transit service would improve transit travel times by developing dedicated transit lanes. A Bus Rapid Transit system has been identified as a priority.

Consistency with IWTP

Any of the transit proposals would be compatible with the IWTP SR 305 Alternative A and Alternative B scenarios. Depending on the level of transit ridership, and the success of Transportation Demand Management programs to control single occupant vehicle use would likely improve SR 305 levels of service if constructed.

CHAPTER 8 FINANCING



The City of Bainbridge Island, uses a variety of funding resources for the design, right-of-way procurement, and construction of transportation facilities. Taxpayers, developers, and County, State and Federal programs all contribute to the development of the transportation system. The City prepares a biennial budget, a financial capacity analysis, and a 6-year Capital Improvement Plan (CIP) to provide an updated look at the projects to be completed for the year and in the years', ahead, as well as financing plans for those projects. The State of Washington's Growth Management Act requires that the transportation element of a comprehensive plan

include:

- An analysis of funding capability
- A multi-year financing plan based on the needs identified
- A discussion of how the jurisdiction will address funding shortfalls through a reassessment strategy.

This chapter describes how the City plans to pay for the transportation improvements identified in the IWTP along with projects that appear in the current Capital Improvement Plan (CIP). Included in this section, is a discussion of the City's funding capabilities, potential funding sources, the 6-year and 20-year transportation improvement plans, and reassessment strategy.

Funding Capabilities

The City of Bainbridge Island has implemented a variety of revenue sources and financing mechanisms to fund City services and capital improvements. One indication of the City's funding capability is the analysis of historic revenue sources.

Table 8-1 summarizes the revenue sources from 2011 to 2014 for the City's Streets Fund, Capital Project Grants, and for overall City revenues. The City has consistently allocated a large portion of its funding outside of the operating budget for transportation. Over the last few years, the City has aggressively pursued transportation grant funding from State and Federal sources. The City recently implemented a Transportation Benefit District and is currently evaluating Transportation Impact Fees providing for more revenue. The City supplements dedicated transportation revenues to pay for operating costs such as salaries, benefits, and other associated costs.





Table 8-1. Historic Transportation Funding Sources

	<i>Actual</i>	<i>Actual</i>	<i>Actual</i>	<i>Actual</i>
<i>(All numbers are in 1000s)</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>
Commercial Parking Lot Tax	\$552	\$588	\$715	\$753
Motor Vehicle Fuel Tax	484	471	477	478
Parking Fees (City lots)	337	4	0	0
Interest and Other	72	1,334	50	738
Total Street Fund Revenue	\$1,446	\$2,398	\$1,242	\$1,970
Transportation Grants (Federal)	1,987	200	809	1,502
Transportation Grants (WA State)	1,379	288	465	0
Total Capital Grants	\$3,366	\$488	\$1,273	\$1,502
Transportation Benefit Dist. funding	0	0	122	391
Total City Non-Utility Revenue Sources	\$22,901	\$19,629	\$20,781	\$22,048

Source: City of Bainbridge Island financial statements

Overall, the City has annual non-utility revenues of more than \$20 million. The City's 2015-2016 biennial budget projects relatively flat revenue trends for both years. In addition, the City has significant additional bonding capacity. As of the end of 2014, the City is at 28% of its general obligation bond limit (not requiring a vote of the taxpayers) and 7% of its limit for special levy bonds that could be used for transportation projects (requiring a 60% majority vote of the taxpayers).

Types of Funding Sources

The implementation of the 6-year CIP and 20-year CFP depends on the availability of transportation funds. This section describes the sources of transportation funds available to the City of Bainbridge Island.

General Funds

City general funds are made up of a variety of revenue sources and can be used to pay directly for transportation improvements or to meet the City's local funding requirement or "match", for other funding sources. Some revenues are specifically dedicated for transportation projects, such as the City's share of the State Motor Fuel Tax are dedicated to popular activities like roadway repair and construction. Other City revenues from the general fund can also to be used for transportation according to City funding priorities or to pay for transportation improvements that also benefit other funds such as water, sewer and stormwater. For 2015, the City budgeted approximately \$1.5 million of dedicated operating revenues and \$6.1 million for capital expenditures.

Grants

There are numerous state and federal grant programs for improving the mobility or safety of the transportation system. Some sources of funds allow a local agency to apply directly, while other grant programs require submittals through a coordinated application process through the jurisdiction's Metropolitan Planning Organization. In addition, there are other sources of funding available to only counties or WSDOT, requiring the City to advocate for improvements through coordination with these eligible agencies. Most grants are issued on a competitive basis and require local jurisdictions to contribute between 10-25% of the cost. A higher local match percentage can make a project more competitive for grant funds. In 2015, the City received \$4.4 million for transportation projects.



General Obligation Bonds

General Obligation Bonds are an important method for the building and construction of transportation facilities. The City can issue bonds up to 1.5% of the assessed property values within the City without a vote of the people and an additional 2.5% with a vote of the people. A bond can allow the rapid development of the transportation system within a short period of time. Bonds are used by cities to finance major improvements and are repaid either through general funds, special taxes or assessment, or roadway tolls. Between 2007 and 2011, the City used two general obligation bond issues for street, sidewalk and other non-motorized improvements throughout the Island. General obligation bonds can be funded by revenues from growth and are an alternative method to fund infrastructure to accommodate growth as it occurs.

Developer Contributions

Development provides an opportunity for the portions of the system to be built without the expenditure of public funds. Where roadway improvements are required (as indicated in the City's Comprehensive Plan), developers construct the facilities along the length of the property as part of their street frontage improvements. Typically, two to three projects are developer-funded during each year.

Impact Fees

An impact fee or transportation mitigation fee can be established by a city to collect fees for every new vehicle trip added to the roadway system. Developments are charged the fee based upon the number of new vehicle trips added to the road. These fees must be used to improve roadways that will be impacted by the new development.

Transportation Benefit District (TBD) Fees

Cities and Counties are provided a mechanism to raise revenues for transportation programs charging a fee for vehicles licensed in their jurisdictions in accordance with Washington Code (RCW 36.73.020). The City currently levies a fee of \$20 per year on qualifying licensed vehicles.

Local Improvement Districts

Another funding option is the development of Local Improvement Districts (LIDs). Generally, an LID requires a petition or survey with approval from a majority of property owners for the formation of the special assessment district and is repaid by members of that district. LIDs are most often used in places where the improvements also have an economic incentive, for example, a retail area may form an LID to widen sidewalks to create a more pedestrian-friendly area that could translate into higher sales. The City has used LIDs for transportation and utility improvements.

User Fees

This funding mechanism attempts to pay for all or part of the cost of an improvement by charging the users of the facility. Roadway and bridge tolls, and the WSF ferry service are all examples of transportation-related user fees. Tolls are usually tied to the repayment of General Obligation Bonds for a specific set of transportation improvements. Tolls are most common for the funding of bridges and other major improvements. The City is not currently using tolling at this time.

Proposed Projects and Funding Needs

The development of a transportation development plan identifies a schedule for planned expenditures over a six-year period. Table 8-2 is a list of recommended improvements to meet Level of Service (LOS) standards and accompanying proposed funding sources. Table 8-3 is a



list of transportation projects that have been identified in the City's Capital Improvement Plan (CIP), including discretionary projects in addition to those needed to meet LOS standards.

Funding for the projects needed to meet LOS standards will come from a combination of local, state, and federal sources. The Wyatt Way Reconstruction project will be funded with significant support from a state grant. In the next six years, given the past history of federal grant funding, it can be anticipated that grant funding can be secured for the Sportsman's Club/New Brooklyn Intersection Improvement project. In summary, the City is well positioned to address projects to maintain LOS standards over the next six years.

The City plans to address all the LOS issues on City streets within the 6-year CIP. The 6-year CIP therefore meets the need for the 20-year CIP. For other discretionary projects to be considered for the 20-year planning, refer to Maps E and F in Chapter 6 – Non-Motorized System.

Many non-motorized improvement projects have been identified in the City's CIP. Over the coming six years, the number of discretionary transportation projects exceeds the City's ability to fund them. Establishing priorities for funding and securing new funding sources is needed if a sizable portion of these projects are to be delivered.

The most significant and expensive current needs to meet LOS standards are along SR305. At this time, WSDOT is responsible for planning and developing capacity projects to meet LOS standards on SR305, while the City performs much of the routine maintenance along the SR305 corridor. The City's population is approximately 23,000 and is expected to reach 25,000 in the next five to seven years. At that time the City may become responsible for improvements on some segments of SR305 depending on access requirements. The City should consider partnerships with WSDOT to address current needs. This Plan identifies needs for capacity improvements and includes a special study that proposes both at grade and separated grade solutions. The City has developed projects along the corridor such as the Olympic Drive project that was funded by a State Grant and could consider implementing additional projects. This could include funding elements of WSDOT projects or the City undertaking and funding its own projects along the corridor by obtaining development permits from the state.

Proposed Sources of Funding

To increase funding capacity both in the short term for non-motorized projects and in the long term for capacity projects, the city could consider increasing the TBD fees and/or issuing bonds. A bond issue could provide for investments in non-motorized transportation so that more complete networks of bicycle and pedestrian facilities could be realized in a shorter time frame. Alternatively, revenues from the current mix of resources could be directed to transportation rather than to other City programs and services.

Reassessment Strategy

At the time of this Plan, no funding shortfalls for capacity projects to meet LOS standards were anticipated for the CIP six-year time horizon. However, if the City is unable to secure grant funding or suffers other financial setbacks, the City may need to reassess in future years.

The Growth Management Act requires that jurisdictions develop a reassessment strategy in the event that funding shortfalls occur that limit the City's ability to carry out the transportation improvement plan. In the event that the City cannot fund the transportation capital improvements



needed to maintain the adopted roadway LOS standards (as identified in the Level of Service section), then the City shall take one or a combination of the three following actions as directed by the City Council:

1. Phase proposed land developments that are consistent with the City's land use plan until such time as resources can be identified to provide adequate transportation improvements.
2. Reassess the City's transportation financing strategy to identify additional funding opportunities with federal and regional grants and funding programs, and through the development of new partnerships with WSDOT, Kitsap County, and the private sector.
3. Reassess the City's adopted roadway LOS standards to reflect service levels that can be maintained under the known financial resources.



Table 8-2 Recommended Improvements to meet LOS standards			
Location	Description	Year (1)	Estimated (2)
Wyatt Way/ Madison Ave.	Intersection control - round about	2016	1200
New Brooklyn Road/ Sportsman's Club Road (3)	Intersection control - round about	2017	800
Madison Avenue/ New Brooklyn Road (3)	Intersection control - round about	2020	900
Madison Ave./ Wallace Way	Intersection control - left turn restriction	2021	20

Notes:

1. Project start date for design.
2. \$ in thousands, Transportation element only
3. Meets LOS requirement in model. Traffic impacts have been observed at peak hours for Schools.



Table 8 - 3
6 Year Transportation Funding Needs

6 Year Transportation Improvement Program			(\$ in thousands)	
ID	Name	Location	Description	Probable Cost
Roadway Preservation Projects:				
PR-1	Annual Roads Preservation Program	Island-wide	Asphalt patching, chip Sealing, asphalt Overlay	9468
PR-2	Annual Roadside Safety Program	Island-wide	Replace or improve guardrails and shoulders	600
PR-3	Mountainview Road Reconstruction	Falk Rd. to end	Road reconstruction and drainage improvements	86
PR-4	Wardwell Road Reconstruction	Sportman's Club to Triple Crown Dr.	Road reconstruction and drainage improvements	100
PR-5	Country Club Road Reconstruction	Toe Jam Hill to Bulkhead	Road reconstruction and drainage improvements	175
				10429
Intersection Improvement Projects:				
INT-1	See Wyatt Way Reconstruction		Round about	993
INT-2	Sportsmans Club & New Brooklyn		Round about	993
Complete Streets Projects:				
CS-1	Wing Point Way Reconstruction	Fernclyff Ave. to Park Ave.	Water and sewer utility replacement, storm drainage, road reconstruction, shoulders, and sidewalks	1539
CS-2	Olympic Drive NM Impr., Phase 1	Winslow Way to Harbor Dr.	Bike and pedestrian facility improvements	1521
CS-3	Olympic Drive NM Impr., Phase 2	Winslow Way to ferry terminal	Bike and pedestrian facility improvements	618
CS-4	Wyatt Way Reconstruction, Phase 1	Madison Ave to Lovell Way	Road reconstruction, intersection imp., bike lanes, and sidewalks	3700
CS-5	Winslow Way Reconstr., Phase 2	Madison Ave to Grow Ave	Water and sewer utility replacement, storm drainage, sidewalks, patching and overlay	2300
				9678
Sidewalk Improvement Projects:				
SW-1	Madison Ave. Sidewalk, Phase 1	Wyatt Way to High School Rd.	Reconstruct sidewalks and drainage	3188
SW-2	Madison Ave. Sidewalk, Phase 2	Winslow Way to Wyatt Way	Reconstruct H/C ramps at driveways	158
				3346



Table 8 – 3
6 Year Transportation Funding Needs

Core 40 Shoulder Program Projects: SH-1 C40 - Spot Projects SH-2 C40 - Fletcher, Phase 1 SH-3 C40 - Bucklin, Phase 2 SH-3 C40 - Miller, Phase 1 SH-4 C40 - Eagle Harbor, Phase 1 SH-5 C40 - Eagle Harbor, Phase 2	Islandwide	Shoulder Improvements	300	
	Highs School Rd. to N. Brooklyn Rd.	5 foot paved shoulders both sides	470	
	Blakely Ave. to Fletcher Bay Rd.	5 foot paved shoulders both sides	1136	
	Torvanger Rd. to Peterson Hill Rd.	5 foot paved shoulders both sides	1010	
	Wyatt Way to Bucklin Hill Rd.	5 foot paved shoulders both sides	712	
	Bucklin Hill Rd. to McDonnald Rd.	5 foot paved shoulders both sides	700	4328
Trails Projects: TR-1 Connecting Pathways TR-2 Sound to Olympics Trail, Phase 2/4 TR-3 Sound to Olympics Trail, Phase 3	Islandwide	Trail easements and construction	150	
	Winslow Way to High School Rd.	Seperated pathway	2250	
	Vineyard Lane to High School	Seperated pathway and NM Bridge	2490	
6 year program total				4890
Average annual				33664
				5611

Islandwide Transportation Plan draft October 2016

APPENDIX LINK:

<http://www.bainbridgewa.gov/800/IWTP-APPENDIX>

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:20 PM Vehicle Tab Fee Increase, AB 16-158 - Finance (Pg. 116)	Date: 11/15/2016
Agenda Item: UNFINISHED BUSINESS	Bill No.: 16-158
Proposed By: Morgan Smith, Deputy City Manager	Referrals(s):

BUDGET INFORMATION

Department: Finance	Fund: Transportation Benefit District
Expenditure Req:	Budgeted? Budget Amend. Req?

REFERRALS/REVIEW

Study Session: 11/7/2016	Recommendation: Forwarding to a future meeting.
City Manager: Yes	Legal: Yes Finance: Yes

DESCRIPTION/BACKGROUND

The Bainbridge Island Transportation Benefit District has collected a \$20 vehicle license fee since 2013, providing approximately \$395,000 in annual revenue to the TBD Fund. TBD funds may be used to pay for qualifying transportation improvements, including improvements that are consistent with local, regional, or state transportation plans.

The current vehicle license fee is \$20 annually. The fee may be increased to \$40 annually by Council action (e.g., by resolution). At Council direction, staff would work with the Washington State Department of Licensing to update our agreement with DOL to collect the vehicle license fee. There would be a waiting period during which DOL updates their records, so the estimated revenue increase in the first year after the change is less than in future years.

Recent years' revenues are as follows:

- 2013 (partial year) - \$121,000
- 2014 - \$390,000
- 2015 - \$392,000
- 2016 (through October) - \$349,000

Estimated revenue for biennium, assuming change to \$40 tab fee:

- 2017 - \$592,000 (increased revenue of \$197,000 for half year)
- 2018 - \$790,000 (increased revenue of \$395,000 for full year)

Additional information is provided on the attached description from MRSC.

RECOMMENDED ACTION/MOTION

I move that the City Council forward this item to a future agenda for consideration and potential approval.

ATTACHMENTS:

Description	Type
▣ MRSC TBD Explanatory Materials	Backup Material



Transportation Benefit Districts

This page provides a general overview of transportation benefit districts (TBDs) in Washington State, including formation procedures, assumption of powers, revenue sources, reporting requirements, and sample documents.

Overview

[Chapter 36.73 RCW](#) authorizes cities (see also [RCW 35.21.225](#)) and counties to form transportation benefit districts (TBDs), quasi-municipal corporations and independent taxing districts that can raise revenue for specific transportation projects, usually through vehicle license fees or sales taxes.

Transportation benefit district revenue may be used for transportation improvements included in a local, regional, or state transportation plan ([RCW 36.73.015\(6\)](#)). Improvements can range from roads and transit service to sidewalks and transportation demand management. Construction, maintenance, and operation costs are eligible.

List of TBDs

MRSC is currently aware of about 90 TBDs throughout Washington State, and more are being created every year. For details, including an interactive map, see our [List of Transportation Benefit Districts](#).

Formation

Any city or county may form a TBD by ordinance, following a public hearing, if it finds that the action is in the public interest ([RCW 36.73.050](#)). The establishing ordinance must specify the boundaries of the district - which may include all or part of the city or county establishing the TBD - and the transportation improvements that will be funded. The boundaries and functions of the TBD may not be changed without further public hearings.

A transportation benefit district may include all or part of the territory in another jurisdiction (city, county, port district, county transportation authority, or public transportation benefit area) through interlocal agreement ([RCW 36.73.020\(2\)](#)).

Governance

Almost all TBDs share the same boundaries as their establishing jurisdiction, in which case they must be governed by the members of that jurisdiction's legislative body, acting as a separate legal entity, unless the jurisdiction assumes the TBD's powers (see below). Even though they comprise the same members, the legislative body and the governing board are separate and distinct bodies and must hold separate and distinct meetings.

Note that in [mayor-council cities](#), the mayor is not part of the legislative body and is not eligible for membership on the TBD board.

If a TBD includes territory in multiple jurisdictions, it must be governed under an interlocal agreement pursuant to [chapter 39.34 RCW](#). The governing board must consist of at least five members, including at least one elected official from each participating jurisdiction, or - if the TBD has the same boundaries as the metropolitan planning organization (MPO) - it may be governed by the MPO governing body ([RCW 36.73.020\(3\)](#)).

Assumption of Powers

Effective July 2015, any city or county that forms a TBD with the same boundaries as the city or county may absorb the TBD and assume all of its "rights, powers, functions, and obligations," with the result that the TBD would cease to exist as a separate entity ([chapter 36.74 RCW](#)). As of June 2016, roughly 45 TBDs - about half of the total - have been assumed by their cities or towns. (See MRSC's [List of Transportation Benefit Districts](#) for details.)

For more details, see:

- [New Legislation Affecting Transportation Benefit Districts](#)
- [Assuming the Powers of Your Transportation Benefit District?](#)

Note: A section has been added to the BARS Manual discussing the requirements for jurisdictions that assume the powers of their TBDs. In particular, a jurisdiction assuming a TBD must (1) still file an annual financial report for the year in which the TBD was assumed and (2) submit a [New Entity Creation or Dissolution Notification form](#). For more details, see the [BARS Manual, Section 3.11.1.120](#).

Funding Sources

Transportation benefit districts are primarily funded through vehicle license fees and/or sales taxes. There are several other funding options available such as border area fuel taxes, bonds, and impact fees, but these are seldom or never used.

Vehicle License Fees

The most common TBD funding source is a vehicle license fee ([RCW 82.80.140](#), [RCW 36.73.040\(3\)\(b\)](#)). TBDs may impose vehicle license fees up to \$50 without a public vote, subject to the conditions below, or may impose fees up to \$100 with voter approval.

Until 2015, vehicle license fees of \$20 or less could be imposed without voter approval, but [2ESSB 5987](#) increased the allowable nonvoted vehicle license fee up to a \$50 maximum. However, a TBD may only impose a nonvoted vehicle license fee above \$20 as follows:

- Up to \$40, but only if a \$20 fee has been in effect for at least 24 months.
- Up to \$50, but only if a \$40 fee has been in effect for at least 24 months. Any nonvoted fee higher than \$40 is subject to potential referendum, as provided in [RCW 36.73.065\(6\)](#).

Any license fees over these amounts, up to \$100, must be approved by a simple majority of voters. However, voters have rejected these measures almost every time. The only TBD to successfully pass a voted vehicle license fee is the Seattle TBD, whose voters approved a \$60 fee increase in 2014 after rejecting a similar increase in 2011.

If two or more TBDs with the authority to impose a nonvoted fee overlap, credits must be issued so that the combined nonvoted fees do not exceed \$50 total.

If a countywide TBD wishes to impose a vehicle license fee, it must distribute the revenues to each city in the county by interlocal agreement, which must be approved by 60% of the cities representing 75% of the city population ([RCW 82.80.140\(2\)\(a\)](#)). If this threshold cannot be met, a district that includes the unincorporated areas only may impose the nonvoted license fees discussed above ([RCW 36.73.065\(5\)](#)).

For a list of current TBD vehicle license fees, see the Department of Licensing's page on [local transportation benefit district fees](#).

Sales and Use Taxes

Another common TBD funding source is a sales and use tax of up to 0.2% ([RCW 82.14.0455](#), [RCW 36.73.040\(3\)\(a\)](#)). This tax may not be imposed for longer than 10 years at a time, except to repay debt, and must be approved by a simple majority of voters.

In recent years, voters have approved the vast majority of all proposed TBD sales and use taxes. At least three jurisdictions - Seattle, Tacoma, and Enumclaw - have imposed a sales tax on top of an existing vehicle license fee. For individual results, see MRSC's [Local Ballot Measure Database](#).

Other Funding Sources

Other potential funding sources include:

- **General obligation bonds** ([RCW 36.73.070](#)) - MRSC is only aware of one TBD that has attempted to pass a bond measure, and it failed with 50% of the vote (Auburn TBD, 2012).
- **Border area fuel tax**, only available to TBDs that include a Canadian border crossing ([RCW 82.47.020](#)). MRSC is aware of one TBD - Point Roberts - that uses this funding mechanism.
- **Impact fees** on commercial and industrial development in accordance with [chapter 39.92 RCW](#) ([RCW 36.73.040\(3\)\(c\)](#) and [RCW 36.73.120](#)).
- **Vehicle tolls** ([RCW 36.73.040\(3\)\(d\)](#)).
- **Excess property taxes** ([RCW 36.73.060](#)).
- **Local improvement districts** ([RCW 36.73.080](#)).

Material Change Policies

TBDs must adopt a material change policy that addresses significant changes to the transportation improvement finance plan that affect project delivery or the ability to finance the plan ([RCW 36.73.160\(1\)](#)). The policy must at least address material changes to cost, scope, and schedule, the level of change that will require governing body involvement, and how the governing body will address those changes. At a minimum, the policy must require the governing body to hold a public hearing if the revised cost exceeds the original estimate by more than 20%.

Budgeting

State law does not clearly require TBDs to adopt an appropriations budget. However, adopting a budget would be considered a best practice, and a number of TBDs have done so, setting up the budget process to coincide with the annual/biennial process used by the establishing jurisdiction. It is up to the TBD governing board to develop and adopt a budget policy.

Under [RCW 36.73.020\(4\)](#), the treasurer of the establishing city or county must serve, in an independent and ex officio capacity, as the TBD treasurer.

Required Annual Reporting

Transportation benefit districts must submit annual financial reports to the State Auditor's Office using the [BARS reporting templates](#) (RCW 43.09.230).

For information on the specific TBD accounting requirements, see the [BARS Manual, Section 3.11.1](#). For assistance developing financial reports, see MRSC's [Annual Financial Reporting Checklists](#) page.

In addition to the annual financial report, [RCW 36.73.160\(2\)](#) requires TBDs to issue a separate annual transportation improvement report detailing the district revenues, expenditures and the status of all projects, including cost and construction schedules. The report must be distributed to the public and newspapers of record in the district.

Dissolution

A transportation benefit district must end its day-to-day operations within 30 days after the specified transportation improvements are completed, although the district may continue to collect revenue and service any remaining debt or financing. A TBD must be completely dissolved within 30 days after the financing or debt service is paid off ([RCW 36.73.170](#)).

Sample TBD Documents

Establishing Ordinances

- [Anacortes Ordinance No. 2926](#) (2014) - Establishes powers of district and board, identifies potential revenue sources
- [Enumclaw Ordinance No. 2524](#) (2013) - Identifies eligible projects as those in the six-year Transportation Improvement Program, authorizes creation of advisory committee
- [Snohomish County Amended Ordinance No. 10-103](#) (2011) - Establishes a TBD in unincorporated areas after failing to reach an interlocal agreement
- [Toppenish Ordinance No. 2012-2](#) - Establishes powers of district and board

Assumption Ordinances

- [Bainbridge Island Ordinance No. 2015-31](#) - Repeals entire chapter of municipal code
- [Black Diamond Ordinance No. 15-1059](#) (2015) - Assumes the powers of a newly formed TBD with no pre-existing funds, assets, or contracts
- [Roy Ordinance No. 933](#) (2015) - Replaces "governing board" section in municipal code
- [Sedro-Woolley Ordinance No. 1823-15](#) (2015) - Short and simple ordinance
- [Shoreline Ordinance No. 726](#) (2015) - Detailed ordinance assuming the powers of a TBD formed in 2009 with existing funds and contracts
- Additional examples are available through MRSC's [Sample Document Library](#).

Vehicle License Fee Resolutions

- [Covington Ordinance No. 12-15](#) (2015) - \$20 fee following assumption of TBD
- [Des Moines TBD Resolution No. 0003.TBD](#) (2015) - \$40 nonvoted fee
- [Grandview TBD Ordinance No. 2011-TBD-02](#) - \$20 fee

- [Maple Valley TBD Ordinance No. O-12-001-TBD](#) (2012) - \$20 fee, specifying which projects will be funded
- Additional examples are available through MRSC's [Sample Document Library](#).

Sales and Use Tax Resolutions

- [Bellingham TBD Resolution No. 2010-1](#) - Ballot proposition for a 0.2% sales tax
- [Clarkston TBD Resolution No. TBD-2015-01](#) - Ballot proposition to impose a 0.2% sales tax and rescind a nonvoted \$20 vehicle license fee
- [Waitsburg TBD Resolution No. 2012-593](#) - Ballot proposition for a 0.1% sales tax

Material Change Policies

- [Maple Valley TBD Resolution No. R-12-004-TBD](#) (2012) - Fairly standard material change policy used by many TBDs
- [Prosser TBD Resolution No. 11-TBD-07](#) (2011) - Includes a definition of "material change"

TBD Budgets

- [Arlington TBD 2015 Budget](#) - Includes work plans and costs for individual projects
- [Leavenworth TBD 2015-16 Budget](#) - Contains narrative to guide readers
- [Prosser TBD 2015 Budget](#) - Short document with a one-page budget table

Annual Transportation Improvement Reports

- [Ferndale TBD 2014 Annual Report](#) - Short, two-page overview
- [Marysville TBD 2014 Annual Report](#) - Includes project maps and photos

Dissolution Ordinances

- [Yakima Ordinance No. 2014-006](#) - Dissolving TBD after projects were funded by other means

Last Modified: June 30, 2016

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:35 PM 2017-2018 Proposed Budget Discussion, AB 16-109 - Finance (Pg. 123)	Date: 11/15/2016
Agenda Item: UNFINISHED BUSINESS	Bill No.: 16-109
Proposed By: Ellen Schroer, Finance Director	Referrals(s): September 20, September 30, October 4, October 11, October 18, October 25, November 7, 2016

BUDGET INFORMATION

Department: Finance	Fund:	
Expenditure Req:	Budgeted?	Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:	
City Manager: Yes	Legal: Yes	Finance:

DESCRIPTION/BACKGROUND

Action Item:

Continue budget discussions.

History:

The City Council and the administration are working on the 2017-2018 budget through a series of City Council meetings. At meetings in September and October, the Council received information from the administration and department directors.

At the November 7 meeting, the City Council approved by motion specific changes to the Proposed Budget. Staff has prepared initial costing information, as shown in the attached materials.

The tables below show budget changes that are included in the materials in the packet.

These costs will be included in future budgets, and will increase each year due to inflation.

Item	Amount	Comment
Add two police officers in 2017	\$270,000	Personnel expense for two officers
Add annual funding to support cultural element implementation	\$150,000	

Table 2: Budget modifications proposed through November 7, 2016 (one-time costs)

These costs are expected to occur only in 2017.

Item	Amount	Comment
Add two police vehicles and equipment	\$140,000	
Add funding for Phase II of L.I.D. code development	\$50,000	
Add funding for benches	\$30,000	
Add funding for review of SSWM Utility	\$50,000	Funded by SSWM Fund

The Council modifications result in an increase to budgeted ongoing General Fund spending of \$420,000 in 2017, along with a one-time increase of \$220,000 for the General Fund in 2017. Modifications also include one-time spending of \$50,000 in the SSWM Fund in 2017.

Table 3: Budget modifications identified by staff

The table below shows minor errors or edits identified by staff in the Proposed Budget after it was submitted to Council.

Item	Amount	Comment
Annual repair and maintenance program	\$155,000	Sewer Fund. Funding for this ongoing program was inadvertently omitted in 2018.
Annual maintenance for farms	2017: (\$40,000) 2018: \$40,000	Budget inadvertently included maintenance activities twice in the first year of the biennium and not in the second year of the biennium
Correction to funding for mitigation related to Rockaway Beach Road project	2017: (\$75,000) 2018: \$55,000	Budget inadvertently included activities twice in the first year of the biennium and not in the second year of the biennium
Move Farm Study funding from Planning and Community Development to Executive Department	No change	Move to align funding with anticipated staffing and oversight.

RECOMMENDED ACTION/MOTION

Consider motions.

ATTACHMENTS:

Description	Type
□ Budget Discussion Transmittal Memo	Backup Material



Finance and Administrative Services Department

Memorandum

Date: November 15, 2016

To: City Council
Doug Schulze, City Manager

From: Ellen Schroer, Finance Director

Subject: Budget Discussion on November 15

Since September, Council has devoted a significant amount of time to reviewing and discussing the proposed budget. At the November 7 meeting, the City Council approved by motion specific changes to the Proposed Budget. Staff has prepared initial costing information, as shown in the attached materials.

The tables below show budget changes that are included in the materials in the packet.

Table 1: Recurring expense modifications approved through November 7, 2016

These costs will be included in future budgets, and will increase each year due to inflation.

Item	Amount	Comment
Add two police officers in 2017	\$270,000	Personnel expense for two officers
Add annual funding to support cultural element implementation	\$150,000	

Table 2: Budget modifications proposed through November 7, 2016 (one-time costs)

These costs are expected to occur only in 2017.

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Correction to funding for mitigation related to Rockaway Beach Road project	2017: (\$75,000) 2018: \$55,000	Budget inadvertently included activities twice in the first year of the biennium and not in the second year of the biennium
Move Farm Study funding from Planning and Community Development to Executive Department	No change	Move to align funding with anticipated staffing and oversight.

The charts on the next page show the tax-supported funds as modified by Council motion and staff modification shown in Table 3.

If all changes were included in the 2017-2018 Adopted Budget, the recurring revenues would continue to support recurring expenditures of the tax-supported funds, but by a smaller amount. The increased expenditures lead to a faster decrease in the General Fund ending fund balance. The changes as currently shown above result in a General Fund balance that is less than policy reserves at the end of 2020. The proposed budget currently results in General Fund policy reserves fully funded through 2021, but below the policy levels in 2022. The City will need to either reduce expenditures or increase revenue before budget years in which the reserves targets are not met to follow our financial policies and best financial management practices.

I welcome your questions and feedback as we move forward with the budget discussions.

