



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
THURSDAY, DECEMBER 10, 2015
6:00 PM - 8:30 PM
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

October 22, 2015 Planning Commission Meeting

6:10 PM PUBLIC COMMENT

Accept public comment on off agenda items

6:15 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

6:25 PM 2016 COMPREHENSIVE PLAN UPDATE

Housing Element: Debrief from December 3 Housing Element Workshop

Transportation Element:

- Review Introduction, Transportation Issues & Vision Sections (pp-1-10)
- Review Goals and Policies 1-4 (pp-19-23):
 - TR 1 Multimodal
 - TR 2 Non-motorized System
 - TR 3 Ferry Service
 - TR 4 Bus

8:10 PM PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

8:25 PM NEW/OLD BUSINESS

8:30 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

For special accommodations, please contact Jane Rasely, Planning & Community Development
206-780-3758 or at jrasely@bainbridgewa.gov



**CITY OF BAINBRIDGE ISLAND
REGULAR PLANNING COMMISSION MEETING
AND PUBLIC HEARING
THURSDAY, OCTOBER 22, 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

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

2016 COMPREHENSIVE PLAN UPDATE

Economic Element: Review changes to DRAFT Element

ORDINANCE 2015-16, ACCESSORY DWELLING UNIT REGULATIONS

Public Hearing

2016 COMPREHENSIVE PLAN UPDATE (Cont'd)

Business/Industrial (B/I) Designation Policies:

Review B/I policies in DRAFT *Land Use and Economic Elements*

Comprehensive Plan Amendment Application

Submitted by W. Moore, to change the designation from OSR-0.4 to B/I for two properties (totaling 7.92 acres) located at the intersections of Lynwood Center, Fletcher Bay, and Bucklin Hill Roads.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

NEW/OLD BUSINESS

ADJOURN

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

Vice-Chair William Chester called the meeting to order at 6:00 PM. Other Planning Commissioners in attendance were Michael Lewars, Maradel Gale, Jon Quitslund, John Thomas and Michael Killion. Chair J. Mack Pearl was absent and excused. City Staff in attendance were Planning Director Kathy Cook, Finance Director Ellen Schroer and Special Project Planner Jennifer Sutton. City Consultant Joe Tovar was present as well as Administrative Specialist Jane Rasely who monitored recording and prepared minutes.

Vice-Chair Chester moved public comment for the Moore Comp Plan Amendment to 7:30 PM AFTER the Ordinance public hearing. There were not any conflicts disclosed.

PUBLIC COMMENT - Accept public comment on off agenda items

None.

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

None.

2016 COMPREHENSIVE PLAN UPDATE

Planner Sutton gave some brief introductory remarks about the Comprehensive Plan agenda items for the evening breaking the topics into four categories. She also introduced Finance Director Ellen Schroer as a resource to the Commissioners.

Commissioner Gale began discussion on the changes to the Economic Element asking to have the reference to housing options deleted because they would be addressed in the actual Housing Element. She also touched on providing a permanent, covered structure for the Farmers Market. She thought the economic profile Intern Jenna Boyd created was excellent and asked that the portion of the report regarding housing be included in the Housing Element instead of the Economic Element. Commissioner Lewars asked that the data concerning home based businesses be included as well. Commissioner Quitslund felt they needed to go deeper into the building and construction aspect because there were types of development that needed to be addressed while also admitting the Island had enough of certain types of development. He felt the interplay between the west side and the Island's economy needed to be recognized. Commissioner Killion asked Commissioner Quitslund if there was a particular kind of housing he wanted to focus on. Commissioner Quitslund replied that there was a lot of talk about "affordable" housing but how could they really affect change and provide housing for people who may be in the middle income category. He hoped they would hear more from the real estate sector as to what would help long term to achieve that goal. Commissioner Killion clarified that districts and zones were interchangeable when speaking about the Business/Industrial (B/I) areas. Commissioner Chester asked to be sure the reference to housing in EC 6.4 made the move to the Housing Element and did not get lost in the changeover. He also wanted to add wording that would encourage development of alternate forms of accommodations for visitors besides traditional hotels. Commissioner Killion asked that the reference in EC 1.2 to housing be retained as a reminder and a pointer to the Housing Element. That idea was well received by the Commissioners.

Commissioner Gale asked Ms. Schroer whether she felt there was anything missing in the current draft of the Economic Element regarding the senior citizenry. Ms. Schroer did not have specific language to suggest but did reiterate that the senior citizen population was growing and was a vital part of the Island. Commissioner Thomas thought the information provided was very interesting and though the decisions/policies were basic, they had far reaching consequences. Planner Sutton confirmed the Commissioners wanted the Drafting Committee to include three new sections: Building and Construction, Health Services and Education.

A brief recess occurred at 6:52 PM.

ORDINANCE 2015-16, ACCESSORY DWELLING UNIT REGULATIONS - Public Hearing

Vice-Chair Chester opened the public hearing at 7:02 PM. Planner Sutton introduced the Ordinance to the Commissioners highlighting the proposed changes.

Public comment was opened at 7:04 PM.

Charles Schmid, Citizen – Read from the Staff Memo regarding the proposed changes to the ADU Ordinance, “ADUs are commonly viewed as a tool to help local jurisdictions meet GMA goals, to encourage affordable housing and provide a variety of housing densities and types while preserving the character of single family neighborhoods. ADUs offer the potential for extra income for the homeowner and a more affordable living arrangement for renters.” Mr. Schmid stated he looked at the records from the past 20 years and the purpose was always for renting and low income. That was the purpose of it. He continued saying he now understood it was not accessory dwelling units but dwelling units because they could be sold separately than accessories. He thought this really needed to be looked in to and whether other cities allow ADUs to be sold separately. He felt this was different than what the goal was for these ADUs in all his reading about it. He asked the question again, “Do other cities allow this to be happening?” He understood there was a condo law that allowed an ADU to become a condominium, but asked if allowing ADUs to be sold separately really provided low income units and would renters be allowed? Really important was whether any subdivisions would be having every home with an ADU? If 20 homes were platted and decided to also put 20 ADUs, the density would be doubled. Mr. Schmid felt these issues needed to be addressed before the square footage was changed.

Teresa Muzzi, Citizen – Stated she had an existing tiny ADU she purchased with her property. She purchased the property to expand the ADU so she could live in it and rent out the primary house. She had been waiting to get her plans done at either 800 or 900 square feet. She mentioned that she was listening to the discussion earlier about home based businesses because she had a jewelry home based business for which she had a business license. She thought that 10’ x 10’ more would not make that much of a difference with affordable housing though she felt that condominiumizing needed to be addressed. She was not planning on separating her ADU from the primary property. She did not think a 10’ x 10’ increase would make that much difference especially since it was more in line with the surrounding communities other than Poulsbo who had an 800’ rule as well.

Ron Peltier, Citizen – Wanted to echo what Mr. Schmid said that the purpose of ADU’s was to create some affordable housing. If they are made bigger, they will be less affordable and while another 100 square feet wasn’t that significant, the next thing you know they will be 1,000 square feet because someone wants to have a larger living space to live in while they rent out their house. He mentioned they had been talking a lot about affordable housing that evening and this was one of the ways to have some affordable housing capacity. He urged the Commissioners to seriously think about whether this would affect affordability and allowing ADUs to be sold through the condominium law and whether there were any options there as far as limiting the ability to create units that could be sold. When looking at affordable housing and the tools the City had they were very limited. This was one of the tools they had. He spoke with a business owner who was lamenting the lack of affordable housing for 20-30 year olds he needs at his business. This was one of the tools they had. He asked that they account for how much capacity the Island had to absorb population that they account for ADUs. Mr. Peltier stated that it was his understanding that ADUs were not accounted for in the Buildable Lands Report and they should be. It would create a more complete picture of what the Island had in the way of capacity.

The public hearing was closed at 7:10 PM.

Commissioner Lewars commented that ADU's were not only about affordable housing. They were also about mother-in-law quarters or accommodations, etc., but were an important component to providing that. He stated he was totally in support of the ordinance as written.

Motion: I move we recommend approval of the Ordinance 2015-16 on Accessory Dwelling Units Regulations.

Commissioner Gale shared that she struggled with this Ordinance because of the inability of the City to regulate a form of ownership for ADU's and the potential doubling of the residential density. She stated she could not support going to 900 square feet because it would create something she did not feel the citizens of Bainbridge Island wanted, the potential doubling of density.

Vice-Chair Chester supported the increase in size because he did not agree that just because there was the possibility of condominiumizing or doing something to make the units sellable necessarily doubles the density of the Island. In any zone ADUs can still be built as long as the Health Department requirements are met. Whether it would be rented, guest housing or used for someone needing medical care it was still housing and it was still being used. He did not see the difference between that and salability. 900 square feet was a number that had been used in a number of areas and he did not see that necessarily meaning it was less affordable.

Commissioner Killion stated that anything that could happen at 900 square feet could also happen at 800 square feet relative to density. He stated he was attracted to the idea that families with 2 or 3 children could be accommodated in an extra 100 square feet that they might not be in 800 square feet.

Commissioner Quitslund felt that increasing the size broadened the spectrum of possibilities and that every ADU built would not necessarily be the maximum size but would conform to the needs of the individual owners.

Lewars/Thomas: Passed 5-1

2016 COMPREHENSIVE PLAN UPDATE (Cont'd)

Vice-Chair Chester resumed the meeting at 7:31 PM opening the discussion of the Land Use Element. Planner Sutton reminded the Commission that they asked to delay discussion of these Goals and Policies until the Business/Industrial Comprehensive Plan Amendment was on the docket. Discussion ensued about whether there needed to be two types of zoning that overlapped in this area in order to control industrial use of a building next to a business use. Commissioner Quitslund felt they needed to plan for expansion that served the community and asked if they could expand the current Business/Industrial areas. Commissioners Lewars and Thomas felt more flexibility was better because it encouraged different uses so Business and Industrial should not be separate zones. Director Cook offered that the Commissioners might want to look at the regulations that apply to the zoning as opposed to the zoning itself.

Bill Moore, Comp Plan Amendment Applicant – Stated he was a 50 year resident of Bainbridge Island and he had seen a lot on the Island and how it had been developed while raising his family. He wanted to see the Island remain the lovely, welcoming and diverse place that it was. He felt that required a variety of activities on the Island. When he moved to the Island in 1967, he was

commuting to Seattle which was about 10% of the population at that time. There were many family wage jobs on the Island, mostly blue collar and many were polluting type jobs such as at the creosote plant which was no more. Many of the blue collar jobs have declined. More of the Island was commuting to Seattle and this leaves many families with maybe only a single parent and the activities now that used to be down the road are now all organized activities that require a parent. It was very healthful and good demographic policy that there were good family wage jobs on the Island and not just retail jobs. This requires land that these jobs can function upon. In 1989 was when he purchased the sandlot, he looked at it very carefully as ultimately a business park site. There were many reasons for that. Right across the street across Bucklin Hill Road was another light industrial manufacturing facility. Further up the hill was Don Palmer's Bainbridge Disposal operation right next to the source of water provided by Kitsap Public Utility District (KPUD) literally feet away from all the garbage and trash which was collected on the Island in those days and which today was the source of water for this site and other residences in the area. One of the objectors to this proposal said the property in question was only 200 feet away from a KPUD well. The junk yard was even closer than that. His lot was a sandlot, which was one of the best producers of recharging of water into the aquifers which had been frequently commented on by numerous people. The site was more than 500 feet away from an existing sewer which would probably require under existing regulations that there be an onsite disposal system for septic discharge. He was sure people would think this would be awful with a well not too far away but the presence of sand on the site was a natural way of purifying water and by the time it would seep through the wells many thousands of feet away from any of the existing landowners. Some of the protesting landowners were at Stetson Ridge which sits on much higher ground and nicely screened by the elevation differences between the properties. Some of the protestors, when they built their houses (which were not there when he bought the property), overlook the existing industrial use right below their properties. At the time he purchased the property, there were also other uses that were more compatible with a business park or industrial use type of project. There was the VFW hall and the fire station. They were similar in nature to a business use. Hyla School was not present at the time he bought in 1989. It was a conditional use more in the nature of a business park type use. Across the street to the west was a Puget Power line with an industrial type metal building. He went on to state his property was very well screened on virtually all sides as well as being well treed along the Lynwood Center Road within the 50 foot setback zone and that would remain untouched. The north side sits so far below the residential uses up at Stetson Ridge, they cannot even see it because it is screened by trees and the difference in elevations. Mr. Moore continued saying that from the beginning of looking at it, many of the residential uses were not there and it had always been an ideal industrial site another reason being the Puget Power substation (commonly called the Winslow substation) which makes three phase power available being an essential ingredient for high power users such as an office park would require. He felt that from both his and the Island's point of view, it seemed that in a 10 year plan there had to be some place for business uses and that this was about the most ideal site for business use that existed on this Island. It would not be particularly invasive or disturbing to the residential uses. He referenced 4,000 square feet of vacancy at Coppertop Business Park as a normal vacancy rate and went on to say that the Day Road property was more of an older type development that was more of a manufacturing area. He asked the Commissioners to look at the map showing the south end and touted it as a growing part the Island and stated this was about the only large area suited for business type development available in that area. He hoped the Commissioners would grant favorable consideration to his project.

