CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting
Thursday, March 26, 2026

Council Chambers
280 Madison Ave N
Bainbridge Island, WA

and

Remote Meeting on Zoom
https://bainbridgewa.zoom.us/j/81285913438
or Telephone: US: +1 253 215 8782
Webinar ID: 812 8591 3438

Agenda

1. **Call to Order / Roll Call - 6:00 PM**
2. **Approval of Agenda / Conflict of Interest Disclosure - 6:05 PM**
3. **Planning Commission Meeting Minutes - 6:10 PM**

   A. Minutes

   Planning Commission Minutes 20260312_Draft

   Planning Commission Minutes 20260318_Draft

4. **Public Comment - 6:15 PM**

Members of the public are encouraged to submit written public comment to the Planning Commission at any time by emailing pcd@bainbridgewa.gov. Members of the public who wish to provide public comment in-person at a Planning Commission meeting should sign up to speak on the sign-in sheet by the Chamber doors. The Planning Commission Chair will call the people signed up on the sign-in sheet, and speakers will have up to three minutes to speak from the podium. Please speak directly into the microphone, which is adjustable. A timer on the screen will indicate when 3 minutes (or such other time set by the Chair) has elapsed. Orderly behavior and civility in remarks is expected with no clapping or booing, and no yielding of one person's time to another person. Guidelines for public comment are provided. Remote public comment is allowed with advance notice to the Planning & Community Development Department by noon on the date of the meeting at pcd@bainbridgewa.gov, provided that all remote commenters shall be required to display their true name and to keep their camera turned on to show their true uncovered face while delivering their comments. Public comment is not accepted during the balance of the Planning Commission meeting, unless a public hearing or public participation meeting is on the agenda.

5. Planning Director's Report - 6:25 PM

6. Regular Business - 6:30 PM

A. (6:30 PM) Discuss Comprehensive Plan Update: Review and Recommendations on Draft Island Wide Mobility Plan, Transportation and Capital Facilities Elements; Consider adding new policy related to form-based code to Draft Land Use Element

B. (8:00 PM) Report on Land Capacity Analysis Documentation for Planning Commission recommended Draft Preferred Land Use Alternative

7. Good of the Order - 8:20 PM

8. Adjournment - 8:25 PM

The City of Bainbridge Island's meetings are wheelchair accessible. The City also provides auxiliary aids and services for effective communication such as assistive listening devices, closed captioning, and print materials in digital format. For other reasonable accommodations and/or modification to programs, services, or activities, please contact the ADA Coordinator, Anshu Wahi at awahi@bainbridgewa.gov or 206-947-0803 as soon as possible, preferably at least 2 business days prior to the meeting.

CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill
Thursday, March 26, 2026

Agenda Item: Minutes

Department: Planning Commission

Agenda Section: Planning Commission Meeting Minutes - 6:10 PM

Estimated Time: 5 Minutes Minutes

Recommendation:

I move to approve the March 12, 2026, meeting minutes, as presented.

Narrative:

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Planning Commission Minutes 20260312_Draft

CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting
Thursday, March 12, 2026

Meeting Minutes

1. Call to Order / Roll Call - 6:00

Vice Chair Criss Garcia called the meeting to order at 6:02 PM. Commissioner Alex Preudhomme was excused. Also present were City Council Liaisons Ashley Mathews & Lara Lant, City Staff: Interim City Manager Ellen Schroer, Public Works Director Chris Wierzbicki, Planning Manager Darron Buchanan, and Senior Planner Jennifer Sutton.

2. Approval of Agenda / Conflict of Interest Disclosure –

There were no conflicts of interest disclosed.

Motion: I move to approve the agenda, as presented.
Blossom/Deines – The motion carried unanimously, 5-0, Commissioner Birtley was absent.

3. Planning Commission Meeting Minutes -

A. Minutes
Motion: I move to approve the meeting minutes from February 26, 2026, as presented.
Deines/Schaab – The motion carried unanimously, 6-0.

4. Public Comment -

Public comments received.

DRAFT

5. Interim City Manager's Report -

Information Only.

6. Regular Business -

A. Discuss Comprehensive Plan Update: Recommendations on Water Resources, Transportation and Housing Elements

Motion: I move to add the word "*pathogenic*" before "*bacteria*" in Policy WR 1.5. (21:02)
Blossom/Deines – The motion carried unanimously, 6-0.

Motion: I move to ask staff to review and rewrite the first bullet point in Goal WR-1, regarding the "*degradation of water resources*" to further define and state who it's applicable to as it's currently too broad. (25:23)
Birtley/Deines The motion failed, with 3 voting in favor and 3 voting against the motion.

Motion: In Goal WR-1, bullet point 3: I move to amend the language to say, "*new development and existing uses*," strike "*population growth*," "*… are managed so that the water resources remain …*" (29:49)
Sullivan /Deines – The motion carried unanimously, 6-0.

Motion: I move that the struck WR 2.4 come back with the following edits: "*Assess the impacts of proposed activities and development on the flow of springs and streams and levels of wetlands that are either sustained by groundwater discharge or contribute recharge to groundwater and require that existing publicly available data of anticipated hydrological impacts be submitted through the permit process. Activities or development may be restricted if the data indicates any adverse impacts*." (34:25)
Deines/Birtley – The motion carried unanimously, 6-0.

