



STUDY SESSION

TUESDAY, DECEMBER 6, 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. PUBLIC HEARINGS(S)

A. 7:15 PM Islandwide Transportation Plan, AB 16-148 - Public Works
(Pg. 3)

5. PRESENTATIONS

A. 7:35 PM Town Square Project Update, AB 16-162 - Executive (Pg.
119)

6. NEW BUSINESS

A. 7:50 PM Consider Acceptance of Real Property Donation, AB 16-163 -
Executive (Pg. 142)

B. 8:00 PM Ordinance No. 2016-36, Amending Section 2.16.110 of the
Bainbridge Island Municipal Code Relating to Conditional Use Permit
Lot Coverage Decision Criteria for Public Schools and Governmental
Facilities, AB 16-161 - Planning (Pg. 148)

7. UNFINISHED BUSINESS

- A. 8:10 PM Ordinance No. 2016-29, Comprehensive Plan Update, AB 15-018 - Planning (Pg. 153)

8. FOR THE GOOD OF THE ORDER

10:10 PM

9. ADJOURNMENT

10:15 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, AB 16-148 - Public Works (Pg. 3)	Date: 12/6/2016
Agenda Item: PUBLIC HEARING(S)	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: 11/15/2016	Recommendation: Set public hearing on December 6, 2016
City Manager: Yes	Legal: Yes Finance: N/A

DESCRIPTION/BACKGROUND

Action Item:

City Council to conduct public hearing and take public comment on the 2016 Islandwide Transportation Plan update and forward to December 13, 2016 to consider adoption.

Background:

The purpose of the Islandwide Transportation Plan (IWTP) is to identify transportation needs, develop level of service standards, provide recommendations on major transportation needs, and support the implementation of City's transportation goals and policies in the Transportation Element of the City's Comprehensive Plan. City staff has been working on updating the original 2004 Islandwide Transportation Study concurrently with the Transportation Element of the Comprehensive Plan. City staff has also been working with community members including the Planning Commission and the Non-Motorized Transportation Advisory Committee with updates to the Plan. The City Council reviewed the Plan at their October 18th and November 1st meetings and the Planning Commission reviewed the Plan several times with the most recent meeting on November 10th.

Next Steps:

The schedule includes adoption of the Plan via resolution at the December 13th City Council meeting with a proposed ordinance scheduled in January 2017. To view the current Plan, please visit:
<http://www.bainbridgewa.gov/708/Island-wide-Transportation-Plan-IWTP-Upd>

RECOMMENDED ACTION/MOTION

Motion:

I move that the City Council forward the 2016 Islandwide Transportation Plan to the December 13, 2016, City Council meeting as unfinished business for consideration of adoption via resolution.

ATTACHMENTS:

Description	Type
▣ Table of Contents	Backup Material
▣ 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
▣ Appendix Link	Backup Material

ISLAND WIDE TRANSPORTATION PLAN

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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 SR 305 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.

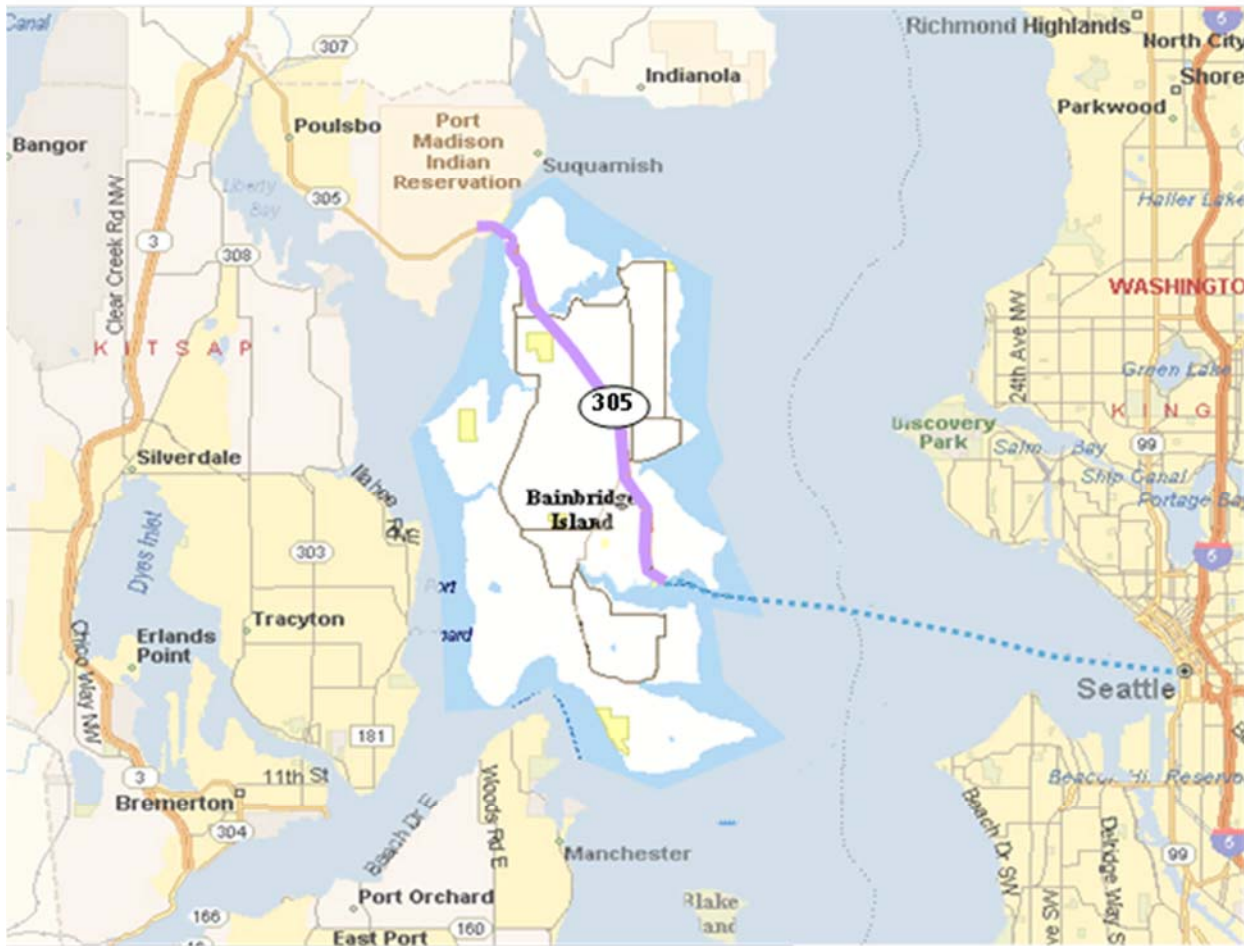
Plan Purpose

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 I-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 substantial effort that was involved with creating the original 2004 Island-Wide Transportation Study and 2003 Non-motorized Transportation Plan. 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. These studies are comprehensive and is still largely relevant today.

Since the development of these plans, the City has been successful in implementing transportation improvement projects with a focus on non-motorized projects, including a successful track record of procuring grant funding. At the time of this writing the City is undertaking several significant grant funded projects including the Sound to Olympics (STO) Trail, the Wing Point Way Reconstruction, and the Wyatt Way Reconstruction projects.

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

This update Island-wide Transportation Plan was designed to be more limited in scale than the prior efforts to develop the original plans. With resources largely focused on implementation, this update was accomplished by Staff working with the NMTAC to review and comment on a chapter by chapter basis. The City engaged the services of Transportation Solutions Incorporated (TSI) to support the City Council in considering implementation of Transportation Impact Fees. This effort involved extensive traffic counts and the creation of a transportation model. This information was utilized for editing the write up and updating the exhibits in the IWTP. TSI was consulted to support updates to Chapters 3, Chapter 4, and for pier review.

Public involvement of the Plan has been oriented around regular NMTAC meetings and the review of the Plan along with the Transportation Element of the Comprehensive Plan by the Planning Commission. Public comment was taken at these meetings starting in early 2015 and continuing to the City Councils review in the fourth quarter of 2016. A project page on the City's web site for the Plan was provided to facilitate public engagement.

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: SR 305
- 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 SR 305 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

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, roundabouts, 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.
- ***SR 305 Scenic Byway*** – Retaining the scenic character of SR 305 by discouraging new access points, and maintaining or enhancing vegetative buffers. SR 305 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 SR 305 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

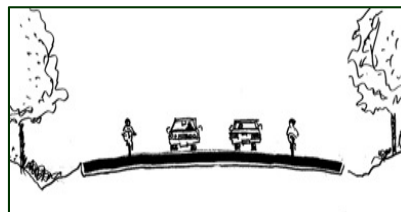
The photographs and sketches identify some of the key features that define the transportation character of Bainbridge Island.



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 development of the 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

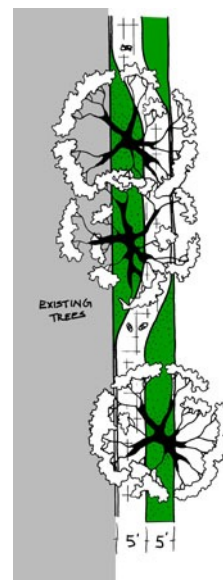
The photographs and sketches identify some of the key features that define the neighborhood goals for transportation.



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



Roadside vegetation filters run-off



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



Stormwater planters to control run off and improve water quality



Special stormwater containment features can control water runoff roadway surfaces



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 curbs, bulbs, or by adding planting strip rain gardens that provide an 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 SR 305, 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 SR 305, which connects the Island to the Kitsap and Olympic Peninsula. SR 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* – SR 305, 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* – SR 305, 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* – SR 305, 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.

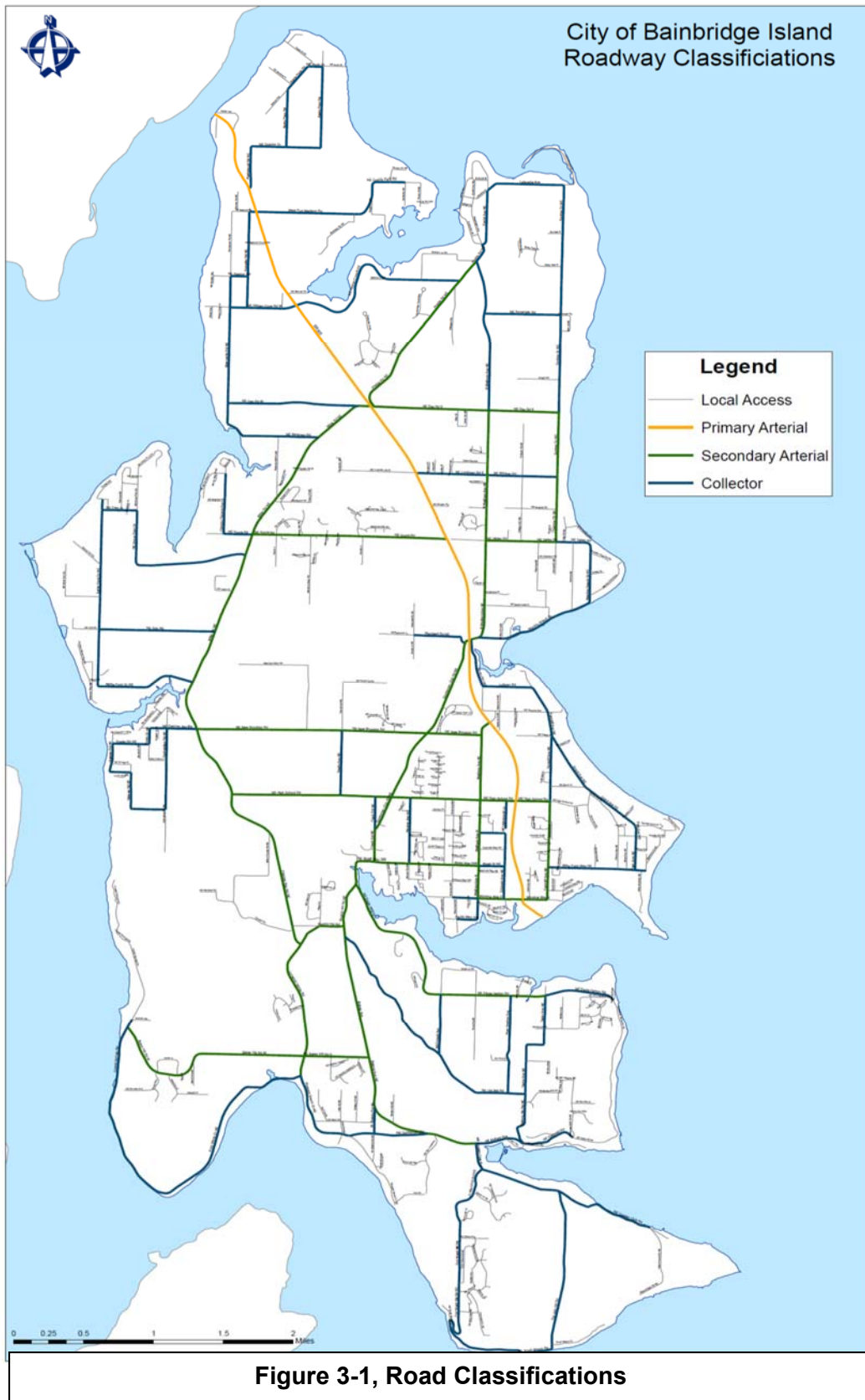
Road Standards

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 SR 305 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

SR 305 Corridor – (applies to state highways and is established by the State)

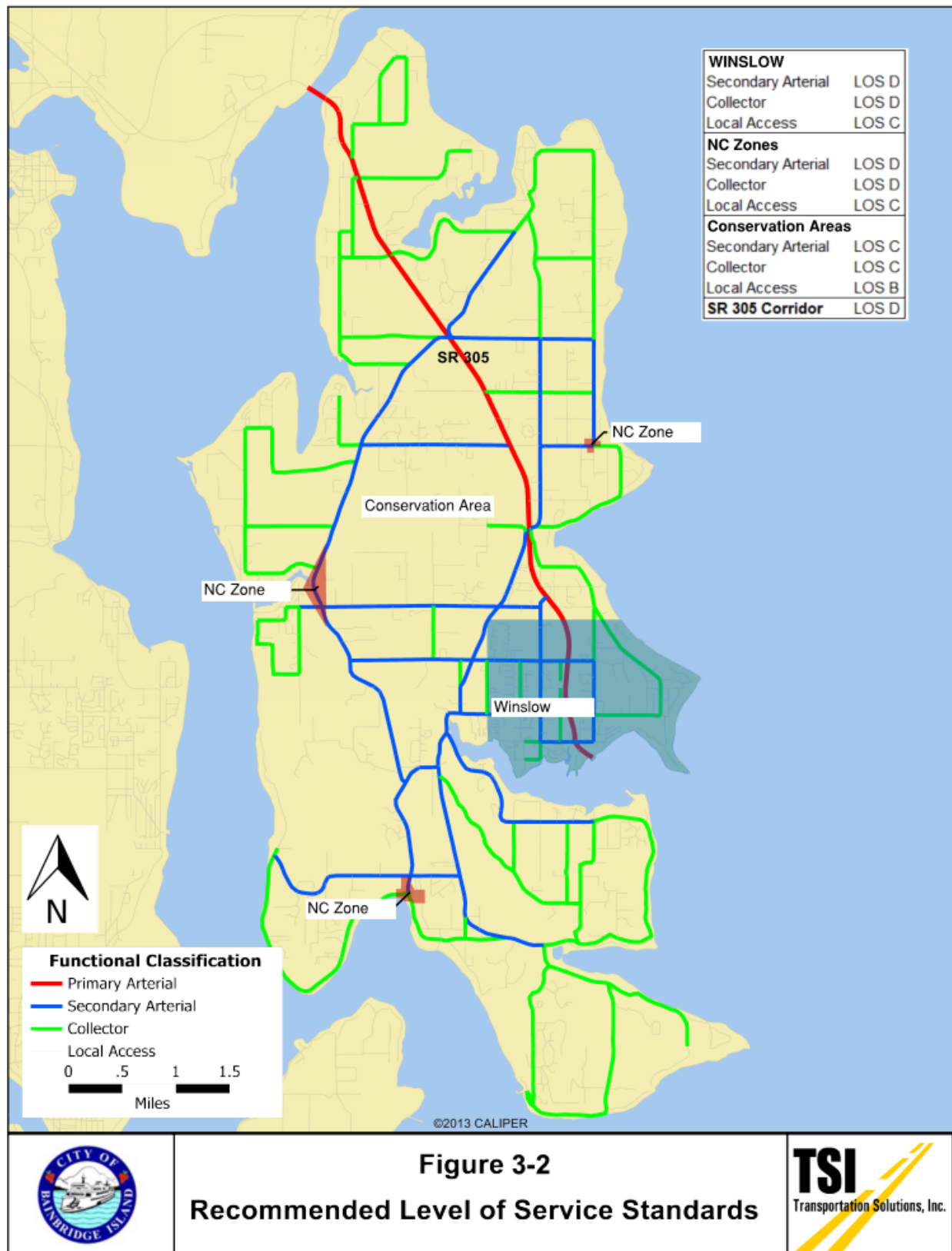
- All Roadways– LOS D

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 SR 305 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 SR 305 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



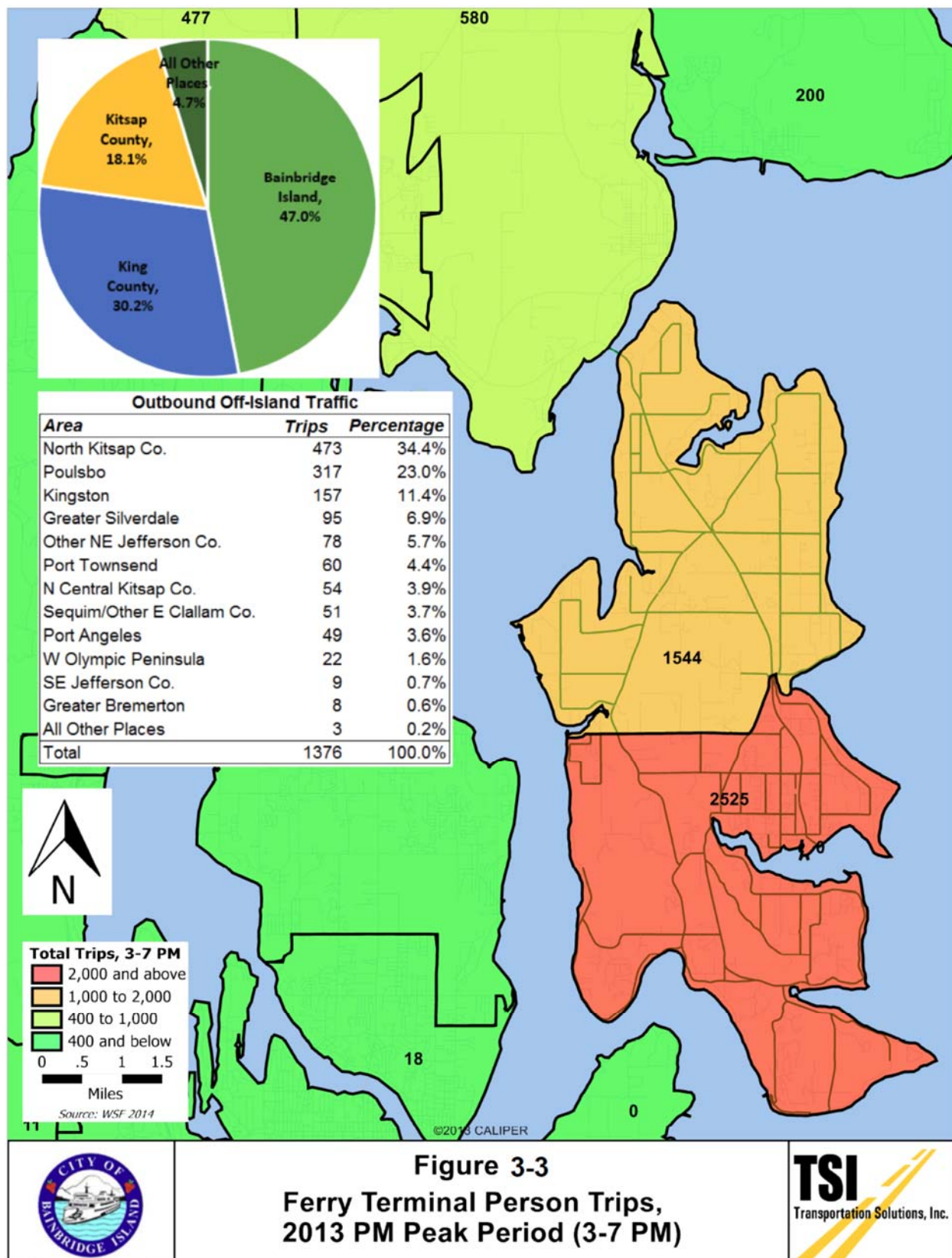
patterns of ferry passengers. Passengers were asked about their typical routes, how they get to and from ferry terminals, and the purpose of their trips.

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.

Figure 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 SR 305 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

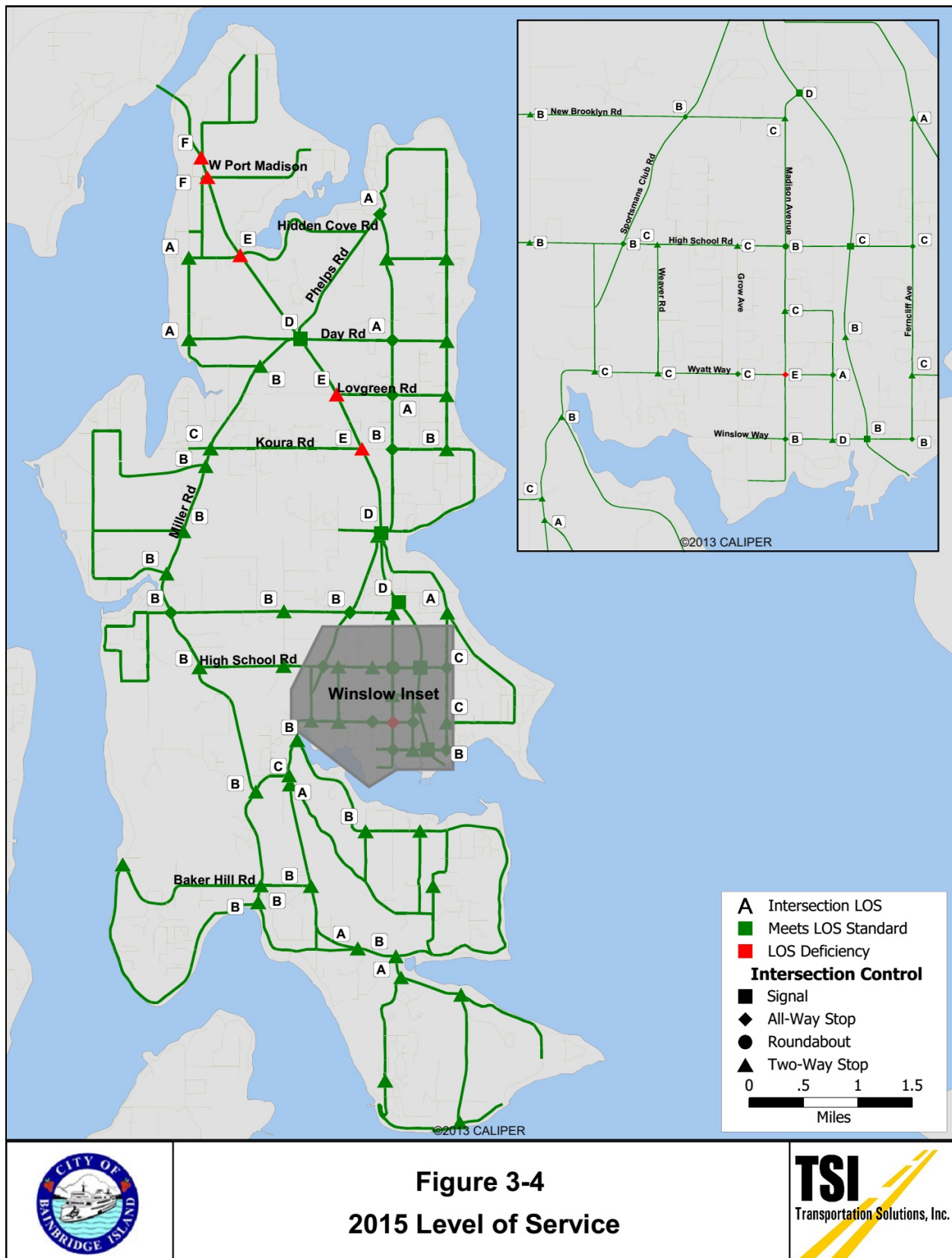
Intersection	Control Type ¹	Delay ² (s/veh)	LOS
Madison Ave N / Wyatt	AWSC	38.5	E
SR 305 / Koura Rd	TWSC	37.3	E
SR 305 / Lovgreen Rd	TWSC	38.9	E
SR 305 / NE Hidden Cove Rd	TWSC	48.3	E
SR 305 / Port Madison	TWSC	>180	F
SR 305 / Agatewood Rd	TWSC	>180	F

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 SR 305. At locations other than SR 305, there are only a few minor LOS deficiencies.

Roadway LOS

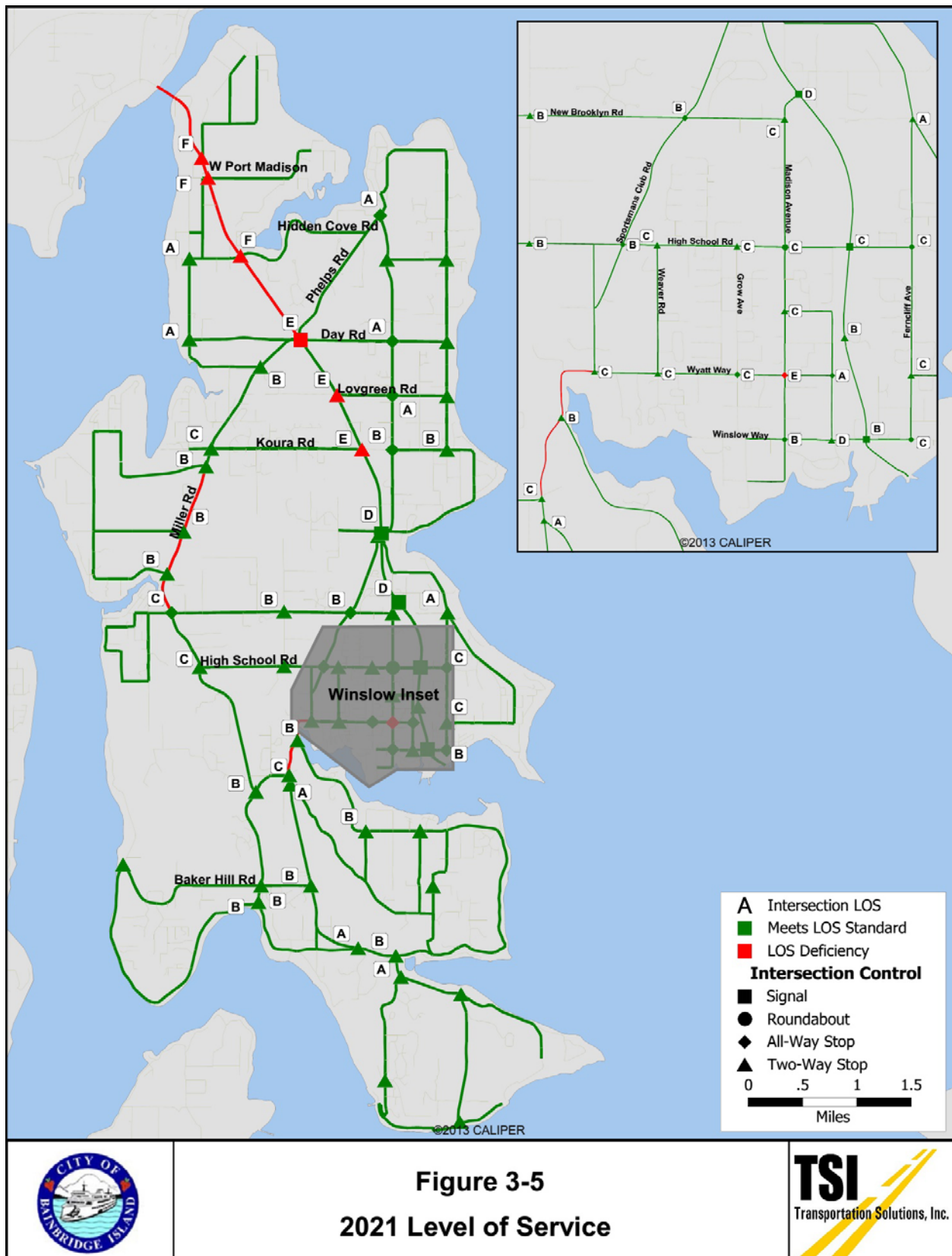
Roadway Segment LOS at sections of Eagle Harbor Drive and Miller Road are expected to decline. Shoulder widening project are included in the City's short term (6 year) capital improvement plan for these locations.

Along the SR 305 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 to 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 roundabout 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
SR 305	Day Rd	Hidden Cove Rd	0.94	E
SR 305	Hidden Cove Rd	Seabold Church Rd	0.96	E
SR 305	Seabold Church Rd	Seabold/W Port Madison	0.93	E
SR 305	Seabold/W Port Madison	Agatewood Rd	0.99	E
SR 305	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 SR 305 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 SR 305 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 SR 305 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.