Public Comment Opened at 8:11 PM.

Sandy Charyn, Citizen – Thanked the Commissioners for their work on the Comprehensive Plan. He had two areas of concern about the proposed application one from his perspective as a homeowner across the street and the second for what was happening in the larger neighborhood area of Lynwood Center. He was frustrated as a homeowner who performed a large amount of research before deciding this was the place he wanted to retire. Mr. Charyn stated one of the primary draws was the ambiance of the forested area, 2 ½ acre parcel, the semi-rural nature that everybody cherishes about Bainbridge Island. He wanted to make the point that if he pulled up to his property and saw a row of anything whether business industrial, light manufacturing, stores, parking lots with traffic going in and out, he would not have elected to be there. He stated he was relying on his city government after doing his due diligence, paying a lot of money for his building permit and everything else involved with building a house and it would seem unfair just two years down the road when they wanted to settle in and have his retirement there that the R-4 zoning that he was assured existed in that area and all the adjacent properties could possibly go away. If he would pass over the property in that event, he felt certain there were others who would do the same. Mr. Charyn was concerned about the “hit” he would take in re-salability should that come down the road. There would be an economic hit. He mentioned that though Mr. Moore felt the property was ideal, from the perspective of the adjacent homeowners, it was not. He went on to say that all the commercial uses Mr. Moore listed, such as the Buddhist Temple, Hyla School, etc., were looked at as public services that enhanced the environment. The only commercial one was the self-storage business. He appreciated the attention to pollution and toxins but was a little concerned about the wording that said you could have toxic substances, just list what they are. That bothered him. His well and septic system were right across the street. He wanted to know what the worst case scenario was and asked if somebody sold off that property would the new owner be able to come in and decide what kind of strip mall they want to put in or would there be some regulation in place that would restrict how it could be used. Mr. Charyn mentioned their easement/access road came out almost directly across the street and they had to wait for all the increased traffic coming from Lynwood Center in both directions. The area had really become unsafe because of the traffic. He cited the speed at which traffic moves and mentioned that he had almost been clipped while on his bike and was fearful for his son who has to get off the bus on that road because drivers cannot see children. He also wondered what would happen to all of the sand that was good for the aquifer if it was paved over. He asked if this was approved, can someone else come after the fact and ask to have their parcels changed as well. He worried this would open the floodgates.

Samuel Brody, Citizen – Lived downhill from the property about 100 feet. He was concerned about his well. He knew Mr. Moore was talking about aquifers and so on but he wanted to say that according to the EPA, the Fletcher Bay aquifer system was not just the water source for the immediate neighborhood, but likely for a lot of the Island. Mr. Brody continued by saying the Island relies solely on water that has gone into the ground and that the Fletcher Bay aquifer system was not an unlimited source and its recharge area and rates were poorly understood. He wanted to know could we really say because there was plenty of sand there they would not have to worry about their water? He stated the EPA did not think so. He was worried about this from an environmental standpoint. Mr. Brody said this was a residential neighborhood and the reason he had moved here from the east coast was because the citizens here were interested in preserving the character of the Island as noted in the Comprehensive Plan. To him, that meant that if a neighborhood is residential, it should be kept residential and protect the water resources. He felt there were plenty of problems and costs associated with this change but no benefits especially since they did not know what would/could be put in. He was concerned that there would not be any

control over what could be built there and that it could be some type of “chain” business that would not have relevance for the Island. Mr. Charyn reiterated he was very concerned about this and that the City needed to decide to keep residential areas residential.

Charles Schmid, Citizen – Mentioned that the subject property was right next to the Vincent landfill previously known as the dump. The Association of Bainbridge Communities (ABC) asked the county, who owned that land, to actually do a reclamation which was the first one of its kind in Washington State. Mr. Schmid mentioned three issues he could see: 1. This parcel being an aquifer recharge area; 2. Goal three of the Comprehensive Plan that stated, “Discourage the inappropriate designation of isolated business industrial districts;” 3. Economic Element E-3.2.5 provided many criteria which light manufacturing (LM) designation applied meaning it should have proximity to existing LM zones (this just borders one across the street), should have reasonable proximity to SR 305 (which is a long distance away) and should have available water and sewer and non-point sewer pollution. The other thing that needed answering was whether a retail place could go in there. What would be applied in one area would have to be applied in other like zoned areas.

Ron Peltier, Citizen – Felt it was fair to say changing the zoning would not enhance the neighborhood. The argument echoing around seemed to be the need for more business and industrial zoning on the Island. He did not feel that was necessarily true. In walking around to some of the businesses recently, he saw there was quite a bit of vacancy at Day Road right now. The other argument that it would create jobs, well he did not feel that blue collar jobs were the kinds of jobs that would allow workers to live on Bainbridge Island. Mr. Peltier felt if the Island needed anything, it was more affordable housing or rental opportunities for people who work in the existing businesses. He felt that was probably why some of the light manufacturing had moved off the Island because employees were having to commute from off island because they could not afford to live here. He seriously questioned the need for more business industrial zoning. He felt there was enough already and the better question would be how they could provide more affordable rentals for the employees and businesses currently on the Island.

Jenny Coates, Citizen – Came to the meeting open to hearing what arguments the Commission might have to counter the people’s opposition to the plan, but she did not hear anything in what Mr. Moore presented to calm her. The idea that the Buddhist Temple and the Puget Power lines were industrial like facilities did not convince her. She felt this was an excuse to put an industrial structure in a residential neighborhood and she had not heard anything that persuaded her as to why that would be a good thing. She stated it was one thing to live in New York City where there three drug stores within 50 feet of their apartment, but that was not why they had moved to Bainbridge Island. Ms. Coates spoke about the increase of traffic in the 9 years they had lived here and the idea of adding to that along with all the other issues like water did not did not persuade her there were any safeguards to protect the nearby homeowners. She did not think even the best case scenario of an office park was particularly appealing or good for the neighborhood. She felt if people coming here could not have faith that the property next door would not turn into an office park or something else, it did not seem like a good trend. She appreciated the Commission’s consideration.

Discussion was opened on the Comp Plan Amendment application by Commissioner Lewars asking if there was information as to the availability of Business/Industrial (B/I) space on the Island since there had been public comment touting a lack of space as well as an abundance of available space. Commissioner Thomas clarified that they would like staff to research supply and demand of B/I property.

Motion: I move that we do not change the zoning on this property.
Killion/Gale: Passed Unanimously 6-0

PUBLIC COMMENT ON COMPREHENSIVE PLAN UPDATE

None.

NEW/OLD BUSINESS

Director Cook recognized Commissioner Thomas and thanked him for his service on both the Planning Commission and the Design Review Board.

ADJOURN

Meeting was adjourned at 8:51 PM.

Accepted by:

William Chester, Vice-Chair

Jane Rasely, Administrative Specialist



City of Bainbridge Island
PLANNING & COMMUNITY DEVELOPMENT

MEMORANDUM

TO: Planning Commission

FROM: Jennifer Sutton, AICP
Special Project Planner

Kathy Cook
Director

DATE: December 10, 2015

RE: Study Session on Comprehensive Plan Update: *Housing and Transportation Elements*

I. Debrief from December 3 *HOUSING ELEMENT*

At the Workshop, the Commission heard from staff, Mr. Tovar, and Housing Resources Bainbridge about:

- The City's existing *Housing Element* and current and former affordable housing programs.
- Growth Management Act Requirements for Housing Elements
- Updated [Housing Needs Assessment](#)
- Summary of current affordable housing efforts and challenges.

Public Comment from the October 3 *Workshop Element* Workshop is attached. The Planning Commission also received written comment via email before and after the meeting.

Planning Commission Action: The Commission should ask questions of staff and Mr. Tovar about the information presented, and discuss the public comment from the December 3 Workshop. The Commission should provide direction to the drafting committee about policy changes to the *Housing Element*. The Commission should also request what additional information is needed to assist in review of the *Housing Element*.

II. TRANSPORTATION ELEMENT INFORMATION

The City's Non-motorized Transportation Advisory Committee (NMTAC) has assisted the City in the development of the [DRAFT Island Wide Transportation Plan \(IWTP\)](#). On November 19, the Planning Commission directed staff to use the goal and policy revisions proposed by the NMTAC in Chapters 2 and 7 of the [DRAFT IWTP](#) as a starting point to updating the *DRAFT Transportation Element*. The *DRAFT Transportation Element* (attached) integrates that goal and policy language. The *DRAFT*

Transportation Element also integrates parts of Chapter 3 of the [DRAFT IWTP](#) into the *Introduction* section. Narrative, goal, and policy language brought over from the [DRAFT IWTP](#) are shown in **BLUE font**. Staff suggested amendments to that IWTP language is shown in **BLACK font** in strikethrough/underline format. Because the [DRAFT IWTP](#) reorganized much of the existing 2004 *Transportation Element*, most of the current 2004 *Element* is shown as stricken (to be removed). The *DRAFT Transportation Element* is also annotated with NOTES to help explain the editing.

The [2004 Comprehensive Plan Transportation Element](#), [DRAFT IWTP](#), and current [Non-motorized Transportation Plan](#) (a subelement of the *Transportation Element*), can be viewed from the City's website.

Planning Commission Action: Review revised *Transportation Element* Goals 1 through 4, and provide direction to the drafting committee about policy changes. The Commission should also request what additional information is needed to assist in review of the *Transportation Element*.

III. NEXT STEPS

On December 17, the Planning Commission will continue to review the goals/policies of the *Transportation Element*, with a focus on Goals 5-15.

IV. ATTACHMENTS

1. 2004 Plan *Housing Element*
2. Public Comment Table from 12/3 *Housing Element* Workshop
3. *DRAFT Transportation Element*

HOUSING ELEMENT

TABLE OF CONTENTS

Introduction.....	1
Goals and Policies.....	3

HOUSING ELEMENT

INTRODUCTION

Decent and safe housing is a basic human need which has become increasingly unavailable to many Americans. This reality applies increasingly to certain segments of Bainbridge Island's population as well as to many of those who work on the Island. Kitsap County TRENDS Reports, which track the average home sale price in Kitsap County, document that between 1990 and 2003 the average Bainbridge Island home price escalated dramatically from \$232,687 to \$478,000.

The Growth Management Act (GMA) recognizes the importance of planning for adequate housing by requiring it as an element in Comprehensive Plans. Adequate housing is addressed specifically in one of the 13 major goals:

“Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of densities and housing types, and encourage preservation of existing housing stock.”

The requirements for a housing element which are mandated by the Act are:

“A housing element recognizing the vitality and character of established neighborhoods that: a) includes an inventory and analysis of existing and projected housing needs; b) includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing; c) identifies sufficient land for housing, and group homes and foster care facilities; and d) makes adequate provisions for existing and projected needs of all economic segments of the community.”

The last item (d) in those requirements is echoed in the Vision for Bainbridge Island:

“... Foremost, Bainbridge Island should preserve the diversity of one of its most precious resources – its people. The Island should remain a place where the business people, artists, farmers, newcomers and long-time residents can all find a place to live.”

and, General Goals (excerpt):

- Foster the diversity of the residents of the Island, its most precious resource.
- Provide a variety of housing choices for all residents.
- Provide affordable housing.