The charts below show information as included in the 2017-2018 Proposed Budget and with the modifications as proposed by Council in the table on the previous page.

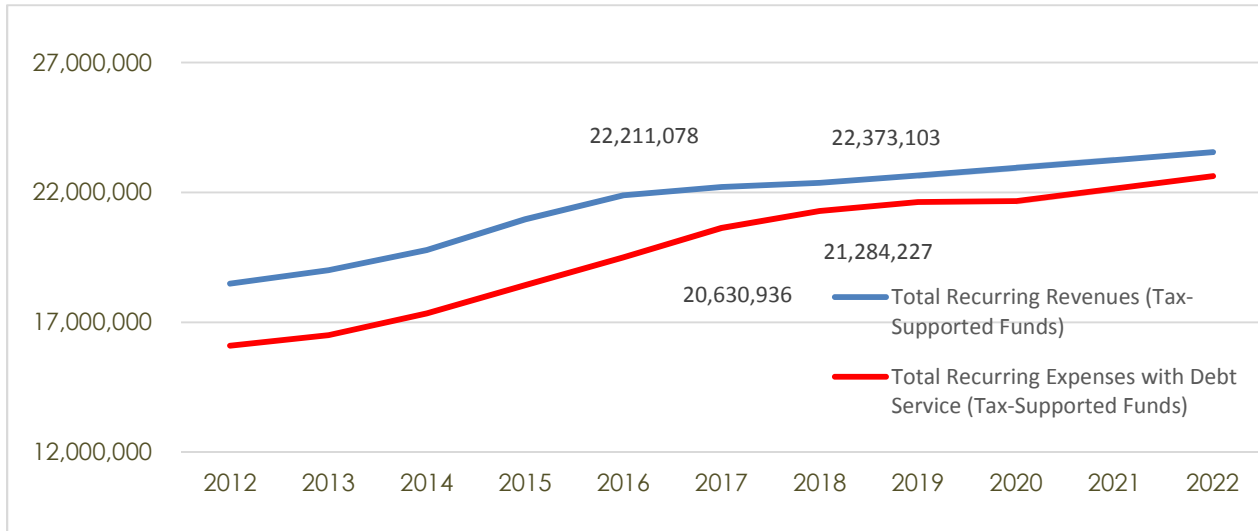
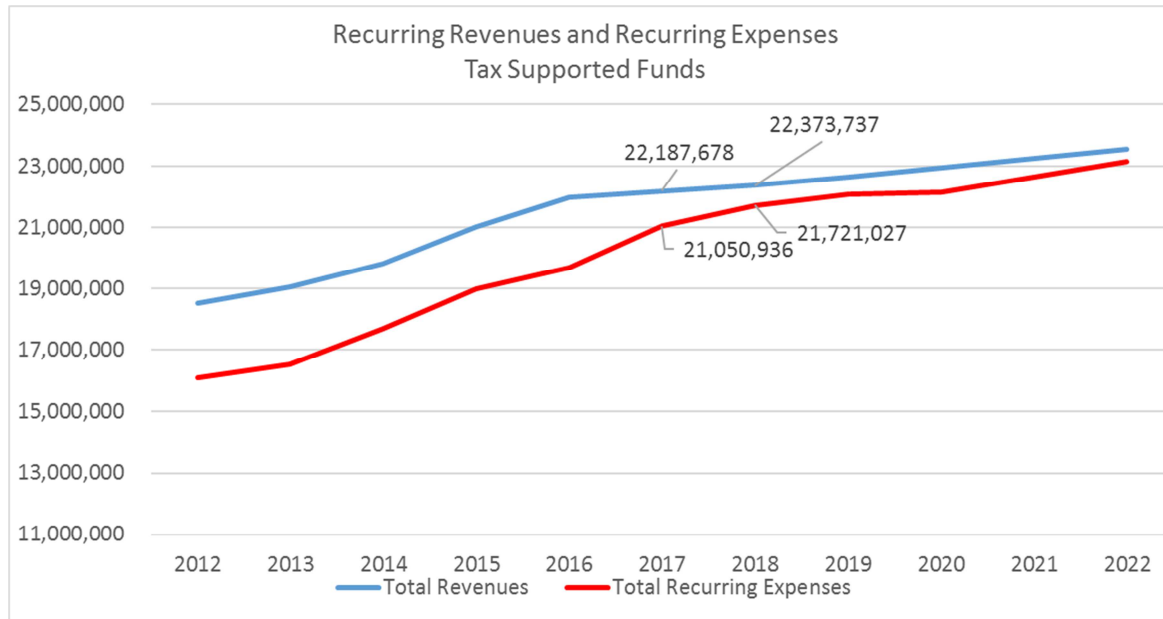


Chart 1: Tax-Supported Funds, Recurring Revenues and Expenses, 2017-18 Proposed Budget

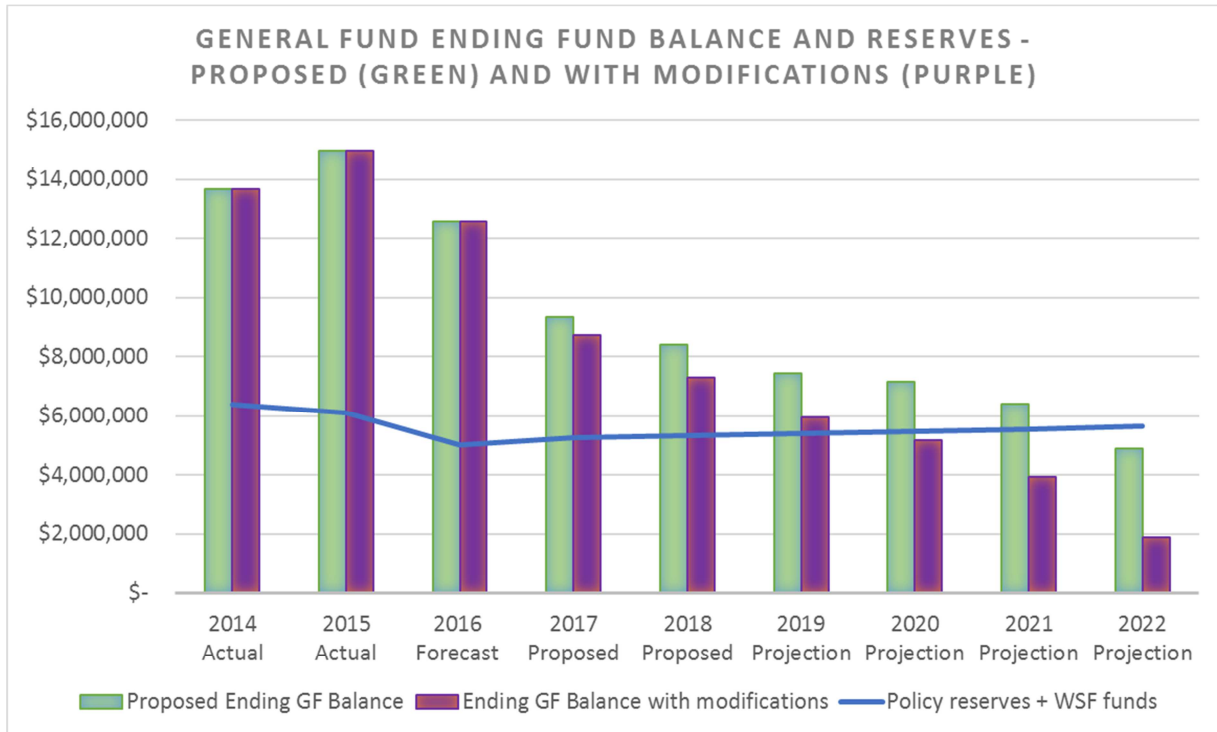
The relative positions of the lines change in the chart below due to the fact that ongoing revenues remain the same, while ongoing expenses increase annually to reflect the new positions. The net effect of these adjustments results in a budget which remains structurally in balance, but a budget which has less ability to support one-time expenditures, which for the City represents less capital spending.

Chart 2: Tax-Supported Funds, Recurring Revenues and Expenses, incorporating all motions



The chart on this page shows the General Fund budgeted ending fund balance for 2017-2018 and estimated fund balance for the next four years as compared to the City's policy reserve targets. Chart 3 shows the information as included in the 2017-2018 Proposed Budget (green column) as compared to the results of the proposed modifications (purple column).

Chart 3: General Fund Ending Fund Balance and Reserves



City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 8:35 PM Ordinance No. 2016-29, Comprehensive Plan Update, AB 15-018 - Planning (Pg. 130)	Date: 11/15/2016
Agenda Item: UNFINISHED BUSINESS	Bill No.: AB 15-018
Proposed By: Department of Planning and Community Development	Referrals(s): Planning Commission

BUDGET INFORMATION

Department: Planning	Fund:
Expenditure Req:	Budgeted? Budget Amend. Req?

REFERRALS/REVIEW

:	Recommendation:
City Manager: Yes	Legal: Yes Finance: N/A

DESCRIPTION/BACKGROUND

The Planning Commission completed its review and recommendation of the DRAFT 2016 Comprehensive Plan (Plan) on October 13, and forwarded its recommended DRAFT Plan to the City Council for consideration. At the October 18, 2016, meeting, the City Council reviewed and amended the DRAFT Introduction chapter of the DRAFT 2016 Plan. The Council agreed on a review process, beginning with review and consideration of the first four Elements of the Plan.

The Land Use Element will be considered, in addition to the City Council potentially revisiting the Economic and Environmental Element changes that were approved during the October 25 Council Meeting.

Councilmembers agreed to forward any comments/questions or suggestions about the Elements to City staff early enough to include the questions/suggestions in the Council meeting packet to allow the public, other Councilmembers, and staff time to consider suggestions.

RECOMMENDED ACTION/MOTION

Discuss and revise the Planning Commission's recommended DRAFT Land Use, Economic, and Environmental Elements.

ATTACHMENTS:

Description

Type

▣ Draft Council Schedule	Backup Material
▣ Council Land Use Element Comments	Backup Material
▣ Land Use Element	Backup Material
▣ Council Economic Element Comments	Backup Material
▣ Economic Element	Backup Material
▣ Council Environmental Element Comments	Backup Material
▣ Environmental Element	Backup Material
▣ Glossary	Backup Material
▣ App A Economic Profile	Backup Material



2016/2017 City Council Comp Plan Review Schedule	
November 15	Land Use Element; Revisit Economic and Environmental Elements
November 22	Housing, Transportation, & Capital Facilities Elements
December 6	Utilities, Cultural & Human Service Elements
December 13	Last Check/ Catch Up
Fri. December 16	City Council Public Hearing Notice and DRAFT Plan Published in Paper and on web
January 3	Check-in on Public Hearing Process
January 10	Hold Public Hearing
January 17	Deliberations
January 24	Deliberations & Decision

2016 CITY COUNCIL COMPREHENSIVE PLAN REVIEW

LAND USE ELEMENT COMMENTS/SUGGESTIONS

BLOSSOM

1. Goal LU-5

Is the B/I land on New Brooklyn included in the Sportsman Triangle? If not, should it be included with Day Road and Sportsman Triangle at the end of the first sentence of the first paragraph.

2. Policy LU 5.2 and Policy LU 9.17

Residential growth is to be focused in designated centers, including neighborhood centers. This policy states that increased density can only be achieved through TDRs and affordable housing. However, review of our TDR program is listed as “other priority”. If residential growth is to be focused in these centers than either review of TDR program needs to be a higher priority or we should consider alternative means for increasing density. The base density is only R-2 which I don’t think is dense enough if the City is trying to focus growth in these areas.

3. Policy LU 6.3

See above. States that neighborhood centers are allowed to develop at higher densities.

4. Policy LU 6.4

Consider deleting. Is protecting the viability of Winslow still the reason we would want to carefully consider designating new centers. The focus of this Comp Plan update is conservation and sustainability and that seems to be the reason that the City would want to carefully consider designating new centers.

5. Policy LU 6.7

Accessory dwelling units are considered allowed uses in all residential zoning districts except R-6 to reflect the policies in the Housing Element to provide for a variety of housing options, especially affordable housing, in areas designated for residential development including residential open space. (or some other language to specifically call out affordable housing as a goal of ADUs)

6. Policy LU 7.4

States that residential uses are encouraged, should they be required?

7. NEW Policy LU 9.4

Allow the transfer of density within a Neighborhood Center. (This is allowed in the MUTC and High School Road Districts. See Policy LU 7.2)

8. Policy LU 9.9

Delete or amend as follows: Mixed use development is ~~strongly~~ encouraged.

9. Policy LU 9.18

Should the Comp Plan be this prescriptive? Does this policy preclude any density higher than R-5 in a Neighborhood Center?

10. Policy LU 10.1

Delete last sentence – This policy states that new uses should be compatible with existing uses, some of which may no longer be allowed after we review this zoning district.

11. Policy LU 13.7

Allow a density bonus on land adjacent to designated centers and land with high aquifer recharge in exchange for dedicating a portion of property into conservation as open space, farmland or public access. ~~Priority should be given to conserving these lands near more densely developed areas.~~

12. Policy LU 15.5-4

Consider deleting – given how long it's taken to make subarea plans for Rolling Bay and Island Center a priority, is this realistic?

13. NEW LU Action

Review and update Lynwood Center subarea plan.

14. Glossary

Agricultural Land: Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees, or livestock, and that has long-term (6 years or longer) commercial significance for agricultural production or which has significance for Bainbridge Island. Agricultural land also includes land primarily devoted to animal husbandry.

TOWNSEND

1. **New Language:** Goal after LU-6 (or sentence at the end of LU-6). "Encourage improvement of aging or underutilized developments over development of previously undeveloped property."
2. **Language Tweak:** Under LU Action #2, I am concerned about the use of the word "urban" as not accurately characterizing the desire for density in the Winslow Town Center that is something lesser than "urban."
3. **NIT.** Under Goal LU-4, there is a tense problem with the change. It now says "while protecting . . ." so "minimize" and "conserve" should be changed to "minimizing" and "conserving."
4. **Language Tweak:** Under Policy LU 5.3, why was this language changed? Is there a distinction between Winslow and neighborhood centers that neighborhood centers should be included here?
5. **Language Change:** Under Goal LU-7, there is good provisions about the Winslow center. Shouldn't these apply to the other neighborhood centers? I would move to modify the references to Winslow here to include neighborhood centers.

6. **Language Change:** The conservation center references green building practices. This should be broadened to apply in residential and commercial contexts. I would move to add the following:

LU Action #2. Amend the City's development code to implement green building codes. Utilize lessons learned from communities of comparable environmental and socio-economic characteristics to implement green building codes which address issues such as site sustainability, water use efficiency, energy use efficiency, indoor environmental quality, and the impact on the atmosphere, materials and resources by buildings.

ROTH

1. LU 1.1 "KRPC" should be "KRCC"
2. "Utilize" appears frequently in the plan. "Use" could be substituted in most cases to improve readability. Both words have the same meaning.

SCOTT

1. *Fig LU-2:* Typo. Should read Typical Island Conservation Area
2. *Goal LU-4:* I prefer the original wording here: "maximize public access to and protect the shoreline..."
3. *Policy LU 4.9:* This is not a policy, but rather a statement of jurisdiction. I suggest deletion, or combine with 4.10.
4. *Policy LU 6.2:* This policy should be revised to reflect that the existing *infrastructure* within Winslow does not currently include adequate downtown parking. While I agree we need to reduce reliance on the automobile, the fact is that if Winslow is to remain and grow as the vibrant "heart of Bainbridge," people need to be able to drive to and park in the downtown core, and we already have a parking capacity problem. This issue should be recognized in the Plan, and we should have a Policy in this element (and other elements, such as the Economic Element) to develop adequate downtown parking. I propose we add: "Develop adequate parking in Winslow to accommodate residents and visitors who drive downtown for shopping, participation in local government, attendance at cultural events and centers, and to use other resources in Winslow."
5. *Policy LU 6.9:* I would delete this. Although we may create a role for the Planning Commission, and perhaps also the Design Review Board, I don't think these should be policies of the Comp Plan.
6. *Policy LU 7.3:* The use of "and/or" is often vague and confusing, and should be avoided. Here I would use "and."
7. *Neighborhood Centers (p. LU-15):* This term is not defined in the glossary. Should we use "Designated Center" (a defined term)? The "Standards for all Neighborhood Centers" should apply to Winslow, too, so I favor using Designated Center (which includes Winslow) for clarity.
8. *Policy LU 9.16:* Change to: "To minimize visual and environmental impacts, encourage parking in the rear or side yards, or underground..."
9. *Policy LU 12.5:* Change "and/or" to "or."

10. *Policy LU 12.7*: Change to read: “Require new or expanded industrial development to provide physical access to shorelines when such public access does not cause significant interference with operations or hazards to life and property. Require as much visual access to the shoreline as possible.”
11. *Policy LU 24.3*: Change “and/or” to “and.”
12. *LU Action #2*: Add “Develop adequate parking to support Winslow facilities and services.” And then add Policy LU 6.2 to the list under this action item.

TOLLEFSON

1. Make capitalization uniform on “Neighborhood Centers” and “Designated Centers”
2. LU 1.2 – “Neighborhood Centers” should be “Designated Centers”
3. Goal LU-2, strike “as an Island”
4. Policy LU 2.5- Prepare a Bainbridge Island Climate Change Strategy and a Water Conservation Plan.
5. Goal LU-3 – delete. No meaningful role here.
6. Various references to “Island-Wide Conservation and Development Strategy” and variations thereof: Edit to remove the idea that these are documents yet to be created. The Comp. Plan IS the “Island-Wide Conservation and Development Strategy”
7. Goal LU-4 – Start section at “Focus residential and commercial development....”
8. LU 4.2 – delete, redundant
9. LU 4.4 – “...many of the Cities development priorities”
10. Goal LU-5 – “Collectively, Winslow, the *neighborhood centers* and the two *industrial centers* constitute Bainbridge Island’s *designated centers*. The Plan focuses residential, commercial and industrial growth in Winslow and the other *designated centers*”
11. Policy LU 5.5 – what is “green factor”?
12. Policy LU 5.6 – Change “Address” to “Create”
13. Goal LU-6 – Strike “inappropriate”. Is there a better way to say “sprawling development”
14. LU 6.1 – “...to remain primarily residential and agricultural, with other development concentrated....”
15. Policy LU 6.7 – Strike “considered”
16. Policy LU 6.9 – Strike. Whether it has a role and what that role is has to be the result of City Council deliberation, put on next year’s work plan.
17. Page LU 17 – Standards. Are these “design prototypes” existing or planned. Paragraph not clear.
18. Policy LU 9.15 – Last sentence needs rework.
19. Goal LU-11 – delete, and renumber policies to follow LU-10.

20. Policy LU 13.4 – delete “all of which is an aquifer recharge area”?
21. Policy LU 14.2 – “.... barns, fences and fruit or vegetable stands....”
22. Policy LU 15.5 – delete. See Goal LU-9, Pol LU 9.12
23. Goal LU-16 – rewrite: Promote food security and public health through support for local food production and awareness of farming practices. Encourage locally-based food production....”
24. Goal LU-17 – rewrite: “Establish and maintain a purchase and transfer...”
25. Policy LU 17.3 – delete. See Goal LU-4. This Plan is the strategy.
26. Goal LU-19 – Strike second paragraph. Add Policy LU-19.1: It is the policy of the City to cooperate and coordinate with all other governmental entities which serve the people of Bainbridge Island.
27. Policy 20.4 – “Coordinate with all interested stakeholders....”
28. Policy 21.2 – “.... updated inventory of historic resources”
29. Page LU 28 – strike blue “Fort Ward”
30. Policy LU 23.5 – strike “Planning Area”
31. Policy 23.6 – strike “within the Fort Ward Study Area”
32. Policy 26.1 – “....and appropriate technical experts. The Committee should consider....”
33. LU Action #6 – delete. The Plan is the Strategy.

MEDINA

1. “Conservation area” is used throughout and is italicized as if it is a defined term, but it is not in the glossary.
2. Policy LU 1.1. “. . . With an allocation of 28,660, **contingent upon a clear determination of sufficient and sustainable groundwater resources for such population increases**, the Island must plan for an increase in population of 5,635”
3. Policy LU 2.1., First Paragraph. “Recognizing that the carrying capacity of the Island is not known, the citizens of Bainbridge Island should **employ the precautionary principle and otherwise** strive to conserve and protect its natural systems within the parameters of existing data.”
4. Policy LU 2.1, Third Paragraph. Remove the first sentence. It is misleading and unnecessary.
5. Policy LU 2.5. This states a clear action item, but it is not in the list of action items at the end of the chapter.
6. Goal LU-3. This goal is stated in the past tense. Not sure why. Should probably be present tense.

7. Future Land Use Map on page LU-7. Residential zones 0.4, 1, and 2 are labeled as “open space residential – 0.4” etc. I move that we remove the term “open space” from these zoning designations. Many people’s understand “open space” to be synonymous with “public space” or “open to the public.” It is misleading and sets the basis for takings argument. The other residential zones use the terms “semi-urban” and “urban.” I suggested we change “open space” to “rural”, such as “rural residential – 0.4”, on this map and throughout the comp plan.
8. Policy LU 13.7. I have concerns about this Policy.
9. Policy LU 14.2. In light of discussions the Tree/LID Committee is having regarding LID, this Policy needs discussion.
10. Policy LU 15.5. This Policy is numbered incorrectly (should be 15.4) and doesn’t seem to be an appropriate Policy for Goal LU-15.
11. Land Use Implementation: I propose a new action item that is labeled as #1 (with the current action items renumbered accordingly): **LU Action #1: Complete a thorough review of all Bainbridge Island codes to ensure that the revised comprehensive plan is fully implemented through those codes and there are no inconsistencies between the codes and the plan.**
12. LU Action #4. There is something missing in the wording of this action item. The identification of discrete sections will not eliminate any confusion. It needs to say something like “identify and amend discrete sections”.

PELTIER

Please note: this document includes changes and additions.

The first sentence of Washington State’s Growth Management Act: *The legislature finds that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state.*

1-LU. Proposed revision of Land Use Element Introduction, 4th paragraph, on page LU-0:

Future growth on Bainbridge will be accommodated in a manner that is consistent with the responsible stewardship of its finite natural resources. requirements of the GMA, yet in several ways With that overall goal in mind, this Comprehensive Plan goes beyond the GMA’s minimum requirements. For example, it exceeds the GMA’s minimal requirement to address water resources as a component of the Land Use Element by instead devoting an entire additional Element to Water Resources. The GMA requires plans to be based on a twenty-year horizon, but this plan uses a fifty-year/one hundred-year horizon to better account for the implications of Climate Change and the much longer-term cycles of natural systems and public infrastructure investments.

2-LU. Proposed revision of LU 1 on page LU-2:

Plan for growth based on the growth targets established by the Kitsap Regional Coordinating Council: 5,635 additional residents and 2,808 additional jobs from 2010-2035 and at the same time promote and sustain high standards that will not diminish enhance the quality of life and improve or degrade the environment of the Island.

Note: There is no historical basis for suggesting that population growth will enhance the quality of life or improve the environment of the Island.

3-LU. Proposed revision of LU 1.1, Land Use Goals and Policies, page LU-2

Policy LU 1.1

The City accepts the *Kitsap Regional Coordinating Council* (KRPC) population allocation and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented to ensure consistency with the responsible stewardship our Island's finite natural resources. With an allocation of 28,660, the Island ~~must~~ will plan for an increase in population of 5,635 persons and 2,808 jobs by the year 2036.

4-LU. Proposed revision to first paragraph of LU 1.2, pages LU-2/LU-3

Outside of Winslow and the *Neighborhood Centers*, the Island has a rural appearance with forested areas, meadows, farms and winding, narrow, heavily vegetated roadways. These characteristics represent an important part of the Island's special character that is so highly valued by its residents.

Note: To make clear that the Island's special character is not limited to the area outside of the designated centers.

5-LU. Proposed revision of LU 2 on page LU-3, to read as a policy not statement of fact:

GOAL LU-2

This *Comprehensive Plan* recognizes and affirms that as an Island, the City has natural constraints based on the *carrying capacity* of its natural systems. The plan strives to establish establishes a development pattern that is consistent with the *Goals* of the community and compatible with the Island's natural systems.

Please show changes to the following proposed revision:

Proposed revision of LU 2.1 on page LU-3

Incorporates councilmember Medina's proposed revisions of 1st paragraph, but adding the "City and (citizens)" in the 1st sentence, and incorporating Kol's proposed 3rd paragraph, and my own proposed revision for the 2nd paragraph.

Policy LU 2.1 (as it appears in the draft)

Recognizing that the *carrying capacity* of the Island is not known, the citizens of Bainbridge Island should strive to conserve and protect its natural systems within the parameters of existing data. Revisions to the Plan *should* be made as new information becomes available.

The *carrying capacity* of Bainbridge Island is determined by many factors including the supply of limited resources (particularly water), changes in patterns of consumption and technological advances. This Plan acknowledges that with current information, the carrying capacity of the Island is unknown. During the timeframe of this Plan, additional information on the *carrying capacity* of the Island should be developed.

The plan ~~seeks to take~~ a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure they continue to represent a responsible path for the long-range future of the Island.

Policy LU 2.1 (showing proposed revisions)

Recognizing that the *carrying capacity* of the Island is not known, the City and citizens of Bainbridge Island should **employ the precautionary principle and otherwise** strive to conserve and protect its natural systems within the parameters of existing data. ~~Revisions to the Plan should be made as new information becomes available.~~

The *carrying capacity* of Bainbridge Island is determined by many factors including the supply of limited resources (particularly water), **cumulative impacts to ecological function, the capacity of its transportation system, and the community's commitment to sustainable development.** ~~changes in patterns of consumption and technological advances. This Plan acknowledges that with current information, the carrying capacity of the Island is unknown.~~ During the timeframe of this Plan, additional information on the **Island's** *carrying capacity* ~~of the Island~~ should be developed.

~~The plan takes a balanced and responsible approach to future development.~~ As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure they continue to represent a responsible path for the long-range future of the Island.

Please withdraw the following proposed revision from consideration:

6-LU. Proposed Revision of LU-3 on page LU-4 Citizen Participation

7-LU. Proposed Revision of LU 5.4 on page LU-8

Policy LU 5.4 (as it appears in the draft)

Sustainable development and redevelopment ~~will be~~ **is** focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, "green" capital projects and *low impact development* standards.

Policy LU 5.4 (showing proposed revisions)

Sustainable development and redevelopment ~~is~~ **will be** focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, "green" capital projects and *low impact development* standards.

Please show changes to the following proposed revision:

8-LU. Proposed Revision of LU 6.1 on page LU-9, to read as a policy rather than statement of fact

Policy LU 6.1 (as it appears in draft)

Land use designations ~~should~~ reflect the priority of Bainbridge Island to remain primarily residential with nonresidential development concentrated in the *designated centers*.

Please show changes to the following proposed revision:

Policy LU 6.1 (showing proposed revisions)

Land use designations ~~should~~ are intended to reflect the priority of Bainbridge Island to remain primarily residential with nonresidential development concentrated in the *designated centers*.

9-LU. Proposed revision of LU 9.8 on page LU-16, to read as a policy rather than statement of fact.

Policy LU 9.8 (as it appears in the draft)

The *Neighborhood Centers* ~~should~~ achieve a mix of neighborhood-scale businesses, public uses and housing which are compatible with the scale and intensity of the surrounding *residential neighborhood* and which minimize the impact of noise, odor, lighting, fire safety and transportation on the *neighborhood*.

Policy LU 9.8 (showing proposed revision)

The *Neighborhood Centers* **should** achieve a mix of neighborhood-scale businesses, public uses and housing which are compatible with the scale and intensity of the surrounding *residential neighborhood* and which minimize the impact of noise, odor, lighting, fire safety and transportation on the *neighborhood*.

Please withdraw the following proposed revision:

10-LU. Proposed revision of Goal LU-25 on page LU-29, to read as a goal rather than statement of fact

Please show changes to the following proposed revision:

12-LU. Proposed revision to LU 4.1 on page LU-

Policy LU 4.1 (draft version)

Focus development and redevelopment on the Island over the next fifty years in *designated centers* that have or will have urban levels of services and *infrastructure*.
and *infrastructure*.

Policy LU 4.1 (showing proposed revisions)

Focus development and redevelopment on the Island over the next fifty years in *designated centers* that have ~~or will have~~ urban levels of services and *infrastructure*.

Note: Growth should only be directed to areas that have the necessary infrastructure to support it.

“Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum

standards.” (RCW 36.70A.020)

Please show changes to the following proposed revision:

13-LU. Proposed Revision of Goal LU-5, first paragraph, on page LU-

GOAL LU-5 (showing proposed revisions)

Focus Urban Development in Designated Centers (adding “New Brooklyn in first paragraph per Sarah’s recommendation)

The Plan focuses residential, commercial, and industrial growth in Winslow and other ~~current and future~~ centers with urban services such as the Neighborhood centers, and the industrial centers at Day Road, **New Brooklyn**, and Sportsman triangle. Collectively, Winslow, the Neighborhood Centers, and

the two industrial centers constitute Bainbridge Island's *designated centers*.

Note: Including the language, "current and future (centers)" implies a policy of adding new centers, something that has not been supported by citizens during the comp plan process.

Please show changes to the following proposed revision:

14-LU. Proposed revision of LU 6.3 on page LU-9

Policy LU 6.3 (as it appears in the draft)

Island Center, Rolling Bay, and Lynwood Center and Fort Ward offer housing and small-scale, commercial and service activity outside of Winslow. These ~~designated Neighborhood Centers~~ *should be* are allowed to develop at higher densities to reinforce their roles as centers.

Policy LU 6.3 (showing proposed revisions)

Island center, Rolling Bay, and Lynwod center offer housing and small-scale, commercial and service activity outside of Winslow. These Neighborhood Centers ~~are~~ *will be* allowed to develop at higher densities to reinforce their roles as centers depending upon the level of existing infrastructure.

15-LU. Proposed revision of LU 6.9 on page LU-10 Planning Commission

Policy LU 6.9 (as it appears in the draft)

The Planning Commission has a role in reviewing long subdivisions to ensure the integrity of the Comprehensive Plan is maintained.

Policy LU 6.9 (showing proposed revisions)

~~The~~ Provide a role for the Planning Commission to review ~~has a role in reviewing~~ long subdivisions to ensure promote the integrity consistency with the goals and policies of the Comprehensive Plan during the land use review process ~~is maintained.~~

Please show new version of the following proposed new policy:

16-LU. Proposed new Policy under GOAL LU-6 on page LU-9/10 DESIGN REVIEW BOARD

Proposed new Policy under GOAL LU-6

To encourage higher quality development on Bainbridge Island, create an expanded role for the Design Review Board that includes, but is not limited to, review of subdivisions and City of Bainbridge Island municipal projects.

17-LU. Proposed revision of opening statement regarding Neighborhood Centers on page LU-14

NEIGHBORHOOD CENTERS (as drafted)

The Neighborhood Centers provide Island-wide commercial and service activity outside Winslow. These areas ~~should~~ *are to be* developed at higher densities to reinforce their roles as community ~~service~~ centers. The ~~service-neighborhood centers~~ will ~~also~~ help reduce traffic congestion by providing an alternative to shopping in Winslow.

NEIGHBORHOOD CENTERS (showing proposed revisions)

The Neighborhood Centers provide Island-wide commercial and service activity outside of Winslow. These areas ~~are to~~ *may* be allowed to developed at higher densities to reinforce their roles as

community centers. The Well conceived subarea plans for the neighborhood centers will may help reduce traffic congestion by providing convenient alternatives an alternative to shopping in to obtaining goods, services, and other amenities in Winslow.

Note: densities depend upon available infrastructure.

Please withdraw the following proposed revision from consideration:

8-LU. Proposed revision of *Standards for all Neighborhood Centers* on page LU-16.

