



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
THURSDAY, AUGUST 27, 2015
6:00 p.m.-9:00 p.m.
CITY COUNCIL CHAMBER
280 MADISON AVE N
BAINBRIDGE ISLAND, WASHINGTON**

- 6:00 PM CALL TO ORDER**
Call to Order, Agenda Review, Conflict Disclosure
- 6:05 PM REVIEW AND APPROVAL OF MINUTES**
June 25 and July 9, 2015 Planning Commission Meetings
- 6:10 PM PUBLIC COMMENT**
Accept public comment on off agenda items
- 6:15 PM UPDATE TO THE ISLAND-WIDE TRANSPORTATION PLAN**
Briefing
- 7:00 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 7:10 PM 2016 COMPREHENSIVE PLAN UPDATE**
Glossary: Confirm 8/13 Commission Additions to the Glossary

Land Use Element: Confirm 8/13 Commission Revisions to DRAFT *Element*

Environmental Element
1. Review clarifying changes to DRAFT *Element*
2. Review public comment from July 22 Workshop, and resultant suggested policy amendments
- 8:40 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE**
- 8:55 PM NEW/OLD BUSINESS**
- 9:00 PM ADJOURN**

****TIMES ARE ESTIMATES***

Public comment time at meeting may be limited to allow time for Commissioners to deliberate. To provide additional comment to the City outside of this meeting, e-mail us at pcd@bainbridgewa.gov or write us at Planning and Community Development, 280 Madison Avenue, Bainbridge Island, WA 98110



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
THURSDAY, JUNE 25, 2015
6:00 p.m.-9:00 p.m.
CITY COUNCIL CHAMBER
280 MADISON AVE N
BAINBRIDGE ISLAND, WASHINGTON**

CALL TO ORDER - Call to Order, Agenda Review, Conflict Disclosure

PUBLIC COMMENT - Accept Public Comment on off agenda items

REVIEW AND APPROVAL OF MINUTES - April 23 and May 14, 2015 Planning Commission Meetings

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

2016 COMPREHENSIVE PLAN UPDATE

- Review and confirm proposed recommendations on the *Introduction*
- Continue discussion of *Land Use Element* with a focus on:
 - Confirm “Housekeeping” changes
 - Transfer of Development Rights (TDR) policies
 - Neighborhood Service Center (NSC) policies

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

NEW/OLD BUSINESS

ADJOURN

CALL TO ORDER - Call to Order, Agenda Review, Conflict Disclosure

Chairman J. Mack Pearl called the meeting to order at 6:01 PM. Planning Commissioners also in attendance were Maradel Gale, John Thomas, Jon Quitslund and William Chester. Commissioners Michael Lewars and Julie Kriegh were absent and excused. City Staff in attendance were Planning Director Kathy Cook and Special Project Planner Jennifer Sutton. City Consultant Joe Tovar was present. Administrative Specialist Jane Rasely monitored recording and prepared minutes.

REVIEW AND APPROVAL OF MINUTES - April 23 and May 14, 2015 Planning Commission Meetings

No comments.

Motion: I move approval of the minutes as distributed.

Quitslund/Chester - Passed Unanimously 5-0

PUBLIC COMMENT - Accept Public Comment on off agenda items

None.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Ron Peltier, Citizen – Made a comment stating that he knew when decisions are made they are recommendations to the Council. Council has a policy of the 3-touch rule where a proposal comes to them, they do not vote on it right away. He knew that didn't quite apply to the Planning Commission, but he requested they consider for certain important votes they would take, like on changing something that was really significant, they might consider not voting on a proposal they receive that same night, but putting it on the docket for when they would vote on it so people would have a chance to comment on the substance of what they would be voting on. He asked the Planning Commission to give that process some consideration.

Scott Anderson, Citizen – Conveyed his support for land to be considered for NSC (Neighborhood Service Centers) outside the special area planning process. He gave personal background information stating that his family moved to Bainbridge Island in 1968 and other than college and a brief stint to Seattle, he had lived here most of his life and seen a lot of change on Bainbridge Island. When asked, he states it's a good change and a good place to live. In the mid 70's, his family purchased a small business, the land and existing buildings in Island Center that now exists as Bainbridge Island Rental and Island Center Self-Storage. At one time or another, his Mom, Dad and two brothers all worked there doing everything from selling lawn and garden equipment to renting equipment to framing and roofing storage units. Now as a landlord for Bainbridge Rental and owner/operation of Island Center Self Storage, they were trying to resolve the issue of business growth without enough space of the right configuration in the area to adequately serve the Islanders' demand for what was going on out there. Bainbridge Rental was growing and they did not have the right configuration to basically serve people in a reasonable and efficient way. Bainbridge Rental rents lawn and garden, construction equipment, party goods and a variety of other services. He and his family rent storage units. As a matter of reference, if someone called for a 10'x20' storage unit on this island, they would probably not be able to find one – capacity is full. Locals are using the goods and services being provided in that area to a significant extent. There was not much NSC land in that area but if land could be changed to NSC, he felt the Bainbridge Rental business could meet the needs of their customers more efficiently, a more aesthetically pleasing, inviting environment could be achieved because frankly, it was not the most inviting corner on the Island. They would prefer to change that. There was a significant amount of congestion in that area and right on that corner. People entering the businesses create traffic all in one area. Mr. Anderson felt they could improve traffic safety as well both in and out of the businesses. He did not think Miller Road was a friendly road these days. If land were considered for NSC use outside what was currently allocated outside the special planning process, he thought the needs of the community and business owners would be met in a more timely fashion. It would not deter projects people have in mind from being brought forth and generated that would help the community due to the slow process of the special area planning process. One thing he felt should be noted was if NSC land were considered and a project could be started, he felt it would create momentum in those NSC areas that would move towards the 2004 comprehensive plan rather than have an entire area be decided all at once, it could be stair-stepped and a sense of momentum created.

Commissioner Gale confirmed that Mr. Anderson was asking to have the property right behind current development on Miller Road (mini-storage, car repair, etc.) included in the NSC. Commissioner Quitslund asked about the acreage involved (10 acres).

Mr. Anderson went on to state that Island Center has lacked a certain vibrancy and functionality and he felt the additional land (combined with Mr. Cainion's) would really make a difference and improve the area.

Commissioner Gale asked whether the zoning there was 'heritage.' Director Cook stated she believed the land that is now zoned NSC was actually called Island Business Trade District when it was inherited from the County. That was similar in nature to what was allowed. It was changed to NSC to capture the concept of having these three neighborhood service centers in three different parts of the Island.

Charles Schmid, Citizen – Gave a reminder that he had handed information to the Commissioners two weeks before that TDR's "Transfer of Development Rights" have never worked. It's such a great concept but the fact that something doesn't work, it doesn't work. He saw they had addressed the "shalls" and "should" in the Land Use Element and made a good attempt but there were still problems and he hoped they would not just blanket approve all of those that night. He gave an example of Policy LU 17.2 on page 20, that says, "Water dependent industrial development be located in sensitive ecologically valuable shorelines." He hoped they did not want to do that. He appreciated some of the changes they had made but he felt they should not just approve all the "shoulds" and "shalls." He spoke about Lynwood Center and the one parcel along the water that was part of the Lynwood Center plan where the lumber business used to be. The incentive was for the zoning to go from R-2 to R-3 with shoreline access. During the time when the City incorporated, there should have been access to the water given because it was part of the Shoreline Master Plan. Right now people in Lynwood have to walk out to Schelb Chelb to get to the water. Director Cook stated part of the reason some of that verbiage was struck out was because 1. A lot of it had already been implemented and 2. These policies are verbatim in the Lynwood Center Special Plan which is a part of the Comp Plan. She said they would double check. Mr. Schmid felt it should not get lost. Mr. Schmid went on to LU 23 having to do with the Sportsman re-zone area. It reads, "Business Industrial district (BI) is intended to provide opportunities for expansion of existing island businesses for diversity of jobs with a low impact industrial activity that contributes to well-paying jobs where traffic congestion, visual and other impacts on the surrounding neighborhood can be minimized." Mr. Schmid stated this had not been good zoning, it was not good zoning, and the idea that this was going to foster good zoning might be too late. There was an area that was hot with schools, it had all different types of uses, so he did not know what the Commissioners might want to do with that. Commissioner Quitslund asked him if he felt that passage ought to be modified. Mr. Schmid felt anything could fit into it. It was intended to provide opportunities for expansion of existing businesses. Director Cook stated the reason that text was blacked out was because they knew it was an area the Planning Commission wanted to discuss. She mentioned that a lot of the uses at the Coppertop development were all allowed in the BI zone but they are not typical light manufacturing uses so the conversation had been a couple different levels: 1. Are those appropriate uses and 2. Should Coppertop have a different designation than BI – some kind of special commercial designation? Then you would have to look at the other BI zones and whether they should be restricted because as it stood, the other BI zones could be developed the same way Coppertop has. If it was the uses people were concerned about then they look to the zoning code. If the idea was to have some separate commercial zone besides BI, they looked to the Comp Plan. Mr. Schmid replied that was exactly what they were trying to do in the zoning code in 1992. He felt it just didn't make sense to have all these different codes. Ms. Cook replied that around 2003-2004 City Council expanded the light manufacturing code to include different personal services, etc. Mr. Schmid felt that people needed to know about the changes and how they came about because once light manufacturing was removed, it would not get put back in.

Sarah Blossom, Citizen – Felt it was a bad reason to get rid of TDRs for two reasons: 1. Her family was in the process of severing development rights to transfer. They were in a different situation in that it was easier for them because they happen to own property in both a sending and a receiving area, so they do not have to deal with a bank transaction. She understood from Planner Sutton that they would be the first ones to perform a TDR. 2. Ms. Blossom had always had an interest in TDRs and wrote a final paper during law school on advanced land use on TDRs. It may be in the end they do not work for Bainbridge, but it would be silly to do away them when no effort has ever really been put into why the TDR process was not working. She further stated there was no incentive to go out and look for TDRs when you can purchase FARs. She really thought they were a good tool and should be really studied as to whether it could work here and if there were some changes that could be made before they toss TDRs aside.

2016 COMPREHENSIVE PLAN UPDATE

- Review and confirm proposed recommendations on the *Introduction*

- Continue discussion of *Land Use Element* with a focus on:
 - Confirm “Housekeeping” changes
 - Transfer of Development Rights (TDR) policies
 - Neighborhood Service Center (NSC) policies

City Consultant Joe Tovar began discussion by presenting the revised schedule for the Comprehensive Plan update. He spoke about holding back to back workshops (July 29 and 30) on the Environment and Economic Elements. Commissioner Quitslund asked about requesting suggestions, white papers, etc., ahead of time.

Mr. Tovar continued leading the discussion into the Guiding Principles (changed from Overriding Principles). There was concern expressed about changing the word “Overriding” to “Guiding.” Guiding Policies were brought to the table as they would apply to the Guiding Principles as presented for consideration.

After initial overview, Commissioner Pearl revisited Guiding Policy 2.1 specifically citing information on aquifers presented at the Community Conversation on Water Workshop held on June 18, 2015. He was concerned about the draw down effects of individual wells on the shallow aquifers and how to convey the need for protecting them in this particular policy.

Planner Sutton asked the Commissioners if they were willing to move ahead with the changes they recommended. They agreed.

Planner Sutton began the Land Use Element review giving an overview of the types of changes they would see and how they were notated in their packets. Commissioner Gale brought up some grammatical and wording changes. It was decided that would be addressed at the next Drafting Subcommittee meeting.

Discussion then turned to Neighborhood Service Centers (NSCs) and whether or not the City should be able to accept requests to change designations outside the special planning process within the Comprehensive Plan update process. It was agreed that the Drafting Subcommittee would bring back language requiring the City to begin the Special Planning Area Process as soon as the Comprehensive Plan Update was approved. Commissioner Pearl asked that the starting place be the abandoned Island Center Plan.

Transfer of Development Rights (TDRs) were discussed with moving the program from the Comprehensive Plan to the Bainbridge Island Municipal Code (BIMC). It was recommended that the Planning Commission provide generic referrals to the program in the Comprehensive Plan and develop the details later within the BIMC. Commissioner Quitslund suggested starting a bank for land buying purposes with the money accrued by TDRs. It was decided the Planning Commission would talk about business industrial and manufacturing areas during the Economic Element. It was also decided the Drafting Subcommittee would take a look at the food policy suggestions made by citizens and create language for the Commission to look at during their July 9, 2015 meeting.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Paul Friedler, Citizen – Commented on the “Protect Water Resources” guiding principle. He felt the Council should consider amending the principle to make it clear the Island has no desire to pipe in water from the mainland and new development must therefore be constrained by the available finite water resources. He thought the Council should also consider amending the principle to make it clear that before any new development, the Council shall seek independent expert opinion to determine the short term and long term impact of the development on the Island’s finite water resources.

Charles Schmid, Citizen – Made two observations: 1. TDRs have not worked because the dollars just do not work out. Some people went through the actions to do it so his big worry was that they would suddenly put all these rules in the zoning ordinance without any principles, i.e., one acre of land trade out that would not be equal in value. 2. Rolling Bay residents have gathered and had chats about this issue. The property owners had actually formed a group and hired somebody to look into this. He felt that Guiding Policy 7.6 was weak and did not make a whole lot of sense. He wanted to know where “Grow a green, well planned community” was in the whole Guiding Principles and Policies. He felt the supporting policies were supposed to fall underneath the structure. He felt without the policy being clear it would be easy for people to take advantage of it. He stated that linking all the dollars, well planned communities and maintaining a safe city just did not fit in with the other issues.

Ron Peltier, Citizen – Felt that Guiding Principle 7 did not fit and was a Trojan horse to hide the priority based budgeting process. He wondered where a lot of these changes were coming from. He wondered if the changes came from the drafting committee. Commissioner Quitslund stated it dated back before the Listening Sessions. It was proposed that the template of the budgeting program be used in conjunction with the Guiding Principles. Mr. Peltier replied he only heard that from Council Member Val Tollefson, but did not hear it in any of the workshops supported by any citizens. Maybe one or two people said something. He wondered where the direction for a lot of what was going on here with the revisions was coming from. A couple of times when opinions of citizens have come up, they have been dismissed. The Commission didn’t like it because they had an arbitrary opinion. He thought the whole process was supposed to have meaningful citizen participation. When the Commission made decisions it would be nice if they would refer back to the compiled comments Mr. Tovar put together as to how they are tying it together. Commission Pearl responded by saying they had lots of public participation and the Commissioners had all listened pretty carefully but that he agreed with Mr. Peltier on this principle. Mr. Peltier stated the principle was just a way to get priority based budgeting into the Overriding/Guiding Principles. He could not believe that someone would not stop at anything to get their favorite priority based budgeting into their Overriding/Guiding Principles and that was unbelievable.

Pegeen Mulhern, Citizen – Felt she also had some issues with Guiding Principle 7 and she tried to put that into her written comments. It sounded as though what they were getting at was not really a principle guiding the plan but you’re saying the City’s organizational and operating budget decisions should be reflecting and supporting the Plan. Maybe some wordsmithing would help it, but it definitely needs something if it had to be in there. Regarding the Island Center special planning, she appreciated them going back and looking at it and she did not know what had happened regarding it either. She felt they may have been correct that it was too cumbersome. They (residents of Island Center) were involved and thought something was going to happen and then nothing did. She stated maybe the citizens didn’t really know if anything was going to happen so she encouraged them to go back and keep that in there, dust it off and make it happen a little faster. Right now it was already built out and they could make it nice and useful for the community. She felt they might be on the right track there as the navigated Bainbridge.

Scott Anderson, Citizen – Clarified the 10 acre parcel behind the current Island Center NSC. It had not been their intent to buy 10 acres, but it had been for sale for quite some time and they came up with several different ideas about how to develop it down the road. He stated that when you looked at the vitality of Island Center, there has been something lacking and if it could get going with a toe-hold that might change. He noticed the comment about the types of business there and he felt there could be appealing and inviting to the community by developing Bay Hay and Feed type storefronts along New Brooklyn. If the special planning process was quicker and progress could be seen, it would spur activity and creation of more of a neighborhood.

Sarah Blossom, Citizen – Responded to the comments about priority based budget stating she heard the public comments against it and did not understand the pushback. The term “priority budgeting” means they

were basing their budget on their priorities. The Comprehensive Plan is the City's priorities, so why would you not want a link there? Do we not want to have in our Comprehensive Plan policies about having those elements of our priority budgeting, i.e., the safe city, well connected communities, infrastructure. She did not understand how the connection was not apparent. One is a plan that has our policies, our guiding principles, the things that are important to us some of which need to be funded. Priority based budgeting tells us we need to budget based on what our priorities are.

NEW/OLD BUSINESS

None.

ADJOURN

Meeting was adjourned at 8:50 PM.

Accepted by:

J. Mack Pearl, Chair

Jane Rasely, Administrative Specialist



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
THURSDAY, JULY 9, 2015
6:00 p.m.-9:00 p.m.
CITY COUNCIL CHAMBER
280 MADISON AVE N
BAINBRIDGE ISLAND, WASHINGTON**

CALL TO ORDER - Call to Order, Agenda Review, Conflict Disclosure

PUBLIC COMMENT - Accept public comment on off agenda items

REVIEW AND APPROVAL OF MINUTES - May 28, 2015 Planning Commission Meeting

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

2016 COMPREHENSIVE PLAN UPDATE: *Land Use Element*

1. Confirm Drafting Subcommittee Proposed Revisions re: NSC and Transfer of Development Right Policies, recommended by Commission at 6/25 Meeting
2. Island-wide Conservation Strategy
3. Comprehensive Plan Amendment Applications
 - o Submitted by BI Metro Park and Recreation District, to create a new “Park” Zone for parks
 - o Submitted by C. Schmid, to change the designation for Pritchard Park from WD-I to OSR-2
 - o Submitted by S. Thomas, to change the designation from OSR-2 to NSC for a property located at 4552 Point White Dive, immediately west of the Lynwood Center NSC area
 - o Submitted by A. Cainion, to change the designation from OSR-0.4 to NSC for a property on Fletcher Bay Road, immediately south of the Island Center NSC area
 - o Submitted by S. Anderson, to change the designation from OSR-0.4 to NSC for a property on New Brooklyn Road, immediately east of the Island Center NSC area
 - o Submitted by W. Moore, to change the designation from OSR-0.4 to Business/Industrial for a property located at the intersection of Fletcher Bay, Bucklin Hill, and Lynwood Center Roads
4. High School Road District Policies
5. Discuss Possible Food Security Policies

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

NEW/OLD BUSINESS

ADJOURN

CALL TO ORDER - Call to Order, Agenda Review, Conflict Disclosure

Planning Commission Chair J. Mack Pearl called the meeting to order at 6:09 PM. Commissioners in attendance were Jon Quitslund, Michael Lewars, Maradel Gale and William Chester. John Thomas and Julie Kriegh were absent. City Staff present included Planning Director Kathy Cook and Administrative Specialist Jane Rasely who monitored recording and prepared minutes. City Consultant Joe Tovar also attended.

There were no conflicts disclosed.

PUBLIC COMMENT - Accept public comment on off agenda items

None.

REVIEW AND APPROVAL OF MINUTES - May 28, 2015 Planning Commission Meeting

Motion: I move the minutes be approved as circulated.

Gale/Lewars – Passed unanimously 5-0

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Ron Peltier, Citizen – Each meeting we get suggested revisions to the Comp Plan from Mr. Tovar and oftentimes it is really unclear where these suggested revisions come from. It would be nice if we had a better explanation of where they originated in the sake of transparency. Regarding what we would be calling what was previously the Overriding Principles of the Plan, he liked Overriding Principle himself, Mr. Tovar explained to us last time that in his opinion it did not matter what we called them, he had listed every name we had come up with, i.e., framework, goals or the guiding principles, it is always something that weakens what we call them. It has not been suggested we call them the Five Commandments. It's always something weaker than Overriding. He wondered why we were trying to downplay the Five Overriding Principles. He asked that during the meeting when going over stuff, they could see it on the screen because oftentimes they are talking about things in the Comp Plan and not everyone has time to print out the whole packet, so it would be nice to see it on the screen. He noticed in the edits to the Land Use Element references to the Overriding Principles had been removed. He felt it was good to have them in there as a reminder that anything that was being talked about, those were the Overriding Principles or Overriding Goals or Guiding Principles or whatever you want to call them. It was nice to have them in there and they do not take up that much space. Regarding Overriding Principle Five, the word development has been suggested to be removed. He felt Islanders universally recognized that development is one of the major impacts on sustainability. The question of how the Island should be developed was really the primary thing that drives one way or the other.

Commissioner Pearl let Mr. Peltier know that the Drafting Committee and the Planning Commission have been giving Mr. Tovar direction on what to write and then he has helped to draft it. They were there to review what had been drafted because the Commission could not sit together to write it, so we're getting some help with the writing and then were reviewing it. Mr. Peltier felt some of the proposals did not appear to be that well-conceived and he was curious if whoever's idea it was would like to say it was their idea or to know where they came from whether it was the Steering or Drafting Committees or otherwise.

Robert Dashiell, Citizen – Spoke about retaining the Transfer of Development Rights (TDRs). He stated that during the 2025 Committee meetings they had a consultant speak about TDRs. The conclusion by the 2025 Committee was that this program was probably not going to work on Bainbridge Island. Two years previously, he read an NPR comment paper on TDR's throughout the United States and whether they were successful or not. Surprisingly, Seattle was one of the really successful ones. 87% of the TDR programs in the United States have either never been used or used unsuccessfully. He felt it was a program fraught with problems that they continue to spend time, money and staff time on. There needs to be a bank to successfully run a TDR and the 2025 Committee came to the conclusion that we probably would not have a bank. He wanted the Planning Commission to give serious thought on whether the TDR should or should not be continued. He personally did not see any use for it.

Commissioner Quitslund found Mr. Dashiell's remarks well taken. He stated there was a lot of reference to the TDR as a tool in the 2025 Final Report. A lot of reference, but experience has not borne it out. He fully agreed a bank was essential to any function the TDR can perform. He said they would see what they could do about that.

Pegeen Mulhern, Citizen – Wanted to revisit the Special Planning Areas for Island Center. She had been checking around the neighborhood and there seemed to be a lot of the same confusion that was reflected at the Planning Commission as to where it had gone when it had been moved quite along. She encouraged the Commission to take some action to go back to the City Council and see how they might pick it up from where it was on the Island Center NSC. There were a number of people (citizens) who thought it had already been a done deal so maybe it wasn't so bad, maybe they just didn't comment because they thought it was done. She wanted to encourage them to pick that up from where it was and maybe they did not need to reinvent the wheel. Commissioner Gale asked what Ms. Mulhern meant by a "done deal." What was a done deal? Ms. Mulhern replied there was a whole report on the plan and how the area could be developed. Last meeting we spoke about how it went along and then there wasn't any public comment towards the end of the process so there was some uncertainty as to whether there was public support for the Island Center Special Planning Area. Commissioner Gale assured her they were working on getting that process done. Ms.

Mulhern reiterated the Plan was pretty far along. Director Cook stated the Planning Commission recommended last meeting was the City should initiate the Special Planning Area Processes within three years and that the Island Center Plan should be the starting point. Pick it back up; do not go back and reinvent the wheel. Ms. Mulhern agreed they did not want to go back to a blank slate, there was a lot of good stuff to work with.

Stacey Justice-Nordgren, Citizen – Asked if the Commission would be open to hearing public comment on the Guiding Principles again. Commissioner Pearl stated they would not.

Patti Dusbabek, Citizen – Was concerned about the amount of money being spent on this procedure. It seemed to her that there was already a Comp Plan that was not presently being followed. She did not understand why they kept rewriting these things other than to open the doors for other kinds of expansion that are not necessarily desirable for the Island. She thought that should be scrutinized quite heavily. She was bothered that Staff and Council were making decisions that impact all of the Island especially when some of that development was harmful to the Island. She stated she was addressing the water issue. When the City was pulling water from Fletcher Bay and the Fletcher Bay aquifer was being impacted by a negative 20-25%, it seemed to her that at some point in time, especially when the EPA had advised the Island to curtail development. We keep ignoring what that Federal agency was saying. She did not understand the logic involved with that. When they brought in outside agencies that were telling the City and Council what they want to hear rather than objective analysis that would protect the Island, she felt it was foolish to be utilizing resources paying for those people when EPA had highly technical people who had advised the Island to curtail development and we still ignore them. They have been telling us that for over 20 years at this point and we have continued to ignore them. She did not feel that the City or the Council were utilizing the resources wisely.

Election of Commission Chair and Vice Chair

Motion: I move that we re-elect Mack to be our Chair for the coming year.
Lewars/Quitslund – Passed unanimously 5-0

Motion: I nominate Bill Chester as the Vice-Chair
Gale/Quitslund – Passed Unanimously 5-0

2016 COMPREHENSIVE PLAN UPDATE: *Land Use Element*

Confirm Drafting Subcommittee Proposed Revisions re: NSC and Transfer of Development Right Policies, recommended by Commission at 6/25 Meeting

Director Kathy Cook gave an overview of work completed since the last Planning Commission. She spoke specifically about the Special Planning Area process and that the Drafting Ad Hoc Committee was recommending they shorten the process and length of time necessary. She also spoke about the Transfer of Development Rights (TDR) program and removing it from the Comprehensive Plan but keeping the program within the City. Commissioner Pearl asked what the process would be to expand the Lynwood Center NSC since they have already gone through the Special Area Plan (SAP). Director Cook replied they would have to go through the entire SAP process again. She asked if the Commission had any particular areas they wished to speak about.

Island-wide Conservation Strategy

Consultant Joe Tovar gave an overview of the proposed Land Use policy changes and edits. A copy of his overview is attached.

A 7 minute break was taken at 7:22 PM.

Comprehensive Plan Amendment Applications

Submitted by BI Metro Park and Recreation District, to create a new “Park” Zone for parks

Senior Planner Perry Barrett for the BI Metro Park and Recreation District (BIMPRD) presented an overview of the BIMPRD proposal stating their proposal also worked to enhance cooperation between the two agencies.

Motion: I move we recommend approval of this Comp Plan amendment.
Lewars/Quitslund – Passed Unanimously 5-0

Submitted by C. Schmid, to change the designation for Pritchard Park from WD-I to OSR-2

Skipped because it became irrelevant with passage of BIMPRD amendment.

Submitted by S. Thomas, to change the designation from OSR-2 to NSC for a property located at 4552 Point White Dive, immediately west of the Lynwood Center NSC area

Susan Thomas gave an overview of her proposed amendment. Discussion ensued about a building that sits on a boundary line between two zones and increasing a Special Planning Area by incremental amounts. The Planning Commission asked Staff to come back with more information about previous Comp Plan Amendment requests.

Submitted by A. Cainion, to change the designation from OSR-0.4 to NSC for a property on Fletcher Bay Road, immediately south of the Island Center NSC area

William M. Palmer gave a brief history of the zoning of the subject property and the aborted Special Planning Process for Island Center as part of his presentation. He also detailed the different Comp Plan Amendment applications Mr. Cainion has made to have the zoning changed.

Submitted by S. Anderson, to change the designation from OSR-0.4 to NSC for a property on New Brooklyn Road, immediately east of the Island Center NSC area

Gave a history and overview of their proposal. Mr. Anderson provided a copy of the Island Center Special Planning Process Report prepared in 2002. He spoke about helping to change the face of Island Center to be more friendly and inviting as well as providing moderately priced housing.

Submitted by W. Moore, to change the designation from OSR-0.4 to Business/Industrial for a property located at the intersection of Fletcher Bay, Bucklin Hill, and Lynwood Center Roads - High School Road District Policies and Discuss Possible Food Security Policies

Devon Johnson gave a brief overview of his concern over the ability to have Business Industrial NSC areas and the lack thereof.

High School Road District Policies

Director Cook began a brief discussion on the possibility of changing the policies around this district.

Charlie Wenzlau, Citizen – Was part of the architects' group with some of the suggestions. The High School Road Mixed-Use District was in part an outgrowth of the existing land use patterns seen and to some extent the development patterns we have been witnessing now on the Visconsi property. There will be an opportunity to shift the emphasis for the High School Road zone. One of the potential by-products of this would be a better area for mixed-use development. We are all aware right now it has been a single-use zone, primarily one story with extensive parking lots. We think the FAR should be bumped up significantly with perhaps a mandatory requirement for multi-story buildings to encourage residential so we do not have large, single-use building footprints. While the community may be thrilled about the opportunity for the Sakai park, we have also lost quite a bit of housing potential on these properties that could be restored close into town where it would be best to locate housing. Commissioner Pearl asked if there was land to do this with or was Mr. Wenzlau speaking about re-development. Mr. Wenzlau replied the Island Village site, another site behind Ace Hardware were economically viable now, but some point in the future there might be a higher and better use that he thought the community would rather see than shopping centers.

Possible Food Security Policies

A brief overview of what had been proposed by citizens was given.

Carolyn Goodwin, Sustainable Bainbridge – Sustainable Bainbridge proposed some ideas that could be incorporated into the redo of the Comprehensive Plan. Planning for food was very much a topic of interest both locally and around the country. She found a study from the University of California indicates that 90% of necessary food could be produced within 100 miles of residents but only if major changes were made to the food system. Supporting local food was important for the local economy, for community food security and for reducing the distance food travels from farm to table. Local governments could play a significant role in supporting local agriculture to promote local health, improve access to healthy and affordable food and reduce environmental impacts. She stated great strides had been made on Bainbridge Island in that direction and she wanted to see the Comprehensive Plan do more to incorporate that into the language of what the City thinks is an important agenda.

Discussion between Commissioners Pearl and Gale ensued about incorporating these ideas into a lot of different places within the different Elements of the Comprehensive Plan.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

Ron Peltier, Citizen – Was glad to hear discussion about food policy and farms and locally grown foods. One of the things that should come up later was water because to grow stuff, you need water. He was afraid that if there was not a water plan for the Island that allocates a certain amount for farmers and we continue to develop and draw down our aquifers, in the future we could have a situation where farmers are pinched and that water would be prioritized for commercial and residential use. He had seen that happen around the country. As the process moves along toward the Water and Environmental Elements, he wanted everyone to think a little bit about the issue of water in relation to our locally grown foods. Another thing he wanted to mention was the Special Planning Process in regard to Rolling Bay. He was curious as to what would drive the beginning of the Special Area Planning Process for Rolling Bay. Did the City think this would be initiated by the City or the community? Commissioner Pearl thought they were being given direction by the City that both of the plans should be initiated. Commissioner Quitslund elaborated stating they were being directed because there was a declared need for planning from within the community. They knew a lot of people in Rolling Bay had been talking about what they need and the City's role was to respond in a proactive way to move the process along and fit it to the requirements of City Code. Mr. Peltier did not feel the needs he had heard would not necessarily be satisfied by the existing commercial zoning there or the NSC zoning. He knew of one proposed development that would provide some of the things people had been talking about. Clarification of the purpose of a Special Area Planning Process was provided as not necessarily meaning growth would occur. It would be driven by the citizens participating in the process. Further discussion occurred about who initiates the Special Area Planning Process.

Pegeen Mulhern, Citizen – Had a couple of comments about the FAR increase the architects brought up. In the written comments they submitted, she was concerned about the change or impetus to innovated communities from the HDDP and the compact rural communities. She urged the Commission to think about how these HDDP standards have been used thus far and do we really have affordable housing as a result. Has the matrix been so weighted toward green and higher density that we have that expensively? She thought that was what happened at the Grow Community. Maybe we were not ending up with affordable housing the way it was set up now. She did not know that as a fact, but she felt that was what it looked like from the outside. She did not know if the "cottage" housing would end up with the same thing. Commissioner Gale elucidated that there were two paths to the HDDP one being affordability and the other being green. She also added the Planning Commission had recommended a requirement for affordability at levels that increased density. Ms. Mulhern felt they should continue looking at that because housing diversity was something the Island needed.

NEW/OLD BUSINESS

None.

ADJOURN

Meeting adjourned at 8:56 PM.

Accepted by:

J. Mack Pearl, Chair

Jane Rasely, Administrative Specialist

City of Bainbridge Island PUBLIC WORKS DEPARTMENT



MEMORANDUM

TO: Planning Commission

THRU: Jennifer Sutton, AICP, Kathy Cook, Barry Loveless, P.E.

FROM: K. Chris Hammer, P.E., Engineering Manager

DATE: August 23, 2015

RE: Island-wide Transportation Plan (IWTP)

The City is updating its Island-wide Transportation Plan (IWTP). The IWTP was last updated in 2004. The goal is to update the IWTP to support the Comprehensive Plan update effort. Traffic data and a new traffic model were recently developed for the Transportation Impact Fee Study and this information is being utilized to update the IWTP.

The IWTP developed in 2004 involved a Steering Committee appointed by City Council with extensive public involvement. The 2004 effort was led by a Consultant team with a larger budget. By contract, the current Plan update effort is a more limited budget and scope. The effort is being led by City staff with consultant support by Transportation Solutions Incorporated (TSI) that is limited to technical aspects and peer review.

The process for the current IWTP update is envisioned as follows:

- Revisions by Staff with support from TSI for Chapters 4 and 5.
 - Review of each chapter by the Non-Motorized Transportation Advisory Committee (NMTAC) at regularly scheduled meetings. Committee and public comment received informally.
 - Peer review of all chapters by TSI.
 - Review by other agencies including WSDOT and Kitsap Transit.
 - Draft IWTP published on City website beginning formal public comment.
 - Presentation of draft IWTP to Planning Commission.
 - Draft IWTP revised incorporating Public, NMTAC, and Planning Commission comments.
 - Revised draft IWTP published on City website seeking additional public comment.
 - Public Works Department and Department of Planning and Community Development to revise Transportation Element informed by the draft IWTP.
 - Presentation of Transportation Element and draft IWTP to Planning Commission, City Council and Public.
 - IWTP revised following Council approval of the Transportation Element.
- Present Staff recommended IWTP changes for adoption by City Council

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 but 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 serves as a sub-element to this Plan.

Traffic has increasingly become an issue for the community. Traffic from residential and economic growth has resulted in increased roadway volumes, oftentimes coupled with high vehicle speeds and congestion at intersections. This traffic increased conflicts with non-motorized users. In addition, the release of the ferry and other commuter traffic creates a surge 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.

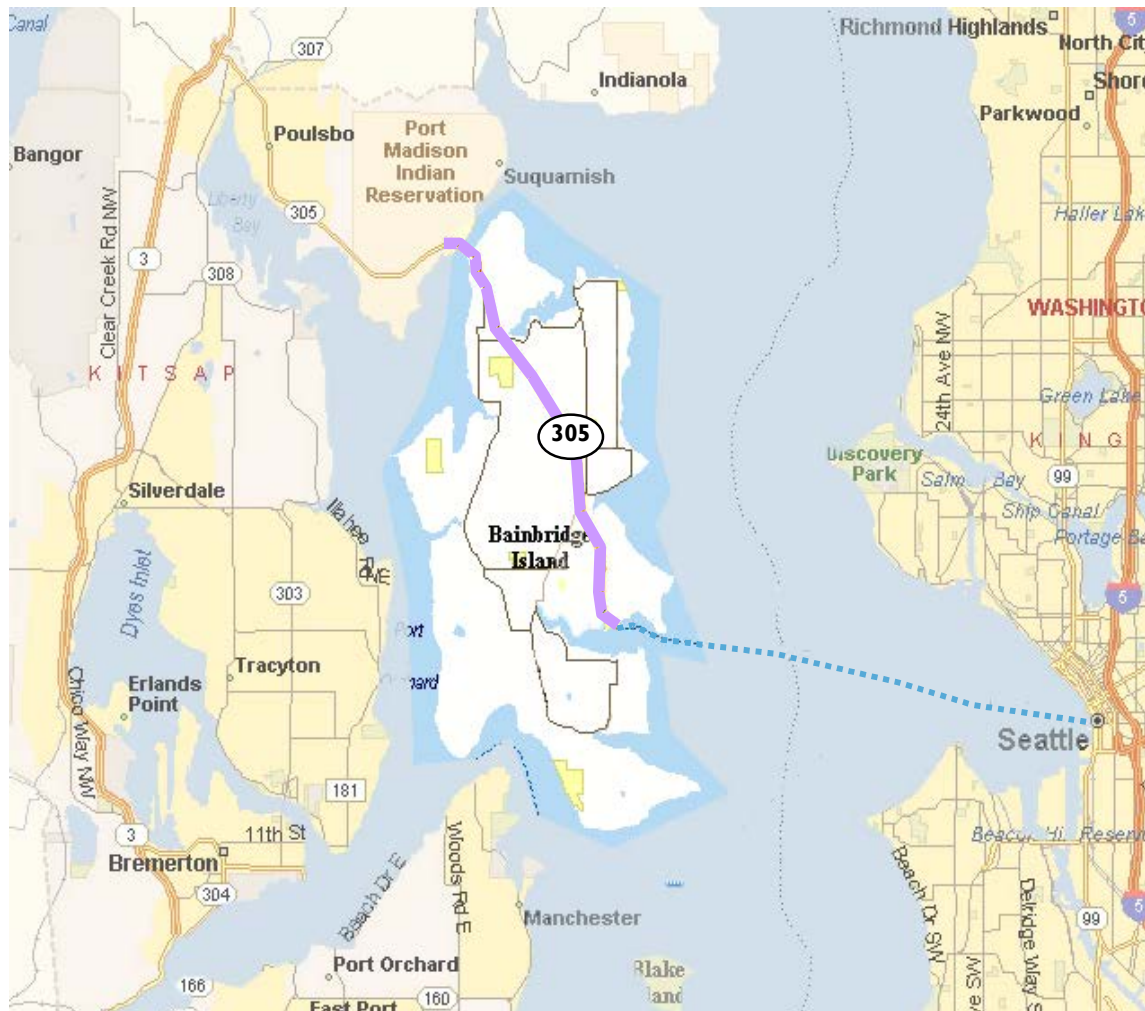
Plan Purpose

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 its multimodal environment. Figure 1-1 shows the study area and primary transportation features in relationship to the surrounding region.

The purpose of this effort is to provide an in-depth Plan 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 in light of the needs of all of the Island's transportation modes of travel.



Figure I-1
Planning



Credit: Microsoft Expedia





The IWTP incorporates information from other transportation planning efforts in order to provide a consistent approach to transportation problems. The IWTP uses information from the Winslow Master Plan, Non-Motorized Transportation Plan, and Comprehensive Plan to provide a single document that directs transportation planning efforts throughout the community.

Planning History

Bainbridge Island is planning under the Growth Management Act (GMA), and has prepared a Comprehensive Plan in accordance with the requirements of GMA. In 1994, the City's Transportation Plan provided discussion and analysis of the transportation needs of the Island, with the exception of the Winslow subarea that would be studied separately. The final study was adopted and incorporated in the Transportation Element of the City's 1994 Comprehensive Plan. Since that time, a number of 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 which proposes a transportation system to meet the needs of pedestrians, bicyclists, and other non-motorized transportation users.

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

Relationship to Comprehensive Plan

The 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.

In 1997, the State of Washington amended the GMA. One of the important provisions of the amendment was that all jurisdictions must update their Comprehensive Plans by 2002 and periodically thereafter to ensure that changes within the community are reflected in the plan.

The City is currently undergoing an update to its Comprehensive Plan, to be completed in 2016. The Island-wide Transportation Study (now IWTP) was last updated in 2004 and is being updated in 2015 to pre-inform the development of the 2016 Comprehensive Plan Update.

The IWTP addresses and provides a detailed analysis of a variety of transportation issues affecting the community. Elements of the IWTP will be used to develop the Transportation Element included as part of the updated Comprehensive Plan. It is intended that the IWTP will be adopted by Council following the public review during the Comprehensive Planning process and update of the Transportation Element of the comprehensive Plan.



Plan Update

The Study was last updated in 2003 and accepted in 2004 by the City Council. The development of the original Study involved an expensive consultant led effort with considerable public outreach.

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. Future updates will provide an opportunity to formalize these on-going efforts and build upon the original 2003 effort.

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

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

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

Plan Organization

The Island Wide Transportation Plan is organized in nine chapters. These correspond to the goals and policies developed by the Steering Committee to guide the Plan. Each chapter addresses one or more of the Plan goals and discusses how the policies were implemented by the City for each goal. The chapters are as follows:

Chapter 1: Introduction

Chapter 2: Goals and Policies

Chapter 3: Sustainability and Quality of Life

Chapter 4: Operations and Mobility

Chapter 5: SR305



Chapter 6: Safety and Maintenance

Chapter 7: Non-motorized Transportation

Chapter 8: Other Transportation Systems

Chapter 9: 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 4 and Appendix ?
Estimated traffic impacts to State owned transportation facilities. (ii)	Refer to Chapter 5.
Inventory of transportation facilities and services. (iii-A)	Refer to Figure 4-1, Roadway Classifications, Figure 8-1, Ferry Routes and Figure 8-5 Kitsap Transit Routes.
Level of service standards for locally owned arterials and transit routes. (iii-B)	Refer to Chapter 4 and Chapter 8.
Level of service standard for state highways. (iii-C)	Refer to Chapter 4.
Actions to correct current level of service deficiencies. (iii-D)	Refer to Chapters 4 and 5.
Traffic forecasts. (iii-E)	Refer to Chapters 4 and 5.
Identification of needs to meet future local and state system demands. (iii-F)	Refer to Chapters 4 and 5.
Probable funding capacity (iv-A)	Refer to Chapter 9.
Multi-year financing plan to meet road and transit level of service standards over the next 6 years. (iv-B)	Refer to Chapter 9.
Probable funding shortfalls and strategies to address funding needed to meet or reassess level of service standards.(iv-C)	Refer to Chapter 9.



Assessment of impacts of plan on neighboring jurisdictions. (v)	Refer to Chapters 4, 5, and 8.
Demand Management Strategies. (vi)	Refer to Chapter 8.
Non-Motorized element planned improvements. (vii)	Refer to Chapter 7 and 9.

CHAPTER 2 ISSUES, GOALS AND POLICIES



This Chapter identifies the key transportation issues facing the community, and provides for a review and update of the City's transportation goals and policies.

The first Island-wide Transportation Study was finalized in 2004. An extensive goals and policies chapter was developed for that Study. An Island wide Transportation Steering (IWTS) Committee was formed, at that time, and played a primary role in developing the original goals and policies. These goals and policies were incorporated into the Transportation Element of the City's 2006 Comprehensive Plan.

The 2015 update includes a review of the current goals and policies in the Comprehensive Plan by the City's Non-Motorized Transportation Advisory Committee (NMTAC). Recommendations for evolving transportation goals and policies are outlined in this section. The recommendations will be reviewed by the Planning Commission and further edited. The final document is intended to inform the 2016 Comprehensive Plan update.

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 SR305 Corridor. As traffic volumes and vehicular-related congestion increases, so does conflicts with bikes/ peds and the need 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.

- **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.
- **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. Congestion related to schools in the north end of the urban center of Winslow has become more problematic. With Woodward and Sakai Schools now on the same schedule, there is significant traffic congestion at intersections along New Brooklyn Road. Increasingly, youth are being driven to school and to activities after school and not taking the school





bus, walking, or bicycling to home or to after-school activities, causing additional demands on the transportation system in the Winslow Area.