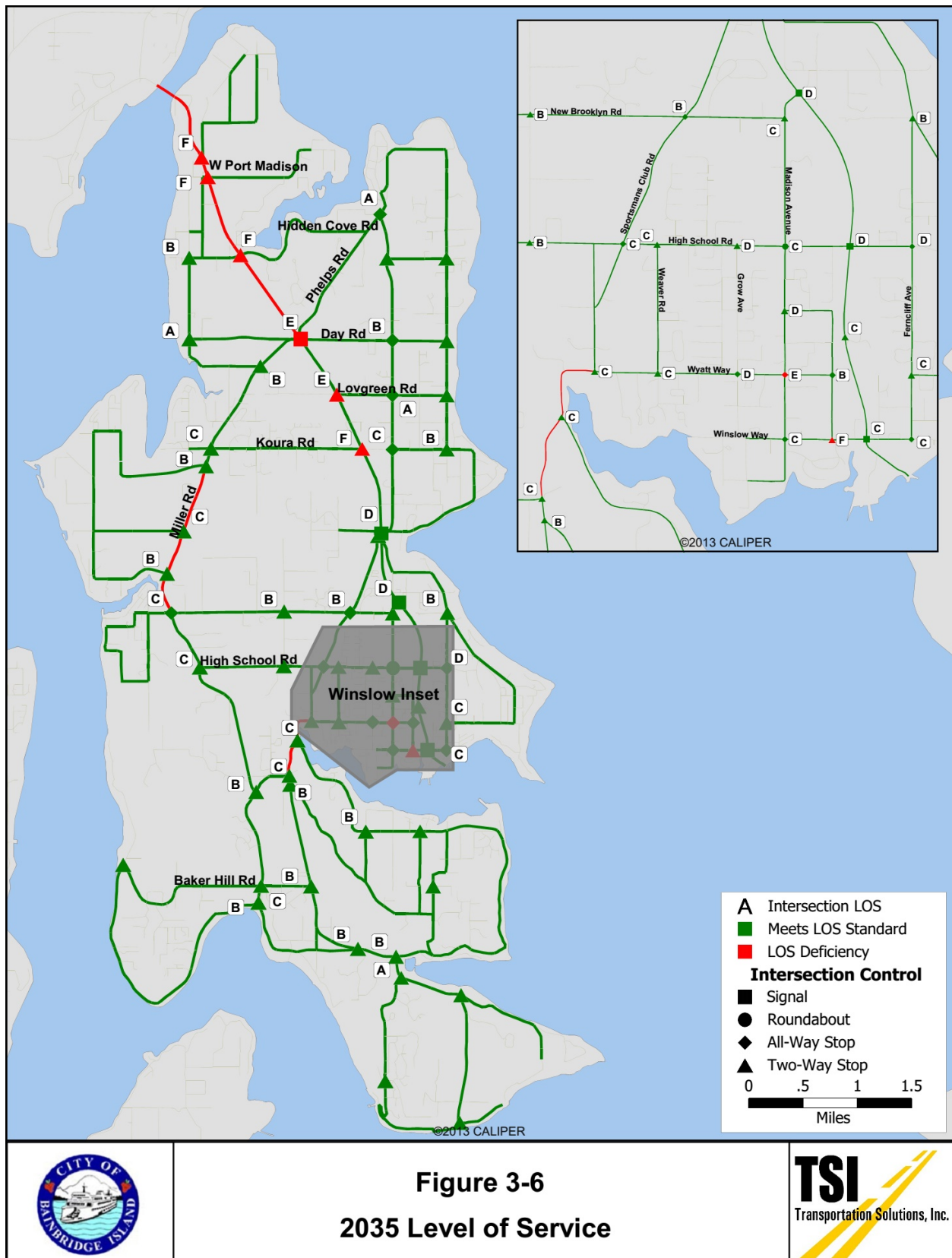
³Specific Corridor improvements identified below

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
SR 305	Day Rd	Hidden Cove Rd	0.95	E
SR 305	Hidden Cove Rd	Seabold Church Rd	1.03	F
SR 305	Seabold Church Rd	Seabold/W Port Madison	1.01	F
SR 305	Seabold/W Port Madison	Agatewood Rd	1.05	F
SR 305	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.

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.

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 considered for inclusion with other nearby projects. 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 SR 305 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 SR 305.

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.”

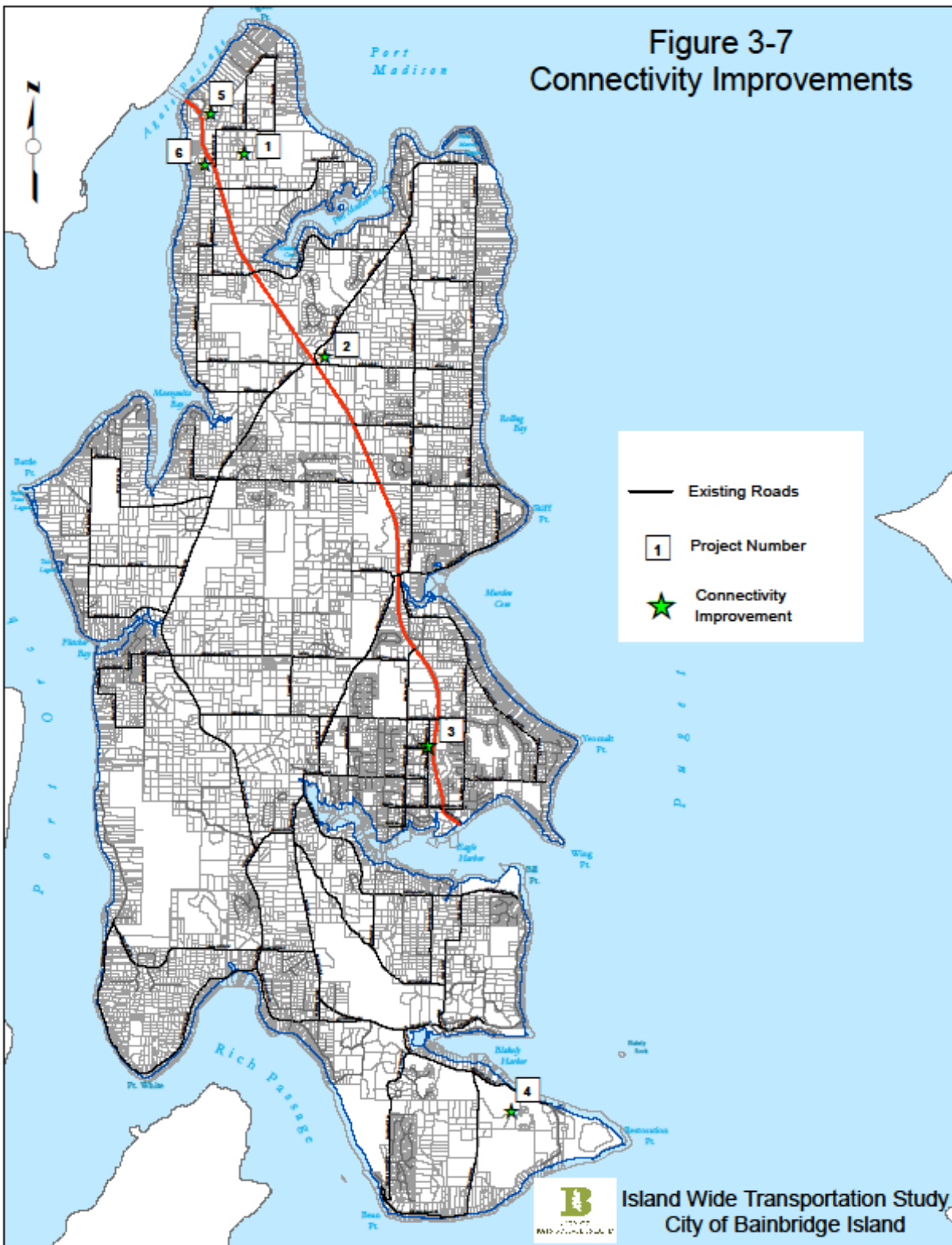




Figure 3-7

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-way are in close proximity.

#5 and #6 were added as possibilities to improve access to SR 305.

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 SR 305. This improvement would allow limited access for a section of SR 305.
6. **Agate Beach Lane** - Providing a frontage road to link this and other properties fronting SR 305 is recommended to maintain reliable access. This improvement would allow limited access for a section of SR 305. This improvement would also provide an alternative route to SR 305 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 (SR) 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

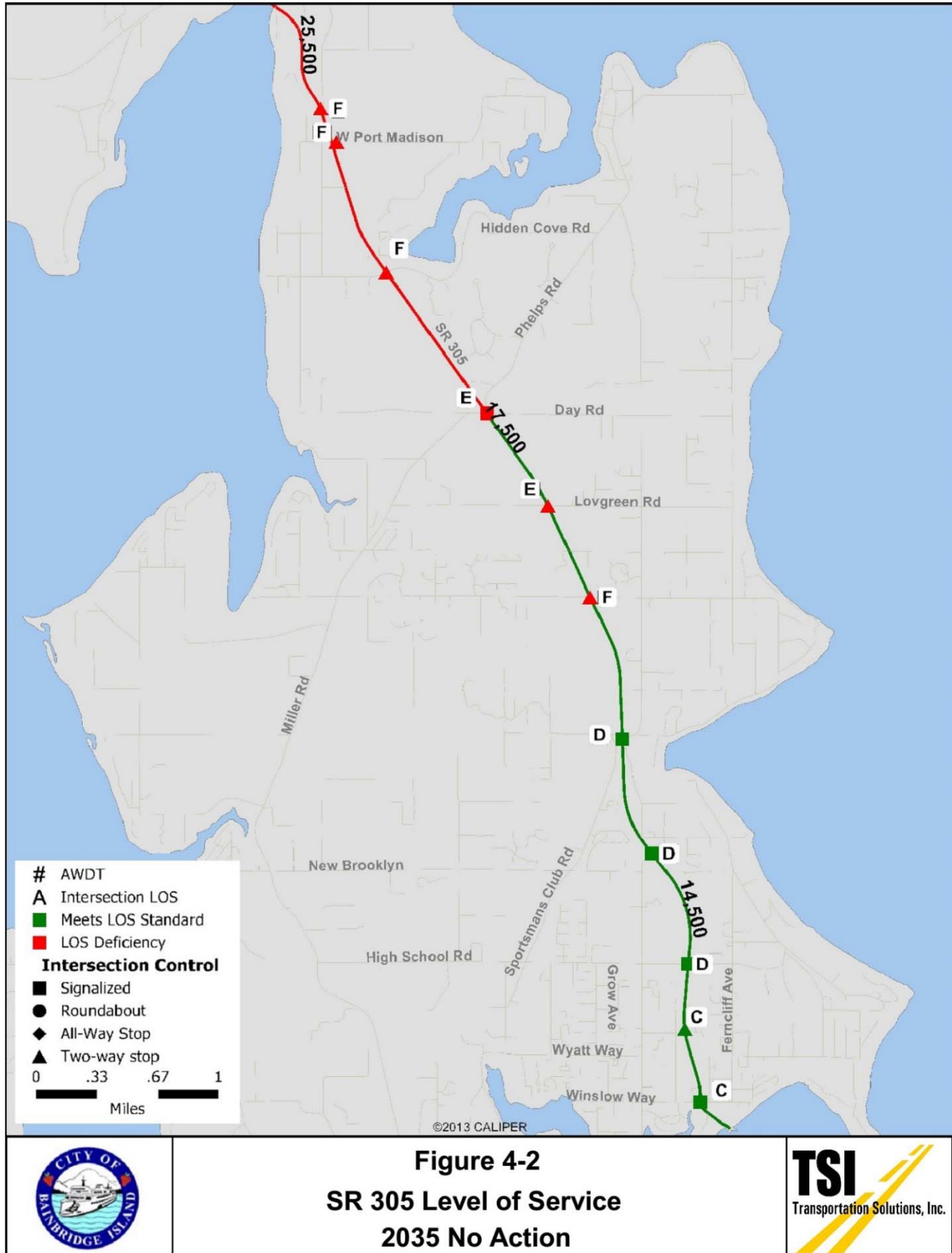
The traffic analysis (described in Chapter 3) shows that current conditions on SR 305 do not meet the WSDOT minimum LOS standards, and future traffic will be even worse. Currently, along the SR 305 Corridor all collector street intersections fail and one secondary arterial intersection (Koura Rd.) does 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.





Figure 4-1
SR 305 Level of Service
Existing Conditions







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 SR 305 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 SR 305. Based on this information, the NMTAC and City Staff, included recommendations in the IWTP to better position the City to advocate for improvements.



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 SR 305 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 SR 305 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 SR 305. 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 SR 305 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.
- Vegetative Management – Preserve natural character and screening of SR 305 with trees.

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.





Figure 4-4
SR 305 Level of Service
2035 Alternative B







SR 305 Recommendations:

A number of interim and long term recommendations are as follows based on the SR 305 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 SR 305 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 upgrades or replacement.
- Advocate for a separated pathway for non-motorized users in conjunction with other improvements.
- Advocate for limited access improvements at Reitan Road in conjunction with the bridge replacement. This would include access for Reitan Road and possibly connecting frontage roads from both sides of the highway.
- Advocate for intersection improvements at Agate Point and 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 roundabout be constructed at Suquamish Way. Note that this signal could be programmed 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 SR 305. If funding can be secured for a two-lane roundabout it may be a preferred solution to address this complexity. With either a wider signalized intersection or two lane roundabout, 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 SR 305 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 SR 305, 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 SR 305 where there are alternative routes to access SR 305 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 greater 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. Signalized intersections with seven (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 SR 305 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 SR 305.

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 SR 305 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 SR 305/ Olympic Drive near the ferry terminal are in progress.

Apart from SR 305, 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



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, workers, and visitors.

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

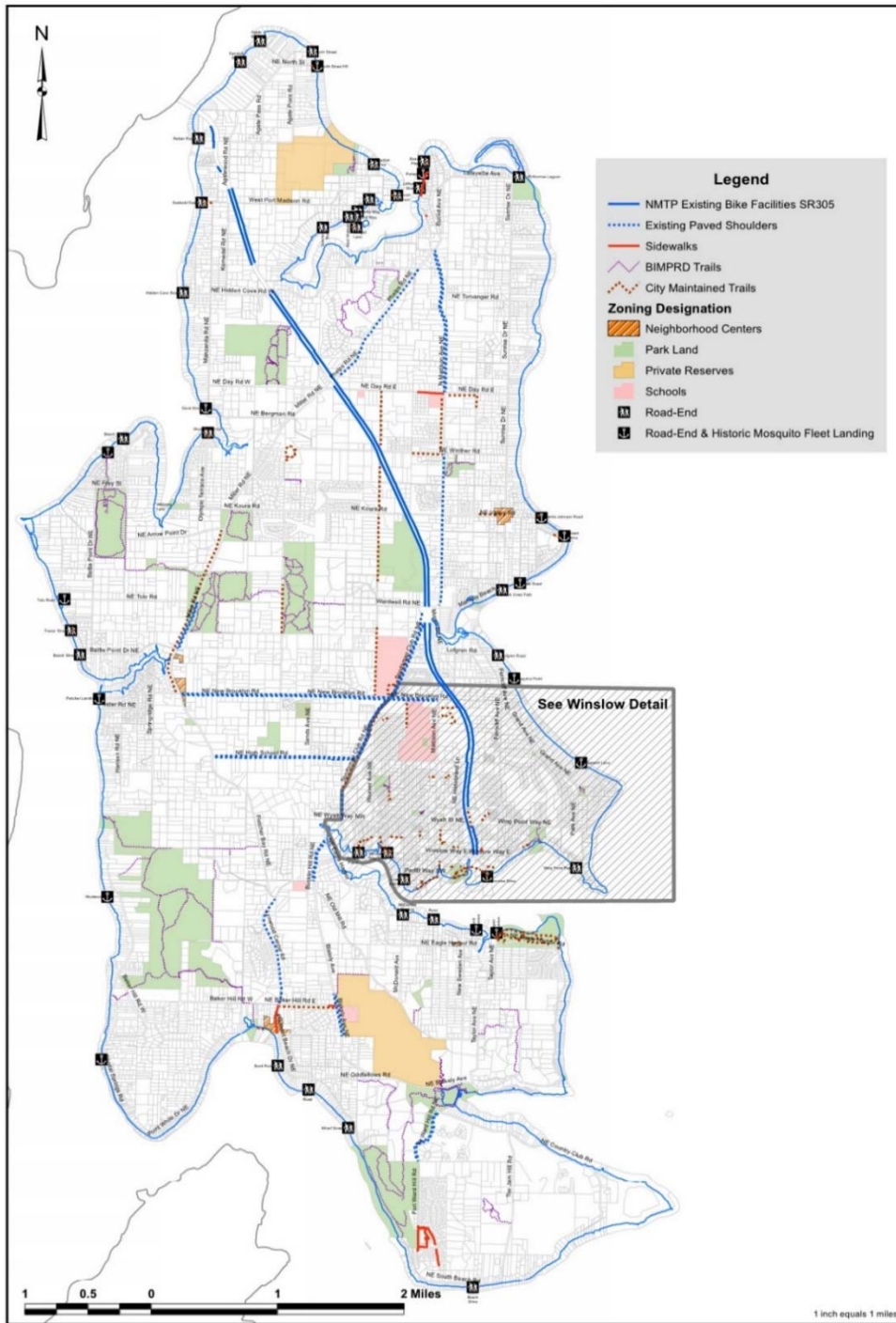
The City's existing non-motorized transportation system consists of sidewalks, bike lanes, and trails. The City's existing non-motorized facilities are shown in Maps A and B.

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.

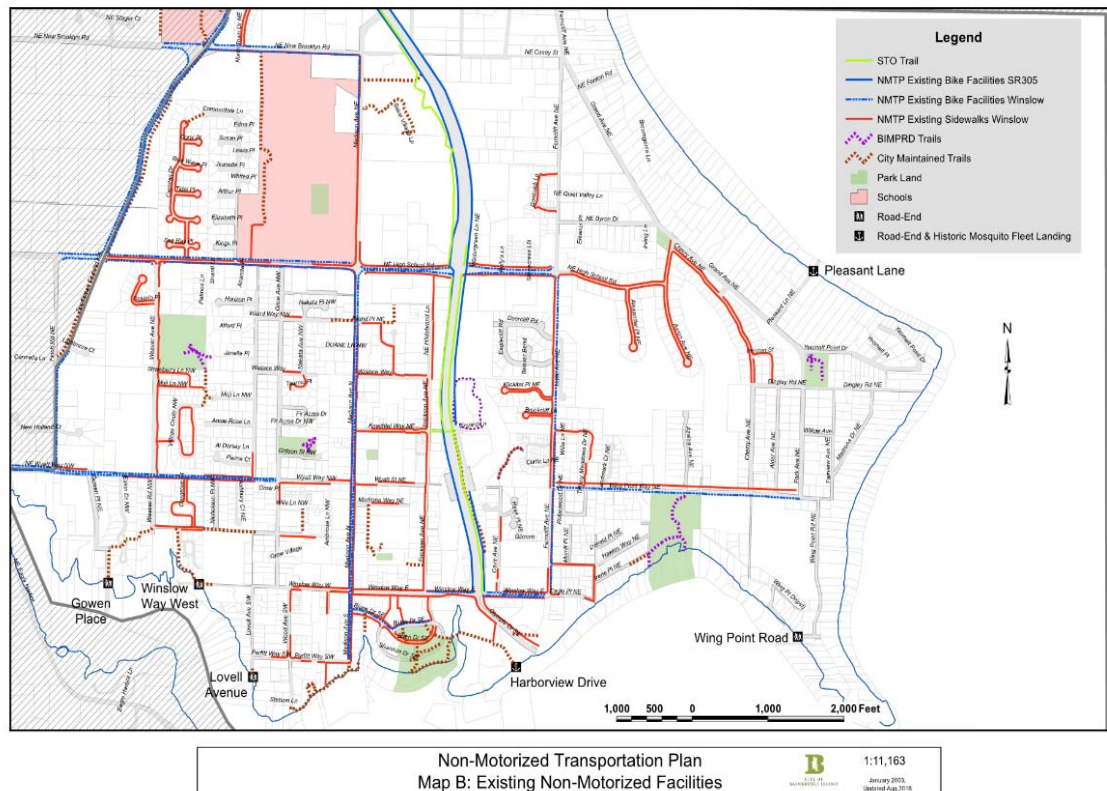
There is a huge potential to improve non-motorized access to transit, goods and services, to provide recreational opportunities on Bainbridge Island and to improve the quality of life for citizens. The following nodes are identified for consideration:

- 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
SR 305/ Winslow Way	125	204	114	192	138
SR 305/ High School	-	-	-	69	51
SR 305/ 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
SR 305/ Winslow Way	-	-	211	168	117
SR 305/ High School	-	49	-	-	59
SR 305/ 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
SR 305/ Winslow Way	126	185	176	28	196
SR 305/ High School	-	-	-	24	51
SR 305/ 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
SR 305/ Winslow Way	-	-	526	309	471
SR 305/ High School	-	43	-	-	68
SR 305/ 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 settled 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 SR 305 and on City roadways.

Table 6-2, Roadway Network Barriers		
1	SR 305 at Vineyard Lane	A separated grade crossing is needed to unite the two sides of Winslow that are divided by the SR 305 superblock between Winslow Way and High School Road.



2	SR 305 Signalized Crossings	Wide crossings can be a barrier to some users. As capacity improvements are made to SR 305, medians, islands, and other pedestrian related improvements should be provided.
3	SR 305 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.

This section describes the current needs and identifies 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 recognizes the following mobility challenges:

- 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.
- Improving safety for cyclists and pedestrians on the Island's secondary arterial roadways.



- Improving sidewalks in Winslow through universal design.
- Improving connectivity to Parks by integrating city trail plans with the trail plans of the Park District.
- Removing barriers and closing gaps in networks addressing the above priorities. This includes but is not limited to SR 305 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.
 2. Intra-island trails, which combine separated multi-use pathways and low volume roadways to link designated centers, schools, and parks.
 3. Connecting pathways provide local connectivity and link to the regional and intra-island trails.
 4. The system will integrate with Bainbridge Island Metropolitan Parks District trails to 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, Regional and Intra-Island Trails		
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 SR 305, requiring easements for accommodating a non-motorized bridge and its approaches.
2	Sound to Olympics Trail at Hildebrand Retail Area	A multi-use 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 multi-use pathway to serve as a regional 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 separated pathway to connect the Waterfront Park to the ferry terminal. Permission is needed from WSF to use the area west of the roadway for a separated pathway.



5	Waterfront Trail Connector from Bjune to Parfitt.	A separated pathway and/or boardwalk along the shoreline connecting the Waterfront Park to the commercial waterfront district along Parfitt Way.
6	Cave Avenue Trail Connector	A 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.
7	Knechtel Trail Connectors	A network of 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.
8	Schools Intra-Island Trail	A multi-use 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 “Sakai Park” and the School District at the High School campus and the City’s Suzuki property.
9	Wardwell Intra-Island Trail	A multi-use 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.
10.	Shepard Intra-Island Trail	A network of multi-use 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.
11.	Head of the Bay	A trail and/or shoulder improvements is needed along this Corridor. Additional right-of-way may be



		needed from fronting property owners to widen the roadway and mitigate for wetland impacts.
12	Bucklin Hill Road	A trail and/or shoulder improvements are needed along this corridor. Additional right-of-way is needed to widen the roadway and drainage for shoulder improvements.
13	Lost Valley Intra-Island Trail	A multi-use 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.
14	Lynwood Center Intra-Island Trail	A multi-use 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.
15	North Island Expeditionary Intra-Island Trail	A continuous network of multi-use trails 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.
16	Mandus Olson Corridor Intra-Island Trail	A continuous network of multi-use trails and low volume roadways to link to the Lost Valley at the south and the North Island 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

Table 6-5 identifies gaps and deficiencies in shoulder facilities for cyclists. This information is used to facilitate the implementation of the “Core 40 – shoulder program” to create a 40 plus mile network of safe roadway routes for cyclists.

Table 6-5, Islandwide Newtwork of Shoulder Facilities for Cyclists		
1.	Eagle Harbor Drive	Bicycle lanes both sides from Bucklin to McDonald.
2.	Miller Rd & Day Rd	Bicycle lanes both sides for entire length of roadway and for Day road West of SR 305 to Miller
3.	Bucklin Hill Road	Bicycle lanes both sides from Blakey to Lynwood Ctr. Road.
4.	High School Road	Bicycle climbing lanes both directions.
5.	Blakely Avenue	Bicycle climbing lanes both sides from Bucklin to Oddfellows.
6.	Valley Avenue	Bicycle climbing lane from N. Madison to Sunrise.
7.	New Brooklyn Rd.	Bicycle climbing lanes both directions.



8.	Baker Hill Road	Bicycle climbing lane from Lynwood Center and Palimino.
9.	Lynwood Center Rd.	Bike lane on the west side in the south bound direction assuming separated shared use pathway is also constructed on the east side.
10.	Sportsman's Club Rd. & Finch Rd.	Complete bicycle lanes both directions.
11	Fletcher Bay Road	Complete bicycle lanes both sides.
12	Day Road	Bicycle climbing lane from SR 305 to N. Madison.
13.	North Madison Ave.	Complete bicycle lanes both sides from SR 305 to Day.
14.	High School Rd.	Complete bicycle lanes both sides.
15.	Blakely Ave.	Complete bicycle lanes in both sides from Bucklin to Country Club.

City of Bainbridge Island
CORE 40 PROGRAM
PRIORITY MAP

- Priority 1
- Priority 2
- Priority 3
- Priority 4
- Priority 5
- Current Projects



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 6-feet (Type B) or 3-foot (Type C).

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

Type C shoulders are intended to ballast the paved roadway in suburban areas or provide shy distance from curbs in urban areas. While three foot gravel shoulders are not considered a non-motorized facility, they provide limited space between the paved edge and the ditch for pedestrians when vehicles are traveling in both directions. In suburban locations this facility type is best suited for 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.

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 or 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.

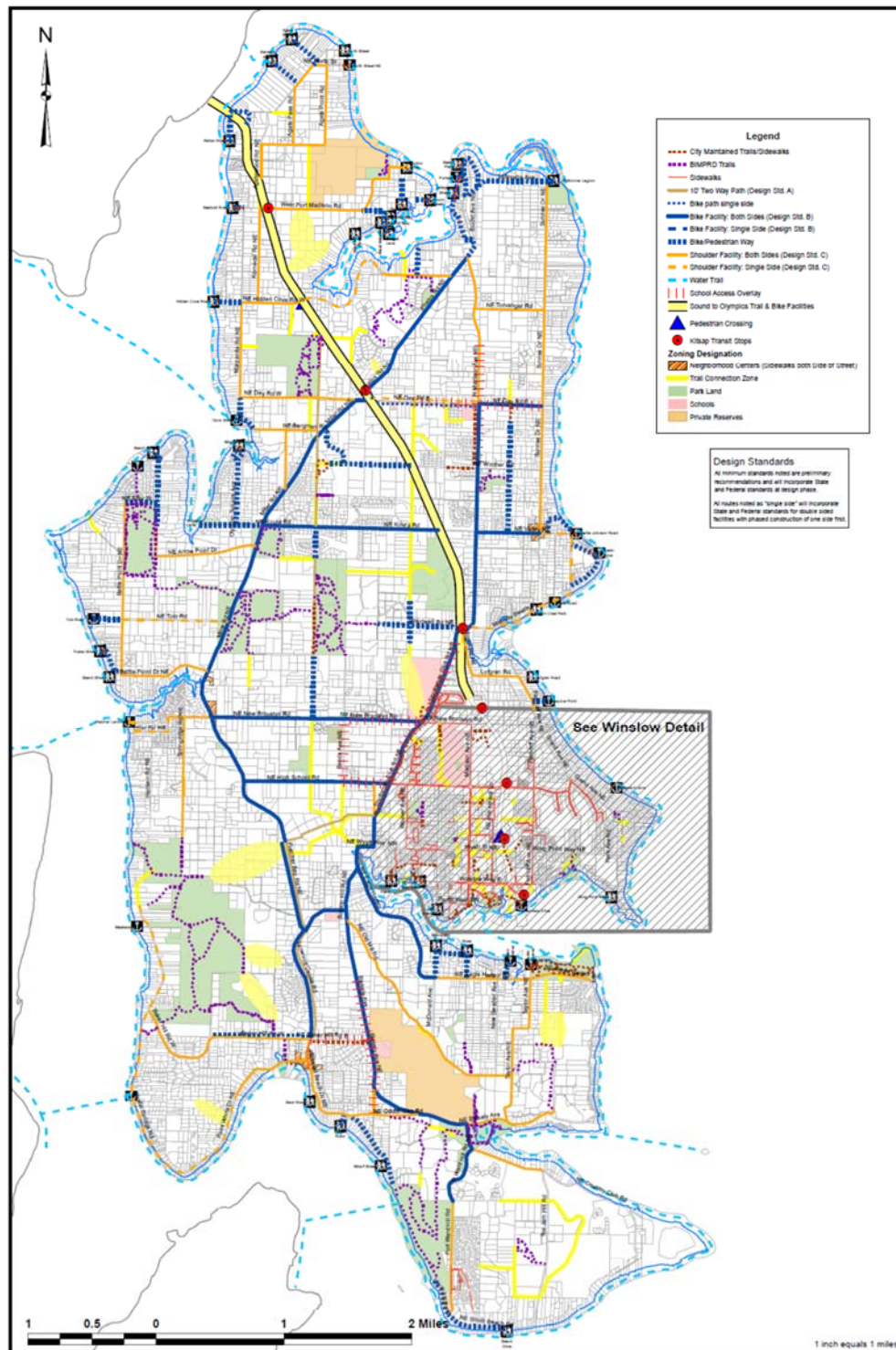


Frontage and Other Required Improvements

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.

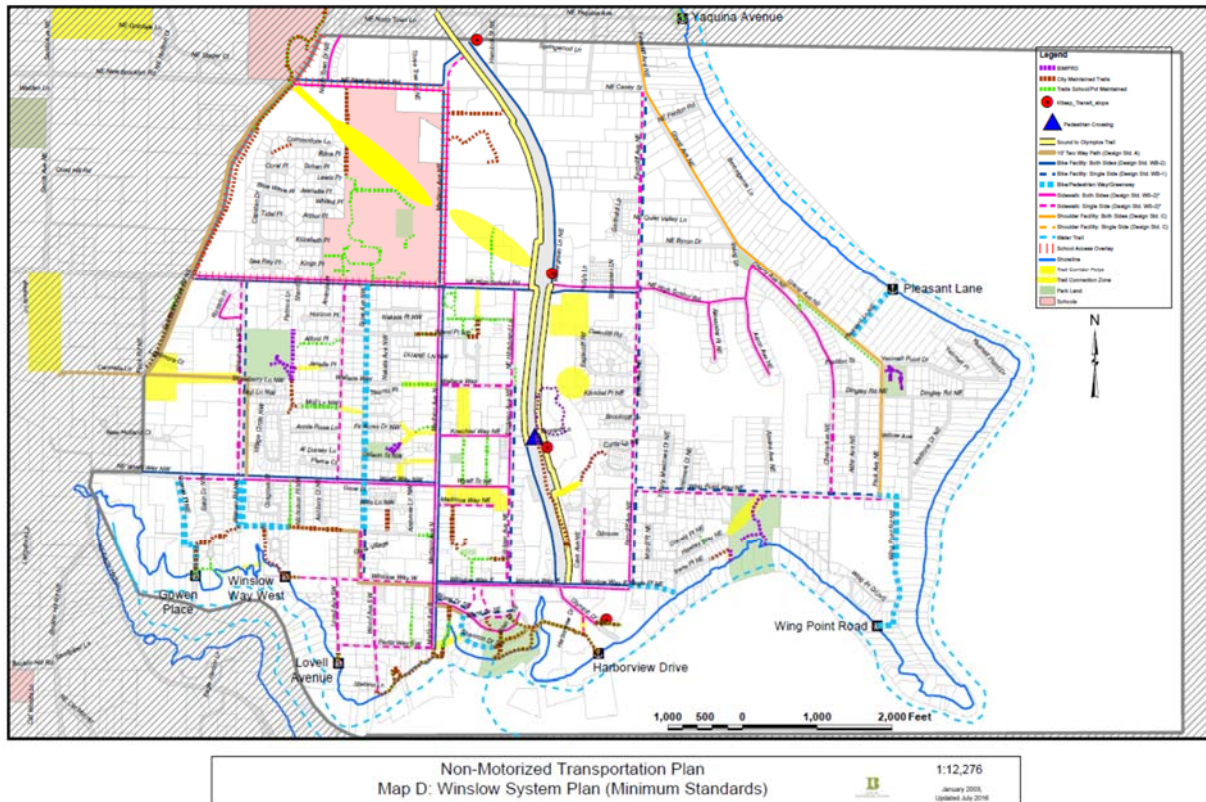
* Development and redevelopment includes the construction of new or the reconstruction of existing single family residences (SFR and ADU building permits). Alterations or additions are excluded.



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.