Standards for all Neighborhood Centers

The following standards ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential neighborhoods. The City, with citizen participation, will develop developed design prototypes or illustrated design guidelines for each of the three neighborhood centers to serve as a visual reference for the future development of the community. These design guidelines can be crafted to recognize the distinct qualities of each designated center.

Please withdraw the following proposed revision from consideration:

19-LU. Proposed revision of LU 13.6 from *Island-wide Conservation Area Section* on page LU-21

Work with Kitsap Public Health District to allow innovative solutions for on-site sewage treatment including community septic, composting toilets, biodigesters, and grey water systems.

Please withdraw the following proposed revision from consideration:

20-LU. Proposed revision of Goal LU 14 on page LU-21 to correct error in grammar

GOAL LU-14 (showing previous proposed revisions)

Adopt landscape design standards and identify and protect public vantage points, view corridors and scenic vistas to support the Island's sense of place, and identity and orientation.

21-LU. Proposed revision of LU 14.2 on page LU-21 to read better

Policy LU 14.2 (showing proposed revisions)

Design and site new development so as to have create the least visual and environmental impact on the Island landscape. Encourage the retention of features that enhance the Island's character such as barns, fences, fruit or vegetable stands.

22-LU. Proposed revision of LU 20.4 on page LU-25 to read better

Policy LU 20.4 (as it appears in the draft)

The City and HPC shall Coordinate with Tribes and other interested stakeholders to promote awareness, respect for and celebration of the who have an interest in historic resources of on the Island.

Policy LU 20.4 (showing proposed revisions)

Coordinate with Tribes and other interested stakeholders to promote awareness, respect for, and celebration of the historic resource of the Island Island's historic resources.

23-LU. Proposed revision of LU Action #3 on page LU-32

LU Action #3 (as it appears in draft)

Prepare a new *Conservation Village* land use regulation to incentivize creation of a new housing pattern that consolidates and dedicates open space.

LU Action #3 (showing proposed revisions)

Prepare **Consider development of** a new *Conservation Village* land use regulation to incentivize creation of a new housing pattern that consolidates and dedicates open space.

Note: *Conservation Villages* is still a general concept that needs considerably more refinement and discussion before deciding to incorporate it into the development regulations in a way that's consistent with our *Guiding Principles*.

Please show changes to the following proposed revision:

24-LU. Proposed revision of LU Action #4 p. LU-32: expand on the purpose of the policy.

LU Action #4 (as it appears in draft)

Identify discrete sections of the Land Use Code to eliminate confusion, redundancy and delay in the permit process.

LU Action #4 (showing proposed revisions)

Identify discrete sections of the Land Use Code, **and land use approval process, that can be enhanced to improve the quality of development, increase transparency and public process,** eliminate confusion, **and** reduce **unnecessary** redundancy and delays **in the permitting** process.

Please show changes to the following proposed revision:

25-LU. Proposed revision of LU Action #5 on page LU-32

LU Action #5 (as it appears in draft)

Create more efficient and effective review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board and Hearing Examiner.

LU Action #5 (showing proposed revisions)

Create **a** more efficient and effective **land use** review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board and Hearing Examiner **to result in higher quality development that is more in keeping with the community vision.**

LAND USE ELEMENT

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LAND USE INTRODUCTION

The Land Use Element is one of the mandatory elements of the *Comprehensive Plan* under the Growth Management Act (GMA). It addresses the general location and distribution of land uses within the City and, in combination with other Plan Elements, guides the use of land on Bainbridge Island. These other Elements include:

- The Environment and Water Resources Elements that address the protection and conservation of natural systems including the Island's sole source aquifer, the quality and quantity of water, habitat, vegetation and air.
- The Housing Element that identifies strategies to increase the diversity of *housing types* and the supply of *affordable housing* on the Island.
- The Economic Element that encourages programs and policies to support economic vitality and opportunity for Island residents.
- The Transportation Element to provide mobility and safety for all users while respecting neighborhood character and climate resilience.
- The Capital Facilities and Utilities Elements to address the infrastructure needed to serve the planned land uses.

Taken together, these Elements balance the Island's highly held values of environmental stewardship with the needs of its people for housing, health, safety, economic opportunity and access to goods, services, recreation and cultural amenities.

All of these Elements are guided by the eight *Guiding Principles* set forth in the Introduction Chapter of this *Comprehensive Plan*. These Principles emphasize the importance of shaping future growth and redevelopment in a way that retains the Island's character and quality of life that its residents so highly value.

Future growth on Bainbridge will be accommodated in a manner that is consistent with the requirements of the GMA, yet in several ways this *Comprehensive Plan* goes beyond the GMA's minimum requirements. For example, it exceeds the GMA's minimal requirement to address water resources as a component of the Land Use Element by instead devoting an entire additional Element to Water Resources. The GMA requires plans to be based on a twenty-year horizon, but this plan uses a fifty-year/one hundred-year horizon to better account for the implications of Climate Change and the much longer-term cycles of natural systems and public infrastructure investments.

The Island has sufficiently zoned land in 2016 to accommodate the anticipated growth through the year 2036. Therefore, any localized increase in *density* over current *zoning* *should* further one or more of these public purposes:

1. Shift *density* from *critical areas* or farmland to Winslow or other *designated centers*.
2. Increase the range and supply of *housing types* and *affordable housing*.
3. Contribute to public *infrastructure* or public amenities in excess of what is needed to mitigate the impacts of an individual project's development.
4. Reduce *greenhouse gas* emissions, ~~while planning for the effects of climate change.~~
5. Plan for the effects of *climate change* to avoid or ameliorate the impacts.

Another important component of the Plan's implementation are benchmarks and targets against which to assess progress. For example, the Housing Element sets aspirational targets to increase the diversity of *housing types* and supply of *affordable housing* and establish benchmarks, a monitoring program and a schedule for progress reports. A monitoring program must be created to track progress in achieving other aspects of the Plan's *vision* and *goals*.

LAND USE VISION 2036

The environment, values and culture of our Island community have been protected, conserved and enhanced by managing growth according to the *Comprehensive Plan's Guiding Principles, Goals and Policies*.



Fig. LU-1 Typical Island Designated Center



Fig. LU-2 Typical Island Conservation Ar

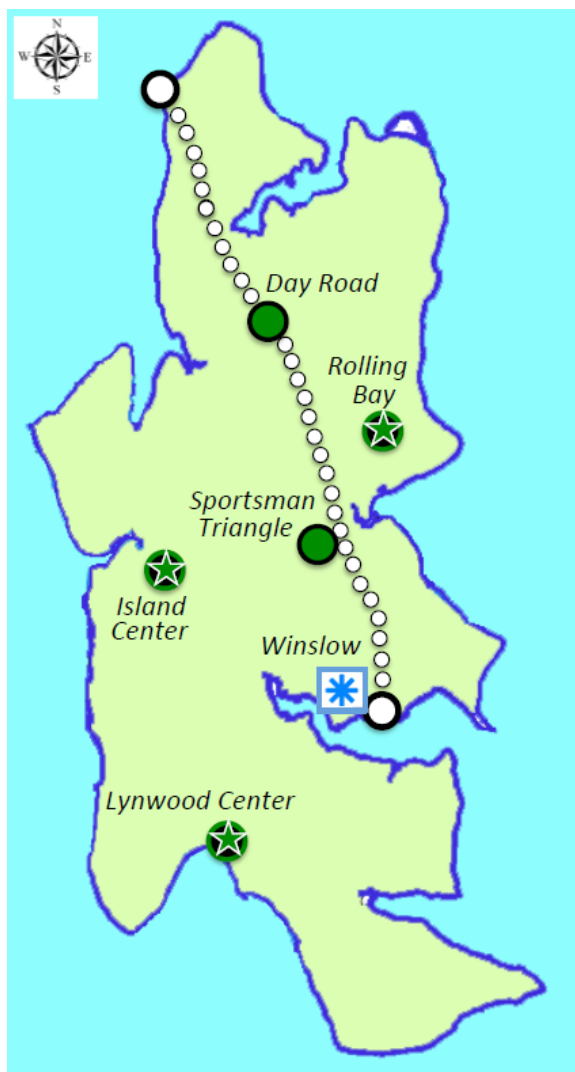
Most of the preceding two decades of growth have been attracted to the high quality of life in the Island's thriving **designated centers** where cultural amenities, employment and housing opportunities abound and public services, utilities and infrastructure are efficiently provided.

These *designated centers* are compact, human-scaled and pedestrian-oriented, promoting a healthy lifestyle and are linked to each other and the region by a network of trails and transit. (See Fig. LU-1.)

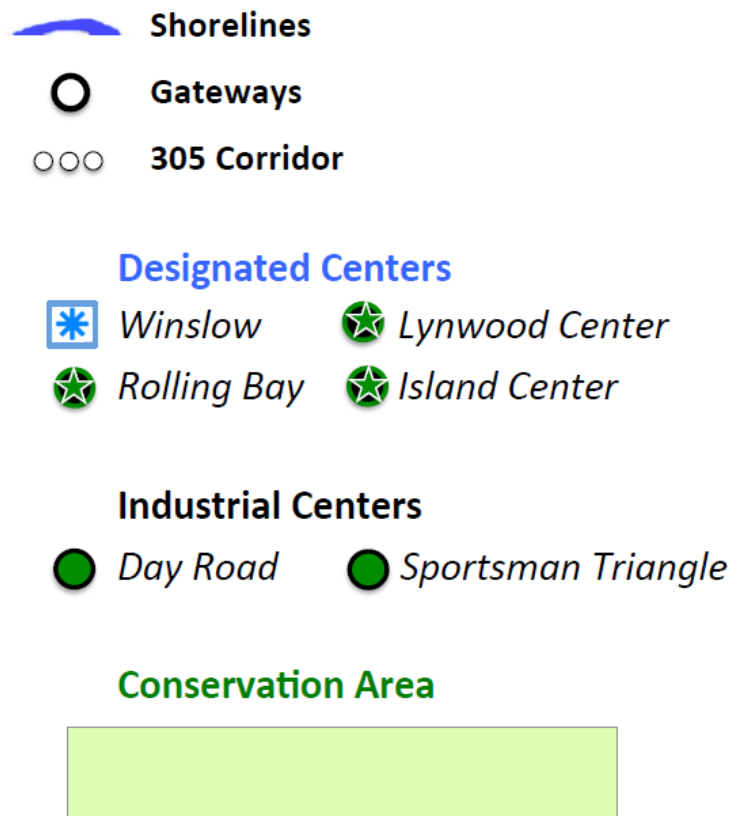
Outside of the *designated centers*, almost 90% of the Island is a green and open landscape. The **residential** land use pattern in this **conservation area** minimizes the footprint of the built environment and embodies design principles that protect the Island's aquifers, surface waters and fish and wildlife habitat.

This broad landscape of canopied woodlots, parks and saltwater shorelines is dotted with working farms, historic structures, freestanding residences and *conservation villages*. (See Fig. LU-2.)

The evolving *designated centers* and *conservation areas* on Bainbridge Island embody the successful implementation of the Island Land Use Concept. (See Fig. LU-3.)



**Fig. LU-3. Island-wide
Land Use Concept**



GOALS & POLICIES

GOAL LU-1

Plan for growth based on the growth targets established by the *Kitsap Regional Coordinating Council*: 5,635 additional residents and 2,808 additional jobs from 2010-2036 and at the same time promote and sustain high standards that will not diminish enhance the quality of life and/or degrade improve the environment of the Island.

Policy LU 1.1

The City accepts the *Kitsap Regional Coordinating Council* (KRPC) population allocation and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented. With an allocation of 28,660, the Island must plan for an increase in population of 5,635 persons and 2,808 jobs by the year 2036.

Policy LU 1.2

Outside of Winslow and the *Neighborhood Centers*, the Island has a rural appearance with forested areas, meadows, *farms* and winding, narrow, heavily vegetated roadways. These characteristics represent the Island character that is so highly valued by its residents.

As important as preserving Island character is to its residents, of equal importance is the protection of the Island's *environmentally sensitive areas*. These outlying areas contain much of the Island's sensitive areas – the major *recharge* areas for the Island's *aquifers*, *wetlands* and *streams* that serve a variety of important functions. Much of the area serves as *fish and wildlife habitat*. There is strong public support to encourage a pattern of development that preserves and protects this portion of the Island.

GOAL LU-2

This *Comprehensive Plan* recognizes and affirms that as an Island, the City has natural constraints based on the *carrying capacity* of its natural systems. The ~~plan strives to establish~~ a development pattern that is consistent with the *Goals* of the community and compatible with the Island's natural systems.

Policy LU 2.1

Recognizing that the *carrying capacity* of the Island is not known, the citizens of Bainbridge Island should strive to conserve and protect its natural systems within the parameters of existing data. Revisions to the Plan *should* be made as new information becomes available.

The *carrying capacity* of Bainbridge Island is determined by many factors including the supply of limited resources (particularly water), changes in patterns of consumption and technological advances. This Plan acknowledges that with current information, the carrying capacity of the Island is unknown. During the timeframe of this Plan, additional information on the *carrying capacity* of the Island should be developed.

The ~~plan seeks to take~~ a balanced and responsible approach to future development. As our understanding of the Island's capacity changes, the recommendations of this Plan should be reconsidered to ensure they continue to represent a responsible path for the long-range future of the Island.

Policy LU 2.2

~~Establish a~~ A public education program ~~should be established~~ to foster the community's understanding of the natural systems on the Island and their *carrying capacity*.

Policy LU 2.3

This Plan recognizes that stewardship of the land is a responsibility of individual citizens and the community as a whole. Through its status as an employer and landowner, the City ~~should take advantage of its opportunities to be~~ sets an example of environmental stewardship so that others will be encouraged to do so.

Policy LU 2.4

~~The Develop a~~ City ~~should develop a~~ program that recognizes and rewards stewardship so that others will be encouraged to follow suit.

Policy LU 2.5

Work with EcoAdapt and others to prepare a Bainbridge Island Climate Change and Water Conservation Plan Strategy.

GOAL LU-3

~~Develop~~ A meaningful process for citizen participation that includes has resulted in participation from all segments of the Island community.



Fig. LU-4 Listening sessions with citizens helped kick off the 2016 *Comprehensive Plan* update.

ISLAND-WIDE CONSERVATION AND DEVELOPMENT STRATEGY**GOAL LU-4**

As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial urban development in designated centers, increase a network of conservation lands, maximize public access to and while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green and open character of its landscape.

Policy LU 4.1

Focus development and redevelopment on the Island over the next fifty years in *designated centers* that have or will have urban levels of services and *infrastructure*.

Policy LU 4.2

Focus conservation, protection and restoration on the Island over the next fifty years as identified in an Island-wide Conservation Strategy, and have that strategy include shorelines, especially where there is interaction between the fresh and saltwater environments.

Policy LU 4.3

Adopt a multi-year work program to undertake the “*Special Planning Area*” process for the *designated centers* of Winslow, Island Center, Rolling Bay, Sportsman Triangle, Fort Ward and Day Road.

The product of the “*Special Planning Area*” process will be *Subarea Plans* for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.4

Updating the Winslow Master Plan ~~is the City's a highest~~ work program priority because the greatest potential for achieving many of the City's priorities is focused there including increasing the diversity of *housing types* and the supply of *affordable housing* while helping to reduce the development pressures in the Island's conservation areas.

Policy LU 4.5

The "*Special Planning Area*" process for each *designated center* shall be informed by surface water and aquifer data in the respective watershed and appropriate provision made to limit permitted uses or require specific measures to protect the water resource.

Policy LU 4.6

The "*Special Planning Area*" process for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

Policy LU 4.7

The Future Land Use Map in Fig. LU-5 establishes the future distribution, extent and location of generalized *land uses* on the Island.

Policy LU 4.8

Continue to utilize the goals, policies and use regulations of the Shoreline Master Program to protect the environmental quality of and public access to the Island's saltwater shoreline.

Policy LU 4.9

The SR 305 corridor with its gateways at the Washington State Ferry landing in Winslow and the Agate Pass Bridge, is a major regional facility managed by the Washington State Department of Transportation.

Policy LU 4.10

Actively work with the State and others to minimize the traffic impacts of SR 305 on mobility, safety, air quality, noise and the visual character of Bainbridge Island while also serving both the motorized and non-motorized needs of Island residents and businesses.

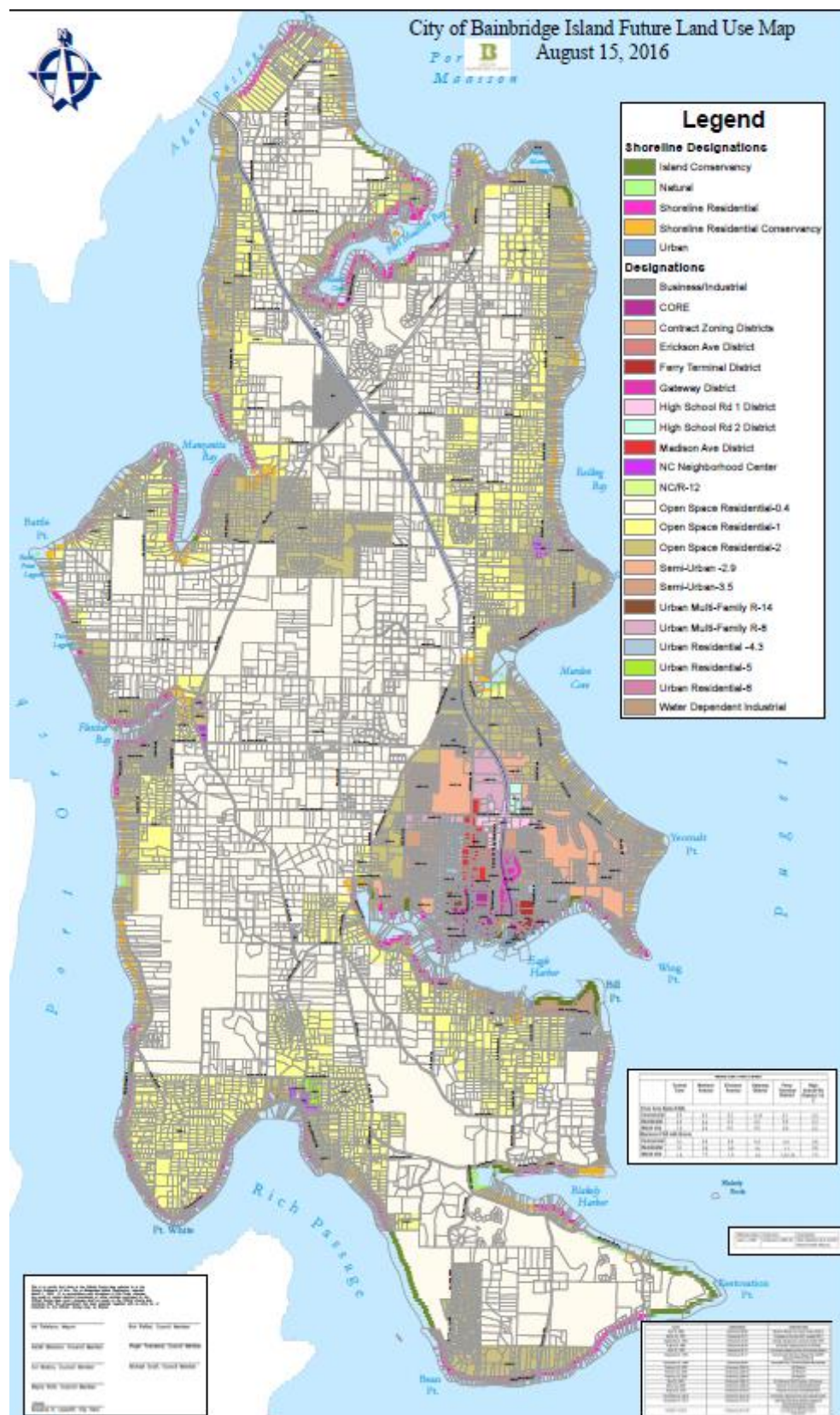


Fig. LU-5 Future Land Use Map



Fig. LU-6 The scenic highway SR 305 corridor is a major part of the Island's functional mobility and visual character

Policy LU 4.11

Lands shown on Fig. LU-3 as "Conservation Areas" are appropriate for residential, recreational, agricultural, habitat and open space uses. The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of environmentally *critical areas* and innovative *tools* such as aquifer conservation zoning and conservation villages to minimize the development footprint within these Conservation Areas.

DESIGNATED CENTERS

GOAL LU-5

Focus Urban Development in *Designated Centers*

The Plan focuses residential, commercial, and industrial growth in Winslow and other current and future centers with urban services such as the Neighborhood Centers, and the industrial centers at Day Road and Sportsman Triangle. Collectively, Winslow, ~~and the Neighborhood Centers, and the two industrial centers~~ constitute Bainbridge Island's *designated centers*.

This is a change from the 1994 and 2004 Plans both of which specified a numeric growth strategy as follows: accommodate 50% of the population growth in Winslow through the year 2012 and accommodate 5% of population growth in the Neighborhood Centers. The balance of the growth was to be absorbed throughout the remainder of the Island.

Policy LU 5.1

Winslow is the urban core of the Island while the Neighborhood Centers are smaller-scale mixed-use centers. In order to achieve the *goals* of the GMA this Plan:

- Encourages development in areas where *public facilities* and services exist or can be provided in an efficient and effective manner.
- Provides a vibrant, pedestrian-oriented core.
- Reduces sprawl.
- Provides choice of housing location and lifestyle.
- Maintains and protects environmentally sensitive and resource lands.

- Encourages the retention of open space.
- Maintains and enhances fish and wildlife habitat.

Policy LU 5.2

Increased density over and above the existing zoning in the Neighborhood Centers *should* only occur through a shift in *density* from areas identified in the Island-wide Conservation Strategy critical areas and farms through PDRs, TDRs or other mechanisms and through the use of *density bonuses for affordable housing*.

Policy LU 5.3

Encourage *residential uses* in a variety of forms and *densities* as part of the use mix in Winslow and neighborhood centers designated centers.

Policy LU 5.4

Sustainable development and redevelopment will be is focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, “green” capital projects and *low impact development* standards.

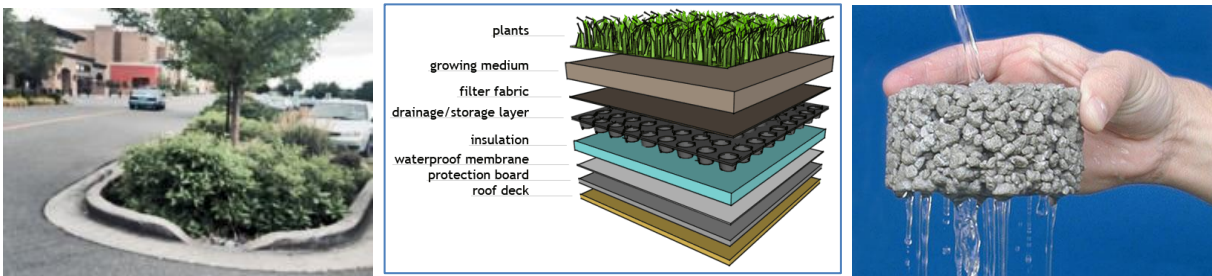


Fig. LU-7 Low Impact Development methods mimic natural drainage processes

Policy LU 5.5

Implement an optional *green building* code or “green factor” for both commercial and *multifamily* residential projects.

Policy LU 5.6

Address mechanisms for retaining and preserving *open space* near *designated centers*.

Policy LU 5.7

Encourage the design of buildings in *designated centers* for a long life and adaptability to successive uses over time.

Policy LU 5.8

Adopt *development standards* and program public improvements to encourage walkability within each *designated center* and to the surrounding areas.

Policy LU 5.9

Design and locate dDevelopment *should be designed and located so as* to avoid or minimize potential conflicts with agricultural activities and recognize right-to-farm regulations ordinances must be recognized by any in developments located adjacent to agricultural uses.

Policy LU 5.10

~~Amend the Island-wide Transportation Plan (IWTP) to improve transportation facilities between link designated centers thereby to reducing vehicle miles traveled and greenhouse gas emissions.~~

GOAL LU-6

Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the inappropriate conversion of undeveloped land into sprawling development.

Policy LU 6.1

Land use designations ~~should~~ reflect the priority of Bainbridge Island to remain primarily residential with nonresidential development concentrated in the *designated centers*.

Policy LU 6.2

~~Higher intensity~~ Promote dense residential and commercial development and encourage human activity ~~is encouraged~~ within Winslow, the heart of Bainbridge Island. In order to create a vibrant city center direct growth where *infrastructure* exists, reduce reliance on the automobile, provide opportunities for *affordable housing* and absorb growth that would otherwise be scattered in outlying areas.

Policy LU 6.3

Island Center, Rolling Bay, and Lynwood Center ~~and Fort Ward~~ offer housing and small-scale, commercial and service activity outside of Winslow. These ~~designated Neighborhood Centers~~ should be ~~are~~ allowed to develop at higher *densities* to reinforce their roles as centers.

Policy LU 6.4

~~Designation of new centers should be~~ Considered designation of new centers only after detailed analysis of the economic impact of the new development shows there will be no significant adverse impact on the existing commercial centers including Winslow.

Policy LU 6.5

The industrial designated centers at Day Road and Sportsman Club are intended to augment the Winslow, Lynwood, Island Center and Rolling Bay *designated centers* and allow a diverse economy with business retention, growth and innovation on the Island.

Policy LU 6.6

Process a ~~Applications~~ for development approval on Bainbridge Island ~~should be processed~~ within the timelines established in the City's *land development regulations* in order to ensure affordability, fairness, citizen notification and predictability in the land development process.

Policy LU 6.7

Accessory dwelling units are considered allowed uses in all residential zoning districts except R-6 ~~To reflect the policies in the Housing Element to provide for a variety of housing options in areas designated for residential development including residential open space, accessory dwelling units shall be considered allowed uses in all residential zoning districts except R-6.~~

Policy LU 6.8

Water or wastewater *infrastructure* which may contribute to system capacity exceeding local need, *shall* not be used to justify development counter to the City-wide *land use* policies.

Policy LU 6.9

The Planning Commission has a role in reviewing long subdivisions to ensure the integrity of the Comprehensive Plan is maintained.

Winslow Town Center

The Winslow Master Plan (Appendix E) encourages development of a *neighborhood* that contains a strong, vital downtown where people want to live, shop and work. Outside the mixed use, higher *density* center, there would be a variety of housing choices, from higher *density multifamily* areas immediately adjacent to the downtown to single-family residential *neighborhoods*.



Fig. LU-8 Winslow Way buildings and uses create human scale, pedestrian orientation and character

GOAL LU-7

The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop and work. The Winslow Mixed Use Town Center (MUTC) is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential density of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

Policy LU 7.1

The Island's major center for new commercial development is the Mixed Use Town Center (MUTC) and the other commercial districts in Winslow.

Development within the MUTC and High School Road Districts shall be consistent with the Winslow Master Plan. The level of development is determined using Floor Area Ratio (FAR) rather than *dwelling units* per acre. The use of FAR may result in an increase in the base level of development (*density*) over the existing zoning, but will provide greater flexibility in type and size of housing units that will further the *goals* of this Plan.

Policy LU 7.2

A base level of commercial and residential *density* within the *overlay districts* of the MUTC and the High School Road districts is described in the Winslow Master Plan, with an increase in the FAR allowed through the use of:

- *Affordable housing.*
- *TDRs (transferable development rights).*
- Contributions to public *infrastructure* and public amenities in excess of what is required to mitigate the impacts of development.
- Transfer of *density* within the MUTC and within the High School Road Districts.
- Preservation on-site of historic structures eligible for inclusion on a local, state or federal register of historic places.
- Locating ferry-related parking under building.



Fig. LU-9 Winslow Residential, Commercial and Civic Uses are inter-connected

Policy LU 7.3

Phasing mechanisms and/or incentives *should* be developed to promote the timely and logical progression of commercial and residential development.

Policy LU 7.4 Central Core Overlay District

The Central Core is the most densely developed district within the Mixed Use Town Center. Within this Overlay District, residential uses are encouraged, but exclusive office and/or retail uses are permitted. *Mixed-use development* within the Central Core Overlay District that includes a residential component may be exempt from requirements to provide off-street parking for the residential component of the project.

Policy LU 7.5 Ericksen Avenue Overlay District

The purpose of this Overlay District is to preserve the unique and historical features of the neighborhood and to provide for a mix of residential and small-scale non-residential development. Retail development is permitted only on the ground floor, while residential and office development is permitted on the upper floors. Historic (pre-1920) single-family residential

structures on Ericksen may be converted to non-residential use, provided that the structure is preserved. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure. New buildings shall employ traditional building forms, roof shapes, and relationship of building to street to be compatible with the historic structures on Ericksen Avenue.

LU 7.6 Madison Avenue Overlay District

The purpose of this Overlay District is to provide for a mix of residential and small-scale non-residential development. All retail and office development greater than one story above grade shall include a residential component. Retail development is permitted only on the ground floor.

LU 7.7 Gateway Overlay District

The corridor along SR 305 from Winslow Way to the parcel north of Vineyard Lane is the gateway to Bainbridge Island, and new uses should enhance its role as the gateway while also protecting the Winslow Ravine.

LU 7.8 Ferry Terminal Overlay District

This District is intended to provide an attractive setting for ferry and associated transportation-oriented uses, and to serve as the entry point for Winslow. This District is also a new mixed-use neighborhood that complements the character and vitality of the Core District, serving both neighborhood residents and commuters.

High School Road District

GOAL LU-8

The High School Road District is intended to provide mixed use and commercial development in a pedestrian-friendly retail area.

Policy LU 8.1

The High School Road District includes a diversity of types of shopping and employment. A variety of *commercial uses* are allowed which offer goods and services for the convenience of Island residents.

Policy LU 8.2

Promote Development in the High School Road District ~~should promote~~ pedestrian-oriented mixed use and residential development to offer a variety of housing types and sizes.



Fig. LU-10 High School Road Area

Policy LU 8.3

Auto-oriented uses and drive-through businesses that benefit from access to SR 305 shall be limited to the yellow dashed area shown in Fig. LU-10.

Policy LU 8.4

To visually screen development year-round, properties with frontages along SR 305 shall provide a vegetated buffer along the highway that includes the preservation and protection of existing vegetation. Access to these properties should not be directly from SR 305.

Policy LU 8.5

The properties designated on the Land Use Map as High School Road

District II are each limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet requires a conditional use permit. This portion of High School Road is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and *should* have less intense uses than the remainder of the High School Road district.

Since existing businesses are located in this area and infrastructure is in place, this Plan recommends the area for the High School Road designation, but with a limitation on the size of retail uses.



Fig. LU-11 High School Road Area Mid and Low Rise Buildings

Policy LU 8.6

To ensure visual appeal and pedestrian and bicycle safety, the land *development regulations* include design standards for:

- Building height, bulk and placement.
- Landscaping including screening of parking lots and development of *pedestrian-oriented* streetscape with building and landscaping (including trees) located at the street edge.

- Lot coverage.
- *Open space*.
- Road access and internal circulation including pedestrian connections, developing more pedestrian crossings and requiring parking in the rear wherever possible.
- Signage.
- Additional *transit* stops on both sides of SR 305.

NEIGHBORHOOD CENTERS

The Neighborhood Centers provide Island-wide commercial and service activity outside Winslow. These areas ~~should be~~ are to be developed at higher *densities* to reinforce their roles as community-service centers. The ~~service-neighborhood centers~~ will ~~also~~ help reduce traffic congestion by providing an alternative to shopping in Winslow.

GOAL LU-9

Encourage the development of the *Neighborhood Centers* at Rolling Bay, Lynwood Center, ~~Day Road, Fort Ward~~ and Island Center as areas with small-scale commercial, mixed use and residential development outside Winslow.