- **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.
- **Greater Winslow Area Traffic Congestion** – The growth of vehicular traffic 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. Increasingly, 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.
- **Motor Vehicle Speeds and Speed Limits** – Excessive vehicular speeds puts 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. Speeds are a barrier to many people who want to walk, use a wheelchair, or ride a bicycle for transportation or recreation in many areas on the Island.
- **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. The City has, and continues to, invest significant resources in planning and implementing non-motorized improvements. While significant improvements have been made, many parts of the Island infrastructure are not adequate to serve the needs of a wide range of users. 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.
- **Transit Service** – Bainbridge Island is a bedroom community of Seattle and ferry service is essential for many Islanders. 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 is limited, non-motorized facilities with connectivity to the ferry and transit service are important to many Islanders for sustainably accommodating population growth. In recent years ferry auto use has declined and walk on passenger growth has moderated. WSF forecasts significant growth of non-motorized trips and automotive trips to remain flat in the coming decade. Kitsap Transit provides bus service connecting many areas of the Island to the ferry and the urban center of 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 and younger populations.
- **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 Point White/Crystal Springs 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.
- **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 the urban center of Winslow. Intersection congestion can also lead to delay for non-motorized users, in particular bicyclists where riders share the road with vehicles.
- **Roadway and Intersection Safety** – There are some Island locations where there has been a history of or a potential for accidents. The perception of these locations as unsafe may reduce the population



willing to walk, bicycle, or ride (on a horse or in a wheelchair) because they want to avoid a roadway or intersection that is uncomfortable for walking or bicycling.

- **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 becoming increasingly desirable and important to many Island residents. These aspects of the community are attractive to visitors as well and are an increasingly important element to creating a vibrant downtown business community.
- **Community Character** - There is a desire to retain the feel of the Island's existing transportation system. Outside of Winslow and other more urban areas, the tree-lined narrow 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.
- **Environmental impacts** – The City contains many environmental qualities that should be maintained. As the City's population grows, developing alternative modes of transportation is desirable to reduce congestion and carbon emissions from motor vehicles.
- **Storm water** – Storm water drainage of roadways is an important environmental aspect. As storm water regulations evolve, the cost of roadway construction has increased exponentially.
- **Regional coordination** – The IWTP update is an opportunity to coordinate with WSDOT (WSF, Olympic Region), Kitsap Transit, and neighboring jurisdictions to ensure a more integrated transportation system.
- **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.

*According to the
U.S. Census 2009 -
2013:*

*The average
commute for Kitsap
County is 29.7
minutes*

*On Bainbridge
Island the average
commute is 43.2
minutes.*

US Census Bureau
March 31, 2015

Transportation Vision, Goals, and Policies

A vision is a statement that provides an overall direction to the Plan. It encompasses a variety of topics, but summarizes them into an overall thought or statement. Goals and policies are statements that reflect the vision of the community. The goals and policies address issues and concerns, define community priorities, develop framework for transportation solutions, and guide their implementation.

The vision, goals and policies are critical to the development of the plan. They provide a reference point, or a check, to identify if the proposed plan and actions meet the desires of the community. In this Plan, the goals and policies described below were used to:

- Review the existing roadway system
- Identify existing needs
- Develop roadway improvements
- Prioritize projects



The Transportation Vision and Goals are shown as currently written in the City's current Comprehensive Plan. Recommended edits are shown as underlines for additions and strike throughs for deletions.

Transportation Vision

Provide a safe, dependable, properly maintained, and fiscally responsible, multimodal transportation system; promoting active transportation modes and transit, consistent with and supporting the other Elements of the Comprehensive Plan. The transportation system should improve mobility and safety for all users while respecting community character of neighborhoods and the environment. The system needs to be regionally coordinated, adequately financed, and community supported.



GOAL 1: Multimodal

Encourage the development of an integrated multimodal transportation system that provides a range of transportation alternatives and increases the through movement of people.

GOAL 2: Non-Motorized

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 in a way that maximizes mobility, provides a sense of safety and comfort for pedestrians, bicyclists, and equestrians, while respecting property owner's rights, the natural environment and the character of existing neighborhoods.

2.1 Non-Motorized mobility and connectivity

Provide a non-motorized transportation system consistent with the policies of Goal 1 in Chapter 7 of this plan that effectively serves the needs of people who walk, bike, or ride horses or in wheelchairs; encourages non-motorized travel; and provides a continuous network of attractive shoulders, sidewalks, footpaths, multi-purpose trails, and bikeways throughout the Island that are also connected to regional systems.

2.2 Non-Motorized design and construction

Develop non-motorized design standards that provide safe and efficient access, encourage use and mobility, and are appropriate to the location and needs of the immediate area, consistent with the policies of Goal 2 in Chapter 7 of this plan.

2.3 Non-Motorized safety and maintenance

Promote the safety of non-motorized users through effective transportation improvements, maintenance operations and enforcement, following the policy direction of Goal 3 in Chapter 7 of this plan.

2.4 Non-Motorized community education

Improve the safe use of non-motorized and roadway facilities by non-motorized and motorized users through continuous community education of NMTP goal 4 in chapter 7 of this plan.



2.5 Non-Motorized implementation

Provide mechanisms for funding, prioritizing and implementing the non-motorized transportation system plan as described in Goal 5 in Chapter 7 of this plan.

GOAL 3: Ferry Service

Coordinate with Washington State Ferries (WSF) and other possible providers to operate ferry service to Bainbridge Island that meets local service and commuter needs, coordinates with all travel modes, and provides equitable regional service.

3.1 Parity of ferry services

Support efforts to equalize ferry services from Bremerton, Bainbridge, Kingston, and Southworth in order to optimize the use of each ferry service. Support actions that balance peak hour travel times and provide ferry capacity closer to users' origin and destination.

3.2 Ferry priority

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 encourage non-single occupancy vehicle (SOV) use.

3.3 Passenger ferry options

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

GOAL 4: Bus Service

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.

4.1 Transit Level of Service (LOS)

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

4.2 Public transit ferry access

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

- Improves public transit from the Seattle ferry terminal directly to popular destinations in Seattle metropolitan area, as well as Sea-Tac Airport.
- Promotes the availability of public transit service to ferry commuters and for special events.
- Adjusts bus schedules to meet ferry arrival and departure times and improve service throughout the day and during evening hours.
- Provides information on the ferryboats and at the ferry terminals regarding transit options.

4.3 Multiple-use P&R lots

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 users.



4.4 Expansion of Island transit

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 youth, the elderly and disabled transit users

GOAL 5: Transportation Demand Management

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

5.1 SOV Parking restrictions

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

5.2 HOV parking

Develop parking and other programs that encourage High Occupancy Vehicle (HOV) use, including expanding carpool and van pool parking.

5.3 SOV reduction programs

Encourage schools, the private sector and the public sector to adopt programs that reduce SOV use including telecommuting, and promote alternative modes of transportation, including HOV, non-motorized transportation, and transit use.

5.4 SOV avoidance evaluation

The development of transportation improvement program projects and the prioritization of those projects shall consider the inclusion of multimodal enhancements as a criterion.

GOAL 6: Operations and Mobility

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 meets the transportation vision.

6.1 Road development guidelines

Construct, modify, and maintain roads to: 1) meet safety needs, 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.



6.2 Street design guidelines

Set street design guidelines that 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.

6.3 Roadway classifications

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

6.4 Roadway LOS

Establish Level of Service standards for Bainbridge Island, excluding SR 305, that measure the performance of the existing transportation system, quantify the traffic impacts of future development, and prioritize improvements to the transportation system.

6.5 Concurrency management

Follow the City's concurrency ordinance and monitor the expected transportation impact of proposed development on the available capacity of the roadway system. Before issuing development approval, ensure that there are adequate transportation facilities or that improvements are scheduled and funded for completion within six (6) years.

6.7 Access management

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, confusing circulation patterns, and avoid traffic and pedestrian accidents.

6.8 Truck corridors

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

6.9 Island mobility

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

6.10 Acquisition of transportation facilities

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

6.11 LOS reassessment

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 described in the Transportation Element.



GOAL 7: SR 305/Through Traffic

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.

7.1 SR 305 LOS standard

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.

7.2 Bridges to the Island

Oppose any proposal 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.

7.3 SR 305 improvements

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

7.4 Sound to Olympics (STO) Trail

Support the construction of the STO and its branch trails.

7.5 Park & Ride facilities

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

7.6 Impact to State facilities

Evaluate the Comprehensive Plan's land use designations to assess their impact on all roadways, including State-owned facilities, and include as part of the Transportation Element.

7.7 Improvements to off-island State facilities

Encourage off-Island projects that will mitigate on-Island congestion to SR 305.

GOAL 8: Neighborhoods

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.

8.1 Neighborhood cut-through traffic

Protect residential neighborhoods from the impacts of cut-through motor vehicle traffic by providing appropriate connecting routes and impact-minimizing design features for new developments and applying appropriate traffic-calming measures to control vehicle volumes while maintaining emergency vehicle response times.

8.2 Neighborhood street development

Establish roadway standards to enhance the character of neighborhoods by providing appropriate street width, lighting for safety, curb cuts, pedestrian and bicycle facilities as consistent with the Comprehensive Plan.



8.3 Neighborhood circulation

Develop a circulation and access management plan for neighborhoods and neighborhood service centers so that as properties develop, vehicular and non-motorized connectivity and circulation are maintained, cut-through vehicle traffic is discouraged, and appropriate speeds are encouraged, while maintaining access and response times for emergency vehicles.

GOAL 9: Safety and Maintenance

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

9.1 Maintenance is a priority

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.

9.2 Roadway Network Traffic Control Evaluation

Conduct traffic studies in areas of the Island's roadway network that have experienced significant traffic changes due to development periodically at the discretion of the City Engineer to ensure that appropriate traffic control devices are employed to ensure the safety of the traveling public. Consider opportunities to improve the non-motorized infrastructure as a means to facilitate additional mobility options to the roadway network.

9.3 Roadside Safety Program

Periodically evaluate roadside conditions of the City's secondary arterial network and higher volume collectors, at the discretion of the City Engineer, to evaluate the condition of existing roadway elements, the need for new elements, and prioritize repairs and improvements to ensure the safety of the traveling public.

9.4 Street lighting guidelines

Provide street lighting to address safety issues. Light design and placement should minimize glare and light spillage, and maximize visibility of pedestrians and bicyclists.

GOAL 10: Parking



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.

10.1 Encourage on-street parking in urban zoned areas.

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 in favor of off-street parking.



10.2 Preserve on-street parking in the Core commercial district of Winslow.

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.

10.3 Seek opportunities to expand public parking.

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.

10.4 Prioritize parking in the urban center of Winslow for short term use.

Continue to manage City public parking in the urban center of 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.

10.5 Support parking programs for customers in retail/ service areas and employees of local businesses in the Main Street area of the urban center of Winslow.

Work with business owners toward the goal of limiting 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.

10.6 Encourage bicycle parking in the urban town centers and at public facilities.

Seek opportunities to accommodate bicycle parking. Consider providing 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.

GOAL 11: Community Character

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.

11.1 Scenic resource protection

Protect the Island's unique scenic resources along non-urban transportation corridors; require broad greenbelts and trees to screen parking and unwanted views and buffer noises between the roadway and development as identified in the Land Use element.

11.2 Road development guidelines

Encourage the appearance of winding, narrow roadways in non-urban areas through the provision for and retention of appropriate roadside vegetation and trees, and following of the natural topography whenever possible.

11.3 Street design guidelines

Reflect the more urban nature of roadways within Winslow Planning Area and within neighborhood centers by encouraging, where appropriate:

- crosswalks and sidewalks
- street trees and landscaping
- traffic calming strategies and devices



- on-street public parking
- accommodations for transit stops and facilities
- bike facilities
- street lighting, with an emphasis on maximizing pedestrian and bicycle visibility
- ADA requirements

11.4 Street lighting guidelines

Minimize the use of street lighting outside of Winslow, except to address safety issues design lighting to minimize glare and light spillage.

11.5 SR 305 scenic character

Retain the scenic character of SR 305 by minimizing the placement of signs, discouraging new access points, and maintaining vegetative buffers.

GOAL 12: Environment

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

12.1 Environment sensitivity

Minimize 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.

12.2 Utilities

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

12.3 Air quality

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

12.4 Wildlife corridors

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

GOAL 13: Community Involvement

Ensure involvement and input from the citizens at all stages of significant transportation projects and decision-making which affect Bainbridge Island. Using the theory and practices of Context Sensitive Solutions seek to refine the goals of the Comprehensive Plan for the context of the site in the development of the design of transportation projects.

13.1 Citizen involvement

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



13.2 Participation in regional decision-making

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.

13.3 Public education

Educate and inform the public on the proposed methods and potential alternatives that address identified transportation issues.

GOAL 14: Regional Coordination

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

14.1 Agency cooperation

Participate in regional coordinating functions with the Kitsap County, Kitsap Transit, Washington State Ferries (WSF), Kitsap Regional Coordinating Council, Puget Sound Regional Council, and the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.

14.2 Regional planning

Support regional studies that describe and identify the impacts of regional traffic on the Island's transportation system.

14.3 Jurisdictional coordination

Work to ensure that the transportation system is planned and operated in coordination with adjoining jurisdictions, Kitsap County, and the Washington State Department of Transportation.

GOAL 15: Transportation Financing

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

15.1 Developer LOS requirements

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

15.2 Developer participation

Require new and expanded developments to construct, or participate in the funding, to upgrade unimproved roadways to City standards.

15.3 Funding from others

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



15.4 Advance system planning

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.

15.5 Preservation of existing system

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

15.6 Traffic Impact Fee

Adopt and update a traffic impact fee for mitigating the impacts of future development.

CHAPTER 3

SUSTAINABILITY AND QUALITY OF LIFE



One of the most important issues 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 to the transportation system, identifies how this Plan responds to these issues, and provides examples of transportation system features that illustrate these concepts.

Transportation plays a large role in the quality of life of Bainbridge Island residents. The ferry terminal to Seattle and the Agate Pass Bridge are the only two options for traveling off the island. Bainbridge is largely a bedroom community of Seattle and Kitsap County and many Islanders commute off-island by ferry or by bridge. Lengthy commute times by ferry or being stuck in traffic on SR305 mean spending hours away from family, friends, and activities. Speeding and cut-through traffic makes neighborhood streets feel unsafe. Reliable and efficient transportation on and off island is important to balance jobs and housing and 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. The City's Comprehensive Plan focuses growth in urban areas such as Winslow and the Neighborhood Service Centers. With good planning and implementation of mixed use and higher densities within these urban 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 an opportunity for the Island to develop more sustainably and improve the quality of life for Island residents.

Transportation infrastructure and associated drainage have direct impacts on the environment. Storm water run-off can contribute to water pollution, flooding, and water temperature elevation. The road network right-of-way presents many opportunities to incorporate sustainable practices to provide 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 winding roads bordered by dense vegetation..." [Comprehensive Plan Framework Principles]

Relationship to Transportation

For transportation, community character elements include the highway, major streets, neighborhood roadways, and pedestrian and bicycle facilities, as well as the natural and manmade features within the roadway right-of-way, such as trees 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, while others such as the visual presence of street lighting may be less of a community priority.

Much of the character of the transportation system relates back to stages of the roadway's 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 ferry docks. As the Island became more developed, major transportation features were added, including the Agate Pass Bridge, SR 305, and the Bainbridge Island ferry 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. Urban areas, mainly Winslow, saw a higher level of improvements 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 making efforts to define and implement an appropriate look and feel for its roadway system. 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 emphasized the use of traffic calming to slow traffic speeds and promoted the development of pedestrian and sidewalk facilities within the Winslow Core.
- 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 storm water impacts of roads.
- The City developed a Non-Motorized Transportation Plan 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 an alternative to the installation of traffic signals.



Community character transportation features

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

- ***Scenic resource protection*** – Focusing the development of the transportation system within existing and carefully chosen new travel corridors.
- ***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 prescribed urban areas, and less urban features, such as widened shoulders and separated paths, in less urban areas.
- ***Street lighting guidelines*** – Concentrating street lighting within Winslow and Island Town Centers and areas identified by safety or community planning needs.
- ***SR 305 scenic character*** – Retaining the scenic character of SR 305 by discouraging new access points, and maintaining vegetative buffers.

Desired features of Community Character

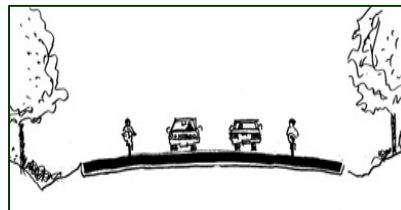
The photographs and sketches identify some of the key features that define the transportation character of Bainbridge Island.



Following natural topography, roadside trees and vegetation, with minimized paved surfaces are desired in suburban 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. Today



prospective home buyers are presented with statistics such as walkability scores. 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, developing progressive standards and incremental investments in transportation infrastructure including non-motorized elements are essential.

- ***Roadway Standards*** – Pedestrian and bicycle facilities need to be specified that evolve the infrastructure in the community to be more livable and provide for active modes of transportation and recreation. Consider whether street lighting is appropriate for routes where residents are walking or cycling to school, work, or transit in the dark during fall and winter months. Recognizing that investments take time, consider interim measures to provide additional non-motorized safety through means such as reducing speed limits, providing wider shoulders, and installation of signage.
- ***Complete Streets*** – Investments in pedestrian and bicycle facilities within both urban and suburban areas over time will provide for greater connectivity. Many urban streets lack sufficient sidewalks and bike lanes. Many secondary arterial roadways in suburban locations lack shoulders and separated facilities.
- ***Multi use pathways*** – Investments in separated pathways with regional, inter-island, and local connectivity.

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. Urban neighborhoods, such as Winslow, need a high level of development with pedestrian and bicycle facilities, transit access, and a development of residential street character. In suburban areas, neighborhoods are concerned about the impacts of traffic flow, the development of non-motorized facilities and improving future connections and circulation.

Relationship to Transportation

Residential areas need to provide a safe roadway system for adults and children walking, bicycling, playing, 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, review complaints about inappropriate speeding or cut-through traffic on neighborhood streets.
- ***Traffic enforcement*** – The City of Bainbridge Island Police Department responds to neighborhood requests about high traffic speeds through residential areas.
- ***Roadway standards*** – The City of Bainbridge Island has developed its roadway design standards to act as a traffic calming feature through the use of 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 vehicles using the transportation system. The alternatives and recommendations meet the Plan's goals for maintaining the neighborhoods including:

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

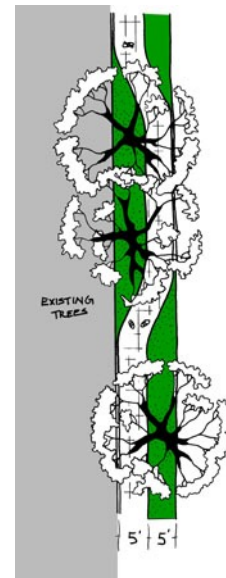
Desired features for Neighborhoods

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



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

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



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



Environment

Maintaining a natural quality 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, and federal government agencies all playing roles.

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. Its 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 in the planning and design of a project on the environment. Steps in the project development and environmental review process include:

- Transportation corridor studies that include public review
- Environmental Impact Statements that include public scoping and testimony
- Environmental considerations in the engineering and design process
- Departmental Plan review
- Interagency review (where applicable)

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, vegetated 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.
- ***Storm water management***. – Providing for environmentally-sensitive design of storm water collection and detention facilities. Look for opportunities to combine traffic calming and storm water 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, and consider the impact to regional air quality.
- ***Wildlife corridors*** – Recognizing and promoting the maintenance of wildlife corridors.

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.



Storm water Management and Green Infrastructure



*Special
stormwater
containment
features can
control water
runoff roadway*



- Storm water planters to control run off and improve water quality

Protection of environmental resources such as the Ravine

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





Developed landscapes including roadways are covered with impervious surfaces which can increase pollutant levels and increase stream flows degrading water quality. The Washington State Department of Ecology (DOE) establishes the storm water 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 storm water 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 storm water management approach that attempts to mimic the natural storm water hydrology of pre-development conditions. LID uses techniques that infiltrate, filter, detain, evaporate, and attenuate storm water 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 storm water infrastructure within traffic calming features such as curb, bulbs or by adding planting strip rain gardens that provide additional buffer from the sidewalk.

Balancing Community Needs

One of the more difficult 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/ 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 between community goals and design guidelines is an important function of the City of Bainbridge Island. Table 3-1 illustrates the issues that can arise for a variety of transportation improvements.



Table 3-1: Competing Community Needs

Project Type	Community Character concerns	Environmental concerns	Neighborhood concerns
Widen roadway for bicycle lanes	Increases paved width of roadways changing the road's look and feel	Promotes use of non-polluting vehicles, 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 have impacts to 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-polluting vehicles	Provides safe access for pedestrians

As illustrated in the table above, each of these examples could have competing concerns and sometimes, even within a single category. In other words, a highly desired project for one member of the community may be highly 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 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 4 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 to coincide with the character of their community. The high levels of congestion experienced during peak periods, especially on and around SR 305, is a common source of frustration for drivers.

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 Plan of 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 7 & 8.

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



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



Travel Corridors

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

- *Commute Corridors* – 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.
- *Shopping Corridors* – SR 305, Winslow Way, High School Road, Madison Avenue, Ericksen Avenue, Wyatt Way, Lynwood Center Road, and Valley Road.
- *School Corridors* – High School Road, New Brooklyn Road, Sportsman 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 counting 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 4-1.

Table 4-1. 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.

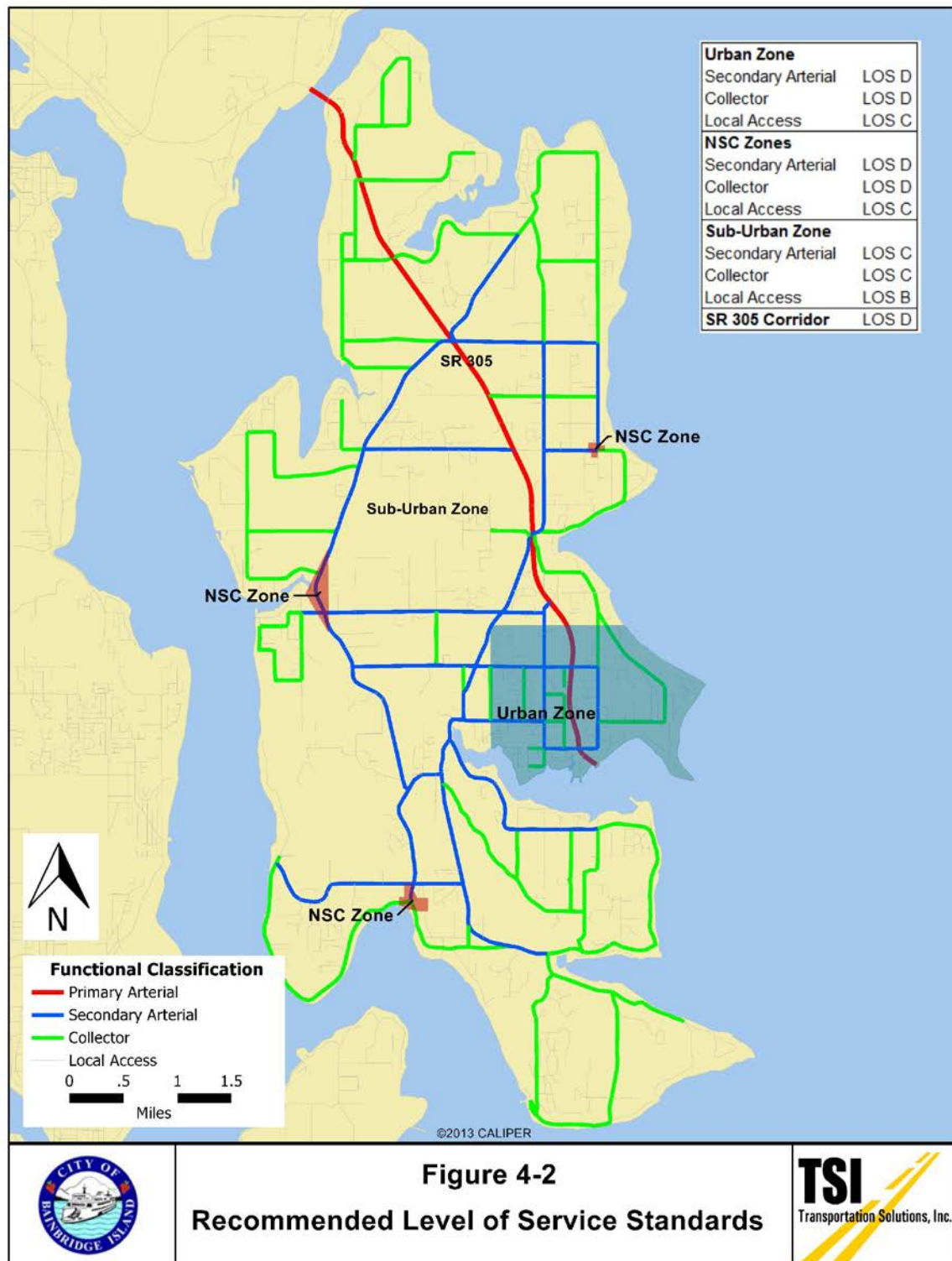
Streets and highways are assigned one of these classes, depending on the character of the traffic (i.e., local or long distance) and the degree of land access that they allow. Typically, a trip will use a combination of different road classes, with each classification having a specific function with



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.

Each roadway in the City's system has been assigned a functional classification, which reflects its operational characteristics including traffic volumes, surrounding land uses, and travel speeds. Figure 4-1 shows the functional classes of the arterials and collectors. Other roadways are local access.

The following changes to roadway classifications since 2004 are included in this update to the IWTP: Halls Hill Road from Blakely Hill to Rockaway Bluff from Local Access to Collector, Wallace Way from Madison Avenue to Ericksen Avenue from Local Access to Collector, and Upper Farms Road from Collector to Local Access.





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 urban and suburban areas of the Island.

The City has both urban and suburban standards. Urban standards are intended to apply within the urban center of Winslow, the urban town 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.

The roadway standards were created in 1997 and an update is needed to better address non-motorized elements and low impact development.

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 minimum standard for LOS that is used to determine 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.

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 4-3 describes the operation of the transportation system at each LOS ranking.



Table 4-3: 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 4-4 relates volume/capacity to LOS measurements for roadways.

Table 4-4. Roadway Level of Service and Volume/Capacity Ratio

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

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 roadway capacity policy is defined in the City Design and Construction Standards; see Table 4-5. 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 should 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 the City of Sammamish and which is consistent with the state of engineering practice.

Table 4-4. Existing Roadway Capacity Policy

<i>Functional Classification</i>	<i>Area Type</i>	<i>Capacity (ADT)</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>

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 4-6 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 4-6. 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 unsignalized (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 as a whole. 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 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: Urban, Sub-Urban, Neighborhood Services Centers, 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 4-2 and described below.

Urban Zone – (applies to roadways and intersections in the most developed areas of the City, mainly the greater Winslow area)

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

Neighborhood Service Centers (NSC) Zone – (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

Sub-Urban Zone – (applies to roadways and intersections in areas outside of the Winslow core and the NSC – 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)

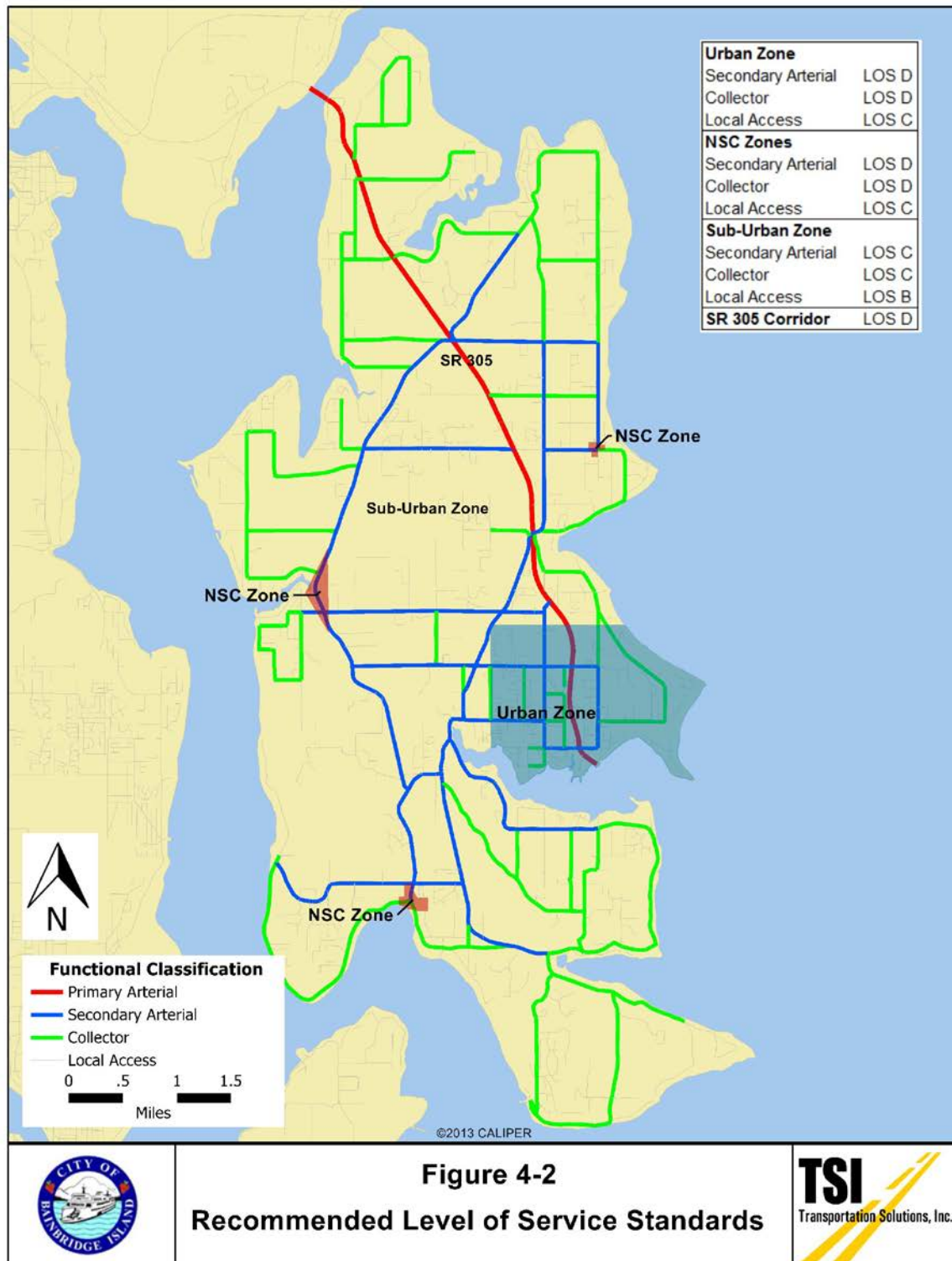
- All Roadways– LOS D

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.





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*.

Trips were distributed through the TAZ network using a doubly-constrained gravity model, which assumes that trips produced at a given origin and attracted to a given destination are proportional to the total trip productions at the origin and the total trip attractions at the destination. Trip impedance was calculated free flow travel time as input to a gamma function with calibration parameters adjusted based on local knowledge and relationships established in other regional models, including the Kitsap County travel demand model.

The last step of the demand modeling process was to assign trips from origin to destination zones via the roadway network. Roadway information including width, number of lanes by direction, and presence of non-motorized facilities were used to estimate roadway capacity. TransCAD's stochastic user equilibrium assignment process iteratively loads the roadway network until a travel time equilibrium solution is found.

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 is 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. The most recent survey was conducted in October 2013 and results were published in August 2014.

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 4-3 summarizes survey findings for the Seattle-Bainbridge Island ferry.

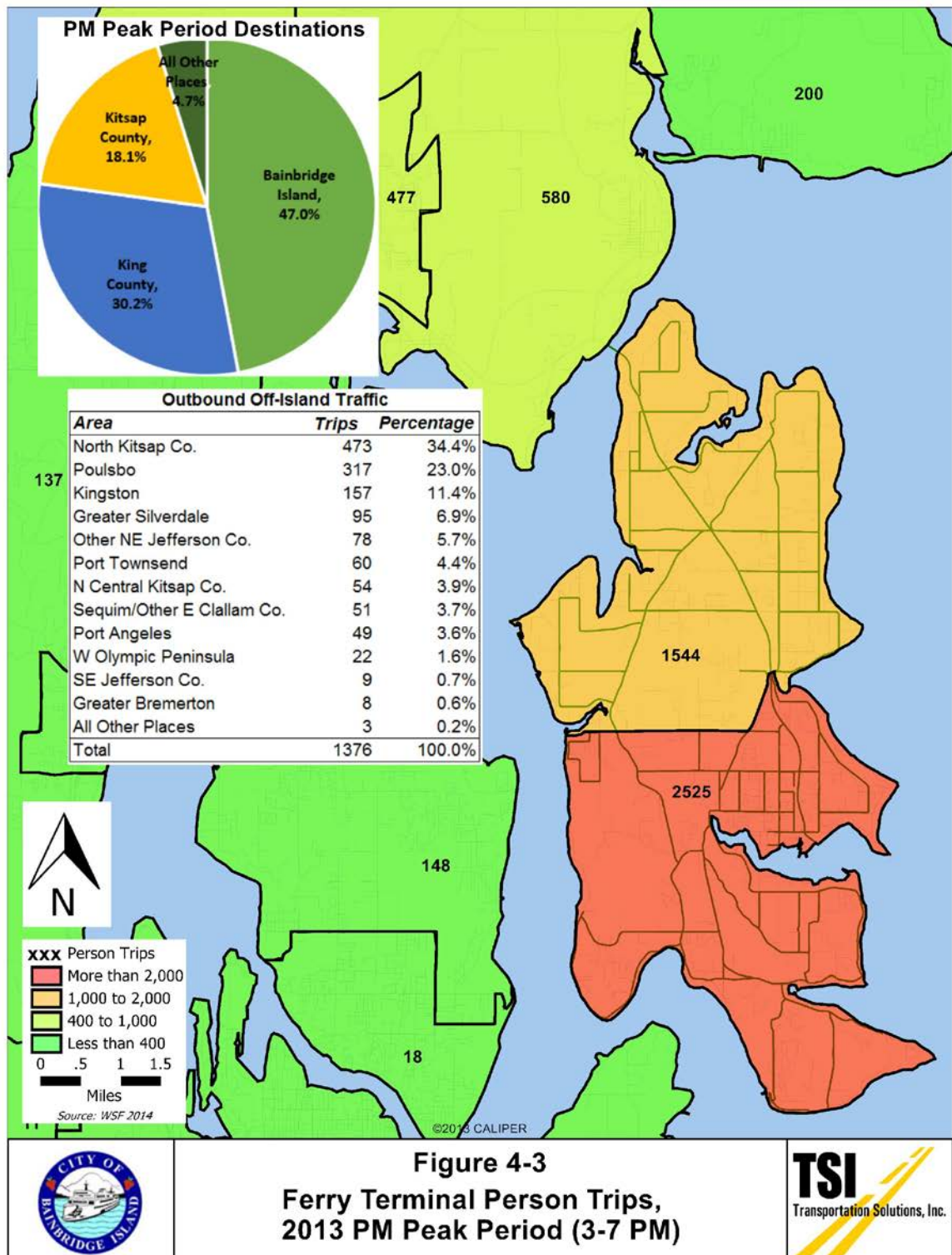
Highlights of the survey results are summarized below:

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



coming from areas adjacent to Bainbridge Island, as many as 40% of off-Island drivers could take advantage of new or improved service to downtown Seattle from Kingston or Bremerton.

- Nearly 70 percent of total weekday PM peak period ferry trips are destined westbound, with the other 30 percent of trips destined primarily for locations within Seattle.





Existing LOS

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

Figures 4-4 and 4-5 show 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 4-7. All intersections modeled on SR305 north of High School Road currently do not meet minimum LOS standards with the exception of 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.

The intersection of Wyatt Way and Grow Avenue has been converted from all-way stop to two-way stop control. This resulted in a decline in intersection level of service from LOS C to LOS F and results in intersection LOS failure based on existing standards. Under two-way stop control, vehicles on Grow Avenue experience high delay while vehicles on the Wyatt Way approaches experience LOS A with no delay. The control change was implemented to reduce traffic volume on Grow Avenue and maintain the street's ability to serve non-motorized users. However, the City should continue to evaluate options to maintain both vehicular and non-motorized level of service at this intersection.

Roadway LOS failures occur on SR 305 north of Day Road and on several collector roadway segments throughout the Island. As previously discussed, segment LOS is based upon volume-to-capacity ratio, which in turn depends on City capacity policy. There are no engineering-based (e.g. Highway Capacity Manual-based) segment capacity failures other than on SR 305. However, the current City capacity policy yields LOS failures on the following roadways:

- Madison Avenue from Day Road to Mary Sam Lane
- Phelps Road from Hidden Cove Road to Madison Avenue
- Pleasant Beach Drive from Point White Drive to Lytle Road
- Weaver Road from High School Road to Wyatt Way
- Ferncliff Avenue from Yaquina Ave to Lofgren Road
- Lofgren Road from Ferncliff Avenue to Moran Road
- Moran Road from Lofgren Road to Madison Avenue
- Winslow Way from Madison Avenue to Wood Avenue
- Parfitt Way from Madison Avenue to Wood Avenue
- Ericksen Avenue from Winslow Way to Wyatt Way



- Country Club Road from Blakely Avenue to Fort Ward Hill Road

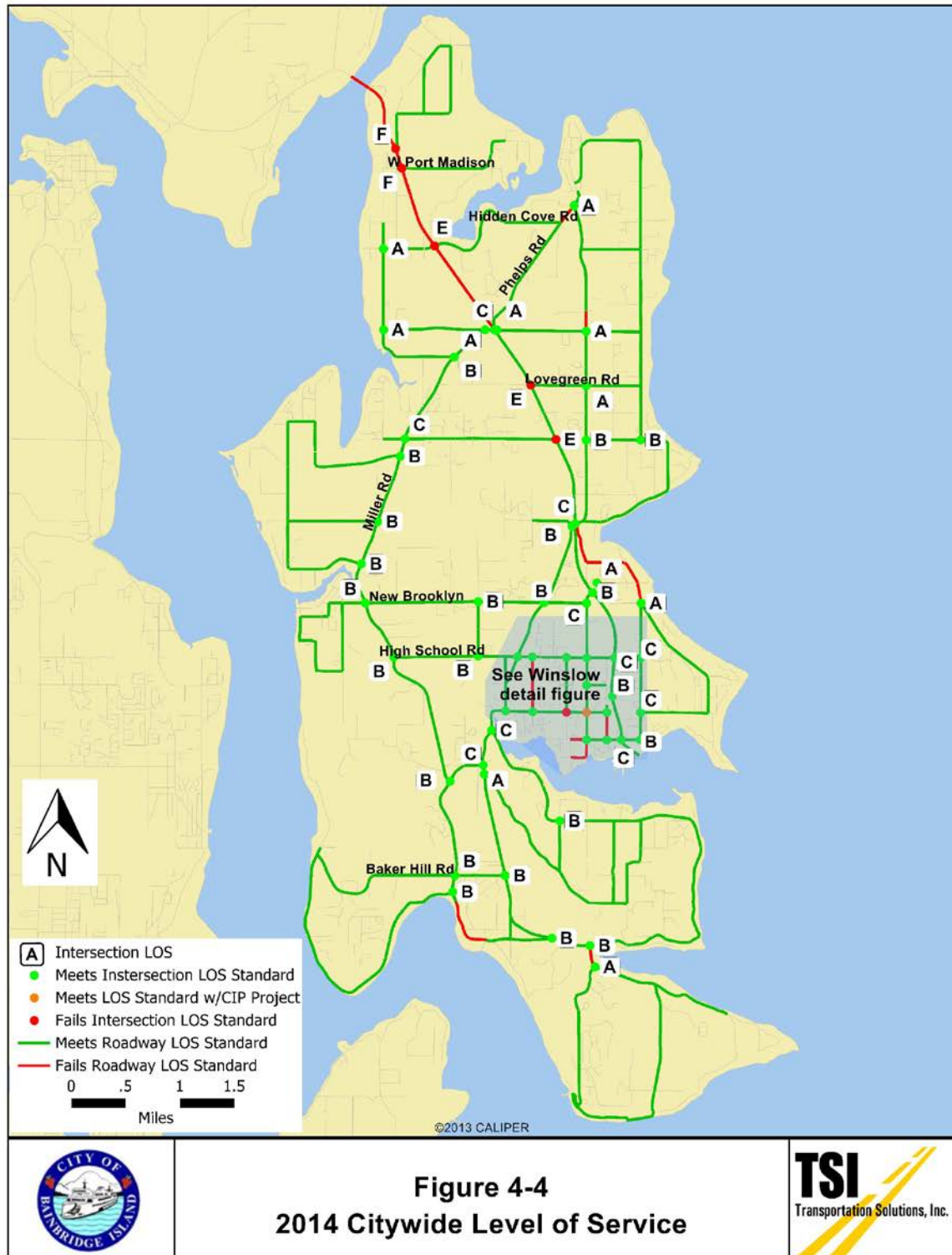






Table 4-7. Intersections PM Peak Hour LOS Analysis – 2014 Baseline

Intersection	Control Type	Roadway Class	EB	WB	NB	SB	Inter-section LOS	Meets Minimum LOS
Urban Zone								
High School Rd/Grow Ave	TWSC	A/C	--	--	C	--	C	Yes
High School Rd/Madison Ave	Roundabout	A/A	A	B	B	B	B	Yes
High School Rd/Ferncliff Ave	AWSC	A/C	B	A	C	A	C	Yes
Madison Ave/Wallace Way	TWSC	A/C	C	C	--	--	C	Yes
Winslow Way/Ericksen Ave	TWSC	A/C	--	--	--	C	C	Yes
Winslow Way/Madison Ave	AWSC	A/A	B	B	C	B	B	Yes
Wyatt Way/Grow Avenue	AWSC	A/C	C	C	B	B	C	Yes
Wyatt Way/Madison Ave	AWSC	A/A	C	C	F	D	E	No**
NSC Zone								
New Brooklyn Rd/Miller Rd	AWSC	A/A	B	B	C	C	B	Yes
Sub-Urban Zone								
Blakely Ave/Bucklin Hill Rd	TWSC	A/A	C	--	--	--	C	Yes
Eagle Harbor Dr/Bucklin Hill Rd	TWSC	A/A	--	C	--	--	C	Yes
High School Rd/Sportsman Club Rd	AWSC	A/A	B	B	B	B	B	Yes
Miller Road/Koura Road	TWSC	A/A	B	C	--	--	C	Yes
Wyatt Way/Finch Road	TWSC	A/A	--	C	--	--	C	Yes
SR 305								
SR 305/Agatewood Road	TWSC	H/C	--	F	--	--	F	No
SR 305/Seabold Road	TWSC	H/C	F	F	--	--	F	No
SR 305/Hidden Cove Road	TWSC	H/C	E	E	--	--	E	No
SR 305/Day Road	Signal	H/A	D	D	C	C	C	Yes
SR 305/Lovegreen Road	TWSC	H/C	C	E	--	--	E	No
SR 305/Koura Road	TWSC	H/A	E	--	--	--	E	No
SR 305/Sportsman Club Rd	Signal	H/A	C	E*	E*	C	D	Yes*
SR 305/Madison Avenue	Signal	H/A	D	C	C	B	C	Yes
SR 305/High School Road	Signal	H/A	E*	B	B	C	C	Yes*
SR 305/Winslow Way	Signal	H/A	C	D	C	A	C	Yes

H = Highway A = Arterial C= Collector R=Residential

AWSC = All-Way Stop Control TWSC = Two-Way Stop Control / Minor Street Stop



**Approach does not meet LOS standard; however, overall intersection LOS is met.*

***With planned roundabout intersection will operate at LOS A.*

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. This data was cleaned and 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 was 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 4-8 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 4-8. 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

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.

The year 2035 transportation model horizon matches the land use forecasting horizon used by PSRC and Kitsap County. 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 4-9 shows the citywide residential and employment forecasts used in this Plan.