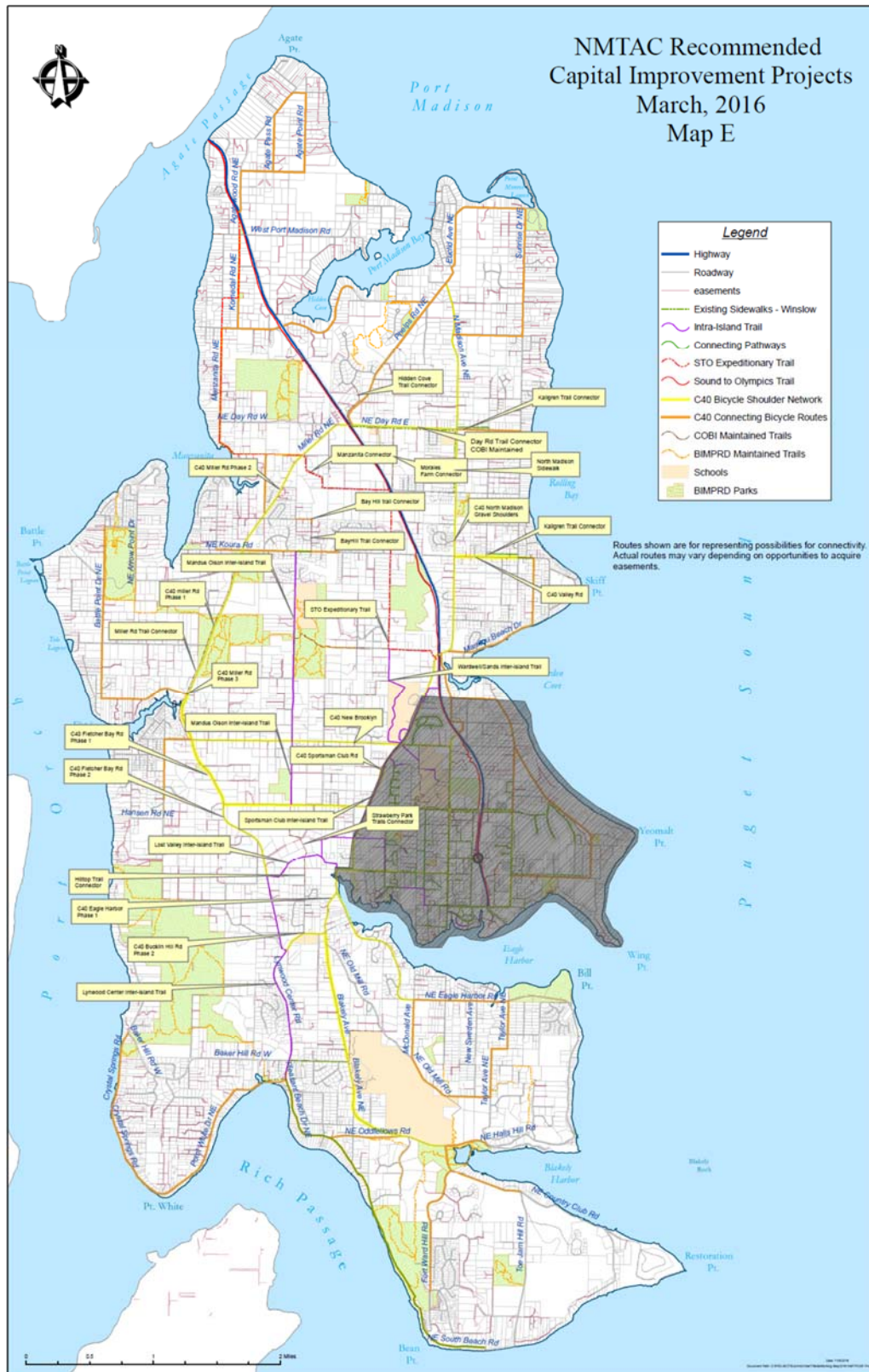
- A. As opportunities are identified, develop proposals to update the Municipal Code to increase the ability to obtain non-motorized facilities in accordance with the IWTP and consistent with the goals for non-motorized projects in the Transportation Element of the Comprehensive Plan.
- B. Support community 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.





- 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 SR 305.
- 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:

- Annual raised sidewalk grinding or replacement of sidewalk panels to address deficient disability access.
- Annual sidewalk and cross walk power washing where needed to maintain slip resistance and contrasting color.
- Monthly sweeping of separated pathways.
- Annual cleaning of separated pathways.
- Seasonal brush cutting of trails.
- Annual grading and graveling of unpaved trails where needed to address unevenness and traction issues.
- Maintenance of roadway surfacing to consider serviceability of shoulders for cyclists when prioritizing repairs.
- Trimming of roadside brush to maintain use of shoulders by cyclists and pedestrians.
- Monthly shoulder / bike lane sweeping with higher frequency at problem areas.
- Pulling and re-ballasting shoulders with gravel.
- Repair and adjustment of lids and grates to maintain even surfaces for cyclists and pedestrians.
- Annual pavement marking maintenance of cross walks, bike lane symbols, and other surface markings.
- 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.
- Waterfront Trail Map supported on the City’s web site.
- 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.



Credit: WSF

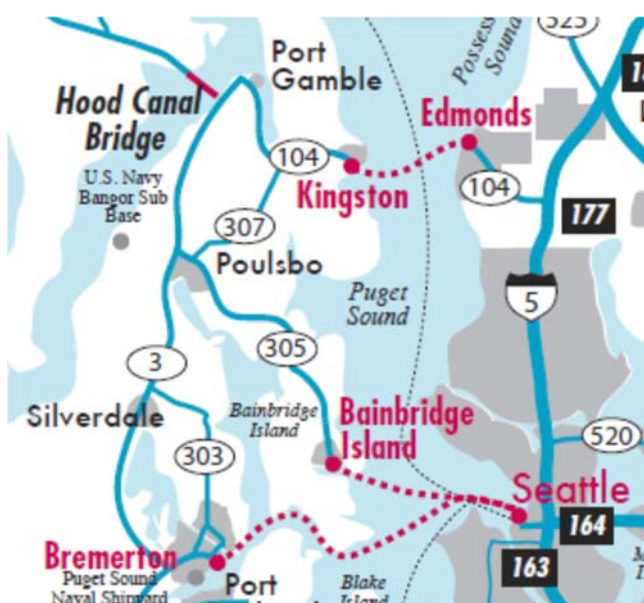


Table 7-1. WSF Schedules and Headways

Route	2002 Ridership	Vehicles Carried	Hours of Operation (first-last sailing)	Crossing Time	Service Frequency
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 financially unsustainable 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 SR 305.

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 indicates 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 SR 305, 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 SR 305 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 SR 305 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 SR 305 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 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 SR 305. At this time, WSDOT is responsible for planning and developing capacity projects to meet LOS standards on SR 305, while the City performs much of the routine maintenance along the SR 305 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 SR 305 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 - roundabout	2016	1200
New Brooklyn Road/ Sportsman's Club Road (3)	Intersection control - roundabout	2017	800
Madison Avenue/ New Brooklyn Road (3)	Intersection control - roundabout	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)	(\$ in thousands)
ID	Name	Location	Description	Probable Cost	Totals
Roadway Preservation Projects:					
PR-1	Annual Roads Preservation Program	Island-wide	Asphalt patching, chip sealing, asphalt overlay	9468	10429
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	
Intersection Improvement Projects:					
INT-1	See Wyatt Way Reconstruction		Roundabout	993	993
INT-2	Sportsmans Club & New Brooklyn		Roundabout		
Complete Streets Projects:					
CS-1	Wing Point Way Reconstruction	Ferncliff Ave. to Park Ave.	Water and sewer utility replacement, storm drainage, road reconstruction, shoulders, and sidewalks	1539	9678
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	
Sidewalk Improvement Projects:					
SW-1	Madison Ave. Sidewalk, Phase1	Wyatt Way to High School Rd.	Reconstruct sidewalks and drainage	3188	3346
SW-2	Madison Ave. Sidewalk, Phase2	Winslow Way to Wyatt Way	Reconstruct H/C ramps at driveways	158	



Table 8 - 3
6 Year Transportation Funding Needs

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

Island-Wide Transportation Plan

November 2016

Appendix Link:

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

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:35 PM Town Square Project Update, AB 16-162 - Executive (Pg. 119)	Date: 12/6/2016
Agenda Item: PRESENTATIONS	Bill No.: 16-162
Proposed By: Doug Schulze, City Manager	Referrals(s):

BUDGET INFORMATION

Department: Executive	Fund: TBD	
Expenditure Req:	Budgeted? No	Budget Amend. Req? Yes

REFERRALS/REVIEW

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

DESCRIPTION/BACKGROUND

The Downtown Parking Task Force has been meeting on an occasional basis for several years to discuss parking needs and solutions within the Winslow area. Recently, the Task Force conducted a design charrette with several local architects. The result of the charrette is a conceptual drawing for a Town Square Project, which will be shared with the City Council during the December 6, 2016, Study Session. In addition, the Bainbridge Island History Museum has also developed a conceptual drawing for a proposed new facility to be located in the Town Square.

RECOMMENDED ACTION/MOTION

Direction from the City Council regarding next steps, including consensus to initiate a public process to engage community members.

ATTACHMENTS:

Description	Type
☐ Report	Backup Material



BAINBRIDGE ISLAND

TOWN SQUARE RENEW
CHARRETTE + WORKSHOP
SUMMARY

MCLENNAN DESIGN

COATES DESIGN

WENZLAU ARCHITECTS

DAVIS STUDIO ARCHITECTURE + DESIGN

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SUMMARY

Town Square park lies at the heart of Bainbridge Island. Inscribed within the downtown Winslow district, this area is host to a variety of community functions from popular farmer's markets and arts events, and is an oasis within the downtown core.

In July 2016, the City of Bainbridge held a charrette with local stakeholders, architects, and visionaries to discuss potential concepts to expand the capacity for a public park and adequate parking to meet current and future needs.



01

CONTEXT

The City is researching opportunities to improve the functionality and potential for the farmers market at town square and potentially providing an enlarged year-round space for the market and other public functions.

The existing parking lots South of the town square could be transformed into a sunken multi-use parking structure to help offset latent parking needs while continuing to serve the farmers market and other community functions on top.



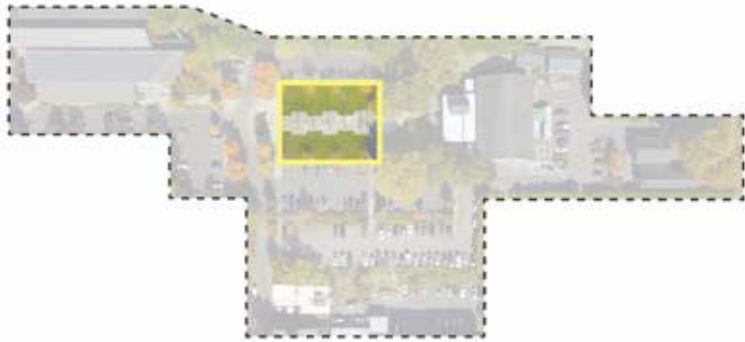


CHARRETTE SCOPE

Improving town square

The City assembled a group of local architects and planners and property representatives to investigate possible opportunities to improve and enhance the city-owned property extending from city hall, all the way east to the History Museum.

This project area was the focus of the group charrette and workshops because they contain the two main entrances and access paths to town square.

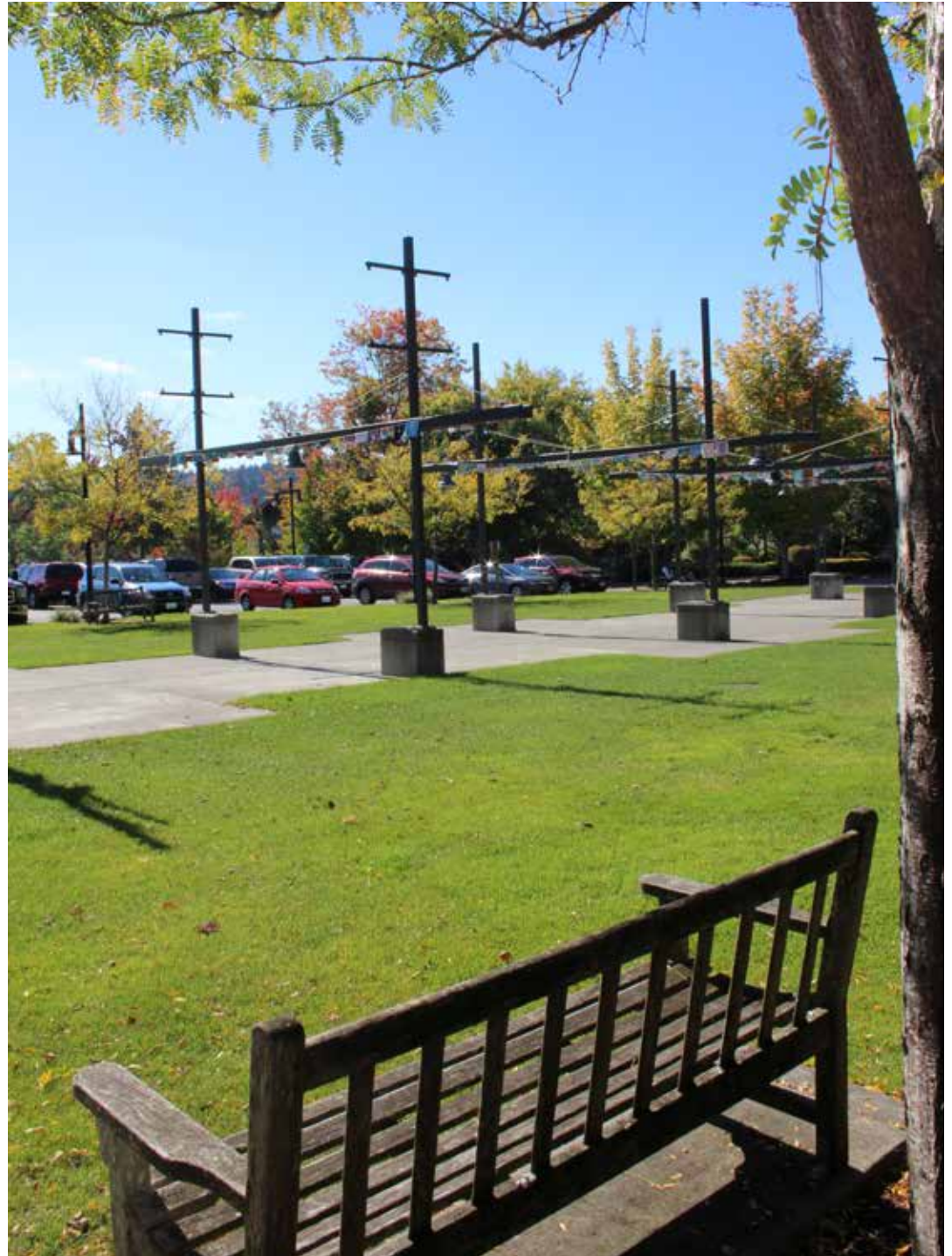


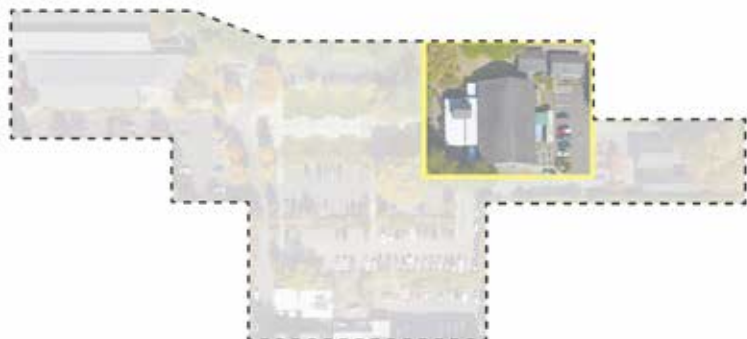
TOWN SQUARE PLAZA

home of the farmers market

Town square has long been home of the Bainbridge farmers market and serves as a central park for the downtown Winslow district. The square provides the event-lawn for the Bainbridge Island Performing Arts Center and functions for city hall.

The square deserves to be enhanced and improved and the future parking structure could facilitate more efficient drop off and pick up for farmers, more space for the market, some of it covered for year-round use, more greenspace for the square, and much more parking for tourists, shoppers, businesses, and city hall employees.





BAINBRIDGE PERFORMING ARTS

Interested in expansion

Bainbridge Performing Arts (BPA) plays a integral role in the development and creation of performing arts for Bainbridge Island. How can we provide more space for BPA to grow in the future and create a more integrated civic plaza?





HISTORY MUSEUM

Secondary access to town square parking

The history museum provides the Eastern gateway entrance to town square.

The museum might consider relocating if there is an appropriate opportunity to do so. This relocation could be integrated into the town square renewal and help create a beautiful civic space that adds more amenities at the square, but also brings in more foot traffic and visitors to the museum.





CITY HALL

Main gateway to town square

City hall is the main entrance and acts as a gateway for vehicular access to town square.

How can a future town-square development improve this gateway experience and make access to the farmers market, BPA, museum, and town square more effective?





LOWER PARKING LOT

space for future parking hall

This could serve as the main entrance / exit for vehicular access to the parking structure with an expanded town-square overhead. With parking provided potential retail/commercial/residential functions might wrap around and enhance the pedestrian experience.

The rooftop would be directly connected to the expanded town square and there could be space set aside for a year round market inside.





WINSLOW ALLEY

Service access for commercial properties

Today this space serves as an access and service zone with limited parking for the commercial vendors. If the parking structure was to be built, it could open up opportunities to focus on this area and improve it.

One thought is that this space could be transformed into a continuation of Madrone Lane and be connected to potential new shops and stores that wrap around the parking hall.





MADRONE LANE

Pedestrian gateway to town square

Madrone Lane demonstrates the value that can be added by transforming infrastructure into a pedestrian, shared public space.

This converted street into a pedestrian outdoor plaza is one of the most loved places in the Winslow shopping district and is a welcoming and inviting space that connects to town square from Winslow Way.

How can we use it as inspiration?

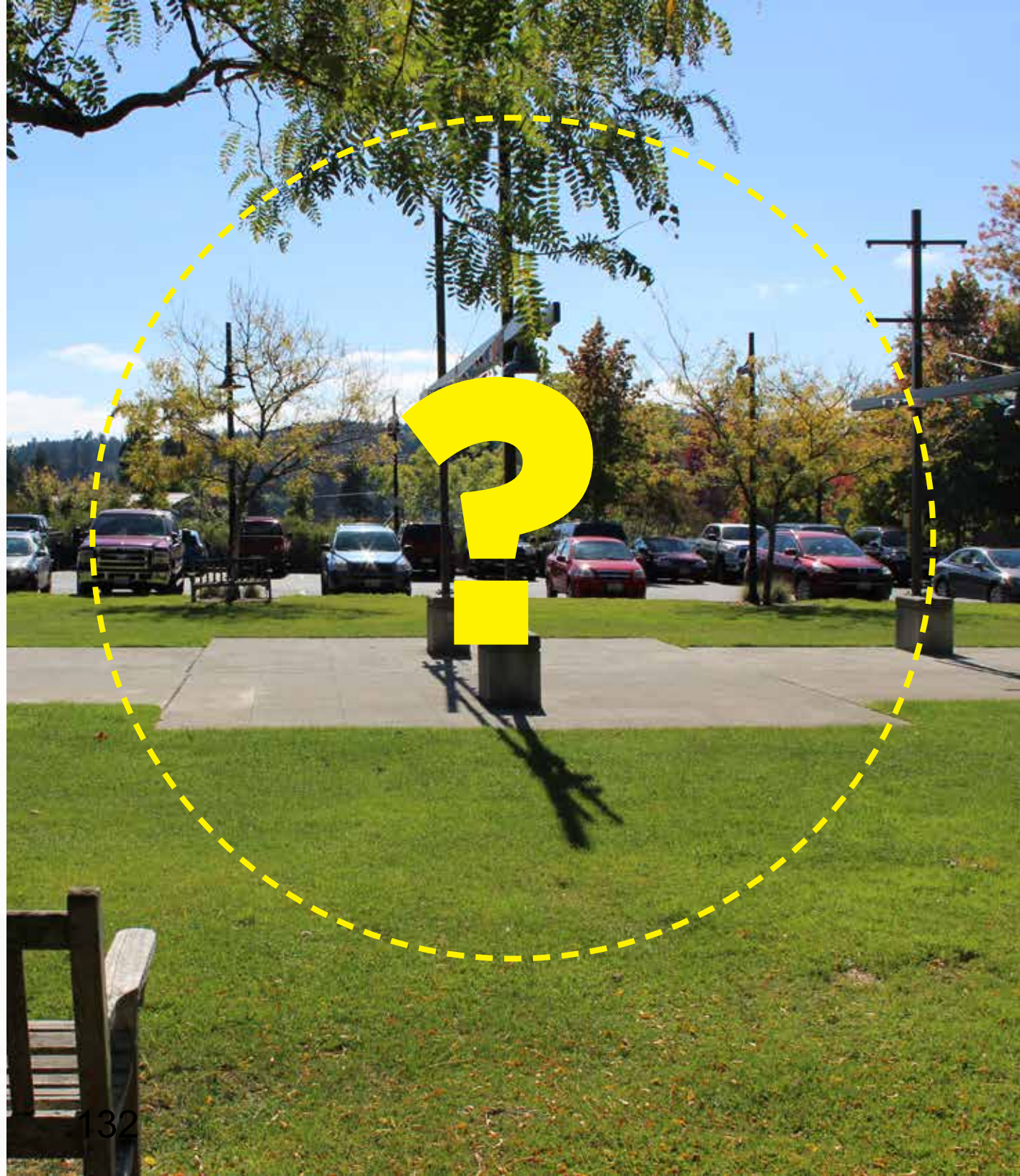


02

OPPORTUNITIES

The city asked the group of local volunteer architects and planners, along with local property representatives and interested residents to generate a list of possibilities in order to help guide the discussion forward.

This next section highlights a few of the main thoughts that were discussed during the charrettes and workshops during the summer of 2016.

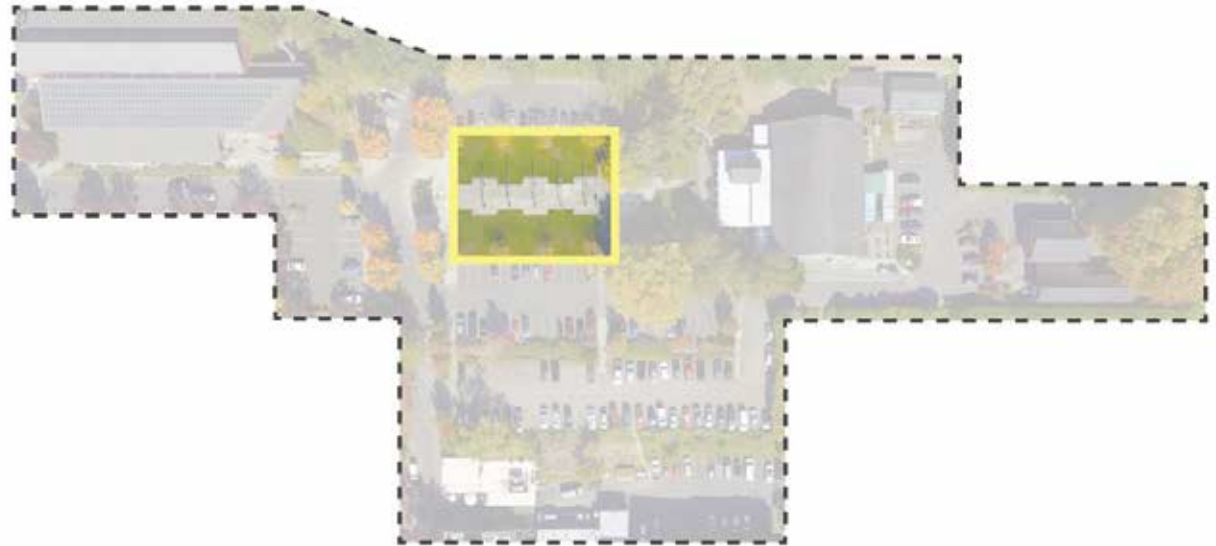




ENHANCE AND EXPAND TOWN SQUARE GREEN

enhance and improve townsquare

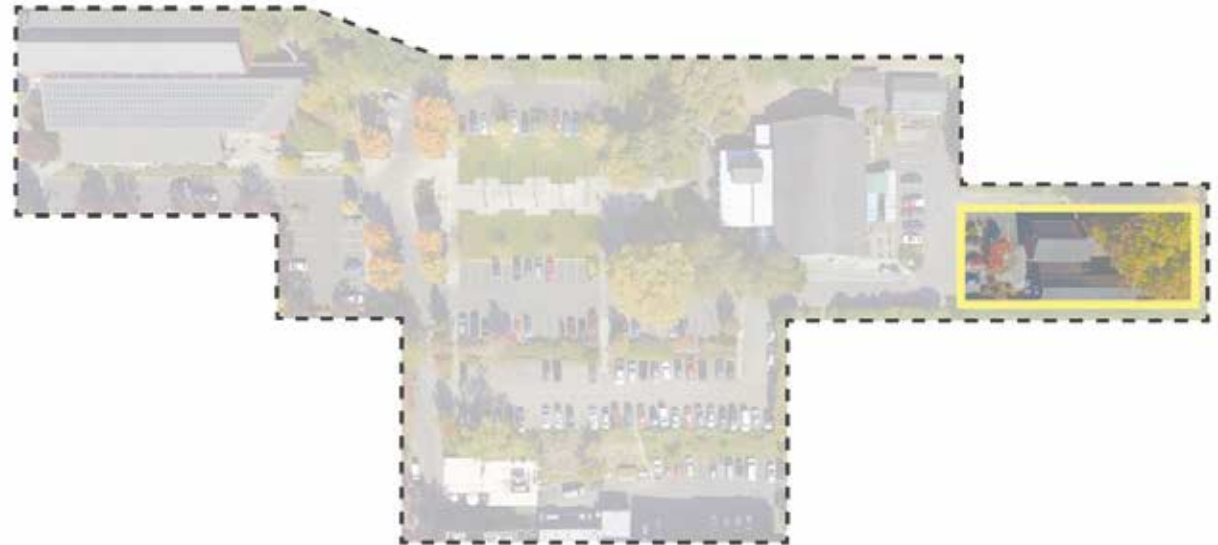
More space for the farmers market could be provided by extending town square on top of the roof of the parking garage towards Winslow. Not only would there be more civic space and area for town square to expand, but deliveries and drop offs for the market could be improved and there could even be a space dedicated inside the parking hall to enable a year-round farmers market on the island out of the rain.



Existing area of town square



Could the town square be enhanced and enlarged?



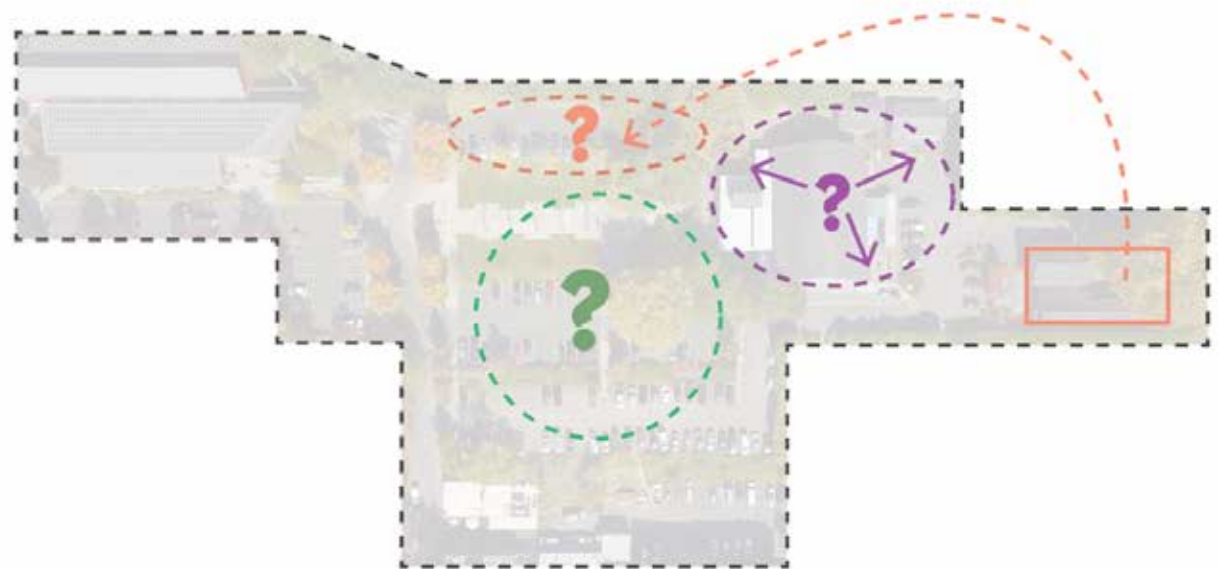
what if the history museum relocated to create a connected civic campus?

CREATE A CIVIC CAMPUS

connect and expand existing civic programs at town square

BPA plays a integral role in the development and creation of performing arts for Bainbridge Island. How can we provide more space for BPA to grow in the future And create a more integrated civic plaza?

There is a strong potential to create a beautiful civic campus by connecting the City Hall, Bainbridge Performing Arts Center, and the history museum and centering these programs around a renewed town square.



how could space be made for the bpa to expand?



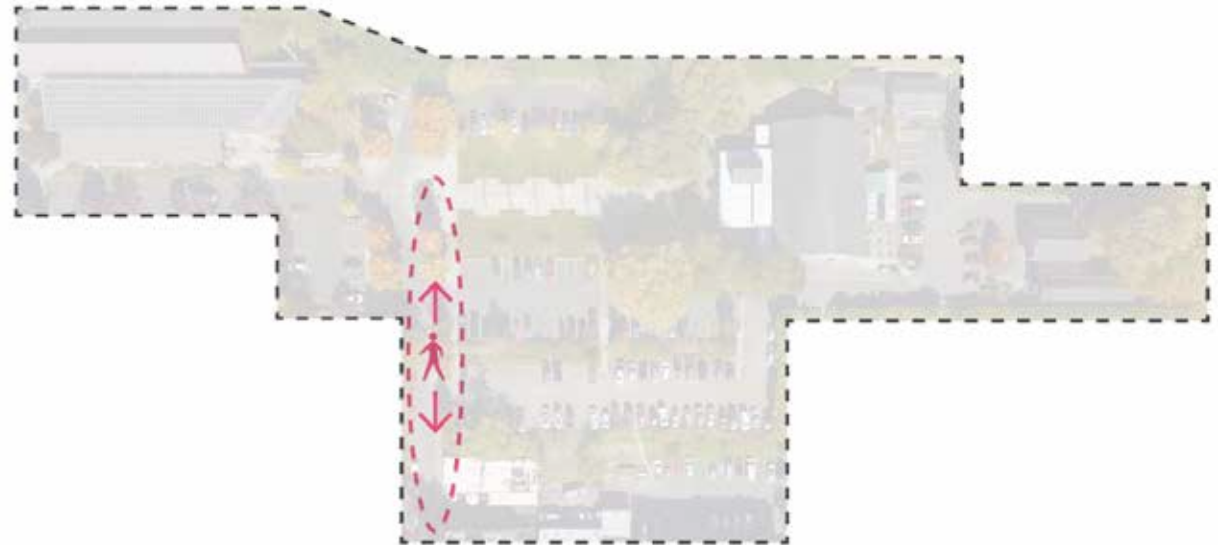
STRENGTHEN PEDESTRIAN LINKS

establish a pedestrian corridor
throughout

Building on the success and legacy of the Madrone Lane transformation from a street into a pedestrian safe plaza, there could be an effort to strengthen and establish an extended pedestrian corridor from Madrone to City Hall, town square, BPA, and the museum.