Policy LU 9.1

The *Neighborhood Centers* ~~should~~ provide Island-wide small-scale commercial and service activity and *mixed-use development* outside Winslow.

Policy LU 9.2

~~Orient development should be oriented~~ toward the pedestrian. Retail uses ~~shall be~~ are encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses ~~should be~~ are encouraged above ground floor retail.

Policy LU 9.3

Allow development of *Neighborhood Centers* in areas designated on the Future Land Use Map.

Lynwood Center

Policy LU 9.4

Any new development or expansion of existing development in Lynwood Center will be required to connect to *public sewer* when available or meet other Health District requirements when appropriate.

Lynwood Center is designated as a *Special Planning Area*. Appendix F is the “Lynwood Center Special Planning Area Report and Final Recommendations” adopted as a *subarea plan* in 1997.



Fig. LU-12 Lynwood Center is a thriving mixed-use pedestrian neighborhood center

Island Center

Policy LU 9.5

Island Center is designated as a *Special Planning Area*. The boundaries for Island Center are as shown on Fig. LU-5, the Future Land Use Map. Any changes to the boundaries may be considered during the special planning process.

Contract Zone: Miller Road/Battle Point Drive

Policy LU 9.6

The 16.7-acre site on Miller Road is designated a contract zone to recognize the activities currently occurring on-site under the provisions of an Unclassified Use Permit and to consider some expansion of those activities.

Rolling Bay

Policy LU 9.7

The Neighborhood Center boundaries are as shown on Fig. LU-5, the Future Land Use Map. Rolling Bay is designated as a *Special Planning Area*. Any changes to the boundaries may be determined during the special planning process.



Fig. LU-13 Rolling Bay Center is a cluster of primarily retail and civic uses

Standards for all *Neighborhood Centers*

The following standards ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential *neighborhoods*. The City developed design prototypes or illustrated design guidelines for each of the three *neighborhood centers* to serve as a visual reference for the future development of the community. These design guidelines can be crafted to recognize the distinct qualities of each designated center.

Policy LU 9.8

The *Neighborhood Centers* ~~should~~ achieve a mix of neighborhood-scale businesses, public uses and housing which are compatible with the scale and intensity of the surrounding *residential neighborhood* and which minimize the impact of noise, odor, lighting, fire safety and transportation on the *neighborhood*.

Policy LU 9.9

Mixed use development is strongly encouraged.

Policy LU 9.10

Proposed uses must consider the impact on water quality, stormwater *runoff* and *environmentally sensitive areas* such as *wetlands*, *streams* and *aquifer recharge areas*.

Policy LU 9.11

The *development regulations* should include design standards for:

- Building height, bulk, massing and articulation to promote a pedestrian scale.
- Parking requirements including location of parking to the rear or side yards unless otherwise provided for in a *Special Planning Area* plan.
- Landscaping including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access.
- Lighting standards that prevent unnecessary glare and light trespass on neighboring residential properties.
- Noise level limits appropriate for *mixed use* development.
- Location and screening of service areas such as dumpsters.
- *Open space*.
- Pedestrian linkages.

Policy LU 9.12

Encourage *neighborhood* participation in defining the design standards for each *neighborhood center*.

Policy LU 9.13

Establish and implement a street tree plan and planting program for major roadways at the *Neighborhood Centers*.

Policy LU 9.14

Develop a parking plan for each service center if appropriate.

Policy LU 9.15

~~Consider opportunities for providing a neighborhood commons or meeting place should be considered~~ with any proposal for major redevelopment of an existing *Neighborhood Center* or as part of development of a new *Neighborhood Center* to encourage the use of the Neighborhood Center by surrounding residents.

Policy LU 9.16

To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial and *mixed use developments*. ~~Design parking lots should to be pedestrian-oriented and provide pedestrian and bicycle routes between the street, parking area and main entrance. Consideration should be given to the use of~~ Integrate trees in a parking lot with respect to that allow solar access.

Policy LU 9.17

Infill within the boundaries of Neighborhood Centers through the *transfer of development rights* from the *Conservation Areas* of the Island (See Fig. LU-3) or through an *affordable housing density bonus*.

Policy LU 9.18

The base density of residential development in the Neighborhood Centers is 2 units per acre. A *density bonus* of ~~3~~ 1 additional units per acre may be obtained for a total of 3 units per acre in areas not served by public water and sewer systems and using *TDRs* or providing *affordable-housing*, provided state and local health district regulations can be met. Allow up to R-5 with public water and sewer.

BUSINESS/INDUSTRIAL**GOAL LU-10**

~~The~~ Provide appropriate Business/Industrial (B/I) zoned land provides to create opportunities for new businesses and expansion of existing Island businesses for diversity of jobs and for low-impact industrial activity that contributes to well-paying and new employment opportunities jobs, where traffic congestion, visual, and other impacts on the surrounding *neighborhood* can be minimized.

Policy LU 10.1

The Business/Industrial District is for light manufacturing development as well as other uses that add to the diversity of economic activity on the Island. New uses shall be compatible with established uses and the character of other development in the *neighborhood*.

Policy LU 10.2

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and quantities projected for annual usage and demonstrate compliance with all Federal, State and Kitsap Public Health District requirements for their handling. Development proposals are evaluated using performance standards for the B/I district. Uses of certain toxic/hazardous substances can disqualify the application from approval because of potential

environmental impact, however the City would consider factors such as quantity used, adequacy of storage, containment, spill management and waste disposal plans in reviewing such a proposal.

Policy 10.3

Coordinate with the Bainbridge Island Fire Department when reviewing development proposals concerning hazardous materials.

Policy LU 10.4

Applications for development approval within the B/I district must show that adequate water, wastewater, transportation, fire and storm drainage services are available to serve the development.

Policy LU 10.5

Ensure the adequate monitoring and enforcement of hazardous material regulations.

Policy LU 10.6

Performance standards for the B/I district address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential *neighborhoods*.

Policy LU 10.7

B/I uses must be visually screened year-round from adjacent non-industrial properties and roadways, especially scenic highway SR 305. This policy establishes a performance standard — B/I uses must be visually screened from the roadway and from adjacent non-Business/Industrial development. The visual screening could be achieved through a combination of vegetation and building setback that would add depth to the buffer.

GOAL LU-11

Provide appropriate land for Business/Industrial in order to provide opportunities for small manufacturing businesses on the Island to expand, and to provide additional employment opportunities.

Policy LU 11.1

Discourage the inappropriate designation of isolated Business/Industrial Districts.

Policy LU 11.2

Isolated B/I activities are designated to reflect historical use and the designation ~~should~~ shall not be expanded.

WATER-DEPENDENT INDUSTRIAL DISTRICT

GOAL LU-12

Allow for the continuation of water-dependent, industrial uses on Bainbridge Island in order to preserve elements of a working waterfront within the urban shoreline area. Water-dependent uses require direct contact with the water and cannot exist at a non-water location due to the intrinsic nature of the operation.

Policy LU 12.1

The Water-dependent Industrial District is intended primarily to provide for ship and boat building and boat repair yards. Preference *should* be given to small, local, boat haul-out and repair facilities, and water-oriented industry which serves boating needs.

Policy LU 12.2

Water-dependent industrial development *shall* not be located on sensitive and ecologically valuable shorelines such as natural accretion shore forms, marshes, bogs, swamps, salt marshes and tidal flats, and wildlife habitat areas, nor on shores inherently hazardous to such development, such as flood and erosion prone areas and steep and unstable slopes.

Policy LU 12.3

Industrial uses *shall* employ best management practices (BMPs) and best available facilities practices and procedures concerning the various services and activities performed and their impacts on the surrounding water quality.

Policy LU 12.4

Carefully consider regional and statewide needs for industrial facilities ~~*should be carefully considered*~~ in reviewing new proposals, as well as in allocating shorelines for such development. Coordinate such reviews or allocations ~~*should be coordinated*~~ with port districts, adjacent counties and cities, and the State in order to minimize new industrial development that would duplicate under-utilized facilities elsewhere in the region, or result in unnecessary adverse impacts.

Policy LU 12.5

Encourage expansion or redevelopment of existing, legally established industrial areas, facilities, and services with the possibility of incorporating *mixed use development* ~~*should be encouraged*~~ over the addition and/or location of new or single-purpose industrial facilities. ~~Such development or redevelopment for mixed use *should* occur through a master planned development process in areas designated appropriate for such urban shoreline uses.~~

Policy LU 12.6

Encourage or require the joint use of piers, cargo handling, storage, parking, and other accessory facilities among private or public entities ~~*should be strongly encouraged or required*~~ in waterfront industrial areas.

Policy LU 12.7

Require new or expanded industrial development ~~should be required~~ to provide physical and/or visual access to shorelines and visual access to facilities whenever possible, and when such public access does not cause significant interference with operations or hazards to life and property.

ISLAND-WIDE CONSERVATION AREA**GOAL LU-13**

Conserve ecosystems and the Island's green, natural, open character.

Policy LU 13.1

Preserve the open space conservation area outside *designated centers* through a *land use* pattern which will enhance the character of the area – forested areas, meadows, *farms*, scenic and winding roads that support all forms of transportation – and the valuable functions the open space conservation area serves on the Island (i.e., *aquifer recharge, fish and wildlife habitat, recreation*).

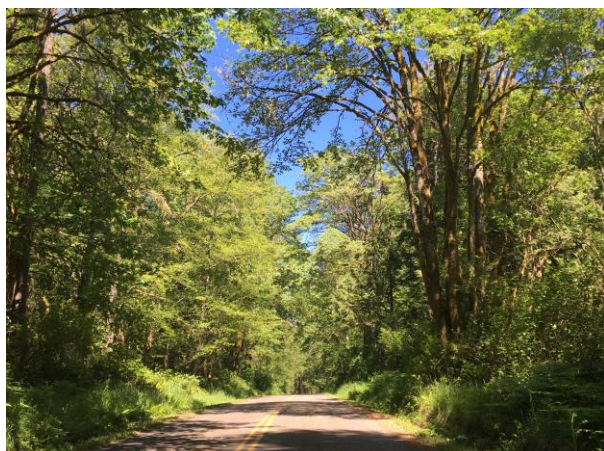


Fig. LU-14 Typical views from the road on much of the Island is of green, leafy countryside

Policy LU 13.2

Protect *open space, critical areas* and agricultural uses through public and private initiatives such as open space tax incentives, cluster development conservation villages, *PUDs, transfer and purchase of development rights*, public land acquisition, greenways, *conservation easements*, landowner compacts or limiting the amount of lot coverage.

Policy LU 13.3

Encourage the aggregation of nonconforming lots of record and undeveloped subdivisions and short plats in order to achieve a development pattern that is consistent with *goals* of the Plan to preserve *open space*, provide greenways through the Island, protect *environmentally sensitive areas* and protect water resources.

Policy LU 13.4

Protect aquifer recharge functions throughout the Island all of which is an *aquifer recharge area*, through the application of critical areas *development regulations*, Shoreline Master Program use, *low impact development* regulations and the wellhead protection regulations administered by the Kitsap Public Health District.

Policy LU 13.5

Establish appropriate procedures to monitor the effect of water drawdowns within and between *aquifers* and adopt programs and *development regulations* to preclude *groundwater* contamination and to encourage water conservation and enhanced *aquifer recharge*.

Policy LU 13.6

Work with Kitsap Public Health District to allow innovative solutions for on-site sewage treatment including community septic and grey water systems.

Policy LU 13.7

Allow a *density bonus* in exchange for dedicating a portion of property into conservation as *open space*, farmland or public access. Priority should be given to conserving these lands near more densely developed areas.

GOAL LU-14

Adopt landscape design standards and identify and protect public vantage points, view corridors and scenic vistas to support the Island's sense of place, identity and orientation.

Policy LU 14.1

Manage existing vegetated buffers ~~should be managed~~ to preserve the Island's character and the forested view from the road. Remove invasive species ~~should be removed~~ in order to keep the *native vegetation* healthy.

Policy LU 14.2

Design and site new development ~~should be designed to respond to the natural landscape and should be sited~~ so as to have the least visual and environmental impact on the Island landscape. Encourage the retention of features that enhance the Island's character such as barns, fences, fruit or vegetable stands ~~should be retained and encouraged~~.

Policy LU 14.3

Map tree-covered hillsides and hilltops, particularly the ridgelines so valued by the community, and Adopt *development regulations* and programs to protect them for their visual and aesthetic benefits as well as their functions as wildlife habitat and erosion and runoff retardation.

Policy LU 14.4

Properties with frontage along SR 305 will provide and maintain a vegetated buffer along the highway, preserving and augmenting existing vegetation, providing a year-round visual screen between development and the highway. Access to these properties shall not be directly from SR 305.

OPEN SPACE RESIDENTIAL DISTRICT

GOAL LU-15

~~Develop *context-sensitive* regulations for residential development in areas designated OSR-2, OSR-1 or OSR-0.4, in order to limit clearing, soil disturbance, promote *low impact development* and reconcile development and conservation. Preserve the character of the interior areas of Bainbridge Island through establishment of an Open Space Residential District.~~

Policy LU 15.1

~~The Open Space Residential District area is designated for less intensive residential development and a variety of agricultural and forestry uses.~~

~~Policy LU 15.2~~

~~Encourage residential development *should be* that is compatible with the preservation of *open space*, forestry, agricultural activities, and natural systems. Accessory *farm* buildings and uses are allowable.~~

Policy LU 15.2

~~Maintain the natural and scenic qualities of the Island by limiting residential *density*. The overall *density* for residential use is a maximum of one units per 2.5 acres, however the landscape *should* maintain the natural and scenic qualities of the Island.~~

Policy LU 15.3

~~Permit *home occupations* that provide employment opportunities and *should be* permitted where they are compatible with surrounding neighborhoods and the environment.~~

GOAL LU-16

~~The Residential-1 (R-1) and Residential-2 (R-2) Districts are intended to recognize an existing development pattern in the Island's Open Space areas.~~

~~Policy LU 16.1~~

~~The R-1 District recognizes an existing development pattern of one unit per acre.~~

~~Policy LU 16.2~~

~~The R-2 District recognizes an existing development pattern of two units per acre.~~

Policy LU ~~15.5~~ 16.3

Establish *land use policies* and *development standards* through the development of subarea plans tailored to the individual communities. *Neighborhood* participation in development of *subarea plans* should be encouraged.

LOCAL FOOD PRODUCTION

GOAL LU-16

Promote food security through support for local food production, awareness of farming practices and public health by encouraging locally-based food production, distribution and choice through commercial and urban agriculture, community gardens, farmers' markets, farm stands and food access initiatives. ~~Establish partnerships and share resources to promote food access and production.~~

Policy LU 16.1

Encourage ~~Allow~~ community gardening and/or agriculture on public land where appropriate.



Fig. LU-15 Farmland - Agriculture is part of Bainbridge Island's landscape, history, economy and culture

Policy LU 16.2

Encourage the development of neighborhood community gardens or small-scale commercial agriculture where appropriate.

Policy LU 16.3

Promote interagency and intergovernmental cooperation and resource-sharing to expand community gardening opportunities.

Policy LU 16.4

Promote the dedication of land for community gardens in new housing developments.

Policy LU 16.5

Support the local farmers market and the connection between consumers and farmers.

PURCHASE AND TRANSFER OF DEVELOPMENT RIGHTS PROGRAM

GOAL LU- 17

Prioritize program *goals* and establish and maintain planning tools including a *purchase and transfer of development rights* program, to allow transferring development rights from areas intended for conservation and promoting development in areas suitable for denser development.

Policy LU 17.1

Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from the Conservation Areas of the Island into *Designated Centers*. See Fig. LU-3.

Policy LU 18.2

~~Within the Conservation Area of the Island prioritize those parcels most appropriate as TDR sending sites.~~

~~The highest priority sending areas could contain sensitive lands that are not protected by the critical areas regulations, priority links in the Wildlife Corridor, priority open space lands or historic resources. Determination of priorities for sending areas should also be coordinated with the development of an Island-wide open space plan.~~

Policy LU 17.3

Adopt an Island-wide Conservation Strategy ~~open space plan~~.

Policy LU 17.4

The City recognizes the need to take a proactive role in the *purchase and transfer of development rights* and such a program should include:

1. Designating appropriate staff resources to promote the program;
2. Providing for the outright *purchase of development rights* by the City and establishing a fund for banking development rights;
3. Creating a process that coordinates the *purchase and transfer of development rights*; and
4. Initiating an outreach program to educate property owners and potential buyers about the use of the *Purchase and Transfer of Development Rights program*.
5. Engage and involve community partners such as the BI Land Trust, in the exploration and potential implementation of a density transfer program.

PROPERTY RIGHTS

GOAL LU-18

Strive to ensure that basic community values and aspirations are reflected in the City's planning program while recognizing the rights of individuals to use and develop private property in a manner that is consistent with City regulations. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners *shall* be protected from arbitrary and discriminatory actions.

INTERGOVERNMENTAL COOPERATION AND COORDINATION

GOAL LU-19

The citizens expect all government entities ~~should strive~~ to cooperate and serve their constituents in a fiscally sound manner.

In addition to the City government, there are three special purpose districts and the Kitsap Public Health District and Sewer District #7 which all serve the citizens of Bainbridge Island, as well as a number of state and county agencies. This *goal* addresses the need for cooperation and coordination in order to serve the Island's citizens in the most cost effective manner.

HISTORIC PRESERVATION

GOAL LU-20

Maintain and support an *Historic Preservation Program* – A successful *historic preservation* program requires on-going support of the community as well as the City government and its designated department.

Policy LU 20.1

Maintain the City's status as a Certified Local Government (CLG) thereby promoting collaboration among City departments, boards and commissions.

Policy LU 20.2

The City and its Historic Preservation Commission (HPC) ~~should will~~ regularly review the local *historic preservation* ordinance and update where necessary to assure that it achieves the *Comprehensive Plan's* goals and policies.

Policy LU 20.3

~~The City and HPC should~~ Develop the City's preferred method of project compliance review and reporting consistent with state laws and local ordinances.

Policy LU 20.4

~~The City and HPC shall~~ Coordinate with Tribes and other interested stakeholders to promote awareness, respect for and celebration of the who have an interest in historic resources of on the Island.

GOAL LU-21

Identification and Evaluation of Historic Resources – Historic property inventory and context statements inform planning efforts by identifying areas where resources worthy of preservation exist or are likely to occur.

Policy LU 21.1

~~The City and HPC shall~~ **Recognize** historic resources listed on or eligible for the local registry as significant historic properties.

Policy LU 21.2

~~The City and HPC shall continue to Maintain an updated inventory historic resources thereby maintaining an up-to-date site database~~ using the latest affordable technologies available.

Policy LU 21.3

~~The City and HPC should continue to~~ **Support** and expand the Local Historic Register program.

Policy LU 21.4

~~The City and HPC should~~ **Develop** protocols for the consistent evaluation of historic resources on the Island.

Policy LU 21.5

~~The City and HPC shall~~ **Define and identify its** “iconic” structures and sites (those intended for permanent preservation) which are deemed essential elements of the community’s character, history and identity.

GOAL LU-22

Preservation and Enhancement of Historic Resources – An effective *historic preservation* program provides meaningful practical incentives and policies for property owners and developers to preserve historic resources.

Policy LU 22.1

~~The City shall~~ **Encourage** preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

Policy LU 22.2

Encourage the preservation, rehabilitation and restoration of existing structures through the adoption and implementation of the International Existing Building Code (IEBC).

Policy LU 22.3

~~Collaborate with the HPC and Design Review Board to~~ **Develop** design guidelines for projects within or adjacent to significant historic properties and/or *neighborhoods* to ensure compatible development.

Policy LU 22.4

Develop guidelines to ensure review of potential direct and indirect impacts to significant historic properties when planning and/or permitting projects.

Policy LU 22.5

Identify and support practical owner/operator economic incentives and *policies* to encourage the rehabilitation and preservation of significant historic resources.

Policy LU 22.6

Engage in cooperative efforts with owners to encourage the preservation of historic resources.

GOAL LU-23

Public Participation – Establishing a broad base of support from citizens and their city government will strengthen the community's commitment to *historic preservation*.

Policy LU 23.1

Support on-going education programs to increase awareness of the Island's historic resources.

Policy LU 23.2

Support efforts to publicly recognize preservation efforts within the Island community.

Policy LU 23.3

Collaborate with interested stakeholders to promote historic preservation on the Island.

Policy LU 23.4

Identify and give public access to an appropriate repository for curating historic preservation records and documentation.

Fort Ward**Policy LU 23.5**

Maintain and enhance the unique character of Fort Ward Planning Area to recognize the history and natural landscape of the area and the sense of community that exists including an *open space* system made up of *wetlands*, a *neighborhood* park, the historic marching fields, unbuildable slopes and the State Park.

Policy LU 23.6

Where possible, create tax incentives and encourage private purchase and renovation of historic structures. Transfer *density* within the Fort Ward Study Area as incentives for the preservation of historic structures.



Fig. LU-16 Fort Ward history and structures help create unique local character and identity

CONTAMINATED SITES

MOVED FROM WR ELEMENT TO LU ELEMENT

GOAL LU-24 ~~WR-6~~

Incorporate awareness of known contaminated sites such as former lumber treatment facilities, former fueling stations and other pollutant-generating *land uses* into all water resources management, *land use* planning and *capital facility* management in order to remediate or clean-up sites as effectively as possible while preventing further impacts to the environment ~~water resources~~.

Policy LU 24.1 ~~WR 6.1~~

Assemble and maintain an inventory of contaminated sites on the Island to track site location, contaminant(s) of concern, cleanup status and potential to impact nearby surface or *groundwater*.

Policy LU 24.2 ~~WR 6.2~~

Collaborate with the U.S. Environmental Protection Agency, Washington State Department of Ecology, Tribes and the Kitsap Public Health District to address contaminated site assessment and cleanup efforts within the purview of those agencies to achieve remediation/cleanup as quickly as reasonably possible.

Policy LU 24.3 ~~WR 6.4~~

~~Make every reasonable attempt to~~ Clean-up and/or remediate City-owned contaminated sites that are known to be or discovered to be contaminated.

Policy LU 24.4 ~~WR 6.3~~

Consult the contaminated site inventory:

- Prior to property acquisition and weigh the cost/benefit of acquiring such a property;
- As part of development or redevelopment site plan review and take potential impacts into consideration when making *land use* decisions;
- As part of capital *infrastructure* construction or maintenance;
- As part of emergency management preparedness and response.

Policy LU 24.5 ~~WR 6.5~~

~~Consult the contaminated site inventory as part of development or redevelopment site plan review and take potential impacts into consideration when making *land use* decisions.~~

Policy LU 24.6 ~~WR 6.6~~

~~Consult the contaminated site inventory as part of capital *infrastructure* construction or maintenance.~~

Policy LU 24.7 ~~WR 6.7~~

~~Consult the contaminated site inventory as part of emergency management preparedness and response.~~

ESSENTIAL PUBLIC FACILITIES

GOAL LU-25

The needs of the community ~~should be~~ **are** met by providing *essential public facilities* and services that are equitably distributed throughout the community; that are located and designed to be safe and convenient to the people they serve; that provide flexibility of use and maximum efficiency; and that are compatible with adjacent uses, the environment, and preservation of public health and safety.

The GMA requires that all jurisdictions planning under the Act must provide a process for siting *essential public facilities* such as airports, correctional facilities and sewage treatment plants. These *goals* and *policies* are intended to guide the siting process and therefore, in accordance with RCW 36.70A.200(2), they do not preclude the siting of *essential public facilities*. Site specific consideration of a proposed *essential public facility* would occur during the development application review process.

Policy LU 25.1

~~The City should~~ **Develop** a list of *essential public facilities* of a local nature that may potentially be sited on Bainbridge Island and coordinate with the *Kitsap Regional Coordinating Council* in the development of a list of state and countywide *public facilities*.

Policy LU 25.2

~~When an essential public facility of a statewide or countywide nature is proposed for Kitsap County, the City should appoint representatives as members of the Facility Analysis and Site Evaluation Advisory Committee or any other established siting committee to evaluate proposed public facility siting.~~

Policy LU 25.2

New *essential public facilities* shall not be located in designated resource lands and *critical areas*.

GOAL LU-26

The process for siting *essential public facilities* ~~should~~ **is designed to** create an environment of cooperation and include adequate and early public review to promote trust between government agencies and the community.

Policy LU 26.1

~~If an~~ **When an** *essential public facility* **as defined in RCW 36.70A.200 is proposed for Bainbridge Island, and is greater than 3,000 square feet,** ~~is proposed for Bainbridge Island that is an “essential public facility” as defined in RCW 36.70A.200,~~ the City ~~should~~ **will** create a Facility Analysis and Site Evaluation Committee composed of citizens, City Staff, elected officials and appropriate technical experts should consider, at a minimum, the following in determining a recommendation to City Council:

- Analysis of the need for such facility;
- The development of specific siting criteria for the proposed project;
- Identification, analysis and ranking of potential sites;

- Consistency with the *goals and policies* of the City's *Comprehensive Plan*;
- Identification of potential physical impacts including but not limited to those relating to land use, the environment, transportation, utilities, noise, odor and public safety;
- Identification of potential cumulative impacts including the likelihood of a related development locating in proximity to the proposed *essential public facility*;
- Identification of potential fiscal impacts to the local economy; and
- Measures to minimize and/or mitigate such impacts.

Policy LU 26.2

~~The City or other government agency, if responsible for construction of an essential public facility, shall~~ Develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of an essential public facility project.

~~The plan should include identification~~ Identify of all departments that will play a role in the planning or construction of an *essential public facility*. Identify other governmental regulatory requirements, identify strategies for coordinating interdepartmental and interagency activities and strategies for responding to emergency or problem situations and identify a conflict resolution process.

LAND USE IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions including adopting or amending *development regulations*, creating partnerships and educational programs and staffing or other budgetary decisions. Listed following each action are several of the Comprehensive Plan's policies that support that action.

HIGH PRIORITY ACTIONS

LU Action #1 Adopt a multi-year planning work program for adopting the subarea plans for Island Center, Rolling Bay, ~~Fort Ward~~, Sportsman Triangle and Day Road.

GOAL LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial-urban development in *designated centers*, increase a network of conservation lands, maximize public access to and while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green, natural and open character of its landscape.

Policy LU 4.3 Adopt a multi-year work program to undertake the "Special Planning Area Process" for the *designated centers* of ~~Winslow~~, Island Center, Rolling Bay, Sportsman Triangle, ~~Fort Ward~~ and Day Road. The product of the "Special Planning Area Process" will be *Subarea Plans* for each of the *designated centers* that will be adopted as part of the *Comprehensive Plan*.

Policy LU 4.6 The *special planning area process* for each designated center shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix and the desired and required services and *infrastructure* to serve the selected use mix and intensity.

GOAL LU-6 Ensure a development pattern that is true to the *Vision* for Bainbridge Island by reducing the inappropriate conversion of undeveloped land into sprawling development.

Policy LU 6.3 Island Center, Rolling Bay, ~~and Lynwood Center and Fort Ward~~ offer housing, small-scale, commercial and service activity outside of Winslow. These ~~designated Neighborhood Centers~~ should be ~~are~~ allowed to develop at higher *densities* to reinforce their roles as centers.

GOAL LU-9 Encourage the development of the Neighborhood Centers at Rolling Bay, Lynwood Center, ~~Day Road, Fort Ward~~ and Island Center as designated on the Future Land Use Map, as areas with small-scale commercial, mixed use and residential development outside Winslow.

GOAL EC-6 As the city's *designated centers* evolve, balance their functions as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.

LU Action #2 Update the Winslow Mixed Use Town Center Master Plan in order to facilitate progress on the Housing Priorities that can best be accommodated in an area with an existing urban character, urban facilities, services and multi-modal transportation options.

GOAL LU-4 As part of a long-term Island-wide Conservation and Development Strategy, focus residential and commercial-urban development in *designated centers*, increase a network of conservation lands, maximize public access ~~to and~~ while protecting the shoreline, minimize impacts from the SR 305 corridor and conserve the Island's ecosystems and the green, natural and open character of its landscape.

Policy LU 4.4 Updating the Winslow Master Plan is the City's a highest work program priority because the greatest potential for achieving many of the City's priorities is focused there, including increasing the diversity of *housing types* and the supply of *affordable housing* while helping to reduce the development pressures in the Island's conservation areas

GOAL LU-5 Focus urban development in *designated centers*.

Policy LU 5.3 Encourage *residential uses* in a variety of forms and *densities* as part of the use mix in Winslow and neighborhood centers. designated centers.

GOAL LU-7 The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop and work. The MUTC is intended to have a strong residential component to encourage a lively community during the day and at night. The high residential density of Winslow requires the Central Core Overlay District to provide services and products that meet the needs of residents as well as visitors.

GOAL LU-8 The High School Road District is intended to provide mixed use and commercial development in a pedestrian-friendly retail area.

GOAL EC-5 Provide a variety of *affordable housing* choices so that more people who work on Bainbridge Island can live here.

LU Action #3 Prepare a new *Conservation Village* land use regulation to incentivize creation of a new housing pattern that consolidates and dedicates open space.

Policy LU 4.11 Lands shown on Fig. LU-3 as “Conservation Areas” are appropriate for residential, recreational, agricultural, habitat and open space uses. The City will use a variety of conservation tools including public acquisition of certain properties, regulatory protection of environmentally *critical areas* and innovative *tools* such as aquifer conservation zoning and *conservation villages* to minimize the development footprint within these Conservation Areas.

Policy HO 6.4 Create new *conservation villages* permit process to apply outside of *designated centers* to increase housing choices including *affordable housing* and requiring *green building* practices while better conserving *open space*.

Policy HO 3.1 Encourage innovative zoning regulations that increase the variety of *housing types* and choices suitable to a range of household sizes and incomes in a way that is compatible with character of existing neighborhoods.

LU Action #4 Identify discrete sections of the Land Use Code to eliminate confusion, redundancy and delay in the permit process.

Policy LU 6.6 Process applications for development approval on Bainbridge Island ~~should be processed~~ within the timelines established in the City’s land *development regulations* in order to ensure affordability, fairness, citizen notification and predictability in the land development process.

LU Action #5 Create more efficient and effective review processes, including the roles and best practices and procedures for the Planning Commission, Design Review Board and Hearing Examiner.

Policy LU 6.6 Process applications for development approval on Bainbridge Island ~~should be processed~~ within the timelines established in the City’s land *development regulations* in order to ensure affordability, fairness, citizen notification and predictability in the land development process.

LU Action #6 Prepare an Island-wide Conservation Strategy.

Policy LU 17.3. Adopt an Island-wide Conservation Strategy ~~open space plan~~.

OTHER PRIORITY ACTIONS

LU Action #7 Review and update design standards and guidelines for the *neighborhood centers*.

Policy LU 5.4 *Sustainable* development and redevelopment ~~will be~~ is focused in the *designated centers* through a combination of intergovernmental and public-private partnerships, *affordable housing* programs, “green” capital projects and *low impact development* standards.

Policy LU 5.7 Encourage the design of buildings in *designated centers* for a long life and adaptability over time to successive uses.

Policy LU 5.6 Address mechanisms for retaining and preserving *open space* in the vicinity of *designated centers*.

Policy LU 8.6 To ensure visual appeal and pedestrian and bicycle safety, the land *development regulations* include design standards for:

- Building height, bulk and placement.
- Landscaping, including screening of parking lots, and development of *pedestrian-oriented* streetscape with building and landscaping (including trees) located at the street edge.
- Lot coverage.
- *Open space*.
- Road access and internal circulation including pedestrian connections developing more pedestrian crossings and requiring parking in the rear wherever possible.
- Signage.
- Additional *transit* stops on both sides of SR 305.

Policy LU 9.2 Orient development ~~should be oriented~~ toward the pedestrian. Retail uses ~~shall be are~~ encouraged on the ground-floor to prevent blank walls with little visual interest for the pedestrian. Offices and/or residential uses ~~should be are~~ encouraged above ground floor retail.