Table 4-9. 2021 and 2035 Forecasts

	Households	% Change from Base	Employees	% Change from Base
2014 Base Year	10,040	--	7,779	--
2021 Forecast	10,948	9%	8,715	12%
2035 Forecast	12,763	27%	10,587	36%

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 Service Centers, industrial growth focused in areas currently zoned business/industrial, and residential housing growth occurring in areas where the greatest potential for new housing under the existing zoning could occur. 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 submodels).

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.

2016-2021 Programmed Improvements

A number of improvements are scheduled in the 2015 Capital Improvement Program to occur prior to 2021. These programmed improvements have been added into the 2021 transportation model forecast and assumed in the LOS calculations.

The following improvements which impact level of service are assumed to be in place by 2021:

- *Madison / Wyatt* – The intersection control will be changed to a signal or roundabout.
- *Wyatt/ Grow* – The intersection control will be changed to two way stop control. This work will be performed in conjunction with pedestrian crossing improvements and is intended to limit cut through traffic on Grow. The level of service for the north and south legs of the intersection would be allowed to decline in order to mitigate cut through traffic.

2021 LOS

The traffic model provides a representation of the expected traffic under 2021 conditions. Results of the 2021 forecast show continued heavy congestion and poor level of service along SR305 and some minor intersection problems in the Urban Zone around Winslow.

Roadway LOS

Roadway LOS failures occur on some relatively low volume collector roadways due to the capacity policy described above. These failures may not exist if capacity policy is revised to represent a Highway Capacity Manual or similar approach. Traffic congestion along SR305 is expected to continue.

Intersection LOS

The traffic model was used to identify locations where intersections may be the cause of poor operations. Table 4-10 shows the results of the 2021 Plan year intersection LOS analysis. Without mitigation, one intersection in the Urban Zone – Madison Avenue N / Wyatt Way NE – fails to meet the minimum LOS standards. In the Suburban Zone, the intersection of Bucklin Hill



Rd. and Blakely Ave. is forecasted to fail at LOS D. Several intersections on secondary arterials in the Urban Winslow Area operate at LOS C.

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 intersections at Hidden Cove Rd. and Koura Rd. falling from LOS E to LOS F.









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:

- *Blakely Ave/ Bucklin Hill Rd* – An intersection control improvement such as a signal or a roundabout would improve the intersection to LOS A. The intersection will be studied to determine what specific improvement should be constructed; however, the roundabout would be the preferred method by the community according to the survey conducted for this Plan.
- *Winslow Way/ Erickson Ave & Bjune* – Limited access, no left turns from Ericksen Ave is proposed for this location for peak hours. The improvement would result in LOS C at this location. This improvement would reduce conflicts in the offset intersection reducing congestion and improving safety for all users.
- *Madison Ave/ Wallace Way* – Limited access, no left turns from Wallace Way is proposed for this location for peak hours. The improvement would result in LOS C at this location.

WSDOT Mitigation

Five SR 305 intersections and two roadway segments currently fail to meet LOS and will continue to deteriorate. Table 4-10 describes improvements that could mitigate LOS failures, such as adding turning lanes or signalization. Refer to chapter 5 of this Plan for recommendations.



Table 4-10. Intersections PM Peak Hour LOS Analysis – 2021 Forecast

Intersection	EB	WB	NB	SB	Inter- section LOS	Mitigation
Urban Zone						
High School Rd/Grow Ave	--	--	C	--	C	
High School Rd/Madison Ave	B	B	B	B	B	
High School Rd/Ferncliff Ave	B	B	C	A	C	
Madison Ave/Wallace Way	C	C	--	--	C	Prohibit WB left turns from Wallace Way. LOS D without mitigation.
Winslow Way/Ericksen Ave	--	--	--	C	C	Prohibit SB left turns from Ericksen Avenue. LOS D without mitigation.
Winslow Way/Madison Avenue	B	B	C	B	C	
Wyatt Way/Grow Avenue	--	--	F	C	F	After planned conversion from AWSC to TWSC
Wyatt Way/Madison Ave	A	A	A	A	A	Planned roundabout.
NSC Zone						
New Brooklyn Rd/Miller Rd	B	B	C	C	C	
Sub-Urban Zone						
Blakely Ave/Bucklin Hill Rd	A	--	A	A	A	Roundabout. LOS D without mitigation.
Eagle Harbor Dr/Bucklin Hill Rd	--	C	--	--	C	
High School Rd/Sportsman Club Rd	B	C	B	B	B	
Miller Road/Koura Road	B	C	--	--	C	
Wyatt Way/Finch Road	--	--	--	C	C	
SR 305						
SR 305/Agatewood Road	--	D	A	A	A	Signal. LOS F without mitigation.
SR 305/Seabold Road	D	D	A	A	A	Signal. LOS F without mitigation.
SR 305/Hidden Cove Road	C	B	A	A	A	Signal. LOS F without mitigation.
SR 305/Day Road	D	D	C	C	C	
SR 305/Lovegreen Road	C	C	A	A	A	Signal. LOS E without mitigation.
SR 305/Koura Rd	C	--	A	A	A	Signal. LOS F without mitigation.
SR 305/Sportsman Club Road	A	A	C	C	C	
SR 305/Madison Avenue	D	C	C	B	C	
SR 305/High School Road	C	C	B	B	C	
SR 305/Winslow Way	C	D	A	A	C	

**Approach does not meet LOS standard; however, overall intersection LOS is met.*



2035 Traffic Forecast

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

2021-2035 Model Forecast Improvements

Few projects have been programmed into the traffic model to be constructed between 2021 and 2035. The City's traffic plan has not been updated since 2004 and was not formally adopted. The State has recently begun longer term planning for the SR305 and other corridors. Because only a few improvements have been included in planning documents beyond the six-year period for either City or State facilities in the study area.

The following improvements are assumed to be in place by 2035:

- *SR305 / Suquamish* – A roundabout is planned for this intersection. This intersection is outside the study area for this Plan and is not evaluated in the traffic model.

2035 LOS

The traffic model produces a forecast of 2035 traffic conditions, which are shown in Figure 4-8 and 4-9. Results of the 2035 forecast show continued heavy congestion and poor level of service along SR305 and some minor intersection problems in the Urban Zone around Winslow.

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 several collector roadways throughout the Island. For the 2035 forecast year, SR 305 is expected to fall below the minimum LOS standard from Madison Avenue to the north end of the Island.

Intersection LOS

The intersection analysis results from the 2035 Plan year are shown in Table 4-11. Assuming the identified short term planning horizon improvements are provided in the urban zone, no further intersection improvements are needed or anticipated. 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 Madison Avenue. The intersections at SR 305 and Agatewood Road, Seabold Road, Hidden Cove Road, Lovegreen Road, and Koura Road would all be at LOS F. The poor operation of the highway would cause it to act as a barrier to cross-Island traffic, impacting operations of the City's roadway system as a whole.

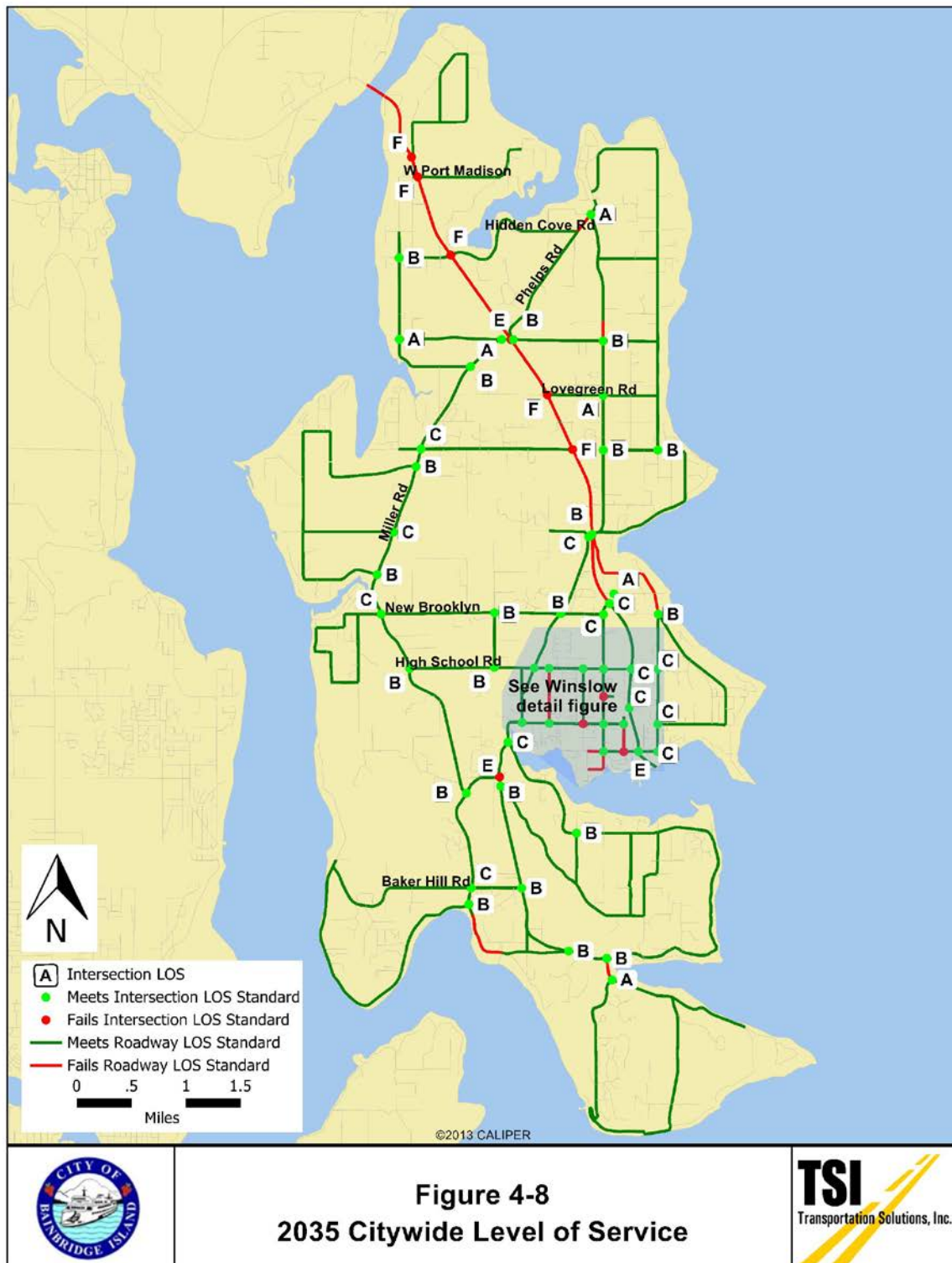






Table 4-11. Intersections PM Peak Hour LOS Analysis – 2035 Forecast

Intersection	EB	WB	NB	SB	Inter- section LOS	Mitigation
Urban Zone						
High School Rd/Grow Ave	--	--	C	--	C	
High School Rd/Madison Avenue	B	B	C	B	B	
High School Rd/Ferncliff Ave	C	B	D	B	C	
Madison Ave/Wallace Way	-	C	-	-	C	Prohibit SB left turns from Ericksen Avenue. LOS E without mitigation.
Winslow Way/Ericksen Ave	-	-	--	C	C	Prohibit SB left turns from Ericksen Avenue. LOS E without mitigation.
Winslow Way/Madison Avenue	C	C	D	C	C	
Wyatt Way/Grow Avenue	--	--	F	D	F	No mitigation identified.
Wyatt Way/Madison Avenue	A	B	A	A	A	
NSC Zone						
New Brooklyn Rd/Miller Rd	B	C	D	D	C	
Sub-Urban Zone						
Blakely Ave/Bucklin Hill Rd	A	--	A	B	A	Roundabout. LOS E without mitigation.
Eagle Harbor Dr/Bucklin Hill Rd	--	C	--	--	C	
High School Rd/Sportsman Club Rd	A	B	A	A	B	
Miller Road/Koura Road	C	C	--	--	C	
Wyatt Way/Finch Road	--	--	--	C	C	
SR 305						
SR 305/Agatewood Road	--	E*	A	A	A*	Signal. LOS F without mitigation.
SR 305/Seabold Road	D	D	B	A	A	Signal. LOS F without mitigation.
SR 305/Hidden Cove Road	D	D	B	A	B	Signal. LOS F without mitigation.
SR 305/Day Road	D	C	B	C	C	Add NB/SB queue lane
SR 305/Lovegreen Road	C	C	A	A	A	Signal. LOS F without mitigation.
SR 305/Koura Road	D	--	A	A	A	Signal. LOS F without mitigation.
SR 305/Sportsman Club Road	A	A	D	C	C	
SR 305/Madison Avenue	D	C	C	B	C	
SR 305/High School Road	C	C	B	C	C	
SR 305/Winslow Way	D	D	B	B	C	

*Approach does not meet LOS standard; however, overall intersection LOS is met.



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 following projects are proposed to improve LOS at the four identified substandard intersections:

- *Bucklin Hill/ Eagle Harbor Drive* – An intersection control improvement such as a signal or a roundabout would improve the intersection LOS to B. The intersection will be studied to determine what specific improvement should be constructed; however, the roundabout would be the preferred method due to the three way configuration, traffic calming benefit for downhill traffic, and avoiding operational resource impacts of signals.
- *Bucklin Hill Road/ Blakely Avenue* – An intersection control improvement such as a signal or a roundabout would improve the intersection LOS to B. The intersection will be studied to determine what specific improvements should be constructed; however, the roundabout would be the preferred method due to traffic calming and operations resource considerations.
- *Madison Avenue/ Wallace Way* – An intersection control improvement such as prohibiting left turns during peak traffic hours is recommended.

WSDOT Mitigation

In 2035, most of the intersections and 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 5.

Other Mobility Issues

There 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 includes the connectivity of the roadway system, access management, and special study areas identified by the Steering Committee.

Connectivity

Connectivity is defined as the level of connections between roadways in a transportation system. In concept, connectivity describes the efficiency of travel between any two points on the roadway



system. A high level of connectivity is characterized by a well-developed street network, available alternative routes, quick response times for emergency vehicles, good mobility for pedestrians and bicyclists, and an efficient use of the roadway system. A low level of connectivity is characterized by numerous dead-end streets, cul-de-sacs, and roadways that do not connect, resulting in poor response times for emergency vehicles, circuitous routing of pedestrian and bicycle travel, and inefficiencies in traffic flow. Low connectivity can also result in interrupted access to areas in the event of a road closure such as a traffic accident or landslide, which can result in the loss of development opportunities for some properties if they aren't served by the public roadway system, 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 subarea, 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 of the sub-urban areas have low connectivity with few alternate connections and wide street spacing, requiring difficult routing between areas.

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

Seventeen connectivity projects have been identified across the Island to be developed as traffic and other needs dictate. These are shown in Figure 4-10 (general area of connection shown with star) and described in Figure 4-11. The potential connections shown are recommended for development by the Steering Committee. The recommendations were developed by looking at the needs of schools, fire and emergency medical response, and other public facilities, as well as access to landlocked properties. Each potential connection will be considered separately as traffic patterns and emergency response times warrant, will be studied to identify potential impacts, and will include discussions with affected property owners. Connections will be included with other nearby projects if possible. Connectivity improvements are not included in this Plan's 2035 traffic model.

Access Management

Access management is the control of the number and location of access points along a roadway, in order to provide access to property, maximize safety for all roadway users, and optimize roadway operations. Access management is especially important on arterial roadways and highways where there is or may be high travel speeds and traffic volumes are desired.

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 point's increases capacity and traffic speeds.



Multiple conflict points not only slow traffic and reduce roadway capacity, but also increase the potential for accidents. 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 SR-305 corridor, particularly north of Hidden Cove Road. Along this stretch of the highway there are multiple driveways and streets where the only access to properties is via the State Highway.

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. The objective of an access management program is to provide access to a property while limiting negative impacts to the property.

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 the institution of 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 while minimizing the impacts on existing property owners.

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 4-10
Connectivity
Improvements**

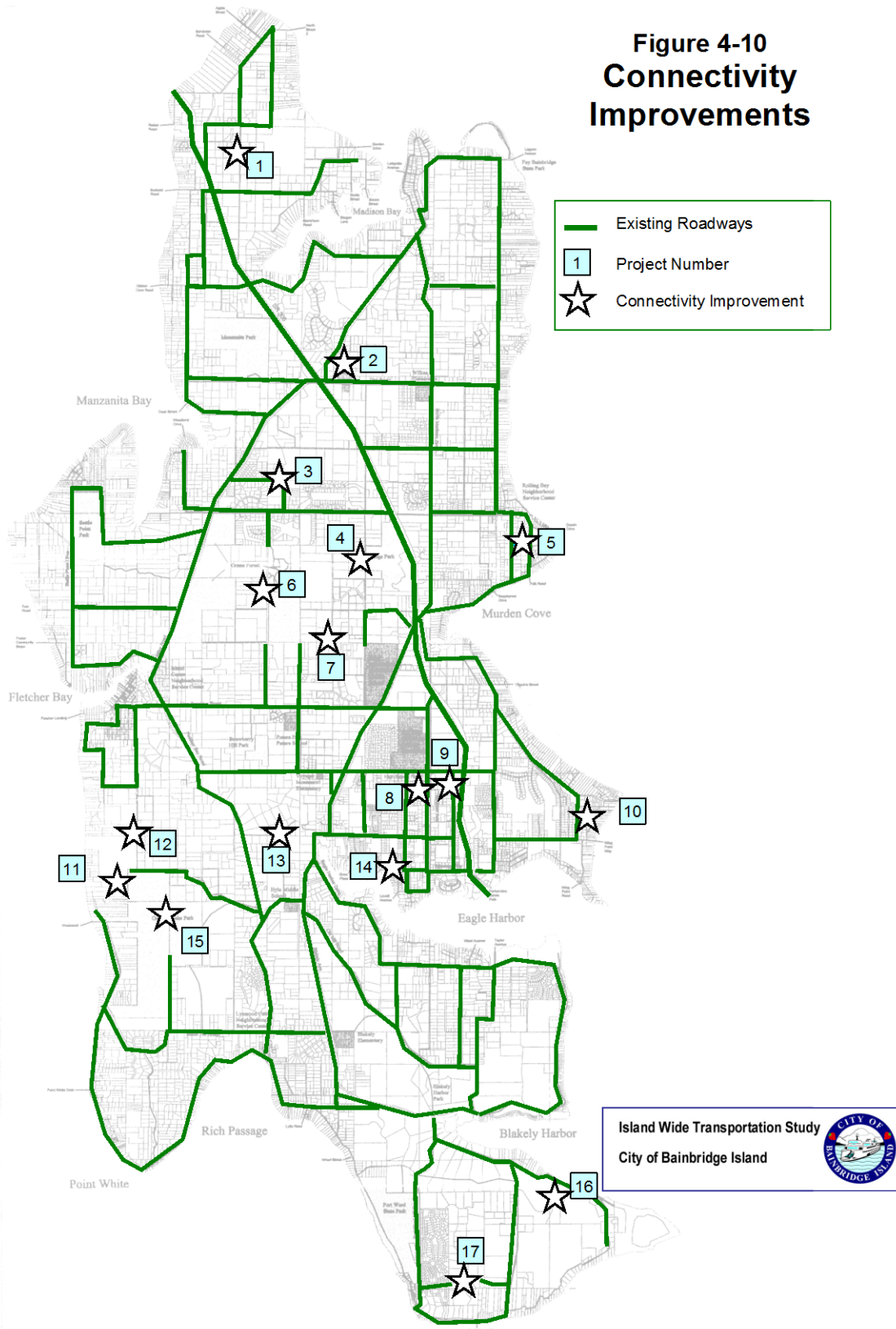




Figure 4-11

Guide To Potential Connectivity Improvements

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.
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. **Fieldstone/Bayhill Road** – The extension of Bay Hill Road to Fieldstone Lane would improve neighborhood circulation.
4. **Wardwell Road** – The connection between Wardwell Road and Koura Road would improve the circulation opportunities in the central Island area, provide a secondary access to the Wardwell Road area, and provide access to undeveloped parcels. One alternative may be to provide non-motorized through access and limit motorized use.
5. **Manitou Beach Road** – This proposed segment would provide a connection between upper Manitou Beach Road and Falk Road providing a secondary access to the area where shoreline erosion problems threaten sections of Manitou Beach Road.
6. **Mandus Olson Road** – The connection of north and south portions of Mandus Olson Road would provide better circulation throughout the area, a through connection between the two existing street segments, and access to undeveloped parcels. There is currently an unimproved gravel path at this location limited to non-motorized use. One alternative may be to limit this route to non-motorized use.
7. **Paulanna Road** – The extension of Paulanna Road to Bucsit Lane would provide secondary access to the area and could connect north to Wardwell Road.
8. **Ihland Way** – The connection of Ihland Way through to Madison Avenue would break up the superblock between Wyatt Way and High School Road.
9. **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.
10. **Dingley/Alder/Fairview** – This project would connect segments between these dead-end roadways to improve neighborhood connectivity.
11. **Marshall Road** – The extension of Marshall Road west to Crystal Springs Road would be an important link in developing a system of streets in the largely undeveloped southwest area of the Island. The current roadway is a long dead-end with a single access point.



12. **Springridge Road** – The extension of Springridge Road south to Marshall Road extension (see #11) would be part of the circulation improvements to the southwest portion of the Island. This roadway would also provide access to undeveloped parcels.
13. **Wyatt Way/Fletcher Bay** – Develop a western extension of Wyatt Way between Bucklin Hill Road and Fletcher Bay Road to provide secondary access to south Island locations and provide access to undeveloped parcels.
14. **Shepard Way** – This connection between Grow Avenue and Nicholson Place would create a secondary access and better circulation in the area for motorized and non-motorized users. There is currently an unimproved gravel path at this location limited to non-motorized use.
15. **Deerpath Lane** – The extension of Deerpath Lane north to NE Marshall Road would increase the connectivity in this south Island area. The current roadway is a long dead-end with a single access point.
16. **Country Club Road** – The connection between Country Club Road and Toe Jam Hill Road would provide an access around a potential shoreline erosion area.
17. **Darden Lane** – The project would connect Fort Ward Hill Road and Toe Jam Hill Road by developing a roadway segment connecting Evergreen Avenue and Darden Lane.
18. **Reitan Road** - Providing an access on both sides of the highway is recommended to maintain reliable access to the neighborhood as the only access is from SR305. This improvement would allow limited access for a section of SR305.
19. **Agate Beach Land** - Providing a frontage road to link this and other properties fronting SR305 is recommended to maintain reliable access. This improvement would allow limited access for a section of SR305.

CHAPTER 5 SR 305



The SR 305 highway is the State Highway's primary connection (via the WSF) between Seattle and the Kitsap Peninsula. Traffic during the morning and evening peak travel hours has continued to worsen 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 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 that is 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. According to US Census data, 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 4) shows that current conditions on SR 305 do not meet the WSDOT minimum LOS standards, and future traffic will be even worse. Currently, along the SR305 Corridor all collector street intersections fail and one secondary arterial intersection (Koura Rd.) do 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 study area, 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 – are shown for the 2015, 2021, and 2035 years in Figures 5-1, 5-2, and 5-3.











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 would be the lead agency and would have 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 and is a Highway of Statewide Significance, 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, and a significant financial outlay.

This Plan updates the 2004 Island-Wide Transportation Study. The 2004 Study forecasted significant traffic growth on SR 305 which has not occurred as anticipated. This study updates the SR 305 travel demand and level of service forecasts using the planning and operational models described in Chapter 4 of this Plan, which yielded a more modest growth forecast than described in the 2004 Study. The updated Plan studied the roadway network on the Island, which does not include the intersection of SR 305 and Suquamish Way to the north of the Agate Pass Bridge. It is understood that short- and long-term improvements along SR 305 must consider the SR 305 corridor as a whole and that congestion at Suquamish Way could impact operations on the Bainbridge Island roadway network.

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 the SR305 to compare their effectiveness to improve mobility along the corridor, improve permeability across the corridor, and provide reliable access to neighborhoods whose only access is from SR305. Based on this information, the NMTAC and Staff, could include 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

Two preliminary alternatives were developed to examine different future scenarios to see if there is a way to overcome the SR 305 operational deficiencies.



The first alternative, Alternative A, represents the scenario with all crossings at grade and improved and additional signalized intersections. Limited access is included at north Island locations. Refer to Figure 5-4.

This concept includes:

- Access from both sides of the highway from Reitan Rd.
- Frontage road serving Agate Beach Ln. and Agatewood Dr.
- Signals at Agatewood Dr. and West Port Madison Rd. w/ combined operation.
- Widening of the signalized intersection at Day Rd. to add two lanes at the north and south legs of the intersection.
- Widening of the signalized intersection at Sportsman's Club Rd to add two lanes at the north and south legs of the intersection.

Signals are spaced from the SR305 Sportsman's Club Road intersection north at a regular spacing such that signals can be timed to minimize travel times along SR305. In this scenario, funding is prioritized to ensure that most Island locations have reliable access to SR305. The State envisions a roundabout at Suquamish Way to be one viable long term alternative. If constructed, limited access between the roundabout and the first traffic signal on the Island would be needed as there would be no control of traffic flow at peak hours. The SR305 intersections at Hidden Cove Rd, Lovegreen Road, and Koura Road would fail during the PM peak hour. The traveling public at these times could choose to access SR305 at other signalized intersections at peak hours in most cases.

The second alternative, Alternative B, represents a scenario that incorporates a reversible transit and car pool lane and separated grade crossings. Limited access is included for the entire corridor. Refer to figure 5-5.

This concept includes:

- Access from both sides of the highway from Reitan Rd.
- Frontage road serving Agate Beach Ln. and Agatewood Dr.
- Overpass of SR305 at Agatewood Dr. w/ no access to SR305
- Interchange underpass of SR305 at West Port Madison Rd.
- Underpass of SR305 at Hidden Cove Rd w/ no access to SR305
- Interchange overpass of SR305 at Day Road and reconfiguration of Phelps road approach.
- Interchange w/ underpass of SR305 at Sportsman's Club Road and abandonment of Moran Road access to N. Madison Ave.

The State envisions a roundabout at Suquamish Way to be one viable long term alternative. If constructed, limited access between would be needed on the north end of the Island south of the roundabout as there would be no control of traffic flow at peak hours. The SR305 intersections at Lovegreen Road and Koura road would fail during the PM peak hour. The traveling public at these times could choose to access SR305 at other intersections at peak hours in most cases. While not included in this Plan, an underpass of SR305 could be added at Koura Rd. Alternative connectivity for other local access roadways serving smaller neighborhoods with their only access at SR305 could also be studied.

Using a modified Highway Capacity Manual-based arterial roadway capacity calculation methodology and the roadway level of service standards described in Chapter 4, roadway level



of service failures would persist along most of the SR305 corridor under both alternatives described in this Plan.

Special Study Results and recommendations for further study

The two 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. In each alternative, the number of intersections was minimized while providing for reliable access to most Island locations. LOS C or better is maintained at most intersections for both alternatives. With alternative B, an LOS B or better is achieved for most intersections north of the urban center of Winslow. However, in some locations alternative longer routes would need to be taken to access intersections meeting LOS standards. Additional intersection improvements could be evaluated in a more comprehensive plan. Roadway level of service failures are not mitigated in either of the two alternatives but would require additional roadway capacity along the SR305 corridor (e.g. in the form of added travel lanes) or decreased volume. Note that it is assumed in the analysis that the SR305 intersection at Suquamish Way will be improved so as not to have a ripple effect on Island intersection locations.

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

The SR305 corridor as it exists today and with any future improvements will have 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 – The 2004 IWTS included a special study that looked at two improvement scenarios. The first scenario, Alternative A, assumed increasing congestion would not be mitigated and interchanges and crossings to restore east-west travel along the corridor. Permeability for all modes remains a key consideration for any scenario.
- Maintaining reliable access for neighborhood – For many neighborhoods, such as in the Agate Pass and West Port Madison areas, the only access is from roadways that connect to SR305. Maintaining reliable access is an important aspect of any scenario.
- Sound to Olympics Trail and Inter-Island Trails – The City envisions a network of regional and sub-regional separated pathways along and crossing the SR305 corridor. The existing and potentially wider highway presents a barrier to many users. Permeability for active modes of transportation is a key consideration for intersection and other improvements.
- Bus Transit – Improving efficiency of and access to transit along the corridor is an important aspect that should be studied and integrated into all scenarios. Collaboration with Kitsap Transit is needed to explore possibilities.



Other SR 305 Issues

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

SR 305 Recommendations

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.







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

Interim Improvements:

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

- Support WSDOT's proposed right hand turn lane at the south leg of the Suquamish Intersection, including bicycle lane, and pedestrian sidewalk and crossing improvements.
- 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.
- 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 access to ferry and bus transit including park and ride and bike parking opportunities both on and off island.
- The proposed West Port Madison Intersection project should be scoped and evaluated for inclusion in the City's Capital Improvement Plan.

Long Term Recommendations:

The following Long Term specific improvement projects are recommended:

- Advocate for improvements at the intersection to Suquamish to address north south mobility/capacity. Advocate for the bi-direction transit lane recommended in the 2006 Multi-modal plan.
- Advocate for Agate Pass Bridge replacement/ renovation.
- Advocate for a separated pathway for non-motorized users in conjunction with the bridge replacement.
- Advocate for limited access improvements at Reitan in conjunction with the bridge replacement. This would include access for Reitan and possibly connection frontage roads from both sides of the highway in conjunction with the bridge replacement.
- Advocate for a joint signal at Agate Point & West Port Madison to restore access to these "highway locked" areas.
- Advocate for channelization and signal improvements to accommodate additional north-south queuing capacity (4 lanes) at the Day Road Intersection.
- Advocate for a right hand turn lane at the west leg of the Madison intersection. Note that intersection improvement at New Brooklyn should also be considered at that time.
- Advocate for capacity improvements to roadway segments north of the Madison Avenue intersection. Alternatives may include HOV lanes, a reversible HOV lane, or shoulder use by HOV's. Improvements should be design to accommodate bus rapid transit.

The above improvements should be evaluated in studies undertaken by the City or other agencies.

If and when the State legislature resolves its transportation funding challenges, the City could then re-evaluate opportunities to partner with WSDOT Olympic Region, Washington State Ferries, Kitsap Transit, and other local agencies to invest in planning/permitting (EIS) for the implementation of a large scale multi-modal regional transportation improvements to the SR305 Corridor. Until that time, the long term project improvements identified in the Plan



recommendations will serve as policy guidance for the City and City recommendations for WSDOT and other jurisdictions.

Chapter 6 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 accident history and high accident locations. The maintenance section describes maintenance issues, activities, and programs that occur on the Island.



Safety

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 accidents on substandard roadways, including demographic changes to the Island's population, preferences for larger or more powerful vehicles, increased motor vehicle volumes, and demands for greater use of roadways by pedestrians and bicyclists. Crashes 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 is a factor in the risks and severity of traffic accidents. Both the likelihood of accidents 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, including 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 even 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:

- Speed Limits – Consider neighborhood context and existing and future non-motorized use when establishing speed limits. For local access and minor collector streets, lowering speed limits can be an effective tool for obtaining lower speeds. For secondary arterials and major collectors, speed zones with lower speed limits can be an effective tool for lowering speeds. When traffic engineering professionals consider lowering the speed limit has potential for achieving lower speeds then the non-motorized safety aspects of the study should be heavily weighted in the analysis.
- In developing capital projects, consider elements that manage speed, improve safety and traffic calming:
- Bicycle climbing lanes at locations where differential speeds are higher between cyclists and motorists;
- Pathways separated from the roadway for pedestrians, wheel chair users, and cyclists;



- Roundabouts, traffic islands, and curb bulb outs;
- Maintaining or providing vegetation close to the roadway.

In developing transportation improvement programs consider types of projects that provide improved safety for the traveling public, such as:

- Complete Streets,
- Shoulder Improvements,
- Separated Pathways, and
- Greenways.

Accident data is often used to identify the location of safety issues. While the number of accidents does provide an indication of the safety of an intersection or roadway, it does not mean a location is safe. Often drivers will adjust their driving behavior to match the design of a roadway. For example, a driver may be more cautious and slow their travel speed when approaching a corner where there is limited sight distance. Types of safety concerns that can be identified by 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.
- *Intersection Configuration* – Accidents 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* – Accidents 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* – Accidents related to vehicle speeding, intersection traffic violations, driving under the influence of alcohol or illegal drugs.



Accident History

Accidents 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 accidents of 5 or more is considered to be a high accident location. For signalized intersections 7 or more accidents is considered to be a high accident location.

City Intersections

Table 6-1 indicates intersection locations with 10 or more accidents over the ten year period ending in 2014 per the City's accident data base at locations other than along the SR305 corridor. Current data is compared with data from the previous study which was reported over a 9.5 year period ending in 2000.



Table 6-1. Bainbridge Island Accident Locations

Intersection			Accidents 2005- 2014	Average Annual Accidents	Accidents 1991 - 2000	Average Annual Accidents
Type						
High School Rd	@ Madison Ave.	RA	22	2.2	45	4.7
High School Rd	@ Hildebrand Lane	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 accident criteria threshold. The highest number of accidents is reported for the two intersections along High School Road west of and in closest proximity to SR305.



State Route 305 Intersections

Table 6-2 indicates the accident rates at primary intersections along the SR 305 corridor as from data available from the Washington State for the ten year period ending in 2014. The number of reported accidents, and the average annual rate over a 3.25-year period from the prior IWTs. Annual average accidents are shown for comparison purposes Department of Transportation. The table displays the intersection cross streets, the type of intersection (“S” signalized, “U” un-signalized),

Table 6-2. SR 305 Accident 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 Rd.	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

As indicated by the table, the intersections at SR 305/Madison and SR 305/Sportsman's Club exceed 7 accidents 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.

Accidents involving pedestrian and cyclists

From review of the State accident report there were 19 injury accidents reported involving pedestrians (6) and cyclists (13) along the SR305 corridor for the ten year period. The highest concentration of accidents was near the Ferry Terminal. The vast majority of accidents outside of the urban Winslow area involved cyclists. A project for implementing non-motorized improvements on SR305/ Olympic Drive near the Ferry Terminal is in progress.

From review of City accident reports outside of SR305 there were 121 injury accidents reported involving pedestrians (27) and cyclists (94) for the ten year period. There was at least one fatality involving a pedestrian on struck crossing the street on 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 require a combination of approaches ranging from educating the driver, enforcement, to improving the roadway. Roadway improvements fall into two major categories — improvements designed to prevent crashes from occurring, and improvements that minimize the severity of crashes that occur. Types of improvements that can improve safety problems 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 breakaway on impact, barrier walls or guardrails that redirect vehicles away from hazards, and crash cushions that absorb energy and lessen the severity of crashes where appropriate.
- *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 not meeting current design standards and some are in disrepair. There are some locations where new guardrails may be warranted due to roadway configuration, topography, traveled 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 with 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, which can lead to rear end crashes.
- *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 of high accident locations,
- Identifying and mitigation of intersections with poor LOS operations, and
- Including safety as a factor in the evaluation of the roadway system.

Safety Programs

- 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 increasingly important function of the City of Bainbridge Island is preservation and maintenance of the existing roadway system. Careful maintenance allows existing travel corridors to keep 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 also 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 drivers. 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 increasingly becoming 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 roadway system has a number of on-going needs to keep the current roadway system functioning, and to prevent major roadway 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* – Island-wide, 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. The April 11, 2001 Pavement Management Program evaluated 462 street segments totaling 256 lane miles in length. The study recommended a strategy for each of the streets evaluated for either 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 crush rock layer), or overlay new asphalt over the existing pavement.
- *Gravel grading program* – The City fills and regrades the surface of the gravel roads in the system 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.

How study addresses maintenance

The IWTS proposes improvements that will address roadway maintenance and promote the long-term preservation and operation of the street system. Maintenance related elements of this Study include:

- Establishing the use of existing City transportation facilities as key elements of the future travel network. The need to maintain and improve these facilities is required to meet City roadway standards
- Promoting maintenance as a priority need in the budgeting and financing of transportation functions.
- Identifying roadway improvements that meet the minimum requirements of the City's Design and Construction Standards and Specifications.

CHAPTER 7 NON-MOTORIZED SYSTEMS



Non-Motorized Modes – people walking, cycling, horseback riding, and using wheelchairs – play an important role in Bainbridge Island’s transportation system. Many peak hour commuting trips as well as other trips are made walking or riding. Having non-motorized choices available is important to many Island residents. Providing facilities that accommodate non-motorized users provides for safety, mobility, supports development density, encourages healthy lifestyles, reduces impact to the environment, and ultimately provides 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 pass. The Agate Pass Bridge was constructed in 1950. Auto ferry service to Seattle followed in 1951. With the onset of the golden age of the automobile, reliance on non-motorized transportation declined. As a rural oasis from the growing urban center of Seattle, 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 nearby the Town of Winslow and other outlying Island town centers. With a reliable transportation to Seattle, a commuter culture developed and Bainbridge evolved to be more suburban. With increasing population, bus transit linking residential areas to the ferry terminal became an important element of the transportation system. In more recent times, with increased density closer to the ferry terminal increasing traffic congestion, and greater awareness of health and environment, walking and biking have become a more attractive mode 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.
- Formation of the Core 40 Program to provide a 40 mile integrated shoulder network for bicycles island-wide in 2007. 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 to the Island-Wide Transportation Study, the Non-Motorized Plan is being incorporated into the Plan. Both the 2003 Non-Motorized Plan and the 2004 Transportation Study were extensive efforts that involved considerable staff time, comprehensive consultant support and extensive public outreach. Much of the information in the past Plans is still relevant today and remains a useful reference. The current update is more limited in scope and budget. The limited update is being prepared by City Staff with consultant support for updating information from the updated traffic model from the recent impact fee study. Public involvement includes participation by the NMTAC in the revisions to the Plan and review of the final draft by the Planning Commission. All of those meetings are open to the public. The final draft of the Plan is intended to be utilized to inform the update of the City's Comprehensive Plan Transportation Element. The Comprehensive Plan update includes more extensive public involvement.

Vision, Goals, and Policies

Broader transportation vision and goals, including those for non-motorized transportation, are included in Chapter 2 of this Plan. This section provides more specificity for non-motorized transportation goals.

Overall Goal



To 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 connects neighborhoods with parks, schools, shoreline, ferry terminal, and commercial areas in a way that maximizes mobility for all ages and abilities. This non-motorized network provides a sense of safety and comfort for pedestrians, bicyclists and equestrians, and ADA accessible facilities wherever possible, while respecting the natural environment, and character of existing neighborhoods and private property rights.

Goal 1: Mobility and Connectivity

Develop a non-motorized transportation system that effectively serves the needs of all ages and abilities of Bainbridge Island residents including people walking, cycling, in wheelchairs, and horseback riding by providing a continuous network of context-sensitive infrastructure. The infrastructure should include attractive shoulders, sidewalks, footpaths, multi-purpose trails, and bikeways throughout the Island that are connected to main origins and destinations as well as regional systems.

GOAL 1 POLICIES

NM 11

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.

NM 12

Provide safe and appropriately scaled, continuous non-motorized access that connects neighborhoods with Neighborhood Service Centers, Winslow, ferry terminal, schools, parks, recreation areas, shoreline road-ends, transit connections, and regional destinations.

Discussion: Transportation facility needs vary depending on the expected use, the type and volume of users, and volume and speed of vehicle traffic. Standards must reflect the specific needs and character of the immediate area while providing adequate, safe, and effective non-motorized transportation facilities. Needs may include wider sidewalks in areas with high pedestrian use (e.g., Winslow, ferry terminal), bicycle lanes or separated bicycle facilities along high use corridors (e.g., Madison Avenue, Olympic Drive, Wyatt Way), and shared facilities or shoulders where appropriate (areas with low vehicle, bicycle, and pedestrian volumes).



NM1.3

Provide pedestrian facilities of sufficient width to accommodate expected pedestrian use, including safe roadway crossings and, wherever feasible and appropriate, access provisions will accommodate people with the widest range of mobility.



Discussion: Attention should be paid to supporting people with a range of needs including those with visual impairments, and who require the use of wheelchairs, walkers and canes. An emphasis should be placed on the development of such travel routes in the Winslow area. The Non-motorized Advisory Committee should include an ADA advocate to



review Non-Motorized Transportation projects for mobility issues (see NM 5.1).NM1.4

Locate and design bicycle facilities that effectively accommodate all types of bicycle riders including adults and children commuting to work or school and riders using their bikes for transportation and recreation. The system shall include separated bicycle facilities, on-road bicycle lanes, paved shoulders, and shared use pathways.

NM1.5

Develop a system of trails for non-motorized use that connects Neighborhood Service Centers, the ferry terminal, schools, parks, road ends, shoreline trails and greenways of Bainbridge Island, including existing equestrian use trails.



Discussion: Evaluate land uses, origins and destinations, existing and future non-motorized demand, and environmental critical areas to determine the appropriate type of trail and provide facilities that are appropriately sized for the anticipated demand. It may be appropriate to have paved shared use path facilities where demand is anticipated to include people walking, bicycling, and in wheelchairs.

NM1.6

Provide well-designed and constructed pedestrian and bicycle facilities within one mile of public schools that are safe and comfortable for children. Within at least one-half mile of public schools, provide sidewalks or separated pathways along arterials,



collectors and some residential streets. Retain school bus service where necessary to discourage students from crossing SR-305.



Discussion: The school district receives school bus funding for students who live outside a one-mile radius of a school location. The City and school district should coordinate efforts to develop non-motorized facilities along primary non-motorized travel routes within the one-mile radius.

NM 1.7

Private schools will work with the City to provide safe, well-designed pedestrian and bicycle access from neighboring properties to the school.

NM 1.8

Require residential subdivision and commercial projects that meet the development thresholds set in the Municipal Code to provide public non-motorized connections through the development, where appropriate, and along public streets fronting the development. These non-motorized improvements are to be consistent with the location and design as identified in the Plan and to meet standards requirements as set by the City Engineer.



Discussion: The City needs to ensure that non-motorized connections to and through new commercial and housing developments are included as part of the development of a site plan. These include connections and short cuts that will increase the mobility of the non-motorized users, support a system, and provide connections to neighboring developments and the non-motorized network. Work with the City Planning Department to support Municipal Code changes that provide development incentives that encourage developments to incorporate non-motorized elements that cannot be required.

NM 1.9

Encourage non-motorized travel by recognizing existing informal and private pathways as part of the overall pedestrian and bicycle network. Efforts shall be made to formalize and make these connections public. Realignment of existing trails may be necessary to accommodate both trail access and private development.

Discussion: Informal and private pathways form a secondary system that is linked to the public system. This network of pathways provides direct connections between destinations, encouraging and allowing non-motorized



travel. Where these short cuts occur, it is more likely that trips will be made by foot rather than by automobile. NM 1.10

Subdivision regulations should be amended to include pedestrian and multi-use trails as an appropriate use in required perimeter buffers.



NM 1.11

Pursue development of non-motorized facilities on publicly owned (unopened) rights-of-way, street ends, utility corridors, easements and other lands available for public use.

Discussion: Unopened rights-of-way provide an opportunity for publicly owned connections to be retained as multi-purpose trail links.

NM 1.12

Support regional connections with the phased development of the Sound to Olympics Trail and other improvement to provide a safe, non-motorized, multi-purpose, travel corridor between the Agate Pass Bridge and the Bainbridge Island ferry terminal.

Goal 2: Design and Construction

Develop non-motorized design standards that provide safe and efficient access, encourage use and mobility, conform to State and Federal requirements, are responsive to the needs and character of the neighborhood and are sensitive to the natural environment.

GOAL 2 POLICIES

NM 2.1



Regularly update design standards, approved by the city engineer, as needed in order to evolve non-motorized elements and meet current recognized standards.