Existing Madrone Lane pedestrian corridor



With parking centralized in a parking structure, how could the pedestrian corridor be enhanced and extend to town square?

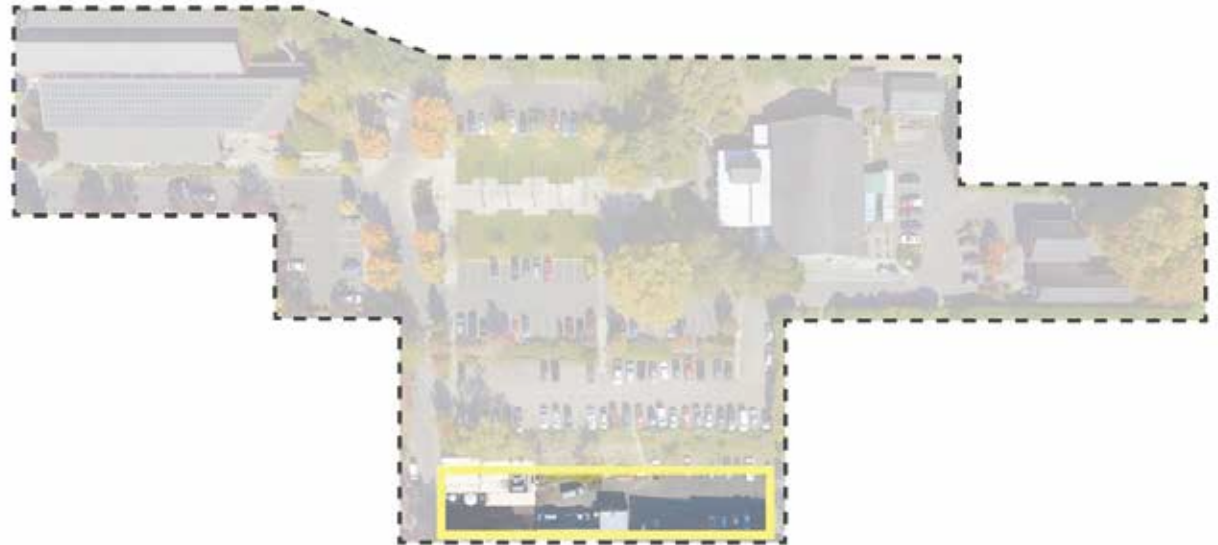


CREATE A VIBRANT COMMERCE ALLEY

renovate the Winslow alley

Future retail could have frontage along the Winslow alley. Retail could be attached to the parking hall, which would help the city operate and maintain the parking structure.

This commerce alley could be a vibrant, welcoming, and pedestrian oriented district extending Madrone Lane that adds more retail and commercial opportunities for residents and tourists of Bainbridge Island.



existing Winslow Alley



how could space be made for the bpa to expand?

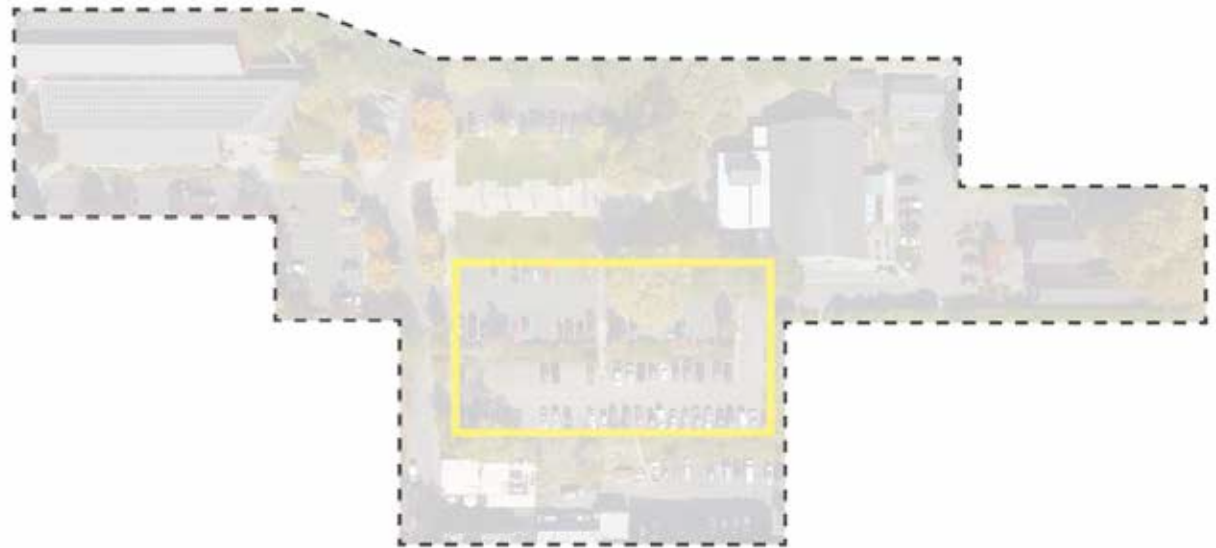


EXPAND PARKING CAPACITY FOR DOWNTOWN

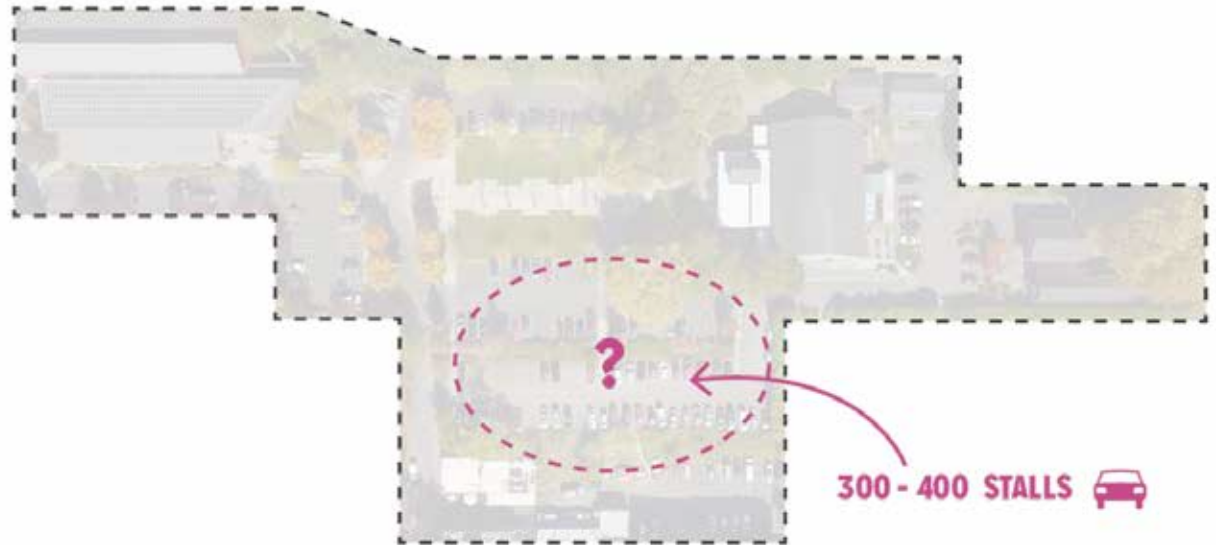
plan for immediate and future needs

Parking studies for the city have estimated that approximately 300-420 parking spaces need to be provided for downtown to be adequate. The city needs parking for its employees, businesses need more parking, the farmers market needs more dedicated space for vendors, and to meet projections for future growth, a parking structure located on and under the existing parking lots is the general consensus to meet these needs.

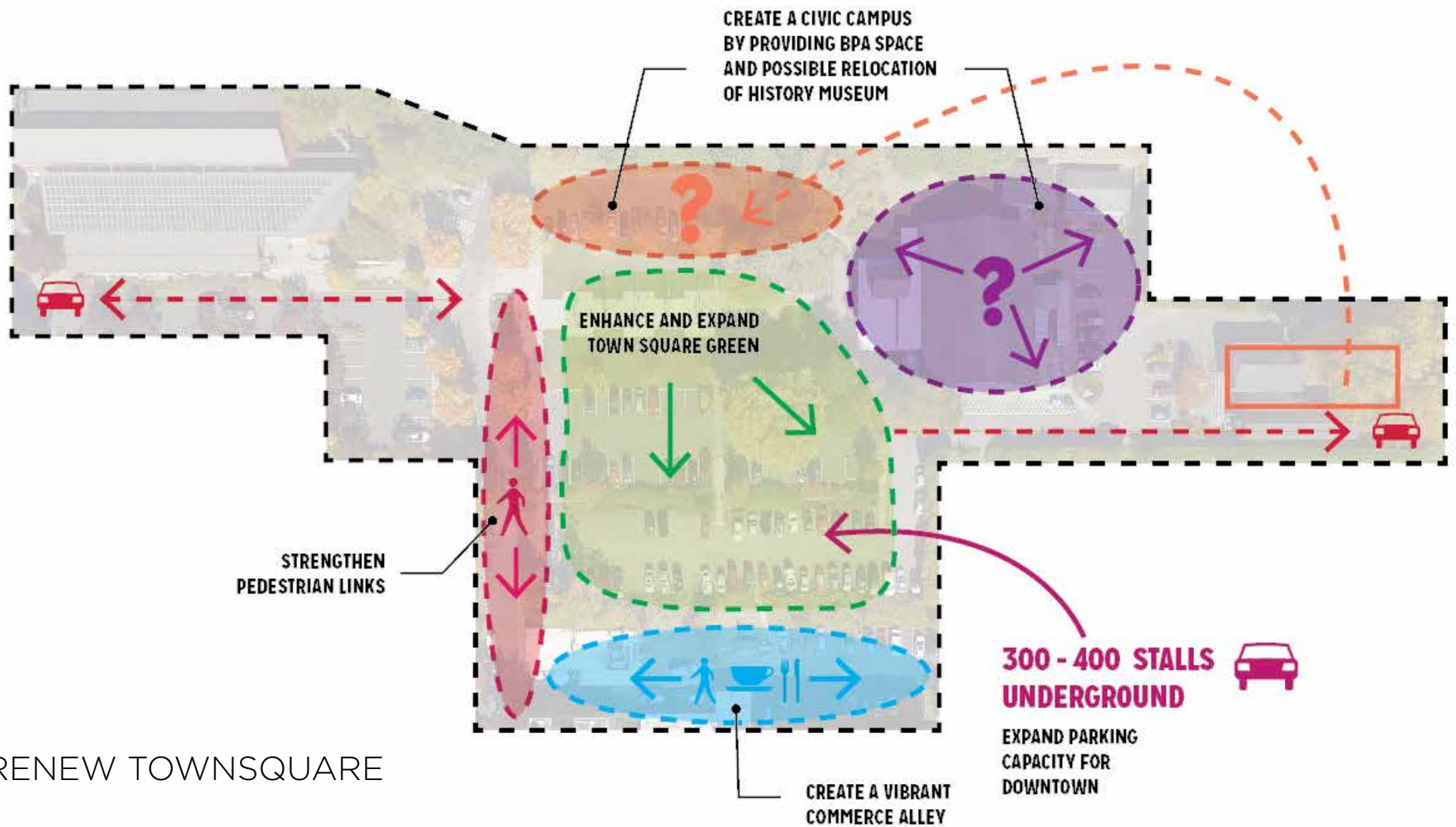
The question is, how could this be designed to elevate and enhance the adjacent downtown civic spaces!



how can the existing parking lots be transformed to provide more capacity for the city and businesses of Winslow?



how could this space be designed to expand parking options ?



RENEW TOWNSQUARE

enhance and expand civic campus, parking capacity, retail options, and farmers market sapce

This diagram summarizes the big picture question for how to renew and enhance the townsquare area.

03

PROCESS

What are the next steps needed in order for this effort to continue and progress?



community input
gather consensus
create a vision
imagine the future!

NEXT STEPS

What actions and steps should the city and community pursue to determine the next viable options for this potential project:

- COLLECT DATA
- ENVIRONMENTAL IMPACT STUDY
- PUBLIC CAMPAIGN
- PUBLIC WORKSHOP
- PRINCIPLES AND PATTERNS





For more information contact:

Doug Schulze
City Manager
City of Bainbridge Island

dschulze@bainbridgewa.gov

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 7:50 PM Consider Acceptance of Real Property Donation, AB 16-163 - Executive (Pg. 142)	Date: 12/6/2016
Agenda Item: NEW BUSINESS	Bill No.: 16-163
Proposed By: Doug Schulze, City Manager	Referrals(s):

BUDGET INFORMATION

Department: Executive	Fund: General Fund	
Expenditure Req: None	Budgeted? No	Budget Amend. Req? No

REFERRALS/REVIEW

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

DESCRIPTION/BACKGROUND

The subject property is a single tax parcel in the Fort Ward area identified by the Kitsap County Assessor's tax identification number 4148-004-001-0006. The subject totals about 17,860 square feet of vacant land which the property owner, Mainlander Services Corporation, intends to donate to the City of Bainbridge Island.

The subject lot is bisected by a Category III wetland area that is depicted on the attached map. The wetlands delineation depicted on the map was performed by Wiltermood Associates in 2004. The subject has public water and sewer nearby which is available for hookup.

The parcel is zoned Residential 2 (R-2) which allows for two residential units per acre of lot area or a minimum lot area of 20,000 square feet per lot. While the subject lot area is less than the minimum lot area for this zone, the subject has one residential development right since it is a legally platted lot. However, with the extent of the wetland on the property, development potential is extremely limited.

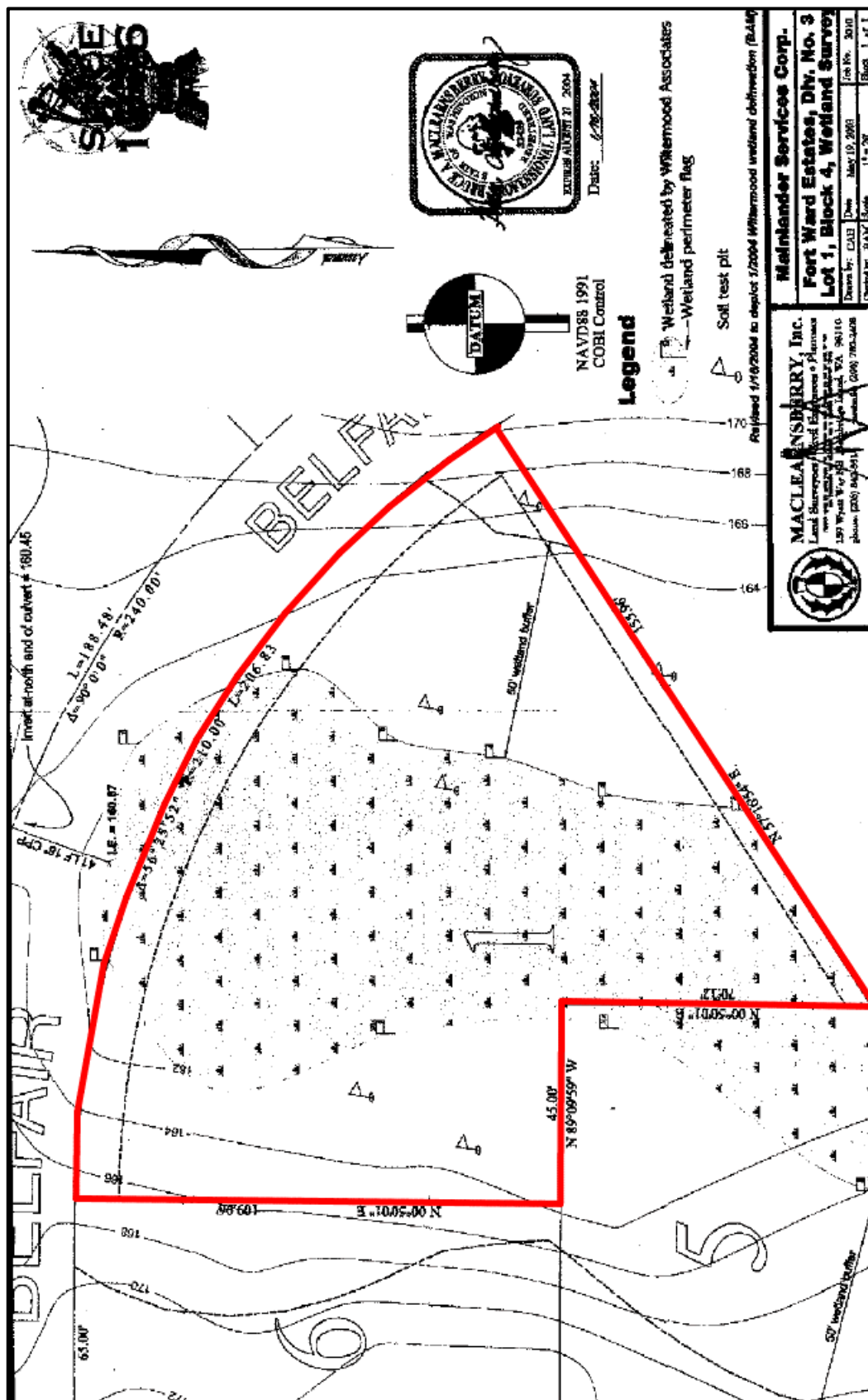
The current owner contacted the City Manager and expressed interest in donating the property to the City of Bainbridge Island. City staff have not identified any potential use for the property. The Fort Ward neighborhood or the Bainbridge Island Metropolitan Park and Recreation District may be interested in the property, but neither organization has been contacted.

RECOMMENDED ACTION/MOTION

I move that the City Council accept the donation of real property identified by the Kitsap County Assessor's tax identification number 4148-004-001-0006.

ATTACHMENTS:

Description	Type
▣ Fort Ward Property Maps and Photos	Backup Material





AREA MAP



AERIAL MAP



A view of the subject from Belfair Avenue NE facing southwest.



A view of the east boundary the subject facing northwest.

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 8:00 PM Ordinance No. 2016-36, Amending Section 2.16.110 of the Bainbridge Island Municipal Code Relating to Conditional Use Permit Lot Coverage Decision Criteria for Public Schools and Governmental Facilities, AB 16-161 - Planning (Pg. 148)	Date: 12/6/2016
Agenda Item: NEW BUSINESS	Bill No.: 16-161
Proposed By: Planning	Referrals(s):

BUDGET INFORMATION

Department: Planning	Fund:	
Expenditure Req:	Budgeted? No	Budget Amend. Req? No

REFERRALS/REVIEW

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

DESCRIPTION/BACKGROUND

See attached memo.

RECOMMENDED ACTION/MOTION

I move that the City Council forward Ordinance 2016-36 for a public hearing on December 13, 2016.

ATTACHMENTS:

Description	Type
☐ Staff Memo	Memorandum
☐ Ordinance No. 2016-36	Backup Material



Department of Planning and Community Development
Memorandum

Date: December 6, 2016
To: City Council
From: Jennifer Sutton, AICP
Senior Planner
Subject: Study Session on Ordinance 2016-36
Revising BIMC 2.16.110

Background and Summary

The Bainbridge Island Municipal Code (BIMC Section 18.09.020, Use Table) requires a Conditional Use Permit for institutional uses (educational facilities, governmental facilities, health care facilities, cultural and religious facilities) that are sited in residential zones. Zoning definitions can be found in BIMC Section 18.36.030. Examples of such institutional uses are:

- **Educational:** Public or private school, educational or training school or institution.
- **Governmental:** Federal, state, local government or special purpose district institutions.
- **Health Care:** Hospital, assisted living or doctors' office.
- **Cultural:** Museums and galleries, community, or cultural centers (e.g. Filipino-American Hall), libraries, convention center or meditation facilities.

***"Lot Coverage"* means the portion of the total lot area that is covered by buildings.**

The decision criteria for these institutional uses in residential zones further requires that the *lot coverage* for such uses be limited to half (i.e., 50%) of the allowable lot coverage provided for the residential zone (BIMC Section 2.16.110.E.7). The 50% limitation does not apply to public schools and governmental facilities (Ordinance 2016-04). Those institutional uses may achieve the full allowable lot coverage (see table below). This additional requirement means that if the lot coverage in the R-2 zone is 20%, an institutional use such as a private school or church would be limited to 10% lot coverage.

Zoning District	Lot Coverage (BIMC Table 18.12.020-2)
R-0.4	10%
R-1	15%
R-2	20%
R-2.9	25%
R-3.5	25%
R-4.3	25%
R-5	25%
R-8	25%

The Bainbridge Island School District is in the initial phase of planning and designing the replacement of Blakely Elementary School. The school is in the R-0.4 zoning district with a lot coverage limit of 10%. The School District has identified the low lot coverage of the R-0.4 district as a critical constraint on the design of the new Elementary School.

Ordinance 2016-36

As described above, Section BIMC 2.16.110.E has seven criteria that apply to the four types of institutional uses in residential zones. Subsection E.7, the reduced lot coverage provision, does not apply to existing public schools and governmental facilities. DRAFT Ordinance 2016-36 amends that subsection to increase lot coverage for public schools and governmental facilities to 150% of the allowable lot coverage for that zoning district. For the Blakely School property, for example, this change would allow 15% total lot coverage (up from 10%). The amendment also deletes the word “existing” before “public schools and governmental facilities” in that subsection to clarify that the additional lot coverage allowed for these facilities applies to applications for existing facilities and to applications for new facilities.

NEXT STEPS

It is recommended that the City Council forward Ordinance 2016-36 to a public hearing scheduled for December 13, 2016.

ORDINANCE NO. 2016-36

AN ORDINANCE of the City of Bainbridge Island, Washington, amending Section 2.16.110 of the Bainbridge Island Municipal Code relating to Conditional Use Permit lot coverage decision criteria for public schools and governmental facilities.

WHEREAS, institutional uses such as government facilities, schools, and cultural facilities are conditional uses in the City's residential zones; and

WHEREAS, Section BIMC 2.16.110.E lists additional conditional use permit decision criteria for such institutional uses; and

WHEREAS, the Bainbridge Island School District has expressed concerns to the City regarding the impact of the applicability of these criteria on the district's ability to plan for and rebuild certain facilities, including related to the rebuilding of Blakely Elementary School; and

WHEREAS, the City Council has determined that a revision to the criteria at issue would be beneficial to address similarly situated properties and uses more broadly; and

WHEREAS, notice was given on December 2, 2016, to the Office of Community Development at the Washington State Department of Commerce in conformance with RCW 36.70A.106; and

WHEREAS, the City Council conducted a public hearing on Ordinance No. 2016-36 on _____, _____;

NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF BAINBRIDGE ISLAND, WASHINGTON, DOES ORDAIN, AS FOLLOWS:

Section 1: Section 2.16.110.E of the Bainbridge Island Municipal Code is amended to read as follows:

- E. Additional Decision Criteria for Institutions in Residential Zones. Applications to locate any of those uses categorized as educational facilities, governmental facilities, religious facilities, health care facilities, cultural facilities, or clubs in Table 18.09.020 in residential zones shall be processed as major conditional use permits and shall be required to meet the following criteria, in addition to those in subsection D of this section:
1. All sites must front on roads classified as residential suburban, collector, or arterial on the Bainbridge Island functional road classification map.
 2. If the traffic study shows an impact on the level of service, those impacts have been mitigated as required by the city engineer.

3. If the application is located outside of Winslow study area, the project shall provide vegetated perimeter buffers in compliance with BIMC 18.15.010.
4. The proposal meets the requirements of the commercial/mixed use design guidelines in BIMC 18.18.030.C.
5. The scale of proposed construction including bulk and height and architectural design features is compatible with the immediately surrounding area.
6. If the facility will have attendees and employees numbering fewer than 50 or an assembly seating area of less than 50, the director may waive any or all the above requirements in this subsection E, but may not waive those required elsewhere in the BIMC.
7. Lot coverage does not exceed 50 percent of the allowable lot coverage in the zone in which the institution is located, except that existing public schools and governmental facilities, as defined in BIMC Title 18, shall be allowed 100 150 percent of the lot coverage established in the underlying zoning district in which it is located unless conditions are required to limit the lot coverage to mitigate impacts of the use.

Section 2. This ordinance shall take effect and be in force on and after five days from its passage, approval and publication as required by law.

PASSED BY THE CITY COUNCIL this ____ of _____, 2016.

APPROVED BY THE MAYOR this ____ of _____, 2016.

Val Tollefson, Mayor

ATTEST/AUTHENTICATE:

Rosalind D. Lassoff, CMC, City Clerk

FILED WITH THE CITY CLERK:	December 2, 2016
PASSED BY THE CITY COUNCIL:	_____
PUBLISHED:	_____
EFFECTIVE DATE:	_____
ORDINANCE NUMBER:	2016-36

City of Bainbridge Island

City Council Agenda Bill



PROCESS INFORMATION

Subject: 8:10 PM Ordinance No. 2016-29, Comprehensive Plan Update, AB 15-018 - Planning (Pg. 153)	Date: 12/6/2016
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:	Legal: Yes Finance:

DESCRIPTION/BACKGROUND

The Planning Commission completed its review and recommendation of the DRAFT 2016 Comprehensive Plan (Plan) on October 13, 2016, and forwarded its recommended DRAFT Plan to the City Council for consideration.

The Council completed their review of the Housing Element on November 29. Tonight's discussion will focus on finishing the review of the Transportation Element, and then completing review of the Capital Facilities, Utilities, Human Services and Cultural Elements.

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 Transportation, Capital Facilities, Utilities, Human Services and Cultural Elements of the DRAFT 2016 Comprehensive Plan.

ATTACHMENTS:

Description	Type
Consolidated Council Transportation Element	

▣	Comments	Backup Material
▣	Transportation Element	Backup Material
▣	Consolidated Council Capital Facilities Element Comments	Backup Material
▣	Capital Facilities Element	Backup Material
▣	Consolidated Council Utilities Element Comments	Backup Material
▣	Utilities Element	Backup Material
▣	Consolidated Council Cultural Element Comments	Backup Material
▣	Cultural Element	Backup Material
▣	Consolidated Council Human Services Element Comments	Backup Material
▣	Human Services Element	Backup Material
▣	Council Glossary Comments	Backup Material
▣	Glossary	Backup Material

CITY COUNCIL TRANSPORTATION ELEMENT COMMENTS

PREPARED FOR 12/6/2016 MEETING

NOTE: On November 29, the City Council discussed comments #1 through #52. Discussion at the 12/6 Meeting shall begin with comment #53.

CC/Tollefson indicates comments that simply clarify or correct, but do not change meaning.

1. **Page TR-1**, Existing Conditions, paragraph 1: ~~“Bainbridge is largely a bedroom community of Seattle and Kitsap County so Many Islanders commute to work off-island by ferry or bridge.”~~ **(Tollefson)**
2. **Page TR-1**, last paragraph: **“Motorized** transportation is a significant contributor....” **(Tollefson)**
3. **Page TR-2**, Vision: Change second sentence to read “The system provides good facilities for non-motorized users and pedestrians, and good access to transit, consistent with....” **(Tollefson)**
4. **Page TR-2**. Add a sentence at the end of the third paragraph (second full paragraph) stating, “Where practical, the City shall collect storm water runoff from transportation infrastructure in aquifer recharge areas.” **(Townsend)**
5. **Page TR-3.C**: Change third sentence: “The affects Island residents and off-Island commuters using the corridor.....” **(CC/Tollefson)**
6. **Page TR-4, Section H (Transit Service)**. Add a sentence at the end stating, “Transportation planning should consider whether commuters to Seattle over the Agate Pass Bridge may be diverted through Ferry Service from other locations (e.g., Kingston) directly to Seattle.” **(Townsend)**
7. **Page TR-4, Section I (Transportation Network Connectivity)**. Add a sentence between sentences 2 and 3 stating, “The South End of the Island has limited connectivity to the rest of the Island.” **(Townsend)**
8. **Page TR-5**, last paragraph: Strike “which is hereby adopted by reference.” Already did that in the first paragraph of the Introduction. **(CC/Tollefson)**
9. **Page. TR-5**, under “Relationship of the Transportation Element”, second sentence: “mixed use centers within a much larger ~~conservation~~ **less dense** landscape....” **(Tollefson)**
10. **Page TR-5, “Transportation Issues” Paragraph “O”** “...coordinate with WSDOT (WSF Olympic Region), KRCC, Kitsap Transit, and ...” **(Roth)**
11. **Page TR-6, “Transportation Element Utilization” Paragraph 2** “Other agencies, such as the State Department of Transportation, KRCC, Kitsap Transit, and Kitsap County ...” **(Roth)**

12. **Policy TR 1.2.** Add a fourth bullet point stating, “Boating safety.” Note: there is almost no discussion in the transportation element regarding boating or other boating safety (except for a reference to encouraging water taxis! – Policy TR 3.3). In light of a new public dock and discussions of new boat ramps, is this an oversight that should be corrected?
(**Townsend**)
13. **Policy TR 1.2:** The sentence at the end of this Policy is not a Policy statement. It is just a statement of fact. I recommend that it be deleted. (**Medina**)
14. **Policy TR 1.3 (NEW)** Encourage and support the establishment of ride sharing and ride hailing services. (**Roth**)
15. **New Policy TR 1.3.** Add a new policy stating, “Promote the coordination of a walking and non-motorized map which identify areas of interest for all Island constituents and tourists.” Note: *This policy is a reflection of my experience as a member of LTAC and the consistent observation that we have many maps for tourists (and residents) that are not coordinated with each other.* (**Townsend**)
16. **Goal TR-2** “Provide the citizens of Bainbridge Island with a non-motorized...” (**Roth**)
17. **Policy TR-2.1, Paragraph 3** “...complement the character of existing neighborhoods.” (**Roth**)
18. **Policy TR 2.1.** Move to strike “or ride horses.” (**Townsend**)
19. **Policy TR 2.1.** Add a fourth paragraph: “The non-motorized system should allow for students at all Bainbridge Island schools of all ages to safely bike to and from school.” (**Townsend**)
20. **Policy TR-2.6:** Strike “(Waterfront Park Trail)”. Redundant with “Waterfront Trail” already referenced in same paragraph. (**CC/Tollefson**)
21. **Policy TR-2.6, Replace Paragraph 2** Multi-use trails accommodate users of all ages and abilities. Such trails provide an alternate to the shoulder network along arterial streets and connect with other non-motorized facilities to form an integrated system. (**Roth**)
22. **Policy TR 2.7**, last sentence: Change “are” to “should be”. (**CC/Tollefson**)
23. **Policy TR 2.8** (and elsewhere): Does the term “permeability” as applied to the ability to get across Hwy 305 need a definition in the Glossary? (**Tollefson**)
24. **Policy TR-2.9**, “Improve the safe use of non-motorized facilities by ~~non-motorized and motorized~~ all users...” (**Roth**)
25. **Policy TR 2.10:** Change second sentence to read “The City will maintain an advisory committee to **advise the City Council and staff, and to** advocate for transportation planning, public ~~non-motorized~~ projects, private development projects, and education and outreach, **as directed by the City Council.**” (**Tollefson**)
26. **Policy TR 2.10:** Second two paragraphs should be made into separate Policies, with all subsequent renumbered. (**Tollefson**)

27. **Policy TR 2.10.** This Policy has three paragraphs. I do not see any logical reason why all three paragraphs are lumped into one Policy. I recommend that they be broken into three policies: TR 2.10, TR 2.11, and TR 2.12. **(Medina)**
28. **TR 2.11** (as renumbered by my prior recommendation). Secure easements and other land dedication for non-motorized facilities through development and redevelopment mitigation and conditions, donation, tax incentives, and direct acquisition. **(Medina)**
29. **TR 2.12** (as renumbered by my prior recommendation). Add the following language at the end of the Policy: and shall provide and construct any easements and improvements required to build out the non-motorized improvements shown in the IWTP for the property being developed or redeveloped. **(Medina)**
30. **Goal TR-3:** “....and other **ferry service** providers to **ensure that** ferries that meet local service....” **(CC/Tollefson)**
31. **Goal TR-3 FERRY SERVICE** “Coordinate with Washington State Ferries (WSF) ~~and other possible providers~~ Kitsap Transit to operate ferries that meet ...” **(Roth)**
32. **Policy TR 3.1:** Change to “Advocate for ferry services to and from Bainbridge Island and for off Island commuters that travel through Bainbridge Island to circumvent Bainbridge Island.” **(Townsend)**
33. **Policy TR 3.3:** Move to Strike. **(Townsend)**
34. **Policy TR 3.5:** Add “Promote safe and efficient pickup and drop off from the ferry terminal. Promote safe and efficient taxi and public transportation services from the ferry terminal.” **(Townsend)**
35. **Policy TR-4.5:** typo in second line **(CC/Tollefson)**
36. **Policy TR 4.6:** Modify to reflect that Bainbridge Island can’t improve Kitsap Transit’s fleet, can only encourage/coordinate with Kitsap Transit to do that. **(Townsend)**
37. **Policy TR 5.1:** Strike “at City-controlled parking.” **(Tollefson)**
38. **Policy TR-6.1** “...3) correct LOS deficiencies, and 4) improve connectivity and emergency response times, ~~and 5) meet Comprehensive Plan goals~~” **(Roth)**
39. **Policy TR 7.1:** Strike second sentence. This statement of fact adds nothing to the Policy. **(Tollefson)**
40. **Policy TR 7.3.** The use of “permeability” is unclear here. Are we talking about aquifer recharge, traffic flow, something else? **(Townsend)**
41. **Policy TR 7.4:** Reverse the order of the sentences. Change “new bridges” to “other bridges”. **(Tollefson)**
42. **Policy TR 7.4** “Oppose proposals to construct any new bridges to Bainbridge Island.” Move this sentence to the end of the paragraph. **(Roth)**
43. **Policy TR 7.8,** “Encourage commuters who come over the Agate Pass Bridge to circumvent Bainbridge Island in commuting to Seattle.” **(Townsend)**

44. **Policy TR 7.9 (a new Policy):** Oppose any proposal to widen SR 305 with the following exception: widening of SR 305 solely to accommodate increased transit or non-motorized modes may be supported. **(Medina)**
45. **Add new policy between 8.2 and 8.3.** Require sidewalks on new developments in *Designated Centers* and *Subdivisions*. **(Townsend)**
46. **Policy TR 8.5 (a new Policy):** Give positive consideration to proposals to close appropriate streets to non-motorized traffic and dedicate those streets to non-motorized and other neighborhood uses. **(Medina)**
47. **Policy TR 8.6 (a new Policy):** Consider re-striping or re-designing appropriate streets to make half of the street available for one-way motorized traffic and the other half of the street available for two-way non-motorized transport and other appropriate neighborhood uses. **(Medina)**
48. **Policy TR 9.4:** Replace the “should” in the second line with “shall”. **(Medina)**
49. **Modify goals set forth in Goal TR-10 (“Parking”)** to recognize that parking policies apply to the *designated centers* in addition to Winslow. Change the second sentence in the goal to replace “core commercial district . . . on Winslow Way” to state “*designated centers*” **(Townsend)**
50. **Goal TR-10:** Strike “On street” in second sentence, and strike last sentence. **(Tollefson)**
51. **Policy TR 10.1:** Change first sentence to read “~~Encourage on-street~~ **Provide adequate parking...**”, and strike the second sentence. **(Tollefson)**
52. Add new **Policy TR 10.2:** Consistent with the Land Use element, plan for adequate on-street and off-street 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. **(Scott)**

Begin 12/6 Discussion here:- See Townsend email comments integrated and highlighted below.