Policy LU 9.16 To minimize visual and environmental impacts, encourage parking in the rear or side yards of *multifamily*, commercial and *mixed use developments*. Design parking lots ~~should to~~ be *pedestrian-oriented* and provide pedestrian and bicycle routes between the street, parking area and main entrance. ~~Consideration should be given to the use of~~ Integrate trees in a parking lot to that allow solar access.

Action #8 Evaluate the reasons why the City's PDR and TDR programs have not been successful and explore ways to make them functional to meet City objectives.

Policy LU 17.1 Maintain and improve the City's *Purchase of Development Rights* (PDR) and *Transfer of Development Rights* (TDR) programs to enable transferring development rights from the Conservation Areas of the Island into *designated centers*. See Fig. LU-3.

**CITY COUNCIL COMPREHENSIVE PLAN
ADDITIONAL COMMENTS FROM COUNCILMEMBER PELTIER
FOLLOWING OCTOBER 25, 2016 MEETING**

Please include the following NEW proposed revision:

.5-EC. Retain the Framework section, subject to possible revisions, on page E-1/2

Please show changes to the following proposed revision:

•••1-EC. Proposed revision, contingent upon inclusion of the Framework Section on page EC-1/2 of the draft document:

FRAMEWORK (from the 2016 deleted Framework section)

The community seeks to retain and enhance an economy that reinforces Bainbridge Island's diverse character and capitalizes on its assets, including: history and heritage, high educational attainment, diverse skills, artistic creativity, rural quality, agricultural base, natural resources, preserved *open spaces*, beaches and shorelines, maritime orientation, and proximity to the Seattle metropolitan area and the Kitsap Peninsula.

These critical element of our community identity and economy are all susceptible to anticipated changes in our climate, population and the subsequent responses we make with regard to that change. By considering these changes explicitly, we can work to increase the resilience of our economy and thrive in the face of change.

The intent is to integrate the Economic Element with other parts of the *comprehensive plan* because the economy is intertwined with all aspects of community life. The Economic Element recommends *goals and policies* which recognize the following considerations:

(#3 in the draft is proposed to be moved to #1 with proposed revisions shown. Most of the new highlighted language is taken #1 from the Framework section in the 2004 Plan)

1. **3.** When weighing choices regarding our future economy, the fundamental considerations should be the quality of the Island's natural environment and the community's desire to maintain the visual character.

Bainbridge Island's quality of life is associated with forests and fields, waters and harbors, open space and abundant natural resources, and a thriving town center, and limited urban/suburban services. These element of Bainbridge Island will be affected by climate change over the coming decades. Careful stewardship of our land and other resource—the foundation for our invaluable sense of place—will be necessary as we promote and permit new development, both residential and commercial. The Island's special character incorporates economic activities that

are tied to the land as a source of livelihood and resources such as agriculture, horticulture, silviculture, value-added food, architecture, construction, and woodworking, artisan lumber and wood production.

Many kinds of activities, both residential and commercial, can locate in such an environment, but their growth and success, if not carefully stewarded, may have unintended consequences that alter the character that Bainbridge Islanders value so highly.

(the following section, appearing as #1 in the draft, is moved to #2 with no other proposed revisions)

1. 2. The Island's economic future should include diverse enterprises by type and scale, under local ownership and control; that offer a variety of employment and housing options; and that support a broad range of income and skill levels.

Bainbridge Island residents have high incomes relative to the rest of the state and region. However, the prospect of functioning solely as an exclusive high-income bedroom community is not desirable. The Comprehensive Plan aims to foster diverse residential and business opportunities, as does the Economic Element. Creating a diversity of jobs and affordable housing, coupled with provisions for responding to market conditions and encouraging innovative business activity are important economic policy steps for the City's future.

(#2 in the draft is proposed to be moved to #3 with no other proposed revisions)

2. 3. Bainbridge Islanders are enterprising and are establishing small scale businesses which create jobs and grow bigger businesses.

Over half of the Island's licensed businesses are home-based. National studies indicate that small businesses provide impetus for new business development and job creation. Existing land use codes and business license tax structure are supportive of home-based and small-scale businesses. This should be continued and expanded into a more complete continuum of opportunities for locating and maintaining Island-grown business.

(the following is from the current draft is the same position)

The Economic Element incorporates fifteen goals and related policies as enumerated below. The order of the goals and policies does not in any way indicate preference or priority.

Please withdraw the following proposed revision from consideration:

2-EC. Proposed revisions to the economic Vision for 2036, 3rd paragraph, page EC-2

Agriculture is a thriving part of the Island's economy: ~~all~~ City-owned agricultural lands ~~is now under cultivation~~ are being sustainably cultivated and producing seasonal foods for local consumption. The number of farms on private acreage has increased and is supplementing the local food supply. To enhance the viability of local farms, affordable housing for farmworkers has been appropriately built on City owned farmland.

Please withdraw the following proposed revision from consideration:

3-EC. Proposed revisions to EC 6.4 on page EC-7

Policy EC 6.4

Ensure ~~When planning infrastructure investments, consider the benefits to Island businesses that may result from the efficient flow of people, goods, services, and information in and throughout the Island, with infrastructure investments, particularly within and connecting to designated centers, to anticipate the needs of the Island's businesses.~~

Please withdraw the following proposed revision from consideration:

4-EC. Proposed revision to EC 7.10 on page EC-8

Policy EC 7.10

Provide an efficient a professional, timely and predictable regulatory environment within the framework of a strong customer service approach ~~that respects and promotes the overall community vision.~~

Please show changes to the following proposed revision:

5-EC. Proposed Revisions to EC-10 on page EC-9

Notes: the proposed revisions are intended to describe the importance of the development sector while also acknowledging the degree to which that sector has and continues to benefit from locating and doing business on the Island.

BUILDING DESIGN AND CONSTRUCTION SECTOR (showing proposed revisions)

GOAL EC-10

~~Support~~ **Encourage the** building design and construction industries to ~~increase employment opportunities, enhance local revenues, and help ensure a built environment that responds to and reflects~~ **the community's desire for sustainable development consistent with** the Island's Vision and Guiding Principles.

The professions and trades involved in design, construction, furnishing, renovation and marketing of commercial and residential real estate constitute a large and very important sector of the Island's economy **and have benefited considerably over the years by locating and doing business on Bainbridge Island.** ~~Productivity and profits within The willingness and ability of that sector are to adapt to a sustainable development approach is a~~ **are** crucial factors ~~in for~~ the stability and well-being of the entire community. Good development, in a community such as ours, must work within limits and be compatible with the goals of environmental conservation.

Clean version of proposed revised EC-10:

GOAL EC-10

Encourage the building design and construction industries to ensure a built environment that responds to and reflects the community's desire for sustainable development consistent with the Island's Vision and Guiding Principles.

The professions and trades involved in design, construction, furnishing, renovation and marketing of commercial and residential real estate constitute a large and very important sector of the Island's economy and have benefited considerably over the years by locating and doing business on Bainbridge Island. The willingness and ability of that sector to adapt to a sustainable development approach is a crucial factor for the stability and well-being of the entire community. Good development, in a community such as ours, must work within limits and be compatible with the goals of environmental conservation.

ECONOMIC ELEMENT

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ECONOMIC ELEMENT INTRODUCTION

The future economy of Bainbridge Island is linked to the community's *vision* and strategy for dealing with future needs. A healthy, resilient economy, based on our collective future vision of the Island, is a tool for accomplishing larger community *goals* and creating a robust future.

"The *vision* a community has of itself is important to its economy. Each community plays a crucial role in creating for itself an environment that is attractive to and nurturing of new and existing businesses. A vital economy requires adequate *public facilities* (water, sewer, roads, schools, parks, libraries, emergency services and utilities). A community that does all that AND preserves its natural features will have an edge when it comes to improving its economy."

Washington State Department of Commerce

The *Growth Management Act* (GMA) addresses the concerns of "uncoordinated and unplanned growth that potentially pose a threat to the environment, sustainable economic development, and the health, safety and high quality of life enjoyed by residents." An important part of a healthy economy is the quality of the environment.

The Economic Element of the *Comprehensive Plan* is intended to guide the climate for enterprise and commercial exchange on Bainbridge Island and reinforce the overall vision and values of the *Comprehensive Plan* adopted in 1994, and subsequently updated in 2004 and 2016: to steward a sustainable community; to protect the quality of its environment: the water, air and land; and to encourage traditional resource based activities such as agriculture.

FRAMEWORK

NOTE: RECOMMEND THIS WHOLE SECTION FOR DELETION- NO OTHER ELEMENTS HAS THIS TYPE OF SECTION

~~The community seeks to retain and enhance an economy that reinforces Bainbridge Island's diverse character and capitalizes on its assets, including: history and heritage, high educational attainment, diverse skills, artistic creativity, rural quality, agricultural base, natural resources, preserved open spaces, beaches and shorelines, maritime orientation, and proximity to the Seattle metropolitan area and the Kitsap Peninsula.~~

~~These critical elements of our community identity and economy are all susceptible to anticipated changes in our climate, population and the subsequent responses we make with regard to that change. By considering these changes explicitly, we can work to increase the resilience of our economy and thrive in the face of change.~~

~~The intent is to integrate the Economic Element with other parts of the *comprehensive plan* because the economy is intertwined with all aspects of community life. The Economic Element recommends *goals and policies* which recognize the following considerations:~~

~~1. The Island's economic future *should* include enterprises that are diverse by type and scale, under local ownership and control; that offer a variety of employment options; and that support a broad range of income and skill levels.~~

~~Bainbridge Island residents have high incomes relative to the rest of the state and region. See Appendix A — Economic Profile. However, the prospect of functioning solely as an exclusive~~

~~high-income bedroom community is not desirable. The Comprehensive Plan aims to foster diverse residential and business opportunities, as does the Economic Element. Creating a diversity of jobs and affordable housing coupled with provisions for responding to market conditions and encouraging innovative business activity are important economic policy steps for the City's future.~~

~~2. Bainbridge Islanders are enterprising and are establishing small scale businesses which create jobs and grow bigger businesses.~~

~~Over half of Island-based businesses are home-based. National studies indicate that small businesses provide impetus for new business development and job creation. Existing land use codes and City business tax structure are supportive of home-based and small-scale businesses. This support *should* be continued and expanded into a more complete continuum of opportunities for locating and maintaining Island-grown business.~~

~~3. When weighing choices regarding our future economy, the fundamental considerations *should* be the quality of the Island's natural environment and the community's desire to maintain the visual character.~~

~~Bainbridge Island's quality of life is associated with forests and fields, waters and harbors, open space and abundant natural resources, and a thriving town center. These elements of Bainbridge Island will be affected by climate change over the coming decades. Careful stewardship of our land and other resources – the foundation for our invaluable sense of place – will be necessary as we promote and permit new development, both residential and commercial.~~

~~The Economic Element incorporates fifteen *goals* and related *policies* as enumerated below. The order of the *goals* and *policies* does not indicate preference or priority.~~

ECONOMIC VISION 2036

Bainbridge Island has balanced economic development with stewardship of our Island's finite natural resources and the needs of a diverse population. Affordable housing is available for much of the local service sector workforce and improvements in communications infrastructure have enabled more successful local enterprises, including home-based business.

The economy of Bainbridge Island reaps advantages from proximity to the Seattle area and the Kitsap peninsula. The Island is a destination for visitors interested in learning about sustainability and resilient community development. Local employment opportunities are diverse, including small manufacturing, artisanal crafts, high tech, e-commerce, arts, and food. Small retailers are thriving by serving the needs of local residents as well as visitors.

Agriculture is a thriving part of the Island's economy: all City-owned agricultural land is now under cultivation and producing seasonal foods for local consumption. The number of farms on private acreage has increased and is supplementing the local food supply.

Innovative and flexible city programs encourage the real estate market to adapt to trends that favor conservation, efficient use of land and resources, and homes of modest size and price.

Islanders recognize that a sense of community as well as economic value is achieved by

neighborly acts. A robust non-profit sector strengthens social capital, provides services and employment opportunities.

GOALS & POLICIES

DIVERSIFIED ECONOMY

GOAL EC-1

Promote economic vitality, growth and stability.

Bainbridge Island has the opportunity to create a robust, resilient and durable economy by demonstrating early leadership and acknowledging the changes that will affect our economy. Planning for these changes and taking actions that support and encourage a local economy will help reduce community vulnerability to issues such as aging demographics, housing availability, transportation constraints, and climate change.

By providing enterprises that both serve and employ local residents, Bainbridge Island will be better able to withstand fluctuations in the larger regional economy. In addition, people who live and work in their community are available to invest time and money in their families, organizations, and community life. A key to a healthy, stable and vital economy is to create and undertake business opportunities that anticipate and respond to conditions that affect our community. This would include identifying emerging needs and markets so that Bainbridge Island businesses benefit from being on the leading edge of change.

Policy EC 1.1

Develop and maintain regulations that provide support for our community's businesses sectors. ~~These will prepare our strong existing business sectors for change, while encouraging the business community to look for emerging sectors that will be part of responses to change on Bainbridge Island and beyond.~~

Policy EC 1.2

The city *should* embrace diverse and innovative business opportunities compatible with community values and develop programs to make Bainbridge Island an attractive location for those businesses.

Bainbridge Island is affected by regional, national, international and global environmental and economic trends and changes in the physical environment. While we cannot control global economic or environmental conditions we can support the local economy by providing *policy* direction and land use *infrastructure* to allow for and encourage robust economic activities that are prepared for and responsive to change.

Policy EC 1.3

Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of the Island. ~~Adopt~~ Create an Economic Development-vitality Strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

Policy EC 1.4

Support entrepreneurship by providing adequate *land use* designations in keeping with the

character of the Island, while avoiding investment in sectors/activities/*infrastructure* that will not remain viable in the foreseeable future

Policy EC 1.5

In order to provide opportunities for business enterprise, adequate space must be provided for efficient use of existing developed areas near public transportation (e.g. ferry, bus service) growth that recognizes and in order to protect the Island's valued natural amenities, its limits of land and water and the quality of its residential *neighborhoods*.

~~Policy EC 1.6~~

~~Establish, maintain and share with interested parties a data base of indicators of the health of the sectors of the Island's economy.~~ **RECOMMEND DELETION: SIMILAR TO EC 1.3**

~~Policy EC 1.6 1.7~~

~~Coordinate Partner with the business community Chamber of Commerce, the Bainbridge Island Downtown Association, and others to monitor the Island's business climate and make appropriate adjustments to the economic vitality strategy~~

INFRASTRUCTURE

GOAL EC-2

Provide sufficient and resilient infrastructure that is supportive of a healthy economy and environment, particularly telecommunications and electrical reliability.

Policy EC 2.1

Identify long-term *infrastructure* needs that support economic sustainability and are designed to withstand future conditions.

Policy EC 2.2

Support *infrastructure* enhancement to accommodate new information technology and changing conditions.

Policy EC 2.3

Implement infrastructure and technology improvements around *designated centers* to provide enhanced service and to retain and attract business.

Policy EC 2.4

Utilize Local Improvement Districts to spur *infrastructure* development.

SUSTAINABILITY

GOAL EC-3

Promote business practices that protect the Island's natural beauty, and environmental health, and support long-term business success.

Environmental protection is a value expressed in the *guiding principles* that are the foundation of the comprehensive plan. A quality environment ~~promotes~~ incorporates and enhances financial, natural, and social economic capital ~~vitality~~ of the community.

Policy EC 3.1

Encourage the use of *green building* materials and techniques in all types of construction, as well as design approaches that are responsive to changing conditions.

Policy EC 3.2

Help businesses find markets for surplus materials, by-products and waste.

Policy EC 3.3

Encourage local enterprises to participate in programs such as the Kitsap County Waste Wise and Green Community Initiative, which recognize and assist business efforts to protect the environment.

Policy EC 3.4

Encourage public sector solid waste reduction, reuse and recycling.

Policy EC 3.5

Encourage existing and new businesses to become part of a linked cooperative whereby the by-products and waste of one enterprise become the raw materials of another.

Policy EC 3.6

Create opportunities to foster green technology and industries, such as energy, waste and information technology, which have the potential to create local, family wage jobs in our community at the same time we are protecting our natural beauty, environmental and economic health.

CIVIC LIFE

GOAL EC-4

Encourage a broad range of civic activities and organizations.

Non-profit organizations are a source of employment and other economic benefits for Islanders and utilize many local commercial and service providers. Volunteers also provide significant contributions to the local economy. ~~Organizations such as Helpline House, Arts and Humanities Bainbridge, Bainbridge Island Museum of Art, Housing Resources Bainbridge, Bainbridge Island Downtown Association, and the Chamber of Commerce rely largely on volunteer efforts and provide irreplaceable valuable human resources to the community.~~

Policy EC 4.1

Support the non-profit sector of human and social service providers.

Policy EC 4.2

Encourage and recognize individuals, organizations, and businesses that volunteer time and skills to the community.

Policy EC 4.3

Encourage local business groups, educational institutions, and other entities to provide continuing education and skills development.

Policy EC 4.4

Promote Bainbridge Island as a family-friendly community with high quality schools, recreational opportunities and a safe, clean environment.

JOBS/HOUSING BALANCE**GOAL EC-5**

Provide a variety of *affordable housing* choices so that more people who work on Bainbridge Island can live here.

The Housing Element of the *comprehensive plan* provides several options for the development of *affordable housing* on the Island.

Policy EC 5.1

Continue to monitor the progress in implementing the Housing Element and evaluate new ways of providing *affordable housing*.

Policy EC 5.2

In concert with the Housing Element's Goals and Policies, pursue a housing strategy that seeks to accommodate a wide variety of housing options, both in design and affordability, to meet the demands of the full range of the population including service sector employees, retirees, students, artists, farmers and craftspeople.

DEVELOPMENT IN DESIGNATED CENTERS**GOAL EC-6**

As the city's *designated centers* evolve, balance their functions as places of commerce and employment with their roles helping to meet housing needs and provide focal points for civic engagement and cultural enrichment.

Policy EC 6.1

~~Create attractive~~ Enhance the existing *designated centers* that will to help the Island economy prosper and provide a high quality of life, creating ancillary benefits such as decreasing pollution (including *greenhouse gas emissions*), protecting *open space*, and creating local family wage jobs.

Policy EC 6.2

Utilize urban design strategies and approaches to ensure that changes to the built environment are at a locally appropriate scale and enhance the Island's unique attributes, in recognition of the economic value of "sense of place."

Policy EC 6.3

Develop urban design strategies to ensure that the built environment is appropriate for present and future conditions, including the impacts of *climate change*.

Policy EC 6.4

Ensure the efficient flow of people, goods, services, and information in and throughout the Island with infrastructure investments, particularly within and connecting to designated centers, to anticipate the needs of the Island's businesses.

Policy EC 6.5

Promote emerging business sectors such as artisanal and ~~craft~~ small-scale producers, including ~~specialty~~ craft food and beverages, as well as low-impact, specialty manufacturing, including software, electronics and green technology.

Policy EC 6.6

Preserve and enhance activities that feature Bainbridge Island's history of maritime, agricultural and artistic enterprises.

Policy EC 6.7

Monitor parking requirements in the *designated centers* and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of multi-modal transportation options, reduce dependence on automobiles and improve our local environment.

PUBLIC/PRIVATE PARTNERSHIPS

GOAL EC-7

Partner with local businesses and business associations on programs and projects to diversify and grow the City's economic make-up, reduce sales leakage, attract spending by visitors, enhance local employment, and increase municipal tax revenues to support local services.

Policy EC 7.1

Leverage technology assets, such as existing fiber connections, to support technology- based businesses and potentially to pursue new revenue streams.

Policy EC 7.2

Focus "buy local" community marketing on consumer spending segments in which there is significant "leakage" and also a strong possibility of recapturing spending.

Policy EC 7.3

Support and enhance social, cultural, artistic, nature based recreational and other learning activities for residents, workers and visitors.

Policy EC 7.4

Integrate programs and activities related to economic prosperity with objectives related to environmental sustainability, social and political equity, climate change adaptation and cultural engagement.

Policy EC 7.5

Continue to support and enhance the arts/culture sector and the visitors that arts and cultural events attract.

Policy EC 7.6

Support and enhance the role of the *craft food and beverage* industry as attractions for residents and visitors alike.

Policy EC 7.7

Support and enhance recreational, nature-based, and other outdoor events that attract visitors.

Policy EC 7.8

Support and make Bainbridge Island a model community for *climate change* preparedness and sustainability practices that ensure long-term business viability while attracting and protecting visitors, businesses and residents.

Policy EC 7.9

Support and enhance our waterfront, including docks and maritime services that attract visitors and residents.

Policy EC 7.10

Provide an efficient, timely and predictable regulatory environment within the framework of a strong customer service approach.

Policy EC 7.11

Encourage the private, public, and non- profit sectors to incorporate environmental and social responsibility into their practices.

RETAIL AND SERVICES

GOAL EC-8

Maintain and enhance Winslow as the commercial hub of Bainbridge Island. Position the Neighborhood Centers to provide the opportunities for smaller-scale commercial and service activity.

Policy EC 8.1

Reinforce Winslow as the mixed-use center for commerce and exchange by fully implementing the Winslow Master Plan.

Policy EC 8.2

Develop Neighborhood Centers ~~should be developed~~ at higher residential *densities*, as recommended in the Land Use Element, in order to attract a variety of small-scale retail and service providers.

SERVICES SECTOR**GOAL EC-9**

Grow a healthy service sector to increase employment opportunities, enhance local revenues, and meet emerging needs of the Island's changing demographics.

Policy EC 9.1

Increase availability of housing to enable service sector employees to live on the Island.

Policy EC 9.2

Increase access to transportation options that better enable service sector employees who live off-Island to work on-Island.

Policy EC 9.3

Promote an emerging professional services sector that recognizes the Island's linkage to the Seattle job market for managerial jobs and information-based industries.

Policy EC 9.4

Promote on-Island access to healthcare facilities and medical services, particularly those addressing the needs of the Island's increasing older population.

BUILDING DESIGN AND CONSTRUCTION SECTOR**GOAL EC-10**

Support building design and construction industries to increase employment opportunities, enhance local revenues, and help ensure a built environment that responds to and reflects the Island's Vision and Guiding Principles.

The professions and trades involved in design, construction, furnishing, renovation and marketing of commercial and residential real estate constitute a large and very important sector of the Island's economy. Productivity and profits within that sector are crucial factors in the stability and well-being of the entire community. ~~The built environment is no less important than our natural resources in defining Bainbridge Island as a unique and attractive place.~~ Good development, in a community such as ours, must work within limits and be compatible with the goals of environmental conservation.

Policy EC 10.1

Make the City's development permit and code enforcement action process timely, fair and predictable.

Policy EC 10.2

Partner with Island architects, landscape architects, builders and related construction professionals to draft development standards and practices that incorporate green building practices and context-sensitive design.

TOURISM

GOAL EC-11

Tourism is a key sector of the Island's economy and needs to be supported. Bainbridge Island provides unique opportunities for visitors to experience internationally recognized gardens, cultural centers, parks, and recreational events.

Policy EC 11.1

Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor.

Encourage visitors on foot and bicycle ~~should be encouraged. Encourage~~ and support public transit and shuttle services.

Policy EC 11.2

The predominant focus of downtown Winslow ~~should be~~ is to serve the commercial and social needs of Island residents. A lively, *pedestrian-oriented* town center that provides a mix of commercial and *residential* ~~uses is~~ creates a potential tourist destination.

Policy EC 11.3

Support the Island as a visitor destination by preserving and enhancing the unique qualities of our community.

Policy EC 11.4

Encourage multiple-day stays and participation in selected Island events and destinations by off-Island visitors.

Policy EC 11.5

Encourage bed and breakfasts and other creative tourist accommodations.

Policy EC 11.6

Monitor the Island's short-term rentals to gauge their impact on the community.

ARTS

GOAL EC-12

Continue to promote the arts as a significant component of the Bainbridge Island economy.

Policy EC 12.1

Encourage and support the creative and economic contribution of the arts by implementing the *goals* and *policies* of the Cultural Element.

Policy EC 12.2

Promote the arts community within the ~~northwest~~ region as an economic asset of the Island.

HOME-BASED BUSINESSES

GOAL EC-13

Foster home-based businesses as a key to a present and future vital economy.

Nearly half of all businesses licensed on Bainbridge Island are reported as home-based. Bainbridge Island allows home-based businesses in all zones, and 16.3% of the Island workforce works from home. Home-based businesses are divided into two categories: minor and major home occupations.

Policy EC 13.1

Continue Apply performance standards to harmonize limit impacts of home-based businesses in residential neighborhoods. Home-based business that do not meet performance standards may qualify as a major home occupation and will require a conditional use permit.

Policy EC 13.2

Support home-based businesses through business licensing and other City programs.

AGRICULTURE

GOAL EC-14

Recognize that farming is a part of the Island's heritage and contributes to the island's economy.

The Environmental and Land Use Elements contains several *goals* and *policies* intended to sustain and enhance agriculture.

Policy EC 14.1

Support the market for Island-grown agriculture products by:

- Recognizing and supporting the Bainbridge Island Farmers' Market, including permanently dedicating space for the market and enhancing the market area.
- Allowing and promoting roadside stands that sell Island-grown products.
- Promoting and supporting Community Supported Agriculture (CSA).
- Encouraging the development of value-added processing facilities that can be shared by many farmers.
- Encouraging food crops to be planted on public land.

Policy EC 14.2

Support a program that helps working farms through educational, historic, farm stay and tourist visits.

Policy EC 14.3

Support working farms through the creation and sale of locally-constituted, high-grade compost to maintain the fertility of Island soils.

BUSINESS/INDUSTRIAL**GOAL EC-15**

The Business/Industrial (B/I) land use designation should provide space for job creating enterprises. Island based businesses provide the possibility of living and working in the community. It is the purpose of the B/I land use designations to provide opportunities for light industrial and other non-retail activities. The City should be prepared to respond to a changing marketplace and the business opportunities perceived by its citizens, when those opportunities require pre- existing infrastructure and well-designed accommodations in order to flourish.

Policy EC 15.1

Promote manufacturing and business/industrial employment as an important source of family wage jobs on Bainbridge Island.

Policy EC 15.2

New Business/Industrial (B/I) *land use* designations ~~shall~~ will be considered based on the following:

- Proximity to existing B/I.
- The total amount of and expected need for B/I-zoned land.
- Compliance with all *policies* in the Land Use Element.
- Reasonable proximity to SR 305.
- Availability of public sewer and water, *or* whether permitted uses might safely use wells and septic systems or other alternative systems that are approved by the Kitsap Public Health District.
- Consideration of pollution and *aquifer recharge* concerns.
- Adjacency to non-residential *land uses*.
- Minimal impact to residential *land uses*, *neighborhoods* and *open space*/conservancy and agriculture areas.

Policy EC 15.3

Conform Business/Industrial development ~~shall conform~~ to all Business/Industrial performance standards, the requirements of Site Plan and Design Review, and applicable design guidelines.

ECONOMIC IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

EC Action #1 Adopt and maintain an Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island

Policy EC 1.3

Coordinate with local business groups to track commercial activity, identify trends and assess the economic health of the Island. Adopt Create an Economic-vitality Development Strategy to identify creative and appropriate ways for the City to encourage and stimulate business activity.

Policy EC 1.7

Coordinate Partner with the business community Chamber of Commerce, the Bainbridge Island Downtown Association and others to monitor the Island's business climate and make appropriate adjustments to the economic vitality strategy.

MEDIUM PRIORITY ACTIONS

EC Action #2 Continue efforts to promote and support agriculture as a component of the Island's economy, landscape and culture.

Policy EC 14.1

Support the market for Island-grown agriculture products by:

- Recognizing and supporting the Bainbridge Island Farmers' Market, including permanently dedicating space for the market and enhancing the market area.
- Allowing and promoting roadside stands that sell Island-grown products.
- Promoting and supporting Community Supported Agriculture (CSA).
- Encouraging the development of value-added processing facilities that can be shared by many farmers.
- Encouraging food crops to be planted on public land.

EC Action #3 Identify capital projects and streetscape standards to enhance non-motorized mobility within Winslow and connecting to shoreline activities.

Policy EC 11.1

Improve pedestrian links between the ferry terminal, downtown Winslow, and the harbor. Encourage visitors on foot and bicycle ~~should be encouraged. Encourage~~ and support public transit and shuttles.

OTHER PRIORITY ACTIONS

EC Action #4 Assure that adequate parking is available to support businesses.

Policy EC 6.7

Monitor parking requirements in the *designated centers* and revise them as needed to encourage business development, while reasonably accommodating parking demand. This should be done in concert with efforts to increase use of multi-modal transportation options, reduce dependence on automobiles and improve our local environment.

**CITY COUNCIL COMPREHENSIVE PLAN
ADDITIONAL COMMENTS ON ENVIRONMENTAL ELEMENT
FOLLOWING OCTOBER 25, 2016 MEETING**

Medina

1. EN 5.1. Add the word "habitat" so that it reads "wildlife habitat networks".

Peltier

Please include new proposed policy

.5-EN. Policy for the use of Substantive SEPA authority per WAC 197-11-660

Substantive authority and mitigation.

I move the City's SEPA Administrator shall use substantive SEPA authority on all possible land use permit applications to ensure that the policies of this Comprehensive Plan are implemented in all land use permit decisions.

1-EN. Proposed revision to EN 1.1 on page EN-2

Policy EN 1.1 (as it appears in the draft)

A primary goal of the *Comprehensive Plan* is protecting the Island's natural environment; ~~When making land use decisions implement this goal. seriously consider the overall goal of the Comprehensive Plan in protecting the Island's natural environment.~~

Policy EN 1.1 (showing proposed revisions)

~~A primary goal of the Comprehensive Plan is protecting~~ Protection of the Island's natural environment ~~is a primary goal of the Comprehensive Plan.~~ When making land use decisions, ~~implement this goal.~~ City Staff and Administrators shall seriously consider the overall goal of the Comprehensive Plan in protecting the Island's natural environment.

Note: As drafted, EN 1.1 assumes that land use decisions implement the goal of protecting the Island's natural environment. They may or may not. In truth, land use decisions might implement the Comprehensive Plan in protecting the Island's natural environment IF those making the decisions seriously consider the overall goal of the Comprehensive Plan in protecting the Island's natural environment.

Please withdraw the following proposed revision from consideration:

2-EN. Proposed Revisions to Policy EN 1.4

Policy EN 1.4

Maintain and enhance natural systems and protect wildlife, fish resources and open spaces through land use plans and development patterns ~~including~~ that include tree retention and planting.

3-EN. Proposed revision of GOAL EN-2

GOAL EN-2 (showing proposed revisions)

Encourage sustainability in City Government **operations including the siting of capital facilities.**

Please withdraw the following proposed revision from consideration:

4-EN. Proposed revision to Policy EN 8.5

Policy EN 8.5 (as it appears in the draft)

Allow clearing, grading or filling on sloped areas containing *landslide hazard areas* and *erosion hazard areas* ~~shall only be allowed~~ only when other alternatives are not feasible. Such activity ~~should be~~ is limited to the dry period of the year.

Policy EN 8.5 (showing proposed revisions)

Allow clearing, grading or filling on sloped areas containing *landslide hazard* and *erosion hazard areas* only when other alternatives are not feasible **and when it will not destabilize those areas.** Such Activity ~~should be~~ is limited to the dry period of the year.

5-EN. Proposed revision to Policy EN 10.4

Policy EN 10.3

~~Encourage~~ **Create a more robust and transparent review process that promotes** the retention of existing trees and vegetation and the planting of new trees and vegetation that provides natural filtration of suspended particulate matter, removes carbon dioxide and improves air quality.