NM 2.2

Prioritize sidewalk connectivity by crafting street standards that encourage sidewalks to continue across driveways at the same level wherever feasible. This can be accomplished by providing a planting strip adjacent to the curb or by alternative driveway designs where right-of-way space is constrained.

NM 2.3

Prioritize non-motorized facilities; clearly designate the location of roadway shoulders, bicycle lanes, and multi-use lanes that are used by non-motorized users. Consider texture, color, lighting, and signage in the design of non-motorized facilities including but not limited to crossings.



Discussion: Wider fog line markings consistent with the MUTCD, shall be required on roadways to delineate the vehicle travel lanes where shoulder areas are designated for pedestrian and/or bicycle facilities. Consider using colored bike boxes, shared lane markings, and other markings in accordance with accepted standards including



PROWAG.

NM 2.4



Develop and require standardized directional, destination and safety information signage for all non-motorized facilities appropriate to the Island character.

NM 2.5

Require that the City's Design and Construction Standards for sidewalks, footpaths and shared use pathways follow specifications appropriate for the roadway vol-



umes, motor speed limits, location, topography and expected intensity of use. Incorporate accessibility requirements in accordance with the PROWAG to the extent feasible and incorporate universal principals in design to the extent practical. Trails standards will follow the specifications set out by the Bainbridge Island Metropolitan Park District as described in their Trails Plan and a certified arborist shall be consulted when retaining or incorporating existing vegetation.

Discussion: Width and surface materials will vary dependent upon whether sidewalks, footpaths or trails serve the Winslow and Service Center cores or residential areas or provide school access and should reflect the character of the neighborhood. In addition, road volumes and speeds shall be considered. NM 2.6



Road approach design standards shall require that asphalt or concrete paving be extended an appropriate depth into the approaching driveway or road to avoid gravel spill onto roadway shoulders.

Discussion: Rock and debris from gravel driveways and roads that is tracked onto roadway shoulders that are used by pedestrians and bicyclists pose a safety hazard either by causing bicycle accidents or by causing pedestrians and cyclists to veer into traffic lanes to avoid the debris.

NM 2.7



Construct non-motorized facilities with appropriate amenities, such as restrooms, drinking fountains, benches, and short-term and long-term bicycle parking, throughout the system that will encourage and support non-motorized use. Encourage private property owners and non-profit organizations to also provide these types of amenities.

NM 2.8

The design of new parking lots and garages shall include covered bike storage/parking facilities. Where existing bicycle parking is sufficient and conveniently located, the City Engineer may omit this requirement.

NM 2.9



When bike racks are required for commercial development and public facilities, the racks shall be located convenient to the building entrance, appropriately designed to be compatible with the design and development of the site, and sheltered from inclement weather.

Discussion: While covered bike racks are preferred, it is not necessary to provide a separate built structure. Racks can be incorporated into the building design, such as under roof eaves, to provide adequate cover. Bike rack type of facilities should be incorporated into future updates to the Municipal Code requirements.



NM 2.10

Road construction design standards shall discourage the placement of utility facilities, such as manhole covers and utility poles, within non-motorized travelways.

NM 2.11

Artwork should be incorporated into the functional design of the publicly funded facilities and encouraged in private developments.

Goal 3: Safety and Maintenance

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

GOAL 3 POLICIES

NM 3.1 Develop and fund an annual maintenance and repair plan for non-motorized facilities that includes, but is not limited to, the following:

- maintenance of bike lanes and shoulder areas including: frequent sweeping of debris, striping and vegetation maintenance;
- deficient disability access;
- the replacement and/or adjustment of the grade of storm drain grates;
- repair of uneven or damaged sidewalks, footpaths, bicycle lanes, roadway shoulders and below-grade storm drain grates or other utility facilities;



- reduction of sight line obstructions;
- pruning of branches, vines and vegetation that obstruct the travel way according to best management practices; and
- completion of other maintenance activities that promote safety for non-motorized users.

NM3.2

Remove man-made objects that may be dangerous for the traveling public in existing rights of ways

NM3.3

Improve the safety of non-motorized travel by using such techniques as raising crosswalks, wider striping, pedestrian islands, ADA accommodation, modifying lighting, installing hand or bicycle activated sensors or implementing traffic calming measures.

NM3.4

Provide marked crosswalks in high traffic areas consistent with the MUTCD, at safe and appropriate intervals, particularly in locations where pedestrian routes cross an arterial.

Discussion: Existing and proposed motorized / non-motorized crossings (such as at driveways where bicycle and automobile paths cross) should be evaluated to assure the safe passage of non-motorized travelers.

NM3.5

Strongly encourage The Washington State Department of Transportation to make improvements at intersections that promote safe non-motorized crossings of SR 305.

Discussion: SR-305 provides few locations for non-motorized users to safely cross the facility. Coordination with WSDOT to locate improvements, such as "smart lights", will be necessary.

NM3.6



Where appropriate, separate motorized from non-motorized uses, especially-pedestrian use of SR 305 and elementary schools.

Where traffic speeds are high, pedestrian and bicycle facilities should be separated from motor vehicle traffic. If that is not feasible, it may be necessary to reduce traffic speeds in order to maintain road safety for all users. A particular emphasis on providing separated routes shall be on roads connecting to schools and along SR 305.

NM 3.7

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 travelers.

Discussion: Enforcement of traffic laws increases safe practices and provides a safer environment for non-motorized travel.

NM 3.8

Coordination with public and private groups, including the Bainbridge Island Police and Bainbridge Island Metropolitan Parks District, to promote the education and awareness of personal safety while using trail and other non-motorized facilities. Support bicycle patrol units for enforcing traffic laws for cyclists and patrolling multi-use pathways that are separated from the roadway.

NM 3.9

Maintain safe conditions during construction and maintenance of non-motorized travel paths and adjoining properties. If sidewalks, shoulders, or trails must be temporarily blocked, the city shall require alternate travel routes to be provided, posted, and maintained. Temporary wheelchair accessibility shall be provided.

Goal 4: Education

Improve the safe use of non-motorized roadway facilities through continuous community education.





Goal 4 Policies

NM4.1

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

Discussion: Squeaky Wheels, Cascade Bicycle Club, the Bicycle Alliance of Washington, and The League of American Bicyclists or other bicycle organizations are good resources of information on skill development and safety education for bicyclists.

NM4.2



Develop programs, or adapt programs, used successfully elsewhere, to encourage the use of non-motorized travel modes, including bicycle to work programs, bike-to school, sharing the road promotions, and training workshops. Various programs have been used throughout the nation to promote non-motorized use and education.

NM4.3

The City should identify the location of public facilities, such as trails, and, as appropriate; especially travel routes through or adjacent to private property.

Discussion: The design of access points and way finding signs can provide better recognition of facilities to the traveling public.



Public non-motorized facilities, such as trails, should be identified with signage and maps in order to clearly designate routes and access points. This is especially important where non-motorized facilities run adjacent to or through private property.



NM4.4

Develop a Non-Motorized Transportation Guide Map that identifies the location of non-motorized routes and facilities including the location of public restrooms and other amenities. The map should be updated regularly to provide the most current information for Island residents and visitors.

Goal 5: Implementation

Provide mechanisms for funding, prioritizing and implementing the Non-Motorized Transportation System Plan.

Discussion: Implementation of the Plan requires the translation of the goals and policy statements into a system improvement plan and a financing strategy.

GOAL 5 POLICIES

NM 5.1

The City will maintain a Non-Motorized Advisory Committee to advocate for the Transportation System Plan, in particular, non-motorized projects. The committee should consist of a minimum of five community members representing a broad range of interests, including an emphasis on pedestrian, bicyclists and equestrian users. Coordination efforts by the committee will include, but not be limited to: review of proposed transportation projects, including receiving and incorporating input from the public as required in Goal 6; project review for system connectivity and use standards; and providing general guidance and recommendations to the City Council, Planning Commission and City staff regarding non-motorized facilities. The committee will also review grant applications and assist with non-motorized education for the community.



NM 5.2

Coordinate planning and implementation with Kitsap County, Kitsap Transit, Washington Department of Transportation, Kitsap Coordinating Council, the 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.



NM 5.3

Incorporate non-motorized improvements during the planning and design phase of road construction and other improvement projects. All commercial and residential development projects that reach the design review thresholds set in the Municipal Code shall be reviewed for compliance with the goals, policies and standards of the Non-Motorized Transportation System Plan. The NMTAC should develop a review checklist to aid City staff in evaluating projects for compliance with the Plan.

NM 5.4

Review the Municipal Code for opportunities to add regulations and incentives to increase the ability to obtain non-motorized projects with new private development applications.

NM 5.5

Identify and prioritize specific non-motorized construction projects in the Capital Facilities Plans and Transportation Improvement Plan, as identified by the Non-Motorized Transportation System Plan. Identify high priority projects, such as the Waterfront Trail (as identified in the Winslow Master Plan), and assure their completion.

NM 5.6

Designate City funding levels and actively pursue various funding sources, such as available grants and bond initiatives to allow construction of priority projects identified in the Non-Motorized Transportation System Plan. Funds for non-motorized projects shall be identified in the City's Capital Facilities Plan and annual budget and be used to acquire right-of-way, construct new facilities, refurbish older facilities, and maintain existing facilities.

NM 5.7

Secure easements or other land dedication for non-motorized facilities through development mitigation, donation, tax incentives / exemption programs, or direct acquisition. Look for opportunities to renegotiate and create new multi-purpose easements where non-motorized access can be accommodated within other easements, such as utility easements.



Discussion: The success of the Non-Motorized Transportation System Plan is dependent on the ability to obtain the land necessary to build the non-motorized system. The Non-motorized Advisory Committee should advise the City Council on acquisitions necessary to complete the system. In addition to securing new easements, the City should look for opportunities to renegotiate existing easements (like utility access easements) to add non-motorized access as an allowed use.

NM 5.8

Pursue joint funding opportunities with the School District, Park District, Washington State Department of Transportation and other agencies to meet high priority needs.

Discussion: Joint projects with multiple agency participation is an efficient way to leverage limited funds of each participant and enhance grant applications.

NM 5.9

Evaluate all repair and maintenance projects for opportunities to incorporate non-motorized projects in order to accelerate the implementation of this Plan.

Discussion: Using tools such as a coordinated review of the City's annual workplan, pre-feasibility studies and designated funding in the transportation improvement projects budget, assure that non-motorized transportation facilities identified in this Plan are funded.

System Overview, Inventory, Attractions, and Travel Routes

The system is envisioned to provide local access, inter-island, and regional connectivity for all modes of non-motorized transportation through an integrated network of sidewalks, shoulders or bike lanes, multi-use separated pathways, and trails. Facilities are envisioned to provide connectivity for people walking, biking, in wheelchairs, or riding horses to the following destinations:

- Ferry Terminal
- Agate Pass Bridge
- Town center of Winslow
- Town centers of Day Road, Island, Lynwood, and Rolling Bay
- Residential neighborhoods



- Schools
- Churches
- Parks
- Road ends and shorelines
- Equestrian facilities

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

This section provides a detailed understanding of the current needs as understood at this time by the NMTAC and what the best opportunities are given geographical, existing development, and other constraints in providing for those needs.

The over-arching goal embodied in the non-motorized vision and the first non-motorized goal (9.1) is to provide a network of transportation facilities that provide non-motorized modes of travel for the greatest number and widest range of the traveling public.

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

- o Accommodating a wide range of non-motorized users of all ages and abilities.
- o Providing connectivity to the Ferry Terminal and the Winslow Town Center.
- o Providing safe routes to schools.
- o Providing connectivity to town centers and neighborhoods across the island for all modes.
- o Improving safety for cyclists and walkers on the Island's secondary arterial roadways.
- o Improving usability and accessibility of sidewalks in the Winslow Town Center.



- o Removing barriers and addressing gaps in networks addressing the above priorities. This includes but is not limited to SR305 and other higher volume streets.

Bainbridge Island is largely rural and suburban with neighborhood centers like Rolling Bay and Lynwood Center and the Winslow Town Center that have more urban development patterns. 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 overarching goal of the non-motorized transportation system is to create a network of facilities that makes it safe and secure for all ages and abilities of people to get around their neighborhoods and the island without a car. This will require a toolkit of facilities that will be evaluated for the particular context but may include:

- Sidewalks and bicycle lanes along urban streets in the Island's town centers.
- Separated non-motorized facilities that provide a viable non-motorized transportation option for a wide range of people walking, riding bikes, riding horses, or using wheelchairs are a key component of the Island's transportation system. 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, urban town centers, schools, parks, shoreline street ends, equestrian facilities, and other amenities. These facilities will vary depending on purpose but are envisioned to include:
 - The Sound to Olympics (STO) trail, which serves as a centralized spine for non-motorized users and is envisioned as 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,
 - Inter-island trails, which are envisioned as 10-foot wide separated multi-use pathways to link urban town centers, schools, and parks, and
 - Connecting pathways, which are 6-foot wide trails built to City standards that provide local connectivity and connect to the regional and inter-island trails. Additionally the system will integrate with Bainbridge Island Metropolitan Parks District Trails, built to Park Standards that provide both inter-island and local connectivity.

Road shoulders can provide connectivity for commuter and more experienced cyclists, as envisioned 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.

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

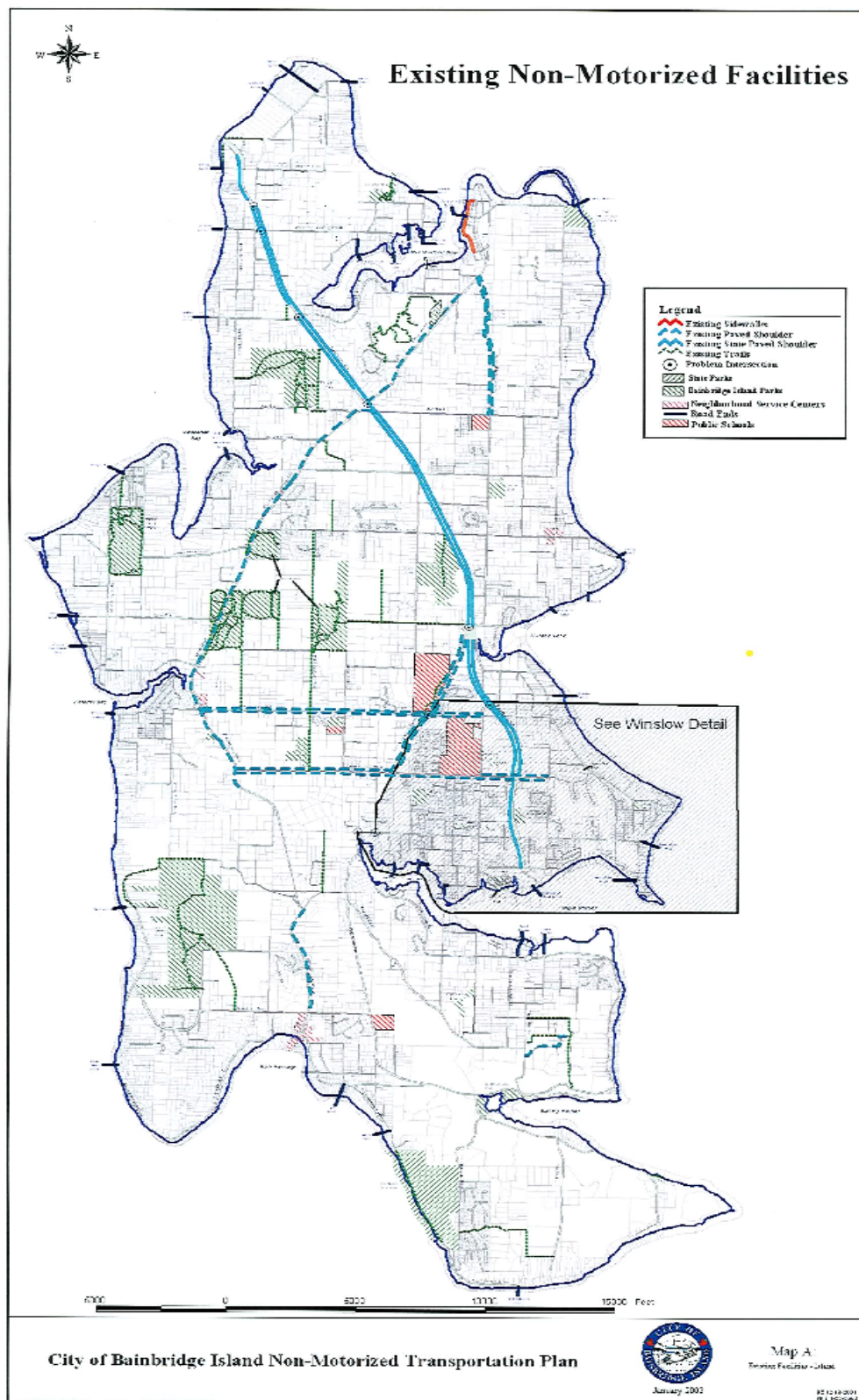


This combination of facilities is envisioned to make up a functional network that provides connectivity to the attractions previously identified and mobility for the greatest number and widest range of users.

The existing non-motorized system is shown in Map A (Island-wide) and Map B (Winslow). The planned non-motorized system is shown in Map C (Island-wide) and Map D (Winslow). Map E shows planned regional and inter-island connectivity including a network of separated pathways, bicycle routes, and equestrian routes.



City of Bainbridge Island – Island Wide Transportation Plan
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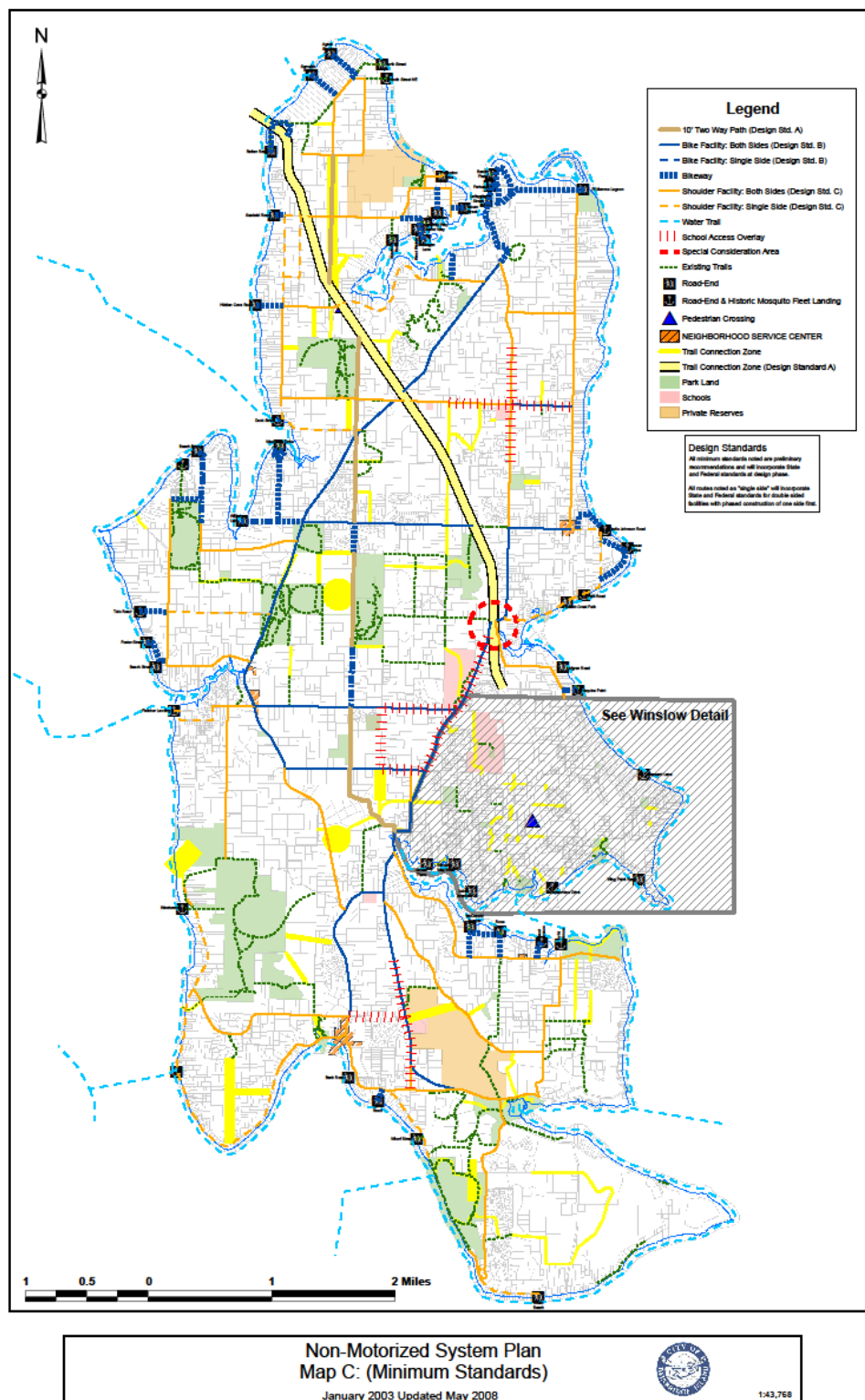




*City of Bainbridge Island – Island Wide Transportation Plan
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Barriers to use and Connectivity Improvements

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

- Inadequate maintenance from lack of shoulder sweeping for cyclists, objectionable joints at settled sidewalk panels, or 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;
- 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 7-1 lists identified barriers on SR305 and on City roadways.

Table 7-1, Roadway Network Barriers		
1	SR305 at Vineyard Lane	A separated grade crossing is needed to unite the two sides of the urban town center of Winslow that are divided by the SR305 superblock between Winslow Way and High School Road.



2	SR305 Signalized Crossings	Wide crossings can be a barrier to some users; As capacity improvements are made to SR305, medians, islands, and other pedestrian related improvements should also be provided.
3	SR305 Shoulders	Shoulder widening is needed to address gaps in between Hidden Cove Road and the Agate Pass Bridge.
4	City Secondary arterial and collector roadways	Where pedestrians and cyclists are uncomfortable, shoulders and/or separated pathways are needed in areas with or with potential for non-motorized use. Many of these areas are identified for improvements shown in Map E.

Table 7-2 identifies potential connectivity for trails. The focus of this table is for regional and inter-island multi-use pathways and roadway shoulder improvements. Trails included in this table are shown in Map E. Map E graphically depicts one set of possibilities for inter-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 inter-island trails. Local connectivity is beyond the scope of what is listed. Refer to Maps C and D for additional 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. While Maps C and D are applicable to development review, the specificity of location shown in Map E is not intended to be binding on development.

Table 7-2, Trail Connection Zones

1	Sound to Olympics Trail at Vineyard Lane	A non-motorized Bridge is envisioned to connect the center of Winslow which is divided by SR305, requiring easements for accommodating a non-motorized bridge and its approaches.
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2	Sound to Olympics Trail at Hildebrand Shopping Area	A 10 foot wide paved pathway is envisioned to serve as a cross-connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor.
3	Sound to Olympics Trail north of High School Rd	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor, requiring easements from the Parks District and private property owners fronting SR305 for construction of the trail from High-School Rd.
4	Sound to Olympics Trail north of Madison Ave	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor, requiring easements from private property owners fronting SR305 within the highway setback for flexibility in construction of the trail.
5	Sound to Olympics Trail north of Sportsman Club Rd.	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor, requiring easements from the Parks District on the Meigs Farm property.
6	Sound to Olympics Trail north of West Port Madison	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor requiring easements from private property owners for use of roadways fronting SR305.
7	Waterfront Trail connector at Harbor Drive	A 10 foot separated pathway is envisioned to connect the Waterfront Trail to the Ferry Terminal. Permission is needed from WSF to use the area West of the roadway for a separated pathway.



8	Cave Avenue Trail connector	A 6 foot wide connecting pathway is envisioned to connect local neighborhoods to the STO trail and the center of the urban area of Winslow. Easements may be needed in the vicinity of the ravine for access from the STO trail to Ferncliff Avenue near Wing Point Way.
9	Knechtel Trail connectors	A network of 6 foot wide connecting pathways and low volume local access roadways is envisioned to connect local neighborhoods to the center of the urban area 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.
10	Schools Inter-Island Trail	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor. Formalized routes and easements are needed from the Parks District at the Central Park and the School District at the High School campus and the City's Suzuki property.
11.	Wardwell Inter-Island Trail	A 10 foot wide paved pathway is envisioned to serve as a route connecting points north to the urban Winslow area School and Parks facilities. Formalized route and easement are needed from the School District at the Middle School campus.
12.	Shepard Inter-island Trail	A network of 10 foot wide paved pathways and low volume streets is envisioned 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.
13.	Head of the Bay shoulders and trail	6 foot wide paved shoulders are envisioned along this corridor. Additional right-of-way may be needed from fronting property owners to widen the roadway and mitigate for wetland impacts.



14	Bucklin Hill Road	6 foot wide paved shoulders are envisioned along this corridor. Additional right-of-way is needed to widen the roadway and drainage for shoulder improvements.
15	Lost Valley Inter-island Trail	A 10 foot wide paved pathway is envisioned 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.
16	Lynwood Center Inter-Island Trail	A 10 foot wide paved pathway separated from the roadway is envisioned 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.

Table 7-3 identifies gaps and deficiencies in sidewalks in the urban center of Winslow. This information is used to facilitate the planning of the City's sidewalk infill program and pedestrian elements for capital improvement projects.

Table 7-3, 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 incomplete for roadway segment. Complete sidewalks are needed on both sides.
8	Grow Ave from Winslow Way to Wyatt Way	Sidewalk needed. Possible greenway.
9	Grow Ave from Wyatt Way to High School Rd	Sidewalk needed. Possible greenway.
10	Wood Ave from Grow Ave to Parfitt Way	Sidewalks are incomplete on both sides
11.	Cave Avenue	Gap is 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.	Waterfront Park from Brien Drive to Shannon Drive	Access to the park from the upper areas to the lower areas does not meet ADA
15.	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



Standards

The City's existing Design and Construction Standard's where 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 both now and in progress. Refer to the table below showing a list of considerations for updating the Design and Construction Standards.

Table 7-4, Standards Recommendations	
Standards 1	Maintain narrow 10 foot lanes on major roadways.
Standards 2	Modify standards to 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	Include a standard for planter strips for increased pedestrian accommodation. An alternate standard would still be available to omit planter strips in certain situations. Wider sidewalks should be provided where planter strips are omitted.
Standards 5	Minimum bike lane width on secondary arterial and major collectors to be 5 feet. An additional one foot clearance of the curb to be provided at curb and gutter locations. Buffered bike lanes to be considered at up-hill climbing locations.
Standards 6	Require paved driveway approaches at all driveways serving more than 3 households for all categories of projects. Note that paved driveways are currently required for new development.
Standards 7	Include a standards for shared use path, buffered separated multi-use path, inter-island trail, etc.
Standards 8	Utility structure covers are to be located out of the sidewalk unless impractical and any deviation requires approval by the City Engineer.



Standards 9	Tenant improvements and remodels trigger frontage improvements to meet current ADA standards.
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Non-Motorized Improvement Plan

Programs and projects to achieve the proposed Non-motorized Transportation System Plan are identified in Map E and the Capital Improvement Plan which are included in the Financial Chapter of this Plan.

Preservation and Maintenance

Existing and proposed 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 as follows:

- o Annual raised sidewalk grinding or replacement
- o Annual sidewalk and cross walk power washing where needed to maintain slip resistance and/or contrasting color
- o Monthly sweeping of separated pathways
- o Annual cleaning/ power washing of separated pathways
- o Seasonal brush cutting of trails
- o Annual graveling of gravel surface trails where needed
- o Monthly shoulder/bike lane sweeping + higher frequency at problem areas
- o Annual pavement marking maintenance of cross walks, bike lane symbols, etc.
- o As needed washing and replacement of signage such as no-parking signs, way finding signs, etc.

Education, Encouragement and Enforcement



The NMTAC, supported by City Public Works, Planning, and Police Staff, and in coordination with Schools, Parks, and community groups will work to further the education goals of this Plan. This may include:

- Listening to the community to identify transportation system deficiencies and opportunities for improvement
- Coordinating and or supporting programs and projects that encourage active modes of transportation
- Supporting community outreach and involvement for the development of transportation projects
- Supporting safe routes to school programs
- Supporting “Adopt-a-Trail” and “Adopt a Route” programs
- Developing and distributing guide maps

The Committee and City routinely support the following efforts:

- ‘Bainbridge Shares the Road’ program and signage.
- League of American Bicyclists ‘bicycle friendly community’ designation.
- Posting walking and biking warning signs in high non-motorized use areas without adequate facilities.
- 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.
- Participating in ‘Bike to School Day’.
- Community engagement for connectivity opportunities and easements.
- Participating in public outreach involvement opportunities of City transportation projects.

Funding

In order to fund the Non-Motorized Improvement Plan and other recommendations in this Plan, the NMTAC recommends the following:



- o Continue to fund transportation improvements at current levels with the general fund.
- o Continue to seek grant funding opportunities to leverage City resources for “Complete Streets”, trails, shoulders and other non-motorized improvements. Provide flexibility in the program as needed to be competitive.
- o Currently a study is in progress to evaluate impact fees on new development. Include non-motorized elements and implement impact fees to partially fund projects that relieve future congestion including complete streets projects.
- o Put forward a bond measure to fund regional and inter-island trails and Core 40 shoulder improvements.
- o Study maintenance needs and put forward a budget proposal in Operations and Maintenance to provide for new facilities and improved level of service of all facilities.

CHAPTER 8 OTHER TRANSPORTATION SYSTEMS

For the City of Bainbridge Island, other transportation systems provide an extremely important role in the movement of people, vehicles, and goods. The ferry, transit, and non-motorized systems are a 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 WSF service has, for many years, been the primary provider of ferry transit services in western Washington. The Seattle-Bainbridge ferry run provides an integral connection to the Interstate 90 and Interstate 5 corridors for 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 Coleman 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 connecting the I-90 corridor to SR 305. 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. As shown in Figure 8-1, 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

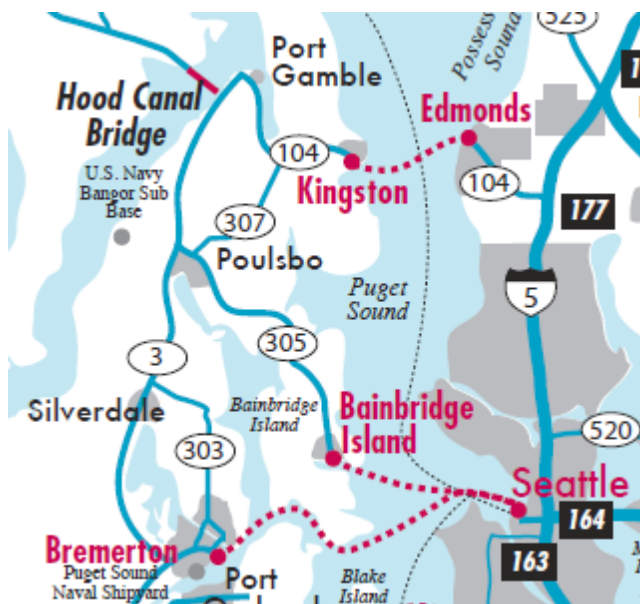


Table 8-1. WSF Schedules and Headways

<i>Route</i>	<i>2014 Ridership</i>	<i>Vehicles Carried</i>	<i>Hours of Operation (first- last sailing)</i>	<i>Crossing Time</i>	<i>Service Frequency</i>
Seattle/Bainbridge Island	6.32 million	1.95 million	5:30 am-2:10 am	35 min	40-50 min
Seattle/Bremerton	2.52 million	0.65 million	5:10 am-1:30 am	60 min	70-140 min
Kingston/Edmonds Ferry	4.00 million	2.10 million	5:10 am-1:00 am	30 min	40-70 min

Source: Washington State Ferries

Figure 8.1 Ferry Routes



Ferry LOS

WSF uses daily percentage of vessels at vehicle capacity as the measure of the Level of Service for ferry services. This methodology has changed since the last COBI Plan. The new methodology places an emphasis on using existing capacity as opposed to the prior method of measuring length of wait times at peak sailings which emphasized maintaining commute times for motorists.



Table 8-2 Ferry Operation LOS

Terminal and Mode	Level of Service
Seattle/Bremerton	???
Seattle/Bainbridge Island	???
Edmonds/Kingston	???

Source: WSF 2009 Long Range Plan

Kitsap Transit Passenger Only Ferry Proposals

WSF discontinued passenger-only ferry service in 2003. Both a private company, Aqua Marine and the Port of Kingston have attempted to restore high speed passenger only service from Kingston and Seattle. Both services have proven to be unsustainable financially due to limited ridership. 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. Proposition 1 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 creating a ferry district 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 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.

- Fund terminal reconstruction including the Seattle Ferry Terminal
- Fund vessel maintenance and replacement reserves
- Maintain operating funding to keep fares at 80% fare box recovery
- Develop long range plans and funding strategies for expanding services including investments in expanding existing service, additional routes, and multimodal transportation to more sustainably meet 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 limit traffic congestion impacts to SR305.



Recommendations for Ferry Services

The City supports the retention and replacement 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 and 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, through the development of facilities for bicycles and pedestrians.
- *Passenger Ferry Options* – The City supports the replacement and expansion of 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 minimum wait-time for motor vehicle capacity at peak sailings.



- *Fair 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.

Transit Service

Kitsap Transit, as the public transit service provider in Kitsap County, serves the County including the City of Bainbridge Island. One way bus service is provided for commuter hours to 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, dial-a-ride service was introduced providing day time inter-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 8-2 shows the routes as they relate to the roadway system and areas of the Island.

Table 8-3 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 KT routes that serve the ferry terminal (Routes 33, 90-106). WSF reports that 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 8-2 Kitsap Transit Routes





Table 8-3. Kitsap Transit Services

Route	4 Ridership	Hours of Operation	Service Frequency
- Silverdale/Bainbridge	*	4:30-7:45 15:30-19:45	45-50 min
- Poulsbo/Bainbridge	204,524	4:50-8:05 15:50-20:05	45-50 min
- Kingston/Bainbridge	88,662	4:45-8:10 15:45-20:10	35-50 min
- Manzanita	35,205	4:55-7:40 15:55-19:40	40-55 min
- Agate Point	21,554	4:50-7:40 15:55-19:40	40-55 min
- Battle Point	44,878	4:50-7:40 15:50-19:40	45-55 min
- Sunrise	30,046	4:50-7:40 15:50-19:40	45-55 min
- Crystal Springs	34,845	4:50-7:40 15:50-19:40	45-55 min
- Fort Ward	26,940	5:00-7:40 16:00-19:40	45-55 min
- Bill Point	10	7:40 16:19:40	15 min
- Fletcher Bay	12	6:00	10 min
- A – Ride (1)	15	- 4:00	
1) – Dial-A-Ride started in _____ of 2014			

Source: Kitsap Transit (www.kitsaptransit.org)



Park & Ride Lots

Kitsap Transit has developed a number of Park & Ride facilities along SR-305 and in North Kitsap County to provide hubs where passengers can leave a vehicle prior to boarding a bus. Park & ride facilities are used by Kitsap Transit bus riders, but can also serve as meeting locations for vanpools and carpools.

Table 8-4 describes the park & ride facilities located on transit routes that serve Bainbridge Island as identified by Kitsap Transit.

Table 8- 4. Park and Ride Facilities

Park & Ride Facility	Location	Spaces	Served by Bus Routes
Agate Pass	Suquamish	80	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 provided spot observations Park & Ride facilities in 2014. Table 8-5 summarizes the park & ride lots' capacity, the number of observed vehicles, and parking utilization rates for park & ride lots on Bainbridge Island.



Table 8-5. Park and Ride Lot Utilization

Park & 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 & ride lots are well used but have adequate capacity. It appears that additional capacity at the American Legion location would be a benefit if a lease can be secured to utilize additional space.

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 serviced, 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) inter-island service is also provided. Review of the transit service reveals that the main issues relating to the transit are related to the expansion of transit services and improving the frequency of service. Issues related to transit include:

- With ferry passenger service expected to grow and increasing congestion on SR305 ridership capacity for buses for commuters is a critical element for achieving a viable transportation system. Capacity is an important aspect of level of service.
- With more congestion on SR305 attributed to commutes 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. This includes park and ride lots at churches and other locations on Island for resident use and off-island park and ride facilities to support transit use.
- To better serve seniors and youth and persons with disabilities both short and long term support less reliance on the automobile for more sustainable growth inter-island bus transit is an important element of an effective transportation system. Extend of locations served and hours the service is provided 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 with in the Urban Center of Winslow and at the City's Urban Town Centers is needed. Both the 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.



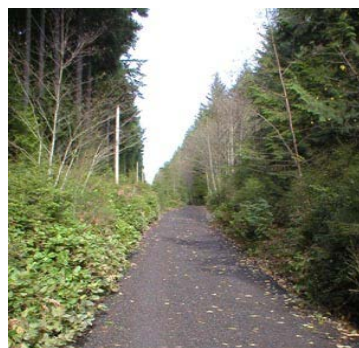
Recommendations for Transit System

The City supports the development and improvement of transit services on Bainbridge Island and those services that provide options for non-Island commuters. The following recommendations are forwarded:

- *Transit LOS* – Encourage Kitsap Transit to monitor system use to ensure that current and forecasted demand is met for the SR305 corridor. Additionally 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 the airport service, popular destinations, and special events.
- *Expansion of Island Transit* – Supports the expansion of bus services on the Island to better serve commuters, non-commuters, residential areas, and neighborhood access centers, and disabled users. This includes the Access Bus and BI Ride (Dial-a-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 Transit Center 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 afternoon and evenings.

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 one important aspect for non-motorized improvements. Opportunities include development of a network of bike lanes that link commuters to the ferry terminal and regional and interisland trail systems that link pedestrians and cyclists to transit stops along SR305 and throughout the island.



Multimodal – Transportation Demand Management

The Steering Committee strongly felt that the transportation solutions addressed in the IWTP should consider providing a multimodal approach and solution that will encourage drivers to share rides, use transit or commute by non-motorized means.

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 implies the “management of travel demand”, that supplement the development of 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 driver automobile



trips through a mix of incentives and disincentives. These programs tend to be lower in cost compared to 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).

TDM Programs on Bainbridge Island

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

Agency-Based Programs

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 charging an hourly or daily fee reduces 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 into 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 who receive 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, residential parking zones, and area re-parking restrictions.
- *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 includes:

- *Transit subsidies* – Employers can provide or partially-subsidize the cost of monthly transit passes to 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 and 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, the county and the region. This coordination is particularly important for transportation, where plans by one jurisdiction may have a substantial effect on the traffic on another. Regional planning allows a long-range vision to be established for a region as a whole, allowing predictability and consistency between jurisdictions, while still allowing flexibility to meet community goals.



There are a number of regional plans that could affect the transportation system of Bainbridge Island. Many of the regional concepts depend on the availability of funds that may or may not occur in the future. This memorandum discusses potential regional plans from WSDOT, Kitsap Transit, and Kitsap County and discusses how these plans might impact the findings of the IWTS.

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 "Destination 2030"* (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 three improvements to the SR 305 corridor.

- *SR 305 Corridor Improvements (Winslow Ferry Terminal to Agate Pass Bridge)* - Access management, intersection improvements, HOV queue jump lanes, and bicycle improvements.
- *SR 305 Corridor Improvements (Agate Pass Bridge to Poulsbo)* – Access management. Monitor for future improvements.
- *SR 305 Corridor Improvements (Poulsbo to Bond Road)* – Widen to 4/5 lanes with HOV lanes. Completed in 2010.

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 improve the 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 County Plans

Kitsap County has the responsibility to maintain and fund improvements to County roadways. The County's 1998 Capital Facility Plan identifies a number of improvements to County-owned roadway facilities; however, none of these improvements directly impact the Bainbridge Island roadway system.

Kitsap Transit Plans

Kitsap Transit is aggressively looking to developing 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 and/or rail facilities. A Bus Rapid Transit system has been identified as a priority.



- *Light Rail or Monorail* – A light rail or monorail system could be used to quickly move people between park-and-ride lots and the Bainbridge Island ferry terminal, Winslow, and other destinations served by stations. This could be an alternative to or an addition to the high capacity bus lanes. The effectiveness of these services would depend on the ridership cost, convenience, and time-savings to drivers.

Consistency with IWTP

Any of the transit proposals would be compatible with the IWTP SR305 Alternative A and Alternative B scenarios. Depending on the level of transit ridership and the success of Transportation Demand Management (TDM) programs to control single occupant vehicle use, this concept would likely improve SR 305 levels of service if constructed.

CHAPTER 9 FINANCING



The City of Bainbridge Island utilizes a fiscally sound approach, using a variety of resources in order to secure funds 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 upcoming years ahead, as well as financing plans for those projects. The State of Washington's Growth Management Act (RCW 36.70A.070) requires that the transportation element of a comprehensive plan include:

- An analysis of funding capability
- A multiyear 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 IWTS 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, discussion of the 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 9-1 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.

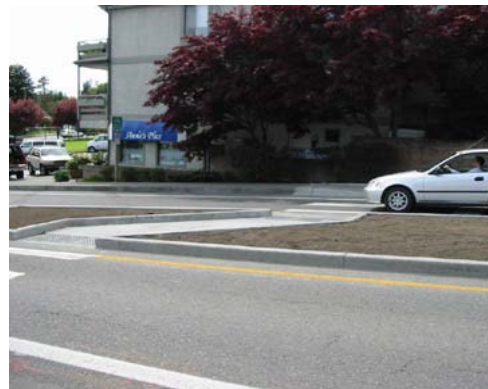




Table 9-1. Historical Transportation Funding Sources

	<i>Actual</i> 2011	<i>Actual</i> 2012	<i>Actual</i> 2013	<i>Actual</i> 2014
<i>(All numbers are in 1000s)</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 12/31/2014, 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 and 20-year CIPs depends on the availability of transportation funds. This section describes the sources of transportation funds applicable 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's Motor Fuel Tax, and are dedicated to particular 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 storm water. 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 percent of the cost. A higher local match percentage can



make a project more competitive for grant funds. In 2015, the City has budgeted receiving \$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 1-1/2 percent of the assessed property values within the City without a vote of the people and an additional 2-1/2 percent 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. In 2007 through 2010, the City used two general obligation bond issues for street, sidewalk and other non-motorized improvements though-out the island. General obligation bonds can be funded by revenues from growth and are one alternative 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.

Concurrency

The City of Bainbridge Island adopted Transportation Concurrency Ordinance #2001-09 in April 2001. This action added Chapter 15.32 Transportation Concurrency to the Bainbridge Island Municipal Code. The ordinance establishes the requirements, procedures, test, and appeals process for establishing if a new development meets concurrency within the City of Bainbridge Island.

Generally, certain permit applications that exceed the adopted thresholds (15.32.030) must submit necessary documentation to the City Engineer, who conducts the concurrency test. The concurrency test determines if the addition of the proposed development will exceed the Level of Service Standard adopted in the Transportation Element of the Comprehensive Plan. If the application passes the test, a certificate of concurrency is submitted with the development permit. Otherwise, the applicant may revise the project or appeal the test following the provisions of the appeals process (15.32.070). The City is required to produce an annual report summarizing the current level of service on City's roads; identifying significant current and future development activities; and identifying where changes in the six-year Capital Improvement Program and Capital Facilities Plan are needed.

Impact Fees

An impact fee, or transportation mitigation fee program 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. The City currently is in the process of implementing an impact fee.

Transportation Benefit District 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



RCW 36.73.020. The City currently levies a fee of \$20 per year on qualifying licensed vehicles.

Local Improvement Districts

A final 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 to 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 a LID to widen sidewalks in order 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. Toll are usually tied to the repayment of General Obligation Bonds for a specific set of transportation improvements. Toll 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 9-2 is a list of recommended improvements to meet Level of Service (LOS) standards and accompanying proposed funding sources. Table 9-3 is a list of transportation projects that have been identified in the City's Capital Improvement Plan, 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 with Federal grant funding it can be reasonably 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.