The main objective in preparing a housing element is to identify and prioritize the community's housing problems and trends, and to develop short and long-term solutions. On Bainbridge Island, residential development is the predominant use of land. In 1992, 38% of all the land on the Island was listed as developed for residential use. In 2003, 41% of the land on the Island was listed as developed for residential use. In addition, housing costs are typically the largest expenditure for most households, while a community's housing stock is its largest long-term capital asset.

The costs of land and housing have risen dramatically over the last two decades. The composition of the community in terms of age and income has changed as well. The lack of affordable housing has resulted in the need for many people who grew up on the Island to look elsewhere. Furthermore, many people who work on the Island cannot afford to live here, and the number of homeless individuals and families is growing.

The Housing Element provides the citizens of Bainbridge Island with an opportunity to establish goals, policies, and strategies that present solutions to existing problems and provide direction to future housing development without negatively impacting the existing character of the community.

A major step in the formulation of strategies is to assess our current situation. This is done through a Housing Needs Assessment that includes documentation and analysis of community demographics and trends, existing housing stock and condition, and an estimate of future housing needs, including special needs populations such as homeless, disabled and domestic violence victims. This is followed with a summary of the findings of the data, which give direction to the formation of goals and policies. From these, strategies are then developed to direct the provision of adequate housing for all citizens of Bainbridge Island.

In 2002, the City of Bainbridge Island authorized the development of a comprehensive and up-to-date housing needs assessment for Bainbridge Island, including an in-depth analysis of affordable housing needs across all households. This document, *The City of Bainbridge Island Housing Needs Assessment, September 2003*, is included as Appendix A. The 2003 Needs Assessment updated and expanded upon the Housing Needs Assessment completed in 1995, which is included as Appendix B.

GOALS AND POLICIES

Discussion: In accordance with the definition provided in the Growth Management Act (WAC 365.195-070(6)), the term “affordable housing” as used in the Housing Element refers 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 marketplace will guarantee adequate housing for those in the upper economic brackets, but that some combination of 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.”

GOAL 1

Promote and maintain a variety of housing choices to meet the needs of present and future Bainbridge Island residents at all economic segments, and in all geographic areas in a way that is compatible with the character of the Island, and encourages more socio-economic diversity. The City shall partner with community non-profit organizations and local and regional private and public entities in carrying out the following policies:

H 1.1

The City recognizes its role in the regional housing market and shall cooperate with the Kitsap Regional Coordinating Council to develop an equitable distribution strategy for affordable housing.

H 1.2

The City shall take a proactive role in maintaining and encouraging economic diversity on the Island by providing affordable housing opportunities on Bainbridge Island. Accordingly, the City should designate the appropriate staff effort or organizational entity to assist and advise the community, landowners, and private and public entities about options for affordable housing, financing strategies, and funding sources; develop and assist with the City’s application and approval process for special housing projects; and initiate and support affordable housing opportunities.

H 1.3

The City shall partner with non-profit organizations, the development community, local lending institutions, elected officials, and the community at large to assist in meeting affordable housing goals and implementing policies.

H 1.4

The City supports the efforts of community non-profit housing organizations and local and regional public and private entities in developing and managing affordable housing on Bainbridge Island.

H 1.5

The City shall encourage innovative residential development types and zoning regulations that increase the variety of housing choices suitable to a range of household sizes and incomes in a way that is compatible with the character of existing neighborhoods. Examples of innovative approaches are cottage housing development, cluster housing development and accessory dwelling units.

H 1.6

The City should develop provisions to encourage development and preservation of small to mid-size single-family housing units. These provisions may include a framework to permit small-unit housing development known as cottage housing, with increased density in the residential zones included in the Winslow Master Plan study area (R-4.3, R-3.5, R-2.9) and the Neighborhood Service Centers. Standards shall be developed for cottage housing development that include, but may not be limited to, maximum allowable size and density and covenants to limit size in perpetuity.

GOAL 2

Maintain the stock of existing affordable and rent-assisted housing. In partnership with community non-profit organizations and local and regional public and private entities the City shall pursue the following policies:

H 2.1

The City shall develop a continuing strategy to maintain the Rural Development Agency and HUD subsidies on existing rent-assisted housing. The primary strategy shall be to support the Kitsap County Consolidated Housing Authority and non-profit agencies to purchase the units through the provisions of the 1990 Housing Act.

H 2.2

In the event of the potential loss of privately-owned subsidized housing, the City will work with the appropriate public agencies to pursue the preservation of the subsidized units, or relocation assistance for the residents.

H 2.3

Water-based housing (live-aboards) is a viable component of the present and future housing stock of Bainbridge Island, and shall be subject to applicable environmental protection, seaworthiness, sanitation and safety standards, and authorized moorage.

H 2.4

The City shall initiate and support programs that assist low-income homeowners and seniors to repair, rehabilitate, maintain and improve accessibility to and within their homes.

GOAL 3

Increase the supply of affordable multi-family housing each year through the year 2012, with goals based on data provided by the Housing Needs Assessment and the City's housing reports.

H 3.1

The City shall encourage new multi-family housing in a variety of sizes in areas designated for such use in the Land Use Element. All developments are subject to Health District requirements for water and sewage disposal.

H 3.2

Accessory dwelling units shall be permitted uses in all residential zones, except at Point Monroe, the Sandspit (R-6). All other applicable development standards including lot coverage, setbacks, parking requirements, and Health District requirements for water and sewage must be met.

H 3.3

The City shall encourage agencies whose mission is to develop affordable housing to create new subsidized multi-family rental housing by aggressively pursuing Kitsap County Community Development Block Grant Funds, state funds, donations from private individuals and organizations, public revenue sources and other available funding.

GOAL 4

Promote and facilitate the provision of the diversity of affordable housing stock in all geographic areas of the community.

H 4.1

To encourage the provision of housing that will remain affordable over time, the City shall pursue effective strategies to reduce the land cost component of for-purchase housing, which may include alternative land use zoning, density bonuses and other incentives.

H 4.2

The City shall encourage housing created by utilizing a mechanism such as a community land trust.

H 4.3

Manufactured homes and manufactured home developments shall be permitted in all residential districts. A manufactured home development will be subject to all applicable development regulations of the underlying zone in which it is located, including affordable-housing density bonuses.

GOAL 5

Promote and facilitate the provision of rental and for-purchase housing that is affordable to income-qualified households with a variety of income levels.

H 5.1

Housing developments where all units are income-qualified to specified income groups should be exempt from City impact fees and other selected administrative development fees. Exemptions should be based upon standards that are developed to reflect the income group targeted.

H 5.2

The City shall develop a program for income-qualified, first-time home buyers to provide assistance in purchasing a home that may include, but is not limited to, down payment or second mortgage assistance, below market-rate loans, guaranteed loans, and tax or utility relief.

H 5.3

All income-qualified rental housing units created as a result of the policies of this Housing Element shall remain affordable to income-qualified households for a period of not less than 30 years from the time of first occupancy and shall be secured by recorded agreement and covenant running with the title of the land, binding all the assigns, heirs and successors of the applicant.

H 5.4

All income-qualified homeownership units created as a result of this Housing Element shall be sold at a price affordable to income-qualified households. These units may be subject to a mechanism that is specified in an appropriate administrative procedure allowing the City to capture a share of the appreciation if the unit is sold at market rate. The City's share of the proceeds shall be used toward an affordable housing program.

GOAL 6

Facilitate the siting and development of housing opportunities for special needs populations.

H 6.1

The City shall support the services of community non-profit organizations and local and regional public or private entities in providing shelter for temporarily homeless singles and families with children, adolescents and victims of domestic violence on Bainbridge Island.

H 6.2

The City shall support the development of programs that ensure that the housing needs of the developmentally, physically and emotionally disabled are met within the community.

H 6.3

The City shall support programs that provide assistance to low-income, disabled persons to retrofit their homes to be more accessible.

GOAL 7

Utilize the City's bonding capacity and other resources to support the creation of affordable housing.

H 7.1

The City recognizes the need to provide financing assistance for affordable housing. Accordingly, the City will actively pursue public and private funds that may include, but are not limited to, real estate excise tax, grants, and other available resources.

H 7.2

The City, in partnership with local agencies producing affordable housing, may issue a General Obligation Bond to increase the production of housing affordable to households at or below 80% of median income for Kitsap County.

H 7.3

The City Council may issue Councilmanic (Limited Tax General Obligation Bonds; also called councilmanic bonds, or non-voted debt) to support the development of housing affordable to households at or below 80% of median income for Kitsap County.

H 7.4

The City shall establish and maintain a Housing Trust Fund which will be used to support the development and preservation of affordable housing on Bainbridge Island.

H 7.5

The City may purchase and make City-owned land available through long-term leases or other mechanisms for the purpose of creating income-qualified housing, and shall support other public entities that wish to use publicly-owned land for this purpose.

GOAL 8

Provide a periodic report on the status of housing on Bainbridge Island and the implementation of the Housing Element in order to assess the effectiveness of the housing goals.

H 8.1

The City shall monitor by survey and/or other means, and prepare a report on, the following aspects of housing:

- A. Housing in general and the types of housing encouraged in this Element, including affordable multi-family and single family, owned and rented; accessory dwelling units; subsidized housing; adaptable units; clustered housing and cottage housing.

- B. The condition of the local housing market and the number of new housing units, publicly and privately funded.
- C. The use of density bonuses and the number of for-purchase housing units provided in new developments.
- D. A description of the various initiatives supporting affordable housing, including activities of community non-profit organizations and local and regional public or private entities.
- E. Programs of housing repair and renovation that improve accessibility.

H 8.2

The housing report shall be issued at least every five years, in coordination with state-mandated updates of the Comprehensive Plan, and shall be made available to the public in various ways, such as notice in the local newspaper, on the City's web page, and on local media outlets.

Bainbridge Island Key Issues and Public Comment

12/3 HOUSING ELEMENT WORKSHOP

PUBLIC COMMENTS (1,2,3, etc.)		Commenter	Commission Comment
1	Comp Plan isn't entirely lacking but can be improved, implementation and regulation is needed. Imbalance of owner vs rental, and somehow the Plan needs to change that course. Land Use Policies that we proposed should be addressed. The Housing Design Demonstration Project (HDDP) program should be made permanent as the only current affordable housing program. The Neighborhood Service Centers (NSC) are grossly under-zoned. Increased density should be allowed in NSC, and tie it to providing affordable housing.	Charlie Wenzlau	
2	As a public housing agency, Housing Kitsap serves whole county, 900 units total, including housing for residents with Special needs, seniors, and housing built using low-income tax credits. Many tools that can be used. The Holla study done for the City of Seattle is a good resource. The Housing Element is broad and even-handed, but not easy to determine implementation measures. It needs to be more clear about what you are trying to accomplish. The market will take care of high-income folks. Think about what do you want to accomplish, and make it clear in the Element. It is hard to build affordable housing. All the tools still make for a difficult project to pull off. Connection between having a safe place to live, and overall well-being of kids and other residents with challenges. Bainbridge Island should speak up about funding or state laws and how to change them. Housing Kitsap has subsidized housing, seniors, disabilities, and some rentals that go up to 80%AMI. The helping hands program is another long-term home ownership because of the sweat equity that the resident puts in.	Stuart Grogan, ED Housing Kitsap	
3	Submitted ideas about land use that spoke to housing needs. High School Rd. district urban village concept mixed use, increase the FAR to spur residences and pedestrian connections. The Safeway property seems ripe for redevelopment. Perfect place for affordable housing multifamily project, easier to support with greater density. Compact rural communities- small homes in the less dense zones outside Winslow, density bonus will bring the cost of the land down and conservation easement. Smaller home size increases affordability. The cost of construction and land continues to rise, makes affordable housing very hard to do. How can you create homes that support affordability? Can we create funding, or do a bond, to build some affordable housing. HRB and Housing Kitsap struggle to afford projects.	Jonathan Davis	