6-EN. Proposed revision of Policy EN 10.4

Policy EN 10.4 (showing proposed revisions)

~~Address~~ **Evaluate and address** the impacts of new development on air quality as a part of the environmental review process and require mitigation when appropriate. **Include consideration of tree and vegetation loss, the generation of additional motor vehicle trips, and impacts to air quality during construction.**

7-EN. Proposed new Policy under AIR QUALITY, GOAL EN-10: Regulate leaf blowers and other landscape maintenance gas operated equipment to **reduce or eliminate air quality impacts to neighboring properties.**

8-EN. Consider new Policy under AIR QUALITY, GOAL EN-10 pertaining to emissions by heavy equipment on construction sites

Policy EN ??

Consider measures to reduce the impacts of emissions from heavy equipment on neighboring properties during construction projects.

Please withdraw the following proposed revision from consideration:

9-EN. Highlighted Policy EN 10.2. (include in Transportation Element)

Policy EN 10.2

Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

10-EN. Revisions to Policy EN 10.9

Policy EN 10.9

Encourage the retrofit or **Require the** replacement of non-certified wood stoves with certified appliances.

Note: can we legally require this?

Please withdraw the following proposed revision from consideration:

11-EN. Proposed revision of GOAL EN-11

GOAL EN-11 (as it appears in the draft)

Promote the reduction of **cumulative** invasive noise impacts.

GOAL EN-11 (showing proposed revisions)

Promote the reduction of **cumulative and** invasive noise impacts.

12-EN. Proposed new Policy under **Noise**, GOAL EN-11

Consider regulations to reduce or eliminate the invasive noise impacts from leaf blowers and other gas operated landscape maintenance equipment.

ENVIRONMENTAL ELEMENT

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ENVIRONMENTAL INTRODUCTION

This element addresses the natural environment of Bainbridge Island. The Environmental Element includes *goals* and *policies* for all lands considered *critical areas* under the *Growth Management Act* (GMA), such as *wetlands*, *streams*, *aquifer recharge areas*, *fish and wildlife habitat*, *frequently flooded areas* and *geologically hazardous areas*.

This element also addresses natural resources such as forests, *agricultural lands* and *mineral resources* and provides *goals* and *policies* concerning air quality and the retention and development of the *Greenways* trails and *open space* systems.

Preserving and protecting the environmental resources and natural amenities of the Island is an important component for the vision of our city. Bainbridge Island contains interconnected forests, meadows, *wetlands* and *stream* systems, and saltwater shorelines, all of which provide wildlife habitat and scenic value, and some of which are protected as public parkland. The Island also contains *agricultural lands* and land areas that are sensitive due to geological conditions, slope and/or soil types.

As our Island grows and develops continued protection of varied *open space* areas and environmentally sensitive landscape is necessary to maintain the quality of life that is currently enjoyed on Bainbridge Island. Additionally, the unpredictable cumulative impacts of *climate change* in our region justify appeals to the *precautionary principle*. *Climate change* may require that the areas we protect and approaches we use to achieve our *goals* and *policies* will change.

Citizens of Bainbridge Island enjoy and value the Island's natural environment. The public parklands, *open spaces*, and other natural areas contribute to the quality of life on the Island. The 2013 and 2014 National Citizen Surveys indicate that the citizens' support for preservation of *environmentally sensitive areas* and *agricultural lands* remains is high. It also indicates that the community is supportive of providing pedestrian and bicycle trails and increased public access to shorelines.

Understanding the functions of the Island's valuable natural systems and what types of activities may impact these functions now and in the future as conditions change, is key to protecting these lands and natural resource areas. Retaining the viability and ecological functions of our natural systems and protecting those areas that are sensitive to development is paramount to maintaining a healthy natural environment and a high quality of life.

The goals and policies of the Environmental Element attempt to guide future action such that the quality of the Island's natural environment is protected and maintained and when possible, restored and improved. Future actions will incorporate the *best available science* as required by RCW 36.70A.172.

ENVIRONMENTAL VISION 2036

It is well understood that the integrity of our environment – the foundation of our quality of life – sets limits on the growth of our population and our economic life. We have faced some distressing events within the changing natural order and have survived as a stronger community.

A culture of stewardship has preserved and even improved the varied landscapes, forests and views that contribute so much to the sense of place that is valued here. Monitoring and regulation of the impacts of human activities on the Island's natural resources has been successful in maintaining their resilience. Public policies and many initiatives of citizens and businesses have been proactive in response to the anticipated effects of climate change, such as sea level rise, adapting where necessary and mitigating impacts to the extent possible.

GOALS & POLICIES

ENVIRONMENT

GOAL EN-1

Preserve and enhance Bainbridge Island's natural systems, natural beauty and environmental quality.

Policy EN 1.1

A primary goal of the *Comprehensive Plan* is protecting the Island's natural environment. When making land use decisions implement this goal. seriously consider the overall goal of the *Comprehensive Plan* in protecting the Island's natural environment.

Policy EN 1.2

Taking into account the present and future need to reduce the potential for personal injury, loss of life, or property damage due to flooding, erosion, landslides, seismic events, *climate change* or soil subsidence, properties adjoining or adjacent to *critical areas* must be developed in observance of the following principles in descending order:

- Avoid the impact if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.
- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Critical areas are identified in order to flag concerns during the review process and to make applicants aware of potential hazards or areas where development may be constrained. Compatible development will be allowed which avoids designated *critical areas*, minimizes the impact or mitigates potential problems through engineering, siting or design. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 1.3

Protect and enhance the natural systems and environmental quality of Bainbridge Island by continuing to build cooperative relationships between the City, citizens, landowners and other public, non-profit and private organizations.

Policy EN 1.4

~~Land use plans and development patterns should to the extent possible~~ Maintain and enhance natural systems and protect wildlife, fish resources and *open spaces* through *land use* plans and development patterns including tree retention and planting.

Policy EN 1.5

Create and maintain overlay maps that show the location of *agricultural lands*, critical *aquifer recharge areas*, *geologically hazardous areas*, floodplains, *streams*, *wetlands* and *fish and wildlife habitat*. ~~Additionally, the City shall utilize~~ Integrate the maps from the Bainbridge Island Climate Impact Assessment (2016).

Policy EN 1.6

Use the City's Shoreline Management Master Program to address and protect marine fish and marine shoreline habitat.

Policy EN 1.7

To protect the Island's ecosystems, prohibit the use of *neonicotinoid* pesticides.

Policy EN 1.8

Consider the potential impacts of *climate change* and its impacts in all decisions related to natural systems and environmental quality.

GOAL EN-2

Encourage sustainability in City Government operations.

Policy EN 2.1

In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend. This ~~shall includes~~ recognizing and preparing for the impacts of *climate change*.

Policy EN 2.2

Seek to minimize the quantity and toxicity of materials used and waste generated for City facilities and operations through reduction, reuse and recycling. Use products made from recycled materials when available.

Policy EN 2.3

~~Where feasible,~~ Use new technologies to reduce environmental impacts such as solar panels, electric and hybrid vehicles, high-efficiency lights and heating systems.

Policy EN 2.4

~~The City shall follow~~ Utilize integrated pest management practices.

Goal EN-3

Consider the impact on *critical areas* whenever land is subdivided.

Policy EN 3.1

~~The Design of lots shall be based on to protecting natural systems and avoiding or minimizing~~ impact to *critical areas*. In order to protect *critical areas*, the full *density* permitted under the zoning ordinance might not be achieved.

Policy EN 3.2

~~The Use of~~ *Transfer of Development Rights (TDRs) and Purchase of Development Rights (PDRs)* to protect critical areas ~~should be explored.~~

Policy EN 3.3

Include in any lot created by *subdivision* of land ~~shall include~~ sufficient area to accommodate a building site outside of a *critical area* and its buffers.

Goal EN-4

Encourage sustainable development that maintains diversity of healthy, functioning ecosystems that are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1

~~Planning and land development should~~ Employ conservation design methods and principles such as *low impact development* techniques for managing storm and waste water, *green building* materials, high-efficiency heating and lighting systems.

Policy EN 4.2

Create a program with effective mechanisms intended to offset development impacts to the Island's ecosystems.

FISH AND WILDLIFE

GOAL EN-5

Protect and enhance wildlife, fish resources and ecosystems.

Policy EN 5.1

The protection and enhancement of *fish and wildlife habitat* and wildlife networks-corridors, including Tribal Usual and Accustomed fishing areas, ~~are shall be an~~ integral components of the *land use* planning process.

Policy EN 5.2

The identification of *fish and wildlife habitat* ~~shall be is~~ based on an a current evaluation of the species of wildlife on the Island and the habitat requirements of these species now and in the future.

Policy EN 5.3

The protection and enhancement of mature trees, and fish and wildlife habitat shall be among the are important criteria used when evaluating the preservation of *open space* as part of development techniques such as clustering, *flexible lot design subdivisions* and *transfer of development rights* (TDRs).

Policy EN 5.4

Protect *fish and wildlife habitat* and limit fragmentation of habitat that physically and genetically isolates fish and wildlife populations by identifying an interconnected system of corridors that will provide continuous links east to west and north to south connecting larger tracts that are important habitat ~~identified as critical habitat~~.

Policy EN 5.5

Protect *wetlands* and riparian areas.

Policy EN 5.6

Undertake appropriate, adequate and timely actions to protect and recover state priority species, species listed under the federal *Endangered Species* Act, local species of concern and their habitats located within the City to 1) avoid *local extirpation* of such species from the lands or fresh waters or nearshore of the City and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state and other local agencies.

Policy EN 5.7

Work closely with Tribes, local conservation organizations and the Washington State Department of Fish and Wildlife (the agency with expertise to “preserve, protect, and perpetuate” wildlife resources of the state) in matters involving wildlife including identifying “priority *fish and wildlife habitat*.”

Policy EN 5.8

Develop in coordination with the Department of Fish and Wildlife, the Bainbridge Island Metropolitan Park and Recreation District and the Bainbridge Island Land Trust a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that will help protect and enhance wildlife habitat.

Policy EN 5.9

Consider *climate change* and its impacts in all decisions related to wildlife, fish resources and natural systems.

FREQUENTLY FLOODED AREAS

Regulation of *frequently flooded areas* is important for property and habitat protection. Floodplains are valuable natural resource areas that play a major role in the function of ecosystems. Floods are a natural process where rising water inundates otherwise dry land. Floodplains provide storage for floodwaters which reduces downstream erosion and improves downstream water quality. Floodplains allow infiltration for *aquifer recharge* and provide important habitat necessary for the survival of many invertebrate, fish and wildlife species. Flood courses can change naturally over time. As impervious development covers more land surface and encroaches on floodplains, damage increases to both the built and natural environments.

The Federal Emergency Management Agency (FEMA) has designated frequently flooded areas as areas that have a 1% or greater chance of flooding in any given year. Also known as the 100-year flood, this level was chosen to manage flooding as a compromise between an economic use of the land and an understanding of the natural benefits of flooding. *Frequently flooded areas are Critical Areas.*

GOAL EN-6

Protect the natural functions of frequently flooded areas.

Policy EN 6.1

Minimize public and private losses due to flood conditions by limiting development in *frequently flooded areas* as shown on the Flood Insurance Rate Maps. Educate property owners and residents in proximity to *frequently flooded areas* about vulnerability over time.

Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of frequently flooded areas. The Flood Insurance Rate Maps adopted by the City were originally produced in 1975 and updated in 1977. ~~Flood hazard maps should and need to be kept current.~~

Policy EN 6.2

Limit the alteration of natural floodplains, *stream* channels and natural protective barriers that help accommodate, dissipate, or channel floodwaters.

Policy EN 6.3

Emphasize nonstructural methods such as setbacks and vegetation, to prevent or minimize flood damage.

Policy EN 6.4

Locate public facilities such as sewer and water lines ~~should be located~~ outside of frequently flooded areas and with consideration of future sea level rise in order to minimize damage to both the *public facility* and the natural environment. *Public facilities* may be located within *frequently flooded areas* only if no environmentally preferable alternative exists to mitigate environmental concerns. Additional development is not encouraged in *frequently flooded areas*.

SEA LEVEL RISE**GOAL EN-7**

Anticipate and prepare for the consequences of sea level rise.

Sea level rise may happen as the result of natural or human activity such as geologic subduction or *climate change*. Here in the Puget Sound we experience the effects of both the geologic and climatological forces. Cumulative sea level rise has serious implications for the shorelines and lowland areas of the Island such as beach and bluff erosion and loss of intertidal zones. These areas serve such purposes as nursery habitat, feeding grounds for fish and fowl, stormwater collection and water filtration.

Policy EN 7.1

Consider the implications of sea level rise in all relevant decision-making by using regional sea level rise projections and shoreline instability maps (as provided by the WA Department of Ecology and utilized and interpreted with the Bainbridge Island Climate Impact Assessment).

Policy EN 7.2

Coordinate with Tribal, Federal, State and local agencies to address issues related to sea level rise.

GEOLOGICALLY HAZARDOUS AREAS**GOAL-EN-8**

Protect *landslide hazard areas* and *erosion hazard areas* from the impacts of use and development for the protection of public safety, property and the environment.

Policy EN 8.1

~~Avoid land uses on landslide hazard areas and erosion hazard areas should be avoided.~~ If the hazard caused by development can be mitigated, then ~~design land use should be designed~~ to prevent damage to persons or property and environmental degradation and to preserve and enhance existing vegetation to the maximum extent possible.

Policy EN 8.2

As the degree of slope increases, decrease development intensity, site coverage, and vegetation removal ~~should decrease~~ to mitigate problems of drainage, erosion, siltation and landslides.

Policy EN 8.3

In order to protect *landslide and erosion hazard areas* from damage during construction and from intrusion following construction, an analysis by a geotechnical engineer and a certified arborist may be required.

Policy EN 8.4

Construct roads, driveways and utility corridors ~~should be constructed~~ to preserve the integrity of the existing land forms, drainage ways, and natural systems minimizing impact to the *landslide and erosion hazard areas*. Utilize common access drives and utility corridors ~~should be utilized~~ where feasible.

Policy EN 8.5

Allow clearing, grading or filling on sloped areas containing *landslide hazard areas and erosion hazard areas* ~~shall only be allowed~~ only when other alternatives are not feasible. Such activity ~~should be~~ is limited to the dry period of the year.

Policy EN 8.6

Any alteration of a *landslide hazard area* or *erosion hazard area* may not increase the rate of surface water discharge or sedimentation and may not decrease slope stability on adjacent property. Landscape the altered area ~~shall be landscaped~~ to provide erosion control.

GOAL EN-9

Identify and map areas that are at risk due to seismic activity and regulate activities in these areas for public safety and property protection.

Policy EN 9.1

Consider the best available science ~~shall be considered~~ in mapping these high-risk areas and in regulating and permitting *land use* activities in areas that have a heightened risk from earthquakes such as liquefaction areas and fault rupture zones, tsunami or other geological hazards.

Policy EN 9.2

Consider tsunami hazards in regulating *land use* activities on Bainbridge Island.

Policy EN 9.3

Consider seismic activity and the potential for earthquake-induced landslides ~~should be considered~~ in the determination of *geologically hazardous areas*. Areas that are stable under normal conditions can become landslides during earthquake events.

Policy EN 9.4

The City should Provide information and educational opportunities to the citizens of Bainbridge Island on the hazards posed by seismic events.

AIR QUALITY**GOAL EN-10**

Protect and promote clean air.

Policy EN 10.1

These policies address the need for clean air to protect the Island's residents and ecosystems, under current and future climatological conditions. For example, increasing regional air temperatures are increasing air pollution components such as ground level ozone and smog.

Policy EN 10.2

Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

Policy EN 10.3

Encourage the retention of existing trees and vegetation and the planting of new trees and vegetation that provides natural filtration of suspended particulate matter, removes carbon dioxide and improves air quality.

Policy EN 10.4

~~Consider~~ **Address** the impacts of new development on air quality as a part of the environmental review process and require mitigation when appropriate.

Policy EN 10.5

Cooperate with the Puget Sound Clean Air Agency in providing information to the community about available and innovative emission controls for residential, commercial, vehicular and light industrial use.

Policy EN 10.6

~~Strive to~~ **Ensure** beneficial indoor air quality in all renovations and new construction of City-owned facilities and promote design choices that enhance beneficial indoor air quality in private construction.

Policy EN 10.7

Reduce the quantity of airborne particulates through regulations for dust abatement of construction sites and street sweeping programs in areas with concentrations of both vehicular and pedestrian traffic.

Policy EN 10.8

Maintain nuisance regulations to minimize offensive odors generated by commercial or industrial uses in proximity to *residential uses*.

Policy EN 10.9

Encourage the retrofit or replacement of non-certified wood stoves with certified appliances.

Policy EN 10.10

Transportation and energy production diminish air quality when power is produced with fossil fuel combustion. ~~therefore to~~ Maintain and improve Island air quality, ~~the City should consider and by promoting~~ the development of carbon free *infrastructure*.

NOISE**GOAL EN-11**

Promote the reduction of ~~cumulative~~ invasive noise impacts.

Policy EN 11.1

Review the effectiveness of current noise standards and modify these standards as necessary to ensure acceptable noise levels.

Policy EN 11.2

Promote actions such as equipment modifications and operational requirements that reduce noise from transportation modes, construction sites, industrial uses and commercial business establishments.

Policy EN 11.3

~~The City should~~ Work with the Federal Aviation Administration to design flight paths and schedules that minimize the airplane noise over Bainbridge Island.

GREENHOUSE GASES**GOAL EN-12**

Reduce *greenhouse gas* emissions through compliance with federal, state and regional policies while developing local strategies to reduce emissions further.

Policy EN 12.1

Support and implement climate pledges and commitments undertaken by the City and other multi-jurisdictional efforts to reduce *greenhouse gas* emissions, address *climate change*, sea-level rise, ocean acidification and other impacts of changing global conditions.

Policy EN 12.2

Facilitate the improvement and convenience of low carbon mass transit and increased car-sharing, cycling, walking and the development of alternative vehicle infrastructure (e.g., charging stations) to reduce *greenhouse gas* emissions.

Policy EN 12.3

Strive for reduced *greenhouse gas* emissions through coordinated *land use* and transportation planning and management including assessment and mitigation for air quality impacts.

Policy EN 12.4

Establish benchmarks, metrics and targets for reduction of *greenhouse gas* emissions, assess current conditions and progress in reducing *greenhouse gas* emissions from municipal, commercial, residential and transportation-related land uses, projects and programs.

Policy EN 12.5

Promote energy conservation measures by all government entities including:

- Retrofitting offices, shops and garages with high-efficiency lighting;
- Converting vehicles to hybrid fuel vehicles as replacement or new vehicles are acquired;
- Converting traffic signals and lighting to LED; and
- Adopting incentive programs and design standards that encourage the employment of renewable energy sources and energy efficient appliances on the Island.

Policy EN 12.6

Promote the installation of residential solar panels and the adoption of other energy saving technologies such as LED lights, heat pumps and insulation.

DARK SKIES**Goal EN-13**

Preserve and enhance the view of the dark sky by controlling glare and light trespass.

Policy EN 13.1

Enforce *development regulations* that provide standards for appropriate lighting practices and systems that will curtail the degradation of the nighttime visual environment.

INVASIVE SPECIES**Goal EN-14**

Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies and organizations to develop and maintain a plan to remove and control invasive plant and animal species, as well as prepare for vulnerability to future invasive plant and animal species resulting from climate change and international commerce.

Policy EN 14.1

Coordinate with public agencies and nonprofit organizations to remove-control and where feasible, eradicate invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to remove-and control and where feasible, eradicate invasive plant species on private property.

Policy EN 14.3

Tree clearing permits may require a surety bond for larger-scale tree clearing to cover the costs of invasive species removal in the eventuality that land is not properly managed and result in invasive weed infestation.

AGRICULTURAL LANDS

NOTE: Consider deleting this introductory section

~~The protection and support of existing farms and the preservation of prime agricultural lands and farms of local significance are important goals of the residents of Bainbridge Island. Agricultural lands provide open space, habitat, groundwater recharge, local food production with fewer transportation impacts and cultural value. Their protection can augment sustainability goals.~~

~~Farming on the Island provides economic, social, aesthetic and nutritional benefit to the community. Equally important, protection of *agricultural lands* will enhance the cultural and economic diversity and help retain the Island's rural character. *Open space* dedicated to agriculture also conserves environmental resources.~~

~~Farm operations on the Island are unique. 40 small *farms* ranging in size from 1 acre to 40+ acres, are mostly dispersed throughout the Island with some clustering in a few locations. The specialty, high-intensity, small *farms* will continue to be an important adjunct to farming in the future.~~

~~The City currently owns sixty acres of public farmland managed under contract by a non-profit organization. That organization also works with private landowners, seeking ways to increase the amount of land used for food production, and to conserve the land for agricultural uses over the long term. In order to preserve public farmland, the City is designating its public farmland properties as *Agricultural Resource Land (ARL)*. Other non-profits are also involved in promoting agriculture on Bainbridge.~~

~~Agriculture is a vulnerable enterprise in any rapidly growing area. As land values continue to rise the economic viability of farms on Bainbridge Island depends on the farmers' industry and ingenuity and on public policies that provide incentives and tax relief.~~

GOAL EN-1519

Conserve and protect the Island's existing agricultural uses and increase the acreage of permanently protected and productive farmland by using preservation methods including incentive-based programs.

Policy EN 15.1 19.1

Provide owners of farms ~~should have~~ the option of participating in the *transfer of development rights (TDRs)/purchase of development rights (PDRs)* program.

Policy EN 15.2 19.2

Inventory land currently used and/or potentially available for agriculture, including community gardens.

Creating a specific area or areas for future *agricultural operations* aims to limit conflicts with *residential uses* and would provide an opportunity for *farm* operations within the area to share resources such as *farm* equipment, processing facilities, retail sales area and road access.

Policy EN 15.3 ~~19.3~~

Where land that had historically been used for agriculture is being subdivided for residential development, a portion *should* be reserved for agricultural use or community gardens. Existing traditional *agricultural lands should* be included in the *open space* of clustered development.

Policy EN 15.4 ~~19.4~~

Develop a procedure to allow other public and private property owners to designate their properties *Agricultural Resource Land*.

Policy EN 15.5 ~~19.5~~

Utilize the Floor Area Ratio (FAR) Farmland/Agriculture fund for viable farmland preservation projects.

Policy EN 15.6 ~~19.6~~

Prioritize food production on public farmland to address long-term food security for Island residents.

Policy EN 15.7 ~~19.7~~

Encourage the use of native and/or regionally produced edible plants for use in required landscape and roadside vegetation buffers.

Policy EN 15.8 ~~19.8~~

Ensure protection of the Island's *aquifers* and streams by promoting agricultural uses that are not water intensive, and agriculture practices that protect water quality.

Policy EN 15.9 ~~19.9~~

Work with the Conservation District and nonprofits to encourage farming that accounts for changing Island conditions with regard to hydrology, temperature and other climatologically influenced factors. Select Promote crops and commodities that are adapted to future conditions and do not rely on chemical amendments that may adversely impact future water availability.

GOAL EN-16 ~~20~~

Minimize conflict between agricultural and non-agricultural uses.

Policy EN 16.1 ~~20.1~~

Design and locate development adjacent to areas designated or registered as agricultural land ~~should be designed and located so as~~ to avoid or minimize potential conflicts with agricultural activities.

Policy EN 16.2 ~~20.2~~

Require notification on all plats, development permits and building permits of the existence of any registered agricultural lands within 300 feet of the development.

Policy EN 16.3 ~~20.3~~

Maintain the Right to Farm Ordinance.

Policy EN 16.4 ~~20.4~~

Cooperate with the Kitsap Conservation District to promote use of Best Management Practices.

GOAL EN-17 ~~21~~

Encourage and support farming as an economically viable option for *land use* and as a means to providing diversity of lifestyle.

Policy EN 17.1 ~~21.1~~

Encourage small-scale farming ~~should be encouraged~~.

Policy EN 17.2 ~~21.2~~

The City should Work with the Kitsap County Assessor's office to educate the farming community about the availability of the Tax Reduction Program.

Policy EN 17.3 ~~21.3~~

Elevate and encourage public appreciation and awareness of *farms* by allowing tours of *farms* and farming facilities.

Policy EN 17.4 ~~21.4~~

Permit the production, processing and marketing of *farm* products from Island *farms*.

Policy EN 17.5 ~~21.5~~

Support the Farmers' Market and promote the sale of local *farm* products in other locations.

Policy EN 17.6 ~~21.6~~

Minimize the parking requirements for agricultural uses ~~should be minimized~~ (i.e., number of parking spaces, paved parking and landscaping requirements), due to the seasonal nature of the marketing of *farm* products.

Policy EN 17.7 ~~21.7~~

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 17.8 ~~21.8~~

Consider Establishing a Citizen Advisory Group on Agriculture comprised of citizens representing farmers, non-profit organizations involved with local agriculture and businesses with an interest in local *farm* produce.

FOREST LANDS

Few large tracts of second-growth timber remain on the Island and some of these could be converted to other uses in the near future. As of August 2015, there were approximately 529.34 acres classified as timberlands by the Kitsap County Tax Assessor. Forty-six parcels are classified as *Forest Land* including the 42-acre Port Madison watershed. These *forest lands*, together with tracts that are protected by conservancy agreements and other privately owned forested acres that may not be classified as timberlands, have immeasurable value within the Island-wide conservation strategy.

GOAL EN-18 22

Encourage the retention of *forest land* and multiple-aged forests since healthy forests provide many ecological benefits to all forms of life on the Island and help mitigate climate change.

Policy EN 18.1 22.1

Encourage stewardship of forests, to promote forest health, provide for selective harvest of merchantable timber and protect *critical areas*. Department of Natural Resources and City regulations apply when converting *forest land* to agricultural, residential or other uses.

Policy EN 18.2 22.2

When acreage classified as timberlands or *forest land* is being converted to residential or agricultural use promote protection of the most valuable trees and forested area and compact development to limit the extent of clearing and soil disturbance.

FORESTS & TREES

GOAL EN-19 23

Retain, conserve and improve portions of the community forests where people live, work and learn through public education and through management and protection measures that will help to conserve these resources.

The community forests on Bainbridge Island are comprised of the street tree system in the urban center, trees in parks and on other public lands, and trees and forested areas on private properties throughout the Island. Bainbridge Island's urban and rural forests have historically been a source of community identity and civic pride. Trees and forested areas are essential to the Island's conservation strategy.

It is recognized that in addition to biological benefits a community forest provides a significant return by creating appealing streets and *neighborhoods* with resulting higher property values in the built environment. In addition, trees and forests provide buffering and screening between differing *land uses*, reduce surface water *runoff*, improve air and water quality, help maintain soil and slope stability, provide wildlife habitat, reduce energy consumption by providing shade and functioning as windbreaks, and sequester carbon dioxide.

Policy EN 19.1 ~~23.1~~

Encourage protection, restoration and maintenance of existing vegetation that has environmental, wildlife habitat and aesthetic qualities including tree groves, significant tree stands, forested hillsides and vegetation associated with *wetlands, stream corridors, and riparian areas, steep slopes and areas subject to erosion.*

Policy EN 19.2 ~~23.2~~

Utilize various tools to understand and monitor existing conditions and changes of Island-wide tree cover, significant tree groves and significant individual trees over time. ~~The City should~~ **Undertake** periodic tree inventories to assess canopy cover and health of forested areas and significant trees.

Policy EN 19.3 ~~23.3~~

In pre-application conferences and as part of the review of development applications, encourage property owners to maximize the preservation of trees and to maintain and enhance the cohesive quality of tree groves through appropriate site design and construction methods as well as *open space* dedication of areas that contain these resources.

Incentives such as a building height bonus could be used to encourage tree preservation during site design. **Update** Guidelines for Commercial and Mixed Use Projects including Guidelines for Lynwood Center, Island Center and Rolling Bay ~~should be updated~~ to incorporate tree preservation practices and policies.

Policy EN 19.4 ~~23.4~~

Implement a community-wide program to educate Island residents about the functions and values of trees ~~should be put into effect.~~

Policy EN 19.5

Consider partnering with the Bainbridge Island Land Trust and other organizations and re-establishing a Community Forestry Commission. ~~The Community Forest Management Plan (2006) and the Community Forest Best Management Practices Manual (2007, 2010), with appropriate revisions, could form the basis for an ongoing program of outreach and education.~~

Policy EN 19.6 ~~23.5~~

Encourage Best Management Practices to protect and enhance community forests.

Policy EN 19.7 ~~23.6~~

Encourage activities that enhance the community's awareness of the value of trees and the a community forest ~~should be encouraged.~~

~~Focused activities might include celebration of Arbor Day; developing a volunteer tree protection program that identifies and conserves trees that are significant due to size, species, or historical or cultural importance; and provision of expert arborist resources where necessary.~~

~~A program, such as a "Heritage Tree Program" would be voluntary on the part of the property owner and would include criteria that must be met to be considered as a resource important for recognition and protection. A Heritage Tree Program might for example, require that special consideration be given to preservation of Heritage Trees during site development.~~

Policy EN ~~19.8~~ 23.7

The City ~~should~~ Develop street tree programs for the commercial and mixed-use zones, and the more densely developed residential zones.

MINING**GOAL EN-~~20~~ 24**

Manage the remaining mining operations on the Island.

Bainbridge Island has had a history of mining, predominantly sand and gravel. While multiple sites have been reclaimed there are still two active mining operations on the Island. One operation functions as a recycling/mulching facility and another as a sand mining operation.

Policy EN-~~20.1~~ 24.1

Rigorously control the excavation of sand and gravel and other minerals.

ENVIRONMENTAL IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating outreach and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

EN Action #1 When updating the City's Critical Areas Ordinance, integrate the precautionary principle and mitigation sequencing to protect and preserve natural resources

Policy EN 1.2

Taking into account the present and future need to reduce the potential for personal injury, loss of life or property damage due to flooding, erosion, landslides, seismic events, *climate change* or soil subsidence, properties adjoining or adjacent to *critical areas* must be developed in observance of the following principles in descending order:

- Avoid the impact if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.
- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Critical areas are identified in order to flag concerns during the review process and to make applicants aware of potential hazards or areas where development may be constrained. Compatible development will be allowed which avoids designated *critical areas*, minimizes the impact, or mitigates potential problems through engineering, siting, or design. Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 5.6

Undertake appropriate, adequate and timely actions to protect and recover state priority species, species listed under the federal *Endangered Species Act*, local species of concern and their habitats located within the City to 1) avoid *local extirpation* of such species from the lands or fresh waters or nearshore and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state and other local agencies.

Policy EN 6.1

Minimize public and private losses due to flood conditions by limiting development in *frequently flooded areas* as shown on the Flood Insurance Rate Maps. Educate property owners and residents in proximity to *frequently flooded areas* about vulnerability over time.

Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of frequently flooded areas. City Flood Insurance Rate Maps originally produced in 1975 and updated in 1977, and need to should be kept current.

Policy EN 8.1

~~Avoid land uses on landslide hazard areas and erosion hazard areas should be avoided.~~ If the hazard caused by development can be mitigated, then design land use should be designed to prevent damage to persons or property and environmental degradation and to preserve and enhance existing vegetation to the maximum extent possible.

EN Action #2 Integrate sustainability and conservation into regulations.

Goal EN-4 Encourage sustainable development that maintains diversity of healthy, functioning ecosystems which are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1

~~Planning and land development should~~ Employ conservation methods and principles such as *low impact development* techniques for managing storm and waste water, *green building* materials, high-efficiency heating and lighting systems.

EN Action #3 Consider *climate change* in all relevant City decisions, including capital projects, budgeting, staffing, and program creation.

GOAL EN-2 Encourage sustainability in City Government operations.

Policy EN 1.8

The City will consider the potential impacts of *climate changes* and its impacts in all decisions related to natural systems and environmental quality.

Policy EN 2.1

In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend. This ~~shall include~~ recognizing and preparing for the impacts of *climate change*.