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

The most significant and expensive current needs to meet LOS standards are along SR305. At this time WSDOT is responsible to plan and develop capacity projects to meet LOS standards on SR305, while the City performs much of the routine maintenance along the SR305 corridor. The City's population is approximately 23,000 and is expected to reach 25,000 in the next 5 to 7 years. At that time the City may become responsible for improvements on some segments of SR305 depending on access requirements. The City should consider partnerships with WSDOT to address current needs. This Plan identifies needs for capacity improvements and includes a



special study that proposes both at grade and separated grade solutions. The City has developed projects along the corridor such as the Olympic Drive project that was funded by a State Grant and could consider implementing additional projects. This could include funding elements of WSDOT projects or the City undertaking and funding its own projects along the corridor by obtaining development permits from the State.

Proposed Sources of Funding

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









City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT

MEMORANDUM

TO: Planning Commission

FROM: Jennifer Sutton, AICP
Special Project Planner

Kathy Cook
Director

DATE: August 27, 2015

RE: Study Session on Comprehensive Plan Update: Plan *Glossary*, *Land Use* and *Environmental Elements*

I. Additions to the Comprehensive Plan *Glossary*

The current 2004 Plan has a *Glossary* at the end of the Plan. At the August 13 meeting, the Commission discussed and confirmed terms suggested by Mr. Tovar to be added to the current Plan *Glossary*. The revised Plan *Glossary* is attached. The existing *Glossary* defines the term “conservation easement”. The City’s updated Shoreline Master Program (SMP) also defines “conservation easement” and the Commission recommended utilizing the SMP definition in the Plan *Glossary*.

Planning Commission Action: Review and confirm additions to the Comprehensive Plan *Glossary*, shown in strikethrough/underline format.

II. Review DRAFT *Land Use Element*

Changes to the *Land Use Element* recommended by the Planning Commission at the August 13 meeting are highlighted in yellow in the DRAFT *Element*. This completes the bulk of the Commission’s review of the *Land Use Element*, although specific policies will be brought before the Commission with review of the other *Elements*- these policies are annotated with the red “pin” in the current draft. The Commission will discuss the Thomas and Cainion Comprehensive Plan Amendment (CPA) requests again at the September 10 Commission meeting, and the Commission deferred discussion of the Moore CPA that requests a Business/Industrial (B/I) designation until the Commission reviews the B/I policies of the *Economic Element*. Lastly, the BI Metropolitan Park District will propose new goal(s) and policies for a new “Park” zone later this year.

Planning Commission Action: Review Confirm amendments to the *Land Use Element*. The changes are shown in strikethrough/underline formatting.

III. Review DRAFT *Environmental Element*

Over twenty citizens attended the July 22 workshop. Other citizens submitted comments in writing. Public comment was diverse, ranging from renewable energy, climate change, and air quality, to pesticides and preservation of the dark sky. A table of oral and written comments from the workshop is attached.

The Planning Commission did not discuss the July 22 workshop or the existing *Environmental Element* at the August 13 meeting due to lack of time. Staff and Mr. Tovar drafted changes to the *Element*, shown in strikethrough/ underline format to show:

- Renumbered goals and policies, as with the *Land Use Element*;
- Deletion of text that the committee believed was dated, redundant, or better addressed in regulations;
- Resolution of the should/shall issue using the same method as was used for the Land Use Element- i.e., leaving the word "shall" where appropriate, changing the "shall" to "should" or "may" where appropriate;
- Wherever possible replacing both “should” and “shall” with active verbs.

The drafting committee (Commissioners Gale and Quitslund) met on August 18 and reviewed the staff suggestions described above. In order to continue to make progress and give the full Commission policy amendments to work with at the August 27 meeting, the drafting committee also reviewed and composed potential policy amendments to reflect citizens’ suggestions. The current DRAFT *Environmental Element* shows all the changes described above in strikethrough/underline format.

The DRAFT *Element* prepared for the August 27 meeting makes no substantive changes to goals and policies related to designated critical areas (e.g. wetlands, geologically hazardous areas). The City’s Environmental Technical Advisory Committee (ETAC) will review and provide comments on those goals and policies at their September meetings. The Planning Commission will then determine whether the ETAC feedback should be incorporated into the DRAFT *Environmental Element*. Goals and policies related to critical aquifer recharge areas will be informed by the work on the City’s USGS groundwater model that Aspect Consulting is performing for the City; that work will be completed in the fall of 2015.

Planning Commission Action: The Commission should discuss the public comments, and affirm or modify the clarifying changes and the substantive changes to the DRAFT *Element*. The Commission should also provide the drafting committee with direction on what concepts should be added, enhanced, or deleted from the *Environmental Element*. Due to time considerations, staff is recommending that the Planning Commission not walk through each change at the August 27 meeting. Instead, please be prepared to identify any changes that raise questions or concerns.

IV. Next Steps: September 10 Commission Meeting

- At the September 10 Planning Commission meeting, the Commission will discuss the Cainion and Thomas CPAs. A notice about the two CPAs and the September 10 Commission discussion has been mailed to property owners within 500 feet of each property. Consequently there may be substantial public comment regarding the CPAs at the meeting.

- Staff will also bring back the next draft of the *Environmental Element* reflecting the changes recommended by the Commission at the August 27 meeting. The drafting committee will work on the changes at their next meeting on Tuesday, September 1.
- The Commission will also debrief from the July 29 *Economic Element* workshop

V. Attachments

1. DRAFT Comprehensive Plan *Glossary*
2. DRAFT *Land Use Element*
3. 7/22 Environmental Element Workshop Comments
4. DRAFT *Environmental Element*

GLOSSARY

Accessory Dwelling Unit: Separate living quarters contained within or detached from a single-family residence on a single lot.

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 [WAC365-195-070(6)]. The term "applies to the adequacy of the housing stocks 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 which 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.

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 Recharge Area: The geological formations in which an aquifer is replenished by the downward percolation of water. Critical recharging areas have the potential to effect 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. The lane is 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 Program: 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.

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.

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.

Collector: Roads which 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.

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 Housing Affordability Strategy (CHAS): A document which is prepared annually to lay out housing affordability strategies that address the needs of homeless, low and moderate income people in ways that promote community and individual stability.

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. ~~An easement granting a right or interest in real property that is appropriate to~~

retaining land or water areas predominantly in their natural, scenic, open, or wooded condition; retaining such areas as suitable habitat for fish, plants or wildlife; or maintaining existing land uses. A tool for acquiring open space with less than full fee purchase; the public agency buys only certain specific rights from the owner. These may be positive rights, giving the public rights to access to the land, or they may be restricted rights, limiting the uses to which the owner may put the land in the future. Scenic easements allow the public agency to use the owner's land for scenic enhancement such as roadside landscaping and vista point preservation.

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.

Core Area of Winslow: The area within the Mixed Use Town Center District.

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.

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.)

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.

Downzoning: A change in the zoning classification of land to a classification which requires less intensive development, such as a change from multifamily to single family or from commercial to residential. A change which allows more intensive development is upzoning.

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.

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, will be 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 and 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 an 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. At present, the two primary sources of carbon dioxide emissions are from burning coal used for electricity generation and petroleum used for motor transport.

Ground Water: 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. Legislation passed in 1990, amended in 1991, requiring counties of a certain size (and cities within them) to develop, among other items, urban growth boundaries, comprehensive plans, and concurrent funding 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 which administers most federally sponsored housing and community development programs.

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.

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 Charter: 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. 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 which 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.

Level-of-Service (LOS): A rating of how well some unit of transportation supply or other facility (e.g., street, intersection, sidewalk, bikeway, transit route, water and sewer, park facilities) serves its current or projected demand.

LIHPRHA: The Low-Income Housing Preservation and Resident Home Ownership Act of 1990, or LIHPRHA, is designed to preserve existing assisted housing for permanent low-income use. It provides incentives for current owners of assisted-housing projects to retain ownership for low-income use or to sell them to new owners who will agree to maintain the housing for low-income occupants for the remainder of its useful life.

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 (rainbarrels 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 which details land use and circulation plans for a particular area or particular site using the goals and policies contained in the adopted Comprehensive Plan.

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 which are indigenous to the Puget Sound region.

Natural Resource Lands: Agricultural, forest and mineral resource lands as defined in this section.

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.

Nonpoint 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 which 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 which 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.

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 which 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.

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.

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 which 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.

PUD: A development of land that is under unified control and is planned and developed as a whole in a single development operation or programmed series of development stages. Development through a PUD is a process in addition to the subdivision process, which permits development flexibility that will encourage a more creative approach than lot-by-lot development in design, placement of buildings, use of open spaces, circulation, and best addresses the site characteristics of geography, topography, size or shape.

Puget Sound Council of Governments (PSCOG): Predecessor to the Puget Sound Regional Council. 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 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 which 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 which 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 which 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, 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.

Shoreline Management Act: The Shoreline Management Act of 1971, Chapter 90.58 RCW, as amended.

Shall: Indicates an unequivocal directive.

Should: Signifies a slight less rigid directive than "shall" to be honored in the absence of compelling considerations.

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 for semi-independently.

Special Planning Area: A Special Planning Area is an area which 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.

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 which 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.

Urban Concentration: An area within the urban growth boundary of Bainbridge Island in which urban level of development with urban levels of public services and facilities are concentrated.

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.

~~**Vision 2020:** The regional comprehensive vision for the central Puget Sound area (King, Kitsap, Pierce and Snohomish Counties) adopted in 1990 by Puget Sound Regional Council (PSRC). Vision 2020 describes linking high density residential and employment centers throughout the region by high capacity transit, promoting a multimodal transportation system.~~

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 water course 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.

Priority wetlands are those identified in the City of Bainbridge Island Wetland Inventory Phase II, Wetland Protection Strategies, March 22, 1993, prepared by Sheldon & Associates.

LAND USE ELEMENT

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LAND USE ELEMENT

INTRODUCTION

The Land Use Element and Environmental Element are at the heart of the Comprehensive Plan. Together they describe the balance between the distribution, location, preservation and protection of uses of land, including housing, commerce, light manufacturing, recreation, open spaces, natural resources, public utilities, public facilities, and other land uses necessary to plan for future growth in a manner that reflects the overall vision of the Comprehensive Plan.

~~The first section of the Land Use Element provides an overview of the existing pattern of development: 1) how much of the land is currently devoted to residential, commercial, light manufacturing, public facilities, and agricultural uses, 2) where these uses are located, 3) how much of the land is vacant, and 4) the future development potential on the Island.~~

~~The second section of the Element contains the goals and policies, which provide guidance for future land use.~~

Framework of the Plan

~~The Framework Goals and Policies establish the overall approach to managing growth on Bainbridge Island. As a city, Bainbridge Island is an urban growth area under GMA. However, future growth on Bainbridge will be accommodated in a manner that is consistent with the requirements of GMA, yet retains the Island's character and quality of life that its residents so highly value.~~

~~Five overriding principles guide the Plan:~~

- ~~1) Preserve the special character of the Island which includes forested areas, meadows, farms, marine views, and roads that support all forms of transportation.~~
- ~~2) Protect the water resources of the Island.~~
- ~~3) Foster the diversity of the residents of the Island.~~
- ~~4) Balance the costs and benefits to property owners in making land use decisions.~~
- ~~5) The Island's environmental resources are finite and must be maintained at a sustainable level.~~

NOTE: GUIDING PRINCIPLES ARE LOCATED IN THE INTRODUCTION TO THE COMPREHENSIVE PLAN

There is another important concept in the Plan. Due to the Island's ability to accommodate the anticipated growth through the number of existing platted lots on the Island and the unused capacity under current zoning, increase in density over current zoning should further a public purpose. The public purposes identified in the Plan are:

- 1) Shift density from critical areas and farmland to Winslow or other designated sites, such as current or future Neighborhood Service Centers.
- 2) Provide a range of affordable housing affordability.

- 3) Contribute to public infrastructure and public amenities in excess of what is needed to mitigate the impacts of development.
- 4) Reduce citywide greenhouse gas emissions while planning for the effects of climate change.

Another important component of the Plan's framework is an emphasis on establishing benchmarks against which to assess the continued viability of the Plan. A monitoring program must be created to track the success of the City in achieving the vision and goals of the Plan.

Winslow

Winslow is the area of urban concentration on the Island. The 2004 Comprehensive Plan created a *Mixed Use Town Center* (MUTC) ~~which is intended to be the vibrant, pedestrian-oriented core of Winslow, and also recommends a change of approximately 46 acres of multi-family residential designation to the *Mixed Use Town Center*. In the MUTC, densities of up to 28 units per acre or the equivalent in floor area ratio are recommended, but only if the increase in density over existing zoning is achieved through the use of transfer development rights (TDRs) or by providing affordable housing or contributions to infrastructure in excess of what is needed to mitigate the impacts of development.~~

NOTE: THIS CONCEPT OF BONUS FAR IS ADDRESSED IN MUTC GOALS/POLICIES

Five overlay districts are designated to address the distinct neighborhoods and commercial areas within the Mixed Use Town Center:

- *Central Core Overlay District* – To provide the commercial center; residential uses are encouraged, but not required.
- *Ericksen Avenue Overlay District* – To preserve the unique and historical features of Ericksen Avenue; retail is permitted only if on the ground floor with residential or office development above.
- *Madison Avenue Overlay District* – To provide a mix of residential and small-scale, nonresidential uses; all retail and office development must contain a residential component.
- *Gateway Overlay District* – To protect the ravine and provide low-intensity, tourist-oriented commercial, multi-family and agricultural uses.
- *Ferry Terminal* – To provide ferry and associated transportation-oriented uses and a residential/office neighborhood with limited retail adjacent to the terminal to serve commuters.

The High School Road District is meant to provide commercial uses that complement the Town Center and that benefit from auto access near SR 305. Special planning considerations are provided for coordinated development for the area in and around the ferry terminal, and for properties which abut Eagle Harbor. ~~A master plan for The Winslow Master Plan will be was developed approved in 1998 to implement the goals and policies of the Plan.~~ The Winslow Master Plan has been since amended, including a substantial update in 2006.

The Plan recognizes the existing residential districts in Winslow and suggests that the urban Multi-family District could be appropriate for an increase in density with the use of TDRs ~~after monitoring the success of the TDR program in the Mixed Use Town Center.~~

Neighborhood Service Centers

The Neighborhood Service Centers will continue to serve as small-scale commercial activity centers. The base residential density within the service centers would remain at two units per acre.

Island Center

Expansion of the boundaries of Island Center would be considered part of a special planning-area process. ~~A contract zoning district for~~ The 10-acre site on the northwest corner of Miller and Battle Point Roads would be established to may continue with garden supply sales, nursery, and related uses, and provide for some possible expansion of those uses under a contract zoning district.

Lynwood Center

~~The Plan recommends one change for Lynwood Center. This change is the removal of the 10-acre parcel currently designated for commercial development in Lynwood Center and designating the parcel as appropriate for increased residential density of up to five units per acre with public water and sewer. The Lynwood Center Subarea Plan was approved in 1997 after a~~ A special planning area process (Appendix XX) is also recommended for Lynwood Center.

Rolling Bay

Expansion of the boundaries of Rolling Bay would be considered as part of a special planning area process.

Business/Industrial (B/I)

~~The Plan recommends expansion of the existing Business/ Industrial District at Day Road by an additional 35 acres. Business/Industrial (B/I) designated land is concentrated in three distinct areas:~~

- Day Road, east and west of SR 305
- Sportsman Club Road, between New Brooklyn and SR 305
- New Brooklyn Road, west of Madison Avenue

There is an isolated B/I parcel located at the intersection of Fletcher Bay and Bucklin Hill Roads. It was designated as such to recognize an existing development pattern.

Federal, state, and local regulations govern the handling and disposal of hazardous substances and hazardous waste and will be used to evaluate ~~guide~~ future business/ industrial development.

Areas Outside Winslow, NSCs, and B/I

The areas of the Island outside Winslow, the neighborhood centers, and the business/ industrial areas are designated *Residential Open Space* and are characterized by forest lands, meadows, small-scale farms, and narrow, winding heavily-vegetated roadways. These areas also contain much of the Island's sensitive areas. These include aquifer recharge areas and wetlands and streams, which serve a variety of important functions, and also serve as fish and wildlife habitat. The Plan attempts to encourage a pattern of development which will preserve and protect these areas.

The City's subdivision and short plat design standards and processes should ~~Plan recommends the creation of flexible lot design subdivision and short plat processes that will encourage a more creative context-sensitive approach than the traditional lot-by-lot development, which. This method addresses lot design, building placement, and circulation. Clustering of lots is encouraged, with varying lot sizes, to provide open space and protect the Island's natural systems and critical areas and designed to minimize impact to existing neighboring development.~~

~~A Critical Areas Overlay District is created for the protection of certain critical areas (wetlands and high vulnerability recharge areas). The underlying base density is retained, but development is subject to the requirements of the overlay district. Development through clustering by using the Flexible Lot Design Subdivision Process, or the use of TDRs, is at the underlying base density. If the owner of property located in an area currently designed for development at one unit per 2.5 acres chooses to develop through a standard subdivision process, then density would be limited to one unit per ten acres.~~

NOTE: THE CRITICAL AREAS OVERLAY DISTRICT (DELETED ABOVE) IS RELEVANT ONLY AS A SENDING AREA FOR A TRANSFER OF DEVELOPMENT RIGHTS (TDR) PROGRAM.

Historic Preservation

Historic Preservation Goals and Policies recognize the importance of archaeological, cultural and historic resources on the island. Bainbridge Island is a Certified Local Government (CLG) with a Historic Preservation Commission (HPC). Responsibilities of a CLG, and its HPC, include establishing an historic preservation commission, surveying local historic properties, enforcing state or local preservation laws, reviewing nominations for the state and national historic registers, maintaining a Local Historic Register and providing resources and advocacy for historic preservation.

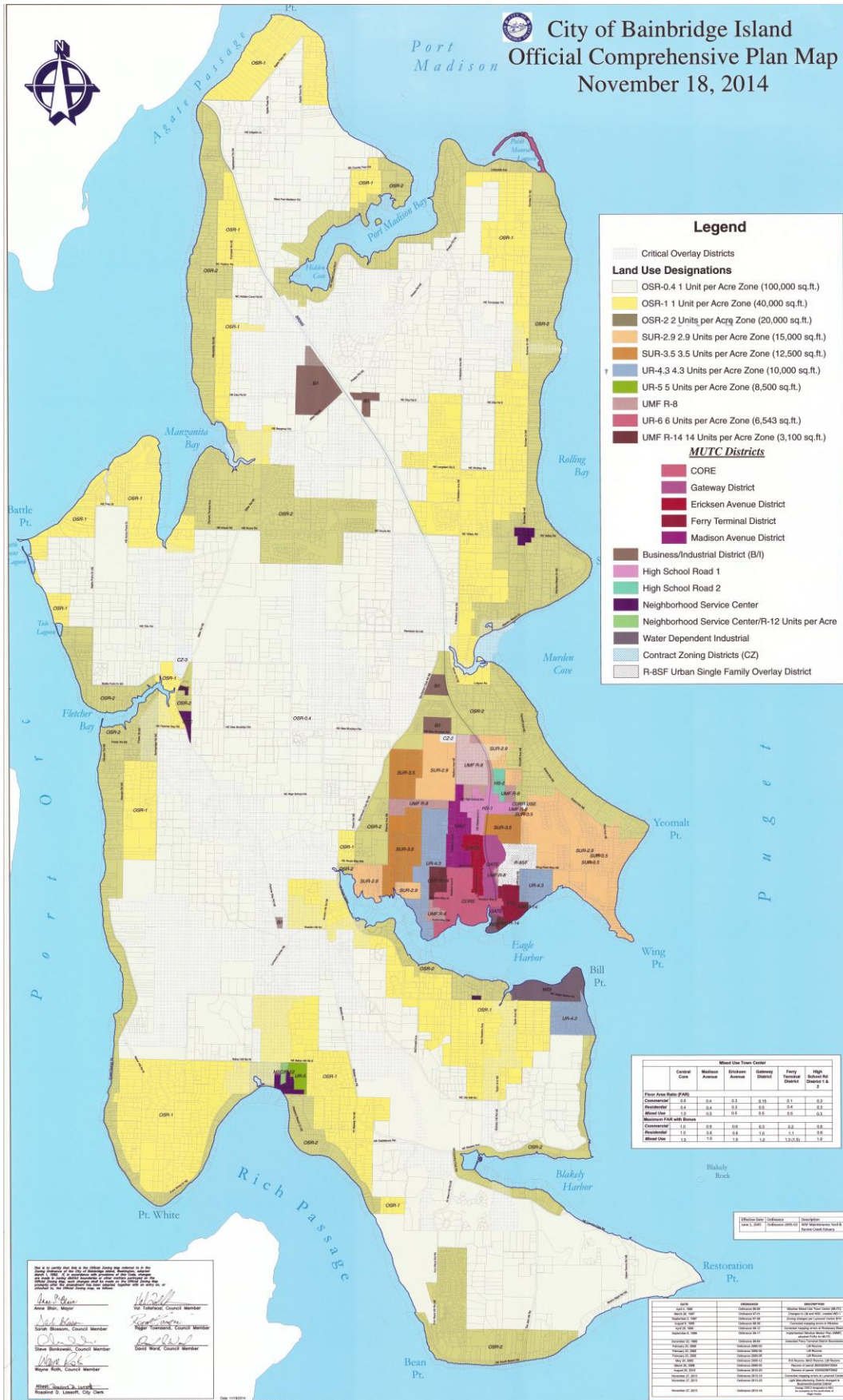
The City is committed to the preservation and enhancement of Bainbridge Island's historic character. Historic resources, including archaeological sites, cultural places, pastoral landscapes and historic structures are important community assets. The City recognizes that these places are an essential part of Bainbridge Island's character and shall be identified, evaluated, and preserved.

Siting of Essential Public Facilities

~~The Plan requires the creation of a Facility and Site Evaluation Committee (composed of citizens, City staff, and elected officials) to review the siting of proposed essential public facilities.~~ The Plan also requires that each public agency develop a notification and communications plan to ensure early public review of proposed essential public facilities and promote trust between government agencies and the community.

Comprehensive Plan Land Use Map

The Comprehensive Plan Land Use maps are ~~is~~ part of the Land Use Element.



GOALS AND POLICIES

Framework of the Plan

The GMA requires Bainbridge Island to plan, at a minimum, for the growth in population allocated to it by the Washington State Office of Financial Management and the Kitsap County Regional Planning Council. Bainbridge Island's Comprehensive Plan does accommodate projected growth in a way which is consistent with the requirements of the GMA, yet true to the community's vision and overall goals for the future.

NOTE: Guiding Principles in Introduction chapter

~~Five overriding principles goals guide the Plan:~~

- ~~1) Preserve the special character of the Island which includes forested areas, meadows, farms, marine views, and winding roads bordered by dense vegetation.~~
- ~~2) Protect the water resources of the Island.~~
- ~~3) Foster diversity of the residents of the Island, its most precious resource.~~
- ~~4) The costs and benefits to property owners should be considered in making land use decisions.~~
- ~~5) Development should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.~~

Island-Wide Land Use Strategy

GOAL LU-1

Island-wide Sustainable Conservation and Development Strategy

As part of a long-term, Island-wide, Conservation and Development Strategy, focus urban development in designated centers, maximize public access to and protect the shoreline, minimize impacts from the SR 305 corridor, and conserve the Island's ecosystems and the green, natural and open character of its visual landscape.

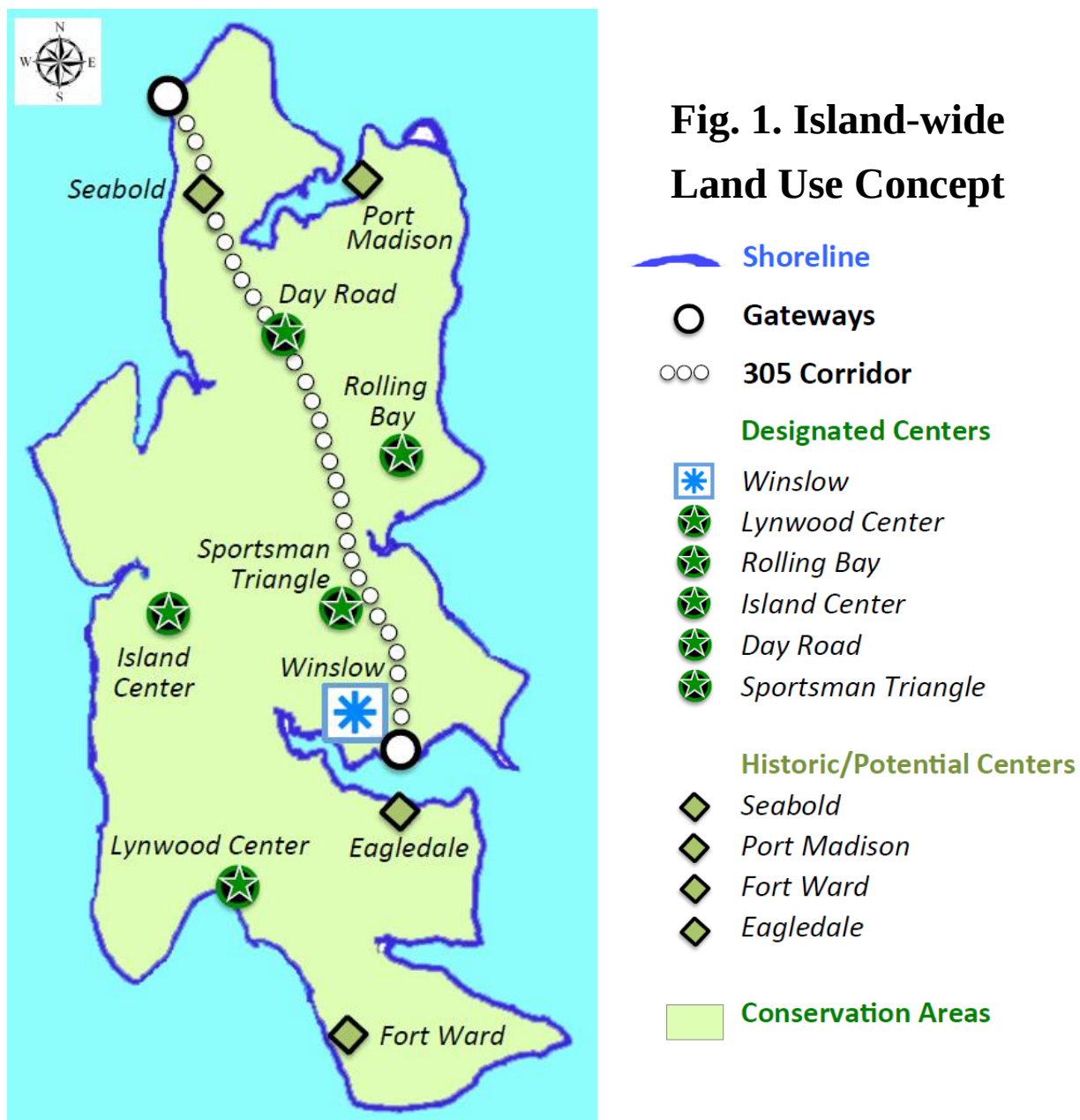
Policy LU 1.1

The majority of development and redevelopment on the Island will should be accommodated over the next fifty years in central places (i.e., centers) that have or will have urban levels of governmental services and infrastructure. See Fig. 1. These "central places" should conform to the following hierarchy of centers:

- a. Downtown Winslow Master Plan Study Area
- b. Lynwood Center
- c. Neighborhood Service Centers with a residential component
- d. Neighborhood Service Centers without a residential component
- e. Small scale commercial/service neighborhood "nodes".

REVIEW AFTER HOUSING ELEMENT



**Policy LU 1.1**

~~Map emerging centers for Sustainable Community Development. See Fig. 1. [2025 Growth Advisory Committee Final Report, p. 1]~~

Policy LU 1.2

The City shall adopt a multi-year work program to undertake the “Special Planning Area Process” for the designated centers of Island Center, Rolling Bay, Sportsman Triangle and Day Road. For each center, this process shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix, and the desired and required services and infrastructure to serve the selected use mix and intensity. The product of the “Special Planning Area Process” will be Subarea Plans for each of the designated centers that will be adopted as part of the Comprehensive Plan.

Policy LU 1.3

The Subarea Plans adopted through the Special Planning Area Process shall be implemented by appropriate amendments to the development code, capital and operating budgets.

Policy LU 1.4

The four “Historic/Potential Centers” of Seabold, Port Madison, Fort Ward and Eagledale may be included in the multi-year work program under Policy 1.2, or if not, simply be candidate emerging centers through the 20 year life of this Plan. In the latter case, conservation priorities and planning for longer-term infrastructure improvements should take account of these potential emerging centers.

Policy LU 1.5

The City shall continue to utilize the goals and use regulations of the Shoreline Master Program to protect the environmental quality of and public access to the Island’s saltwater Shoreline.

Policy LU 1.6

The SR 305 corridor, with its gateways at the Washington State Ferry landing in Winslow and the Agate Pass Bridge, is a major regional facility managed by the Washington State Department of Transportation. See Fig. 1. The City shall actively work with the State and others to minimize the traffic impacts of SR 305 on mobility, safety, air quality and the visual character of Bainbridge Island, while also serving both the motorized and non-motorized needs of Island residents and businesses.

Policy LU 1.7

Lands shown on Fig. 1 as “Conservation Areas” are appropriate for residential, recreational, agricultural, habitat and open space uses. The City will use a variety of conservation tools, including public acquisition of certain properties, regulatory protection of environmentally critical areas, and innovative zoning tools to minimize the development footprint within these Conservation Areas. See Goal LU-2 and related policies.

GOAL LU-2**Conserve the Island’s ecosystems and the green, natural, open character of its landscape****Residential Open Space Goal 1 Policy LU 2.1**

~~Preserve the open space area outside Winslow and the Neighborhood Service Centers through a development land use pattern which will enhance the character of the area – forested areas, meadows, farms, narrow roads bordered by dense vegetation~~ scenic and winding roads that support all forms of transportation – and the valuable functions the open space area serves on the Island (i.e., aquifer recharge, fish and wildlife habitat, recreation). Preservation and protection of the open space area is also addressed elsewhere in this Element of the Plan in the Environmental, Greenways, Forest Lands and Agricultural Lands sections of the Environmental Element.

OS-1.1 Policy LU 2.2

Protect open space, critical areas, and agricultural uses through public and private initiatives

such as including open space tax incentives, cluster development, PUDs, transfer and purchase of development rights, public land acquisition, greenways, conservation easements, landowner compacts, limiting the amount of lot coverage, and other techniques.

OS 1.2 Policy LU 2.3

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

Policy LU 2.4

Map the ~~six~~ existing aquifers and their recharge areas on the Island and utilize the best available science to design and adopt Aquifer Conservation Zone regulations to protect the Island's water supply.

Policy LU 2.5

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

Policy LU 2.6

Provide ~~more~~ detailed goals and policies to protect the Island's ecosystems in the Environmental and Water Resources Element. **REVIEW AFTER WATER RESOURCES ELEMENT**

Policy LU 2.7

The City shall work with the County Health Department to allow innovative solutions for on-site sewage treatment, including community septic and grey water systems.

Policy LU 2.8

Allow a density bonus in exchange for dedicating a portion of property into conservation as open space, farmland, or public access. **Priority should be given to conserving these lands near more densely developed areas.** Homes must be built green and small with significant reduction in resources in order to qualify for a bonus. **REVIEW AFTER HOUSING ELEMENT**

GOAL LU-3

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

OS 1.4 Policy LU 3.1

Existing vegetated buffers should be ~~retained~~ managed to preserve the Island's character and the forested view from the road. Invasive species should be removed in order to keep the native vegetation healthy.

OS 1.5 Policy LU 3.2

New development should ~~be designed to respond~~ ~~strive to be responsive~~ to the natural landscape and should be sited so as to have the least visual and environmental impact on the Island landscape. Features that enhance the Island's character such as barns, fences, fruit or vegetable stands, should be retained and encouraged.

OS 1.6 Policy LU 3.3

~~Map~~ tree-covered hillsides and hilltops, particularly the ridgelines so valued by the community, ~~shall be particularly protected~~ and adopt regulations and programs to protect them for their visual and aesthetic benefits to the Island as well as their functions as wildlife habitat and erosion and runoff retardation.

GOAL LU-4**Focus urban development in designated centers****Policy LU 4.1**

~~Adopt a multi-year work program to undertake the "Special Planning Area Process" for the Centers. For each Center, this process shall engage residents, landowners, businesses and other stakeholders in envisioning the appropriate extent, scale, use mix, and the desired and required services and infrastructure to serve the selected use mix and intensity. The product of the "Special Planning Area Process" will be Subarea Plans that will be adopted as part of the Comprehensive Plan.~~

Policy LU 4.2

~~The Subarea Plans adopted through the Special Planning Area Process shall be implemented by appropriate amendments to the development code, capital and operating budgets.~~

Policy LU 4.1

Encourage residential uses in a variety of forms and densities as part of the use mix in Designated Centers.

Policy LU 4.2

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

Policy LU 4.3

Implement a green building code or "green factor" for both commercial and multifamily residential projects requiring a permit.

Policy LU 4.4

Address mechanisms for retaining and preserving open space in the vicinity of centers.

Policy LU 4.5

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



Policy LU 4.6 Adopt development standards and program public improvements to encourage walkability within each center and to the surrounding areas ~~within an easy walk.~~

OS 1.8 Policy LU 4.7

Development should be designed and located so as to avoid or minimize potential conflicts with agricultural activities, and right-to-farm ordinances must be recognized by any development located adjacent to agricultural ~~land~~ uses.

Policy LU 4.8

Amend the Non-Motorized Transportation Plan to link the centers and reduce vehicle miles traveled and greenhouse gas emissions.

General Land Use GOAL 1

GOAL LU-5

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

LU 1.1 Policy LU 5.1

Land use designations should reflect the priority of Bainbridge Island to remain primarily residential, with nonresidential development ~~outside of the Winslow area~~ concentrated in the service designated Centers. ~~and at the designated Business/Industrial areas.~~

LU 1.2 Policy LU 5.2

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

LU 1.3 Policy LU 5.3

The Neighborhood Service Centers of Island Center, Rolling Bay, and Lynwood Center offer small-scale, commercial and service activity outside of Winslow. These Neighborhood Service Centers should be allowed to develop at slightly higher densities to reinforce their roles as small-scale, community centers. **REVIEW AFTER HOUSING, TRANSPORTATION, WATER RESOURCES ELEMENTS**

LU 1.4 Policy LU 5.4

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

LU 1.5 Policy LU 5.5

The ~~areas~~ centers at Day Road and Sportsman Club Road ~~designated as Business/Industrial~~ are intended to augment the Winslow Core and the Neighborhood Service Centers and ~~serve an important function that~~ allows a diverse economy with business retention, growth and innovation on the island. **REVIEW AFTER HOUSING, ECONOMIC, AND TRANSPORTATION ELEMENTS**

The comprehensive land use plan for Bainbridge Island strives to provide for the full range of community needs. The Business/ Industrial District can provide economic activity that includes a variety of low-impact, nonpolluting uses that reflect and respond to changing market conditions and are compatible with the community.

TRANSPORTATION ELEMENTS

REVIEW AFTER HOUSING, ECONOMIC, AND



LU 1.6 Policy LU 5.6

Development outside of centers ~~Winslow and the neighborhood centers~~ should be compatible with the distinctive valued features of the Island's open spaces, harbors, winding roads, small-scale agricultural establishments, natural landscape, and distinctive neighborhoods ~~communities~~.

LU 1.7 Policy LU 5.7

The Future Land Use Map adopted in this Plan ~~shall~~ establishes the future distribution, extent, and location of generalized land uses. Uses of land on Bainbridge Island should reflect the intent of the vision, goals, and policies as well as the Land Use Map.

LU 1.8 Policy LU 5.8

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

OS 1.3 Policy LU 5.9

To reflect the policies in the Housing Element to provide for a variety of housing options in areas designated for residential development, including residential open space, accessory dwelling units shall be considered allowed uses in all residential zoning districts except R-6. (See Housing Element policy H 3.2)

REVIEW AFTER HOUSING ELEMENT



OS1.7 Policy LU 5.10

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

LU 1.9 See Policies LU 1.1, LU 1.2, & LU 1.3

Special Planning Areas

~~A Special Planning Area is an area which 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, services and amenities, and protection of natural systems. The Special Planning Area process would include property owners and neighborhood participation, and may include mediation as a means to resolve significant issues, if directed by the City Council. The end result of a special planning process would be a "neighborhood," "subarea" or site-specific plan which is will require an amendment to the Comprehensive Plan, unless no changes to the Plan's policies are proposed.~~

General Land Use

GOAL 1 LU-6

The City of Bainbridge Island will plan for growth based on the growth targets established by the Kitsap Regional Planning Coordinating Council: 5,635 ~~7,430~~ additional residents from 2010-2036 ~~1992 to 2012~~ and, at the same time, promote and sustain high standards that will not diminish the quality of life and/or degrade the environment of the Island.

FRW 1.1 Policy LU 6.1

The City accepts the Kitsap Regional Planning Council (KRPC) population allocations and will continue to analyze the impacts of these allocations as the Comprehensive Plan is implemented.

On September 24, 2013 ~~June 7, 1995~~, the KRCC amended the Kitsap Countywide Planning Policies to revise the 20-year planning horizon under GMA and to revise the population forecast for the County and the subarea allocation for each of the local jurisdictions within the County. Bainbridge Island was allocated a population of 24,280 28,660 by the year 2012 2036. The City Council ratified the amended Countywide Planning Policies on December 11, 2013 by approving Resolution 2013-22, and Resolution 2015-13 on June 16, 2015. The ~~2010-1992~~ Island population was 23,025 ~~46,850~~ persons. With an allocation of 28,660 ~~24,280~~, the Island must plan for an increase in population of 5,635 ~~7,430~~ persons by the year 2036 ~~2012~~ (the difference between the 20-year allocated population of 24,280 and the ~~1992~~ population of 16,850). See Introduction and Land Use Element Appendices J XX

This Comprehensive Plan allocates more than enough development capacity to accommodate the target patterns, and opportunities for choice in residential location and lifestyle. Finally, the Plan acknowledges the planning constraints, which result from the large number of existing nonconforming and previous platted lots.

FRW 1.2 Policy LU 6.2

As a city, Bainbridge Island constitutes an urban growth area under the GMA. Although an urban growth area, future growth on Bainbridge will be accommodated in a manner, ~~which~~ that is consistent with the requirements of the GMA, ~~and~~ yet retains the Island's character and the quality of life, ~~which~~ that its residents so highly value.

Consistent with the Growth Management Act, all land within the City of Bainbridge Island is included in the City's urban growth area. While Bainbridge is an ~~island-wide~~ City, it is not characterized by urban development with a full range of urban facilities and services, but contains a variety of development patterns that range from urban to less intense development. Winslow is the urban center of the Island. The existing Neighborhood Service Centers supplement Winslow's commercial activity, with the Business/Industrial District providing a location for environmentally sound manufacturing businesses.

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

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

FRW-1.3 Policy LU 6.3

The residential densities in the Plan focus residential growth in Winslow and other current and future centers with urban services, such as the Neighborhood Service Centers. This is a change from the 1994 and 2004 Plans, which specified a numeric growth strategy as follows: targets Winslow to accommodate 50% of the population growth in Winslow through the year 2012, and accommodate 5% of population growth in with the Neighborhood Service Centers to accommodate up to 5%. The balance of the growth ~~would~~ was to be absorbed throughout the remainder of the Island. For purposes of allocating 50% of the growth, Winslow ~~was~~ shall be defined as Winslow Master Plan Study Area. (Figure 2.3 of the Winslow Master Plan.)

~~The 1992 population of Winslow was 3,397 persons. Fifty percent of the Island's 2012 population allocation is 3,715. Winslow is therefore targeted for a 2012 population of 7,112 persons. The 2003 population estimate for the City of Bainbridge Island as provided by the Washington State Office of Financial Management (OFM) is 21,350 people.~~

The Winslow Master Plan study area ~~is intended to~~ encourages development of a neighborhood of the Island which contains a strong strengthened, vital downtown where people want to live, shop and work. Outside the mixed use, higher density center, there would be a variety of housing choices, from higher density multi-family areas immediately adjacent to the downtown to single family residential neighborhoods.

GOAL 2 LU-7

Establish areas of urban concentration where public facility and service capacities already exist, or are being developed, and which are characterized by growth that will be served by a combination of existing and new public facilities and services.

FRW-7.1 Policy LU 7.1

Winslow is the urban core of the Island, while the existing Neighborhood Service Centers are small-scale centers. In order to achieve the goals of the GMA this Plan ~~would~~:

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

FRW-2.2 Policy LU 7.2

Increased density over and above the existing zoning in the NSCs should only occur through a shift in density from critical areas overlay districts and farms through TDRs and through the use of density bonuses for affordable housing.

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

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

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

FRW-2.3 Policy LU 7.3

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

GOAL 3-LU-8

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

FRW-8.1 Policy LU 8.1

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

The carrying capacity of Bainbridge Island is determined by many factors, including the supply of limited resources (particularly water), changes in patterns of consumption, and technological advances. This Plan acknowledges that, with current information, the carrying capacity of the Island is not known. During the timeframe of this Plan, additional information on the carrying capacity of the Island should be developed. The Plan seeks to take a balanced

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

FRW-3.2 Policy LU 8.2

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

FRW-3.3 Policy LU 8.3

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

FRW-3.4 Policy LU 8.4

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

Policy LU 8.5

Climate Change and Water Conservation Plan strategy. Revisit with Environmental and Housing Elements

GOAL 4-LU-9

Ensure that the community vision and goals embodied in this plan are realized actually obtained.

FRW-4.1 Policy LU 9.1

Develop a series of benchmarks against which to measure the Plan's continued viability and ensure that continued public input is part of the monitoring program.

FRW-4.2 Policy LU 9.2

The Action Plan to implement the Comprehensive Plan should be reviewed yearly to determine if whether the actions described in the Action Plan have been accomplished.

GOAL 5 LU-10

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

GOAL 6 LU-11

All government entities should strive to cooperate and serve their constituents in a fiscally sound manner.

In addition to the City government, there are three special purpose districts and the Bremerton-Kitsap County Health District and Sewer District #7 which all serve the citizens of Bainbridge Island, as well as a number of state and county agencies. This goal addresses the need for cooperation and coordination in order to serve the Island's citizens in the most cost effective manner.

GOAL-7 LU-12

Develop a meaningful process for citizen participation which includes ~~tries to obtain~~ participation from all segments of the Island community.

General Land Use

Note: These goal/policies were moved up to become Goal/Policy LU 5/LU5.1 etc.