PUBLIC COMMENTS (1,2,3, etc.)		Commenter	Commission Comment
4	I've worked in the commercial real estate business in Seattle. The number of Islanders below 80% AMI is high. Affordable housing on Bainbridge means that we need more rentals. Modestly increasing density is one way to increase affordability. Core district FAR and height is too low- can't pencil out a mixed use project at the vacant building in the middle of Winslow Way. Workforce housing is the real problem. More supply in rental market will bring costs down. Rental housing can't pencil out with low densities	Dale Spurling	
5	I represent a home-owner perspective. The City needs to figure out how much growth can the Island support before we change affordable housing requirements. We know that the Island has limited resources, and the sewer on the south end is over capacity. Make development pay for itself with impact fees. Many people have left because of higher taxes. BI is a small city, and we cannot support as many types of people as east-side cities like Seattle. The City shouldn't make any changes to development regulations until we figure out where aquifer conservation zones are. There are no HDDP metrics- where are the studies to say that HDDP is successful? NSC can't be built anymore because there is not sewer. We are an Island, we aren't Seattle or Kitsap County.	Melanie Keenan	
6	The affordable housing discussion has been going on for a long time, it used to be affordable, but now it is not. It's a nice place, and people with money will always gravitate to nice places. The cost of land is prohibitive. The Quay Apartments were affordable, and the City Council almost approved \$4Million of councilmatic bonds to ensure that it remained. We can't count on another gift of land, such as the Curtis property to HRB, for a righteous cause. We really need to do something, or is it just platitudes. The City needs to change its will to act on it. If we want affordable housing, then we need to pay for it, because if we don't pay for it, we won't get it.	Ed Kushner	
7	We keep hearing how more density will increase affordability, but the Island has grown denser, and gotten less affordable. We create unrealistic expectations when we talk about making room for all types of residents. Making accessory dwelling units (ADUs) larger will make them less affordable. If we are going to talk about these things, then we need to be realistic. We have miserably failed at accomplishing what is in the existing Element. Many people moved away to take advantage of increase value. What are incentives we can offer to keep people here. Rising taxes and bonds are a real concern by those on fixed income. Density clusters in rural parts of Island would violate special character and	Ron Peltier	

PUBLIC COMMENTS (1,2,3, etc.)		Commenter	Commission Comment
	degrade environment. We need to have an ongoing discussion about this. This is really a social justice issue. Can't forget about stewardship, and be realistic about what we can really do		
8	Can't comprehend why we would even consider building density in the rural areas when commercial projects like Visconsi have no housing- all commercial projects even new police station should have housing.	Doug Rauh	
9	Important to try and maintain existing affordable housing stock. Policy H2.3 is about livaboard housing, the SMP changes the 25% livaboard potential for marinas reduced to 10%. Livaboard housing is affordable has many types of families	Elise Wright	
10	In US, 28% of housing stock is 1 person, smaller household size is the new norm, but housing size has dramatically increased. Agree with Jonathan that small home communities and density bonus should be developed. Pocket neighborhoods are being constructed all over the US. NSC zoning is not dense enough. Home sharing is happening- what about 2 ADUs allowed, and consider parking flexibility. The cottage housing work should be restarted. Floating homes are another option.	Russ Hamlet	
11	Lives in Indianola in a co-housing development that uses zoning flexibility. Encourage Comprehensive Plan coordination with Poulsbo, and County on housing issues, because they impact each other. Make sure there is some alignment. A broad range of inclusionary zoning rules, carrots and sticks, and policies shouldn't prohibit the use of any tools. Kitsap County is projected to lose over 800 units of affordable units countywide because the 40 year affordability requirement ends, and they go to market rate. Affordable housing allows people to age in their community as they start having on fixed income. 10,000 households in Kitsap severe rent burdened- more than 50% of income on housing. What are the action steps the come out of the Plan the policies need to be clear, that will be the difference from 2004.	Kirsten Jewell	
12	We need to be careful about cause and effect choices, because if we create smaller affordable homes, we don't know if the current workforce will choose to live there. I'm in the Commodore neighborhood, and neighborhoods don't often find out about things until it's too late. Current housing element seems to be too developer focused. Maybe market and financial tools need to be used, because doubling density not fair to existing adjacent residents.	Marshall Tappan	

PUBLIC COMMENTS (1,2,3, etc.)		Commenter	Commission Comment
13	Director of Helpline House. Have been a renter, but have purchased a home thanks to Ed's program. The prices have risen dramatically in the last 10 years. Speaking from community members, donors, and those that use our services. Housing Element needs an overhaul, but it doesn't really reflect reality now. Goals should be achievable and believable. Define affordability, and explain what constituency you are trying to reach. Try to preserve existing housing stock, and integrate new units among existing development. Try to encourage a private/public partnership. Start with small projects that can be successful, and then work on larger projects. What about co-housing promotion, rooming homes, or microunits. Some with a common kitchen. At Helpline House, I see single people and families of all kinds living in shacks and cars, some with children. HH served about over 100 people last year, and are helping people every month move off the Island.	Joanne Tews	

TRANSPORTATION ELEMENT

TABLE OF CONTENTS

NOTE: TABLE OF CONTENTS TO BE UPDATED

Introduction.....	1
Goals and Policies.....	4
Community Character	4
Environment.....	5
Neighborhoods.....	5
Operations and Mobility	6
Safety and Maintenance.....	8
SR 305 / Through Traffic.....	8
Ferry Service.....	9
Transit	10
Non-Motorized.....	11
Multimodal.....	11
Regional Coordination	12
Transportation Financing.....	12
Community Involvement	13
Transportation Element Utilization.....	14
Requirements for a Transportation Element	14
Intergovernmental Coordination	15
Existing Conditions and Future Needs.....	1
Facility Inventory.....	1
Land Use/Transportation Linkage	2
Level of Service	3
Action to Sustain Level of Service on Local Facilities.....	5
Transportation Demand Management.....	9
Concurrency.....	10
Funding	11

TRANSPORTATION ELEMENT

INTRODUCTION

NOTE: NEW LANGUAGE SHOWN IN BLUE IS FROM THE DRAFT IWTP (CHAPTER 3) BLACK STRIKETHROUGH/UNDERLINE SHOWS ADDITIONS/DELETIONS TO IWTP TEXT

Purpose and Structure of the Transportation Element

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

~~One of the most important issues to the Bainbridge Island community is the—The Comprehensive Plan’s Guiding Principles and Policies emphasize the important~~ relationship between the Island’s transportation system elements and the character of the community character, livability, public health, safety, economic vitality and the environmental quality. Implementation of the Transportation Element chapter important 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 sustainability of Bainbridge Island’s economy and environment and the quality of life of its Bainbridge Island residents.

Existing Conditions and Challenges

The ferry terminal to Seattle and the Agate Pass Bridge are the only two options for travel to or from ing off the Island. Bainbridge is largely a bedroom community of Seattle and Kitsap County so and many Islanders commute off-island by ferry or bridge. Likewise, many on-Island workers commute from off-island. Lengthy commute times by ferry or being stuck in traffic on 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~~ This Comprehensive Plan focuses growth in designated centers ~~urban areas such as~~ such as Winslow, Lynwood, Rolling Bay, and Island Center, and the Neighborhood Service Centers. With good planning and implementation of mixed use and higher densities within these ~~centers 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~~ enable reduced dependence on the automobile, ~~and present an opportunity for the Island to develop more sustainably, which in turn~~ reduces ~~the Island's~~ its carbon footprint and improves 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

Balancing Community Needs Interests

One of the ~~challenges more difficult aspects~~ of improving a transportation system is finding the right balance between ~~sometimes~~ competing community interests ~~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 among ~~between~~ competing community goals ~~and design guidelines~~ is an important function of the City of Bainbridge Island. Table TR-1 illustrates the issues that can arise for a variety of transportation ~~projects improvements~~.

Table TR-1 - Balancing Competing Community Interests

Project Type	Community Character Interests	Environmental Interests	Neighborhood Interests
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. Balancing these concerns and interests In the end, these checks and balances can improve the planning and design of roadway projects by acknowledging and reflecting the needs and desires of the community.

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

Transportation Vision for Bainbridge Island

A vision is a statement that provides an overall direction to the Plan. In this case, the Transportation Vision provides direction to it encompasses on a variety of transportation 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 of the Transportation Element address issues and concerns, define community priorities, develop a framework for transportation solutions, and guide their implementation.

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 the community character of neighborhoods and the environment. The system needs to be regionally coordinated, adequately financed, and community supported.

GMA requirements for Transportation Element

RCW 36.70A.070 (6) A transportation element that implements, and is consistent with, the land use element.

(a) The transportation element shall include the following subelements:

(i) Land use assumptions used in estimating travel;

(ii) Estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the department of transportation in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;

(iii) Facilities and services needs, including:

(A) An inventory of air, water, and ground transportation facilities and services, including transit alignments and general aviation airport facilities, to define existing capital facilities and travel levels as a basis for future planning. This inventory must include state-owned transportation facilities within the city or county's jurisdictional boundaries;

(B) Level of service standards for all locally owned arterials and transit routes to serve as a gauge to judge performance of the system. These standards should be regionally coordinated;

(C) For state-owned transportation facilities, level of service standards for highways, as prescribed in chapters 47.06 and 47.80 RCW, to gauge the performance of the system. The purposes of reflecting level of service standards for state highways in the local comprehensive plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year street, road, or transit program and the office of financial management's ten-year investment program. The concurrency requirements of (b) of this subsection do not apply to transportation facilities and services of statewide significance except for counties consisting of islands whose only connection to the mainland are state highways or ferry routes. In these island counties, state highways and ferry route capacity must be a factor in meeting the concurrency requirements in (b) of this subsection;

(D) Specific actions and requirements for bringing into compliance locally owned transportation facilities or services that are below an established level of service standard;

(E) Forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth;

(F) Identification of state and local system needs to meet current and future demands. Identified needs on state-owned transportation facilities must be consistent

with the statewide multimodal transportation plan required under chapter **47.06** RCW;

(iv) Finance, including:

(A) An analysis of funding capability to judge needs against probable funding resources;

(B) A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW **35.77.010** for cities, RCW **36.81.121** for counties, and RCW **35.58.2795** for public transportation systems. The multiyear financing plan should be coordinated with the ten-year investment program developed by the office of financial management as required by RCW **47.05.030**;

(C) If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met;

(v) Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions;

(vi) Demand-management strategies;

(vii) Pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.

(b) After adoption of the comprehensive plan by jurisdictions required to plan or who choose to plan under RCW **36.70A.040**, local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include increased public transportation service, ride sharing programs, demand management, and other transportation systems management strategies. For the purposes of this subsection (6), "concurrent with the development" means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.

START OF 2004 ELEMENT INTRODUCTION

~~The most significant transportation priority for Bainbridge Island residents is the desire for a convenient and safe transportation system which strongly emphasizes alternatives to the automobile (transit, bicycle, and pedestrian) and yet retains the character of the Island—narrow, winding roads traversing forested, agricultural, and shoreside areas.~~

~~The 2004 update of the Transportation Element was guided in part by a Steering Committee. Members of the *Island Wide Transportation Study (IWTS)* Steering Committee~~

included a former mayor; a former City Council member; representatives from Team Winslow and the Municipal League; and citizens representing bicycling, traffic engineering, and community interests. Following an initial organization meeting, the steering committee was expanded to include representatives from Kitsap Transit, Bainbridge Island Fire Department, School District, Kitsap County, Suquamish Tribe, the Washington State Department of Transportation, and Washington State Ferries. The Steering Committee was responsible for the identification of transportation issues, update of the goals and policies, development of level of service standards, and recommendations for major transportation issues. A full account of the Steering Committee recommendations for future study and actions can be found in the *Island Wide Transportation Study (IWTS)*, February 2004, which serves as the basis for the State requirements for this Element.

The draft goals and policies of the *IWTS* were reviewed by the Planning Commission in May 2002, and forwarded to the City Council's Public Works and Transportation Committee and Land Use Committee. The draft study was completed in July 2003 and shared with the Planning Commission and City Council in a joint workshop. The Council appointed a working group made up of three Council members and three Planning Commissioners to review the study. Several changes were made to clarify and augment the study. The study then went back to Council for public review and was accepted by the City Council on February 4, 2004.

The *IWTS* addresses and provides a detailed analysis of a variety of transportation issues affecting the community. Elements of the *IWTS* have been extracted to serve as the Transportation Element update to the Comprehensive Plan.