Policy EN 6.4

Locate public facilities such as sewer and water lines ~~should be located~~ outside of *frequently flooded areas* and with consideration of future sea level rise, in order to minimize damage to both the *public facility* and the natural environment. *Public facilities* may be located within *frequently flooded areas* only if no environmentally preferable alternative exists to mitigate existing environmental concerns. Additional development is not encouraged in *frequently flooded areas*.

Policy EN 10.10

Transportation and energy production diminish air quality when power is produced with fossil fuel combustion. ~~therefore to~~ Maintain and improve Island air quality, the city should consider and by promoting the development of carbon free *infrastructure*.

EN Action #4 Increase agriculture on Bainbridge Island by improving information and creating new programs while advocating for farming practices that protect water quality and quantity. Consider creating a new “Agricultural Resource Land” (ARL) designation, and consider designating City-owned farmland ARL.

Policy EN 15.2

Inventory land currently used and/or potentially available for agriculture, including community gardens.

Policy EN 15.4

Develop a procedure to ~~allow other~~ public and private property owners to designate their properties *Agricultural Resource Land*.

Policy EN 15.6

Prioritize food production on public farmland to address long-term food security for Island residents.

Policy EN 15.8

Ensure protection of the Island's *aquifers and streams* by promoting agricultural uses that are not water intensive and agriculture practices that protect water quality.

Policy EN 17.7

Support agricultural tourism that ensures compatibility with surrounding uses.

Policy EN 17.8

Consider establishing a Citizen Advisory Group on Agriculture comprised of citizens representing farmers, non-profit organizations involved with local agriculture and businesses with an interest in local *farm* produce.

MEDIUM PRIORITY ACTIONS

EN Action #5 Improve City outreach programs to educate the public about how they can protect and enhance natural resources and respond to climate change.

Policy EN 1.3

Protect and enhance the natural systems and environmental quality of Bainbridge Island by continuing to build cooperative relationships between the City, citizens, landowners, and other public, non-profit and private organizations.

Policy EN 5.8

Develop in coordination with the Department of Fish and Wildlife, the Bainbridge Island Metropolitan Park and Recreation District and the Bainbridge Island Land Trust a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that will help protect and enhance wildlife habitat.

Policy EN 19.4

Implement a community-wide program to educate Island residents about the functions and values of trees ~~should be put into effect.~~

EN Action #6 Evaluate the reasons why the City's PDR and TDR programs have not been successful and explore ways to make them functional to meet City objectives.

NOTE: SAME ACTION IN LAND USE ELEMENT

Policy EN 3.2

~~The Use of TDRs and PDRs to protect critical areas should be explored.~~

Policy EN 5.3

The protection and enhancement of mature trees, fish and wildlife habitat ~~shall be among the~~ are important criteria used when evaluating the preservation of *open space* as part of development techniques such as clustering, *flexible lot design subdivisions* and *transfer of development rights* (TDRs).

Policy EN 15.1

Provide owners of farms ~~should have~~ the option of participating in the (TDRs)/(PDRs) program.

EN Action #7 Coordinate with other agencies to promote safe and sustainable pest and weed management.

Goal EN-14 Collaborate with the Kitsap County Noxious Weed Board and other relevant agencies and organizations to develop and maintain a plan to remove and control invasive plant and animal species, as well as prepare for vulnerability to future invasive plant and animal species resulting from climate change and international commerce.

Policy EN 1.7

To protect the island's ecosystems, prohibit the use of neo-nicotinoid pesticides.

Policy EN 14.1

Coordinate with public agencies and nonprofit organizations to control, and where feasible, eradicate remove invasive plant species from public lands.

Policy EN 14.2

Improve public outreach to encourage residents to remove and control and where feasible, eradicate invasive plant species on private property.

EN Action #8 Prepare an Island-wide Open Space Plan.

NOTE: SAME ACTION IN LAND USE ELEMENT

Policy EN 5.4

Protect *fish and wildlife habitat* and limit fragmentation of habitat that physically and genetically isolates fish and wildlife populations by identifying an interconnected system of corridors that will provide continuous links east to west and north to south connecting larger tracts identified as *critical habitat*.

EN Action #9 Review and update BIMC 16.22 Vegetation Management and other City tree regulations and programs.

Policy EN 18.2

When acreage classified as timberlands or *forest land* is being converted to residential or agricultural use promote protection of the most valuable trees and forested area and compact development to limit the extent of clearing and soil disturbance.

Policy EN 19.8

~~The City should~~ Develop street tree programs for the commercial and mixed-use zones and the more densely developed residential zones.

OTHER ACTIONS

EN Action #10 Coordinate with organizations and governments at all levels to prepare for and respond to climate change.

GOAL EN-12 Reduce *greenhouse gas* emissions through compliance with federal, state and regional policies while developing local strategies to reduce emissions further.

Policy EN 7.1

Consider the implications of sea level rise in all relevant decision-making by using regional sea level rise projections and shoreline instability maps (as provided by the WA Department of Ecology and utilized and interpreted with the Bainbridge Island Climate Impact Assessment).

Policy EN 10.2

Promote *land use* patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with or better than State and Federal standards.

GLOSSARY

Accessory Dwelling Unit: Separate living quarters contained within or detached from a single-family residence on a single lot.

Adaptive management: A structured, iterative process of robust decision making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring. In this way, decision making simultaneously meets one or more resource management objectives and accrues information needed to improve future management.

Affordable Housing: Housing where the occupant pays no more than 30% of gross monthly income for total housing costs, including the cost of taxes and insurance for homeowners and monthly utilities for owners and renters.

Affordable housing is defined according to the interpretation found in the Growth Management Act - Procedural Criteria [WAC 365-195-070(6)]. The term "applies to the adequacy of the housing stock to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the market place will guarantee adequate housing for those in the upper economic brackets but that some appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons."

The Department of Housing and Urban Development (HUD) sets household income limits for five income categories based on the local median household income that is determined each year. They are as follows:

Extremely Low Income	30% or less of median household income
Very Low Income	31% - 50% of median household income
Low Income	51% - 80% of median household income
Moderate Income.....	81% - 95% of median household income
Middle Income	96% - 120% of median household income

Agricultural Land: Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees, or livestock, and that has long-term (6 years or longer) commercial significance for agricultural production or which has significance for Bainbridge Island.

Agricultural Operation: Any condition, facility, or activity for the production or intent of production for commercial or family use purposes of dairy, apiary, livestock, vegetable or animal products, and crop products including, but not limited to ornamental crops.

Aquatic Resources: Marine nearshore, wetlands, streams, lakes, creeks and associated vegetated areas.

Aquifer: A body of soil or rock that contains sufficient saturated material to conduct groundwater and yield usable quantities of groundwater to springs and wells.

Aquifer Conservation Zone Regulations: Land use controls designed to protect the functions and values of Bainbridge Island's aquifers. These regulations may include the City's critical area

regulations, the use regulations and standards of the City's Shoreline Master Program, the well-head protection requirements of Class A and B water systems, and the requirements or best management practices of future City enactments such as low impact development regulations or the standards and best management practices required by a Groundwater Management Plan.

Aquifer Recharge Area: The geological formations in which an aquifer is replenished by the downward percolation of water. Critical recharging areas have the potential to affect potable water where an essential source of drinking water is vulnerable to contamination.

Arterial: A major thoroughfare used mainly for through traffic rather than access to nearby property. Arterials generally have greater traffic carrying capacity than collector or local streets and are designed for continuously moving traffic.

Assisted Housing: Multifamily rental housing that receives governmental assistance and is subject to use restrictions

Average Daily Traffic (ADT): The average number of vehicles passing a point during a 24-hour period.

Base Density: The maximum number of units within an area that can be built under the existing zoning without the use of Transferable Development Rights (TDRs) or a density bonus.

Best Available Science: Current scientific information used in the process to designate, protect, or restore critical areas that is derived from a valid scientific process.

Bicycle Access: An improvement designed to facilitate the use of bicycles, including bicycle trails, bicycle lanes and pedestrian/bicycle trails or pathways.

Bicycle Lane: This facility provides a separate lane for bicycle use. It is a clearly marked lane of travel on the side of a street or roadway, separated from the automobile by painted strips, curbs or buttons.

Bond and Levy Financing: Local governments can raise revenues by selling tax-exempt municipal bonds or by increasing property taxes through property tax levies. Bonds require a 60 percent voter approval; levies require a simple majority. The City can issue a limited amount of debt without voter approval. This is called limited general obligation or councilmanic debt. Voter approved bonds are retired with property tax revenues.

Capital Facilities Plan: A collection of planning and budget policies and documents working in concert to ensure capital projects are identified and prioritized in a manner that meets the needs of a growing population and promotes a safe and healthy community.

Capital Facility: A structure, improvement, piece of equipment or other major asset, including land that has a useful life of at least 10 years. Capital facilities are provided by, and for public purposes and services. For the purposes of the *Capital Facilities Element*, capital facilities are government offices and facilities; fire and emergency medical services, parks, sewer, water, and storm water utilities, library, and schools.

Capital Improvement: A project to create, expand, or modify a capital facility. The project may include design, permitting, environmental analysis, land acquisition, construction, landscaping,

site improvements, initial furnishings and equipment. The project cost must exceed \$25,000 and have a useful life of at least 5 years.

Capital Improvement Program (CIP): A six-year plan for future capital expenditures that identifies capital projects packaging, timelines, and funding. The CIP is updated and adopted annually or biennially, along with the City's operating budget.

Carbon sequestration: A term used to describe both natural and deliberate processes by which CO₂ is either removed from the atmosphere or diverted from emission sources and stored in the ocean, terrestrial environments (vegetation, soils, and sediment), and geologic formations.

Carrying Capacity: The level of land use or human activity that can be permanently accommodated without an irreversible change in the quality of air, water, land, or plant and animal habitats. In human settlements, this term also refers to the upper limits beyond which the quality of life, community character, or human health, welfare, and safety will be impaired.

Climate resilience: The capacity for a socio-ecological system to absorb stresses and maintain function in the face of external stresses imposed upon it by climate change.

Climate Change: Changes in average weather conditions that persist over multiple decades or longer. Climate change encompasses both increases and decreases in temperature, as well as shifts in precipitation, changing risk of certain types of severe weather events, and changes to other features of the climate system. (See www.climate.gov)

Cluster Development: A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, common open space, and preservation of environmentally sensitive areas. Cluster development allows the reduction of lot sizes below the zoning ordinance's minimum requirements if the remaining land is preserved as permanent open space.

Co-housing: a type of residential community characterized by either attached or detached single-family dwelling units which may or may not be located on separate lots, and includes a common building, which may contain a large dining room, kitchen, lounges, meeting rooms, recreation and laundry facilities, storage, guest rooms, library, workshops, and/or childcare, to serve only the co-housing community.

Collector: Roads that collect traffic from local access streets and convey it onto the arterial system.

Commercial Use: An occupation, employment or other enterprise that provides goods or services for compensation.

Community Development Block Grant (CDBG) Program: A federal funding program which provides annual funding for eligible local governments for housing and community development programs targeted primarily to low-income persons and neighborhoods.

Community Land Trust (CLT): A model of homeownership where a developer (usually an affordable housing agency or nonprofit) sells a home to an income-qualified resident, but retains ownership of the land. The homeowner earns equity in the home, but not the land.

Commute Trip Reduction (CTR): Washington State legislation passed in 1992 requiring specified large employers in certain counties to reduce vehicle occupancy according to a specified time frame.

Comprehensive Plan: A generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to this chapter (RCW 36.70A).

Concurrency Requirement: A program to ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. (Under the GMA, only transportation facilities and services must satisfy the concurrency requirement.)

Conservation Easement: A legal agreement that the property owner enters into to restrict uses of the land for purposes of natural resources conservation. The easement is recorded on a property deed, runs with the land, and is legally binding on all present and future owners of the property.

Conservation Villages: A development form that concentrates housing on a relatively small portion of the total site, with the larger portion of the site left untouched as dedicated conservation area. The housing may take the form of common wall structures and/or detached units placed close by one another, situated to minimize the cost of running roads and serving utilities and maximizing the retention of scenic views, open space, natural contours, and vegetation. The techniques used to concentrate buildings may include reduction in lot sizes, building setback and/or bulk requirements. An increase in density may be considered only if appropriate limitations are placed on building footprint, bulk, shape, location, orientation or other site or building design details. The conservation open space is secured in perpetuity by deed restriction.

Context Sensitive Design: Site, landscaping, architectural, or engineering design that is compatible with a development's setting, the contours of the land and natural systems on-site and immediately off-site, and that is compatible with the character, location and configuration of improvements and uses on adjacent properties.

Contract Rezone District: A Contract Zoning District is a distinct area for which a special zoning designation is developed which reflects uses and/or conditions that are unique to that area, and which would affect future development of the land.

Cottage Housing: A grouping of small, single family dwelling units clustered around a common area and developed with a coherent plan for the entire site. Cottage units typically have a shared common area and coordinated design and may allow densities that are somewhat higher than typical in single-family neighborhoods. Cottage housing offers a degree of privacy and some of the benefits of single-family housing combined with the lower cost and maintenance of attached housing. The clustered arrangement can contribute to a sense of community.

Cottage Industry: An activity undertaken for gain or profit and carried on in a dwelling or building accessory to the dwelling. See Home Occupation.

Countywide Planning Policies: A series of policies intended to guide the development of city and county comprehensive plans, including, but not limited to, the allocation of population and

employment targets to cities. The GMA gives counties the authority to adopt County-wide Planning Policies.

Craft Food and Beverage: Small-scale, locally-produced food and beverage products.

Critical Areas: Aquifer recharge areas, fish and wildlife habitats, frequently flooded areas, geologically hazardous areas, wetlands and streams.

Critical Habitat: Identified by Washington State Department of Wildlife, Ecology and Fisheries or other source recognized by the City as habitat necessary for survival of endangered, threatened, rare, sensitive, monitor species or identified by Bainbridge Island as species of local significance.

Density: The number of dwelling units allowed in a lot area.

Density Bonus: Additional density provided to a developer to achieve certain policy objectives, such as the construction of affordable housing units. (The developer is allowed to build a certain amount {a percentage} above the base density in exchange for the provision of a certain number of affordable units.)

Designated Centers: Those areas of the Island where the majority of the development and redevelopment should be located over the next fifty years. These include Winslow, Lynwood Center, Island Center, Fort Ward, Rolling Bay, Day Road and Sportsman Triangle. See Fig. LU-3 Land Use Concept.

Development Regulation: The controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, subdivision ordinances, and binding site plan ordinances together with any amendments thereto.

Development Standards: Requirements or standards imposed on development by regulation or ordinance under land use and environmental planning legislation.

Dwelling Unit: A building or portion of a building that provides independent living facilities with provision for sleeping, eating and sanitation. The existence of a food preparation area within a room or rooms is evidence of the existence of a dwelling unit.

Economic capital:

Financial capital is any economic resource measured in terms of money used by entrepreneurs and businesses to buy what they need to make their products or to provide their services to the sector of the economy upon which their operation is based, i.e., retail, corporate, investment banking, etc.

Natural capital consists of indispensable resources and benefits, essential for human survival and economic activity, provided by the ecosystem. Natural capital is commonly divided into (1) renewable resources (agricultural crops, vegetation, wildlife) and (2) non-renewable resources (fossil fuels and mineral deposits.)

Social capital is a form of economic capital in which social networks are central, transactions are marked by reciprocity, trust and cooperation, and market agents produce goods and services not only for themselves, but for a common good. The term generally refers to (1)

resources, and the value of those resources, both tangible (public spaces, private property) and the intangible (people), (2) the relationships among these resources, and (3) the impact that these relationships have on the resources in each relationship, and on larger groups.

Endangered Species: A species or subspecies of bird, mammal, fish, amphibian, reptile or invertebrate for which the prospects of survival and reproduction are in immediate jeopardy from one or more causes, including loss of habitat, change in habitat, over-exploitation, predation, competition or disease.

Environmentally Sensitive Areas or ESAs: Critical areas and their protective buffers and natural resource lands.

Erosion Hazard Area: A landform or soil type subject to being worn away by the action of water, wind, freeze-thaw or ice and classified in accordance with the U.S.D.A. Soil Conservation Service, U.S. Geological Survey or Department of Ecology Coastal Zone Atlas.

Essential Public Facility: Any facility meeting the definition of Essential Public Facility set forth in RCW 36.70A.200(1), now or as hereafter amended, any facility identified on the statewide list maintained by the Office of Financial Management.

Fair Share Housing: A quantification of each jurisdiction's "share" of middle and low-income housing needs in a region or county, and a plan for how each jurisdiction will satisfy its obligation to provide for its share of the need.

Farm: See Agricultural Land

Fish and Wildlife Habitat: A seasonal range or habitat element with which a given species has a primary association, and which, if altered, may reduce the likelihood that the species will maintain and reproduce over the long-term. These include areas of relative density or species richness, breeding habitat, winter range, and movement corridors. These also include habitats of limited availability or high vulnerability to alteration, such as cliffs, streams and wetlands.

Flexible Lot Design Subdivision Process: This process permits development flexibility that will encourage a more creative approach than lot-by-lot development, including lot design, placement of buildings, use of open spaces and circulation, and best addresses the site characteristics of geography, topography, size or shape. This method permits clustering of lots, with a variety of lot sizes, to provide open space and protect the Island's natural systems. The criteria for the layout and design of lots, including a minimum percentage of open space and a minimum lot size for each zone, are set out in the zoning ordinance.

Forest Land: Land used for growing trees, not including Christmas trees, for commercial purposes (as shown by record of income) that has long-term commercial significance; or unharvested forest land preserved in open space for the environmental benefits and maintenance of rural character.

Frequently Flooded Areas: Lands subject to a one percent or greater chance of flooding in any given year. These areas include, but are not limited to, floodplains adjacent to streams, lakes, coastal areas, and wetlands.

Functional Classification: A technique for assigning categories to transportation facilities based on a facility's role in the overall transportation system.

Functional Plan: Detailed assessments of existing conditions, current and future facility needs, service targets, and projected funding. Such plans adopted by City Council are incorporated by reference into the Comprehensive Plan's Capital Facilities Element. Other local jurisdictions, such as the Bainbridge Island School District, Bainbridge Island Fire District, and Bainbridge Park District also prepare functional plans.

General Obligation Debt: Local governments can raise revenues by selling tax-exempt municipal bonds and incurring debt. General obligation debt carries an unconditional promise by the local government to levy the taxes necessary to make the interest and principal payments required to retire the debt. General obligation debt is distinguished from limited obligation debt (also known as councilmanic bonds), which does not require a vote of the people and is paid from general operating revenues.

Geologically Hazardous Areas: Areas susceptible to erosion, sliding or other geological events which pose a threat to the health and safety of citizens when used as sites for incompatible commercial, residential or industrial development. Geologically hazardous areas include erosion hazard areas, landslide hazard areas, slopes and seismic hazard areas.

Goal: An expression of a general, ultimate ideal to be sought. It reflects basic community values and establishes the basis for formulating policies.

Green Building: A structure and use process that is environmentally responsible and resource efficient throughout a building's life cycle: from siting to design, construction, operation, maintenance, renovation, and demolition. Green buildings are designed to reduce the overall impact of the built environment on human health and the natural environment by efficiently using energy, water, and other resources; protecting occupant health and improving employee productivity; and reducing waste, pollution, and environmental degradation.

Greenhouse Gas (GHG): A gas in the atmosphere that absorbs and emits radiation within the thermal infrared range and affects the temperature of the earth. Primary greenhouse gases in the earth's atmosphere are water vapor, carbon dioxide, methane, nitrous oxide, and ozone.

Green infrastructure: Natural vegetation, landscape design, and engineered techniques that retain, absorb, and often cleanse stormwater runoff. By including such features throughout a community, stormwater and other runoff from wet weather or spring thaws is retained, absorbed, and often naturally filtered. Green infrastructure prevents or reduces the amount of runoff flowing directly into storm drains where it can overwhelm the sewer system and contaminate local waterways.

Groundwater: Subsurface or underground water resource.

Growth Management Act (GMA): A Washington State law requiring urban counties and their cities to adopt comprehensive plans and to adopt development regulations and capital budgets to implement comprehensive plans.

Guiding Principle: A high-rank order value guiding growth, development, and conservation of resources in the community. Guiding principles are derived from and provide extension of the aspirations and values described in the Vision Statement. Guiding Principles provide policy direction to the Goals and Policies of the Elements in the Comprehensive Plan.

High Occupancy Vehicle (HOV): Public transportation vehicles and private vehicles carrying no less than a specified number of passengers (usually set at 2 or 3).

High Occupancy Vehicle Improvement: Facilities or priority treatments, such as preferential signalization or queue bypasses, designed to encourage HOV usage.

High Occupancy Vehicle Lane (HOV Lane): A lane of traffic designated for use by public transit vehicles and high occupancy private vehicles.

Historic Preservation: Includes the protection, rehabilitation, restoration, identification, scientific excavation, and reconstruction of districts, sites, buildings, structures and objects significant in American and Washington state history, architecture, archaeology, or culture. (RCW 27.26.901)

Home Occupation: An activity for gainful employment involving the manufacture, provision, or sale of goods and/or services as an accessory use. The home occupation is carried on in the dwelling unit or building accessory to the dwelling unit.

Homeless: Persons whose primary nighttime residence is 1) a public or private place not designed for, or ordinarily used for, sleeping accommodations for human beings, or 2) a residence which is a publicly or privately operated shelter designed to provide temporary living accommodations.

Household: One or more related or unrelated persons occupying a housing unit.

Housing and Urban Development, Department of (HUD): The federal Department of Housing and Urban Development that administers most federally-sponsored housing and community development programs.

Housing Types: This term refers to the physical form, configuration or scale of housing, as opposed to an ownership pattern (i.e., rental vs. owned). The list below groups housing types into three categories: detached, common wall, or stacked.

- **Detached housing**, includes one and two-story houses, ramblers, split-levels, cottages, cabins, accessory dwelling units, mobile homes, and carriage houses (unit over a garage);
- **Common wall housing**, includes duplexes, zero lot line homes, row houses and townhouses; and
- **Stacked housing**, includes two or three story garden apartments and mid-rise, mixed-use structures with commercial ground floor uses and two or more stories of residences above.

Humanities: The term humanities encompasses those modes of inquiry, which are also academic disciplines, “including but not limited to the study of languages, literature, history, philosophy, comparative religion, and ethics.” Source: National Endowment for the Humanities.

Impact Fees: Charges levied by the City against a new development for its pro-rata share of the capital costs of facilities necessitated by the development. The Growth Management Act authorizes the imposition of impact fees on new development and sets the conditions under which they may be imposed.

Impervious Surface: Any material that substantially reduces or prevents the infiltration of water into previously undeveloped land. It includes surfaces such as compacted sand, limerock, or clay, as well as most conventionally surfaced streets, roofs, sidewalks, parking lots, and other similar surfaces or structures.

Income-qualified: A description for a renter or owner of designated affordable housing unit, meaning that the entity managing the affordability has verified the potential resident's income to fall within the income ranges defined under "Affordable housing".

Infill Development: Development usually consisting of either 1) construction on one or more lots in an area already developed or 2) new construction between two existing structures.

Infrastructure: A term connoting the physical underpinnings of the built environment including, but not limited to, roads, bridges, transit, waste system, public buildings, and communications networks.

Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA): Legislative initiative by the U.S. Congress restructuring funding for highway and transit programs. ISTEA authorized increased levels of highway and transportation funding and an enlarged role for regional planning commissions/MPOs in funding decisions. The Act also requires comprehensive regional long-range transportation plans extending to the horizon year of 2015.

Island Character: For purposes of the Bainbridge Island Comprehensive Plan the term is used to describe the special character of the Island - winding, narrow and vegetated roadways and forested areas, meadows, farms, and which contain much of the Island's wetlands and streams, aquifer recharge areas and fish and wildlife habitat.

Kitsap Regional Coordinating Council (KRCC), formerly known as Kitsap Regional Planning Council (KRPC): A Council formed in 1990 by agreement between Kitsap County and the cities of Bainbridge Island, Bremerton, Port Orchard and Poulsbo. The purposes of the council are 1) to provide a forum for cooperative decision making by the region's elected officials in order to bring about a continuous and comprehensive planning process, 2) to foster cooperation and mediate differences among governments throughout the region and 3) to maintain an ongoing planning program and coordinate actions to make the best use of the region's resources and overcome problems of waste and pollution. In 1991, the Port Gamble S'Klallam Tribe and the Suquamish Tribe became members.

Land Use: A term used to indicate the utilization of any piece of land. It is the way in which land is being used or may be used.

Land Owner Compacts: Adjacent property owners collectively, aggregate and develop their properties under a unified development plan.

Landslide Hazard Areas: Areas that are potentially subject to risk of mass movement due to a combination of factors, including historic failures, geologic, topographic and hydrologic features as identified in the Department of Ecology Coastal Zone Atlas.

Latecomer Agreement: Also referred to as recovery contracts or reimbursement agreements, a latecomer agreement allows a property owner who has installed street or utility improvements to recover a portion of the costs of those improvements from other property owners who later develop property in the vicinity and use the improvements.

Level of Service (LOS): A rating of how well some unit of transportation supply or other facility (e.g., street, intersection, sidewalk, bikeway, transit route, water and sewer, park facilities) serves its current or projected demand.

LIHPRHA: The Low-Income Housing Preservation and Resident Home Ownership Act of 1990, or LIHPRHA, is designed to preserve existing assisted housing for permanent low-income use. It provides incentives for current owners of assisted-housing projects to retain ownership for low-income use or to sell them to new owners who will agree to maintain the housing for low-income occupants for the remainder of its useful life.

Local Extirpation: The elimination of self-sustaining residential populations from the entire Island and its waters, or elimination of habitat sufficient to sustain use of the Island's lands and waters by transitory or migratory populations.

Low Impact Development (LID): A stormwater management strategy that emphasizes conservation and use of existing natural site features integrated with distributed, small-scale stormwater controls to more closely mimic natural hydrologic patterns in residential, commercial, and industrial settings. LID employs principles such as preserving and recreating natural landscape features and minimizing impervious surfaces to create functional and appealing site drainage that treat stormwater as a resource rather than a waste product. Practices that adhere to these LID principles include bio-retention facilities, rain gardens, vegetated rooftops, rainwater harvesting (rain barrels and cisterns) and permeable pavements.

Manufactured Housing: A broad term including mobile homes, modular homes and other "factory built" housing. The main distinction is that manufactured housing is created in one or more parts in a factory and is designed and constructed for transportation to a site for installation on a permanent foundation and occupancy when connected to required utilities.

Master Plan: A tool to implement the Comprehensive Plan that details land use and circulation plans for a particular area or particular site using the goals and policies contained in the adopted Comprehensive Plan.

Micro Unit: A small studio apartment; micro unit could include a fully functioning and accessibility compliant kitchen and bathroom or rely upon communal kitchen or bathroom facilities.

Mineral Resource Lands: Land which is primarily devoted to the extraction of gravel, sand, or valuable metallic substances.

Mixed Use Development: The presence of more than one category of use in a structure, for example, a mixture of residential units and office or retail uses in the same building.

Mode Split: The statistical breakdown of travel by alternate modes, usually expressed as a percentage of travel by auto, transit, etc. Mode split is frequently used to describe the percentage of people using private automobiles versus bus transit or other modes.

Multifamily: A structure or portion of a structure containing two or more dwelling units.

Multi-modal Transportation System: A system in which there is accessibility by a variety of travel modes, typically: pedestrian, bicycle, transit and automobile (Single Occupancy Vehicle and High Occupancy Vehicle - carpool/vanpool) and may include water and air transport as well.

Native Vegetation: Plant species that are indigenous to the Puget Sound region.

Natural Resource Lands: Agricultural, forest and mineral resource lands as defined in this Plan.

Neighborhood: A small, predominantly residential area of the Island in which the residents share a common identity which may focus around an elementary school, park, community business center or similar feature.

Neonicotinoid: a class of neuro-active insecticides chemically similar to nicotine. Studies have linked Neonicotinoid use to adverse ecological effects, including honey-bee colony collapse and loss of birds due to a reduction in insect populations.

Non-point Source Pollution: Pollution that enters water from dispersed and uncontrolled sources (such as surface runoff) rather than through pipes.

Open Space: Any area of land that provides physical or visual relief from the developed environment. Open space may be essentially unimproved and set aside, designated or reserved for public use or enjoyment, or for the private use and enjoyment of adjacent property owners. Open space may also consist of undeveloped areas, such as pastures, woodlands, greenbelts, wetlands, pedestrian corridors and other natural areas that provide visual relief from developed areas.

Preservation of open space would 1) conserve and enhance natural or scenic resources, 2) protect streams or water supply, 3) promote conservation of soils, wetlands, beaches or tidal marshes, 4) enhance the value to the public of abutting or neighboring parks, forests, wild preserves, nature reservations or sanctuaries or other open space, 5) enhance recreation opportunities, 6) preserve historic sites, or 7) preserve visual quality along highway, road and street corridors or scenic vistas.

Open Space Plan: an adopted map that identifies those portions of Bainbridge Island which have the attributes and values of open space and which are candidate areas for protection and/or acquisition through nonprofit organization, city programs or regulations.

Overlay District: A set of zoning requirements that are described in the ordinance text, are mapped, and subsequently imposed in addition to those of the underlying zone. Development within an overlay zone must conform to the requirements of both zones.

Park-and-Ride: A system in which commuters drive to a common location, park their vehicles, and continue travel to their final destination via public transit or carpooling/vanpooling.

Peak Hour: The hour during which the maximum amount of travel takes place.

Peak Period: The period during which the maximum amount of travel occurs. Usually about 7 to 9 a.m. and 4 to 6 p.m.

Pedestrian-orientation: An area where the location and access to buildings, types of uses permitted on the street level and storefront design are based on the needs of the walking customers and residents. Reduces auto dependence and encourages the use of public transportation.

Peninsula Regional Transportation Planning Organization (PRTPO): The Regional Transportation Planning Organization for Kitsap, Mason, Clallam, and Jefferson Counties. The PRTPO serves as a mechanism for coordinating transportation planning in and among those counties and as a conduit for federal and state transportation funds.

Performance Standards: Regulations that establish standards of performance that are required of any use permitted in a given zoning district. For example, control over the type of a particular development in a particular zone may be accomplished by the establishment of standards which impose maximum levels of smoke, dust, noise, glare, traffic generation or other development impacts which must not be exceeded.

Permeability: The rate at which water moves through undisturbed soil. It depends largely on the texture, structure, porosity and density of the soil.

Placemaking: With community-based participation at its center, placemaking is a design process that capitalizes on a local community's assets, inspiration, and potential, and results in the creation of quality public spaces that contribute to people's health, happiness, and well being. Source: the Center for Public Spaces.

Policy: An agreed course of action adopted and pursued by decision makers for achieving one or several goals and objectives and which are used to guide the formulation of regulations and programs.

Precautionary principle: An approach to risk management, stating that if an activity carries a threat of causing serious harm to the public or to the environment, the burden of proof that it should not be limited or prohibited falls on proponents of the activity.

Primary Treatment: A wastewater treatment method that uses settling, skimming and usually chlorination to remove solids, floating materials and pathogens from wastewater.

Public Facilities: Use of land that includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools.

Public Sewer System: Any system which is owned or operated by the City, political subdivision of the state, or other approved ownership consistent of a collection system and necessary trunks, pumping facilities and a means of final treatment and disposal and under permit from the Department of Ecology.

Public Services: Include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Public Water System: Any system or water supply intended or used for human consumption or other domestic uses where water is furnished to two or more hookups.

Puget Sound Council of Governments (PSCOG): Predecessor to the Puget Sound Regional Council. PSCOG is the former area-wide metropolitan planning organization (MPO) responsible for regional planning in the Puget Sound area. (See Puget Sound Regional Council.)