~~GOAL 1-~~

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

~~LU 1.1-~~

~~Land use designations should reflect the priority of Bainbridge Island to remain primarily residential, with nonresidential development outside of the Winslow area concentrated in the service centers and at the designated Business/Industrial areas.~~

~~LU 1.2-~~

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

~~LU 1.3-~~

~~The Neighborhood Service Centers of Island Center, Rolling Bay, and Lynwood Center offer small-scale, commercial and service activity outside of Winslow. These Neighborhood Service Centers should be allowed to develop at slightly higher densities to reinforce their roles as small-scale, community centers.~~

~~LU 1.4-~~

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

~~LU 1.5-~~

~~The areas at Day Road and Sportsman Club Road designated as Business/Industrial are~~

~~intended to augment the Winslow Core and the Neighborhood Service Centers and serve an important function that allows a diverse economy with business retention, growth and innovation on the island.~~

~~The comprehensive land use plan for Bainbridge Island strives to provide for the full range of community needs. The Business/ Industrial District can provide economic activity that includes a variety of low impact, nonpolluting uses that reflect and respond to changing market conditions and are compatible with the community.~~

~~LU 1.6~~

~~Development outside of Winslow and the neighborhood centers should be compatible with the distinctive features of the Island's open spaces, harbors, winding roads, small-scale agricultural establishments, natural landscape, and distinctive communities.~~

~~LU 1.7~~

~~The Future Land Use Map adopted in this Plan shall establish the future distribution, extent, and location of generalized land uses. Uses of land on Bainbridge Island should reflect the intent of the vision, goals, and policies as well as the Land Use Map.~~

~~LU 1.8~~

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

~~LU 1.9~~

~~Special Planning Areas~~

~~A Special Planning Area is an area which 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, services and amenities, and protection of natural systems. The Special Planning Area process would include property owners and neighborhood participation, and may include mediation as a means to resolve significant issues, if directed by the City Council. The end result of a special planning process would be a "neighborhood," "subarea" or site-specific plan which will require an amendment to the Comprehensive Plan, unless no changes to the Plan's policies are proposed.~~

Residential Goals and Policies

A specific set of residential policies are contained in the Housing Element. Goals and policies related to residential development are also located throughout the Land Use Element (e.g. Winslow, Neighborhood Service Centers and the Open Space Residential).

Commercial and Mixed Use Goals and Policies

GOAL 2 LU-13

Provide attractive, conveniently located, commercial development that is appropriate in scale, configuration, and location. Such development shall ~~is~~ be limited to the commercial and mixed use districts, and the Neighborhood Service Centers, ~~and home occupations.~~

LU-2.1 Policy LU 13.1

The major center for new commercial development ~~shall be~~ is the Mixed Use Town Center and the other commercial districts in Winslow.

LU-2.2 Policy LU 13.2

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

LU-2.3 Policy LU 13.3

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

LU-2.4 Policy LU 13.4

Home occupations provide employment opportunities and should be permitted where they are compatible with surrounding neighborhoods and the environment.

Parking**GOAL 3 LU-14**

Parking lots shall be constructed to minimize visual and environmental impacts.

LU 3.1

~~Landscaping standards shall be established for the parking lots of multi-family, commercial, office, and mixed-use developments to provide visual screening and to limit the impacts of impervious surfaces. Consideration should be given to the use of street trees which will allow solar access.~~

LU 3.2 Policy LU 14.1

Encourage parking in the rear or side yards of multi-family, commercial, and mixed use developments. Parking lots should be pedestrian-oriented and should provide pedestrian and bicycle routes between the street, the parking area, and the main entrance, and consideration should be given to the use of trees that allow solar access.

GOAL 4 LU-15

Prioritize program goals and establish and maintain planning tools, including a purchase and transfer of development rights program, ~~that~~ which implements the goals and policies of this Plan ~~and to~~ allow transferring development rights from areas intended for conservation, and promoting development in areas suitable for development.

LU 4.1 Policy LU 15.1

~~Maintain and improve t~~The City's Purchase of Development Rights (PDR) and should develop a Transfer of Development Rights (TDR) program to enable transferring development rights from areas intended for conservation

~~to areas suitable for development, which establishes requirements and procedures for transfer of development rights from sending areas to receiving areas. The TDR program should contain provisions for the sale and purchase of development rights.~~

LU 4.2 Policy LU 15.2

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

- 1) Designating appropriate staff resources to promote the program;
- 2) Providing for the outright purchase of development rights by the City and establishing a fund for banking development rights; and
- 3) Creating a ~~mechanism~~ process that coordinates the purchase and transfer of development rights.
- 4) Initiating an outreach program to educate property owners and potential buyers about the use of the Purchase and Transfer of Development Rights program.

Discussion: ~~This policy should be undertaken only after implementation of Policy LU 4.3 has been completed and the TDR program has been determined to be feasible.~~

LU 4.3 Policy LU 15.3

The City ~~should undertake a study to~~ has identified appropriate TDR sending areas and prioritized areas (or resources) of the Island that are valued by the community and are appropriate for conservation through the PDR purchase and/or the transfer of development rights (TDR) programs. ~~These areas or resources shall be identified as appropriate "sending areas" in the TDR program.~~

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

LU 4.4 NOTE: MOVED TO POLICY 15.2 ABOVE

~~The City should initiate an outreach program to educate property owners and potential buyers about the use of the Purchase and Transfer of Development Rights program.~~

Winslow

Winslow Mixed Use and Commercial Districts

GOAL 1 LU-16

The Winslow mixed use and commercial districts are designed to strengthen the vitality of downtown Winslow as a place for people to live, shop, and work. The Mixed Use Town Center is intended to have a strong, residential component to encourage a lively community during the day and at night. The most intense commercial area in Winslow is in the Central Core Overlay District. In this area, a vertical mix of uses is encouraged, but exclusively retail and/or office uses are permitted as well. In other areas of the Mixed Use Town Center District, office and retail uses should include a residential component.

W 1.1 Policy LU 16.1

The Mixed Use Town Center is intended for select areas within one mile of the ferry terminal and particularly the downtown core area, which is within one-half mile of the ferry terminal, that are suitable for pedestrian-oriented development.

W 1.2 Policy LU 16.2

The Mixed Use Town Center District includes diversity in types of housing, shopping, civic facilities, recreation, and employment. A variety of land uses are allowed which promote a pedestrian atmosphere, enhance the viability of the Town Center and can be developed in a manner ~~which~~ that is harmonious with the scale of the Town Center. Land uses which require outdoor storage or which have primarily an auto orientation, such as drive-through establishments, are not permitted within the Mixed Use Town Center.

W 1.3 Policy LU 16.3

To ensure the visual appeal and pedestrian-orientation of the land uses, the land development regulations ~~shall~~ include design standards for:

- Building height, bulk, and placement.
- Landscaping.
- Land coverage.
- Open space.
- Parking requirements.
- Signage.
- Street improvements.

W 1.4 Policy LU 16.4

The base levels of development in the Mixed Use Town Center and High School Road Districts ~~shall be~~ are determined by the floor area ratios (FAR) established in the Winslow Master Plan. A maximum level of development may be achieved through the use of FAR bonus provisions established in the Winslow Master Plan, including Transfer Development Rights, an affordable housing density bonus or contributions to public infrastructure or public amenities in excess of what is required to mitigate development impacts.

W 1.5 Policy LU 16.5

The area north of Bainbridge Performing Arts to High School Road, between Madison and Ericksen Avenues, is most appropriate for high-density, residential uses.

W 1.6

~~The permanent location of City Hall should be in downtown Winslow.~~

W 1.7

~~A master plan for Winslow will be developed to implement the goals and policies of this Plan.~~

W 1.8 Policy LU 16.6

Develop a parking plan for the Mixed Use Town Center District in order to ensure the viability of the Center. The Plan should include provisions for shared parking, public

parking structures or garages, parking opportunities off Winslow Way, reduction of the parking requirements for areas within the Center, and identification of areas which could be developed as small, public parking lots to serve the businesses, and the Plan should consider the use of street trees that allow solar access. Establish a public/private partnership, such as a Parking Authority, to implement the parking plan.

A Parking Authority could assist with funding, site acquisition, planning, engineering, and traffic studies, and create an overall integrated plan of action with sequential implementation.

W-1.9 Policy LU 16.7

Monitor the success in achieving the Plan's goal to increase the vitality of the Mixed Use Town Center and the effectiveness of the bonus density program. The monitoring program ~~shall include~~ tracking the use of TDRs, the affordable-housing density bonus and bonuses for contributions to public facilities, the types of businesses which are located in the Town Center, and the number and frequency of business changes.

~~There is some concern that the increased density in the Town Center will not be achieved if it can only be accomplished through the use of TDRs or an affordable housing density bonus. Through a regular monitoring program, an assessment can be made as to whether the goals of the Plan are being achieved and if not, corrective measures should be taken.~~

W-1.10 Policy LU 16.8

Pursue the construction of a complete waterfront trail system.

GOAL 2 LU-17

~~**Maintain**~~ **Develop** overlay districts ~~to that distinguish among the distinct neighborhoods~~ and commercial areas within the Mixed Use Town Center.

There are a number of distinct neighborhoods or commercial centers within the Mixed Use Town Center. Development within the Town Center should reflect the different qualities and characteristics of these distinct areas. Except where explicitly stated, the permitted uses and densities are uniform throughout the Mixed Use Town Center. However, design standards and mix of uses may vary. The overlay districts establish these variations. Also, the goal of achieving pedestrian-oriented development is sought throughout the Town Center.

W-2.1 Policy LU 17.1

Encourage neighborhood participation in defining the design standards for each overlay district.

Central Core Overlay District

W-2.2 Policy LU 17.2

The Central Core Overlay District is the most densely developed and dynamic ~~intense~~ district within the Mixed Use Town Center. Within this overlay district, residential uses are encouraged, but exclusive office and/or retail uses are permitted.

W-2.3 Policy LU 17.3

Design standards ~~that address, including open public spaces, parking and landscaping, which recognize the urban character of the Central Core Overlay District and apply to future development, shall be developed.~~

Discussion: In general, open space and landscaping standards may be more relaxed in this district in favor of building placement and lot coverage standards which create a continuous urban façade.

W-2.4 Policy LU 17.4

Mixed Use developments within the Central Core Overlay District that include a residential component may be exempt from requirements to provide off-street parking for the residential component of the project. When establishing the parking requirements for such a project, the City ~~shall~~ should consider the extent to which the shared parking will satisfy residents' parking demand.

W-2.5 —

~~The existing mobile home park in the Central Core District provides an affordable housing alternative and should be encouraged to remain. With retention of these mobile homes, the unused development potential from the parcels on which the mobile home park is located may be transferred to another parcel within the MUTC and a mechanism should be established to allow the permanent preservation of the mobile homes to be used as an affordable housing bonus on another parcel within the MUTC.~~

Discussion: ~~Specific policies which relate to the mobile home park are contained in the Housing Element.~~

W-2.6 Policy LU 17.5

~~Provide~~ improved pedestrian and visual access to the waterfront from the Central Core.

Ericksen Avenue Overlay District**W-2.7 Policy LU 17.6**

The Ericksen Avenue Overlay District is intended to preserve the unique and historical features of the Ericksen Avenue neighborhood and to provide for a mix of residential and small-scale, nonresidential development, with provision for open space.

W-2.8 Policy LU 17.7

New multi-story ~~Retail~~ development is permitted within the Ericksen Avenue Overlay District only ~~if it is ground floor retail with a residential component or residential and office development in the upper floors.~~

W-2.9 Policy LU 17.8

Historic (pre-1920) single-family, residential structures on Ericksen may be converted to nonresidential use. However, any additions to the structure must be added to the rear and must be compatible with the character of the original structure. ~~Exceptions may be made, when appropriate, through a variance process. Policies related to the historic structures on~~

Ericksen Avenue are contained in the Historic Preservation section of this Element.

~~**Discussion:** Policies related to the historic structures on Ericksen Avenue are contained in the Historic Preservation section of this Element.~~

W-2.10 Policy LU 17.9

New buildings within the Ericksen Overlay District must be constructed so that the overall character of the street, including traditional building forms, roof shapes, and relationship of building to street, is compatible with that of the historic structures on Ericksen Avenue. The mass of the new building, its relation to open spaces, and its doors, windows, and openings should be visually compatible with the historic structures on Ericksen.

~~**Discussion:** The mass of the new building, its relation to open spaces, and its doors, windows, and openings should be visually compatible with the historic structures on Ericksen.~~

Madison Avenue Overlay District

W-2.11 Policy LU 17.10

The Madison Avenue Overlay District is intended to provide for a mix of residential and small-scale, nonresidential development.

W-2.12 Policy LU 17.11

~~Within the Madison Avenue Overlay District, all retail and office development shall include a residential component mixed-use development is encouraged. New multi-story retail development is permitted only if it is ground-floor retail with a residential component or residential and office development on the upper floors.~~

Gateway Overlay District

W-2.13 Policy LU 17.12

~~The area along SR 305 from Winslow Way to the northern boundary of John Nelson Park to the parcel north of Vineyard Lane is the gateway to Bainbridge Island and should be developed to utilized in a way which enhances its this role as the gateway.~~

W-2.14 Policy LU 17.13

~~The Gateway Overlay District would provides protection for the ravine. The District would permits low-intensity, tourist-oriented, commercial, multi-family, and agricultural uses which would that have limited parking and minimum traffic impact. Limited, impervious surface coverage would be is allowed. If changes to SR 305 are made, then the uses permitted in the District will be re-examined.~~

W-2.15 Policy LU 17.14

~~The ravine is an important, natural feature of Bainbridge Island and should must be protected. A high priority should be given is to purchasing properties or obtaining conservation easements where the ravine is located to provide a permanent open space and connect a trail along the ravine.~~

Commercial-Ferry Terminal District

GOAL 3 LU-18

The Ferry Terminal Overlay District is intended to provide an attractive setting for ferry and associated transportation-oriented uses and serve as the entry point into Winslow. This District is also intended as a pedestrian and transit oriented, mixed-use neighborhood that complements the character and vitality of the core and serves the neighborhood and commuters.

W-3.1 Policy LU 18.1

Limit commuter parking and locate parking underground below new residential/office development in the ferry terminal wherever feasible.

W-3.2 Policy LU 18.2

Require new development to provide landscaping, landscape buffers and signage that enhances the setting of this visually important area, and limits the undesirable visual impacts of parking lots.

W-3.3 Policy LU 18.3

Protect adjacent, residential zones from the encroachment of parking, traffic impacts, and development.

W-3.4 Policy LU 18.4

Landscaping and signage standards should provide an attractive entry point that emphasizes Winslow's intimate character and natural setting.

Ferry Terminal Planning Area

GOAL 4 LU-19

Planning for the Ferry Terminal and Gateway Districts should be coordinated

W-4.1 Policy LU 19.1

The Ferry Terminal and Gateway Districts ~~should be~~ are developed in cooperation with the City, Washington State Department of Transportation, Kitsap Transit, and the private landowners to ensure coordinated and consistent development. The Ferry Terminal plan should address such issues as design standards, coordinated transportation analysis, pedestrian and visual connections between the ferry terminal and the Winslow Way retail center, and environmental ~~review~~ protection.

~~Commercial~~-High School Road District

GOAL 5 LU-20

The ~~Commercial~~-High School Road District is intended to provide for mixed-use and commercial development ~~uses that complement downtown Winslow and benefit from automobile access near the highway, while creating in~~ a pedestrian-friendly retail area.

W 5.1

~~The Commercial High School Road District is intended for the area that is suitable for commercial development near the intersection of High School Road and SR 305.~~

W 5.2 Policy LU 20.1

~~The Commercial High School Road District includes a diversity in types of shopping and employment. A variety of commercial uses are allowed which offer goods and services for the convenience of Island residents and which may have an automobile orientation. Housing at a density of 8 units per acre is also permitted.~~

Policy LU 20.2

Auto-oriented uses and drive-through businesses that benefit from access to SR305 shall be limited to the area shown on Figure 2.



Figure 2. Yellow Dotted Line shows area where auto-oriented uses and drive-through businesses are allowed

Policy LU 20.3

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

W 5.3 Policy LU 20.4

The properties designated on the Land Use Map as High School Road District II ~~shall be~~ are each limited to no more than 14,400 square feet of retail use. Retail use between 5,000 and 14,400 square feet ~~shall~~ requires a conditional use permit.

Discussion: This portion of High School Road, designated High School Road District II on the Land Use Map, is immediately adjacent to a semi-urban, residential area of 2.9 to 3.5 units per acre and should have less intense uses than the remainder of the High School Road district. Since existing businesses are located in this area and infrastructure is in place, this Plan recommends the area for the High School Road designation, but with a limitation on the size of retail uses.

W-5.4 Policy LU 20.5

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

- Building height, bulk, and placement.
- Landscaping, including screening of parking lots, and development of pedestrian oriented streetscape with building and landscaping (including trees) located at the street edge.
- Lot coverage.
- Open space.
- Road access and internal circulation including pedestrian connections; ~~on all sides of the retail area from the high density housing adjacent to High School Road;~~ developing more pedestrian crossings; and requiring parking in the rear wherever possible.
- Signage.
- Additional transit stops on both sides of SR 305.

W-5.5 Policy LU 20.6

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

W-5.6 Policy

~~If an existing development redevelops or expands its gross floor area (GFA), compliance with current development standards shall be based on the size of the redevelopment or expansion. A range of compliance requirements shall be established to correspond with range in levels of redevelopment or expansion.~~

Water-dependent Industrial District**GOAL 6 LU-21**

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

W-6.1 Policy LU 21.1

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

W-6.2 Policy LU 21.2

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

W-6.3 Policy LU 21.3

Industrial uses shall employ best management practices (BMPs) and best available facilities practices and procedures concerning the various services and activities performed and their impacts on the surrounding water quality. (For example, practices and procedures include safe handling of fuels and toxic hazardous materials to prevent them from entering the water and providing optimal ~~um~~ means ~~to~~ for provide prompt and effective clean-up of spills that do occur.)

W-6.4 Policy LU 21.4

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

W-6.5 Policy LU 21.5

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

W-6.6 Policy LU 21.6

Joint use of piers, cargo handling, storage, parking, and other accessory facilities among private or public entities should be strongly encouraged or required in waterfront industrial areas.

W-6.7 Policy LU 21.7

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

W-6.8

~~The land use designation for the Wyckoff site should reflect what types of land use activities would be appropriate for the site based, in part, on historical significance, habitat mitigation implemented and performed on the property and the development restrictions required by the Environmental Protection Agency.~~

Discussion: ~~EPA has begun cleanup at the Wyckoff Superfund Site and constructed a habitat mitigation beach along the western portion of the site. The Japanese American WWII Exclusion Memorial is proposed on the site and the adjacent Taylor Avenue. A public park is proposed for the remainder of the site. Mixed use development may be appropriate if public acquisition is not successful. Current actions by EPA focus on removal and containment of contamination. Future land use of the site may be affected by EPA's final cleanup action, the technologies used, and the time required to complete the cleanup.~~

Winslow Residential Districts

GOAL ~~7~~ LU-22

The Urban Multi-Family District is intended to provide for moderate to high-density residential development that may include some office and governmental uses, and are permitted as conditional uses.

Most of the residential districts include some office and governmental uses that are permitted as conditional uses.

W-7.1 Policy LU 22.1

Residential development within the Urban Multi-Family District ~~shall be~~ is served by public facilities and services normally associated with urban area development.

W-7.2 Policy LU 22.2

Retain the existing densities of residential uses which range from 8 to a maximum of 14 units per acre within the Urban Multi-Family District.

~~**Discussion:** The monitoring program to be established for the Mixed Use Town Center will help assess whether the Urban Multi-Family District should be designated for additional density through the use of TDRs.~~

W-7.3 Policy LU 22.3

Provide landscape buffers between any multi-family and existing single family homes.

W-7.4 Policy LU 22.4

To ensure the compatibility of multi-family developments with adjacent uses and retain the scale of development in Winslow, land use regulations ~~shall include~~ design standards for:

- Building height, bulk, massing, and articulation to promote a pedestrian scale and to ensure adequate light, air, and view corridors between lots.
- Parking requirements, including location of parking to the rear or side yards.
- Landscaping, including parking lots.
- Lighting standards that prevent unnecessary glare on neighboring residential properties.
- Location and screening of service areas such as dumpsters.
- Open space.
- Pedestrian linkages between multi-family buildings and the street edge and adjacent residential or commercial properties.

Urban Residential District

GOAL 8 LU-23

The Urban Residential District is intended for moderate density urban residential development.

W-8.1 Policy LU 23.1

Residential development within the Urban Residential District ~~shall be~~ is served by public facilities and services normally associated with urban area development.

W-8.2 Policy LU 23.2

Densities of residential use within the Urban Residential District shall range from 4.3 to a maximum of 6 units per acre.

~~W-8.3~~

~~The Urban Residential District on the Point Monroe sand spit is intended for small, beach-oriented residences that are compatible with its sensitive environmental setting.~~

~~W-8.4~~

~~New development or expansion of development in the Urban Residential District on the Point Monroe sand spit shall consider the cumulative impacts of additional requests for like actions on the remainder of lots on the sand spit. The total of new development on the sand spit shall not produce substantial adverse effects on the shoreline environment or neighborhood character, and shall prevent or minimize flood damage through use of non-structural methods, such as increased setbacks and vegetated buffers, in addition to design measures such as pile foundations and elevated floor levels.~~

Semi-Urban Residential District

GOAL 9 LU-24

The Semi-Urban Residential District is intended to provide for vital residential neighborhoods in a semi-urban setting.

W-9.1 Policy LU 24.1

The Semi-Urban Residential District is located in areas that are suitable to provide a transition from urban uses to the less intensely developed areas of the Island.

W-9.2 Policy LU 24.2

Density of residential use within the Semi-Urban Residential District shall range from 2.9 to a maximum of 3.5 units per acres.

~~W-9.3~~

~~High School Road/Ferncliff Avenue~~

~~The 9+ acres located at the northwest corner of High School and Ferncliff Roads is designated as R-2, with the six western acres (approximately) of the nine acres designated as R-8. No density bonuses will be permitted on either portion of the site and development of this site is encouraged to be clustered on the western portion of the property, with a significant buffer retained along the eastern boundary of the site along Ferncliff Avenue.~~

Discussion: ~~The density bonus restriction is due to the property's transitional location, between the high-intensity commercial area on High School Road and the lower density residential area associated with Ferncliff Avenue.~~

Neighborhood Service Centers

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

GOAL 1 LU-25

Encourage the development of the Neighborhood Service Centers at Rolling Bay, Lynwood, and Island Centers, as designated on the Land Use Map, as areas with small-scale, ~~Island-wide~~, commercial, mixed use and residential development outside Winslow.

NSC-1.1 Policy LU 25.1

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

NSC-1.2 Policy LU 25.2 Lynwood Center

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

Lynwood Center is designated as a Special Planning Area, and a subarea plan was completed in 1997.

~~Reduce the commercial area of Lynwood Center as shown on the Land Use Map. Allow R-5 is allowed with public water and sewer in the area. that has been changed from commercial to residential use. The use of TDRs or affordable housing bonus density would not be required, but affordable housing would be encouraged.~~

~~Rezone the Island Trade District to Neighborhood Service Center to ensure coordinated and compatible uses in the neighborhood service center. Allow up to 12 residential units per acre along with commercial uses (if served by public sewer and water) on the commonly owned parcels on Lynwood Center between Baker Hill Road and Point White Drive, as shown on the Land Use Map (Tax Parcel #s 042402-1-012-2006, 042402-1-047-2005, 042402-1-048-2004, 042402-1-049-2003, 042402-1-050-2009), provided that a community center is constructed that is of similar style and quality to the entire development. Higher density may be achieved with affordable housing.—~~

~~Allow the existing lumberyard pier (Tax Parcel # 042402-1-019-2009) to be rebuilt with commercial uses consistent with the Bainbridge Island Shoreline Management master Program, 1996. Parking for this use must be located either on the parcel directly north of this parcel (Tax Parcel # 042402-1-046-2006) or on that parcel to the west (Tax Parcel # 042402-1-021-2005). The City should pursue public funds, whether from the sale of road-end property or other sources, to combine with private funds to construct a public access pier or acquire other public beach access.~~

The parcel of land located on Point White Drive, directly adjacent to the western boundary of the NSC, as shown on the Land Use Map (Tax Parcel # 042402-1-021-2005), is designated

~~OSR-2 with the provision that density may be increased to 3 units per acre on the condition that a public access easement be granted for that portion of the parcel that lies to the south of Point White Drive along the waters of Rich Passage and adjacent to the old lumberyard pier.~~

~~Any future development adjacent to the Shel—chelt estuary and associated stream corridor should consider the sensitive nature of this unique environmentally sensitive area.~~

The *Lynwood Center Report and Final Recommendations* is included in the section of the Comprehensive Plan entitled Subarea Plans.

NSC 1.3 Policy LU 25.3 Island Center

Island Center is designated as a Special Planning Area. The boundaries for Island Center are as shown on the Land Use Map. Any changes to the boundaries may be determined during the special planning process.

NSC 1.4 Policy LU 25.4 NSC Contract Zone: Miller Road/Battle Point Drive

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

NSC 1.5 Policy LU 25.5 Rolling Bay

The Neighborhood Service Center boundaries are as shown on the Land Use Map. Rolling Bay is designated as a Special Planning Area. Any changes to the boundaries may be determined during the special planning process.

NSC 1.3 Policy LU 25.6

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

NSC 1.7 Policy LU 25.7

Mixed use development is strongly encouraged ~~but not required.~~

NSC 1.8 Policy LU 25.8

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

NSC 1.9 Policy LU 25.9

The land use regulations ~~shall have~~ include design standards for:

- Building height, bulk, massing and articulation to promote a pedestrian scale.
- Parking requirements, including location of parking to the rear or side yards, unless otherwise provided for in a Special Planning Area plan. Landscaping, including parking lots and buffer areas between higher and lower intensity uses and consideration of trees that allow solar access.

- Lighting standards that prevent unnecessary glare on neighboring residential properties.
- Location and screening of service areas such as dumpsters.
- Open space.
- Pedestrian linkages.

Discussion: These standards ~~should be established to~~ ensure that development will be designed to fit into the scale and character of the existing centers and the adjacent residential neighborhoods. The City ~~should~~ developed design prototypes or illustrated design guidelines for each of the three service centers to serve as a visual reference for the future development of the community. These design guidelines ~~should~~ recognize the distinct qualities of the three service centers.

NSC 1.10 Policy LU 25.10

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

NSC 1.11 Policy LU 25.11

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

NSC 1.12 Policy LU 25.12

Develop a parking plan, if appropriate, for each service center.

NSC 1.13 Policy LU 25.13

Opportunities for providing a neighborhood commons or meeting place should be considered with any proposal for major redevelopment of an existing neighborhood service center or as part of development of a new neighborhood service center to encourage the use of the neighborhood service center by surrounding residents.

GOAL 2 LU-26

Infill within the boundaries of the Neighborhood Service Centers, as designated on the Land Use Map, through the transfer of development rights from TDR Sending Areas of the Island or through an affordable housing bonus density.

NSC 2.1 Policy LU 26.1

The base density of residential development in the Neighborhood Service Centers, as designated on the Land Use Map, ~~shall be~~ is 3 units per acre in areas not served by public water and sewer systems and using TDRs or an affordable-housing bonus density, provided state and local Health District regulations can be met. Allow up to R-5 with public water and sewer.

Business/ Industrial

GOAL 1 LU-27

The Business/ Industrial ~~District~~ Zone (B/I) is intended to provide opportunities for expansion of existing Island businesses, for diversity of jobs and for low-impact industrial activity that contributes to well-paying jobs, where traffic congestion, visual, and other impacts on the surrounding neighborhood can be minimized.

B/I 1.1 Policy LU 27.1

The Business/ Industrial District is for non-polluting, light manufacturing development as well as other uses that add to the diversity of economic activity on the island and are compatible with other uses in the Business/ Industrial District and neighboring zones.

B/I 1.2 Policy LU 27.2

New manufacturing businesses that plan to utilize toxic/hazardous substances must list these substances and quantities projected for annual usage; demonstrate compliance with all Federal, State and ~~Bremerton~~-Kitsap County Health District requirements for their handling; and receive a City business license. Development proposals are evaluated using performance standards for the B/I district. (Definitions and quantity limits of toxic/hazardous substances are set forth in the Comprehensive Environmental Response, Compensation, and Liability Act of 1980, as amended [42 U.S.C. Section 9601] et seq. ["CERCLA"], the Superfund Amendments and Reauthorization Act of 1986, Pub. L No. 99-499 ["SARA"], the Hazardous Materials Transportation Act, 49 U.S.C. Section 1801 et seq., the Resource Conservation and Recovery Act, 49 U.S.C. Section 6901 et seq. or other applicable State or Federal laws, rules or regulations adopted in accordance with those statutes). Uses of certain toxic/hazardous substances can disqualify the application from approval because of potential environmental impact. However, the City would consider proposals that use toxic/hazardous substances defined in the above references may be approved upon review of factors such as quantity used, adequacy of storage, containment, spill management, and waste disposal plans in reviewing such a proposal.

B/I 1.3 Policy LU 27.3

The City shall coordinate with the Bainbridge Island Fire Department when reviewing development proposals ~~The Fire Marshall shall receive copies of publicly available reports concerning hazardous substances and prepare a summary of those reports that can be published in order to avoid revealing confidential or sensitive information about other aspects of those businesses.~~

B/I 1.4 Policy LU 27.4

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

B/I 1.5 Policy LU 27.5

The City should ensure the adequate monitoring and enforcement of hazardous material regulations.

B/I 1.6 Policy LU 27.6

Performance standards for the Business/ Industrial District(s) ~~shall~~ address odor, lighting, noise, vibration, signage, traffic volumes, ingress and egress, parking, delivery and loading areas, and pedestrian and vehicle ~~site~~-circulation, to create safe, efficient, compatible conditions among a variety of on-site uses and to protect adjacent residential neighborhoods.

B/I 1.7 Policy LU 27.7

Business/ Industrial uses ~~shall~~ must be visually screened the development year-round from adjacent, non-industrial properties and from adjacent roadways.

Discussion: This policy establishes a performance standard – Business/ Industrial uses must be visually screened from the roadway and from adjacent non- Business/ Industrial development. The visual screening could be achieved through a combination of vegetation and building setback which would add depth to the buffer. ~~A minimum 50-foot native, vegetated buffer should be considered in drafting the development regulations.~~

B/I 1.8

~~Any Business/ Industrial District with more than one business should be encouraged to form and participate in a business park management association and neighborhood association in order to institute a self-enforcement program.~~

B/I 1.9

~~If an existing project redevelops or expands its gross floor area (GFA), compliance with current development standards shall be are based on the size of the redevelopment or expansion. A range of compliance requirements shall be established to correspond with the range in levels of redevelopment or expansion.~~

Discussion: ~~If an expansion comprises no more than 15%, only limited compliance with current standards would be required (i.e., landscaping, parking). An expansion of 50% or more would require that the entire project be brought into full compliance.~~

GOAL 2 LU-28

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

B/I 2.1

~~The 35 acres adjacent to the Business/ Industrial area north of Day Road and west of SR 305 are designated as Business/ Industrial on the Land Use Map, and development within this 35-acre Business/ Industrial area must utilize the Site Plan Review process for project review to address open space, trail connections and environmental impacts associated with proposed development.~~

B/I 2.2

~~Any additional Business/ Industrial should not be designated until the City completes an Economic Development Element.~~

Discussion: ~~The City will monitor achievement of this goal. Details of the monitoring program will be enumerated in an Economic Development Element.~~

GOAL-3 LU-29

Discourage the inappropriate designation of isolated Business/ Industrial Districts.

While seeking to limit isolated Business/ Industrial uses, this Plan also recognizes the concerns of property owners to continue existing businesses at those locations as non-conforming uses. Discussion included designation of certain businesses and nonconforming uses. However, owners were concerned about the ability to obtain financing in the future. This Plan seeks to reach a compromise.

B/I 3.1 Policy LU 29.1

Isolated Business/ Industrial ~~zones~~ activities are designated to reflect historical use and the designation should not be expanded.

~~The overall framework of the Plan is to concentrate Business/ Industrial activity at Day Road and to acknowledge the existing, isolated Business/ Industrial activity.~~

Residential Open Space

NOTE: Goal 1, Policies OS1.1 & OS1.2 Moved to Goal LU 2

GOAL 1

~~Preserve the open space area outside Winslow and the Neighborhood Service Centers through a development pattern which will enhance the character of the area—forested areas, meadows, farms, narrow roads bordered by dense vegetation and the valuable functions the open space area serves on the Island (i.e., aquifer recharge, fish and wildlife habitat, recreation).~~

Preservation and protection of the open space area is also addressed elsewhere in this Element of the Plan in the Environmental, Greenways, Forest Lands and Agricultural Lands sections.

OS 1.1

~~Protect open space, critical areas, and agricultural uses through public and private initiatives, including open space tax incentives, cluster development, PUDs, transfer and purchase of development rights, public land acquisition, greenways, conservation easements, landowner compacts, limiting the amount of lot coverage, and other techniques.~~

OS 1.2

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

Discussion: ~~The proliferation of approved short plats and the existence of standard~~

~~subdivisions on the Island present a major obstacle to the preservation of the Island's character and the protection of its natural systems. The City should encourage the creation of landowner compacts where adjacent landowners collectively aggregate and develop their properties under a unified development plan. This could involve innovative, joint partnerships between nonprofit organizations and developers interested in preserving open space and promoting sensitive development. The City should work with nonprofit agencies to identify techniques for establishing landowner compacts and potential lands that could be aggregated under a compact.~~

OS 1.3

~~To reflect the policies in the Housing Element to provide for a variety of housing options in areas designated for residential development, including residential open space, accessory dwelling units shall be considered allowed uses in all residential zoning districts except R-6. (See Housing Element policy H 3.2)~~

OS 1.4—Moved to LU 3.1

~~Existing vegetated buffers should be retained and augmented where necessary to preserve the Island's character and the forested view from the road.~~

OS1.5—Moved to LU 3.2

~~New development should strive to be responsive to the natural landscape and should be sited so as to have the least visual and environmental impact on the Island landscape. Features which enhance the Island's character, such as barns, fences, fruit or agricultural stands, should be retained and encouraged.~~

OS1.6—Moved to LU 3.3

~~Tree-covered hillsides and hilltops, particularly ridge lines so valued by the community, shall be particularly protected for their visual and aesthetic benefits to the Island as well as their functions as wildlife habitat and erosion and runoff retardation.~~

OS1.7—Moved to LU 5.10

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

OS1.8—Moved to LU 4.8

~~Development should be designed and located so as to avoid or minimize potential conflicts with agricultural activities, and right-to-farm ordinances must be recognized by any development located adjacent to agricultural land.~~

OS 1.9

~~The City shall develop a Flexible Lot Design Subdivision process that integrates a cluster-zoning requirement in the subdivision process and ensures that the approval process is timely and efficient.~~

Discussion: ~~This process would permit 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 that 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 lot size for each zone, would be set out in the zoning ordinance.

OS 1.10

In designing a Flexible Lot Design Subdivision process, areas of site disturbance shall be laid out in consideration of the following criteria:

- Location of the most suitable soils for individual, on-site septic systems.
- Location of greenway overlay.
- Location of scenic views from the roadway.
- Location of wooded slopes — trees should not be removed from ridges and structures should not be placed on ridge lines.
- Establishment of perimeter buffers.
- Segregation of farmland.
- Encourage common access.

OS 1.11

The Flexible Lot Design Subdivision shall include:

- Adequate open space — open space should be of a quality, quantity, and configuration to ensure that a significant portion of the site is designated for conservation, passive recreation, and active recreation (where appropriate), and that the open space is reasonably related to all house lots.
- Consideration for dedication of open space for public use.
- Protection of critical areas.
- Preservation of significant trees.
- Creative site design including placement of structures, circulation systems, and utilities that minimize land alteration (e.g., a variety of lot sizes, building types, scale, and design to reduce the bulk of structures).
- Pedestrian orientation, including trails and walking paths.
- Adequate provision of public facilities and amenities.
- Preservation of natural features.
- Preservation or creation of farmland.
- Limited impervious surface/area of site disturbance.
- Public waterfront access and/or view.

OS 1.12

Land that is designated as permanent open space within Flexible Lot Design Subdivisions shall be used only for recreational, conservation, or agricultural use. This land shall be:

- Owned jointly or in common by the owners of the building lots.
- Dedicated to the City, Park District, or to a private, nonprofit organization, subject to acceptance.
- Retained by the original landowner and protected through a permanent conservation easement.

GOAL 2

Create a Critical Areas Overlay District to protect sensitive areas through TDRs, flexible lot design, and through reducing development pressure within the open space area.

OS 2.1

The Critical Areas Overlay District is designated for areas which may have limited development potential due to environmental sensitivity, including critical aquifer recharge areas, and priority wetlands. These areas should be included as primary sending areas for TDRs. These areas will be shown on the Land Use Map as a Critical Areas Overlay District.

Discussion: Under the Agricultural Lands policies, a farm owner outside of the designated TDR Sending Area would be able to opt into the TDR program. (See Agricultural Lands Policy.)

OS 2.2

The Critical Areas Overlay District is limited to activities compatible with the conservation and protection of sensitive areas, including residential use, passive recreation, and agriculture, using Best Management Practices.

OS 2.3

Because of the sensitivity of land within the Critical Areas Overlay District, use of TDRs and other means of preservation are preferable to site development and should be implemented wherever possible.

OS 2.4

Properties within the Critical Areas Overlay District retain the underlying zoning, but are subject to the requirements of the Overlay District. The Overlay District is intended to encourage a pattern of development which will protect and enhance the sensitive areas. The property owner may choose one of several techniques to realize development potential on the site:

- 1) An applicant may choose to use the Flexible Lot Design Process to accommodate innovation, creativity, and design flexibility, and to achieve a level of environmental protection that would not be possible by typical lot-by-lot development, but shall not exceed the underlying base density.
- 2) An applicant may choose to transfer the development rights of the parcel to preserve the land as open space. Under this option, the development rights would be calculated assuming the development potential allowed by the zoning district.

GOAL 3 LU-30

Preserve the character of the interior areas of Bainbridge Island through establishment of an Open Space Residential District.

OS 3.1 Policy LU 30.1

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

OS 3.2 Policy LU 30.2

Residential development ~~shall~~ should be compatible with the preservation of open space, forestry, agricultural activities, and natural systems. Accessory farm buildings and uses are allowable.

OS 3.3 Policy LU 30.3

The overall density for residential use ~~shall be~~ is a maximum of one unit per 2.5 acres. However, the landscape should maintain the natural and scenic qualities of the Island.

OS 3.4

~~Development of the 40 acres of City owned land located on Vincent Road (former site of the County landfill) SHALL/SHOULD be subject to a comprehensive and coordinated planning process that addresses such issues as, but is not limited to, compatibility and location of current and proposed uses, on-site circulation, off-site pedestrian connections, public amenities, landscaping, lighting and traffic. The planning process SHALL/SHOULD include a public outreach program that seeks the participation and input of both the immediate neighborhood and the larger Island-wide community.~~

GOAL 4 LU-31

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

OS 4.1 Policy LU 31.1

The R-1 District is intended to recognize an existing development pattern of one unit per acre.

OS 4.2 Policy LU 31.2

The R-2 District is intended to recognize an existing development pattern of two units per acre.

OS 4.3 Policy LU 31.3

The City should consider the development of subarea plans that establish land use policies and development standards tailored to the individual communities. Neighborhood participation in development of subarea plans should be encouraged.

GOAL 5 LU-32

Maintain and enhance the unique character of Fort Ward Planning Area (see Figure 4A) ~~due to~~ recognize the history and natural landscape of the area and the sense of community that exists, including an open space system made up of wetlands, a neighborhood park, the historic marching fields, unbuildable slopes and the State Park (see Figure 4B). The Fort Ward Action Plan is a part of the Plan (Appendix XX).

OS 5.1

~~Through an LID, grants or public or private funding sources, if funding occurs, or through the use of such techniques as cluster development or transfer of development rights within the Fort Ward area:~~

- ~~1) Preserve the parade marching fields as public open space, as well as street, trail and sidewalk improvements identified in the Fort Ward Action Plan, and~~
- ~~2) Protect and enhance the wetlands and associated buffers for a new community park which will include the natural systems from Kitsap Avenue, southwest past Belfair, as identified in the Fort Ward Action Plan.~~

~~Establish a mechanism to expedite the necessary changes to the Bainbridge Island Municipal Code to allow:~~

- ~~1) Transfer of density from the wetland area or parade grounds to elsewhere within the Fort Ward Core Area as shown on Figure 4A.~~
- ~~2) Replatting of the wetland area to avoid, as much as possible, development in the wetlands and buffer area and to preserve the parade grounds.~~
- ~~3) Development of a wetland overlay master plan to include a landscape reclamation plan, planting alternatives, access, use, drainage and building envelopes.~~

~~After years of limited development, Fort Ward could be facing a dramatic increase in construction of new residential development. Many of the undeveloped lots in the Fort Ward planning area are non-conforming due to their small size. Many of these lots contain wetland or buffer area and may be developed using the Reasonable Use Exception of the Bainbridge Island Municipal Code. This policy provides mechanisms to minimize the impacts of future development on the wetlands. The parade grounds are an important historical feature of Fort Ward and a focal point of the community that also provides recreational opportunities for the residents of Fort Ward. This policy provides mechanisms to further maintain and enhance the unique character, historical value, sense of community and natural landscape of the Fort Ward Planning Area.~~

OS 5.2

~~In order to preserve historic structures within the Fort Ward Historic District, as shown on Fort Ward Navy Additions Map—Figure 4C:~~

- ~~1) The original density for Buildings E, 13, 18, 19, 20, 21, 46, 47, 48, 49, 50, and 51 and the existing density of Buildings B and C (10 units in total), Building 60 (12 units) and Building 65 (19 units) SHALL/SHOULD be permitted if the structure is maintained in a manner that would preserve the building's historic character and any renovation is conducted in accordance with a standard designated by the City; and~~
- ~~2) Building 16 SHALL/SHOULD be designated as appropriate for multi-family use of up to 8 dwelling units, provided that a portion of the building is dedicated as a community meeting place.~~

OS 5.3 Policy LU 32.1

~~Where possible, create tax incentives and encourage private purchase and renovation of historic structures. Transfer density within the Fort Ward Study Area as incentives for the preservation of historic structures.~~

~~OS 5.4~~

~~Develop specific design and development guidelines that recognize the unique qualities of the Fort Ward District and respond to the scale and natural features of the lots.~~

~~OS 5.5:~~

~~Maintain housing opportunities for a range of economic levels. Provide exceptions to the design guidelines in order to meet the American with Disabilities Act while maintaining the character of the community~~ **MOVE POLICY TO HOUSING ELEMENT**

**Historic Preservation****GOAL 1 LU-33**

Maintain and Support a Historic Preservation Program– A successful historic preservation program requires on-going support of the community, as well as the City government and its designated department.

HP 1.1 Policy LU 33.1

The City shall maintain its status as a Certified Local Government (CLG), thereby promoting collaboration among City departments, boards and commissions.

HP 1.2 Policy LU 33.2

The City and its HPC ~~shall~~ should regularly review the local historic preservation ordinance and update where necessary to assure that it achieves the Comprehensive Plan's goals and policies.

HP 1.3 Policy LU 33.3

The City and the HPC ~~shall~~ should develop the City's preferred method of project compliance review and reporting, consistent with state laws and local ordinances.

HP 1.4 Policy LU 33.4

The City and HPC shall coordinate with tribal communities and other interested stakeholders who have an interest in historic resources on the Island.

GOAL 2 LU-34

Identification and Evaluation of Historic Resources – Historic property inventory and context statements inform planning efforts by identifying areas where resources worthy of preservation exist or are likely to occur.

HP 2.1 Policy LU 34.1

The City and HPC shall recognize historic resources listed on, or eligible for, the local registry as significant historic properties.

HP 2.2 Policy LU 34.2

The City and HPC shall continue to inventory historic resources, thereby maintaining an up-to-date site database using the latest affordable technologies available.

HP 2.3 Policy LU 34.3

The City and HPC ~~shall~~ should continue to support and expand the Local Historic Register program.

HP 2.4 Policy LU 34.4

The City and HPC ~~shall~~ should develop protocols for the consistent evaluation of historic resources on the Island.

HP 2.5 Policy LU 34.5

The City and HPC shall define and identify its “iconic” structures and sites (those intended for permanent preservation), which are deemed essential elements of the community’s character, history and identity.