53. **Withdrawn: Change Policy TR 10.4** first sentence to read “Prioritize parking in the *designated centers* for short-term use.” **(Townsend)**
54. **Policy TR 10.7 (a new Policy):** This Goal TR-10 shall be considered in conjunction with parking policies and action items found in the Economic Element. **(Medina)**
55. **Withdrawn: Policy TR 11.3.** Move to include Coppertop and New Brooklyn neighborhoods and schools, to the extent not already included. **(Townsend)**
56. **Withdrawn: Policy TR 11.4.** Add “. . . and non-motorized transportation” to the end of the sentence. **(Townsend)**
57. **Policy TR12.2.** Move to Strike. This is more appropriate for the utilities element. Note: Is the policy to require property owners to underground, or COBI? Per current PSE policy, the 40% of undergrounding is paid for by the city. **(Townsend)** **Motion #57: I encourage the council to be thoughtful about a requirement that power lines be undergrounded and strike Policy**

TR 12.2 as outside of the Transportation Element. Decisions about undergrounding need to be made in consideration of expense, environment, neighborhood, and whether undergrounding makes sense in the particular location. In the transportation element, undergrounding is required (“shall” is used) as a “roadside vegetation” issue. Taking aside the question of whether undergrounding would improve roadside vegetation, the council should take up the issue of when wires should be undergrounded and who should pay for it in the Utilities Element.

58. **Policy TR 14.2:** Strike the last sentence. The is ambiguous as to scope, and creates an obligation that may not otherwise exist. **(Tollefson)**
59. **Transportation Implementation:** Unlike in other elements reviewed so far, none of the Transportation Implementation Actions, except for perhaps TR Action #9, require the City or the Council to prioritize and allocate resources. They simply restate Goals and Policies. I think we should add as high priority **TR Action #1: Accelerate accomplishment of the Goals of the Transportation Element by considering a General Obligation Bond to finance the build-out of needed transportation infrastructure over the next five years.** Delete all other TR Action items except #9. **(Tollefson)**
60. **TR Action #3:** Fund new transportation facilities, in addition to safety and maintenance projects, through the budget process and/or bonding capacity, leveraging grants and/or other shared funding opportunities. **(Medina)**
61. **Withdrawn: Clarification Question/ Action #4; Policy TR 1.2.** Policies items are repeated under action items that are not the same. Policy 1.2, for example, is not consistent. (From a drafting perspective, restating the policies and continuing to modify them is asking for inconsistencies and should be checked in final review). **(Townsend)**
62. **New Action Item #4.** Substantially increase the quality and quantity of bike lanes connecting *neighborhood centers* to Winslow and the Ferry Terminal.

Note: I acknowledge that this may be embedded elsewhere, but it’s important and I would like a clear statement of a simple action item. **(Townsend)**

Motion #62 is self-explanatory and I continue to feel strongly that this is worth including.

63. **Withdrawn: Action Item #6.** Move to strike. This action item is so general that I question its usefulness. I don’t argue with the sentiment, of course. **(Townsend)**
64. **Action Item #8.** Bainbridge Island does not manage any public transportation systems per se. Move to modify to add the prefix, “Encourage WSDOT and Kitsap Transit to...” **(Townsend)**

TRANSPORTATION ELEMENT

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BUS SERVICE	TR-10
TRANSPORTATION DEMAND MANAGEMENT	TR-11
OPERATION AND MOBILITY	TR-12
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NEIGHBORHOODS	TR-14
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TRANSPORTATION INTRODUCTION

Purpose and Structure of the Transportation Element

The *Growth Management Act* requires that a Transportation Element be consistent with and implement the Land Use Element and that it contain a number of specific sub-elements. The primary focus of this Element is to set forth a Transportation *Vision, Goals and Policies* consistent with the rest of the *Comprehensive Plan* and to provide direction to implementing actions. Other *GMA* requirements, including a detailed inventory of transportation facilities, identification of needs, projects to meet those needs, and financing for those projects, are contained in the Island-wide Transportation Plan (IWTP). The IWTP is a functional plan, technical rather than policy in nature, and provides the primary means for carrying out the policy direction of the Transportation Element. The IWTP is hereby adopted by reference.

The Comprehensive Plan's *Guiding Principles* emphasize the important relationship between the Island's transportation system and community character, livability, public health, safety, economic vitality and environmental quality. Implementation of the Transportation Element plays a large role in the *sustainability* of Bainbridge Island's economy and environment and the quality of life of its residents.

Existing Conditions and Challenges

The ferry to Seattle and the Agate Pass Bridge are the only two public options for travel to or from the Island. Bainbridge is largely a bedroom community of Seattle and Kitsap County so many Islanders commute off-island by ferry or bridge. Likewise, many on-Island workers commute from off-island. Lengthy commute times by ferry or being stuck in traffic on SR 305 mean spending hours away from family, friends, and activities. Speeding and cut-through traffic makes *neighborhood* streets feel unsafe. During commute hours, SR 305 creates a wall across the Island. Reliable and efficient transportation on and off island is important to balance jobs and housing and maintaining 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 goods and services in the urban developed area of the Island and to work.

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. This *Comprehensive Plan* focuses growth in

designated centers such as Winslow, Lynwood, Rolling Bay, and Island Center. The High School Road shopping area is designed to be automobile-oriented while the Winslow Master Plan for downtown stresses designing for pedestrian and bicycle modes of transportation.

With good planning and implementation of mixed use and higher densities within these *designated centers*, development can lead to a more sustainable growth pattern and preserve community character. Investments in *infrastructure* for active transportation modes and access to *transit* reduce dependence on the automobile, which in turn reduces the Island's *greenhouse gas* emissions and improves the quality of life for Island residents.

Transportation *infrastructure* and associated drainage have direct impacts on the environment. *Stormwater runoff* can contribute to water pollution, flooding, and water temperature elevation. The road network right-of-way presents many opportunities to incorporate sustainable *stormwater* practices to provide positive contributions to environmental *sustainability*.

Balancing Community Interests

One of the challenges of improving a transportation system is finding the right balance between sometimes competing community interests. For example, it may be best to construct a sidewalk/separated pathway on one side of the roadway rather than on both sides to reduce impacts to vegetation. Evaluating the trade-offs and weighing the importance among competing community *goals* is an important function of the City of Bainbridge Island.

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

TRANSPORTATION VISION 2036

Bainbridge Island has a safe, dependable, properly maintained, and fiscally responsible, *multimodal transportation system*. The system has active transportation modes and *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users while respecting the character of *neighborhoods* and maintaining a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community supported.

TRANSPORTATION ISSUES

As population grows on the Island and in Kitsap County, more demand is placed on the Island's roadway network and the regional SR 305 Corridor. As traffic volumes and vehicular-related congestion increases, so do conflicts with bikes/pedestrians and the need grows for transportation improvements to accommodate all modes of transportation and a wider range of users. We need to consider how future growth will affect the community, and how to preserve the character and livability of Bainbridge Island. The following list identifies and briefly describes the community's transportation issues.



A. Limited Transportation Choices – Given the relative lack of non-motorized *infrastructure* in many parts of the Island, and limited transportation services, many Islanders are dependent on individual automobile travel as their only practical and safe transportation option. In order to meet the needs of a growing population and maintain or improve quality of life on the Island, we need to provide better transportation options to improve mobility for all ages and abilities.

B. Roadway Congestion – Traffic on Island roadways, particularly on SR 305 and within Winslow, can result in a variety of issues such as making it difficult to “get around” by automobile, traffic “spilling over” into adjacent *neighborhoods*, and making it more difficult for *transit* and non-motorized users to get to their destinations in a timely manner. Congestion related to ferry loading and unloading creates surges on Island roadways every 45 to 50 minutes. In the afternoon hours, impacts from ferry activities can snarl area traffic and cause traffic delays. In addition to ferry traffic, the SR 305 Corridor has experienced increasing congestion due to commuters traveling on and off island across the Agate Pass Bridge. Congestion and increased travel times are experienced during commute hours along the SR 305 Corridor.

C. SR 305 Traffic Congestion – Concern surrounds the future of the SR 305 Corridor. While the existing configuration of two lanes is adequate during off-peak hours, peak hour traffic coupled with surges from exiting ferry activities have resulted in high levels of congestion at multiple locations. This affects Island residents using the corridor, off-Island commuters, and increases the difficulty of cross-Island travel, resulting in higher volumes of traffic on local streets when drivers try to avoid SR 305 congestion. Access to SR 305 is becoming increasingly difficult at the north end of the Island.

D. School Related Congestion – Congestion related to schools has become more problematic, such as intersections on New Brooklyn and Sportsman Club Roads. Youth are routinely being driven to and from school and not taking the school bus, walking, or bicycling to home or to after-school activities, causing additional demands on the transportation system.

E. Greater Winslow Area Traffic Congestion – Residential and economic growth on Bainbridge Island, particularly in the Winslow subarea, has resulted in more vehicles on the street system. Intersections are increasingly congested, in particular during commute and school drop off and pick up times, but also in general. These impacts are felt on streets

adjacent to major corridors. Residents of these streets feel that the impacts of high traffic volumes and travel speeds need to be controlled to maintain the quality of the *neighborhoods*.

F. Motor Vehicle Speeds and Speed Limits – Excessive vehicular speeds put the traveling public at greater risk especially for walkers, wheel chair users, and bicyclists. Many Island roads lack shoulder facilities or separate bicycle and pedestrian *infrastructure*. Speeding vehicles discourage many people who want to walk, use a wheelchair, or ride a bicycle for transportation or recreation in many areas on the Island.

G. Non-Motorized Travel – Non-motorized modes of transportation are important to many Islanders and the need for improved non-motorized *infrastructure* has consistently ranked high in community surveys. While significant improvements have been made, many parts of the Island *infrastructure* are not adequate to serve the needs of users of all ages and abilities. As a result, many people remain dependent on cars as the only practical and safe means of travel. Many people do not feel safe walking and biking outside of the urban center of Winslow.

H. Transit Service – Ferry Service is vital to many residents who work in Seattle and to the local and regional economy. As automobile capacity and parking space at the ferry terminal are limited, non-motorized facilities with connectivity to the ferry and *transit* service are important to many Islanders for sustainably accommodating population growth. WSF forecasts significant growth of non-motorized trips in the coming decade.

Kitsap Transit provides bus service connecting many areas of the Island to the ferry and Winslow. Kitsap Transit is working to expand service during non-peak hours and to inter-Island locations, and many in the community would like to see this service maintained and expanded. This service has provided valuable mobility to the community, especially for older people, those with disabilities and younger populations.

I. Transportation Network Connectivity – Bainbridge Island's roadway system has few roadways that contribute to the development of a "network". Many parts of the Island have only a single way to access the area, such as the Beans Bight, West Port Madison or Agatewood areas. Mobility, emergency access, emissions and circulation can all be improved with better roadway connections. Alternative modes of travel are a high priority for many Islanders. Expanding the Island's network of both on-street and off-street non-motorized facilities is needed to provide *neighborhood*, inter-island and regional connectivity.

J. Climate change – Transportation is both a cause of *climate change* and provides opportunities to mitigate the effects of *climate change*. Creating a *transit* plan that reduces emission of *greenhouse gases* and increases our community's resilience to the effects of *climate change* is a priority. These criteria *should* be used to evaluate all transportation solutions and proposed projects.

K. Roadway Intersection Congestion – At locations other than SR 305, intersections may limit capacity as the Island population grows. Islanders are increasingly concerned about

relieving intersection capacity at school locations and during commute times in Winslow. Intersection congestion can also lead to delay for non-motorized users, in particular bicyclists where riders share the road with vehicles.

L. Livability – Providing convenient active transportation choices provides for better public health and improved lifestyles both in the urban center of Winslow and outlying areas of the Island. Bikeable and walkable communities are increasingly desirable and important to many Island residents. These aspects of the community are attractive to visitors as well and are an important element to creating a vibrant downtown business community.

M. Community Character - There is a desire to retain the feel of the Island's existing road system. Outside of Winslow and other designated *neighborhood* centers, the scenic roadways, open drainage ditches, and winding roads provide a more rural flavor that many consider important elements of the Island's character. However, these elements need to be balanced with the community's desire for safe roads that provide mobility options for all ages and abilities of Island residents without requiring a vehicle.

N. Stormwater – *Stormwater* management is an important environmental concern. As *stormwater* regulations evolve, the cost of roadway construction has increased.

O. Regional coordination – The 2016 update of the Island-wide Transportation Plan (IWTP) and the Comprehensive Plan Transportation Element creates an opportunity to coordinate with WSDOT (WSF, Olympic Region), Kitsap Transit, and neighboring jurisdictions to ensure a more integrated transportation system.

P. Financing – Solutions to many of the Island's transportation issues will cost money, a lot of money. Considering how best to pay for these improvements and who *should* pay (City, State, Federal) are key issues to this Plan. The scale of investment must be commensurate with the scale of the problems we are trying to solve.

Relationship of the Transportation Element to the Island Wide Transportation Plan (IWTP)

The primary purpose of the Transportation Element is to support and implement the Island's *Vision* and *Guiding Principles* as well as the *Goals* and *Policies* set forth in the other Plan Elements. The "Island Wide Land Use Concept," described in Figure LU-3 of the Land Use Element, calls for compact, walkable, mixed use centers within a much larger conservation landscape of *open spaces*, wildlife habitat, forested areas, agricultural, residential and recreational lands. The transportation improvements and programs called for in the Plan are essential to meeting the objectives for both the centers and the surrounding conservation landscape.

The GMA's transportation requirements are met either in this Transportation Element or in the IWTP, which is hereby adopted by reference. The Transportation Element provides consistency with other Plan Elements and over-arching policy direction, whereas the IWTP provides the technical support for those *policy* choices and a detailed guide for implementing and funding all

transportation programs, projects and services.

Transportation Element Utilization

The Transportation Element is a tool for the City to aid in decision-making in all aspects of transportation planning, scheduling and budgeting. The Transportation Element will guide the City in making decisions regarding public expenditures, improvements, and developments. City staff will use the Transportation Element to establish budgets and plan improvement projects. The Transportation Element will also be used to ensure consistency between land use actions and the City's transportation plans and *policies*.

Other agencies, such as the State Department of Transportation, Kitsap Transit, and Kitsap County, will use the Transportation Element to coordinate their actions with Bainbridge Island to address regional transportation issues and projects. Developers and businesses may also use the Transportation Element to assess project feasibility, make investment decisions and develop individual projects. Transportation providers *should* consult the Transportation Element to coordinate their services with transportation facility design and operation, and the general public can use the Transportation Element to become better informed about the City's transportation plans.

Transportation issues are among the top concerns for Bainbridge Island residents since Island roadways serve two equally important purposes. Not only do the roadways provide mobility, they also enhance the character of the Island. Much of the concern over transportation is related to the future of State Route 305, which serves not only Bainbridge Island, but also functions as a regional facility connecting Seattle and the Island ferry terminal with the Kitsap and Olympic Peninsulas.

GOALS & POLICIES

MULTIMODAL

GOAL TR-1

Encourage the development of an integrated multimodal transportation system that provides a range of safe transportation alternatives and increases the through movement of people, maximizing use of non-motorized and public *transit*.

Policy TR 1.1

In accordance with complete streets practices and guidelines, new or rebuilt streets *shall*, as much as is practical, address the use of the right-of-way by all users.

Policy TR 1.2

The City will coordinate with the City police department, the Kitsap Public Health District, the school, park and fire districts, and other civic groups to develop and sponsor outreach programs. The programs are intended to inform specific segments of the community, including

but not limited to, motor-vehicle drivers, school-age children, non-motorized commuters, cyclists, recreational users, private property owners with or adjoining non-motorized facilities, and the general public.

The following public education programs *should* be provided to Island citizens:

- pedestrians and non-motorized vehicle safety
- rights and responsibilities of non-motorized facility users
- rights and responsibilities of property owners

Bicycle and pedestrian advocacy organizations are good resources of information on skill development and safety education for bicyclists and pedestrians.

NON-MOTORIZED SYSTEM

GOAL TR-2

Provide the citizens of Bainbridge Island with a non-motorized transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect *neighborhoods* with parks, schools, the shoreline, the ferry terminal and commercial areas.

Policy TR 2.1

Provide a non-motorized transportation system that effectively serves the needs of people of all ages and abilities who walk, bike, or ride horses, or use wheel chairs; encourages non-motorized travel; and provides continuous networks of safe, efficient and attractive shoulders, sidewalks, pathways (footpaths), and multi-purpose trails throughout the Island that are also connecting to regional systems.



Provide safe and appropriately scaled non-motorized access that connects *designated centers*, the ferry terminal, services such as a doctors' offices, schools, parks, recreation areas, shorelines (including road-ends), and *transit* connections including to ferry and bus services.

The non-motorized system *should* maximize mobility, provide safety, efficiency and comfort for pedestrians, bicyclists, and equestrians, respect property owners' rights, protect the natural environment and complement the character of existing *neighborhoods*.

Policy TR 2.2

Trails *should* provide for both passive and active pursuits including recreation and nature study, exercise, shopping, and commuting to work and schools.

Policy TR 2.3

Provide networks of pedestrian facilities within one mile and bicycle facilities within two miles of schools. The City and the School District *should* coordinate efforts to develop non-motorized facilities. Each school *should* coordinate with neighboring property owners to provide access to

the school. Separated facilities are preferred near schools and especially for elementary schools.

Policy TR 2.4

Provide a network of sidewalk facilities adjacent to roadways in *designated centers* with the Winslow area given priority. Sidewalks *shall* be of sufficient width to accommodate expected pedestrian use, including safe crossings with adequate overhead or embedded lighting. Where possible, separate sidewalks from the roadway with a street tree planting strip and buffer. Designs *should* accommodate users of all abilities, meeting ADA requirements.



Policy TR 2.5

Provide a network of shoulder facilities along the Island's arterial roadways and collector streets, creating an integrated network that serves cyclists as well as pedestrians in locations without sidewalks.



Policy TR 2.6

Develop a trail system to serve non-motorized users across the Island. As envisioned, the network will include the Waterfront Trail in Winslow, the Sound to Olympics Trail (STO, a regional trail connecting the Ferry Terminal to the Agate Pass Bridge), intra-island multi-use trails, unopened City rights-of-way, shoreline trails (Waterfront Park Trail), and connecting pathways within *neighborhoods*. The *goal* is to provide walkability within *neighborhoods* and Island-wide connectivity for both pedestrians and cyclists.

Multi-use trails are envisioned to provide an alternative for cyclists to the shoulder network along arterial streets to accommodate users of all ages and abilities. Multi-use trails are envisioned to connect with pathways, sidewalks and shoulder facilities to form an integrated non-motorized system.

Policy TR 2.7

Develop and regularly update design standards for non-motorized facilities that provide safe and efficient access, encourage use and mobility and are appropriate to the location and needs in the immediate area.

Standards for shoulders, sidewalks, pathways and multi-use trails are to provide low levels of stress/high levels of service for non-motorized users. Include appropriate amenities such as benches and short term and long term bicycle parking in the construction of non-motorized facilities. Parking lots and garages serving public, commercial, and multifamily residential buildings are required to provide convenient bicycle parking and storage facilities.



Policy TR 2.8

Promote the safe use of non-motorized facilities through effective transportation improvements, maintenance operations and enforcement.

Provide safety enhancement in annual capital improvement programs and individual transportation improvement projects where applicable and needed to meet safety standards. Strongly encourage the Washington State Department of Transportation to accommodate non-motorized permeability and safety enhancements on SR 305.

Routinely evaluate facilities and roadway maintenance operation programs and resource levels to ensure adequate maintenance and preservation of the City's growing inventory of non-motorized facilities. Provide a high *level of service (LOS)* to meet safety standards, maintain low user stresses and encourage active transportation.

Coordinate with the Police Department and the Washington State Patrol to provide officer training and consistent enforcement of traffic laws, including speed limits, for both motorized and non-motorized users.

Policy TR 2.9

Improve the safe use of non-motorized roadway facilities by non-motorized and motorized users and encourage active modes of transportation through continuous community education. Coordinate with the City Departments, Schools, the Park District, the Fire District and other civic groups to develop and sponsor outreach programs. Programs *should* inform specific segments of the community including but not limited to motor-vehicle drivers, school age children, non-motorized commuters, recreational users, private property owners fronting non-motorized facilities and the general public.

Maintain and update guide maps that effectively identify the location of non-motorized routes and facilities and provide signage for public non-motorized facilities, such as trails, in order to clearly designate routes and access points.

Policy TR 2.10

The City supports the Federal, State, and Regional *goals* of doubling walking and cycling by 2036, the 20-year planning period of the City's comprehensive plan. The City will maintain an advisory committee to advocate for transportation planning, public non-motorized projects, private development projects, and education and outreach. The committee *should* represent a broad range of interests including pedestrians, cyclists, and equestrians.

Secure easements and other land dedication for non-motorized facilities through development mitigation, donation, tax incentives, and direct acquisition.

Incorporate non-motorized improvements during the planning and design phase of transportation improvement projects. All commercial and residential development projects that reach design thresholds set in the municipal code, *shall* be reviewed for compliance with the Transportation Element's non-motorized *goals* and *policies*, adopted plans, and standards.

FERRY SERVICE

GOAL TR-3

Coordinate with Washington State Ferries (WSF) and other possible providers to operate ferries that meet local service and commuter needs, are integrated with all travel modes and provide equitable regional service.

Policy TR 3.1

Strongly advocate to equalize ferry services from Bremerton, Bainbridge, Kingston and Southworth in order to optimize the use of each ferry service, balance peak hour travel times and provide ferry capacity in proximity to users' origin and destination.

Policy TR 3.2

Support the ferry system efforts to maximize the convenience of pedestrian, bicycle, *transit* and *HOV* use on ferry runs through providing priority status and improvements to discourage *single occupancy vehicle (SOV)* use.

Policy TR 3.3

Advocate for increased service options for foot ferry passengers such as water taxi and passenger ferry service to and from various areas of the Puget Sound region.

Policy TR 3.4

Support WSF and other providers to create and incorporate best practices into ferry services that reduce *greenhouse gas* emissions and vulnerability of ferry *transit* from *climate change*.

Policy TR 3.5

Promote bicycle and pedestrian safety improvements near the ferry terminal.

BUS SERVICE**GOAL TR-4**

Encourage the use of public *transit* and encourage *transit* agencies to operate and maintain local and regional *transit* service and facilities that reduce the need for *single-occupant vehicles* and support the needs of *transit*-dependent users.

Policy TR 4.1

Encourage a *transit LOS* standard that identifies deficiencies and the program improvement needs defined in the Kitsap Transit Plan.

Policy TR 4.2

Support actions from Metro, Sound Transit, Kitsap Transit or other appropriate agencies that:

- Improve public *transit* from the Seattle ferry terminal directly to popular destinations in Seattle metropolitan area as well as Sea-Tac Airport.
- Promote the availability of public *transit* service to ferry commuters and for special events.
- Maintain bus schedules to meet ferry arrival and departure times and improve service throughout the day and during evening hours.
- Provide information on the ferries and at the ferry terminals regarding *transit* options.
- Increase bus service on the Island to seven days a week.

Policy TR 4.3

Encourage park-and-ride use of multiple-use lots such as those located at churches or other locations and promote the use of those lots to Island residents. Encourage park-and-ride lots to include areas, preferably covered, for bicycle parking.

Policy TR 4.4

Support the expansion of Island *transit* services that target:

- Ferry commuters
- Non-ferry commuters, including Island employees
- Connection of High School Road and Winslow Way
- Non-commuter travel to other Kitsap County service and employment areas
- Intra-Island connection to Neighborhood Centers and residential areas
- *Transit* dependent access, including addressing the access needs of all ages and abilities.

Policy TR 4.5

Optimize public *transit* ~~should be optimized~~ for access, including accommodation for bikes and assistive devices, ~~availability and increaseD visibility of bus service and bus stops.~~

Policy TR 4.6

Improve local air quality by improving the Kitsap Transit fleet to meet the highest possible emission standards.

TRANSPORTATION DEMAND MANAGEMENT

GOAL 5

Encourage greater efficiency of the integrated *multimodal transportation system* that provides a range of transportation alternatives and increases the through movement of people.

Policy TR 5.1

Use fee structure and space allocation programs to discourage *Single Occupancy Vehicle* (SOV) parking at City-controlled parking.

Policy TR 5.2

Develop parking and other programs that encourage *High Occupancy Vehicle* (HOV) use, including carpool and vanpool parking.

Policy TR 5.3

Encourage schools, the private sector and the public sector to adopt programs that reduce SOV use including telecommuting, promotion of ridesharing, walking, biking and reliance on buses.

Policy TR 5.4

The development of projects to improve the transportation system and reduce SOV traffic *shall* include enhancements for cyclists and pedestrians.

Policy TR 5.5

Support the Washington Department of Transportation and Kitsap Transit with the development and implementation of demand management strategies for SR 305 to encourage alternate modes of transportation.

OPERATION AND MOBILITY**GOAL TR-6**

Improve the operation and mobility of the Island's transportation system through the identification and implementation of system improvements that maintain *Level of Service (LOS)* standards and meet the transportation vision.

Policy TR 6.1

Construct, modify, and maintain roads to: 1) meet safety needs of all users, motorized and non-motorized, 2) provide for *transit* and non-motorized users (including bicyclists, pedestrians, wheelchair users and equestrians as appropriate), 3) correct *LOS* deficiencies, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan* goals

Set street design guidelines which establish street widths, reflecting the desired vehicle speeds, accommodating bicycle, pedestrian, wheelchair, equestrian, and *transit* uses, and providing for emergency vehicle access and also considering community character.

Policy TR 6.2

Set appropriate roadway classifications that reflect existing and projected vehicle usage, traffic operations, including non-motorized and *transit* uses, and considers adjacent land uses and community character.

Policy TR 6.3

Establish *Level of Service* standards for Bainbridge Island that measure the performance of the existing transportation system for motorized vehicles, bicycles, and pedestrians. Providing a *level of service* for all modes is important for a viable transportation system. Transportation networks *should* provide for all modes of transportation as a system.

Policy TR 6.4

Enforce the City's *concurrency* ordinance and monitor the expected transportation impact of proposed development on the available capacity of the roadway system. Early in the development review process, ensure that there are adequate transportation facilities or that improvements are planned, scheduled and funded for completion within six (6) years.

Policy TR 6.5

Develop access management programs to control the location and number of curb cuts. Control the location and spacing of commercial driveway entrances and the design of parking lots to avoid congestion near intersections, line of sight obstructions and confusing circulation patterns. Design to prevent pedestrian and vehicular accidents.

Policy TR 6.6

Designate truck corridors to allow the efficient movement of goods and freight within the transportation system.

Policy TR 6.7

Identify and support measures that will improve vehicular and non-motorized connectivity across SR 305.

Policy TR 6.8

Secure easements or other land dedication for transportation facilities through development mitigation, donation, tax incentives/exemption programs, or direct acquisition.

Policy TR 6.9

If the adopted *LOS* standard cannot be maintained due to funding shortfalls or other events, the City *shall* evaluate and revise the adopted *LOS* standard, restrict land use development as required, or institute other actions consistent with *LOS* reassessment strategy.

STATE ROUTE (SR) 305**GOAL TR-7**

Coordinate with WSDOT to ensure that state facility improvements meet the *goals* of the Bainbridge Island Transportation *Vision* and *Comprehensive Plan* and minimize impacts to the local transportation system.

Policy TR 7.1

Adopt the Level of Service standard for SR 305, as established by WSDOT in the State Highway Plan. Under the current plan the *LOS* standard is “D-mitigate” where actions are taken to mitigate congestion when operations drop below *LOS* D.

Policy TR 7.2

Develop a master plan for the SR 305 corridor as a green and scenic highway balancing the objectives of maintaining the treed character, and providing safe visibility. Incorporate best practices into highway improvements that reduce *greenhouse gas* emissions and *transit* vulnerabilities from *climate change*.