During development of the Element, conditions and issues that face the City of Bainbridge Island's transportation system were identified. Of primary concern was how future growth will affect the community, and how to preserve the character and livability of Bainbridge Island as traffic growth continues and the need for transportation improvements increases.

The following list briefly describes some of the community's transportation issues:

- **Environmental impacts**—The City has many environmental qualities that should be maintained. The community is concerned that these resources may be adversely impacted or lost to future roadway expansion and widening.
- **Neighborhood traffic impacts**—The growth of traffic on Bainbridge Island, particularly in the Winslow sub-area, has resulted in more vehicles on the street system. 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 neighborhood.
- **Roadway standards**—New roadways and reconstruction of older roadways must be built to an assigned set of engineering standards to ensure safety and mobility. These include the construction of appropriate roadway shoulders, along with the construction of bicycle and pedestrian facilities.

- **Roadway classification** — The City classifies its roadways to describe the function of the roadway (volumes, types of vehicles, etc.), to prioritize the allocation of resources for improvements, and for securing certain types of funding for operation and maintenance.
- **Roadway congestion** — Traffic on Island roadways, particularly on SR 305 and within Winslow, can result in a variety of other 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.
- **Roadway 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, emission reduction, and circulation can all be improved with better roadway connections.
- **Roadways and intersections of concern** — 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 also reduce use by non-motorized users who want to avoid a roadway or intersection that is uncomfortable for walking or bicycling.
- **SR 305** — A focus of the community's concerns 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 and off-Island commuters using the corridor, and increases the difficulty of cross-Island travel. **Ferry traffic** — 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. The effects of ferry traffic are greatest on roadways nearest the ferry terminal and diminish with distance except along the SR 305 corridor.
- **Transit service** — Kitsap Transit has worked hard to improve transit services throughout the Island. The community would like to see if transit could be expanded during non-peak hours to outlying areas and provide improved service levels in areas such as Winslow to aid in downtown circulation.

Transportation Issues (NOTE: This section is from Ch 2 IWTP)

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 do 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 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 designated neighborhood centers ~~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 2016 update of the Island Wide Transportation Plan (IWTP) and the Comprehensive Plan Transportation Element-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.

Relationship of the Transportation Element to the Island Wide Transportation Plan

The primary purpose of the Transportation Element is to support and implement the Island's Vision and Guiding Principles as well as the Goals, and Policies set forth in the other Plan Elements. The "Island Wide Land Use Concept," described in the Land Use Element and depicted in Figure 1, calls for compact, walkable, mixed use centers within a much larger conservation landscape of open spaces, wildlife habitat, forested areas, agricultural, residential and recreational lands. The transportation improvements and programs called for the Plan are essential to meeting the objectives for both the centers and the surrounding conservation landscape.

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

Transportation Element Utilization [Note: this section was forward in the Element]

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

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

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

An integrated part of this Transportation Element is the Non-Motorized Transportation Plan (NMTP), adopted by the City Council in 2002. The NMTP provides a comprehensive long-range plan for developing and promoting the use of non-motorized transportation systems.

GOALS AND POLICIES

NOTE: TRANSPORTATION MOVED UP TO INTRODUCTION SECTION TRANSPORTATION VISION

Provide a safe, dependable, properly maintained, fiscally and environmentally responsible multimodal transportation system that is consistent with and supports the other Elements of the Comprehensive Plan. The transportation system should respect community character, environment, and neighborhoods; improve mobility and safety; minimize impacts from regional facilities; and promote use of transit and non-motorized travel. The system needs to be regionally coordinated, adequately financed, and community supported.

GOALS/POLICIES HAVE BEEN REORGANIZED (page 20)

GOAL 1: 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.

TR 1.1 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.

TR 1.2 Road development guidelines

Encourage the appearance of winding, narrow roadways serving less densely developed areas through the provision for and retention of appropriate roadside vegetation and trees, and following of the natural topography whenever possible.

TR 1.3 Street design guidelines

Reflect the more urban nature of roadways within the 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

TR 1.4 Street lighting guidelines

Minimize the use of street lighting outside of Winslow, except to address safety issues and where identified by the community in special planning areas.

TR 1.5 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 2: ENVIRONMENT

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

TR 2.1 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 planning of low maintenance, vegetated groundcover and trees along roadways.

TR 2.2 Utilities

Where possible and consistent with the Utilities Element, the City shall require the undergrounding of overhead utilities to reduce the need for removal and maintenance of native vegetation.

TR 2.3 Air quality

Develop transportation plans and programs that improve traffic flow and consider the impact to air quality and support county, regional, and state air quality goals and requirements.

TR 2.4 Wildlife corridors

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

Goal 3: 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.

TR 3.1 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.

TR 3.2 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.

TR 3.3 Neighborhood circulation

Develop a circulation and access management plan for neighborhoods and Neighborhood Service Centers so that as properties develop, 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.

TR 3.4 Winslow street visualization plan

Develop a comprehensive physical and visual street plan for Winslow that addresses the character and needs of each street, the interface between streets, and the influence of adjoining land use development on street character, including amenities and other design features.

Goal 4: 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 meet the Comprehensive Plan goals.

TR 4.1 Road development guidelines

Construct, modify, and maintain roads to: 1) meet safety needs, 2) provide for transit, pedestrian travel, and bicycling, 3) correct LOS deficiencies, 4) improve connectivity and emergency response times, and 5) meet Comprehensive Plan goals, including Goal 1 and supporting policies that address community character.

TR 4.2 Street design guidelines

Set street design guidelines that use universal design principles; establish street widths; reflect the desired vehicle speeds; accommodate bicycle, pedestrian, and transit uses; and provide for emergency vehicle access while also considering community character.

Discussion: The use of “universal design principles” refers to design options such as meandering paths or extending ramps to mitigate curb cuts and grade changes in walkways.

TR 4.3 Roadway classifications

Set appropriate roadway classifications that consider designated land uses and the intent of the Comprehensive Plan, especially Goal 1 and supporting policies that address community character; and consider vehicle usage and traffic operations, such as bicycle, pedestrian and transit uses that are supported by the LOS standards established in this Element.

Discussion: Roadways are classified by use and then each classification is assigned a level of service standard (see policy TR 4.4), which in turn is used to assess the impacts of new development (see policy TR 4.6) on roadway function.

TR 4.4 Roadway LOS

Establish Level of Service standards for all Bainbridge Island transportation facilities, including non-motorized, using the best industry standards that measure all modes of travel, the performance of the existing transportation system, quantify the traffic impacts of future development, and prioritize improvements to the transportation system.

The Public Works Director, with approval of the City Council, may modify the minimum LOS for certain street segments or intersections in the “urban zone” of Winslow to further the goals and policies of the Winslow Master Plan that are intended to create an efficient, safe and interesting pedestrian environment, provide for efficient multimodal transportation including transit and bicycle circulations, minimize impacts to the natural environment, and support Winslow as the commercial, cultural and community center of the Island by allowing context sensitive design. Such modifications must analyze all modes of travel and the design must address the physical context.

Discussion: Any effort to establish LOS standards for City transportation facilities must incorporate State and County facilities, the LOS designations for those facilities, the integration of the traffic patterns on those facilities and impact on City transportation facilities. The City will actively work to create the highest degree of consistency between LOS standards for all transportation systems and facilities. See also: Policy 6.1 (SR 305 LOS) and Policy 8.1 (Kitsap County Transit LOS).

Context Sensitive Design is a collaborative, inter-disciplinary approach to developing a facility that fits its physical setting while maintaining safety and mobility. The design of street improvements must consider the surrounding context and impacts, and materials and construction methods.

The City will research tools for establishing industry accepted LOS standards, including the current edition of the Institute of Transportation Engineers (ITE) System Manual, and work toward the highest degree of integration for all modes of transportation when developing level of service standards.

TR 4.5 Concurrency management

Follow the City's concurrency ordinance and determine the expected transportation impact of proposed development on the available capacity of the roadway system. Before issuing a "concurrency certificate" or development approval for any proposed land use application, the City shall: a) ensure compliance with State Law which requires that there are adequate transportation facilities or that improvements are scheduled and funded for completion within 6 years, and b) address the cumulative transportation impacts of future development.

Discussion: The Public Works Department is responsible for the review of traffic studies that analyze the anticipated impacts for proposed land use actions. If the development will adversely affect the established LOS, the City Engineer will apply the required conditions necessary for infrastructure improvements that mitigate the anticipated impacts of the development. These conditions would then become part of the requirements for project approval.

Cumulative impacts are the impacts on the environment which result from the incremental impact of the action when added to other past, present and reasonably foreseeable future actions. Cumulative impacts should be considered as part of the concurrency review.

TR 4.6 Access management

Develop access management programs to control the location and number of curb cuts.

TR 4.7 Truck corridors

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

TR 4.8 Island mobility

Identify and support improvements that will improve connectivity across SR 305.

TR 4.9 Acquisition of transportation facilities

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

TR 4.10 LOS reassessment

If the adopted LOS standard cannot be maintained due to funding shortfalls, conflicting priorities with other policies, 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 *Island Wide Transportation Study*.

Goal 5: 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.

TR 5.1 Maintenance is a priority

Include transportation projects in the Capital Facilities Plan and adequate operation and maintenance funding in the City budget to ensure that the transportation system infrastructure is maintained in a safe and usable condition.

TR 5.2 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 6: 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.~~

TR 6.1 SR 305 LOS standard

~~Adopt the Level of Service standard for SR 305 and the adjoining City facilities. Work with the State to facilitate the flow of traffic Island wide, including commute traffic and cross Island traffic and integrate the state owned facilities into the City transportation plan.~~

TR 6.2 Bridge restrictions to Island

~~Oppose any proposal to construct any new bridges to Bainbridge Island.~~

TR 6.3 SR 305 improvements and safety

~~Support incremental improvements for SR 305 to reduce congestion and improve safety for through-traffic, local traffic, non-motorized and transit users. These improvements should particularly address congestion and safety of cross-highway vehicle and non-motorized traffic and provision of a safe bicycle corridor along all sections of SR 305.~~

TR 6.4 Park and 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.~~

TR 6.5 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.~~

TR 6.6 Improvements to off-Island State facilities

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

Goal 7: ferry service

~~Coordinate with 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.~~

TR 7.1 Parity of ferry services

~~Support efforts to expand or create new ferry services from Bremerton, Kingston, and Southworth in order to equalize the service of each ferry route and create more balanced peak hour travel times, and provide ferry capacity close to user's origin and destination.~~

TR 7.2 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 improvement to encourage non-SOV use.~~

TR 7.3 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 8: transit

~~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.~~

TR 8.1 Transit LOS

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

TR 8.2 Public transit ferry access

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

- Improve public transit from the Seattle ferry terminal directly to popular destinations in the Seattle metropolitan area, as well as Sea-Tac Airport.
- Promote the availability of public transit service to ferry commuters and for special events.
- Evaluate how to improve the utility of the waterfront streetcar line for ferry commuters.
- Adjust bus schedules to meet ferry arrival and departure times and improve service throughout the day and during evening hours.
- Provide information on the ferryboats and at the ferry terminals regarding transit options.

TR 8.3 Multiple-use park-and-ride lots

Encourage park-and-ride use of multiple-use lots such as those located at churches, near transit connections or other locations and promote the use of those lots to Island residents.

TR 8.4 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; and
- Transit-dependent access, including addressing the access needs of youth, the elderly and disabled transit users.

Goal 9: non-motorized

Facilitate the implementation of the goals and policies of the City of Bainbridge Island Non-Motorized Transportation Plan (NMTP).

TR 9.1 Non-Motorized mobility and connectivity

Provide a non-motorized transportation system, consistent with the policies of the NMTP Goal 1, which effectively serves the needs of pedestrian, bicycle, and equestrian users and encourages non-motorized travel and provides a continuous network of attractive sidewalks, footpaths, multi-purpose trails, and bikeways throughout the Island that are also connected to regional systems.

TR 9.2 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 NMTP Goal 2.

TR 9.3 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 NMTP Goal 3.

TR 9.4 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.

TR 9.5 Non-Motorized implementation

Provide mechanisms for funding, prioritizing and implementing the non-motorized transportation system plan of NMTP Goal 5.