GOAL 3 LU-35

Preservation and Enhancement of Historic Resources – An effective historic preservation program provides meaningful practical incentives and policies for property owners and developers to preserve historic resources.

HP 3.1 Policy LU 35.1

The City shall encourage preservation of existing historic structures and sites as an important tool in building a sustainable and unique community.

HP 3.2 Policy LU 35.2

~~The City shall~~ Encourage the preservation, rehabilitation and restoration of existing structures through the adoption and implementation of the International Existing Building Code (IEBC).

HP 3.3 Policy LU 35.3

~~The City and HPC shall~~ Collaborate with the Historic Preservation Commission and Design Review Board to develop design guidelines for projects within or adjacent to significant historic properties and/or neighborhoods to ensure compatible development.

HP 3.4 Policy LU 35.4

~~The City and HPC shall~~ Develop guidelines to ensure review of potential direct and indirect impacts to significant historic properties when planning and/or permitting projects.

HP 3.5 Policy LU 35.5

~~The City and HPC shall~~ Identify and support practical owner/operator economic incentives and policies to encourage the rehabilitation and preservation of significant historic resources.

HP 3.6 Policy LU 35.6

~~The City shall~~ Engage in cooperative efforts with owners to encourage the preservation of historic resources.

GOAL 4 LU-36

Public Participation – Establishing a broad base of support from citizens and their city government will strengthen the community’s commitment to historic preservation.

HP 4.1 Policy LU 36.1

The City and HPC shall Support an on-going education program to increase awareness of the historic resources on the Island.

HP 4.2 Policy LU 36.2

The City and HPC shall Support efforts to publicly recognize preservation efforts within the Island community.

HP 4.3 Policy LU 36.3

The City and HPC shall Collaborate with interested stakeholders to promote historic preservation on the Island.

HP 4.4 Policy LU 36.4

The City and HPC shall Identify, and give public access to, an appropriate repository for curating historic preservation records and documentation.

Siting of Essential Public Facilities

GOAL 1 LU-37

The needs of the community shall should be met by providing essential public facilities and services that are equitably distributed throughout the community; that are located and designed to be safe and convenient to the people they serve; that provide flexibility of use and maximum efficiency; and that are compatible with adjacent uses, the environment, and preservation of public health and safety.

Discussion: The Growth Management Act requires that all jurisdictions planning under the Act must provide a process for siting essential public facilities such as airports, correctional facilities, sewage treatment plants. These goals and policies are intended to guide the siting process, and therefore, in accordance with RCW 36.70A.200(2), they do not preclude the siting of essential public facilities. Site specific consideration of a proposed essential public facility would occur during the development application review process.

PF 1.1 Policy LU 37.1

The City shall should develop a list of essential public facilities of a local nature that may potentially be sited on Bainbridge Island and coordinate with the Kitsap Regional Coordinating Council in the development of a list of state and countywide public facilities.

PF 1.2 Policy LU 37.2

When an essential public facility of a statewide or countywide nature is proposed for Kitsap County, the City shall should appoint representatives as members of the Facility Analysis and Site Evaluation Advisory Committee or any other established siting committee to evaluate proposed public facility siting.

PF 1.3 Policy LU 37.3

New essential public facilities shall not be located in designated resource lands; and critical areas, ~~or other areas where the siting of such facilities would be incompatible.~~

GOAL 2 LU-38

The process for siting essential public facilities ~~shall~~ should create an environment of cooperation and include adequate and early public review to promote trust between government agencies and the community.

PF 2.1 Policy LU 38.1

If an essential public facility is proposed for Bainbridge Island that is an “essential public facility,” as defined in RCW 36.70A.200, the City Mayor ~~shall~~ should create ~~appoint,~~ and the City Council confirm, a Facility Analysis and Site Evaluation Committee composed of citizens, City staff, elected officials and appropriate technical experts which ~~shall~~ should consider in determining a recommendation to City Council, at a minimum, the following:

- Analysis of the need for such facility;
- The development of specific siting criteria for the proposed project;
- Identification, analysis, and ranking of potential sites;
- Consistency with the goals and policies of the City’s Comprehensive Plan;
- Identification of potential physical impacts including, but not limited to, those relating to land use, the environment, transportation, utilities, noise, odor and public safety;
- Identification of potential cumulative impacts, including the likelihood of a related development locating in proximity to the proposed essential public facility;
- Identification of potential fiscal impacts to the local economy; and
- Measures to minimize and/or mitigate such impacts.

PF 2.2 Policy LU 38.2

The City or other government agency, if responsible for construction of an essential public facility, shall develop a community notification and communications plan that will ensure ongoing contact with the community during the planning and construction phase of a project. The plan should include identification of all departments that will play a role in the planning or construction of an essential public facility; identify other governmental regulatory requirements; identify strategies for coordinating interdepartmental and interagency activities and strategies for responding to emergency or problem situations; and identify a conflict resolution process.

Local Food Production**GOAL LU-39**

Promote food security, local food production, and public health by encouraging locally-based food production, distribution, and choice through urban agriculture, community gardens, farmers markets, and food access initiatives. Establish partnerships and share resources to promote food access and production.

Policy LU 39.1

Allow community gardening on public land where appropriate.

Policy LU 39.2

Encourage the development of neighborhood community gardens.

Policy LU 39.3

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

Policy LU 39.4

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

Policy LU 39.5

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

EXISTING CONDITIONS

Note: this section moved to Appendix

Public comments from the 7/22/15 Workshop on the ENVIRONMENTAL ELEMENT

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
A ADAPTING TO AND MITIGATING THE EFFECTS OF CLIMATE CHANGE			
1	We need to factor an additional element of unpredictability into our long range plan, when we actually start doing long range planning. Droughts, for example, seem to be getting more frequent and less predictable likely due to climate change.	Ron Peltier	
2	Sea level rise has the potential to reduce the volume of our aquifers as the height of land mass above sea level is a determining factor in aquifer depth. Sea level rise WILL impact the amount of withdrawal that our aquifers can sustain by reducing their volume.	Ron Peltier	
3	We need to do more than just adapt to Climate Change. We need to reduce our emissions and protect our native vegetation for its contribution to air quality and carbon sequestration. We also need to encourage citizens to walk and ride bike by prioritizing non-motorized road improvements. Says that we should be more than just adapting to climate change – that we should take a leadership role.	Ron Peltier	
4	Sea level rise has the potential of reducing the Island carrying capacity, including a reduction in land mass and fresh water. Responsible planning would take this into consideration	Ron Peltier	
5	Climate Change: We should not simply be adapting to climate change we should be doing our part of reduce emissions and protect trees for carbon sequestration. It's about more than just measureable scientific effects: as an affluent and progressive community we should be setting an example for its symbolic importance. The value of trees to human health: there are documented studies showing how trees and other vegetation contribute to human health. The needs to be acknowledged in our comp plan and cited as a reason for strong tree protections.	Ron Peltier	
Comments 6, 7 and 8 below are excerpts from a memo dated July 21, 2015 from Stacy Justus Nordgren and Lara Hansen of EcoAdapt.			
6	<i>Suggested amendment to Guiding Policies:</i> [I]t is appropriate to be clear in the guiding policies that Bainbridge Island recognizes the ability of climate change to affect all areas of its plan by identifying it as an over-arching policy affecting all elements of the plan. Burying reference to climate change solely within Principle #5 arguably does not give climate change the attention it warrants and puts Bainbridge	Stacy Justus Nordgren Lara Hansen, EcoAdapt	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
	Island at risk. We urge you to elevate it to a new Guiding Principle (#8) that would provide a framework under which the City could make climate-savvy decisions that enable our small island to adapt to whatever climate changes may occur. By doing so, inclusion of the work and findings of the BI-CIA incorporated within the elements will have a strong foundation on which to build.		
7	Land Use Element Climate change mitigation and adaptation activities certainly are appropriate for inclusion within any of the plans' land use goals and policies, and we anticipate that the BI-CIA will identify several for COBIs consideration. We understand that the Planning Committee is now just moving on from its review of the Land Use Element. While we do wish our project had begun sooner, we are optimistic, after talking with City staff, that there may be opportunity and willingness to circle back here as work on the remaining elements shed additional light on the need to revisit Land Use. The implications for climate change in our land use planning are many and the potential costs and risk to our community by not considering climate change explicitly in development of the Land Use Element would likely be detrimental. Taking the time now to include it could help us avoid many pitfalls.	Stacy Justus Nordgren Lara Hansen, EcoAdapt	
8	Environmental Element Attached please find a <u>preliminary draft</u> of the Climate Savvy Environmental Element Briefing . This is a format that EcoAdapt intends to use as it moves forward with the BI-CIA review of each element through the climate lens. We would appreciate your feedback on this format, as our intent is to make it as informative and useful to the COBI staff and Planning Commissioners as possible. • The Plan need to have more reference to and incorporation of perspective of Climate Change. • Would like to have the work they are doing with a grant somehow provide information and provide input into this process. • Says climate change can be added as a “guiding principle” and to look at all future priorities and actions through the climate change lens. Says this will save having to re-do decisions if we take this perspective at the front end. • Sees many impacts that can/should be addressed under this Element, including impacts from changes in precipitation, sea level rise, temperature and the fire regime	Stacy Justus Nordgren Lara Hansen, EcoAdapt	
9	GOAL 3 Reduce greenhouse gas emissions. AT 3.1 Assess municipal, commercial, residential and transportation related greenhouse gas emissions. <u>This includes measuring, or estimating using the best available techniques, the current carbon footprint of the residents of Bainbridge Island so that we have a baseline against which to measure reductions.</u>	Brian Anderson	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
10	AT 3.2 - Promote energy conservation measures such as: - Retrofitting municipal offices, shops and garages with high-efficiency lighting; - Converting municipal vehicles to hybrid fuel or electric vehicles as replacement or new vehicles are acquired; - Converting traffic signals to LED; and - Adopting incentive programs and design standards that encourage the employment of renewable energy sources and energy efficient appliances on the Island. <u>Promote the installation of residential solar panels.</u> <u>Promote residential adoption of energy saving technologies such as led lights, heat pumps, and insulation.</u> <u>Discourage the burning wood for use has a home heating fuel. Not only does in contribute to co2 emissions but it creates significant air pollution. "Smoke resulting from improperly burned wood contains many chemical substances that are considered harmful such as hazardous air pollutants (HAPs), fine particle pollution (ash), and volatile organic compounds (VOC)." EPA website.</u> <u>Encourage the use of high efficiency wood stoves for those people who do burn wood. Discourage large outdoor wood fires, leaf burning, and open fireplaces. Develop an alert system for publicizing regional 'burn bans' due to still air in the Puget Sound region.</u> <u>Reference other sections of this plan which have the benefit of reducing carbon emissions such as trails to encourage non-motorized vehicle travel (bicycling & walking), discouraging the removal of vegetation, particularly trees, which sequester carbon, etc.</u> <u>Discourage the purchase of large, inefficient vehicles.</u> <u>Promote and endorse state level policies that will reduce carbon emissions such as carbon pricing policies, subsidies for solar panels, electric vehicles, etc.</u> <u>Promote the reduction of the use of petroleum powered single occupancy vehicles and the use of mass transit.</u>	Brian Anderson	
B CONSIDER GREEN BUILDING CODE			
1	Gray water capture capability should be required for plumbing in all new houses. This involves segregating gray water from black water fixtures and is not difficult to do. We should also work with the Kitsap Health Department to develop regulations for the reuse of gray water.	Ron Peltier	
2	Low impact development should be the norm not the exception.	Ron Peltier	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
C AQUIFER RECHARGE AREAS			
1	Most of the Island is a recharge area to some extent.	Ron Peltier	
2	Moderate and high recharge areas should be protected to the extent legally possible. We also need to consider the increased possibility of septic systems, and other potential surface pollution impacting the water quality in our aquifers.	Ron Peltier	
3	Septic systems pose a potential threat to water quality compared to sewage treatment facilities. The latter, however, does not allow any recharge of used water into the ground. Bottom line is that development densities, whether served by septic systems or sewers, can or do negatively impact aquifer recharge and water quality.	Ron Peltier	
4	Goal 1 Aquatic Element Goal 1: "The City should consider the impact of septic tank drain field discharges on City streams, aquifers and near-shore marine environment in planning for future development and zoning." The background to my suggestion is further discussed in a document on my website here: https://rsamstag.files.wordpress.com/2015/02/what-is-up-with-water-on-bainbridge.pdf	Randal Samstag	
D WETLANDS & STREAMS/AQUATIC RESOURCES			
1	The impacts to wetlands and streams from shallow aquifer withdrawal should be considered.	Ron Peltier	
2	<u>Page 7 AQ 1.8</u> Add words so that herbicides and pesticides in wetlands, streams, and buffer areas can only be used as a last resort situation. Strike the word "encourage" under Discussion .	Charles Schmid	
3	<u>Page 8 AQ 1.19</u> (Sand Spits) has not been followed at Pt. Monroe.	Charles Schmid	
4	<u>Page 9</u> Second paragraph, second line – shouldn't "affects" be "effects."	Charles Schmid	
5	Aquatic Resources: AQ 1.2: "Development shall not be approved in related wetlands, streams, <u>recharge, watershed</u> or buffer areas unless a property owner would be denied all reasonable use of property. "	Joan Lindley, Island Power	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
6	Aquatic Resources: AQ 1.2: Discussion: Delete	Joan Lindley, Island Power	
7	Aquatic Resources: AQ 1.12a (NEW): <u>All aquatic resources should be protected from acidification by reducing the Island's carbon footprint. We need to work to reduce our carbon emissions by encouraging carbon-neutral systems wherever possible, such as encouraging electric cars with an infrastructure of charging stations, and carbon-neutral electric power (see Island Power's addition Atmospheric Conditions: AT 3.3 below).</u>	Joan Lindley, Island Power	
8	Aquatic Resources: AQ 1.15 Delete	Joan Lindley, Island Power	
9	Engineer who has worked with City as a volunteer • GOAL 1 – to protect island's aquatic resources be “no net loss.” • Said many of Island's streams are not meeting state standards re fecal coliforms. Septic tanks do not remove nitrates which then go into the groundwater, the streams, and the Sound. Tell tale is acres of green algae that blooms. • Cited Oregon study of 20 new technology systems which found that only one was effective in removing nitrogen. • Says a community sewage system is much better suited to control nitrogen than individual drainfields spread out over a large area. • Thinks we should monitor the areas that produce the most coliform and nitrates. Says city needs to continue to support with funds the monitoring of areas that seem to be the most vulnerable. • Cautions against just deferring to the Health Department. Says the City needs to look at criteria dealing with fecal coliform/nitrogen which the Health Department (apparently) does not.	Randall Samstag	
F FISH & WILDLIFE			
1	From our current comp plan: FW 1.7 “The City shall work closely with the Washington State Department of Fish and Wildlife (the agency with expertise to “preserve, protect, and perpetuate” wildlife resources of the state) in matters involving wildlife.” Is this happening or just one more “shall” from our current comp plan that's being ignored?	Ron Peltier	
2	Also from our current comp plan: FW 1.8 “The City, in coordination with the Department of Fish and Wildlife and the Bainbridge Island Parks District, shall develop a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner which will help to protect and enhance priority wildlife habitat.” Is this happening?	Ron Peltier	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
3	In October 2014, we (Bainbridge Island Land Trust) updated our data to see what shift had occurred – knowing that the information we based our assessment on was largely tied to the quality of information within the COBI and Kitsap County GIS layers (for instance, the wetland layer at COBI does not represent all documented wetlands). In 2014 we did tie in the new Wild Fish Conservancy stream assessment data.	Brenda Padgham BILT	
4	In addition, BILT has analyzed what percentage of the Wildlife Corridors that were established in the previous Comp Plan deliberations have been developed or protected. These narrow bands of land do not necessarily represent ecological habitat types - we believe they were likely established based on where there were already protected lands, or streams, etc. Click the link to view BILT's conservation planning efforts (our initial phase).	Brenda Padgham BILT	
5	There are other robust sources of information to inform the definition of priority habitats, as well as some efforts that need to still take place to better inform protection of our watersheds, forests, wetland, streams and ecological functions. I am attaching two maps that you may find of interest.	Brenda Padgham BILT	
6	Generally, I believe BILT has performed a lot of groundwork on an island wide conservation planning effort. Certainly BILT has its priorities for our work, but as strong conservation partners, we would look forward to discussing an island wide endeavor of conservation planning.	Brenda Padgham BILT	
7	<u>Page 4 FW 1.1</u> Add “and designated Wildlife Corridors” after “habitat.” Note: The City has a Wildlife Corridor map designating these areas.	Charles Schmid	
8	FW 1.4 Add something about the designated Wildlife Corridors which have been mapped. Note: See page 19 of this Element for further discussion of Wildlife Corridor Element. Wildlife Corridor is in caps to show it is an official designation.	Charles Schmid	
9	Fish and Wildlife: FW 1.4: “The City shall protect priority habitat and limit fragmentation of habitat that isolates wildlife populations (physically and genetically) <u>by hiring a qualified scientist to identify</u> identifying an interconnected...”	Joan Lindley, Island Power	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
10	Fish and Wildlife: FW 1.9 (NEW): <u>Freshwater acidification due to elevated CO2 levels are impairing pink salmon larvae.* We need to work to reduce our carbon emissions by encouraging carbon-neutral systems wherever possible, such as encouraging electric cars with an infrastructure of charging stations; and carbon-neutral electric power</u> (see Island Power's addition in Atmospheric Conditions: AT 3.3 below).	Joan Lindley, Island Power	
H AGRICULTURE & AGRICULTURAL LANDS			
1	The absence of a long range plan for the sustainable use of our ground water resources is a threat to agriculture on Bainbridge Island. It is also a threat to home gardens and orchards. Developing our Island, without a plan for long term water sustainability is certain to eventually result in conflict between commercial and residential demand for water and the needs of local farmers.	Ron Peltier	
I FOREST LANDS & COMMUNITY FORESTRY			
1	Forestry on Bainbridge Island should not primarily be about timber harvesting but also recognize their larger value of forests to wildlife, water and air quality, and to the overall quality of life here.	Ron Peltier	
2	From our current Environmental Element: CF 1.2 "The City shall utilize various tools to understand and monitor existing conditions and changes over time of Island-wide tree cover, significant tree groves and significant individual trees." Not aware that this "shall" has ever been implemented.	Ron Peltier	
3	<u>Pages 22-24</u> Somehow these policies and goals under Community Forestry need to better reflect the current work on the code to protect and plant trees and vegetative screening. Hence please add a new section entitled "Trees and Plantings" with goals reflecting current ordinances – and a goal to plant drought resistant plants.	Charles Schmid	
4	Page 13 re State Scenic Highway SR 305 – where at Madison they cut 40 year old trees. If we like trees, we need to encourage WSDOT to leave the trees. Said "good luck on that one". Says keeping trees but excessive limbing defeats the purpose.	Doug Rauh	
5	Sees section on community forestry as looking more like "cutting trees" than preserving them.	Charles Schmidt	
J ATMOSPHERIC CONDITIONS			
1	<u>Page 1</u> 1 I feel the title "atmospheric conditions" is confusing. Why not "Clean Air Quality" Add a policy for retaining tree canopy for carbon sequestration.	Charles Schmid	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
2	<u>Page 12</u> Add policy AT 2.3 The City should work with the Federal Aviation Agency to design flight paths and schedules which minimize the airplane noise over Bainbridge.	Charles Schmid	
3	<u>Page 13</u> AT 4.1 Regulations and standards have been developed to control glare and light trespass – in fact I understand Bainbridge Island’s is a model ordinance. However talking to someone at The Battle Point Astronomical Association, this has not been enforced.	Charles Schmid	
4	Atmospheric Conditions: Goal 1: Discussion: “Clean air is necessary for <u>all living plants and animals healthful living</u>. These policies address the desire to protect the residents of the <u>and</u> Island <u>ecosystems</u> from unacceptable impacts.”	Joan Lindley, Island Power	
5	Atmospheric Conditions: AT 1.1: “Promote land use patterns and transportation policies that ensure that the Island’s contribution to regional air quality is consistent with <u>or better than</u> State and Federal standards.”	Joan Lindley, Island Power	
6	Atmospheric Conditions: AT 3.3 (NEW) <u>Commit to establishing a 100% carbon free electrical system for the island by 2020.</u> Discussion: While worthy these measures will have only a marginal impact on the for most environmental issue we face. 50% of the electricity we use on the island is generated by fossil fuels. At best these measures would cause a 1-5% reduction in the islands contribution to carbon emissions. Climate change is upon us. The time has passed for small measures like LED street lights. The island needs to take bold and practical steps to address climate change in areas we have control over. The island should establish its own electric utility committed to meeting the islands current electric needs with carbon free power from the Bonneville Power Administration, and meeting all future load growth with island based renewable energy resources like solar and energy efficiency.	Joan Lindley, Island Power	
7	Current Atmospheric Conditions policies would reduce green house gases by just a little bit. Policies should be bold. Support eliminating coal from the Bainbridge power portfolio, currently 50% of power used on BIM comes from coal. Add a policy about established a carbon-free community owned power utility. Bainbridge Island could set an example, be a leader.	Steve Johnson	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
8	- Re: atmospheric conditions section. Sees things like LED being good, but very small impact. But fossil fuels is the greatest existential threat which requires bold steps. - Suggests Sec. 18.3 include a commitment to a 100% community owned electrical power system on the Island by 2020. Cited Jefferson County as a place that weaned itself from the Bonneville Power Administration. Blaine, Port Angeles, Seattle City Light are all examples of municipal electrical utilities.	Keith Johnson	
9	- Transportation policies to encourage WSF to convert from diesel to natural gas engines. We should push for cleaner fuels on the boats, such as Liquefied Natural Gas. - EN Goal 3 – says that backups on SR 305 create a tremendous amount of emissions. Thinks the City should work with the Tribe to figure out how the state funds allocated to improve 305 can help improve not just mobility, but reduce GHG emissions. The solution is largely off-island, on Tribe land. - Suggests putting sensors in the roads the way Seattle does to better meter traffic flow through intersections.	Doug Rauh	
K	IDENTIFY BENCHMARKS FOR MEASUREMENT		
1	Benchmarks related to noise pollution, air quality, and levels of service for non motorized transportation. Overall tree canopy on Bainbridge Island is one benchmark we should be measuring and establishing standards for. Trees are scientifically linked to human health in part for their contribution to air quality.	Ron Peltier	
2	We should have benchmarks for staff who are involved making any sort of environmental determination related to reviews and permitting.	Ron Peltier	
3	Community Surveys: can help identify benchmarks and provide one measure of how we are doing relative to those benchmarks. The key, I believe, is to conduct better quality citizen surveys that ask the right questions.	Ron Peltier	
L SUSTAINABILITY IN CITY OPERATIONS			
1	The city's dependence upon revenues from development is in conflict with sustainable land use practices. This needs to be acknowledged and addresses in our comp plan.	Ron Peltier	
2	Staff needs to be qualified to make environmental determinations and committed to the stewardship policies contained in our comprehensive plan.	Ron Peltier	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
M ADDITIONAL ISSUES			
1	SEPA reviews should not continue to be a rubber stamp for development.	Ron Peltier	
2	AT1.1 of the Environmental Element includes this passage: “Consider the impacts of new development on air quality as a part of the environmental review process and require mitigating when appropriate.” There was no consideration of the impact to air quality by the Visconsi project, the largest commercial development on Bainbridge Island in 25 years. It removed over 600 trees and will generate about 1,200 additional vehicle trips per day when fully completed.	Ron Peltier	
3	City officials authorized to conduct environmental reviews should demonstrate that they support the purpose of the State’s Environmental Protection Act and are qualified to conduct meaningful environmental reviews. The Environmental element is full of language that encourages environmentally sound practices. Language such as “should” and “consider” don’t carry any weight. Policies intended to protect the environment need to be more specific or they will continue to be ignored. Disconnect between what the Environmental Element says and what happens in the community. Wonders what it takes to get Enviro. Element goals and policies followed and implemented.	Ron Peltier	
4	GOAL 4 re: preserving dark skies. Thinks this should be strengthened so that we can see the stars from the Island. Not sure how you can actually do that. GW 3.7 re: adding trails. Suggests putting utilities underground which would then allow the above ground easement as a trail.	Doug Rauh	
5	Asks to strengthen language re existing contaminated areas such as the Sportsman’s Club. Wants to see the City assure that the assessments recommended by the state and county are done.		
N OTHER RECOMMENDED EDITS TO ENVIRONMENTAL ELEMENT			
1	Introduction: 5th paragraph: 2nd Sentence: “Retaining the viability and ecological functions of our natural systems and protecting those areas that are sensitive to development is paramount to maintaining a healthy natural environment and a high quality of life. “	Joan Lindley, Island Power	
2	Environment: EN 1.2: Discussion: 2nd and 3rd Sentences: “The designations are not intended to <u>may</u> eliminate all development <u>in some areas</u> . Development in these areas may be constrained <u>or eliminated</u> .”	Joan Lindley, Island Power	

KEY ISSUE (A,B,C, etc.) and COMMENTS (1,2,3, etc.)		Commenter	NOTES
3	Environment: EN 4.2: “Create a program will effective mechanisms intended to offset development impacts to biodiversity, including developing a priority lands map that identifies areas with high level of biodiversity and <u>consider the entire island</u> considering establishing a habitat bank on the Island. ”	Joan Lindley, Island Power	
4	Environment: EN 4.3: “ Prevent <u>Provide incentives for</u> developments to offset unavoidable impacts to biodiversity in areas where high-impact natural habitats exist.”	Joan Lindley, Island Power	
5	<u>Page 3</u> Add EN2.3 after EN 2.2 The City shall follow the policy for Integrated Pest Management (IPM). Note: This IPM was adopted by the City separately.	Charles Schmid	
6	Not covered – Goal to bring our sewer systems to “tertiary” standard so we don’t keep dumping (and paying a fine) effluent into the Sound. Also even though water resources has its own element, it should be bought in.	Charles Schmid	

ENVIRONMENTAL ELEMENT

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NOTE: Consider adding a section to address designated contaminated sites on the Island, status of cleanup, and (from citizens) suggested actions the City should take.	
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ENVIRONMENTAL ELEMENT

INTRODUCTION

This element addresses the natural environment of Bainbridge Island. The Environmental Element includes goals and policies for all lands considered critical areas under the Growth Management Act, such as wetlands, streams, aquifer recharge areas, fish and wildlife habitat, frequently flooded areas, and geologically hazardous areas. This element also addresses natural resources such as forests, agricultural lands, and mineral resources and provides goals and policies concerning air quality and the retention and development of the Greenways trails and open space system.

Preserving and protecting the environmental resources and natural amenities of the Island is an important component for the vision of our city. Bainbridge Island contains interconnected forests, meadows, wetlands and stream systems, and saltwater shorelines, all of which provide wildlife habitat and scenic value, and some of which are protected as public parkland. The Island also contains agricultural lands and land areas that are sensitive due to geological conditions, slope and/or soil types.

As our Island grows and develops, continued protection of varied open space areas and environmentally sensitive landscape is necessary to maintain the quality of life that is currently enjoyed on Bainbridge Island.

Citizens of Bainbridge Island enjoy and value the Island's natural environment. The public parklands, open spaces, and other natural areas contribute to the quality of life on the Island. The 2013 and 2014 National Citizen Survey Bainbridge Island Community Values Survey 2000, indicates that the citizens' support for preservation of environmentally sensitive areas and agricultural lands remains high. It also indicates that the community is supportive of providing pedestrian and bicycle trails and increased public access to shorelines.

Understanding the functions of the Island's valuable natural systems and what types of activities may impact these functions is key to protecting these lands and natural resource areas. Retaining the viability and ecological functions of our natural systems and protecting those areas that are sensitive to development is paramount to maintaining a healthy natural environment and a high quality of life.

The goals and policies of the Environmental Element attempt to guide future action such that the quality of the Island's natural environment is protected and maintained, and when possible, restored and improved. Future actions will incorporate the best available science as required by RCW 36.70A.172.

GOALS AND POLICIES

Environment

GOAL EN-1

Preserve and enhance Bainbridge Island's natural systems, natural beauty, and environmental quality.

Policy EN 1.1

When making land use decisions, **shall be made** seriously considering the overall goal of the Comprehensive Plan in protecting the Island's natural environment.

Policy EN 1.2

Taking into account the need to reduce the potential for personal injury, loss of life, or property damage due to flooding, erosion, landslides, seismic events, or soil subsidence, properties adjoining or adjacent to critical areas must be developed in observance of the following principles in descending order:

- Avoid the impact, if possible.
- Minimize or limit the degree or magnitude of the action and its implementation by using appropriate technology to avoid or reduce impacts.
- Reduce or eliminate the impact over time by preservation and maintenance operations during the life of the action.
- Rectify by repair, rehabilitation, or restoration of the affected environment.
- Compensate for unavoidable impacts by replacing, enhancing or providing substitute resources or environments.

Discussion: Critical areas are **intended identified in order** to flag concerns ~~in~~ during the review process and to make applicants aware of potential hazards or areas **where which may be damaged by unsound development decisions.** ~~The designations are not intended to eliminate all development.~~ development **in these areas** may be constrained. Compatible development will be allowed which avoids designated critical areas, minimizes the impact, or mitigates potential problems through engineering, siting, **or design, or other techniques.** Proposals will be examined on a case-by-case basis to allow for creative solutions and to assure that the special combinations of factors in a particular case are addressed.

Policy EN 1.3

Protect and enhance the natural systems and environmental quality of Bainbridge Island by **continuing to building** a cooperative relationship between the City, citizens, landowners, and other public, **non-profit** and private **agencies organizations.**

Policy EN 1.4

Encourage community land use plans and development patterns that maintain, enhance, or restore natural systems, and protect wildlife, fish resources and open spaces.

Community land use plans and development patterns should, to the fullest possible extent, maintain and enhance natural systems, and protect wildlife, fish resources and open spaces.

Policy EN 1.5

The City shall create and maintain overlay maps that which show the location of agricultural lands, critical aquifer recharge areas¹, geologically hazardous areas, floodplains, streams, wetlands, and fish and wildlife habitat.

Policy EN 1.6

The City will use the City's Shoreline Management Master Program to address and protect marine fish and marine shoreline habitat.

GOAL EN-2

Encourage sustainability in City Government operations.

Policy EN 2.1

In managing City government operations, take reasonable steps to reduce impacts to the environment and ecosystems upon which we depend.

Policy EN 2.2

Seek to minimize the quantity and toxicity of materials used and waste generated for City facilities and operations through reduction, reuse, and recycling.

Policy EN 2.3

Use, where feasible, new technologies that demonstrate ways to reduce environmental impacts, such as solar panels, electric and hybrid vehicles, high-efficiency lights and heating systems.

Policy EN 2.4

The City shall follow integrated pest management practices.

Goal EN-3

~~Whenever there is a subdivision of land, the City shall~~ Consider the impact on critical areas whenever there is a subdivision of land.

Policy EN 3.1

The ~~number and~~ design of lots shall be based on protecting natural systems and avoiding or minimizing the impact to critical areas, and protecting natural systems. ~~Development shall be consistent with the objectives of the Critical Areas policies rather than maximizing the number of lots.~~ In order to protect critical areas, the full density permitted under the zoning ordinance might not be achieved.

¹ Critical aquifer recharge areas WAC 365-190-100

Discussion: Although it may be possible to obtain maximum density on a site that which has one or more critical areas, there may be sites which do not have the capacity to obtain maximum density and protect critical areas.

Policy EN 3.2

Creative solutions (such as flexible lot design, TDRs, and PDRs), which may allow the maximum number of lots while The use of TDRs' and PDRs to protect protecting critical areas should be explored.

Policy EN 3.3

Any lot created by subdivision of land shall include sufficient area to accommodate a building site ~~not in outside of~~ a critical area.

Goal EN-4

Encourage sustainable development that maintains diversity of healthy, functioning ecosystems ~~that which~~ are essential for maintaining our quality of life and economic viability into the future.

Policy EN 4.1

Encourage pPlanning and land development ~~should employ using~~ conservation design methods and principles such as, low impact development techniques ~~for managing storm and waste water~~, green building materials, ~~high-efficiency heating and lighting systems, and mitigation that offsets impacts to biodiversity.~~

Policy EN 4.2

Create a program with effective mechanisms intended to offset development impacts ~~to the Island's ecosystems.~~ biodiversity, including developing a priority lands map that identifies areas with a high level of biodiversity and considering establishing a habitat bank on the Island.

Policy EN 4.3

Provide incentives for developments to offset unavoidable impacts to biodiversity in areas where high-quality natural habitats exist.

Fish and Wildlife

GOAL EN-5

Protect and enhance wildlife, fish resources and natural ecosystems on Bainbridge Island.

FW-1.1 Policy EN 5.1

The protection and enhancement of ~~fish and~~ wildlife habitat ~~and wildlife corridors~~ shall be an integral component of the land use planning process. ~~Land uses and developments shall minimize the impacts to priority habitat and priority species as defined by the Washington Department of Fish and Wildlife, and to species or habitat determined to be locally significant.~~

FW-1.2 Policy EN 5.2

The identification of priority fish and wildlife habitat shall be based on an evaluation of the species of wildlife on the Island and the habitat requirements of these species.

FW-1.3 Policy EN 5.3

The protection and enhancement of priority fish and wildlife habitat shall be among one of the criteria used when evaluating the preservation of open space as part of development techniques, such as clustering, flexible lot design subdivisions, and transfer of development rights (TDRs).

FW-1.4 Policy EN 5.4

~~The City shall~~ Protect priority fish and wildlife habitat and limit fragmentation of habitat that physically and genetically isolates fish and wildlife populations, ~~(physically and genetically)~~ by identifying an interconnected system of corridors ~~which that~~ will provide continuous links east to west and north to south, connecting larger tracts identified as priority habitat.

FW-1.5 Policy EN 5.5

Wetlands and riparian areas shall be protected.

FW-1.6 Policy EN 5.6

~~The City shall u~~Undertake appropriate, adequate, and timely actions to protect and recover state priority species, species listed under the federal Endangered Species Act, local species of concern, and their habitats located within the City to 1) avoid local extirpation of such species from the lands or fresh waters or nearshore of the City and 2) contribute to the protection and recovery of such species throughout the greater region in cooperation with federal, state, and other local agencies.

Discussion: Local extirpation means the elimination of self-sustaining residential populations from the entire Island and its waters, or adequate habitat elimination of habitat sufficient to sustain use of the Island's lands and waters by transitory or migratory populations.

FW-1.7 Policy EN 5.7

~~The City shall w~~Work closely with the Washington State Department of Fish and Wildlife (the agency with expertise to "preserve, protect, and perpetuate" wildlife resources of the state) in matters including identifying "priority fish and wildlife habitat". ~~involving wildlife.~~

FW-1.8 Policy EN 5.8

The City, in coordination with the Department of Fish and Wildlife, ~~and~~ the Bainbridge Island Metropolitan Park and Recreation District, the Bainbridge Island Land Trust ~~shall~~ should develop a program to educate the citizens of the Island, particularly those citizens who reside adjacent to priority wildlife habitat, on ways to utilize private property in a manner that which will help to protect and enhance priority wildlife habitat.

Aquatic Resources

GOAL 1 EN-6

~~Preserve and protect~~ Assure no net loss of the functions and values of the Island's remaining aquatic resources² ~~functions and values.~~

Discussion: Aquatic resources include marine nearshore, wetlands, streams, lakes, creeks, and associated vegetated areas.

Over ~~the past recent~~ decades, awareness has grown of the importance of preserving and protecting aquatic resources, particularly wetlands, in our natural and built environment. Aquatic resources have a number of important ecological functions and values. These functions vary from wetland to wetland, stream to stream, but include providing water quality protection, flood plain control, shoreline stabilization, contributions to groundwater and stream flows and wildlife and fisheries habitat. Wetlands and streams also have values as natural areas providing aesthetic, recreational and educational opportunities that need to be preserved for future generations.

AQ 1.1

~~Achieve no overall net loss of the City's remaining, regulated, aquatic resources.~~

AQ 1.2 Policy EN 6.1

~~Development shall not be~~ Do not approved development in regulated wetlands, streams, or buffer areas, unless a property owner would be denied all reasonable use of property.

Discussion: ~~In some cases, buffer configurations and widths can be modified to allow normal usage of legally established lots. In other cases, the development and implementation of a habitat management plan may provide resource protection to allow development. A variance process should be available to accommodate development in buffer areas. Reasonable use exception should be reserved for development in the critical area if no other process will allow for a reasonable use of the property. A Reasonable Use Exception (RUE) is a form of variance from regulations that allows some use of a legally established lot. A reasonable use must minimize the impact to critical areas. The RUE process is included in the critical areas regulations of the Bainbridge Island Municipal Code, which implements policies of this document.~~

AQ 1.3 Policy EN 6.2

Require that vegetated buffers be maintained between proposed development and the aquatic resource in order to protect the functions and values of such systems. Degraded buffers should be restored to enhance their function. Allow Reductions in vegetated buffers shall be allowed only in areas where such reductions, if consistently applied, would not result in significant cumulative impacts to aquatic resources and fish and wildlife habitat.

² Aquatic resources – Marine nearshore, wetlands, streams, lakes, creeks and associated vegetated areas.

AQ 1.4 Policy EN 6.3

Require that buffers be retained in their natural condition wherever possible, while allowing for appropriate maintenance. Where buffer disturbance has occurred, require revegetation with appropriate species, with a preference for native species, to restore the buffers' protective values.

Discussion: Vegetated buffers facilitate infiltration and maintenance of stable water temperatures, provide the biological functions of flood storage, water quality protection and groundwater recharge, reduce amount and velocity of run-off, and provide for wildlife habitat.

AQ 1.5 Policy EN 6.4

Ensure that development activities are conducted so that aquatic resources and natural drainage systems are maintained and water quality is protected.

AQ 1.6 Policy EN 6.5

Prior to any clearing, grading, or construction on a site, all wetlands, streams, and buffer areas should be specifically identified and accurately located in the field in order to protect these areas during development. After construction, permanent visual markers should be placed around the buffer areas.

Discussion: The purpose of this policy is to educate future home owners and users of aquatic resources (i.e., e.g., trail users) of the boundary of the aquatic resources.

AQ 1.7 Policy EN 6.6

New development using flexible lot design should include any wetlands, streams, or required buffers in separate tracts or easements to remain in common ownership.

AQ 1.8 Policy EN 6.6

Herbicides and pesticides should shall not be used in wetlands, streams, and buffer areas, and should be discouraged in the areas that drain into them.

Discussion: Encourage alternatives to the use of herbicide and pesticide in areas adjacent to buffer areas by providing technical information and educational programs including the use of native vegetation.

AQ 1.9 Policy EN 6.7

Develop a community-wide program to educate Island residents about alternatives to using and disposing of herbicides, pesticides, and other household chemicals to reduce impacts to marine shoreline areas, wetlands, streams, and other environmentally sensitive areas.

AQ 1.10 Policy EN 6.8

Access to regulated wetlands by farm animals should be discouraged. Agricultural activities must be in conformance with Best Management Practices.

AQ 1.11 Policy EN 6.9

Restoration, creation or enhancement of wetlands, streams, and their buffers shall be required in order to offset the impacts of alteration of a wetland/stream or buffer area. Compensation for loss of aquatic resources should be determined according to function, acreage, type, location, time factors, and an ability to be self-sustaining.

Policy EN 6.10

Identify the areas of the Island that are the most vulnerable to pollution from concentrations of coliform and nitrates and monitor those areas to determine if and when preventative or restorative measures are warranted.

Policy EN 6.11

Evaluate the merits of new technologies as alternatives to traditional septic and sewer systems and determine which of those systems should be allowed and/or encouraged to better protect the quality and capacity of the Island's groundwater, surface water and nearshore environment.

Wetlands**AQ 1.12 Policy EN 6.12**

Maintain the Island's wetlands in their natural state by:

- Preservation of native vegetation in and next to the wetlands.
- Restoration of areas that have already been degraded.
- Protection of areas that have not been disturbed.

AQ 1.13 Policy EN 6.13

The City should make every effort to purchase or obtain conservation easements for significant wetlands and areas of the shoreline critical to natural habitat.

Streams**AQ 1.14 Policy EN 6.14**

Maintain the Island's streams and creeks in their natural state by:

- Preservation of their courses, their banks, and the vegetation next to them.
- Restoration of areas that have already been degraded.
- Protection of areas that have not been disturbed.

AQ 1.15 Policy EN 6.15

Allow stream relocation only where relocation would result in improved stream habitat and when a property owner would otherwise be denied all reasonable use of the property.

AQ 1.16 Policy EN 6.16

Degraded channels and banks should be rehabilitated by various methods (e.g., culvert replacement, volunteer efforts, public programs or as offsetting mitigation for new development) to restore the natural function of the riparian habitat for fish and wildlife.

AQ 1.17 Policy EN 6.17

Anadromous fish streams and adjacent land should be preserved and enhanced to ensure the propagation of salmonid fish.

AQ 1.18 Policy EN 6.18

Require the construction of necessary roads and utility corridors to avoid wetland and stream crossings and disturbances.

Sand Spits

AQ 1.19 Policy EN 6.19

~~Development on sand spits shall be limited to protect aquatic resources. Newly proposed development on sand spit properties shall be evaluated according to the cumulative impacts of additional requests for like actions on the remainder of lots on the sand spit.~~

~~**Discussion:** Sand spits have limited upland area and, with their proximity to dynamic aquatic environments, are subject to impacts associated with flooding, storm waves, liquefaction, sea level rise, and the cumulative impacts of development on water quality, shoreline habitat, visual resources, and marine environments. However, redevelopment of existing structures, in accordance with legal nonconforming structure regulations, shall not require cumulative impact analysis.~~

~~**NOTE: THIS SECTION IS SUGGESTED FOR DELETION BECAUSE THERE ARE ALREADY GOALS/POLICIES RELEATED TO SAND SPITS IN THE SHORELINE MASTER PROGRAM**~~

Frequently Flooded Areas

Regulation of frequently flooded areas is important for property and habitat protection. Floodplains are valuable natural resource areas that play a major role in the function of ecosystems. Floods are a natural process where rising water inundates otherwise dry land. Floodplains provide storage for floodwaters, which reduces downstream erosion and improves downstream water quality. Floodplains allow infiltration for aquifer recharge and provide important habitat necessary for the survival of many invertebrate, fish and wildlife species. Flood courses can change naturally, over time. As impervious development covers more land surface and encroaches on floodplains, damage increases to both the built and natural environments.

The Federal Emergency Management Agency (FEMA) has designated frequently flooded areas as areas that have a 1% or greater chance of flooding in any given year. Also known as the 100-year flood, this level was chosen to manage flooding as a compromise between an economic use of the land and an understanding of the natural benefits of flooding.

Sea level rise may happen as the result of natural or human activity such as geologic subduction or global warming climate change.³ Here in the Puget Sound we experience the affects of both the geologic and hydrologic events. Regardless of the cause assigned, cumulative sea level rise has serious implications for the shorelines and lowland areas that are potentially affected by beach, bluff erosion and loss of intertidal zones. These areas serve such purposes as nursery habitat, feeding grounds for fish and fowl, stormwater collection and water filtration.

Frequently Flooded Areas **GOAL 1-EN-7**

Protect the natural functions of frequently flooded areas.

Discussion: Frequently Flooded Areas are described in the Critical Areas Ordinance as those lands and floodplains adjacent to streams, lakes, coastal areas and wetlands with a 1% or greater chance of flooding in any given year (i.e. the 100-year floodplain), as determined by the Federal Emergency Management Agency (FEMA).

FL 1.1 Policy EN 7.1

Minimize public and private losses due to flood conditions by limiting development in frequently flooded areas as shown on the Flood Insurance Rate Maps.