Policy TR 7.3

All proposed improvements to SR 305 *shall* include provisions to improve permeability for island residents, reduce *neighborhood* cut through traffic and improve access to and from North-end *neighborhoods*.

Policy TR 7.4

Oppose proposals to construct any new bridges to Bainbridge Island. Support planning efforts for the eventual replacement/refurbishment of the Agate Pass Bridge including potential capacity improvements for *transit* and non-motorized modes.

Policy TR 7.5

Support the construction of spot improvements for SR 305 to reduce congestion, increase permeability across the corridor and improve safety for through traffic, local traffic, non-motorized and *transit* users.

Policy TR 7.6

Support the construction of the STO and its branch trails.

Policy TR 7.7

Encourage the development of park-and-ride lots near commuters' points of origin throughout Kitsap County in order to minimize traffic impacts along SR 305.

Policy TR 7.8

Promote improvements to off-island State facilities that will mitigate on-Island congestion of SR 305.

NEIGHBORHOODS**GOAL TR-8**

Consider the special needs of *neighborhood* safety, pedestrian and bicycle facilities, *transit* use and facilities and traffic flow in the development of transportation improvements that affect *neighborhoods*.

Policy TR 8.1

Protect residential *neighborhoods* from the impacts of cut-through motor vehicle traffic by providing appropriate connecting routes and applying appropriate traffic-calming measures to control vehicle volumes while maintaining emergency vehicle response times.

Policy TR 8.2

Support the character of *neighborhoods* by providing *neighborhood* programs and projects for place making, traffic calming, greenways, appropriate street width, lighting for safety, curb cuts, and pedestrian and bicycle facilities as consistent with the *Comprehensive Plan*.

Policy TR 8.3

Develop a circulation and access management plan for *neighborhoods* and neighborhood centers so that as properties develop, vehicular and non-motorized connectivity and circulation are maintained.

Policy TR 8.4

Complete and protect the Winslow Waterfront Trail.

SAFETY AND MAINTENANCE**GOAL TR- 9**

Support the safe use of the transportation system by maintaining the roadway system and including necessary safety enhancements in transportation improvement projects.

Policy TR 9.1

Include transportation projects and adequate operation and maintenance funding to ensure that the vehicular and non-motorized transportation system *infrastructure* is maintained in a safe and usable condition.

Policy TR 9.2

Conduct periodic traffic studies in areas of the Island's roadway network that have experienced significant traffic changes due to development to ensure that appropriate traffic control devices

are employed for the safety of the traveling public. Consider opportunities to improve the non-motorized *infrastructure* as a means to increase mobility options for cyclists and walkers.

Policy TR 9.3

Periodically evaluate roadside conditions of the City's secondary arterial network and higher volume collectors to evaluate the condition of existing roadways and prioritize repairs and improvements to ensure the safety of the traveling public.

Policy TR 9.4

Provide street lighting, including safety features designed for sidewalks, to address safety issues. Light design and placement *should* minimize glare and light spillage and maximize visibility of pedestrians and bicyclists.

PARKING**GOAL TR-10**

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. On-street parking is a vital element of the core commercial district that includes the City's "Main Street" community on Winslow Way. On-street parking may be a benefit environmentally in urban areas as it may require less developed impervious surface than off-street parking.

Policy TR 10.1

Encourage on-street parking in *designated centers*. Development of street frontages in urban commercial areas *should* maximize on-street parking to the extent practical. Development projects in urban residential areas *should* consider on-street parking rather than off-street parking.

Policy TR 10.2

Preserve on-street parking in the mixed-use commercial districts of Winslow and *designated centers*. City projects in commercial districts *should* maximize parking to the extent practical within the existing rights of way. Note that "*Complete Streets*" projects must also balance other functions such as non-motorized uses. Seek opportunities to expand public parking.

Policy TR 10.3

The City *should* look to maximize public parking on City-owned properties in addition to maintaining convenient parking for visitors and staff at City facilities.

Policy TR 10.4

Prioritize parking in the mixed-use districts of Winslow for short-term use. Continue to manage City public parking in Winslow so that commuter parking for ferry commuters is not practical and short-term parking is prioritized for the Waterfront Park, Senior Center, and patrons of downtown businesses.

Policy TR 10.5

Support parking programs for customers in retail and service areas and employees of local businesses in the mixed-use districts of Winslow.

Work with business owners to limit employee parking to off-street facilities to optimize available, convenient parking for patrons. Continue to manage City public parking to maximize close-in parking for patrons of local businesses and assist in providing some daily off-site parking for employees at walkable outlying locations.

Policy TR 10.6

Encourage bicycle parking in the designated *neighborhood* centers and at public facilities. Provide bicycle parking at locations convenient to businesses providing goods and services and for employees who commute to work by bicycle. Provide bicycle storage at *transit* facilities.

COMMUNITY CHARACTER

GOAL TR-11

Develop transportation improvements that respect the Island's natural and historic character and are consistent with both the short and long-term vision of the *Comprehensive Plan*.

Policy TR 11.1

Protect the Island's unique scenic resources along corridors including SR 305 and secondary arterials corridors outside *designated centers*; require broad greenbelts and trees to screen parking and unwanted views and buffer noises between the roadway and development. Develop a program for local designation of scenic roads.

Policy TR 11.2

Manage the appearance and safety of winding roadways in areas outside *designated centers* through the provision for and retention of appropriate roadside vegetation and trees, and following of the natural topography whenever possible. Retain the scenic character of SR 305 by minimizing the placement of signs, discouraging new access points, and planting and maintaining vegetation.

Policy TR 11.3

Create safe, attractive, and functional pedestrian and bicycle circulation within Winslow and designated *neighborhood* centers through the design and implementation of Complete Streets to enhance community character.

Policy TR 11.4

Minimize the use of street lighting outside of Winslow, except to address safety.

ENVIRONMENT

GOAL TR-12

Develop, operate, and maintain a transportation system that respects and protects the natural environment including the quality of the Island's air, water and natural habitats.

Policy TR 12.1

Avoid impacts of road construction on *environmentally sensitive areas*; minimize damaging *runoff* and pollution from road use and maintenance; implement programs that encourage the planting of low-maintenance, vegetated groundcover and trees along roadways.

Policy TR 12.2

Where possible, the City *shall* require the undergrounding of overhead utilities to reduce the need for removal and maintenance of roadside vegetation.

Policy TR 12.3

Develop transportation plans and programs that reduce travel demand, improve traffic flow and consider the impact to air quality including reducing *greenhouse gas* emissions. Support County, regional and state air quality *goals* and requirements.

Policy TR 12.4

Avoid transportation impacts to identified wildlife corridor crossings so that adequate linkages for animal movement between habitat areas are maintained.

COMMUNITY INVOLVEMENT**GOAL TR-13**

Ensure involvement and input from the citizens at all stages of significant transportation projects and decision-making that affect Bainbridge Island.

Policy TR 13.1

Provide citizen opportunities for reviewing transportation plans and documents to give an opportunity for public comment and ensure consistency with the community *vision*.

Policy TR 13.2

In the design process for transportation projects, use the principles and practices of *context sensitive* solutions to refine the *goals* of the *Comprehensive Plan* and the IWTP in keeping with the context of the site.

Policy TR 13.3

Insist on early and full City participation in regional transportation decisions affecting the Island. Such participation *should* include City and community representation in the decision-making process and public meetings on the Island.

REGIONAL COORDINATION**GOAL TR-14**

Coordinate with local, regional, state, public and private organizations to promote regional transportation improvements and services that are compatible with the community's vision as expressed in the *Comprehensive Plan*.

Policy TR 14.1

Work to ensure that the transportation system is planned and operated in coordination with adjoining jurisdictions by participating in regional coordinating functions with the Kitsap County, Kitsap Transit, Washington State Ferries, Kitsap Regional Coordinating Council, Puget Sound Regional Council, the Suquamish Tribe, the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.

Policy TR 14.2

Support the Puget Sound Regional Coordinating Council's (PSRC) long term planning efforts and studies that describe and identify the impacts of regional traffic on the Island's transportation system. The City *should* submit plans to PSRC for certification of consistency with regional long term planning.

Policy 14.3

Coordinate planning and implementation with Kitsap County, Kitsap Transit, Washington Department of Transportation, Kitsap Coordinating Council, the Suquamish Tribe, Puget Sound Regional Council and other planning / advocacy groups to further non-motorized *goals*. This includes trails and access to *transit* in Kitsap County, the Olympic Peninsula and the greater Puget Sound region.

TRANSPORTATION FINANCING**GOAL TR-15**

Prepare and periodically update a fiscally responsible, cost-effective transportation financing plan that optimizes the use of City funds and leverages other funding sources.

Policy TR 15.1

Pursue joint funding opportunities with the School District, Park and Recreation District, Washington State Department of Transportation and other agencies to meet high priority needs. Joint projects with multiple agency participation is an efficient way to leverage limited funds of each participant and enhance grant applications.

Policy TR 15.2

Require all new and expanded development to maintain the adopted Transportation *LOS* standards. The pro-rated cost of any improvements needed to maintain the adopted *LOS shall* be the responsibility of developers.

Policy TR 15.3

Require new and expanded developments to construct, or upgrade unimproved and/or under improved roadways, or participate in the funding of roadways that conform to City standards.

Policy TR 15.4

Aggressively seek available County, State and Federal money to fund projects that help meet the Island's transportation objectives.

Policy TR 15.5

Ensure that the Island's transportation improvement plan accounts for forecasted population and employment growth and has revenue sources sufficient to build and maintain it.

Policy TR 15.6

Mandate the maintenance and repair of the existing transportation system as a high priority when making funding allocation decisions.

Policy TR 15.7

Periodically update traffic impact fees to mitigate the impacts of future development.

TRANSPORTATION 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 many comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

TR Action #1 Apply complete streets principles and context sensitive design when designing road improvements or new roads to maximize mobility, connectivity and scenic character.

Policy TR 1.1

In accordance with complete streets practices and guidelines, new or rebuilt streets *shall*, as much as is practical, address the use of the right-of-way by all users.

Policy TR 2.1

Provide a non-motorized transportation system that effectively serves the needs of people of all ages and abilities who walk, bike, or ride horses, or use wheel chairs; encourages non-motorized travel; and provides continuous networks of safe, efficient and attractive shoulders, sidewalks, pathways (footpaths), and multi-purpose trails throughout the Island that are also connecting to regional systems.

Provide safe and appropriately scaled non-motorized access that connects *designated centers*, the ferry terminal, services such as a doctors' offices, schools, parks, recreation areas, shorelines (including road-ends), and *transit* connections including to ferry and bus services.

The non-motorized system *should* maximize mobility, provide safety, efficiency and comfort for pedestrians, bicyclists, and equestrians, respect property owners' rights, protect the natural environment and complement the character of existing *neighborhoods*.

Policy TR 13.2

In the design process for transportation projects, use the principles and practices of *context sensitive* solutions to refine the *goals* of the *Comprehensive Plan* and the IWTP in keeping with the context of the site.

TR Action #2 Increase communication and coordination between the City, the State Department of Transportation, Puget Sound Regional Council, Kitsap Transit, Bainbridge Island School District, and the Bainbridge Island Metropolitan Park and Recreation District (BIMPRD) to improve the non-motorized and transit system.

GOAL TR-2: NON-MOTORIZED SYSTEM

Provide the citizens of Bainbridge Island with a non-motorized transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi-purpose trails that connect *neighborhoods* with parks, schools, the shoreline, the ferry terminal and commercial areas.

Policy TR 4.1

Encourage a *transit* LOS standard that identifies deficiencies and the program improvement needs defined in the Kitsap Transit Plan.

Policy TR 7.5

Support the construction of spot improvements for SR 305 to reduce congestion, increase permeability across the corridor and improve safety for through traffic, local traffic, and non-motorized and *transit* users.

Policy TR 14.1

Work to ensure that the transportation system is planned and operated in coordination with adjoining jurisdictions by participating in regional coordinating functions with the Kitsap County, Kitsap Transit, Washington State Ferries (WSF), Kitsap Regional Coordinating Council, Puget Sound Regional Council, the Suquamish Tribe and the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.

TR Action #3 Fund new transportation facilities, in addition to safety and maintenance projects through the budget process, leveraging grants and/or other shared funding opportunities.

Policy TR 6.1

Construct, modify, and maintain roads to: 1) meet safety needs of all users, motorized and non-motorized, 2) provide for *transit* and non-motorized users (including bicyclists, pedestrians, wheelchair users and equestrians as appropriate), 3) correct LOS deficiencies, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan goals*.

Set street design guidelines which establish street widths, reflecting the desired vehicle speeds, accommodating bicycle, pedestrian, wheelchair, equestrian and *transit* uses, and providing for emergency vehicle access and also considering community character.

Policy TR 9.1

Include transportation projects and adequate operation and maintenance funding to ensure that the vehicular and non-motorized transportation system *infrastructure* is maintained in a safe and usable condition.

Policy TR 15.1

Pursue joint funding opportunities with the School District, Park and Recreation District, Washington State Department of Transportation and other agencies to meet high priority needs. Joint projects with multiple agency participation is an efficient way to leverage limited funds of each participant and enhance grant applications.

MEDIUM PRIORITY ACTIONS

TR Action #4 Increase City support for targeted public safety education campaigns to create awareness and improve behaviors by drivers, bikers, and pedestrians. Coordinate with other agencies, such as Kitsap Transit and the Bainbridge Island School District.

Policy TR 1.2

The City will coordinate with the City police department, the Kitsap County Health District, the school, parks, and fire districts and other civic groups to develop and sponsor outreach programs. The programs are intended to inform specific segments of the community, including but not limited to, motor-vehicle drivers, school-age children, non-motorized commuters, cyclists, recreational users, private property owners with or adjoining non-motorized facilities and the general public.

The following public education programs *should* be provided to Island citizens:

- Pedestrians and non-motorized vehicle safety
- Rights and responsibilities of non-motorized facility users
- Rights and responsibilities of property owners
- Bicycle and pedestrian advocacy organizations are good resources of information on skill development and safety education for bicyclists and pedestrians.

Policy TR 2.8

Promote the safe use of non-motorized facilities through effective transportation improvements, maintenance operations and enforcement.

Provide safety enhancement in annual capital improvement programs and individual transportation improvement projects where applicable and needed to meet safety standards. Strongly encourage the Washington State Department of Transportation to accommodate non-motorized permeability and safety enhancements on SR 305.

Routinely evaluate facilities and roadway maintenance operation programs and resource levels to ensure adequate maintenance and preservation of the City's growing inventory of non-motorized facilities. Provide a high *level of service (LOS)* to meet safety standards, maintain low user stresses and encourage active transportation.

Coordinate with the Police Department and the Washington State Patrol to provide officer training and consistent enforcement of traffic laws, including speed limits, for both motorized and non-motorized users.

TR Action #5 Coordinate with Kitsap Transit, Washington State Ferries and other agencies to decrease the number of single-occupant vehicle (SOV) trips, with a focus on reducing SOV trips during commuting hours.

Policy TR 3.2

Support the ferry system efforts to maximize the convenience of pedestrian, bicycle, *transit* and *HOV* use on ferry runs through providing priority status and improvements to discourage *single occupancy vehicle (SOV)* use.

Policy TR 4.2

Support actions from Metro, Sound Transit, Kitsap Transit or other appropriate agencies that:

- Improve public *transit* from the Seattle ferry terminal directly to popular destinations in Seattle metropolitan area, as well as Sea-Tac Airport.
- Promote the availability of public *transit* service to ferry commuters and for special events.
- Maintain bus schedules to meet ferry arrival and departure times and improve service throughout the day and during evening hours.
- Provide information on the ferries and at the ferry terminals regarding *transit* options.
- Increase bus service on the Island to seven days a week.

Policy TR 5.3

Encourage schools, the private sector and the public sector to adopt programs that reduce *SOV* use including telecommuting, and promotion of ridesharing, walking, biking and reliance on buses.

Policy TR 5.4

The development of projects to improve the transportation system and reduce *SOV* traffic *shall* include enhancements for cyclists and pedestrians.

TR Action #6 Improve transportation options to address the needs of all ages and abilities.

Policy TR 4.4

Support the expansion of Island *transit* services that target:

- Ferry commuters
- Non-ferry commuters, including Island employees
- Connection of High School Road and Winslow Way
- Non-commuter travel to other Kitsap County service and employment areas
- Intra-Island connection to Neighborhood Service Centers and residential areas
- *Transit* dependent access, including addressing the access needs of all ages and abilities.

Policy TR 4.5

Optimize public transit ~~should be~~ optimized for access, including accommodation for bikes and assistive devices, availability and increased visibility of bus service and bus stops.

OTHER PRIORITY ACTIONS

TR Action #7 Regularly evaluate and improve design standards for all types of transportation facilities.

Policy TR 2. 7

Develop and regularly update design standards, for non-motorized facilities that provide safe and efficient access, encourage use and mobility, that are appropriate to the location and needs in the immediate area.

Standards for shoulders, sidewalks, pathways and multi-use trails are to provide low levels of stress/high levels of service for non-motorized users. Include appropriate amenities such as benches and short term and long term bicycle parking in the construction of non-motorized facilities. Parking lots and garages serving public, commercial and multifamily residential buildings are required to provide convenient bicycle parking and storage facilities.

Policy TR 6.1

Construct, modify, and maintain roads to: 1) meet safety needs of all users, motorized and non-motorized, 2) provide for *transit* and non-motorized users (including bicyclists, pedestrians, wheelchair users, and equestrians as appropriate), 3) correct *LOS* deficiencies, 4) improve connectivity and emergency response times, and 5) meet *Comprehensive Plan goals*

Set street design guidelines which establish street widths, reflecting the desired vehicle speeds, accommodating bicycle, pedestrian, wheelchair, equestrian and *transit* uses, and providing for emergency vehicle access and also considering community character.

Policy TR 6.2

Set appropriate roadway classifications that reflect existing and projected vehicle usage, traffic operations, including non-motorized and *transit* uses, and considers adjacent land uses and community character.

**Policy TR 6.6**

Designate truck corridors to allow the efficient movement of goods and freight within the transportation system.

TR Action #8 Improve air quality by converting public transportation to run on “greener” power.

Policy TR 3.4

Support WSF and other providers to create and incorporate best practices into ferry services that reduce *greenhouse gas* emissions and vulnerability of ferry *transit* from *climate change*.

Policy TR 4.6

Improve local air quality by improving the Kitsap Transit fleet to meet the highest possible emission standards.

TR Action #9 Work with Kitsap Transit and Island business owners to maximize parking and non-motorized opportunities for employees and customers in commercial districts.

GOAL TR- 10

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. On-street parking is a vital element of the core commercial district that includes the City's "Main Street" community on Winslow Way. On-street parking may be a benefit environmentally in urban areas as it may require less developed impervious surface than off-street parking.

TR Action #10 Consider creating a program for local designation of scenic roads.

Policy TR 11.1

Protect the Island's unique scenic resources along corridors including SR 305 and secondary arterials corridors outside *designated centers*; require broad greenbelts and trees to screen parking and unwanted views and buffer noises between the roadway and development. Develop a program for local designation of scenic roads.

11/18/2016

**CITY COUNCIL CAPITAL FACILITIES ELEMENT
COMMENTS PREPARED FOR 11/22/2016**

MEETING

Table 3 and Parks and Trails paragraph: consider transferring other parks to the Parks District? **(Scott)**

CAPITAL FACILITIES ELEMENT

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CAPITAL FACILITIES INTRODUCTION

What Are *Capital Facilities* and Why Do We Need to Plan for Them?

Capital facilities are all around us. They are the *public facilities* we all use on a daily basis. They are our public streets and sidewalks, our City park and agriculture properties, our public buildings such as City Hall, the library, fire and police stations, our public water systems that bring us pure drinking water, and the sanitary sewer systems that collect our wastewater for treatment and safe disposal. Even if you don't reside within the City, you use *capital facilities* every time you drive, eat, shop, work, or play here.

While a *Capital Facilities Plan (CFP)* does not cover routine maintenance, it does include renovation and major repair or reconstruction of damaged or deteriorating facilities. *Capital facilities* do not usually include furniture and equipment. However, a capital project may include the furniture and equipment clearly associated with a newly constructed or renovated facility.

The planning period for a [Capital Improvement Plan \(CIP\)](#) is six years. Expenditures proposed for years one and two of the program are incorporated into the City's Biennial Budget as the Capital Budget.

The [CIP](#) process is an important ongoing part of the City's overall management process. New information, grant-making and evolving priorities require continual review. Each time the review is carried out, it must be done comprehensively.

All of these facilities should be planned for years in advance to assure they will be available and adequate to serve all who need or desire to utilize them. Such planning involves determining not only where facilities will be needed, but when, and not only how much they will cost, but how they will be paid for. It is important to note that the *CFP* is a planning document that includes timeline estimates based on changing dynamics related to growth projections, project schedules, or other assumptions.

Capital Facilities Plans are required under State law to identify *capital facility* deficiencies needed to serve our existing population, plan for capital facility improvements to meet the needs of our future population, and ensure that local governments have the fiscal capacity to afford to construct and maintain those capital facilities.

The *Capital Facilities Plan* includes summary details of the major capital projects of the City and a financial capacity analysis. As the general purpose government on Bainbridge Island, the City is required to analyze and integrate the *capital facilities plans* from special purpose districts (Schools, Parks, Fire, etc) into its *Capital Facilities Plan*. The City and the special purpose districts shall work together to integrate their capital planning efforts to provide a more even tax impact and to prioritize their projects while still providing quality facilities and services for the

citizens they serve. This is consistent with *Guiding Principle #8* and its supporting policies 8.1, 8.2, 8.4, 8.5, 8.6

Growth Management Act Requires a Capital Facilities Plan

This *Capital Facilities Element* update has been developed in accordance with the RCW 36.70A.070, the *Growth Management Act (GMA)*, and WAC 365-196, the Procedural Criteria. This *Capital Facilities Plan*, and other City plans adopted by reference, support the Land Use, Housing, and Economic Elements by utilizing the same 2036 population and employment forecasts.

This *Capital Facilities Plan* is the product of many separate but coordinated planning documents and planning bodies. Each special purpose district (Schools, Parks, Fire, etc.) has its own Capital Facility Plan, Strategic Plan, and/or budget. In this *Capital Facilities Plan*, the City adopts these special purpose district planning documents by reference. The City's adopted functional plans are adopted by reference in this *Capital Facilities Element*, including an Island-wide Transportation Plan, Water System Plan, a Sewer System Plan, a Storm and Surface Water Management Program, and a Pavement Management System Plan – each operational plan providing an inventory of existing facilities, an analysis of deficiencies and future demand, and recommendations for capital improvements.

The *GMA* requires that the *Capital Facilities Element* contain a six-year financing plan, known as a *Capital Improvement Plan (CIP)* that identifies the type and location of expanded or new *capital facilities* and the sources of funding that will be used to pay for them.

Relationship of Capital Facilities Plan to the Budget

The *Capital Facilities Plan* and the City's budget serve different but related purposes. The budget authorizes the amount to be spent during the coming biennium; whereas the *Capital Facilities Plan* identifies needed capital facilities over a six-year period. A requirement of the *Capital Facilities Plan* is that it show how the needed facilities will be paid for during at least a six-year period (*Capital Improvement Plan*). Because State law requires that no money can be spent on capital projects which are not shown in the *Capital Facilities Plan*, it is important that the budget authorize spending only on *capital facilities* in the Plan.

Concurrency and Levels of Service (LOS)

The *Growth Management Act* requires jurisdictions to have *capital facilities* in place and readily available when new development occurs. This concept is known as concurrency. Specifically, this means that:

1. All public facilities needed to serve new development and/or a growing service area population must be in place at the time of initial need. If the facilities are not in place, a financial commitment must have been made to provide the facilities within six years of the time of the initial need; and

2. Such facilities must be of sufficient capacity to serve the service area population and/or new development without decreasing service levels below locally established minimum standards, known as *level of service*.
3. In the allocation of funds for *capital facilities*, choices will be made. The *CFP* may facilitate some forms of development while constraining other forms.

Levels of service (LOS) are usually quantifiable measures of the amount and/or quality of public facilities or services that are provided to the community and are usually expressed as a ratio of amount of service to a selected demand unit. For example, sewer *LOS* is expressed as 100 gallons per capita per day, public school *LOS* may be expressed as the number of square feet available per student or as the number of students per classroom. Police or Fire protection may be expressed as the average response time for emergency calls. Factors that influence local standards are citizen and City Council recommendations, national standards, federal and state mandates, and the standards of neighboring jurisdictions.

CAPITAL FACILITIES VISION 2036

Capital facilities planning has kept up with changes in the natural and built environments, meeting the needs of a population that expects a high level of service. The City's *Capital Improvement Plans* were coordinated with the strategic plans and budgets of the special purpose districts (e. g., Schools, Parks and Fire).

Planning and budgeting for facilities has been concurrent with subarea planning for the *designated centers*, and to a large extent, recent population growth and commerce have been concentrated in and near those centers. Planning and budgeting has kept pace with maintenance and expansion of recreational facilities and public lands preserved for agriculture or conservation.

Over the past twenty years, Capital Improvement Plans have responded to anticipated impacts of climate change and sea level rise. New construction and retrofits have made public buildings energy efficient and models of low impact design.

GOALS & POLICIES

GOAL CF-1

The Capital Facilities Element and *Capital Improvement Plan (CIP)* provides the public facilities needed to support orderly compact urban growth, protect and support public and private investments, maximize use of existing facilities, promote economic development and redevelopment, increase public well-being and safety, and implement the *Comprehensive Plan*.

Policy CF 1.1

Biennially review, update and amend a six-year *CIP* that:

- Is subject to review and adoption by the City Council.
- Is consistent with the *Comprehensive Plan*, functional plans and adopted capital and operating budgets.
- Defines the scope and location of capital projects or equipment;
- States why each project is needed and its relationship to established *levels of service*.
- Includes costs of property acquisition, if any, project construction costs, timing, funding sources, and projected operations and maintenance impacts.

Policy CF 1.2

Coordinate with other *capital facilities* service providers to keep each entity current, maximize cost savings, and schedule and upgrade facilities efficiently.

Policy CF 1.3

Evaluate and prioritize proposed *capital improvement* projects using the following long-term financial strategy principles and guidelines:

- Preserve and maintain physical infrastructure.
- Use an asset management approach to the City's capital facilities.
- Use unexpected one-time revenues for one-time costs or reserves.
- Pursue innovative approaches.
- Maintain capacity to respond to emerging community needs.
- Address unfunded mandates.
- Selectively recover costs.
- Recognize the connection between the operating and capital budgets.
- Utilize partnerships wherever possible.
- Remain committed to City *goals* over the long run.
- Anticipate and respond to the impacts of *climate change*, including and sea level rise.

Policy CF 1.4

Ensure that capital improvement projects are:

- Financially feasible.
- Consistent with planned growth patterns provided in the *Comprehensive Plan*
- Consistent with State and Federal law.
- Compatible with plans of state agencies.
- Sustainable within the operating budget.

Policy CF 1.5

Give priority consideration to projects that:

- Are required to comply with State or Federal law.
- Implement the *Comprehensive Plan*.
- Are needed to meet concurrency requirements for growth management.
- Are already initiated and to be completed in subsequent phases.
- Renovate existing facilities to remove deficiencies or allow their full use, and preserve the community's prior investment or reduce maintenance and operating costs.

- Replace worn-out or obsolete facilities.
- Are substantially funded through grants or other outside funding.
- Address public hazards.

Policy CF 1.6

Adopt each update of the *Capital Facilities Plan* as part of the *Comprehensive Plan*.

Policy CF 1.7

Recognize that the year in which a project is carried out, or the exact amounts of expenditures by year for individual facilities, may vary from amounts stated in the *Capital Facilities Plan* due to:

- Unanticipated revenues or revenues that become available to the City with conditions about when they may be used,
- Change in the timing of a facility to serve new development that occurs in an earlier or later year than had been anticipated in the *Capital Facilities Plan*,
- The nature of the *Capital Facilities Plan* as a multi-year planning document. The first year or years of the Plan are consistent with the budget adopted for that financial period. Projections for remaining years in the Plan may be changed before being adopted into a future budget.

GOAL CF-2

Provide the *capital facilities* needed to direct and serve future development and redevelopment.

Policy CF 2.1

When planning for public facilities, consider expected future land use activity.

Policy CF 2.2

Capital facilities planning is an essential component of subarea planning and promoting development in *designated centers*.

Policy CF 2.3

Require new development to fund the *capital facilities* needed to serve the development.

GOAL CF-3

Prudently manage fiscal resources to provide needed *capital facilities*.

Policy CF 3.1

Ensure a balanced approach to allocating financial resources among:

- Maintaining existing facilities,
- Eliminating existing *capital facility* deficiencies, and
- Providing new or expanding facilities to serve development and encourage redevelopment.

Policy CF 3.2

Use the *CIP* to integrate all of the community's capital project resources (grants, bonds, city funds, donations, *impact fees*, and any other available funding).

Policy CF 3.3

Allow developers who install infrastructure with excess capacity to use *latecomer's agreements* wherever reasonable.

Policy CF 3.4

Assess the additional operations and maintenance costs associated with acquisition or development of new *capital facilities*. If accommodating these costs places a financial burden on the operating budget, consider adjusting the capital plans.

Policy CF 3.5

Achieve more efficient use of capital funds through joint use of facilities and services by utilizing measures such as interlocal agreements, regional authorities, and negotiated use of privately and publicly owned land.

Policy CF 3.6

Consider potential new revenue sources for funding capital facilities, such as:

- Growth-induced tax revenues.
- Additional voter-approved revenue.
- Impact Fees.
- Benefit Districts.
- Local Improvement Districts.

Policy CF 3.7

Choose among the following available contingency strategies should the City be faced with capital facility funding shortfalls:

- Increase general revenues, rates, or user fees; change funding source(s).
- Decrease level of service standards in the Comprehensive Plan and reprioritize projects to focus on those related to concurrency.
- Change project scope to decrease the cost of selected facilities or delay construction.
- Decrease the demand for the public services or facilities by placing a moratorium on development, developing only in served areas until funding is available, or changing project timing and/or phasing.
- Use Local Improvement Districts; or surplus City-owned assets.

Policy CF 3.8

Secure grants or private funds, when available, to finance capital facility projects when consistent with the Comprehensive Plan.

GOAL CF-4

Public facilities constructed on Bainbridge Island meet appropriate safety, construction, energy conservation, durability and sustainability standards.

Policy CF 4.1

Adhere to the City's Engineering Development and Design Standards when constructing utility and transportation related facilities.

Policy CF 4.2

Regularly update the Engineering Development and Design Standards, and ensure that the Standards are consistent with the *Comprehensive Plan*.

Policy CF 4.3

Apply value engineering approaches on major projects in order to use resources efficiently and meet community needs.

Policy CF 4.4

Require public facilities to incorporate energy generation when and where possible.

CAPITAL FACILITIES INVENTORY

The following is the City's *capital facilities* property inventory. The inventory is organized by category and includes a current inventory of facilities, a narrative providing a general background of the planning activities and some discussion of future plans, and a discussion of *level of service (LOS)*, if applicable. Inventories of public roads, water utility, and sewer utility *infrastructure* are found in the following functional plans (hyperlinked):

- [Island-wide Transportation Plan](#)
- [City General Sewer Plan](#)
- [City Water System Plan](#)

City Offices, Facilities, and Undeveloped Land

City offices are located at several sites due to space constraints at City Hall. Additional City buildings and facilities provide a variety of functions, including public works operations and house cultural and social services.