Puget Sound Regional Council (PSRC): Current metropolitan planning organization (MPO) for the Puget Sound region, including Snohomish, King, Pierce, and Kitsap Counties. The PSRC coordinates transportation planning in those four counties and allocates federal and state transportation funds. The PSRC is also responsible for coordinating transportation planning with air quality emissions requirements.

Pump Station: A facility housing the equipment to pump water from or to a destination to counter gravitational forces. Pumping facilities are also employed to increase the pressure of the water as it travels through the system.

Pumping Station: Used to convey sanitary, wastewater to locations that cannot be reached in a normal downhill gravity collection system.

Purchase of Development Rights (PDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to a public entity or non-commercial entity, such as a land trust. In exchange, the seller of the PDR would extinguish the development right on the "sending area" by means of an easement.

Queue Bypass: Route designed to provide a path for transit around traffic queues (or waiting lines), allowing transit to move to the head of traffic flow.

Recharge: The process involved in the absorption and addition of water from the unsaturated zone to groundwater.

Residential Use: Any land use that provides for living space. Examples include single family residence, multi-family residence, special residence mobile home park, boarding house, caretaker's quarters, accessory dwelling.

Right-of-way: Land in which the state, county, city or other governmental entity owns the fee simple title or has an easement dedicated or required for a transportation or utility use. The right-of-way is the right to pass over the property of another. It refers to a strip of land legally established for the use of pedestrians, vehicles or utilities.

Runoff: That portion of precipitation that flows over land surface and enters the storm drainage system during and immediately following a storm. The rapidity of runoff and the amount of water removed are affected by slope, texture (that is the structure and porosity of the soil surface) vegetation and prevailing climate.

Sanitary Sewer: A facility that carries waterborne wastes of household, industrial and commercial users from the point of origin to treatment plant(s) for treatment and disposal.

Secondary Arterial: Roads that link activity centers and convey traffic onto major arterials. Secondary arterials provide both mobility and access.

Secondary Treatment: A wastewater treatment method that usually involves the addition of biological treatment to the settling, skimming and disinfection provided by primary treatment.

Seismic Hazard Areas: Includes areas subject to severe risk of damage as a result of seismic induced ground shaking, slope failure, settlement, slope failure, soil liquefaction or surface faulting. Ground shaking is a primary risk, followed by some unstable slopes causing damage below them. The muck soils of the Island pose a specific risk of settlement and soil liquefaction. These conditions occur in areas where muck soils and other organic deposits are unsuitable for foundations, generally underlain by cohesion-less soils or poorly consolidated sediments usually in association with a shallow groundwater table.

Senior Housing: Housing specifically designed and operated to assist elderly persons (as defined in the State or Federal program); or intended for, and solely occupied by persons 62 years of age or older.

Sense of place: A geographic location with a strong identity, historical meaning or visual character that is deeply felt by local inhabitants and by many visitors. It may apply across any scales, from a small, intimate space (e.g., an historic building or a small park), to a unique neighborhood (e.g., Seattle's Pioneer Square or Portland's Pearl District) or to an entire city (e.g., New Orleans or San Francisco).

Shoreline Management Act: The Shoreline Management Act of 1971, Chapter 90.58 RCW, as amended.

Shoreline Master Program: Bainbridge Island's policy and use regulations adopted under the authority of and subject to the requirements of the Shoreline Management Act and its implementing administrative guidelines.

Shall: The use of the terms "shall" and "should," determines the level of discretion the City can exercise in making future land use policy, budget, and development regulation decisions. "Shall" means that it is mandatory for the City to carry out the policy, even if a timeframe is not included. The use of "shall" in a policy statement does not convert it into a regulation.

Should: Signifies a slightly less rigid directive than "shall" to be honored in the absence of compelling considerations that require another course of action.

Single Occupant Vehicle (SOV): A vehicle carrying only the driver and no passengers.

Slope: An inclined ground surface, the inclination of which is expressed as a ratio (percentage) of vertical distance to horizontal distance.

Special Needs Populations: Individuals or families who require supportive social services in order to live independently or semi-independently.

Special Planning Area: A Special Planning Area is an area that reflects uses and/or conditions which are unique to that area and would benefit from a local and/or neighborhood planning process. The Special Planning Area Process would address such issues as current use, future mix and location of uses and densities, transportation, public facilities, and services and amenities and protection of natural systems.

Storm Drain: A system of gutters, pipes or ditches used to carry storm water from surrounding lands to streams, lakes or Puget Sound.

Storm Water: Water that is generated by rainfall and is often routed into drainage systems in order to prevent flooding.

Stream: Surface waters, which flow into or become connected with other surface waters generally at least once per year. Streams are classified in accordance with classification system established by the Washington State Department of Natural Resources, as modified by Bainbridge Island.

Subarea Plan: An optional comprehensive plan feature authorized by the Growth Management Act. Subarea plans provide detailed land use policies for a geographic subset of a city.

Subdivision: The division or redivision of land into five or more lots, tracts, parcels, sites or divisions for the purpose of sale, lease or transfer of ownership.

Substandard Housing: A dwelling unit that does not meet the criteria for an acceptable standard of living, through lack of maintenance, age of unit, neglect, lack of plumbing facilities, kitchen facilities, or crowded conditions.

Sustainability: Meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Tiny House or Home: A small dwelling, with a kitchen and bathroom, possibly mounted on wheels.

Transfer of Development Rights Program (TDRs): A program which would permit an owner of property designated as a TDR "sending area" to sell the right to develop all or the unused zoned capacity of the property to the developer of a TDR "receiving area" who is allowed to add the capacity to the zoned capacity of the site. In exchange, the seller of the TDR would extinguish the development right on the "sending area" by means of an easement.

Transit: Refers to a multiple-occupant vehicle operated on a for-hire, shared-ride basis, including bus, ferry, taxi, shuttle bus, carpool, or vanpool.

Transportation Demand Management (TDM): Policies and programs to motivate people to use public transportation, such as bus pass subsidies, flex-time programs, and limiting free parking.

Transportation System Management (TSM): An array of strategies intended to lead to a reduction in the number of vehicles using the road system while simultaneously serving the same number of travelers.

Threatened Species: Any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Trip: A one-way movement of a person or vehicle between two points for a specific purpose, sometimes called a one-way trip to distinguish it from a round trip.

Trip Assignment: The process of determining route or routes of travel and allocating the zone-to-zone trips to these routes.

Trip Distribution: The process by which the movement of trips between zones is estimated. The data for each distribution may be measured or be estimated by a growth factor process or by synthetic model.

Undeveloped Rights-Of-Way: Any undeveloped portion of a right-of-way legally established for the use of pedestrians, vehicles or utilities.

Universal Design: The designing of products and environments to be usable by all people, to the greatest extent possible, regardless of age, size, or abilities.

Upzoning: A change in the zoning classification of land to a classification allowing more intensive development, such as a change from single-family to multifamily or from residential to commercial.

Vehicle Miles Traveled (VMT): A measurement of forecasting travel demand; equivalent to one car, bus or truck traveling one mile. VMT is the sum of an individual's vehicle trip lengths - in miles - made over a set period, divided by the number of affected individuals driving that period within the household, study area, zone or facility.

Vision: A Vision is a narrative description of a preferred future, describing desired long-term qualities and characteristics of the community 20 or more years in the future.

Vision 2040: Vision 2040 constitutes the multi-county planning policies for the region consisting of King, Pierce, Snohomish and Kitsap counties and the cities within those counties.

Watercourse: The areas to which surface and subsurface waters naturally flow and which form a continuous channel through which water descends to natural outlets. A watercourse includes: a permanent stream; intermittent stream; river, brook, creek, channel or ditch for water, whether natural or man-made.

Water Re-use: Using treated wastewater in place of drinking water for commercial irrigation and industrial processes. Also called wastewater reclamation.

Watershed: The geographic region within which water drains into a particular river, stream or body of water. A watershed includes hills, lowlands and the body of water into which the land drains.

Wetland: Those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

ECONOMIC PROFILE

Current Economic Background

Bainbridge Island, located 35 minutes from downtown Seattle via ferry, is a vibrant, diverse community. With views of the snow-capped Olympic Mountains to the west and Mount Rainier to the east, Bainbridge Island is the closest getaway destination by ferry from Seattle. The area has a rich history and a unique culture of strong community engagement and sustainable environmental practices.

Demographics

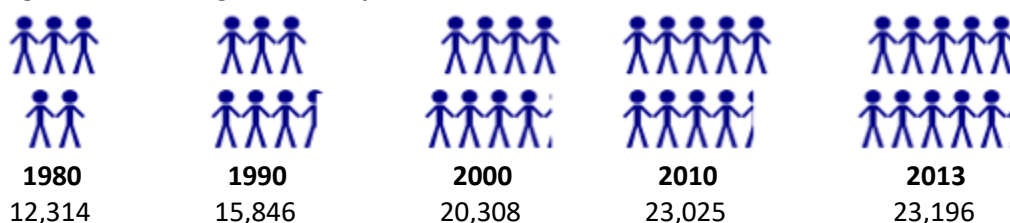
In 2015, Bainbridge Island is home to a community of over 23,000 citizens. Population has remained relatively stable over the past 15 years, after rapid growth between 1980 and 2000, see Figures 1 and 2.

Figure 1: Regional Population Growth

Bainbridge Island		Kitsap County		Washington State	
Population					
2013	23,196	2013	253,968	2013	6,971,406
Population Growth					
2000	20,308	2000	231,969	2000	5,894,121
% Change	12.5%	% Change	8.66%	% Change	15.45%

Source: 2000 U.S. Census and 2013 American Community Survey

Figure 2: Bainbridge Island Population Growth



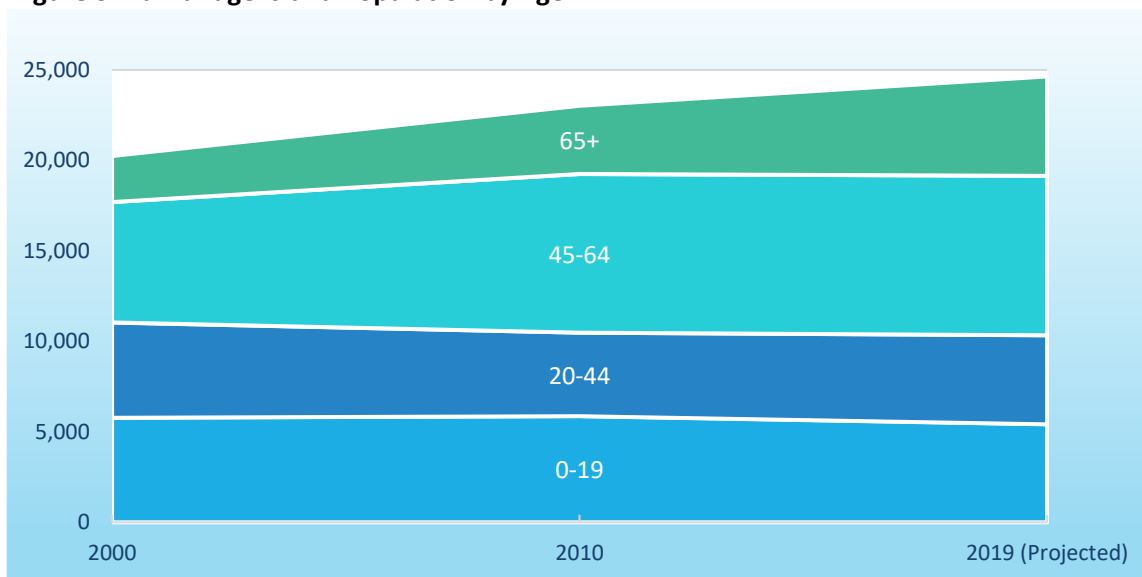
Source: 1980-2010 U.S. Census and 2013 American Community Survey

While modest population growth is anticipated to continue, the number of residents under 65 is expected to remain constant. In contrast, the number of residents aged 65 and above is growing rapidly, see Figure 3. The senior population is anticipated to increase more than 26% by 2019, which will affect the way the economy of the Island looks and operates as the needs and desires of its residents change.

An aging population typically spends less on clothing, transportation, and food but spends far more on health care. Services which give the ability for older residents to stay in their homes such as transit

services, meal delivery, and in-home caregivers will be in greater demand in addition to other long-term care options like assisted living facilities. Although their level of consumption may be more limited overall, seniors tend to have an increased demand for higher-end products. Ultimately, the changing demographics may necessitate a shift in resources away from education and childcare.

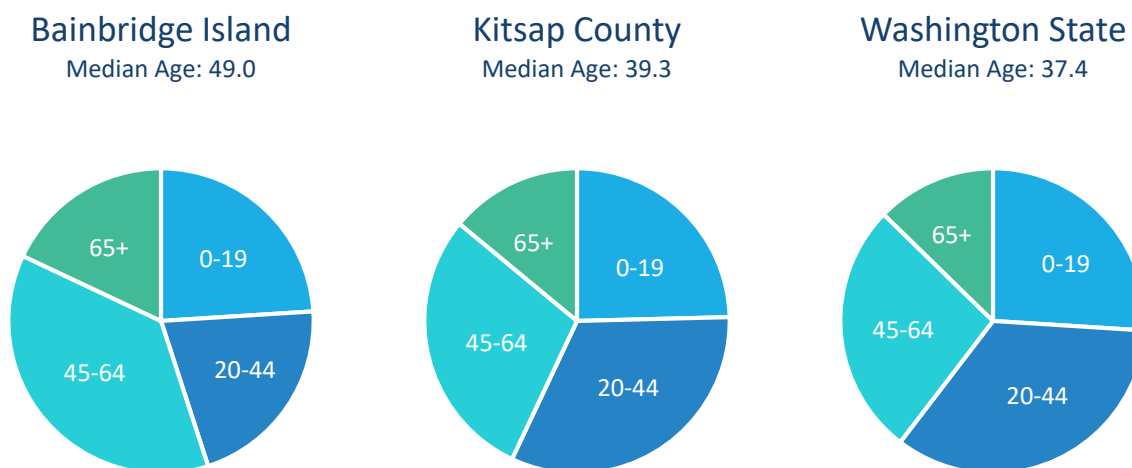
Figure 3: Bainbridge Island Population by Age



Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

With the majority of the population above 45 years of age, the composition of the Bainbridge Island population is markedly different than that of both Kitsap County and Washington State. Further, the median age for Bainbridge Island is nearly 10 years older than that of Kitsap County and nearly 12 years older than that of Washington State, see Figure 4. Experian predicts that the median age on Bainbridge Island is projected to be greater than 50 years of age by 2019.

Figure 4: Population by Age

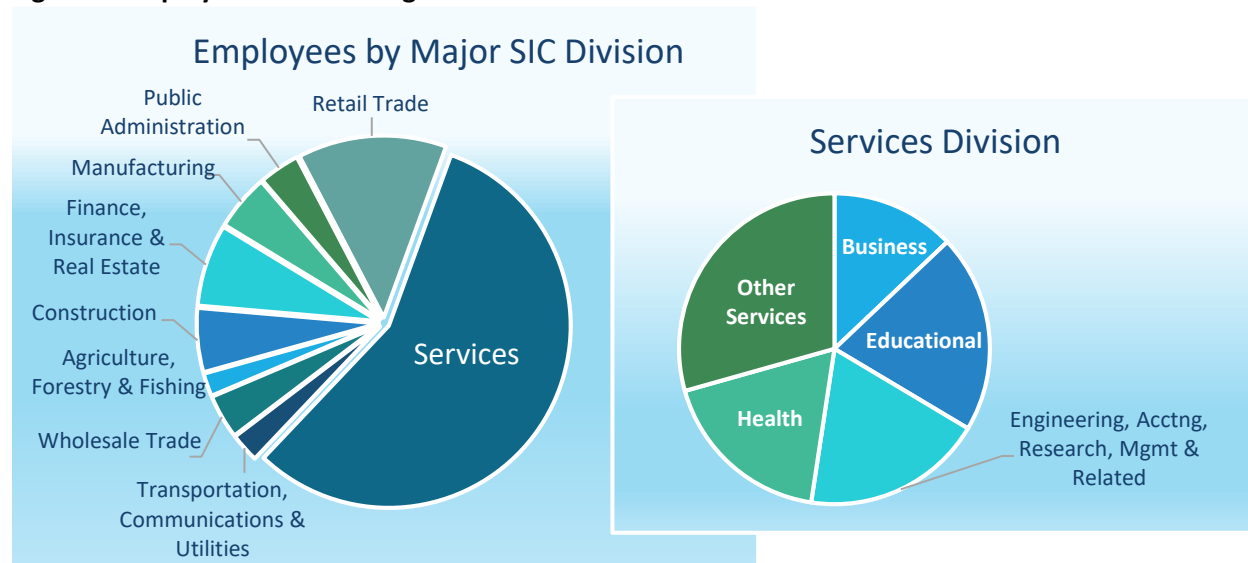


Source: Experian Census Area Projections & Estimates

Bainbridge Island Workforce

Residents enjoy a wide range of amenities. Cultural sites include the Bainbridge Island Museum of Art, Bainbridge Island Historical Museum, Bloedel Reserve, Islandwood, Japanese American Exclusion Memorial, and Bainbridge Performing Arts. The Island also boasts numerous galleries, shops, museums, bakeries, and restaurants. The majority of people employed on Bainbridge Island work within the services industry based on their standard industrial classification (SIC) per the Occupational Safety & Health Administration, see Figure 5. The primary services represented include health, education, business, engineering, and accounting.

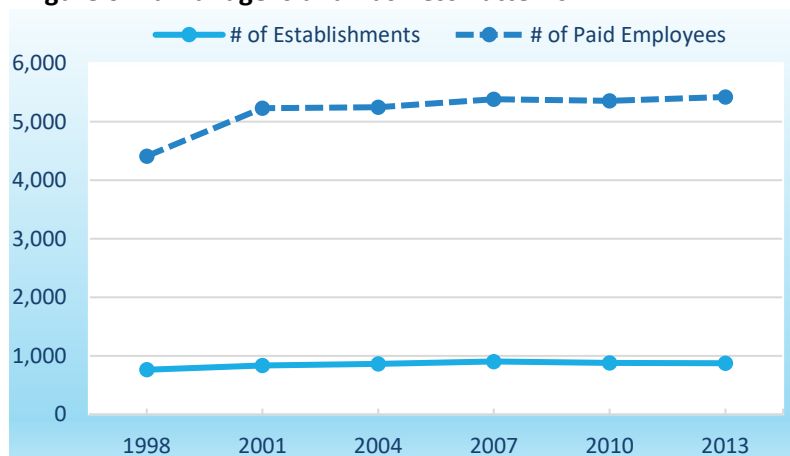
Figure 5: Employees on Bainbridge Island



Source: DemographicsNow

Both the number of people working on the Island and the number of business establishments has remained relatively stable since 2001, see Figure 6. Although the population has grown, the number of available jobs on the island has not increased proportionally.

Figure 6: Bainbridge Island Business Patterns



Source: U.S. Census Bureau, 2013 Zip Code Business Patterns

At 4.2%, unemployment on Bainbridge Island is lower than Kitsap County (6.3%) and Washington State (6.9%) and is projected by Experian to drop to 3.6% by 2019.

There are nearly 10,000 Island residents in the labor force, and with fewer than 6,000 jobs on the Island, it is clear that a number of Island residents must work elsewhere in Kitsap County or the nearby Seattle metropolitan area.

Islanders commute by car far less frequently than Kitsap County or the State as a whole, instead relying more heavily on public transit, see Figure 7. This translates to longer commute times, as the Bainbridge Island commute is longer by 13-18 minutes on average. Also significant in viewing commute patterns is the high number of residents who work at home, almost three times the percentage within Kitsap County or Washington.

Figure 7: Regional Commute Types

Commute Type	Bainbridge Island	Kitsap County	Washington State
Vehicle (Self or Carpool)	49.1%	78.6%	83.2%
Public Transit	25.3%	8.3%	5.8%
Worked at Home	16.3%	6.6%	5.4%
Walked	5.6%	4.4%	3.5%
Other Means	3.7%	2.1%	2.1%
Mean Commute Time (mins)	43.2	29.7	25.7

Source: 2013 American Community Survey

Figure 8: City Business License Information (10/8/15)

	# of Licenses	% of Total Licenses
On-Island Location	2198	68%
Home-based Businesses (included in On-Island Count)	1345	42%
Off-Island Location	1020	32%
Total Business Licenses	3218	100%

Figure 9. Bainbridge Island Home-Based Businesses by Type

Business Type	Number	%
Construction & Related Services	143	10.6%
Artists & Entertainment	141	10.5%
Management & Professional Services	111	8.3%
Marketing, Advertising & Graphic Design	109	8.1%
Accommodations, Real Estate & Related	90	6.7%
Health & Wellness	79	5.9%
Landscaping	60	4.5%
Engineering, Environmental, Scientific & Technical Services	57	4.2%
Computer & Technology	56	4.2%
Educational Services	50	3.7%
Finance, Investment & Accounting	44	3.3%
Fitness, Recreation & Related	43	3.2%
Legal Services	43	3.2%
Home Furnishings & Interior Design	41	3.1%
Nonprofit, Civic & Advocacy Organizations	38	2.8%
Miscellaneous	37	2.8%
Agriculture	30	2.2%
Food Services & Manufacturing	28	2.1%
Architects	24	1.8%
Machinery & Equipment	20	1.5%
Maintenance & Cleaning	19	1.4%
Travel & Transportation	17	1.3%
Pet Services	16	1.2%
Industrial Design & Manufacturing	14	1.0%
Personal Services	11	0.8%

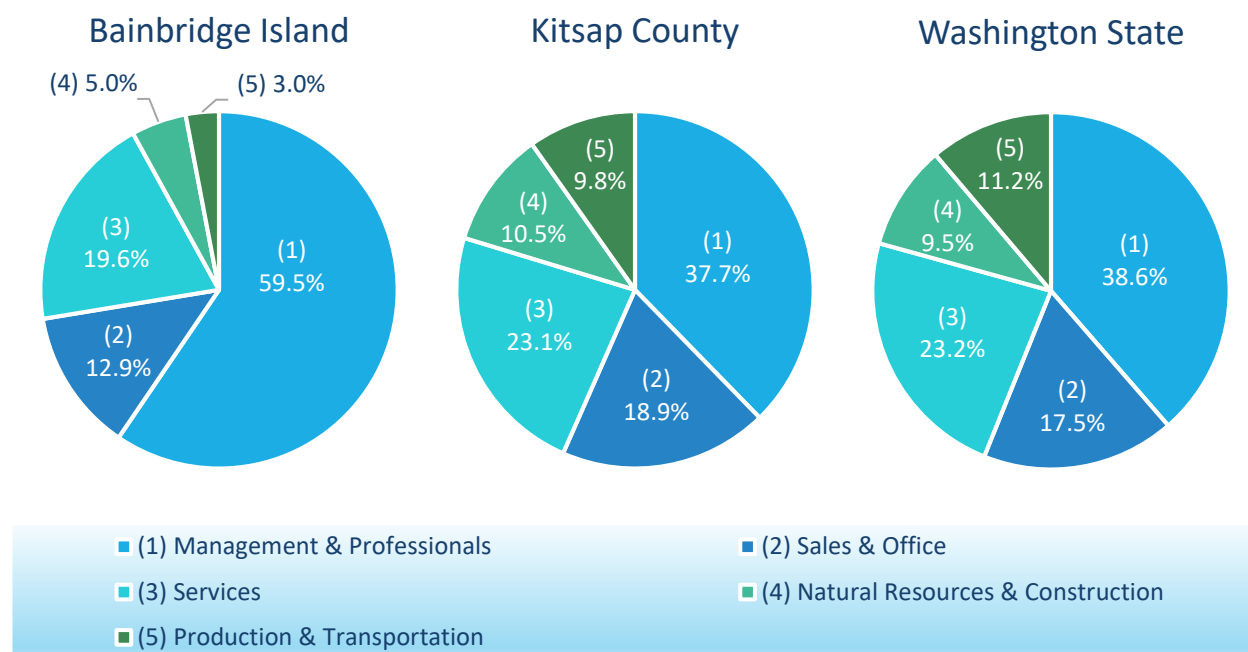
Business Type	Number	%
Childcare	8	0.6%
Clothing	7	0.5%
Water Utilities	5	0.4%
Florists	3	0.2%
Total	1,344	100.0%

Source: City of Bainbridge Island Business Licenses (10/8/15)

Based on the large number of Island residents working off-Island, the type of occupations in which they are employed gives a better indication of their financial means as opposed to analyzing the composition of Island jobs.

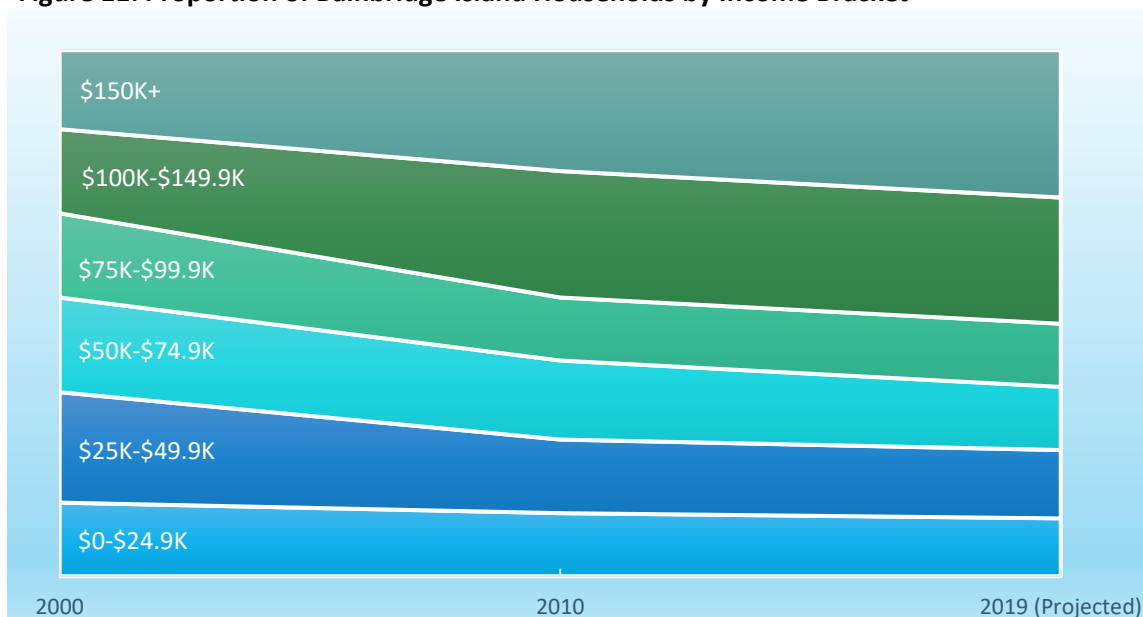
Bainbridge Island residents overwhelmingly hold professional or management positions: almost 60% of the workforce holds such positions, sharply contrasting with the less than 40% of Kitsap County or Washington residents that do, see Figure 8. These positions also tend to command a much higher salary than other types of positions.

Figure 10: Workforce by Occupation



Source: 2013 American Community Survey

Since 2000, the proportion of Bainbridge Island households with incomes greater than \$100,000 has steadily increased with Island businesses benefitting from off-Island income. Bainbridge Island has significantly higher median household incomes, when compared to Kitsap County or Washington State, see Figures 9 and 10.

Figure 11: Proportion of Bainbridge Island Households by Income Bracket

Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

Figure 12: Median Household Income

	2000	2010	2014	2019 (Projected)
Bainbridge Island	\$70,797	\$92,762	\$89,223	\$103,499
Kitsap County	\$46,923	\$62,712	\$59,362	\$68,859
Washington State	\$45,811	\$57,181	\$58,274	\$67,667

Source: 2000-2010 U.S. Census and Experian Census Area Projections & Estimates

Living and Working in the Same Community

As shown previously in Figure 5, the majority of people employed on Bainbridge Island work in the services industry or retail trade. The corresponding wages paid to employees on the Island in these sectors show a much lower average wage than represented by the median household income, see Figures 10 (above) and 11.

Figure 13: Average Wages on Bainbridge Island by Industry

Industry Name	Average Annual Wage*
Health Care & Social Assistance	\$30,306
Other Services (excl. Public Administration)	\$29,576
Retail Trade	\$27,748
Arts, Entertainment & Recreation	\$21,257
Accommodation & Food Services	\$16,754
*Average Annual Wage is calculated based on the total wages paid by reporting employers during calendar year 2014 and the average of the same 12 months employment for the same employers.	

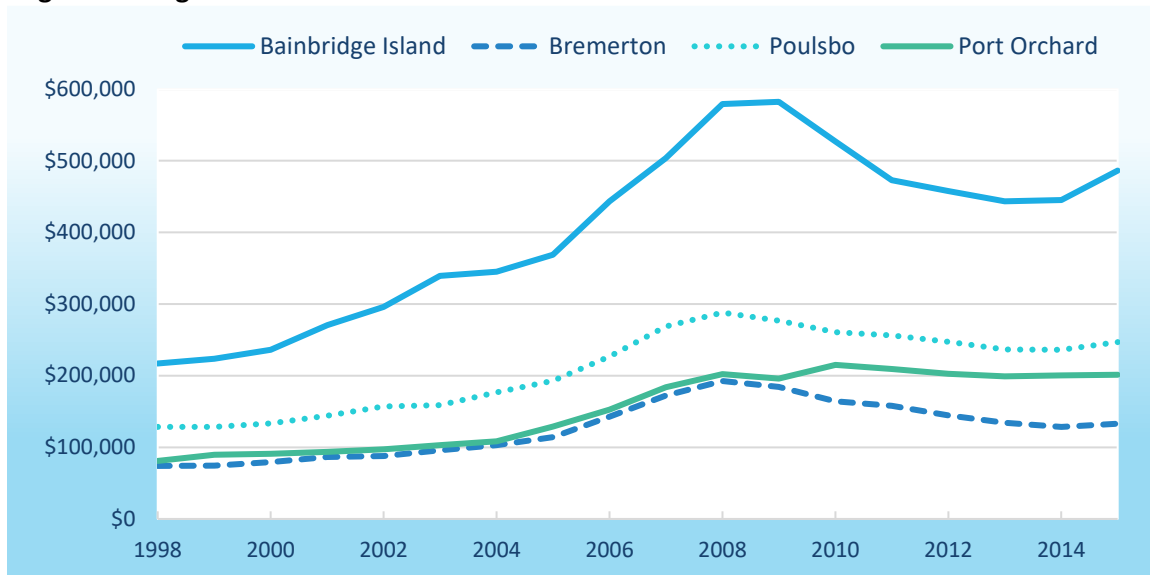
Source: Washington State Employment Security Department

This disparity in income and wages could be the result of a number of different factors such as the prevalence of part-time work in these sectors or that a sizable portion of these employees reside off-Island. Regardless of the reason, it is clear that the wage and salary analysis above coupled with a highly competitive housing market indicates that many jobs within the Island economy cannot provide workers sufficient incomes to make living within the community possible, even for dual income households.

Bainbridge Island Residential Investment

Bainbridge Island is primarily a residential community. Just over 9,600 of the total 17,779 acres of the Island are developed for residential land uses. A majority of the remaining land has been kept undeveloped to maintain the unique rural character so highly regarded by Island residents.

Approximately 87% of all Bainbridge Island property value is in the form of residential property which has a 2015 assessed valuation of over \$5.3 billion per the Kitsap County Assessor. Home values on Bainbridge Island tend to be much higher than those in neighboring communities, see Figure 11. This represents an investment of some portion of the income imported into the community from well-paying jobs in Seattle and elsewhere in addition to employment on the Island.

Figure 14: Regional Median Assessed Home Values

Source: Kitsap County Assessor, Statement of Assessments 2001-2015

Residential investment also drives a portion of the local economy by supporting a demand for businesses such as home repair and remodeling, landscaping services, food service, auto repair, interior design, insurance, house cleaning, day care, and municipal services.