Discussion: Frequently flooded areas can and do migrate over time. Increased development may affect the level of occurrence and location of frequently flooded areas. The Flood Insurance Rate Maps adopted by the City were originally produced in 1975 and updated in 1977. Opportunities to update flood hazard maps should be pursued as resources become available.

FL 1.2 Policy EN 7.2

Limit the alteration of natural floodplains, stream channels, and natural protective barriers which that help accommodate, dissipate, or channel floodwaters.

FL 1.3 Policy EN 7.3

Emphasize nonstructural methods, such as setbacks and vegetation, to prevent or minimize flood damage.

FL 1.4 Policy EN 7.4

Public facilities such as sewer and water lines should be located outside of frequently flooded areas and with consideration of future sea level rise, in order to minimize damage to both the public facility and the natural environment. Public facilities may be located within frequently flooded areas only if no environmentally preferable alternative exists to mitigate existing environmental concerns and additional development is not encouraged in frequently flooded areas.

³ *Climate Change* – a significant and lasting change in the statistical distribution of weather patterns. It may include changes in average weather conditions or in the number of extreme weather events. Climate change is caused by factors that include ocean processes (such as oceanic circulation), variations in solar radiation received by Earth, plate tectonics and volcanic eruptions and human-induced alterations of the natural world, such as greenhouse gas emissions.

Sea Level Rise

GOAL 2 EN-8

Anticipate and prepare for the consequences of sea level rise.

SL1 Policy EN 8.1

The City should work with Tribal, Federal, State and local agencies to develop a coordinated water management program that includes issues related to Sea Level Rise.

Geologically Hazardous Areas

GOAL 1 EN-9

Protect landslide hazard areas and erosion hazard areas from the impacts of use and development for the protection of public safety, property and the environment.

GH 1.1 Policy EN 9.1

Land uses on landslide hazard areas and erosion hazard areas should be avoided. If the hazard caused by development can be mitigated, then land use should be designed to prevent damage to persons or property and environmental degradation, and to preserve and enhance existing vegetation to the maximum extent possible.

GH 1.2 Policy EN 9.2

As the degree of slope increases, development intensity, site coverage, and vegetation removal should decrease to mitigate problems of drainage, erosion, siltation, and landslides.

GH 1.3 Policy EN 9.3

In order to protect landslide and erosion hazard areas from damage during construction and from intrusion following construction, an analysis by a geotechnical engineer may be required.
should be conducted.

GH 1.4 Policy EN 9.4

Roads, driveways, and utility corridors should be constructed to preserve the integrity of the existing land forms, drainage ways, and natural systems, minimizing impact to the landslide and erosion hazard areas. Common access drives and utility corridors should be utilized where feasible.

GH 1.5 Policy EN 9.5

When clearing, grading, or filling is permitted on sloped areas containing landslide areas and erosion hazard areas, limit such activity shall be limited to the dry period of the year.

GH 1.6 Policy EN 9.6

Any alteration of a landslide hazard area or erosion hazard area should may not increase the rate of surface water discharge or sedimentation, and should may not decrease slope stability on adjacent property. The altered area shall be landscaped to provide erosion control.

GOAL 2 EN-10

Identify **and map** areas that are at risk due to seismic activity and regulate activities in these areas for public safety and property protection.

GH 2.1 Policy EN 10.1

The best available science **shall** be considered in regulating and permitting land use activities in areas that have a heightened risk from earthquakes, such as liquefaction areas and fault rupture zones, tsunami or other geological hazards, and in mapping these high-risk areas.

Discussion: The primary tectonic structure of concern for Bainbridge Island is the Seattle fault system. One surface strand has been identified south of Blakely Harbor; however, it is likely that this is only part of the system of fault lines. These fault lines result in the need to plan for larger earthquake acceleration than was previously anticipated.

GH 2.2 Policy EN 10.2

Tsunami hazards should be **Consider tsunami hazards** in regulating land use activities on Bainbridge Island.

Discussion: Preliminary tsunami modeling suggests that the southern end of Bainbridge Island is susceptible to inundation or wave run-up of up to four (4) meters following a large earthquake on the Seattle fault.

GH 2.3 Policy EN 10.3

Seismic activity and the potential for earthquake-induced landslides should be considered in the determination of geologically hazardous areas.

Discussion: Areas that are stable under normal conditions can become landslides during earthquake events.

GH 2.4 Policy EN 10.4

The City should provide information and educational opportunities to the citizens of Bainbridge Island on the hazards posed by seismic events.

Atmospheric Conditions Air Quality**GOAL 1 EN-11**

Protect and promote clean air.

Discussion: Clean air is necessary for **all living plants and animals. healthful living.** These policies address the desire to protect the residents **and Island ecosystems. of the Island from unacceptable impacts.**

AT 1.1 Policy EN 11.1

Promote land use patterns and transportation policies that ensure that the Island's contribution to regional air quality is consistent with **or better than** State and Federal standards.

Policy EN 11.2

Encourage the retention of existing trees and vegetation and the installation of new trees and vegetation landscaping in new development that will provides natural filtration of suspended particulate matter.

Policy EN 11.3

Consider the impacts of new development on air quality as a part of the environmental review process and require mitigating when appropriate.

Policy EN 11.4

Cooperate with the Puget Sound Clean Air Agency in providing information to the community about available and innovative emission controls for residential, commercial, vehicular and light industrial use.

AT 1.2 Policy EN 11.5

Strive to ensure beneficial indoor air quality in all renovations and new construction of City-owned facilities, and promote design choices conditions that enhance beneficial indoor air quality in private construction.

Policy EN 11.6

Reduce the amount of airborne particulates through regulations for dust abatement of construction sites and street sweeping programs in areas with concentrations of both vehicular and pedestrian traffic.

Policy EN 11.7

Maintain nuisance regulations to minimize offensive odors generated by commercial or industrial uses in proximity to residential uses.

Noise**GOAL 2 EN-12**

Promote the reduction of cumulative noise impacts.

AT 2.1 Policy EN 12.1

Review the effectiveness of current noise standards and modify these standards as necessary to ensure acceptable noise levels.

AT 2.2 Policy EN 12.2

Promote actions such as equipment modifications and operational requirements that reduce noise from transportation modes, construction sites, industrial uses, and commercial business establishments.

Policy EN 12.3

The City should work with the Federal Aviation Administration to design flight paths and schedules which minimize the airplane noise over Bainbridge Island.

Greenhouse Gases

GOAL 3 EN-13

Contribute to regional greenhouse gas reduction efforts.

Support and implement climate pledges and commitments undertaken by the City, and other multi-jurisdictional efforts to reduce greenhouse emissions, address *climate change*⁴, sea-level rise, ocean acidification, and other impacts of changing global conditions.

Policy EN 13.1

Support federal, state and regional policies intended to protect clean air in Bainbridge Island and the Puget Sound Basin.

Policy EN 13.2

Encourage improved mass transit and increased car-sharing, cycling, walking, and the development of alternative vehicle infrastructure (e.g., charging stations) to reduce greenhouse gas emissions.

Policy EN 13.3

Strive for high air quality through coordinated land use and transportation planning and management, including assessment and mitigation for air quality impacts.

AT 3.1 Policy EN 13.4

Establish benchmarks, metrics and targets for reduction of greenhouse gas emissions, assess current conditions and progress in reducing greenhouse gas emissions from municipal, commercial, residential and transportation related greenhouse gas emissions land uses, projects and programs.

AT 3.2 Policy EN 13.5

Promote energy conservation measures by **all government entities**, including **such as**:

- Retrofitting **municipal** offices, shops and garages with high-efficiency lighting;
- Converting **municipal** vehicles to hybrid fuel vehicles as replacement or new vehicles are acquired;
- Converting traffic signals **and lighting** to LED; and

⁴ *Climate Change* – a significant and lasting change in the statistical distribution of weather patterns. It may include changes in average weather conditions or in the number of extreme weather events. Climate change is caused by factors that include ocean processes (such as oceanic circulation), variations in solar radiation received by Earth, plate tectonics and volcanic eruptions and human-induced alterations of the natural world, such as greenhouse gas emissions.

- Adopting incentive programs and design standards that encourage the employment of renewable energy sources and energy efficient appliances on the Island.

Policy EN 13.6

Promote the installation of residential solar panels and the adoption of other energy saving technologies such as LED lights, heat pumps and insulation.

Policy EN 13.7

Discourage large outdoor wood fires, leaf burning, and the burning of wood as home heating fuel.

Dark Skies

Goal 4 EN-14

Preserve and enhance the view of the dark sky by controlling glare and light trespass.

AT 4.1 Policy EN 14.1

Develop Enforce regulations that provide standards for appropriate lighting practices and systems that will curtail the degradation of the nighttime visual environment.

Invasive Species

Goal EN-15

Collaborate with the Kitsap County Noxious Weed Board to develop and maintain a plan to remove and control invasive plant species.

Policy EN 15.1

Coordinate with public agencies and nonprofit organizations to remove invasive plant species from public lands.

Policy EN 15.2

Improve public outreach to encourage residents to remove and control invasive plant species on private property.

Greenways

NOTE: REVIEW THE GREENWAYS SECTION (GOALS 16-19) WITH NON-MOTORIZED TRANSPORTATION PLAN (FOR OVERLAP) AND ANY NEW PARK ZONE POLICES



GOAL 1 EN-16

Develop and maintain a Greenways Plan for Bainbridge Island.

Discussion: On Bainbridge Island the “greenways” concept encompasses a variety of terms. The greenways system is composed of land areas and connector links. The land areas include, but are not limited to: large open areas, public lands, farmlands, critical areas, forests, shoreline areas, and parks. The features of the connector links include trail systems, riparian areas, visual or scenic views of ridgelines, wildlife corridors or any combination of these. In most cases these land areas and connectors will be public or will be private and encumbered with

appropriate conservation easements (or other instrument), to insure that they will not be significantly altered by future development.

The greenways system contributes to the preservation of the rural character of the Island, provides important wildlife habitat, improves the environmental quality of the Island (i.e., water quality, aquifer recharge, air pollution abatement) preserves working farms, and provides pedestrian, equestrian and bicycle trails, as well as other recreational opportunities.

GW 1.1 Policy EN 16.1

Each Greenway component should incorporate some or all of the following:

- Refuge, habitat, and functional migration routes for wildlife.
- Trails, free of motorized traffic, **that are** for use by walkers, joggers, bicyclists, and equestrians to travel to and from schools, recreation areas, public transportation areas, commercial areas, and neighborhoods.
- Recreation opportunities.
- Scenic landscapes and viewpoints.
- Large open spaces, farmlands, forests, shoreline areas and critical areas.
- Public end roads.
- Historic areas.
- Buffers of trees and vegetation that help to maintain the rural character of the Island.

GW 1.2 Policy EN 16.2

In creating a Greenways Plan, where feasible, multiple function characteristics should be considered and barrier-free trails that are designed and built expressly for access for persons with disabilities should be provided.

GW 1.3 Policy EN 16.3

Encourage the development of City road ends to promote neighborhood access and/or view corridors to the shoreline. Greenways should include access to the shoreline including road ends or rights-of-way leading to saltwater. Shoreline access points should be marked and visible from the shore and water where appropriate for small boat use. Where possible, waterways should be designated between shoreline points for rowboat and kayak access.

GW 1.4 Policy EN 16.4

Tax title strips which are of unknown ownership or owned by Kitsap County should be acquired, whenever possible, as part of the greenways system.

Discussion: Tax title strips are usually narrow pieces of land that were left over because of an error in a legal description, a survey, a platting error, or a mis-measurement by the County Assessor's office. An Island-wide inventory of these lands should be conducted and strips appropriate for public use should be identified.

GW 1.5 Policy EN 16.5

Wildlife corridors should provide connections to larger protected open space and habitat areas, including public parks and privately held reserves or open space areas.

GW 1.6 Policy EN 16.6

The trail, open space and recreational components of the Greenways and Open Space Plan should be coordinated with the Non-Motorized Transportation Plan.

Discussion: See also the Transportation Element, Non-Motorized Transportation Plan.

GW 1.7 Policy EN 16.7

Greenways should include connections to recreational opportunities and sites of historical interest.

GOAL 2 EN-17

The City and the Bainbridge Island Park and Recreation District shall jointly develop a Greenways Master Plan that will identify greenway land areas and connector links, and other large tracts. The overall goal of the Greenways Plan is to provide several continuous links, east to west and north to south, to enhance the quality of life for Island residents.

Discussion: The Bainbridge Island Park and Recreation District and the City of Bainbridge Island are working cooperatively with Kitsap County to plan a county-wide Greenways system to create, adopt and implement a Greenways Master Plan. The Kitsap County Greenways project is being coordinated through the Regional Planning Council. Three planning area teams have been designated – North, Central and South Kitsap County. A Bainbridge Island Greenways Group has been formed as a subcommittee to the North Area Planning Team. Greenways and Open Space have been developed as a part of this Plan.

GW 2.1 Policy EN 17.1

Promote and encourage the preservation of a greenways system through the use of property tax reductions, conservation easements, land donations, or other techniques such as land use actions requiring open space for new development, or acquisition through purchase with public funds. Encourage and support community-based, non-profit organizations offering options and alternatives to development in the interest of preserving desirable lands as a public benefit.

GW 2.2 Policy EN 17.2

The implementation of ~~part of~~ the Greenways Master Plan ~~shall be~~ **is** one of the criteria used when evaluating the preservation of open space as part of clustering, flexible lot design subdivisions, transfer of development rights (TDRs), and purchase of development rights (PDRs).

GOAL 3 EN-18

The Bainbridge Island Park and Recreation District should develop and maintain a trails system that establishes non-motorized access throughout the greenways system of Bainbridge Island, maximizes public access to greenway land areas, provides increased recreational opportunities for the public, and provides an alternative to motorized transportation between residential, public transportation, commercial, schools and recreation areas. The City should assist in acquisition of trail easements.

Discussion: Trails are an important component of the connector links to provide human access, where appropriate. Not all greenway connectors will, or should, have trails. Some areas are environmentally sensitive or provide wildlife habitat that would cease to exist if human development were allowed. In some cases the connectors are visual buffers, such as trees along roadsides.

GW 3.1 Policy EN 18.1

The multipurpose trail system should serve local and regional users and be linked to the Kitsap County and regional trail systems. Trail linkages should be provided to the Agate Pass Bridge, between residential areas, public transportation, schools, commercial and Neighborhood Service Centers, along the Winslow waterfront and recreation areas.

GW 3.2 Policy EN 18.2

Trails should provide for the needs of a diverse population of differently-abled people engaging in non-motorized passive and active pursuits including:

- Recreation and nature study.
- Exercise.
- Shopping.
- Commuting to work and school.

Discussion: See also the Transportation Element, Non-Motorized Transportation Plan.

GW 3.3 Policy EN 18.3

The trail system should be recognized and maintained by the City or Parks District as distinct from informal or private pathways.

Discussion: A Trails Plan adopted as part of the Bainbridge Island Park and Recreation District Comprehensive Plan identifies those trails systems recognized and maintained by the City or Parks Districts as primary trails. Primary trails are distinct from informal or private pathways.

GW 3.4 Policy EN 18.4

Encourage the retention of existing informal or private pathways and the creation of new pathways which link to the greenways system. These trails should be developed and maintained under joint public/private partnership, if appropriate, or developed privately.

Discussion: Informal or private pathways should form a secondary system with linkages to the public system.

GW 3.5 Policy EN 18.5

Linkages should be provided to the Agate Pass Bridge, between residential areas, public transportation, commercial and Neighborhood Service Centers, and recreation areas.

GW 3.6 Policy EN 18.6

Unopened road rights-of-way should not be vacated, and unopened easements should not be revoked without a requirement for permanent public trail access. Trails should be planned to avoid conflict with future road development in these rights-of-way easements.

Discussion: See also the Transportation Element.

GW 3.7 Policy EN 18.7

New utility rights-of-way and easements should be encouraged to include trail access easements.

Discussion: See also the Utilities Element.

GW 3.8 Policy EN 18.8

Existing utility rights-of-way and easements should be reviewed on a case-by-case basis to provide trail access.

Discussion: A survey should be conducted of existing utility easements and rights-of-way that would be appropriate for trail use. This survey should occur in conjunction with implementation of the Non-Motorized Transportation Plan.

GW 3.9 Policy EN 18.9

The trails system should include parking areas at trail heads located on public land, and not neighborhood areas, unless it is not feasible to provide parking on public land for a trail system. Trails that connect with the ferry systems should encourage access for bicyclists and walk-on passengers, and discourage the need to drive an automobile.

Discussion: See also GW 3.1.

GOAL 4 EN-19

Maintain a system of high quality public parks and recreation facilities on Bainbridge Island.

GW 4.1 Policy EN 19.1

The park system for Bainbridge Island should include neighborhood, community, and regional parks with sufficient acreage and facilities to meet the standards contained in the Bainbridge Island Parks and Recreation District Comprehensive Plan.

Discussion: The Parks and Recreation Comprehensive Plan prepared by the Bainbridge Island Park and Recreation District, which is adopted as part of this Plan, contains an analysis of the existing and proposed future parks and recreation system.

GW 4.2 Policy EN 19.2

A greenways and open space designation should be created for public parks, dedicated open spaces and trails.

Discussion: The Greenways and Open Space category is for areas devoted to public recreational facilities such as parks and trails and areas that have been preserved as open spaces through a variety of open space methods.

GW 4.3 Policy EN 19.3

Promote the use of property tax reductions, conservation easements, and other techniques as incentives to preserve desirable lands as a public benefit.

GW 4.4 Policy EN 19.4

Ensure that future development provides adequate recreational facilities and trail linkages to public parks and recreational facilities.

GW 4.5 Policy EN 19.5

Whenever new development adjoins a park site, a vegetative buffers should ~~shall be required~~ ~~which shall include the preservation and protection of existing vegetation, to~~ visually screen the development year-round from the park.

BAINBRIDGE ISLAND GREENWAYS AND OPEN SPACE PLAN GREENWAY MAPS

A Greenways Plan was developed by staff based on the Greenways Goals and Policies and the work of ongoing greenways-related projects (Bainbridge Island Greenways Committee, Bainbridge Island Parks and Recreation District Trails Committee, Road Ends Advisory Committee, Public Works Transportation Committee and others). The maps will be coordinated with the Non-Motorized Transportation Plan and updated as needed to show new greenways opportunities.

The Greenways Plan has an Open Space and Trails component and a Wildlife and View Corridor component. The Open Space and Trails plan will take shape mainly through the acquisition of land, the development of trails, and the dedication of easements. It is driven largely by land ownership and use. The Wildlife and View Corridor plan will rely primarily on retaining wildlife habitat and natural systems. Existing regulations and preservation incentives rather than acquisition will be the primary tools for implementing this part of the Plan.

Open Space and Trails Map

This map outlines the accessible part of the greenway which will connect large, public open spaces with a trail network. It distinguishes existing opportunities (public land, dedicated trails, water access, etc.) from potential opportunities for acquisition or trails. This map will be administered by the Department of Planning and Community Development and updated by resolution of the City Council without requirement to amend the Comprehensive Plan.

Existing Opportunities

Public recreation areas: This is public land dedicated to recreational use. These park lands are the major open spaces in the publicly accessible part of the Greenways Plan.

Private land with public access: These lands are not publicly owned but do have limited public access and internal trails. Included here are subdivisions on which trails have been obtained as mitigation for development impacts. The developments shown have received at least preliminary approval.

Private trail corridors: This trail network connects the island's large public open spaces along road rights-of-way. The Plan calls for the improvement of these roads to better accommodate pedestrian and bicycle traffic. These trails should be separated from traffic (moved onto undeveloped portions of the right-of-way) as the means become available. Trail easements across private land could also augment or replace roadside trails.

Established trails (other than those along public right-of-way): The map indicates where there are public trails across private property, but there is no attempt to map trail networks on property already designated on the map as public or private open space.

Water access or viewpoint: These are points on the shoreline with public uplands or with access to the shoreline by way of a utility corridor. There is not always access to the beach; some are viewpoints only.

Associated public tidelands: Public tidelands are shown where they adjoin public uplands and where there is potential for public access.

Potential Opportunities

Planned acquisitions: The City or the Parks District plan to purchase this land as the means become available. The Greenways Plan supports the acquisition of these properties; they would make tremendous additions to the greenways network.

Other land where the City should pursue trails: These are public, utility or institutional lands where we cannot assume public access. Also included are proposed residential developments through which we hope to establish public trails.

Potential water access or viewpoint: These locations are being looked into by the Road Ends Advisory Committee as possible City road ends. It should be noted that this map does not claim public access to these areas, but rather acknowledges their potential. The Greenways Plan supports the Road Ends Advisory Committee's work, as the locations shown would help link the trail network to the water.

Wildlife and View Corridor Map

This map delineates critical areas, some important wildlife habitat, and parcels which have some level of protection afforded them by their land use or ownership. Other areas are delineated for their importance to the visual quality of the island. This map will be administered by the Department of Planning and Community Development and updated without requirement to amend the Comprehensive Plan.

This is an inventory map identifying meaningful wildlife corridors and scenic resources. The Bainbridge Island Wildlife Corridor Map, adopted by resolution of the City Council, more specifically identifies habitat links to larger protected open space habitat areas. Work remains to adequately analyze and catalog vegetation and important viewsheds.

Many of the **Wildlife Corridor** elements on this map are already committed to open space use or preserved by conservation easements. Much of the remaining land can be protected through the purchase of development rights (proposed TDR/PDR program) and the enforcement of existing critical areas regulations. The preservation of **View Corridor** elements will rely on conscientious development, the purchase of development rights and the pursuit of conservation easements.

Wildlife Corridor

Regulated critical areas: This shows critical areas including priority wetlands, stream corridors, lakes, ponds and steep slopes. Offshore areas include tidelands, Eelgrass beds, Kelp beds, and Herring and Surf Smelt spawning areas.

Permanent public open space: These parks are in public ownership and typically have large areas of undeveloped land.

Permanent private open space: This includes conservation easements and open space designated in Flexible Lot Designs, subdivisions and short plats.

Current Use open space: These property owners have made a ten-year commitment not to develop their land. This land is much less secure as wildlife habitat.

Farms: Farmland provides valuable habitat because of a low human presence and because of the Edge Effect it produces in the transition zone between field and forest.

View Corridor

Ridgelines: Ridgelines break up views across the island. Their importance should be considered in the review of development proposals; a little creative site design can often provide easy alternatives to clearing a visually significant ridge.

Scenic road corridors: These road corridors are noted for having outstanding buffers to screen the adjacent development. As parcels are developed along these roads it is important to retain that buffer.

Agricultural Lands

The protection and support of existing farms and the preservation of prime agricultural lands and farms of local significance are important goals of the residents of Bainbridge Island, as evidenced in the Bainbridge Island Subarea Plan, testimony from public meetings, and community survey.

Farming on the Island provides an economic and nutritional benefit to the community. Equally important, protection of agricultural lands will enhance the cultural and economic diversity of the community and help retain the rural character of the Island.

Farm operations on the Island are unique. Unlike many other jurisdictions, farms on the Island are not located within one geographical area. Instead, over 40 small farms, ranging in size from 1 acre to 40+ acres, are mostly dispersed throughout the Island, with some clustering of farms in a few locations. The specialty, high-intensity, very small farms will continue to be an important adjunct to farming in the future.

Agriculture is one of the most fragile industries in any rapidly growing area. As land values continue to rise, the threat to small farms on Bainbridge Island increases. Given the nature of farming on the Island – small farms dispersed throughout the Island – the City must use creative solutions to conserving existing farms and encouraging the creation of new farms.

GOAL-1 EN-20

Conserve and protect the Island's existing agricultural uses by using preservation methods including incentive-based programs.

AG 1.1 Policy EN 20.1

Owners of farms should have the option of participating in the transfer of development rights (TDRs)/purchase of development rights (PDRs) program. A set of criteria should be developed to determine farms appropriate for the TDRs program.

AG 1.2 Policy EN 20.2

The City should examine whether identifying specific areas on the Island as appropriate for future agricultural operations would provide viable opportunities for new and expanded farming operations.

Discussion: Creating a specific area or areas for future agricultural operations aims to limit conflicts with residential uses and would provide an opportunity for farm operations within the area to share resources such as farm equipment, processing facilities, retail sales area, and road access.

AG 1.3 Policy EN 20.3

Existing traditional agricultural lands should be included in the open space of clustered development.

GOAL 2 EN-21

Minimize conflict between agricultural and non-agricultural uses.

AG 2.1 Policy EN 21.1

Development adjacent to areas designated as agricultural land should be designed and located so as to avoid or minimize potential conflicts with agricultural activities.

AG 2.2 Policy EN 21.2

Require notification on all plats, development permits, and building permits of the existence of any registered, agricultural lands within 300 feet of the development.

AG 2.3 Policy EN 21.3

The Right to Farm Ordinance **shall** be maintained.

AG 2.4 Policy EN 21.4

The City should cooperate with the Washington State Extension Service and the Kitsap Conservation District to facilitate the development of Best Management Practices.

GOAL 3 EN-22

Encourage and support farming as an economically viable option for land use and as a means to providing diversity of lifestyle.

AG 3.1 Policy EN 22.1

Small-scale farming **shall should** be encouraged to adopt Best Management Practices.

AG 3.2 Policy EN 22.2

The farming community should work with the Kitsap County Assessor's office and the City to educate the community about the availability of the Tax Reduction Program.

AG 3.3 Policy EN 22.3

Elevate and encourage public appreciation and awareness of farms by allowing tours of farms and farming facilities.

AG 3.4 Policy EN 22.4

Accessory farm buildings should be allowed as an integral component of farming activity.

AG 3.5 Policy EN 22.5

The City should permit the production, processing, and marketing of farm products from Island farms. Processing shall include value-added processing of Island-grown crops.

AG 3.6 Policy EN 22.6

The City should support the Farmers' Market.

AG 3.7 Policy EN 22.7

The parking requirements for agricultural uses should be minimized (i.e., number of parking spaces, paved parking, and landscaping requirements), due to the seasonal nature of the marketing of farm products.

Forest Lands

Few large tracts of second-growth timber remain on the Island and these will likely be converted to other uses in the near future. As of August 2004, there were approximately 620 acres classified as timberlands by the Kitsap County Tax Assessor. Thirty-eight parcels are classified as Open Space Forest Land (over 20 acres), including the 42-acre Port Madison watershed, and 16 are classified as Open Space Timber (less than 20 acres).

NOTE: NEED TO UPDATE THIS DATA.

GOAL 4 EN-23

Encourage the retention of forest land and multiple-aged forests producing commercial timber, since forest land provides benefits such as wildlife habitat and stormwater retention.

FP 4.1 Policy EN 23.1

The City ~~shall prepare~~ **maintain** a Conversion Option Harvest Plan (COHP) process, approved by the Department of Natural Resources, which ~~will~~ **establishes** criteria to review Forest Practices applications for property owners who want to “convert” their property to non-forestry status and yet are not prepared to develop the property.

FP 4.2 Policy EN 23.2

~~To the extent forestry activity is retained on the Island, e~~**Encourage** the retention of the use of multiple-age management of commercial forest land on the Island.

MINING GOAL AND POLICY M5.1 MOVED TO FOLLOW COMMUNITY FORESTRY

Community Forestry**GOAL 1 EN-24**

~~Bainbridge Island seeks to r~~**Retain, conserve and steward community forests where people live, work and learn, through public education and through management and protection measures that are sufficient to conserve these resources.**

Discussion: A community forest is comprised of the street tree system, trees in parks and on other public lands, as well as trees on private properties throughout the Island. Bainbridge Island’s urban and rural forests have historically been a source of community identity and civic pride. It is recognized that, in addition to biological benefits, a community forest provides a significant return by creating appealing streets and resulting higher property values in the built environment. In addition, trees and forests provide buffering and screening between differing land uses, reduce surface water runoff, improve water quality, help maintain soil stability, provide wildlife habitat, and reduce energy consumption by providing shade and functioning as windbreaks.

CF 1.1 Policy EN 24.1

~~The City shall~~ Encourage protection, restoration and maintenance of existing vegetation that has environmental, wildlife habitat and aesthetic qualities, including tree groves, significant tree stands, forested hillsides, and vegetation associated with wetlands, stream corridors and riparian areas.

CF 1.2 Policy EN 24.2

~~The City shall~~ Utilize various tools to understand and monitor existing conditions and changes over time of Island-wide tree cover, significant tree groves and significant individual trees.

Discussion: Monitoring tools could include periodic tree inventories to assess the cover and health of forests and trees.

CF 1.3 Policy EN 24.3

In providing information to property owners and as part of the review of development applications, ~~the City shall~~ encourage property owners to maximize the preservation of trees and to maintain and enhance the cohesive quality of tree groves through appropriate site design and construction methods as well as open space dedication of areas that contain these resources.

Discussion: Incentives, such as a building height bonus, could be used to encourage tree preservation during site design. Additionally, the Guidelines for Commercial and Mixed Use Projects including Guidelines for Lynwood Center, Island Center and Rolling Bay should be updated to incorporate tree preservation practices and policies.

CF 1.4 Policy EN 24.4

A community-wide program to educate Island residents about the functions and values of trees should be developed.

~~**Discussion:** The Community Forestry commission should be supported and maintained to provide leadership in community outreach. City government staff and diverse community groups should be encouraged to participate in outreach and monitoring activities.~~

CF 1.5 Policy EN 24.5

Encourage the use of Best Management Practices to protect and enhance community forests.

CF 1.6 Policy EN 24.6

Activities that enhance the community's awareness of the value of trees and a community forest should be encouraged.

Discussion: Focused activities might include celebration of Arbor Day; developing a volunteer tree protection program that identifies and conserves trees that are significant due to size, species, or historical or cultural importance; and provision of expert arborist resources where necessary. A program, such as a "Heritage Tree Program," would be voluntary on the part of the property owner, and would include criteria that must be met to be considered as a resource important for recognition and protection. A Heritage Tree Program might, for

example, require that special consideration be give to preservation of Heritage Trees during site development.

Mining

GOAL EN-25

There are no active mining operations on the Island. Several locations have been reclaimed including a pit on the corner of Fletcher Bay Road and Johnsonville Road and a pit south of Lovgreen Road adjacent to a parcel now owned by the Bainbridge Island Parks and Recreation District.

Bainbridge Island has had a history of mining, predominantly sand and gravel mining. While multiple sites have been reclaimed, there are still two active mining operations on the Island. One operation functions as a recycling/mulching facility and another as a sand mining operation.

M-5.1 Goal EN-25.1

~~Rigidly~~ Rigorously control the excavation of sand and gravel and other minerals.

EXISTING CONDITIONS - OVERVIEW

Critical Areas

The environmental goals and policies address aquatic resources (wetlands, streams, lakes, creeks, tidal inlets, and mud flats), fish and wildlife habitat, frequently flooded areas, and geologically hazardous areas.

Greenways

The Greenways Goals and Policies establish a framework for the Greenways Plan for the Island.

Agriculture

The Plan seeks to retain and enhance existing farming on the Island and provide additional opportunities for farming and reaffirms the Right to Farm ordinance. Farmers who wish to sell the unused development potential of farmland may opt to use TDRs.

The Natural Environment

The Island's natural systems will play an important role in how and where future development occurs. There are limits to the amount of population growth and physical development that the natural environment can absorb without threatening public health, welfare, and safety through environmental degradation. The purpose of the natural systems inventory is to provide the necessary background information on existing conditions of the Island in order to develop appropriate goals and policies that best protect the natural environment while still allowing compatible uses to occur. The following will include discussions on topography and geology, climate, soils, geologically hazardous areas, surface water (including watersheds, lakes, streams and wetlands), aquifers and aquifer recharge areas. The original reports and surveys from which this overview was compiled can be found in the Bibliography.

Geography of Bainbridge Island

Bainbridge Island is located within the central Puget Sound Basin, east of the Kitsap Peninsula and west of the City of Seattle. It is approximately 3.5 miles wide and 10.5 miles long, encompassing approximately 17,778 acres, or 28 square miles, and is one of the largest Islands in Puget Sound. The Island is characterized by an irregular coastline of approximately 45 miles, with numerous bays and inlets. At the north end of the Island is a large sand spit called Point Monroe and at the sound end is Restoration Point, consisting of raised bedrock.

The formation of Bainbridge Island was a result of the last ice age, 13,000 to 15,000 years ago, when the 3,000-foot-thick Vashon Glacier carved out Puget Sound. The primary shaping influence on topography and soils on the Island was the glaciation. Elevations on the Island range from sea level to 400+ feet. The topography of the Island is generally of low, rolling hills with several ridges oriented mostly north to south at 250 to 300 feet elevation, which form the Island's 12 watersheds. The highest point is Toe Jam Hill on the southeast portion of the Island, approximately 400 feet above sea level.

Soils on the Island are typical of Puget Sound in that dense, compacted, glacial till is present at a rather shallow depth throughout much of the Island with underlying hardpan. This glacial

till is made up of clay, silt, sand, and gravel, and overlay bedrock in varying thickness across the Island. There is sedimentary bedrock on the southern part of the Island where soils in some areas are moderately well to poorly drained. A more extensive discussion of soils and their properties can be found in the *USDA Soil Survey of Kitsap County*.

Climate

The climate on Bainbridge Island reflects the moderating influence of Puget Sound and the Pacific Ocean, and is generally characterized by mild wet winters and warm, dry summers. The average winter daytime temperature on the Island is 40° to 50° F; the average summer daytime temperature is 70° to 80° F. Annual rainfall on the Island varies from 35 to 45 inches.

Geologically Hazardous Areas

Geologically hazardous areas are defined by the Growth Management Act as those “areas that, because of their susceptibility to erosion, sliding, earthquake, or other geologic events, are not suited to the siting of commercial, residential, or industrial development consistent with public health and safety concerns.” In some cases, the risk to development from geologic hazards can be minimized or mitigated by engineering design or modified construction practices.

One of the sources available to identify *landslide hazard* areas, as well as other hazardous areas, is the *Quaternary Geology and Stratigraphy of Kitsap County, Washington* written by Jerald D. Deeter. The Deeter report identifies and classifies landslide areas and unstable slopes throughout Kitsap County. The classification system used in the report is similar to the system used in the *Coastal Zone Atlas of Washington*. The Deeter report describes critical hazard areas in terms of geologic age and by steepness of slope (>15% and >30%). Another source being developed uses Lidar terrain mapping and a draft surface geology map developed by the United States Geological Survey. This map is currently (2004) being finalized.

Erosion hazard: These are areas identified as having a severe rill and inter-rill erosion hazard. The Soil Conservation Service defines rill as a steep-sided channel resulting from accelerated erosion which is generally a few inches deep. Rill erosion tends to occur on slopes, particularly those with poor vegetative cover. Erosion hazard areas were studied more extensively to correlate the data from the Deeter report with the information from the *Soil Survey*.

Seismic hazard: These are areas subject to severe risk of damage as a result of earthquake-induced ground shaking, slope failure, settlement, soil liquefaction, or surface faulting. Natural and artificial uncompacted materials such as clay and silt deposits, sediments in river deltas, and material used as landfill, generally amplify ground shaking more than consolidated sediments and bedrock. Current and historic slide areas could be activated by seismic activity from a major earthquake. On Bainbridge Island, seismic hazard areas are identified as unstable slopes, recent/historical landslide areas and prehistoric landslide areas, and are identified on the Slope Stability map as U, URS, and UOS and are also outlined in the Deeter report.

Watersheds

Protection of the integrity of Bainbridge Island’s surface waters, which include lakes, ponds, streams, and wetlands, is crucial in maintaining a high quality of life. Beneficial uses include

drinking water, salmonid and fish habitat, recreation, stock, and crop watering. Surface waters also provide immeasurable aesthetic value to Island residents. This section will begin with a discussion inventory of watersheds and follow with inventory data on streams, and wetlands.

A drainage basin, or watershed, is an area of land defined by surrounding ridgetops where all precipitation that falls within it eventually drains to a common stream, river, bay, or other water body. As water from rainfall flows over land in a watershed, it may collect pollutants and sediments from the land which flow into a stream or other common body of water. Thus, every activity that occurs within a watershed has the potential to impact the body of water into which the watershed drains. In the case of Bainbridge Island, this is Puget Sound, streams, or lakes. (Refer to Figure 2.)

In 1991, the firm of Kato & Warren undertook the Bainbridge Island Drainage Reconnaissance Study which identified and evaluated the 12 major watersheds and 45 sub-basins that define the Island's significant drainage features. These are listed below with the approximate acreage of each. (Refer to Figure 2.)

Major Drainage Basin	Number of Sub-Basins	Approximate Basin Acreage
Agate Passage	1	590
Blakely Harbor	3	1,350
Eagledale	4	1,180
Fletcher Bay	5	2,190
Gazzam Lake/Crystal Springs	3	850
Manzanita Bay	4	2,090
Murden Cove	4	2,100
North Eagle Harbor	7	2,100
Pleasant Beach	3	1,530
Port Madison	3	1,610
South Beach	2	720
Sunrise	3	1,310
TOTAL	45	17,620

Except for the North Eagle Harbor sub-basin-4 which encompasses historic Winslow, all other watersheds and sub-basins on the Island are drained by natural streams and drainage ways. The existing drainage system consists of wetlands, streams, springs, ditches, and culverts crossing the roadways. A few piped drainage systems exist in several platted areas or near some wetlands. The natural drainage system does currently remove stormwater, but not without signs of distress from erosion, siltation, and water quality degradation. A natural drainage system, in order to work effectively, requires regular maintenance.

The concern for water quality has become one of paramount importance to the City. The declining quality of water from stormwater runoff, poor agricultural and forestry practices, failing septic systems, and domestic use of fertilizers and pesticides is threatening the viability of streams, wetlands, and the surrounding waters of Puget Sound where shellfish beds can become contaminated. Thus, the City has applied for and has received a grant from the Centennial Clean Water Fund through the Department of Ecology to obtain additional data on the 12 watersheds and to formulate a Watershed Action Plan that will establish a detailed action plan to improve water quality in each of the watersheds. Funding for the Plan began in 1994 and will take two years to complete.

Wetlands

Wetlands are defined as “those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions” (EPA, 40 CFR 230.3). Wetlands support predominantly hydrophytic vegetation, the underlying material is predominantly undrained hydric (water-logged) soils, and is saturated or inundated by water for a period of seven days or more during the growing season each year.

Wetlands play a vital role in providing habitat for fish and wildlife, stormwater retention/detention, water quality improvement, groundwater recharge and discharge, recreation, opportunities for scientific research and public education.

In 1991, Sheldon and Associates and Springwood Associates, under a grant from the Department of Ecology, conducted Phase I of the Bainbridge Island Wetland Inventory. That inventory identified some 65 wetlands, with roughly 40% of those field-verified. Phase II of the inventory was conducted by Sheldon and Associates during the fall of 1992, under a grant from the U.S. Environmental Protection Agency. A total of 212 wetlands were identified, with 157 field-verified. This does not mean all wetlands that exist were inventoried. Since the inventories were conducted, the City has been updating the maps as information becomes available. The current wetland maps (2004) show 354 wetlands with a total area of 1,242 acres.

Wetlands are identified by the drainage basin in which they are located, by the U.S. Fish and Wildlife Service vegetation community classification, and by the category based on the Bainbridge Island Critical Areas Ordinance (BIMC 16.20). The definitions of those categories are included in the legend in the Wetlands Map. (Refer to Figure 3.)

Streams

Bainbridge Island has an extensive network of small streams and creeks which all eventually empty directly into Puget Sound or into the bays or inlets surrounding the Island. Streams are created from either rainfall or groundwater. Those created mainly from rainfall are usually referred to as intermittent, or as flowing with water only during the annual, rainy seasons. Groundwater streams usually flow year round.

The Department of Natural Resources has inventoried most of the streams of the state and has classified them according to WAC 222-16-030. This is included in the legend of the Water Type figure (see Figure 3). Not all of the known streams on Bainbridge Island are included in this inventory. Major stream locations were updated based on topography developed from the Lidar data. Not all the streams on the Island have been classified due to lack of information about them.

Fish and Wildlife

The diversity of life on Bainbridge Island can be attributed to the Island's topography and vegetation. The interior part of the Island contains woodlands, meadows, wetlands, and riparian areas, while shoreline habitats include tidelands, shorelands, tidal inlets, and coastal forests typical of the estuarine and marine environment of Puget Sound. Because the Island has so much shoreline, saltwater habitats are a major component of the Island's ecosystem. Oysters, clams, geoducks, and crabs are found on the tidelands. Many species of shorebirds and waterfowl live along the shoreline or use the area for a stop-over point during migration.

On the uplands, stands of second-growth Douglas fir, Western red cedar, big leaf maple, and red alder make up the woodland forests. The forest understory of salal, Oregon grape, huckleberry, and salmonberry provides habitat for deer, coyotes, raccoons, squirrels, and dozens of bird species. Pastures and open meadows support open land wildlife, such as pheasant, quail, and rabbits, while riparian and wetland areas provide cover for fish, birds, mammals, and amphibians. Salmon usage has been verified in Springridge, Hidden Cove, Manzanita and Murden Cove.

The Washington State Department of Wildlife has identified Priority Habitat Species (PHS) on Bainbridge Island that are classified as threatened, endangered, sensitive, or in need of monitoring. They include:

- The bald eagle (State and Federal threatened classification) which is found along the shores of saltwater and freshwater lakes and streams, and found nesting in predominantly coniferous forests.
- The great blue heron (State priority habitat status for breeding areas) typically found at low elevations near all types of fresh and saltwater wetlands, streams, and shorelines and found usually nesting in colonies in the tallest conifers or deciduous trees available.
- The pileated woodpecker (State candidate) that inhabits mature and second growth forests with significant numbers of snags and fallen trees, and usually nest in cavities in snags or live trees.

Other PHS species sighted by citizens, but not officially documented by the Department of Wildlife include osprey, river otter, deer harlequin ducks, and salamander.

Fish and wildlife conservation management is defined as managing land to maintain species of wildlife in suitable habitats within their natural, geographic distribution so that isolated subpopulations are not created. Growth Management guidelines define the following areas as fish and wildlife habitat conservation areas that should be considered for designation:

- Areas with which endangered, threatened, and sensitive species have a primary association.
- Habitats and species of local significance.
- Commercial and recreational shellfish areas.
- Kelp and eelgrass beds.
- Herring and smelt-spawning areas.
- Naturally occurring ponds under 20 acres and their submerged aquatic beds that provide fish and wildlife habitat.
- Waters of the state.
- Lakes, ponds, streams, and rivers planted with game fish by a government or tribal entity.
- State Natural Area Preserves and Natural Resource Conservation Areas.

Resource Lands

Agriculture

Agriculture is still an important part of life on Bainbridge Island. Throughout the Island there are a number of small-scale farms ranging from strawberry and raspberry farms to a goat dairy, tree farms, and organic vegetable farms. There are currently (2004) 38 parcels with a total acreage of 222 acres classified as agricultural land for tax purposes. There are many more properties that are operated as farms that do not meet the requirements for tax purposes or are non-commercial pasture land.

Forest Land

Few large tracts of second-growth timber remain on the Island and these will likely be converted to other uses in the near future. There are approximately 620 acres classified as timberlands by the Kitsap County Tax Assessor. Thirty-eight parcels are classified as Open Space Forest Land (over 20 acres), including the 42-acre Port Madison watershed, and 16 are classified as Open Space Timber (less than 20 acres). (Refer to Figure 8.)

Mining

There are no parcels where mining is the primary operation. One operation on Miller Road may be doing some mining in conjunction with other construction material handling operations. The pit on Bucklin Hill Road and the Clemetz pit on Lovgreen Road have been reclaimed. The Kitsap County Pit on Lovgreen Road is currently being managed by the Bainbridge Island Park District and is being studied for other uses.