Goal 10: multimodal

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

TR 10.1 SOV parking restrictions

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

TR 10.2 HOV parking

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

TR 10.3 SOV reduction programs

Support employers on the Island in developing and implementing programs that reduce SOV use, promote HOV and non-motorized transportation use, and extend trip reduction incentives to employers with fewer than 100 employees.

TR 10.4 SOV avoidance evaluation

The prioritization and scheduling of roadway improvement and maintenance projects shall consider the inclusion of multimodal enhancements as a criterion.

Goal 11: 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.

TR 11.1 Agency cooperation

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

TR 11.2 Regional planning

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

TR 11.3 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 12: transportation financing

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

TR 12.1 Developer LOS requirements

Require all new and expanded development to maintain the adopted Transportation LOS standard, and to meet multimodal non-motorized standards as they are adopted. The pro-rated cost of any improvements needed to maintain the adopted LOS shall be the responsibility of developers.

TR 12.2 Developer participation

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

TR 12.3 Funding from others

Aggressively seek available County, State, and Federal money to fund projects that meet the overall Island's transportation objectives and facilitate the formation of Local Improvement Districts.

TR 12.4 Advance system planning

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

TR 12.5 Preservation of existing system

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

TR 12.6 Traffic Impact Fee

Evaluate the development of a traffic impact fee for mitigating the impacts of future development.

Discussion: In order to have a more complete picture of the impacts of new development and to extend the City's concurrency ordinance, a "Cumulative Impact Analysis" is recommended in order to develop a Traffic Impact Fee program. See TR 4.6.

Goal 13: Community involvement

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

TR 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.

TR 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.

TR 13.3 Public education

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

GOALS AND POLICIES

**NOTE: GOALS & POLICIES IN BLUE REORGANIZED FROM CHAPTERS 2 & 7 IWTP
BLACK STRIKETHROUGH/UNDERLINE SHOWS ADDITIONS/DELETIONS TO IWTP TEXT**

GOAL TR-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.

Policy TR 1.1

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

GOAL TR-2: NON-MOTORIZED SYSTEM

Provide the citizens of Bainbridge Island with a non-motorized transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways, and multi-purpose trails that connect neighborhoods with parks, schools, the shoreline, the ferry terminal, and commercial areas. The non-motorized system should ~~—in a way that~~ maximizes mobility, provides a sense of safety and comfort for pedestrians, bicyclists, and equestrians, ~~while respecting property owners' rights,~~ protect the natural environment and complement the character of existing neighborhoods.

Policy TR 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. See Goal 1 and associated policies in Chapter 7 of the IWTP.

Policy TR 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. ~~See, consistent with the policies of Goal 2 and associated policies in Chapter 7 of the IWTP. this plan.~~

Policy TR 2.3 Non-Motorized safety and maintenance

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

Policy TR 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 the IWTP. ~~this plan.~~

Policy TR 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 the IWTP. ~~this plan.~~

Policy TR 2.6

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).

Policy TR 2.7

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.

Policy TR 2.8

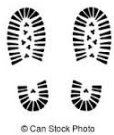
Develop a system of trails for non-motorized use that connects Neighborhood Service Centers, the ferry terminal, schools, parks, road ends, shoreline trails and greenways of Bainbridge Island, including existing equestrian use trails. Encourage non-motorized travel by recognizing existing informal and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



Policy TR 2.9



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

Policy TR 2.10

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.

Policy TR 2.10

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.

GOAL TR-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.

Policy TR 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.

Policy TR 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.

Policy TR 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 TR-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.

Policy TR 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.

Policy TR 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 ferry boats and at the ferry terminals regarding transit options.

Policy TR 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.

Policy TR 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.

Policy TR 5.1 SOV Parking restrictions

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

Policy TR 5.2 HOV parking

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

Policy TR 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.

Policy TR 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 TR-6: OPERATION 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 meet the transportation vision.

Policy TR 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.

Policy TR 6.2 Street design guidelines

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

Policy TR 6.3 Roadway classifications

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

Policy TR 6.4 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.

Policy TR 6.5 Concurrency management

~~Follow~~**Enforce** 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.

Policy TR 6.6 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.

Policy TR 6.7 Truck corridors

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

Policy TR 6.8 Island mobility

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

Policy 6.9 Acquisition of transportation facilities

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

Policy TR 6.10 Level of Service (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.

GOAL TR-7: State Route (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.

Policy TR 7.1 State Route 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.

Policy TR 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.

Policy TR 7.3 SR 305 improvements

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

Policy TR 7.4 Sound to Olympics (STO) Trail

Support the construction of the STO and its branch trails.

Policy TR 7.5 Park & Ride facilities

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

Policy TR 7.6 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.

Policy TR 7.7 Improvements to off-island State facilities

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

Policy TR 7.8

Develop a vegetation management master plan for the SR 305 corridor to balance the objectives of maintaining the treed character, providing safe visibility,

GOAL TR-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.

Policy TR 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.

Policy TR 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.

Policy TR 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 TR- 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.

Policy TR 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.

Policy TR 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.

Policy TR 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.

Policy TR 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 TR- 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.

]

Policy TR 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.

Policy TR 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. 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.

Policy TR 10.3

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.

Policy TR 10.4

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.

Policy TR 10.5

Encourage bicycle parking in the ~~urban town~~ designated neighborhood 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 TR-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.

Policy TR 11.1 Scenic resource protection

Protect the Island's unique scenic resources along ~~non-urban transportation corridors~~ outside designated centers; 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.

Policy TR 11.2 Road development guidelines

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

Policy TR 11.3 Street design guidelines

~~Reflect the more urban nature of roadways~~

Create safe, attractive, and functional pedestrian and bicycle circulation within Winslow Planning Area and designated within neighborhood centers through the design and implementation, ~~encouraging~~, where appropriate, of the following:

- speed limits of 20 to 25 mph, with effective signage and enforcement
- 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
- facilities that meet ADA requirements

Policy TR 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.

Policy TR 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 vegetation pursuant to a corridor Master Plan ~~buffers~~. See Policy TR 7.8.

GOAL TR-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.

Policy TR 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.

Policy TR 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.

Policy TR 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.

Policy TR 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 TR-13 Community Involvement

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

Policy TR 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.

Policy TR 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.

Policy TR 13.3 Public education

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

Policy TR 13.4

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.

GOAL TR-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.

Policy TR 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, the Suquamish Tribe, and the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.



Policy TR 14.2 Regional planning

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

Policy TR 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.

Policy 14.4

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.

Policy 14.5

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.

GOAL TR-15 Transportation Financing

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

Policy TR 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.

Policy TR 15.2 Developer participation

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

Policy TR 15.3 Funding from others

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

Policy TR 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.

Policy TR 15.5 Preservation of existing system

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

Policy TR 15.6 Traffic Impact Fee

~~Adopt and Periodically update a traffic impact fees for mitigating to mitigate~~ the impacts of future development.

Transportation Element Utilization [NOTE MOVED TO BEGINNING OF ELEMENT]

~~The Transportation Element is a tool for the City to aid in decision making in all aspects of transportation planning, scheduling, and budgeting. The Transportation Element will guide the City in making decisions regarding public expenditures, improvements, and~~

developments. City staff will use the Transportation Element to establish budgets and plan improvement projects. The Transportation Element will also be used to ensure consistency between land use actions and the City's transportation plans and policies.

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

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

An integrated part of this Transportation Element is the Non-Motorized Transportation Plan (NMTP), adopted by the City Council in 2002. The NMTP provides a comprehensive long-range plan for developing and promoting the use of non-motorized transportation systems.

Requirements for a Transportation Element

The Growth Management Act (GMA) mandates linking transportation planning directly to land use decisions and requires a financial structure that supports transportation planning through development of a capital facilities plan and the Transportation Element. The GMA legislation further requires each city planning under the GMA to establish a procedure that enables the city to ensure that adequate transportation facilities are available to serve new developments concurrent with the development.

The Transportation Element must include an inventory of the existing transportation system, a determination of existing deficiencies of the system, and the need for future improvements to the system. There must be a plan for bringing into compliance any existing facilities or services that are below established Level of Service (LOS) standards and for providing expansion of facilities and services to meet future needs at established levels of service. The strategy must be financially sound; planned needs must be financially feasible and there must be a six-year capital facilities plan. Lastly, the City's Transportation Element and the Transportation Element for Kitsap County and the regional transportation plan, as well as the long-term plans of the Washington State Ferry System (WSF), Washington State Department of Transportation (WSDOT), and Kitsap Transit must be consistent with each other.

In 2001, the firms of Johnson, Davies and Lathrop, LLP, TModel Corporation, and Cascade

~~Design Collaborative were hired as the consultant team to help develop an *Island-Wide Transportation Study (IWTS)* that would provide the information required for and is the basis of the Transportation Element in this 2004 Comprehensive Plan update.~~

The City of Bainbridge Island Transportation Element contains transportation goals and policies designed to serve the City of Bainbridge Island's needs through the year 2022 in accordance with the requirements of the GMA. In addition to this Element, the City will facilitate broad-based public discussion and decision-making through ongoing processes such as the development of the six-year Capital Improvement Plan, implementation of the Winslow Master Plan, coordinating with the State, NMTP Advisory Committee, Neighborhood Planning Committees, and community meetings to address issues related to the ferry system and the use of SR 305.

[NOTE: everything after this point is shown with strikethrough since it is to be updated and addressed in the 2016 Island Wide Transportation Plan.]

Intergovernmental Coordination

~~The City of Bainbridge Island is part of a larger region that includes local governments, adjacent counties, the state, and the federal government. Travel between the City and other jurisdictions has increased significantly over the past decades and will continue to increase in the future. Because the pattern of travel and development within Bainbridge Island is affected by regional patterns, the City's Transportation Element must be cognizant of the plans and policies that guide transportation and development throughout the region.~~

~~The regional transportation system should operate as one integrated system. A well integrated transportation system is encouraged by state and federal legislation requiring cooperation in planning and developing transportation facilities and services.~~

~~The transportation planning process for Bainbridge Island includes review and coordination of the jurisdictional transportation policies of those agencies closely associated with or which include the City of Bainbridge Island.~~

~~The City participates in a variety of regional planning groups both on the Kitsap and Seattle sides of Puget Sound to reflect the City's unique position between the two areas. Specifically, staff participates in the Puget Sound Regional Council (PSRC) on transportation issues. The PSRC is the four-county entity in the Puget Sound area responsible for regional transportation planning, including distribution and management of federal transportation funds. Staff also participates on several PSRC committees, notably the Regional Project Evaluation Committee, and elected officials serve at the executive level. Parallel to and providing information to the PSRC is the Kitsap Regional Coordinating Council (KRCC). Staff serves on the committees and elected officials serve on the board of this organization as well. This is where county-wide issues are discussed and planning policies developed. In addition, Kitsap County is part of Peninsula Regional Transportation Planning Organization~~

(PRTPO) serving the four counties on the Olympic and Kitsap peninsulas. Although the City is not eligible for funding through this entity (receiving funds through PSRC), it provides an opportunity to coordinate transportation issues with the Olympic Peninsula counties. Through these and other efforts, the City shares information and coordinates planning with federal, state, county, other city, and transit agencies.

State and federal policies and legislation have been reviewed, and their requirements have been considered in the development of the City's Transportation Element.

Federal Policy: The federal Transportation Efficiency Act (TEA 21) emphasizes development of a national transportation system that encourages a multimodal approach to transportation facilities and services. Such a multimodal approach would use each travel mode to its best advantage to provide a balanced system which satisfies transportation needs in the most efficient manner. Emphasis is placed on efficiency, economy, and environmental concerns. The federal funding programs in TEA 21, allow local areas to use highway funds for transit and/or non-highway travel purposes. Under TEA 21, large urban areas, such as the Puget Sound region, are designated as "transportation management" areas. Regional transportation plans are required to identify an integrated multimodal system to address travel needs.

The City of Bainbridge Island's Transportation Element is consistent with TEA 21 in its multimodal approach for transportation improvements, its attention to demand management, and its integration with transit and other transportation plans.