Table 1: City Land and Office Facility Inventory

Building and Location	Land Area		Building Area		Owned or Leased	Uses
City Hall 280 Madison Ave. N	1.92	Ac	24,107	Sq Ft	Owned	Administration, Finance, Planning, & Engineering
Police Station 625 Winslow Way E	0.82	Ac	7,000	Sq Ft	Owned	Police
Municipal Court 10255 NE Valley Rd.	NA		2,289	Sq Ft	Leased	Municipal Court
Subtotal Staff Office Space	2.74	Ac	33,396	Sq Ft		
Bainbridge Island Commons 223 Bjune Ave.	0.38	Ac	4,975	Sq Ft	Owned	Social Services & Public Meetings
Bainbridge Performing Arts (land only) 200 Madison Ave N	2.45	Ac	NA		Owned	Land leased to BPA for \$1/yr through May 2081
Public Works Facility 7305 NE Hidden Cove Rd	12.62	Ac	22,712	Sq Ft	Owned	O&M Offices, Shop, Covered Equipment Storage
Public Works Facility 7305 NE Hidden Cove Rd	Included Above		1,524	Sq Ft	Owned	Covered Storage
Public Works Facility 7305 NE Hidden Cove Rd	Included Above		NA		Owned	Fueling Facility
Land with City-owned utilities	15.42	Ac	NA		Owned	Wells, pump stations, etc.
Total	34.68	Ac	67,007	Sq Ft		

Table 2: City Public Works Facilities Inventory

Facility	Floor Area		Function
Portable office trailers (3)	2,520	Sq Ft*	Storage, safety & future parks buildings
Steel shop building	2,400	Sq Ft	Storage - holds telemetry
PW Facility - Wood Building	100	Sq Ft	Wellhouse
PW Facility - Shop	7,776	Sq Ft*	Mechanics Shop/Equipment Maintenance
PW Facility - Covered Equipment Storage	11,520	Sq Ft*	Covered Equipment Storage
PW Facility - Office Trailer	1,792	Sq Ft*	O & M Office
Fueling Facility			Vehicle Fueling inside covered equipment storage building
Total	26,108	Sq Ft	

*These facilities are also counted in the main office inventory above.

Table 3: City Undeveloped Land Inventory

Location / Description	Land Area		Owned or Leased	Uses
High School Rd. near Madison	1.42	Ac	Owned	Proposed surplus property
Head of the Bay	30.77	Ac	Owned	Wellhead protection
Suzuki Property	13.83	Ac	Owned	Potential Surplus property
Salter Property	5.00	Ac	Owned	Transferring to Park District
Johnson Farm	14.51	Ac	Owned	Agricultural/Open space
Suyematsu Farm	15.00	Ac	Owned	Agricultural land
County Gravel Pit (Lovgreen Pit)	15.54	Ac	Owned	Transferring to Park District
Council Site ("Road Shed")	2.00	Ac	Owned	Proposed surplus property
Council Site ("Myers Pit")	6.00	Ac	Owned	Proposed surplus property
Vincent Road Landfill	34.15	Ac	Owned	Public Works Facility/open space
Manitou Property less tidelands	1.36	Ac	Owned	Open space
M & E Tree Farm	13.00	Ac	Owned	Open space/Agricultural
Morales Property	4.74	Ac	Owned	Agricultural land
Crawford Property	2.30	Ac	Owned	Agricultural land
Ft. Ward Estates - 5 lots	1.61	Ac	Owned	Transferring to Park District
Ft. Ward Parade Ground - 2 lots	0.28	Ac	Owned	Transferring to Park District
Lost Valley Trail	8.06	Ac	Owned	Open space
Blossom - Sullivan Road	3.32	Ac	Owned	Transferring to Park District
Waypoint Park	1.03	Ac	Owned	Open space
Strawberry Plant	4.20	Ac	Owned	Shoreline restoration and park
Bentryn Property	11.50	Ac	Owned	Agricultural land
Pritchard Park Phase II - East	27.18	Ac	Owned	Shoreline restoration and park
Meigs Farm (Cool) & Lowery	24.85	Ac	Owned	Transferring to Park District
Misc. unimproved land	2.24	Ac	Owned	No use specified
Total	245.06	Acres		
Open Space & Future Park Land Included Above	138.46	Acres		

Parks & Trails

Most of the parks and trails on Bainbridge Island are owned and managed by the Bainbridge Island Metropolitan Park and Recreation District. The City has a few parks which are generally maintained (with the exception of Waterfront Park) by the Park District under contract to the City. During the past several years, the City has acquired or helped the Park District acquire a large amount of *open space* and park lands. A number of these parcels are being transferred to the Park District based on Resolution Number 2011-16. The City adopts by reference the [2014-2020 Bainbridge Island Park and Recreation District Comprehensive Plan](#) (and any subsequent update), which establishes *levels of service* for park and recreation facilities for the Island.

Transportation Facilities (Roads, Bike Lanes, Sidewalks, Trails)

Of the many types of *capital facilities* that are constructed, operated and maintained by the City, the most familiar to citizens are the transportation facilities. Where there are facility needs that

involve SR305 or the ferries, the Washington State Department of Transportation assumes the costs. Kitsap Transit pays for facilities that support transit service.

A complete inventory of the Island's transportation facilities is contained in the [Island-wide Transportation Plan](#).

Drinking Water

Domestic drinking water is supplied by the City of Bainbridge Island, Kitsap County P.U.D. No. 1, numerous smaller public water systems (2 or more hookups), and over 1,000 private single-dwelling wells.

The *levels of service* for water systems on Bainbridge Island are the minimum design standards and performance specifications provided in the [2005 Kitsap County Coordinated Water System Plan](#). Fire flow requirements are regularly updated by the City, in coordination with the Bainbridge Island Fire Department, most recently adopted by Ordinance 2016-13 and are tiered based on zoning and type of construction. Residences can satisfy deficiencies by installing individual sprinkler systems. *Levels of service* for the City water system are identified in the [City Water System Plan Update](#).

The Kitsap Public Health District records indicate approximately 170 water systems on the Island that have 2 or more households connected. The number of Group A & B systems are listed below and following is a summary of systems with more than 100 connections.

Table 4: Group A & B Water Systems

Group A systems	(15 or more connections)	39
Group B systems	(under 15 connections)	145

Table 5: Water Systems with over 100 Connections (2016)

System	# Connections	Capacity		Storage
		(ERU)	(MGD)	Volumes (gal)
PUD #1 Island Utility-(Eagledale)	197	455	0.43	400,000
PUD #1 North Island	1767	2,028	0.365	825,105
PUD #1 Fletcher Bay	102	Unspecified	Unspecified	0
Meadowmeer (MWSA)	306	335	.45	225,000
PUD #1 South Bainbridge	1,241	1,416	0.90	807,000
Winslow (City)	2,428	Unspecified	Unspecified	2,800,000
Total	6,041	Unspecified	Unspecified	5,107,105

Most existing water systems were established under state and local guidelines and generally provide high quality water at an adequate pressure and flow rate for residential use. However, because of the number of systems on the Island, there are systems that may not be in compliance with Department of Health water quality requirements and may not meet minimum requirements of pressure and reliability. It is also likely that most of the smaller systems have

poor or nonexistent fire protection designed into their systems due to the cost of providing large diameter pipes and storage tanks.

Winslow Water System

The Winslow Water System is owned and operated by the City of Bainbridge Island under the direction and control of the Department of Public Works. It serves an area similar to the historic Winslow city limits plus Fletcher Bay and Rockaway Beach. The system gets all of its water from the eleven wells owned by the City. Water is pumped into the distribution system both directly from the well pumps and by booster pump stations. A detailed inventory and capacity analysis is provided in the [City of Bainbridge Island Water System Plan](#), which was accepted by the City Council in 2016.

Sanitary Sewage Disposal

The City of Bainbridge Island provides for the collection, treatment, and disposal of effluent in the Winslow service area. The Kitsap County Sewer District #7 treatment plant north of Fort Ward Park serving customers within the District's service area in Fort Ward and the City's sewer service areas in the Emerald Heights, Point White, North Pleasant Beach, and Rockaway Beach neighborhoods and Blakely School. All other residents not within the service areas of the above districts rely upon on-site septic systems that require approval from the Kitsap Public Health District.

Levels of service for wastewater treatment systems are typically expressed as the number of gallons of flow per capita per day and the level of treatment provided by the treatment plant. The current and proposed level of service for the Winslow service area follow the Department of Ecology guidelines of 100 gallons per capita per day (flow) and secondary treatment. In areas not served by treatment plants, on-site septic systems must be built to Kitsap Public Health District standards that consider combinations of lot size, soil type, infiltration capacity, depth to hardpan, and proximity to surface water among others.

The Winslow sanitary sewer system consists of two separate parts: the collection system, and the treatment plant. The City completed the update to the [General Sewer Plan](#) in 2015. The updated plan documents the inventory of the existing system and needs for new facilities and replacement or upgrading existing facilities during the coming decade.

Storm and Surface Water Management

In the Winslow urban area and a few smaller areas, stormwater is managed by a combination of piped collectors, roadside ditches and natural stream channels. All other watersheds and sub-basins on the Island are drained by natural streams and roadside ditches only. The existing natural drainage system consists of wetlands, streams, springs, ditches, and culverts under roadways. Storm and surface water is managed by the City as a utility. [Ongoing surface and stormwater system evaluations are used to identify future capital projects](#). In addition, the City places priority on the improvement and restoration of stream channels, particularly undersized or perched culverts, for the improvement of fish passage and fish habitat.

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

In planning for future *capital facilities*, several factors have to be considered. Many are unique to the type of facility being planned. The process used to determine the location of a new water line is very different from the process used to determine the location of a new bike lane. Many sources of financing can only be used for certain types of projects. Therefore, this Capital Facilities Element and Plan is actually the product of many separate but coordinated functional planning documents, each focusing on a specific type of facility. These plans utilize the same year 2036 population forecast that the Land Use Element of this *Comprehensive Plan* accommodates. These functional plans are therefore adopted by referenced. They are listed (and hyperlinked) below.

- [Island-wide Transportation Plan](#)
- [City General Sewer Plan](#)
- [City Water System Plan](#)

SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE

In addition to planning for capital facilities and projects such as public buildings, bike lanes and sewer infrastructure, the GMA requires that jurisdictions plan public capital projects, such as for parks, fire and schools. The City has several special districts that serve the entire Island (e.g. B.I. Fire Department) and some that serve certain geographical areas, but not the entire Island (e.g. Kitsap County Sewer District 7). The City coordinates with these other special districts to ensure that they are using the same land use designations and population forecasts. These special district plans are therefore adopted by reference. They are listed (and hyperlinked) below.

- [Bainbridge Island Municipal Parks & Recreation District 2014 Comprehensive Plan](#)
- [Bainbridge Island School District 2014-2020 Capital Facilities Plan](#)
- [Bainbridge Island Fire Department 2013-2022 Strategic Plan](#)
- [Kitsap Public Utility District 2011 Water System Plan](#)
- [Kitsap County Sewer District #7](#)
- [Kitsap Regional Library Vision 2020 Strategic Plan](#)

SIX-YEAR CAPITAL IMPROVEMENT PLAN

The [Six-Year Financial Capacity Analysis and Capital Improvement Plan \(CIP\)](#) for the City of Bainbridge Island is updated each year as part of the City's biennial budget process. This [CIP](#) list shows the anticipated expense and timing of each project and contains a project description, if available and *level of service (LOS)* deficiency analysis. The [CIP](#) lists for the special districts on Bainbridge Island are adopted by reference. The City conducts a financial capacity analysis in order to evaluate the City's ability to fund capital expenditures along with general operations. The financial capacity analysis is integrated into the [CIP](#).

CAPITAL FACILITIES 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

CFE Action #1 Implement the priorities in the Capital Facilities Element through the adopted Capital Improvement Program

GOAL CF-1 The Capital Facilities Element and Capital Improvement Plan (CIP) provide the public facilities needed to promote orderly compact urban growth, protect investments, maximize use of existing facilities, encourage economic development and redevelopment, promote private investment, increase public wellbeing and safety, and implement the Comprehensive Plan.

Policy CF 1.1

Biennially review, update and amend a six-year Capital Improvement Program that:

- Is subject to review and adoption by the City Council.
- Is consistent with the *Comprehensive Plan*, functional plans and adopted capital and operating budgets.
- Defines the scope and location of capital projects or equipment;
- States why each project is needed and its relationship to established levels of service.
- Includes project construction costs, timing, funding sources, and projected operations and maintenance impacts.

CFE Action #2 Coordinate the City's plans and capital investment programs with those of other jurisdictions responsible for providing and maintaining capital facilities on the Island.

Policy CF 1.2 Coordinate with other capital facilities service providers to keep each other current, maximize cost savings, and schedule and upgrade facilities efficiently.

GOAL CF-2 As growth occurs, provide the capital facilities needed to direct and serve future development and redevelopment.

MEDIUM PRIORITY ACTIONS

CFE Action #3 During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

GOAL CF-4 Public facilities constructed on Bainbridge Island meet appropriate safety, construction, durability and sustainability standards.

Policy CF 4.2 Regularly update the Engineering Development and Design Standards, and ensure that the Standards are consistent with the Comprehensive Plan.

CITY COUNCIL UTILITIES ELEMENT COMMENTS

PREPARED FOR 12/6/2016 MEETING

CC/Name indicates comments that simply clarify or correct, but do not change meaning.

1. Vision, para. 1: "...prevent flooding and erosion, **maximize infiltration and eliminate pollutants...**(**Tollefson**)
2. Vision Statement, page U-1 paragraph two (showing proposed revisions): Coordinated water and sewer systems serve the more densely populated areas. Private homes on larger lots rely on septic systems, ~~but most are served by water purveyors that cover broad areas of the Island.~~ The City, working with other water purveyors, coordinates a monitoring program to ensure that the quantity and quality of potable water are sustained at safe levels **for present and future generations.** (**Peltier**)
3. Vision, para. 2: "...densely populated areas. ~~Some~~ private homes ~~on larger lots~~ rely on septic systems..." (**Tollefson**)
4. Vision, para. 3: "~~Household water rates~~ **Water sue is managed to** encourage conservation and limit consumption ~~during the dry season.~~" (**Tollefson**)
5. Vision Statement, page U-1 paragraph four (showing proposed revisions): Materials in the waste stream continue to decline, while composting and recycling are standard practices on the Island. **A Bainbridge Island household hazardous waste facility encourages the proper disposal of those materials.** A state-of-the-art telecommunication network has increased cooperation among neighbors and across the Island; it has facilitated ride-sharing and reduced dependence on private automobiles for commuting and daily errands. Alternate ecological and innovative energy sources now supply much of the Island's electricity, and geo-thermal heating systems have proven their effectiveness in reducing demand for electric power. (**Peltier**)
6. Goal U-8: "...so that such activities are coordinated ~~to address utility needs~~ **for maximum efficiency and public benefit.** (**Tollefson**)
7. Policy U 11.3: For discussion (last sentence of the following): Encourage new development in previously unserved water service areas to connect to existing public water systems. The City, at its discretion, may require new water systems be dedicated to the City. (**Peltier**)
8. Policy U-11.5: comma after efficiently (**CC/Tollefson**)
9. Policy U-11.8: "...and regulation with emphasis on **limiting and reducing** ~~peak seasonal irrigation~~ demand. (**Tollefson**)
10. Proposed new Policy U 11.9: Consider regulations, primarily in regards to development, clearing, and vegetation management, that promote the retention of native landscapes in order to reduce the need for irrigation. (**Peltier**)
11. Policy U-12.3: delete "that" after "septic systems" (**CC/Tollefson**)

12. Policy U 12.3. Sewer connections will not be required where ~~existing~~ septic systems that exist are fully functional and maintained, except as provided by law. **(Medina)**
13. Policy U 12.4. Question: Why does this say that a new public sewer can only be made, or an existing public sewer can only be expanded, “following development of a comprehensive plan amendment”? **(Medina)**
14. Policy U-12.4 b.: “serves” should be “serve” **(CC/Tollefson)**
15. Policy U-12.7: “Conduct a study of cooperation” should be changed to “Study cooperation” **(CC/Tollefson)**
16. Policy U 12.8. Proposing a new policy. “Support the development by all sewer systems of tertiary treatment and graywater systems that divert treated water to irrigation, aquifer recharge, and other appropriate uses.” **(Medina)**
17. Storm and Surface Water, pg. U-5 (Heading Goal 13): Change to read “The City of Bainbridge Island operates a storm and surface water utility for the purposes stated in BIMC 13.24.10.” **(Tollefson)**
18. U-13.3: Italicize *Low Impact Development* **(CC/Roth)**
19. Goal U-14. A typo: Needs a comma after “cost effective”. **(CC/Medina)**
20. U 14.7 “New taxpayer-funded public buildings shall ~~be designed and engineered to use~~ carbon-neutral energy...” **(Roth)**
21. Policy U-14.8: “...to integrate ecological **environmentally responsible** and innovative...” **(Tollefson)**
22. Proposed new Policy 14.8: Explore ways to obtain 100% green electricity through Puget Sound Energy, including investing in new renewable energy projects. **(Peltier)**
23. Page U-8 (Introduction to Goal U-16) Revised TELECOMMUNICATION Introduction **(Roth)**

Telecommunication is the ~~transmission technology of sound, images, text and/or data by wire, radio, optical cable, electromagnetic, or other similar means~~ communication at a distance by electronic transmission of alphanumeric, audio, video and other data over wired and wireless delivery systems. On Bainbridge Island, telecommunication utilities ~~include standard conventional~~ provide telephone, wireless communication, internet service, and cable and satellite television, and internet services.

~~Conventional telephone service is provided by established telephone providers and may be provided by a cable company as well. Telephone utilities providers are regulated by the WUTC. Cellular telephone service is currently provided by a number of wireless service companies. The Federal Communications Commission (FCC) regulates wireless service providers the cellular telephone industry and controls which carriers can operate and what frequencies can be utilized in their operation.~~

Comcast and CenturyLink are the largest telecommunication service providers in Bainbridge Island. KPUD provides a public wi-fi service in Winslow.

~~Cable television services are currently provided by one national provider, Comcast. Satellite services are also available as an alternative to cable television service.~~

~~Internet services are provided by several different internet providers including Comcast and CenturyLink and are additionally provided by telephone, cable and satellite. Additionally, Wi-Fi services are available in certain locales within the City limits. Internet connections can also be made through personal cell phones using broadband internet that is currently provided through several cell phone providers.~~

24. Policy U 16.10. Proposing a new policy. "Support the creation of an Island-wide high-speed internet service by, among other possible actions, requiring the electric service provider to allow placement of high-speed internet cables on and in the electric service provider's facilities." **(Medina)**
25. New proposed Policy under Goal 16: Encourage, and possibly participate in, the development of community broadband internet service. **(Peltier)**
26. Utilities Implementation: suggest eliminating both Actions, which really don't call for specific actions, but simply state things that will happen as a natural consequence of paying attention to this element when other routine or already-necessary things take place. Could replace with a simple statement: **"No specific actions were identified as necessary for the effective implementation of this element."** **(Tollefson)**
27. Utilities Implementation: change "plans" to "plan" in last line of intro paragraph **(CC/Tollefson)**
28. U Action #3. A proposed new "Other priority" action: "Support the creation of an Island-wide high-speed internet service." **(Medina)**
29. U Action #4. A proposed new "Other Priority" action: "Support the development of sewer tertiary treatment systems and sewer graywater systems." **(Medina)**
30. Proposed U Action: Establish a City Council Ad Hoc community broadband task force. **(Peltier)**

UTILITIES ELEMENT

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UTILITIES INTRODUCTION

The *Growth Management Act* requires all comprehensive plans to include a utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to electrical lines, telecommunication lines, drinking water and sewer lines (RCW 36.70A.070(4)). On Bainbridge Island, these utilities are provided by a combination of the City of Bainbridge Island, State regulated utilities, federally licensed communications companies and a municipally franchised cable television company.

The City of Bainbridge Island provides some sewer and water services. Other public and privately held water and sewer purveyors on the Island also provide services to residents of the City. Private households provide for a large percentage of the City's utility infrastructure with individual and on-site wells and septic systems.

A private corporation based on the Island provides solid waste disposal and recycling services to residents and businesses and is regulated by the Washington Utilities and Transportation Commission (**WUTC**).

Regional telecommunication and electric utilities serve the City of Bainbridge Island. The electric and telecommunication utilities are regulated by the WUTC.

UTILITIES VISION 2036

The City of Bainbridge Island has ensured that all residents have reliable electric power, telecommunications services to meet their needs, potable water, solid waste and recycling services, and stormwater facilities that prevent flooding and erosion, eliminating pollutants before the water enters Puget Sound.

Coordinated water and sewer systems serve the more densely populated areas. Private homes on larger lots rely on septic systems, but most are served by water purveyors that cover broad areas of the Island. The City, working with other water purveyors, coordinates a monitoring program to ensure that the quantity and quality of potable water are sustained at safe levels.

Household water rates encourage conservation and limit consumption during the dry season. Sewer systems provide for the reuse of treated water to recharge aquifers, for irrigation and to reduce outflow into Puget Sound. Tertiary treatment has been implemented to improve water quality in Puget Sound.

Materials in the waste stream continue to decline, while composting and recycling are standard practices on the Island. A state-of-the-art telecommunication network has increased cooperation among neighbors and across the Island; it has facilitated ride-sharing and reduced dependence on private automobiles for commuting and daily errands. Alternate ecological and innovative energy sources now supply much of the Island's electricity, and geo-thermal heating systems have proven their effectiveness in reducing demand for electric power.

GOALS & POLICIES

GOAL U-1

Ensure that reliable utility services are available to all Bainbridge Island residents.

GOAL U-2

Ensure that the utility services are comparable in terms of cost, quality, and technology to services available in similar jurisdictions in the Puget Sound region.

GOAL U-3

Ensure that utility services are adequate to meet current demands, and that utility providers plan for future demands.

GOAL U-4

Ensure that the provision of utility services is environmentally responsible and sustainable, and encourage utility services that are carbon neutral and do not contribute to climate change.

GOAL U-5

Ensure that new or major renovations to existing utility facilities are designed to minimize adverse impacts on residents and the environment.

GOAL U-6

Ensure that permits and approvals for utility facilities are processed in a fair, timely manner and in accord with development regulations and this Plan.

GOAL U-7

Ensure that all utility providers give timely public notice and solicit community input on the siting of proposed facilities and on any other substantive projects before seeking City approval.

GOAL U-8

Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated to address utility needs.

GOAL U-9

Ensure that sufficient city resources are provided to implement the above goals by adopting systems and processes for meaningful and timely review of utility services, and by assigning to the Utility Advisory Committee (UAC) or other city organization the responsibility for advising the City Council on matters regarding all utility services on Bainbridge Island.

POTABLE WATER

Currently, potable water is provided to citizens of Bainbridge Island by the City, Kitsap County Public Utility District, private for-profit water companies, not-for-profit companies or homeowner associations, and private wells. All water providers must comply with a variety of federal and state laws and regulations.

GOAL U-10

Ensure that city-managed and to the extent possible, non-city managed utility services, are sufficient, cost effective, reliable, and that safe water utility service is provided.

GOAL U-11

Operate in a manner that preserves and protects the water resources of the Island.

Policy U 11.1

Map public water systems service areas and evaluate modifications to their system boundaries based on maintaining sufficient and sustainable capacity to meet the present and future needs of the service area.

Policy U 11.2

As an approved Satellite System Management Area (SMA), the City may elect to provide water system management services to other utility providers.

Policy U 11.3

Encourage new development in previously unserved water service areas to connect to existing public water systems. The City, at its discretion, may require new water systems be dedicated to the City.

Policy U 11.4

Require engineering specifications for new public water systems and expansions or improvements to existing public water systems that are to be located within the City's rights-of-way to meet standards set forth by the City. Adopt standards that differentiate between urban and non-urban density fire flow requirements. A differential policy is needed to promote cost effective water system upgrades by the many small water systems on the Island.

Policy U 11.5

Encourage and support water utilities to enter into cooperative activities, such as jointly managed operations, shared storage, and construction of interties, to manage water resources and systems more efficiently economically, and safely.

Policy U 11.6

Encourage and facilitate consolidation of water systems, with particular emphasis on mergers of contiguous and small systems, to manage water resources and systems more efficiently, economically, and safely.

Policy U 11.7

Conduct a study of consolidation of water systems owned by the City and Kitsap Public Utility District. Pursue long-term consolidation of larger water systems.

Policy U 11.8

Implement conservation measures through education and regulation with emphasis on reducing peak seasonal irrigation demand.

PUBLIC SEWER

Currently, there are two public sewer systems on Bainbridge Island. One, owned by the City of Bainbridge Island, serves the Winslow areas and the Rockaway Beach, Pleasant Beach, and Lynwood areas ("the Southend System.") The other, owned by Kitsap County Sewer District #7, serves the Fort Ward area.

The service area for the Winslow Public Sewer System is designated in the City's General Sewer Plan. Treatment for this part of the system occurs at the Winslow Wastewater Treatment Plant. The sewer service area for the Southend System is also designated in the City's General Sewer Plan. Treatment for this system occurs at the Kitsap County Sewer District #7 treatment plant pursuant to an interlocal agreement.

GOAL U-12

Ensure that adequate, cost effective, and reliable sewer service is provided to those areas of Bainbridge Island served by public sewer systems and designated in the General Sewer Plan for future public sewers.

Policy U 12.1

Emergency service or other minor modifications to sewer service areas may be allowed with approval by the City Council via resolution so long as there is sufficient sewer facility capacity, and, with regard to the Southend System, sewage quality meets the standard outlined in the interlocal agreement with Kitsap County Sewer District #7.

Policy U 12.2

Within public sewer system service areas, new construction should provide for eventual connection to public sewer systems.

Policy U 12.3

Sewer connections will not be required where existing septic systems that are fully functional and maintained, except as provided by law.

Policy U 12.4

A new public sewer facility or major expansion of an existing public sewer facility may occur following development of a Comprehensive Plan amendment. In planning and establishing a service area for a new public sewer facility, or major expansion of an existing public sewer facility, service area boundaries will be evaluated taking the following into consideration:

- a. Areas that have an environmental need for sewer due to 1) a group of documented failing septic systems; or 2) proximity to sensitive bodies of water that are unsuitable for on-site septic systems according to the Kitsap County Health District.
- b. Areas used or planned for development that serves a public need, such as a public school.
- c. Areas designated for commercial and mixed use.
- d. Areas designated for residential use at densities of four units to the acre (R4) or greater.
- e. Areas planned for an increase in density through a special planning area process.

Policy U 12.5

Plan and design treatment facilities that re-use treated wastewater for irrigation, recharge, and other non-potable uses. Require that facilities be consistent with health and safety considerations and consider financial impacts to ratepayers and taxpayers.

Policy U 12.6

Improve the quality of effluent discharged to Puget Sound.

Policy U 12.7

Conduct a study of cooperation (such as shared operations) or consolidation of sewer systems owned by the City and Kitsap County Sewer District #7.

STORM AND SURFACE WATER

The City of Bainbridge Island utilizes its storm and surface water utility to operate and manage its stormwater runoff measures and facilities.

GOAL U-13

Manage stormwater runoff to protect life, property and habitat from flooding and erosion; to channel runoff to minimize impacts to daily activities; to protect the quality of groundwater, surface water, and the waters of Puget Sound; and to provide recharge of groundwater where appropriate.

Policy U 13.1

Maintain a comprehensive storm drainage plan that identifies problems, proposes solutions, provides a strategy for implementation and funding, and establishes design and development guidelines.

Policy U 13.2

Require new development to provide both on-site and off-site improvements necessary to avoid adverse water quality and quantity impacts.

Policy U 13.3

Use low impact development standards wherein infiltration of stormwater is preferred over surface discharge to downstream systems, so as to encourage the return of uncontaminated precipitation to the soil at natural rates near where it falls through the use of detention ponds, grassy swales, and infiltration facilities.

Policy U 13.4

Design and construct stormwater systems that provide for removal of pollutants and sediment through bio-filtration or other means.

Policy U 13.5

Minimize disruption and/or degradation of natural drainage systems, minimize impervious areas by restricting site coverage, and encourage site permeability by retaining natural vegetation and buffers, and specifying use of permeable materials.

Policy U 13.6

Manage surface water in a manner which prevents pollutants from industrial, commercial, and agricultural land uses from entering ground or surface waters.

Policy U 13.7

Consider a program of retrofitting existing roads with water quality and quantity stormwater system improvements in order to minimize pollution from runoff from roadways to natural drainage systems and the waters of Puget Sound.

ELECTRICAL

The City is currently served by Puget Sound Energy (PSE), which provides electricity generation sources, transmission, distribution and maintenance of electrical facilities throughout the island. PSE is regulated by the Washington Utilities and Transportation Commission (WUTC.) It is the commission's responsibility to ensure regulated companies provide safe and reliable service to customers at reasonable rates, while allowing them the opportunity to earn a fair profit.

GOAL U-14

Ensure adequate, cost effective reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

Policy U 14.1

Develop a plan together with the electric service provider to undertake energy efficiency improvements and other alterations of electric utility facilities to provide capacity for future growth.

Policy U 14.2

Encourage the conservation of electrical energy, especially during periods of peak usage, and encourage energy saving building code strategies, local renewable energy, and other cost effective approaches to meeting the island's energy needs, including distributed energy systems.

Policy U 14.3

Encourage the electric service provider to improve reliability, with particular attention to adding transmission redundancy and mitigating impacts on service from storms or other natural events.

Policy U 14.4

Encourage undergrounding new and existing electric transmission and distribution power lines, and develop a long term strategy for future undergrounding, to include maximizing opportunities with new construction, and prioritizing the work that affects the greatest number of households and businesses.

Policy U 14.5

Encourage the electric service provider and electricity users to use carbon neutral electricity generation, local electricity generation, and innovative technologies such as solar power that are reliable, cost effective, preserve resources, provide minimal environmental impact, and do not contribute to global warming.

Policy U 14.6

Periodically undertake comparative evaluations of electric service reliability, cost, and environmental impact, customer service and customer support and evaluate opportunities to provide improved and less costly electrical service from alternative service providers.

Policy U 14.7

New taxpayer-funded public buildings shall be designed and engineered to use carbon-neutral renewable energy for heating, cooling, and operational use to the maximum extent practical within site specific and existing technology limitations.

Policy U 14.8

Encourage new development to integrate ecological and innovative energy systems.

SOLID WASTE DISPOSAL, RECYCLING AND COMPOSTING

Currently, Bainbridge Disposal, Inc., a private corporation based on the Island, is the exclusive provider of solid waste disposal and recycling services to City. Bainbridge Disposal is regulated by the Washington Utilities and Transportation Commission (WUTC), which is charged with ensuring the utility provides reliable, safe and economical service.

GOAL U-15

Ensure adequate, cost effective, reliable, and environmentally responsible solid waste, recycling and composting service to the citizens of Bainbridge Island.

Policy U 15.1

Seek a method to provide on-island collection site for moderate risk waste or household hazardous waste including oil based paints, stains, adhesives, aerosols, paint thinner, corrosive cleaners, yard chemicals, and pool/spa chemicals and a means for transferring these substances in a timely manner to the Kitsap County site.

Policy U 15.2

Support non-governmental organizations that provide outreach and education to citizens to ensure that the populace is informed about the latest waste reduction, composting, recycling and hazardous waste practices.

Policy U 15.3

In addition to WUTC regulation, the City should perform periodic reviews to ensure that Bainbridge Disposal is providing safe, reliable, cost effective and responsive solid waste, compost and recycling collection. Evaluate opportunities to provide improved and cost effective services from alternative providers.