State Policy: The Washington State Department of Transportation has developed a comprehensive, statewide transportation plan, entitled "Washington's Transportation Plan" (WTP). The State coordinates with city, county, and regional jurisdictions to develop a Transportation Policy Plan, which is intended to provide long-term direction for transportation issues throughout the state. This Transportation Element will provide direction for the State as it allocates funds for capital improvements. This direction will help to ensure that the City's priorities and needs are addressed. SR 305 is designated as a Highway of Statewide Significant (HSS), subject to specific State laws and would be subject to a special planning process before any changes to the facility were made.

Regional Policy: Regional transportation policy and direction are included in the "Vision 2020" Plan, and the Metropolitan Transportation Plan "Destination 2030" (MTP), both adopted by the Puget Sound Regional Council (formerly Puget Sound Council of Governments) of which the City is a member. The Vision 2020 Plan calls for containing growth, limiting the extent of sprawl, allowing for open spaces, and concentrating new employment into activity centers. The Plan emphasizes the movement of people through increased transit and ridesharing investments, including High Occupancy Vehicle (HOV) lanes on regional highways. The Metropolitan Transportation Plan sets the transportation plans and policies over a 30-year period, with the emphasis on the first 20-year time frame, and identifies regional improvements.

Other regional plans utilized in the development of the City's Transportation Element include

the Kitsap Transit Plan and the Transportation Demand Management Program, along with Countywide Planning Policies. By integrating the Kitsap Transit Plan and the Transportation Demand Management (TDM) Program improvements, the City can encourage higher levels of transit and ridesharing as well as help improve the operating environment for transit.

Kitsap County Plans: Kitsap County has the responsibility to maintain and fund improvements to County roadways. The County's 1998 Capital Facilities 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.

The Bainbridge Island Transportation Element is consistent with Vision 2022 and the Kitsap Transit Plan. Travel forecasts for SR 305 and the ferry system were based on available land use projections from the Puget Sound Regional Council. The City's Transportation Element emphasizes a multimodal approach to travel, including efforts to increase transit and rideshare travel modes and reduce reliance on private vehicles.

Local Policy: Bainbridge Island's Transportation Element provides information to help local jurisdictions such as Kitsap County and Kitsap Transit make transportation decisions. It provides other jurisdictions with an understanding of the City's transportation priorities. The Plan also includes policies to encourage coordination with local jurisdictions in the planning and implementation of transportation improvements. The City provides comments on the County's Comprehensive Plan and addresses consistency between the City's and the County's Transportation Elements.

Specific Planning Efforts: Ongoing planning efforts that may influence the City's Transportation Element are currently in various stages of completion. As these plans continue to develop, close coordination between the responsible jurisdictions and the City is necessary to ensure consistency.

These efforts include:

PSRC Transportation Plan, the Metropolitan Transportation Plan (MTP), including both Vision 2020 and Destination 2030	Kitsap County Greenways Plan
Bainbridge Island Ferry Terminal Zone Plan	Kitsap Transit Long Range Plan
WSDOT Washington's Transportation Plan (WTP)	SR 305 Corridor Analysis Study
The Statewide System Plan (component of the WTP)	Kitsap County Transportation Plan
WSDOT Puget Sound Investment Program	Ferry Terminal Study

EXISTING CONDITIONS AND FUTURE NEEDS

Facility Inventory

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 Peninsulas.

Roadway Inventory

State Route 305 is the State's primary connection (via the WSF ferry) between Seattle and the Kitsap Peninsula and provides an important north-south connection for Island travel. The State system is supported by the City roadway system that connects residential areas to each other, the highway, retail and employment areas. The City's arterial, collector, and residential street system provides roadway connections and access to properties within the City.

The City's roadway system consists of approximately 119 miles of paved roads, and another 20 miles of unpaved roads. The City maintains a geographic information system (GIS) that includes the roadway system. There is also a database containing characteristics for each roadway segment, including length, functional classification, posted speed, sidewalks, transit and bicycle facilities. In addition, traffic volumes have been collected for most of the arterials and collectors in the system. Inventory information is included in the *IWTS*, Appendices A and C. An inventory of SR 305 provided by WSDOT is found in the *IWTS*, Appendix B. Bicycle and pedestrian facilities are inventoried in the Non-Motorized Transportation Plan.

Transit Service

There are Island-wide commuter connections to the ferry terminal and shuttle bus services within the Winslow core. Kitsap Transit provides all transit services within the city limits of Bainbridge Island. Kitsap Transit provides a variety of services and programs including fixed route service, paratransit, vanpool programs, rideshare programs, and park-and-ride lots.

Twelve transit routes serve Bainbridge Island providing service mainly to and from the Winslow ferry terminal. *Table 8-3, Kitsap Transit Services*, found in the *IWTS* provides details about the origins and destinations of the routes, the 2001 ridership levels, hours of operations, and service frequency. Most service is provided to meet peak morning and evening demand related to ferry terminal and employment travel, with little or no mid-day service. Service also tends to be one-directional with transit vehicles "deadheading" back to meet the demand from arriving ferry passengers. The exception is #101 (Ferncliff Shuttle) that runs every 45-60 minutes throughout the day, serving the Winslow core area.

Washington State Ferry Operations

The Seattle/Bainbridge Island ferry provides 48 weekday crossings between Bainbridge Island and the 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 28 knots, and maximum capacity for 2,500 passengers, 218 vehicles and 60 commercial vehicles.

Air Transportation

Bainbridge Island does not have any airport facilities in the City. The nearest airport is the Bremerton National Airport in Bremerton, operated by the Port of Bremerton. This general aviation airport does not currently have scheduled service, but has in the past been served by Harbor Airlines. Seattle Tacoma International Airport, located south of Seattle in the City of SeaTac, is a major full-service air facility.

Land Use/Transportation Linkage

This Transportation Plan focuses on transportation improvements that are required by the year 2022, and state and regional legislation and policies lay a solid foundation for this approach. The land use plan is critical in creating an environment where transit, other ridesharing modes, and non-motorized travel modes serve travel demand in an attractive, efficient, and cost-effective manner. Land use and transportation planning should be closely integrated and conducted on a regional and local level, in order to find better, long-range solutions for mobility on Bainbridge Island.

Land Use Forecasts (2008 and 2022)

This section identifies the land use forecast method and results that are used to identify the future needs and deficiencies of the transportation system. Two time periods were studied: 2008, representing the short-term, six-year planning period, and 2022, representing the long-term, twenty-year planning period. The 2008 study year corresponds with the current planning cycle used for preparing the annual Transportation Improvement Program at the time of development of the IWTS. The 2022 period corresponds with the Growth Management Act requirement.

Growth in households is assumed to occur at an annual rate of approximately 2 percent per year during the planning period. Employment growth is expected at 1.2 percent per year. The 2008 forecasts assumed a moderate rate of growth throughout the Island with the greatest employment growth in the retail and services sectors and the residential housing growth occurring in areas where the greatest potential for new housing under the existing zoning could occur. The 2022 forecasts were based on a straight-line projection of growth for each TAZ, assuming that the distribution of employment and housing would be proportionate to the buildout scenario.

A modified straight-line projection between the baseline and buildout condition was used to develop the land use forecast. *Table 4-7* of the IWTS describes the forecast population for

each forecast year, the change in population, and the proportion of the buildout year population.

These ratios (proportion of buildout) were applied to the change in households and employment assumed in the buildout projection to forecast households and employment for 2008 and 2022. *Table 4-8, 2008 and 2022 Forecasts*, found in the *IWTS*, shows the residential and employment forecasts used in the transportation study.

Future traffic conditions were estimated for 2008 and 2022, using the results of the land use and employment forecasts, assumed trip generation, and the calibrated model. Appendix G of the *IWTS* provides a detailed explanation of the transportation modeling process and assumptions.

The changes in housing and employment expected in the City's Comprehensive Plan by the study year 2008 were programmed into the traffic model to prepare the 2008 traffic forecast. Results were then analyzed to determine where LOS would be expected to fall below the minimum LOS threshold, and mitigating improvements were added to the model to correct those deficiencies.

Level of Service

Locally Owned Arterials

The traffic model was developed and then calibrated using a process that compares the actual counted roadway volumes and predicted volumes based on the land use data. The calibrated model and intersection analysis software were used to determine the 2002 LOS for the intersections on the Island. Several intersections in the Winslow area had improvements planned that were included in the analysis even though they were not in place in 2002 because they would be in place prior to the short-term forecast year. *Figure 4-2* of the *IWTS* shows the Level of Service (LOS) standards identified for the Island.

The LOS for locally owned arterials are as follows:

Urban Zone: Secondary — LOS D (applies to roadways and intersections in the most developed areas of the City, mainly the greater Winslow area). Except that the minimum LOS for these streets and intersections may be modified or waived by the Public Works Director upon approval by the City Council, to meet the goals and policies of the Winslow Master Plan that are intended to create and enhance pedestrian accessibility in Winslow and support Winslow as the commercial, cultural and community center of the Island. Any modification must be based on an analysis that 1) demonstrates how the Winslow Master Plan is being furthered, 2) that standard transportation mitigation required to meet the adopted LOS would adversely impact Winslow counter to the intentions of the vision for the town center, and 3) that a context-sensitive design solution is a superior mitigation solution that would enhance the multiple functions of the street.

Neighborhood Service Centers Zone: Secondary Arterial—LOS D (applies to roadways and intersections within the City-defined Centers of Rolling Bay, Island Center, and Lynwood Center).

Sub-Urban Zone: Secondary Arterial—LOS C (applies to roadways and intersections in areas outside of the Winslow core and the NSC—the remainder of the Island).

Figures 4-4 and 4-5 of the IWTS show the 2002 LOS for the Island as a whole and for the Winslow area. The LOS for each intersection is shown by approach, and overall in IWTS Table 4-6. The analysis shows that overall intersection LOS for each of the study intersections in the Urban, NSC, and Sub-Urban Zones meets or exceeds the minimum LOS standard and are not in need of improvement. However, the intersections at Wyatt Way and Madison Avenue, and High School Road and Sportsman Club Road, each have an approach that is below the minimum standard, although an improvement is not immediately necessary as the overall LOS is acceptable. On SR 305, the intersections at Suquamish Road, Seabold Road, Hidden Cove Road, Day Road, Sportsman Club Road, and North Madison Avenue all fail to meet the minimum standard of LOS D-mitigate, used for state planning purposes. Planned improvements and other possible projects to improve roadway levels of service are discussed under the “Actions to Sustain LOS” and “Future Needs” sections of this Element.

State Route 305

A Highway of Statewide Significance (HSS), the LOS standard for SR 305 is set by the Washington State Department of Transportation under RCW 47.06.140. The HSS designation requires that SR 305 be evaluated using an 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. Generally, this standard requires mitigation when the peak period operation of the state facility falls below LOS D-Mitigate.

The traffic analysis (described in Chapters 4 and 5 of the IWTS) shows that current conditions on SR 305 do not meet the WSDOT minimum LOS D-mitigate planning standards, and future traffic will be even worse. By 2008, the increase in traffic on SR 305 is expected to result in significant deterioration of LOS because of a lack of roadway capacity. By 2022 the highway will fail LOS standards along nearly the entire length of the Island. The expected level of service for the highway without improvement—described as the “No Action alternative”—is shown for the 2002, 2008, and 2022 years in *Figures 5-1, 5-2 and 5-3 of the IWTS.*

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. This creates a barrier to east-west traffic across the highway.

Seattle-Bainbridge Island Ferry

Washington State Ferries (WSF) uses the length of wait (counted as the number of boats) as the measure of the Level of Service for ferry services. Delays are tracked for weekday and weekends during each of the four seasons at each ferry terminal. The Kitsap Regional Coordinating Council and Peninsula Regional Planning Council have made recommendations to WSF for establishing LOS standards. *Table 8-2* of the *IWTS*, lists the ferry LOS criteria applied by WSF to ferry operations by passenger type.

For Bainbridge Island, the level of service standard is a maximum wait of two boats for auto traffic and zero boats for HOV and non-motorized travel. No standard has been set for freight and goods movement for the Seattle-Bainbridge Island run as this is not intended to be a major freight corridor.

According to WSF's *2001 Boat Wait Measurements Technical Memorandum*, the average boat wait for 2001 at the Seattle-Bainbridge Island run during a weekday p.m. peak hour for autos is 0.7 boats (33 minute wait). This is comparable with the Edmonds-Kingston wait of 1.7 boats (27 minute wait), and with the less frequently scheduled Seattle-Bremerton run 0.5 boats (37 minute wait). All of the runs fall within the LOS standard adopted by the State.

Action to Sustain Level of Service on Local Facilities

Forecast

2008 Traffic Forecasts

The *IWTS* traffic model provided a representation of the expected traffic under 2008 conditions. Results of the 2008 forecast show some minor intersection problems in the Urban Zone around Winslow and heavy congestion and poor LOS along SR 305. The 2008 LOS is shown in *Figures 4-6 and 4-7* of the *IWTS*.

Programmed Improvements (2002-2008)

A number of improvements scheduled in the 2003 Capital Improvement Program are to occur prior to 2008. These programmed improvements have been added into the 2008 transportation model forecast and assumed in the LOS calculations.

The following improvements are assumed to be in place by 2008:

- ~~Madison Avenue/SR 305~~ The intersection control will be changed to a signal. Turn lanes for left turning movements will be added for the northbound, southbound, and eastbound approaches.
- ~~Winslow Way/Madison Avenue~~ The intersection channelization will be revised to allow a dedicated right turn on the westbound approach. This will change the westbound left turn lane to a share left through lane.

- ~~Winslow Way/Ericksen Avenue—An intersection control improvement will be added to this intersection.~~

~~In addition to the roadway improvements, 25 non-motorized improvements are recommended in the NMTP, Table 5-1, for construction during this period. None of these projects will add to the vehicular capacity of the roadway. However, they may tend to decrease vehicle volumes by making more attractive routes for pedestrians and bicyclists, thereby reducing the volume of vehicles.~~

LOS Forecast

~~On Bainbridge Island the roadway LOS generally does not fall below the minimum standards. On SR 305, the intersections at Suquamish Road, Agatewood Road, Seabold Road, Hidden Cove Road, Day Road, and Sportsman Club Road all fail to meet the minimum standard.~~

~~By the 2008 forecast year, the SR 305 corridor has potential capacity issues along the following segments:~~

- ~~Northbound State Route 305—Northbound from Lovgren Road to Suquamish Road~~
- ~~Northbound State Route 305—Northbound from Sportsman Club Road to Koura Road~~

~~Other sections of poor LOS on SR 305 may be related to a lack of roadway capacity, caused by long delays at signalized intersections, or a combination of both factors.~~

~~The traffic model developed for the IWTs was used to identify locations where intersections may be the cause of poor operations. Table 4-9 of the IWTs shows the results of the 2008 study year analysis. Without mitigation, one intersection in the Urban Zone—Wyatt Way/Madison Avenue—and one intersection in the Sub Urban Zone—High School Road/Sportsman Club Road—fail to meet the minimum LOS.~~

2022 Traffic Forecast

~~The analysis of 2022 traffic conditions provides a long-range view of how the roadway system will operate on the Island. Significant growth and development are expected during this time period according to the City's Comprehensive Plan. The traffic model uses the increased amount of housing and employment to forecast expected travel demand. The increase in traffic volumes would impact the roadway system, particularly SR 305, causing many intersections and roadway segments to fall below the minimum LOS requirements.~~

Programmed Improvements (2008-2022)

~~No improvement projects have been programmed into the traffic model to be constructed between 2008 and 2022 because none have been included in planning documents beyond the six-year period for either City or State facilities in the study area.~~

LOS Forecast

Analysis of the expected traffic in 2022, shown in *Figures 4-8 and 4-9* of the IWTS, shows that most of the City's roadway system would continue to meet the minimum LOS standard and roadway system in Winslow, including SR 305 intersections, generally operate at acceptable levels. However, SR 305 would have many areas with substandard LOS, both on roadway segments and at intersections. The intersection LOS away from SR 305 can be mitigated with improvements. The problems on SR 305 are much more significant and would require an extensive improvement program to correct.

Without mitigation, three intersections in the Urban Zone, one intersection in the Sub-Urban Zone, and one intersection in the NSC Zone fail to meet the minimum LOS standards. In 2022, the Winslow Way/Madison Avenue and Wyatt Way/Grow Avenue intersections would be at LOS F without improvement. The Wyatt Way/Finch Road intersection would be at LOS D, and the New Brooklyn Road/Miller Road intersection would be at LOS E without improvement because of the relatively low traffic volumes, other than on SR 305. Outside of the highway corridor, most roadway links operate at an LOS A or LOS B.

By 2022, the increase in traffic on SR 305 is expected to result in significant deterioration of intersection operations because of lack of roadway capacity. Excessive delay would occur at nearly all of the intersections north of High School Road. The intersections at SR 305 and Suquamish Road, Agatewood Road, Seabold Road, Day Road, and Lovgren Road would all be at LOS F. The intersections at Madison Avenue and Winslow Way would be LOS E. Only the intersections at Hidden Cove Road, Sportsman Club Road, and High School Road would meet the minimum standard with an overall intersection LOS D mitigate, mainly because of previously recommended improvements. However, the City roadways approaches on those intersections would all fail to meet the LOS D mitigate standard. 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.

Future Need

City Mitigation 2002-2008

No roadway segments in the City's system fail to meet minimum LOS standards. For intersections in the City's roadway system where the expected LOS is below the minimum standard, the following mitigation is proposed:

- Wyatt Way/Madison Avenue—An intersection control improvement such as a signal or a roundabout would improve the intersection LOS to A. The intersection will be studied to determine what specific improvement should be constructed.
- High School Road/Sportsman Club Road—an intersection control improvement such as a signal or a roundabout is proposed for this location. The improvement would result in LOS A at this location. The intersection will be studied to determine what specific improvement should be constructed.

SR 305 Mitigation 2002-2008

No specific action is identified for major improvements on SR 305 to address exceeding the LOS. Further study and community involvement is recommended to determine the appropriate action. The modeling showed that intersection work and widening of the highway, including at the Agate Pass Bridge, would meet LOS D mitigate, but a solution improving highway crossing, access and more transit to avoid widening is desired.

City Mitigation 2022

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:

- Winslow Way/Madison Avenue—An intersection control improvement such as a signal or a roundabout would improve the intersection LOS to D. The intersection will be studied to determine what specific improvement should be constructed. At a minimum a northbound right turn lane would be required on Madison.
- Wyatt Way/Grow Avenue—Intersection channelization to provide turning movement separation on all approaches is proposed for this location. The improvement would result in LOS D at this location.
- New Brooklyn Road/Miller Road—A northbound left turn lane on Miller Road is proposed for this location. The improvement would result in LOS C at this location.
- Wyatt Way/Finch Road—An intersection control improvement is proposed for this location. The intersection will be studied to determine what specific improvement should be constructed. The improvement would result in LOS B at this location.

For 2022 forecast year, SR 305 is expected to fall below the minimum LOS standard for nearly the entire length of the study area, except in the Winslow area south of High School Road. No roadway segments in the City's system are expected to have substandard LOS. SR 305 corridor potential capacity issues include the following segments:

- Northbound State Route 305—Madison Avenue to Suquamish Road
- Southbound State Route 305—Suquamish Road to Madison Avenue

SR 305 Mitigation 2008-2022

Continue mitigation that is planned in 2002-2008.

Transportation Demand Management

Bainbridge Island Programs

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 a 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 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 development in the Winslow area promotes increased opportunities for residents to walk or use the 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.
- **Carsharing Program**—A carsharing 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. A Seattle-based carsharing program (Flexcar) has expanded to Bainbridge Island with cars located at the ferry terminal.

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, there are two Island employers who have formal CTR programs. Each major employer is required to designate an in-house coordinator and develop a Commute Trip Reduction Plan indicating how the employer will meet the required trip reduction targets. Some of the examples of employer-based programs in use include:

- **Transit subsidies**—Employers can 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.

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 whether a new development meets concurrency within the City of Bainbridge Island.

Generally, certain permit applications that exceed the adopted thresholds (BIMC 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 (BIMC 15.32.070). The City is required to produce an annual report summarizing the current level of service on the 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.

Funding

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 of the *IWTS* summarizes the revenue sources from 1999 to 2002 for the City's "Streets Fund," Capital Project Grants, and for overall City revenues. The City has had a steady growth in the Street Fund Revenue, the majority of which comes from its share of the Motor Vehicle fuel tax and fees collected on City-owned parking lots. Over the last few years, the City has aggressively pursued transportation grant funding from State and Federal sources for 2002. Additional funds are available from Current Expense Fund revenues that the City uses to supplement transportation revenues to pay for operating costs such as salaries, benefits, and other associated costs.

Overall, the City has annual revenues of more than \$20 million. The City's 2003 budget projected an overall increase in revenue of 7.0% from 2002 assuming a slow economy through 2004. In addition, the City has additional bonding capacity for issuing bonds, pending voter approval and the City's financial rating. As of December 31, 2002, the City is at 38.8% of its general obligation bond limit (requiring a popular vote) and has used none of its limit for special levy bonds that could be used for transportation projects (requiring a 60% majority vote).

Proposed Sources of Funding

The development of a transportation development plan identifies a schedule for planned expenditures over a six year period. *Table 9-2* of the *IWTS* lists the improvements recommended in this study, and includes project location, estimated cost, and estimated schedule. In the first section are projects developed to mitigate LOS deficiencies as described in detail in *Chapter 4* of the *IWTS*. Many of these are projects that have already been identified in the 2003-2008 Capital Facilities Plan (CFP) approved December 18, 2002. The six year CFP also provides information on funding identified for short term projects which are based on availability of City funds, project need and priority status, and other available funding opportunities.

Funding for the projects needed to meet LOS standards will come primarily from local funding sources. State and Federal grants, as well as contributions from WSDOT for highway related projects, will need to be aggressively pursued to secure adequate funding for studies and construction improvements.

The implementation of the 6 year and 20 year plans depends on the availability of transportation funds. Potential funding sources include General Funds, Grants, General Obligation Bonds, Developer Contributions, Impact Fees, Local Improvement Districts, and User Fees.

Reassessment Strategy

~~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.~~

RCW 36.70A.070 (6) A transportation element that implements, and is consistent with, the land use element.

(a) The transportation element shall include the following subelements:

(i) Land use assumptions used in estimating travel;

(ii) Estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions to assist the department of transportation in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;

(iii) Facilities and services needs, including:

(A) An inventory of air, water, and ground transportation facilities and services, including transit alignments and general aviation airport facilities, to define existing capital facilities and travel levels as a basis for future planning. This inventory must include state-owned transportation facilities within the city or county's jurisdictional boundaries;

(B) Level of service standards for all locally owned arterials and transit routes to serve as a gauge to judge performance of the system. These standards should be regionally coordinated;

(C) For state-owned transportation facilities, level of service standards for highways, as prescribed in chapters **47.06** and **47.80** RCW, to gauge the performance of the system. The purposes of reflecting level of service standards for state highways in the local comprehensive plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the county's or city's six-year street, road, or transit program and the office of financial management's ten-year investment program. The concurrency requirements of (b) of this subsection do not apply to transportation facilities and services of statewide significance except for counties consisting of islands whose only connection to the mainland are state highways or ferry routes. In these island counties, state highways and ferry route capacity must be a factor in meeting the concurrency requirements in (b) of this subsection;

(D) Specific actions and requirements for bringing into compliance locally owned transportation facilities or services that are below an established level of service standard;

(E) Forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth;

(F) Identification of state and local system needs to meet current and future demands. Identified needs on state-owned transportation facilities must be consistent with the statewide multimodal transportation plan required under chapter **47.06** RCW;

(iv) Finance, including:

(A) An analysis of funding capability to judge needs against probable funding resources;

(B) A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW **35.77.010** for cities, RCW **36.81.121** for counties, and RCW **35.58.2795** for public transportation systems. The multiyear financing plan should be coordinated with the ten-year investment program developed by the office of financial management as required by RCW **47.05.030**;

(C) If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met;

(v) Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions;

(vi) Demand-management strategies;

(vii) Pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.

(b) After adoption of the comprehensive plan by jurisdictions required to plan or who choose to plan under RCW **36.70A.040**, local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. These strategies may include increased public transportation service, ride sharing programs, demand management, and other transportation systems management strategies. For the purposes of this subsection (6), "concurrent with the development" means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.