Policy U 15.4

Coordinate with Bainbridge Disposal and the County to improve access to updated information on solid waste, recycling and composting collection and disposal services. Increase visibility and outreach for special events for hard-to-recycle materials such as hazardous waste or polystyrene foam.

Policy U 15.5

Consider methods to reduce the amount of solid waste disposed, e.g. material bans, composting or compaction, or by the conversion of solid waste to energy, e.g. using a biodigester.

TELECOMMUNICATION

Telecommunication is the transmission of sound, images, text and/or data by wire, radio, optical cable, electromagnetic, or other similar means. On Bainbridge Island, telecommunication utilities include standard conventional telephone, wireless communication, Internet service, and cable and satellite television.

Conventional telephone service is provided by established telephone providers and may be provided by a cable company as well. Telephone providers are regulated by the WUTC. Cellular telephone service is currently provided by a number of wireless service companies. The Federal Communications Commission regulates the cellular telephone industry and controls which carriers can operate and what frequencies can be utilized in their operation.

Cable television services are currently provided by one national provider, Comcast. Satellite services are also available as an alternative to cable television service.

Internet services are provided by several different internet providers including Comcast and CenturyLink and are additionally provided by telephone, cable and satellite. Additionally, Wi-Fi services are available in certain locales within the City limits. Internet connections can also be made through personal cell phones using broadband internet that is currently provided through several cell phone providers.

GOAL U-16

Ensure adequate, cost effective, reliable, and environmentally responsible telecommunication service to the citizens of Bainbridge Island.

Policy U 16.1

Encourage shared use of facilities and the use of existing utility corridors, public rights-of-way and city owned properties.

Policy U 16.2

Require the placement of cellular and/or wireless communication facilities in a manner that minimizes the adverse impacts on adjacent and surrounding land uses.

Policy U16.3

Encourage major telecommunication utility providers to work with the City to identify potential sites for infrastructure and facility expansion to address future growth and development and meet the demands for additional utility service.

Policy U 16.4

Encourage all providers to serve all parts of the City equally.

Policy U 16.5

The City expects all providers to evaluate the capacity of their facilities regularly to ensure that new facilities are installed in a timely basis to meet new and future demand. Providers are expected to provide facilities to accommodate growth within the City.

Policy U 16.6

Pursue internet service of the highest standards for governmental and educational institutions, business and commerce and personal use.

Policy U 16.7

Require new development to have underground conduits suitable for existing and foreseeable new utilities such as cable and broadband.

Policy U 16.8

Ensure that emergency communication services are universally available to assist residents in emergencies.

Policy U 16.9

In addition to WUTC regulation, the City should perform periodic reviews to ensure that various telecommunication providers are providing safe reliable, cost effective, and responsive telecommunication services. During such reviews, the City should evaluate opportunities to obtain improved and cost effective services from alternative providers.

UTILITIES 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

U Action #1 Coordinate the City's plans and investment programs with those of other entities responsible for provision of other utility services on the Island.

GOAL U-8 Cooperate with other jurisdictions and utility providers in planning and implementing utility facility additions, improvements, maintenance, and emergency response, so that such activities are coordinated to address utility needs.

GOAL U-10 Ensure that city-managed and to the extent possible, non-city managed utility services, are sufficient, cost effective, reliable, and that safe water utility service is provided.

GOAL U-11 Operate in a manner that preserves and protects the water resources of the Island.

GOAL U-12 Ensure that adequate, cost effective, and reliable sewer service is provided to those areas of Bainbridge Island served by public sewer systems and designated in the General Sewer Plan for future public sewers.

GOAL U-14 Ensure adequate, cost effective, reliable, and environmentally responsible electric service to the citizens of Bainbridge Island.

GOAL U-16 Ensure adequate, cost effective, reliable and environmentally responsible telecommunications service to the citizens of Bainbridge Island.

MEDIUM PRIORITY ACTIONS

U Action #2 During the review of the Land Use Code, identify and adopt amendments that will facilitate achieving the objectives of both the City and the utility service providers.

GOAL U-4 Ensure that the provision of utility services is environmentally responsible and sustainable, and encourage utility services that are carbon neutral and do not contribute to climate change.

GOAL U-6 Ensure that permits and approvals for utility facilities are processed in a fair, timely manner and in accord with development regulations and this Plan.

GOAL U-7 Ensure that all utility providers give timely public notice and solicit community input on the siting of proposed facilities and on any other substantive projects before seeking City approval.

Policy U 13.5 Minimize disruption and/or degradation of natural drainage systems, minimize impervious areas by restricting site coverage, and encourage site permeability by retaining natural vegetation and buffers and specifying use of permeable materials

CITY COUNCIL CULTURAL ELEMENT COMMENTS

PREPARED FOR 12/6/2016 MEETING

CC/Name indicates comments that simply clarify or correct, but do not change meaning.

1. Cultural Vision (paragraph 1 pg. CU-2): “their biennial budget” should be “its biennial budget” **(CC/Tollefson)**
2. Cultural Vision: In the third sentence, insert “and humanities” after “arts” and change the word “their” to “its” so that it reads “funding for the arts and humanities in its biennial budget.” **(Medina)**
3. Cultural Vision (page CU-2) Paragraph one (showing proposed revisions): Arts and *humanities* are an integral part of the community fabric. They contribute to the economic vitality, community character, livability, and quality of life of Bainbridge Island. **The traditional culture of the area, kept alive by our Suquamish neighbors and other local Tribes, adds to our diversity and provides a connection to our Island’s Indigenous roots.** The City includes funding for the arts in their biennial budget. This funding also supports local artists. Public art displays on City-owned property provide professional development opportunities for artists. A variety of housing alternatives are available to artists to enable them to live and work in the community. **(Peltier)**
4. VISION, 2nd paragraph (Page CU-2): “...are conducted for residents and off-island visitors.” **(CC/Roth)**
5. Cultural Vision Paragraph two (showing proposed revisions): Education programs to enhance understanding and appreciation for the history, **indigenous culture,** and heritage of Bainbridge Island are conducted for residents and off-Island visitors. The City’s Historic Preservation program has preserved historic and cultural resources and farmland. Bainbridge Island **is a partner with the Suquamish Tribe in a yearly celebration of Indigenous Peoples Day** and is recognized nationally as a center of artistic excellence. **(Peltier)**
6. Policy CUL 1.1: ~~Designate the City’s agent to coordinate~~ **Support** marketing strategies...” **(Tollefson)**
7. Policy CUL 1.2: ~~Distribute~~ **Provide** financial support for the arts and *humanities*, ~~arts education and cultural organizations through....~~” **(Tollefson)**
8. Policy CUL 1.3: Strike the word “principal” **(Tollefson)**
9. GOAL CUL-2: Preserve and promote the distinctive character, history, **traditional cultures,** and ~~arts and humanities~~ institutions of Bainbridge Island and take advantage of the Island’s cultural stature within the dynamic economy of the Puget Sound region. **(Peltier)**
10. Proposed new Policy under GOAL CUL-2: Partner with the Suquamish Tribe, and others, to plan events that celebrate and promote awareness of the region’s indigenous cultures. **(Peltier)**
11. Policy CUL 2.1: “Sense of Place” should be out of quotes and in *italics* **(CC/Tollefson)**

12. Policy CUL 2.1. Promote Bainbridge Island's "Sense of Place" ~~through~~ by supporting an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture. **(Medina)**
13. Policy CUL 2.3. I think this change can just be classified as a typo. "Cultivate partnerships among the arts and humanities, economic development, and the tourism sectors."
(CC/Medina)
14. Policy CUL 2.5: ~~"Encourage access to~~ Develop tools to increase the amount of affordable work...." **(Tollefson)**
15. GOAL CUL-3 (for reference, page CU-4): Preserve places where the Island's history can be experienced, interpreted, and shared with the general public, in order to deepen an understanding of our heritage and the relationship of the past to our present and future.

Proposed new Policy under GOAL CUL-3: Work with local tribes, and others, to promote knowledge and understanding of Northwest indigenous cultures, including attention to local school curriculums. **(Peltier)**
16. Goal CUL-4: Move second paragraph to just above this Goal and after "The Humanities"
(Tollefson)
17. Goal CUL-4 (for reference, page CU-4): Promote understanding of humanistic inquiry as a foundation for civil society, enjoyment of the arts and lifelong learning.

Proposed new Policy under Goal CUL-4: Encourage and participate in community forums and workshops on issues related to race. **(Peltier)**
18. Proposed new Policy (not sure where it fits): Recognize, and support, the Farmer's Market, as a unique cultural event which contributes to the Island's special character. **(Peltier)**
19. Policy CUL 5.1: ~~Designate the City's agent to coordinate~~ Support marketing strategies..."
(Tollefson)

Note: Could also delete Goal CUL-5, and move Policy CUL 5.2 to a spot just after Policy CUL 1.1 or 1.2.
20. CUL 5.2: "Employ a variety of ~~technologies~~ media to market cultural events..." **(Roth)**
21. Goal CUL-6 (for reference, page CU-5): Create a stimulating visual environment by promoting public art and providing stewardship for the City's public art portfolio.

Proposed new Policy under CUL-6: Require proportionate installations of public art in all new and existing commercial developments. **(Peltier)**
22. CUL 6.2 NEW (Renumber goals 6.2 – 6.4) "Ensure financial support for the required preservation of installed public art." **(Roth)**
23. Cultural Implementation: Delete Action items 1,2 4,5, and 6. These are not discrete action items, they just are things that will follow as the Cultural Element is followed in the conduct of the City's business. **(Tollefson)**
24. CU Action #3. I have concerns about this goal as it is written. It is written as a mandate, a requirement that the City must do this. First, I wonder if it is possible to do this. Can the

City require housing that is just for artists? How do you define “artists”? How do you control that only “artists” get to use the housing? Second, is it prudent to call out a requirement to build housing for one particular occupation? Why not teachers? Why not farmers? Why not retail workers? **(Medina)**

CULTURAL ELEMENT

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INTRODUCTION



Bainbridge Island is home to thriving cultural institutions, and to many artists, writers, musicians, and craftspeople, serving a local and regional public and many tourists. The forms of art and culture that we celebrate are as diverse as our population; they are embedded in our history and our economy. Although a *Cultural Element* is not required in Comprehensive Plans under the Growth Management Act, ours was added in 1998 to recognize the contributions of cultural institutions and many dedicated individuals to our quality of life.

There are specific and compelling reasons for including a Cultural Element in the Comprehensive Plan. Arts and *humanities* include visual, performing, and literary arts, museums, historical sites and landmarks, and many other cultural institutions. The arts and humanities are mechanisms for developing larger community values that are rooted in the interests of citizens such as economic vitality, quality education, and community planning and design and are unto themselves a valuable element of the Island's rich character. Support for the arts and *humanities* is an investment in the community.

The economic identity and vibrancy of Bainbridge Island is based upon its unique cultural values. These values have been historically developed and shaped by generations of Island residents. Invention, creativity, diversity and generosity of spirit and expression have led to the development of Island organizations, events, programs and individual pursuits allowing the community to flourish, enhancing its quality of life.

In 1992 the Bainbridge Island City Council, in recognition of the importance of cultural programs and activities, passed an ordinance designating the Bainbridge Island Arts and Humanities Council as the "legally constituted non-profit corporation of the State of Washington whose principal purpose is to provide planning, financial support, services and development for organizations and individuals engaged in the arts and *humanities* in the City" (Ordinance 92-31). This ordinance charged the Bainbridge Island Arts and Humanities Council to "prepare a plan for the arts and *humanities* within the city which is consistent with and may be approved for inclusion in the City's comprehensive plan; ..." (BIMC 2.42.020C).

During the recession that began in 2008, the City Council chose to suspend BIMC Chapter 3.82 and BIMC Chapter 3.80, which had provided funding to local organizations via the Bainbridge Island Arts and Humanities Council (now Arts and Humanities Bainbridge). The City suspended new contributions into the public art fund during the recession. The Public Art Program itself continued to exist and there was significant fund balance that was available during that time. New contributions to the program, a percentage of capital projects, were restarted in 2015.

This Cultural Element continues to recognize that the arts and *humanities* significantly contribute to the City's identity, *sense of place*, and economy.

CULTURAL VISION 2036

Arts and *humanities* are an integral part of the community fabric. They contribute to the economic vitality, community character, livability, and quality of life of Bainbridge Island. The City includes funding for the arts in their biennial budget. This funding also supports local artists. Public art displays on City-owned property provide professional development opportunities for artists. A variety of housing alternatives are available to artists to enable them to live and work in the community.

Education programs to enhance understanding and appreciation for the history and heritage of Bainbridge Island are conducted for residents and off-Island visitors. The City's Historic Preservation program has preserved historic and cultural resources and farmland. Bainbridge Island is recognized nationally as a center of artistic excellence.

GOALS & POLICIES

FINANCIAL RESOURCES

GOAL CUL-1

Support, protect and enhance the value of the arts and *humanities* as essential to education, quality of life, economic vitality, broadening of mind and as treasure in trust for our descendants.

Policy CUL 1.1

Designate the City's agent to coordinate marketing strategies with arts, business and tourism organizations to promote cultural events.

Policy CUL 1.2

Distribute financial support for the arts and *humanities*, arts education and cultural organizations through the City's biennial budget process.

Policy CUL 1.3

Maintain cooperative working relationships with the Island's principal cultural institutions.

Policy CUL 1.4

Support the emergence of cultural spaces Island-wide especially in *designated centers* where they are accessible to a broad range of people encouraging both informal and planned gatherings and recreation.

Policy CUL 1.5

Encourage partnerships between the public, private and nonprofit sectors to engage in creative *placemaking* projects.

Policy CUL 1.6

Make creative *placemaking* a part of *subarea planning* and redevelopment projects.

CULTURAL ACTIVITY AND ECONOMIC VITALITY

GOAL CUL-2

Preserve and promote the distinctive character, history and arts and humanities institutions of Bainbridge Island and take advantage of the Island's cultural stature within the dynamic economy of the Puget Sound region.

PARAGRAPH BELOW MOVED TO INTRODUCTION

~~The economic identity and vibrancy of Bainbridge Island is based upon its unique cultural values. These values have been historically developed and shaped by generations of Island residents. Invention, creativity, diversity and generosity of spirit and expression have led to the development of Island organizations, events, programs and individual pursuits allowing the community to financially and culturally flourish, enhancing its quality of life.~~

Policy CUL 2.1

Promote Bainbridge Island's "Sense of Place" through an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture.

Policy CUL 2.2

Support artistic, historic and cultural events, institutions and places for sharing the Island's unique built and natural character with residents and visitors.

Policy CUL 2.3

Cultivate partnerships among the arts and humanities, economic development and the tourism sector.

Policy CUL 2.4

Encourage local support for a creative and economic environment that enables individual artists to live and work in the community.

Policy CUL 2.5

Encourage access to affordable work and living space for artists.

Policy CUL 2.6

Foster a climate that enhances the Island's national reputation as a center of artistic excellence.

HISTORY AND HERITAGE

GOAL CUL-3

Preserve places where the Island's history can be experienced, interpreted, and shared with the general public, in order to deepen an understanding of our heritage and the relationship of the past to our present and future.

Policy CUL 3.1

Promote a sense of respect and appreciation for history and heritage among Island residents by supporting organizations that provide community education programs, school curriculum and oral history programs.

Policy CUL 3.2

Support the City's Historic Preservation program to identify and preserve historic and cultural resources, including historic farms and heritage trees.

Policy CUL 3.3

Support adequate space to collect, preserve and interpret the Island's history.

Policy CUL 3.4

Protect and develop cultural and historic aspects of City-owned property.

Policy CUL 3.5

Recognize the probability of discovering new Native American cultural resources throughout the Island.

THE HUMANITIES

GOAL CUL-4

Promote understanding of humanistic inquiry as a foundation for civil society, enjoyment of the arts and lifelong learning.

The *Humanities* foster a spirit of community where the richness of human experience is explored and nurtured through ongoing analysis and exchange of ideas about the relation to self, others and the natural world.

Policy CUL 4.1

Support community institutions such as libraries and museums which nurture creative thought and expression and exchanges of ideas between Island residents with community discussions.

Policy CUL 4.2

Foster public dialogue to acknowledge and appreciate different ways of living, thinking, believing and behaving in society.

MARKETING AND COMMUNICATIONS**GOAL CUL-5**

Support marketing and communication systems to promote the arts and *humanities* through public dialogue, media and education.

Policy CUL 5.1

Engage the City's designated agent in coordination of marketing strategies with arts, business and tourism organizations to promote cultural events.

Policy CUL 5.2

Employ a variety of technologies to market cultural events to residents and as an attraction destination for off-Island visitors.

PUBLIC ART AND COMMUNITY DESIGN**GOAL CUL-6**

Create a stimulating visual environment by promoting public art and providing stewardship for the City's public art portfolio.

Policy CUL 6.1

Manage the City's Two Percent for Public Art Program to provide opportunities for new projects and ensure financial sustainability.

Policy CUL 6.2

Promote the inclusion of quality art in projects built by both private developers and public agencies.

Policy CUL 6.3

Include public art in appropriate City capital projects.

Policy CUL 6.4

Maintain the artistic aesthetic of Bainbridge Island through inclusion of support for inspiring public spaces.

CULTURAL IMPLEMENTATION

To implement the goals and policies of this Element, the City must take or continue a number of actions. Listed following each action are policies that support that action.

HIGH PRIORITY ACTIONS

CUL Action #1 ~~Adopt and maintain~~ Create an Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island.

NOTE: Same action in Economic Element.

Policy CUL 1.1

Designate the City's agent to coordinate marketing strategies with arts, business and tourism organizations to promote cultural events.

Policy CUL 2.1

Promote Bainbridge Island's *sense of place* through an ongoing public dialogue about preservation, sustainability, hospitality and the influence of the arts, history and culture.

Policy CUL 2.2

Support artistic, historic and cultural events, institutions and places for sharing the Island's unique built and natural character with residents and visitors.

Policy CUL 2.3

Cultivate partnerships among the arts and *humanities*, economic development and the tourism sector.

CUL Action #2 ~~Consider~~ Establish financial support for the arts, *humanities*, arts education and cultural organizations as part of the City's biennial budget process.

Policy CUL 1.2

Distribute financial support for the arts and *humanities*, arts education and cultural organizations through the City's biennial budget process.

Policy CUL 2.6

Foster a climate that enhances the Island's national reputation as a center of artistic excellence.

CU Action #3 ~~Consider~~ Include work and living space for artists when modifying housing regulations or commercial use regulations.

Policy CUL 2.4

Encourage local support for a creative and economic environment that enables individual artists to live and work in the community.

Policy CUL 2.5

Encourage access to affordable work and living space for artists.

MEDIUM PRIORITY ACTIONS

CU Action #4 Maintain the City's Public Art Program, funded as a percentage of capital projects.

Goal 6

Create a stimulating visual environment by promoting public art and providing stewardship for the City's public art portfolio.

Policy CUL 6.1

Manage the City's Two Percent for Public Art Program to provide opportunities for new projects and ensure financial sustainability.

CU Action #5 Integrate art, *placemaking* and public spaces when creating a subarea plan or updating City zoning-district based design guidelines.

Policy CUL 1.4

Support the emergence of cultural spaces Island-wide especially in *designated centers* where they are accessible to a broad range of people, encouraging both informal and planned gatherings and recreation.

Policy CUL 1.5

Encourage partnerships between the public, private and nonprofit sectors to engage in creative *placemaking* projects.

Policy CUL 1.6

Make creative *placemaking* as part of *subarea planning* and redevelopment projects.

Policy CUL 6.2

Promote the inclusion of quality art in projects built by both private developers and public agencies.

Policy CUL 6.4

Maintain the artistic aesthetic of Bainbridge Island through inclusion of support for inspiring public spaces.

CUL Action #6 Protect and develop cultural and historic aspects of City-owned property.

Policy CUL 3.4

Protect and develop ~~Provide leadership by protecting and developing~~ cultural and historic aspects of City-owned property.

CITY COUNCIL HUMAN SERVICES ELEMENT COMMENTS

PREPARED FOR 12/6/2016 MEETING

CC/Name indicates comments that simply clarify or correct, but do not change meaning.

1. Introduction, p. HS-1: Second paragraph, 3rd sentence, rewrite: "A Community Needs Assessment was commissioned in 2016." **(Tollefson)**
2. Human Services Introduction, paragraph 3, bullet points:
 - **Help** Provide people with the tools to achieve economic, social and emotional stability to the best of their ability.
 - Offer activities and services that promote healthy development of the individual, prevent problems and support positive outcomes.
 - Support quality of life programs that enhance the health and well-being of the individual and the community. **(Peltier)**
3. Human Services Vision 2036 (page HS-1) Paragraph two: **Language in the following paragraph is stricken because it's not true. At some point, between the mid '60s and now, the Island became a place, due to *gentrification*, that excludes those unable to afford housing here. It's a reality we're not going to change and saying otherwise is self indulgent and dishonest.**

Bainbridge Island remains a caring community that treats those in need with dignity and respect ~~and has the means to maintain the wellbeing of all its members. No one is excluded and each individual has opportunities to contribute.~~ Diversity (of income and other resources, of origin and life experience, of age and state of health) is a valued community characteristic. Neighborhood networks, providing help in ordinary and emergency circumstances, add specific value to a generally shared sense of place and sense of community; friendliness is the foundation for human services. **(Peltier)**

4. Human Services Vision 2036 (page HS-1) Paragraph three: **With proposed revision to be realistic and honest:**

Most Islanders prefer to age in place, continuing to enjoy the community's arts and cultural activities, parks and other outdoor resources. The City's efforts to provide *affordable housing* that meet the needs of a multi-generational community have **had some success** ~~been successful.~~ **(Peltier)**

5. Policy HS 3.3 *Remove regulatory barriers to special needs housing.* **What is the intent of this policy? What regulatory barriers are we talking about removing? (Peltier)**
6. Policy HS 4.2. Just correcting a typo. "The City shall serve as a model employer and an example to the larger community in addressing ~~their~~ its employees' human service needs." **(CC/Medina)**
7. Proposed new Policy under Goal HS-4: Take a leadership role for a community discussion regarding a possible Bainbridge Island minimum wage that reflects the higher cost of housing on the Island. **(Peltier)**

8. Goal HS-5 (rewrite): "Increase public awareness of the range and importance of human services available to the citizens of Bainbridge Island." **(Tollefson)**
9. Implementation, pp. HS-5-6: Delete all. They are either non-action items, or are already action items in other Elements. Substitute statement "Priority goals and policies of this Element are contained in the implementation sections of the Housing and Economic elements." **(Tollefson)**
10. HS Action #3: **Consider ways to** Amend the City's development code and create public/private partnerships to increase the diversity of housing types and supply of affordable housing. **(Peltier)**

HUMAN SERVICES ELEMENT

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HUMAN SERVICES INTRODUCTION

Putting a “human face” on the *Comprehensive Plan* is the motivation for the Human Services Element. As a community, we plan for growth in terms of land use, roads, natural resources and infrastructure. It is important to remember the very essence of our community – the people. The Human Services Element focuses on the needs of the individuals who comprise our community. The availability of and access to human services is important to all people regardless of income, family structure, age or cultural background. The purpose of the Human Services Element is to provide policy direction for City actions supporting services relating to the human services needs of the residents of the City of Bainbridge Island.

The Human Services Element supports a delivery system that is comprehensive and flexible enough to meet the needs of the citizenry now and in the future. City support benefits from regular assessments of community needs. In 2016, a Community Needs Assessment is underway. Updated periodically, the needs assessment will help identify demographic trends, emerging problems in the community and inform coordinate appropriate levels of City funding.

Human services are defined as those services that assist people in meeting the essential life needs of food, clothing, shelter and access to health care. Further, human services:

- Provide people with the tools to achieve economic, social and emotional stability to the best of their ability.
- Offer activities and services that promote healthy development of the individual, prevent problems and support positive outcomes.
- Support quality of life programs that enhance the health and well-being of the individual and the community.

HUMAN SERVICES VISION 2036

Bainbridge Island continues to support a variety of human service agencies, each with a distinct mission, responding to the basic needs of our diverse population. Cooperation and coordination among human services providers, including the taxing districts, has strengthened the delivery system and improved services.

Bainbridge Island remains a caring community that treats those in need with dignity and respect and has the means to maintain the wellbeing of all its members. No one is excluded and each individual has opportunities to contribute. Diversity (of income and other resources, of origin and life experience, of age and state of health) is a valued community characteristic. Neighborhood networks, providing help in ordinary and emergency circumstances, add specific value to a generally shared sense of place and sense of community; friendliness is the foundation for human services.

Most Islanders prefer to age in place, continuing to enjoy the community’s arts and cultural activities, parks and other outdoor resources. The City’s efforts to provide *affordable housing* that meet the needs of a multi-generational community have been successful.

GOALS & POLICIES

FINANCIAL RESOURCES

GOAL HS-1

City support for human services organizations that serve Bainbridge Island residents shall be considered as part of the City's biennial budget process.

Policy HS 1.1

Update the Bainbridge Island Community Needs Assessment periodically to help identify emerging areas of concern and assist human service organizations to respond to current needs.

Policy HS 1.2

Consider information from the Community Needs Assessment in the review process for funding requests for City human service funds.

Policy HS 1.3

Evaluate requests for City human service funding using a fair and transparent process that includes public participation.

Policy HS 1.4

Support increasing emergency preparedness among all segments of the population to help coordinate governmental response and recovery efforts that seek to minimize the adversity of a major emergency or disaster.

CONTINUUM OF SERVICES

GOAL HS-2

Support a range of human services programs.

Policy HS 2.1

Support programs that meet the basic needs of survival such as food, clothing, shelter and access to emergency health care.

Policy HS 2.2

Support programs that meet the critical needs of vulnerable populations, particularly those most at risk of homelessness.

Policy HS 2.3

Support preventative and early intervention programs, emphasizing programs (e.g., job training and parenting classes) that address the health, safety and well-being of vulnerable community members.

Policy HS 2.4

Support programs that provide needed services for families, e.g., child or adult day care, respite care for caregivers and mental health services.

Policy HS 2.5

Support programs designed to allow people who need assistance to remain in their homes or maintain their independence as long as possible.

Policy HS 2.6

Work with partner agencies and nonprofits to support programs that assist veterans, low-income elderly and residents with qualifying disabilities.

Policy HS 2.7

Support programs that address strengthening family relationships and healthy child development to help prevent child abuse, sexual assault, domestic violence and substance abuse.

Policy HS 2.8

Work in partnership with state, county and community agencies to prevent violence including that associated with substance abuse, mental illness and the reckless use of firearms.

HOUSING AND HUMAN SERVICES**GOAL HS-3**

Recognize the interrelationship between housing and human services. The human services sector not only provides support services for those living in *affordable housing* but also enables people at risk or in crisis situations to remain in their existing housing.

The Human Services Element complements the Housing Element, which deals primarily with the development, retention and construction of *affordable housing*.

Policy HS 3.1

Support emergency rental assistance subsidies.

Policy HS 3.2

Promote the creation of a mix of housing alternatives and services for people at different levels of independence.

Policy HS 3.3

Remove regulatory barriers to *special needs housing*.

ECONOMIC HEALTH AND HUMAN SERVICES

GOAL HS-4

Recognize the interrelationship between economic health of the community and human services.

The Human Services Element complements the Economic Element which promotes business retention and expansion of the City's economy in the broadest sense. Human services organizations contribute to the community's economic well-being by supporting individuals' efforts to be productive members of the community. This support has many forms including but not limited to child care, job skills training, human health and transportation vouchers.

Policy HS 4.1

The City shall serve as a model employer and an example to the larger community in addressing their employees' human service needs.

Policy HS 4.2

Encourage local business organizations to create jobs that reflect good business practices (e.g., job training, employee benefits, family wages).

Policy HS 4.3

Encourage businesses that actively support human services for workers and their families (e.g., provide on-site child care, transportation subsidies, flexible work hours).

Policy HS 4.4

Promote access to jobs, especially for lower-income people, youth workers and people with disabilities, when involved with planning local and regional transportation systems.

PUBLIC AWARENESS AND ACCEPTANCE

GOAL HS-5

Recognize that for the majority of residents on Bainbridge Island, human services agencies exist to serve 'other' people, and they do their work without much public recognition. The range of services they provide is not well understood, nor is the general public well aware of the prevalence and gravity of the problems many people experience. A periodic *Community Needs Assessment* can provide a foundation for a better and broader understanding of the difficulties that people in our community face and the resources we have available to address them.

Policy HS 5.1

Support efforts to publicize the findings of the *Community Needs Assessment* and stimulate public discussion on the basic human needs and the services that are available, or could be developed, in response to them.

HUMAN SERVICES IMPLEMENTATION

HIGH PRIORITY ACTIONS

HS Action #1

The City Council shall consider human service funding through the biennial budget process.

GOAL HS-1 FINANCIAL RESOURCES

City support for human services organizations that serve Bainbridge Island residents shall be considered as part of the City's biennial budget process.

Policy HS 1.4

Support increasing emergency preparedness among all segments of the population to help coordinate governmental response and recovery efforts that seek to minimize the adversity of a major emergency or disaster.

HS Action #2

Periodically update the Community Needs Assessment. Use the results to inform City funding decisions and promote community discussion about human service needs to increase empathy and understanding.

Policy HS 1.1

Update the Bainbridge Island Community Needs Assessment periodically to help identify emerging areas of concern and assist human service organizations to respond to current needs.

Policy HS 1.2

Consider information from the Community Needs Assessment in the review process for funding requests for City human service funds.

Policy HS 5.1

Support efforts to publicize the findings of the *Community Needs Assessment* and stimulate public discussion on the basic human needs and the services that are available, or could be developed, in response to them.

MEDIUM PRIORITY ACTIONS

HS Action #3

Amend the City's development code and create public/private partnerships to increase the diversity of housing types and supply of affordable housing.

NOTE: Same Action in Housing Element.

GOAL HS-3 HOUSING AND HUMAN SERVICES

Recognize the interrelationship between housing and human services. The human services sector not only provides support services for those living in affordable housing, but also enables people at risk or in crisis situations to remain in their existing housing.

Policy HS 3.2

Promote the creation of a mix of housing alternatives and services for people at different levels of independence.

Policy HS 3.3

Remove regulatory barriers to *special needs housing*.

HS Action #4

Adopt and maintain and Economic Development Strategy to coordinate public and private efforts to grow and sustain a healthy economy on the Island.

NOTE: Same Action in Economic Element.

Policy HS 4.2

Encourage local business organizations to create jobs that reflect good business practices (e.g., job training, employee benefits, family wages).

Policy HS 4.4

Promote access to jobs, especially for lower-income people, youth workers and people with disabilities, when involved with planning local and regional transportation systems.

CITY COUNCIL GLOSSARY COMMENTS
PREPARED FOR 12/6/2016 MEETING

Affordable Housing: rewrite as follows: *(Tollefson)*

Affordable Housing is housing affordable to all economic segments of the population of this state. This is a goal of the state Growth Management Act. RCW 36.70A.020(4). When residential housing for rental or private individual ownership is occupied by low-income households, it is considered affordable if it requires payment of monthly housing costs, including utilities other than telephone, of no more than thirty percent of the family's income. WAC 365-200-030(1).

[the additional detail in the current definition is important information, but is not important to the core definition of Affordable Housing, which is more that low income, subsidized housing]

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.

LIHPRA: The Low-Income Housing Preservation and Resident Home Ownership Act of 1990, or LIHPRA, 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.