Motion: I move to un-strike Policy WR 2.9 and make the following edits: "*Recognizing that the Island aquifer system is a sole-source aquifer a s designated by EPA. Maintain and evaluate aquifer conservation zones, for appropriate areas of the island as well as an added level of development*." (50:50)
Schaab/Deines – The motion carried unanimously, 6-0.

DRAFT

Motion: re: WR 2.11: I move to add, after the Utility Advisory Committee, add the "*Climate Change Advisory Committee and the Environmental Technical Advisory Committee*," to the policy. (53:20)
Blossom/Deines - The motion carried unanimously, 6-0.

Motion: I move to edit Policy WR 2.3 to read: "*Evaluate and support opportunities to increase aquifer recharge, e.g. through upland discharge or infiltration of class A reclaimed water or increased retention of winter precipitation*." (58:20)
Blossom/Schaab - The motion carried unanimously, 6-0.

Motion: re: Policy WR 4.1: I move to add, "*Comply with, or exceed*" with all requirements. (59:59)
Deines/Birtley - The motion carried unanimously, 6-0.

Motion: re: Policy WR 4.13: I move to direct staff to review the plan and find opportunities to identify language that could be inserted into this plan that would allow the city to create a pathway to exceed Minimum Effort Activities to comply with the NPDS permit. (1:03:40)
Sullivan/Deines – The motion carried unanimously, 6-0.

Motion: I move to create a new policy that reads, "*Advocate that the Washington State Department of Health review and revise on-site septic standards for accessory dwelling units for the purposes of removing barriers to the development of small housing typologies*." (1:08:08)
Blossom/Schaab – The motion carried unanimously, 6-0.

Motion: I move that the Planning Commission recommend to the City Council the Water Resources Element, as amended during today's discussion. (1:14:11)
Deines/Blossom - The motion carried unanimously, 6-0.

Motion: I move that staff look at balancing the prioritization of on-street facilities versus off-street facilities to better support the lower hanging fruit opportunities of off-street facility connections. (1:20:03)
Deines/Blossom – Motion withdrawn.

DRAFT

Motion: I move that all instances of the term "*non-motorized*" in both the Transportation Element and the Island-wide Mobility Plan be replaced with "*active transportation*". (1:23:27)
Deines/Birtley - The motion carried unanimously, 6-0.

Motion: re: Section J – Climate change: I move that "*transit plan"* be replaced with "*transit plan and active transportation plan"*. (1:28:20)
Deines/Schaab - The motion carried unanimously, 6-0.

Motion: re: Policy TR 2.7: I move that the added sentence about NACTO and AASHTO be amended with "*when appropriate*". (1:29:55)
Deines/Schaab - The motion carried unanimously, 6-0.

Motion: re: Policy TR 3.4: I move that staff add language that acknowledges planned ferry electrification. (1:32:40)
Deines/Blossom - The motion carried unanimously, 6-0.

Motion: re: Policy TR 4.2: I move that staff add language to acknowledge the planned Kitsap Transit Bus Rapid Transit, and the City of Bainbridge Island's commitment to coordinating land use and transportation planning in support of Bus Rapid Transit Service on the island. (1:34:28)
Deines/Birtley - The motion carried unanimously, 6-0.

Motion: re: Policy TR 4.2: I move that staff add language: "*Support planned Kitsap Transit Bus Rapid Transit (BRT) and demonstrate the coordination of land use and transportation planning in support of BRT service on the island.*" (1:34:28)
Deines/Sullivan - The motion carried unanimously, 6-0.

Motion: I move that we adopt language on TR 2.8 that reads, "*Perform a balanced review of off-road and on-road facilities when considering connectivity gaps and opportunities.*" (1:39:55)
Deines/Schaab - The motion carried unanimously, 6-0.

DRAFT

Motion: I move to continue the discussion on the Transportation Element and the Island-wide Mobility Plan to the next available public Planning Commission meeting where relevant staff can be available. We direct staff to make consideration of the Island-wide Mobility Plan clearly noticed in the agenda and packet materials for that meeting. (1:56:24)
Sullivan/Deines- The motion carried unanimously, 6-0.

Commissioner Sullivan excused himself from the meeting at 8:03 PM.

Motion: I move to amend Policy HO 10.1 to read, "*Consider increasing residential density and designated center with sewer infrastructure, existing or planned*." (2:06:27)
Blossom/Schaab- The motion carried unanimously, 6-0.

A. Public Hearing - Comprehensive Plan Amendment Application PLN 52984 CPA: Hagger Scribner Policy Amendments - 8:15 PM

Vice Chair Garcia opened the Public Hearing at 8:16 PM. Senior Planner Jennifer Sutton provided a brief overview of the Public Hearing and introduced the applicant who provided further details on the Civic & Cultural Overlay proposal. Kim McCormack (representing the applicant) provided a brief presentation. Planning Commissioners asked questions of the staff and the applicant and received public comments from members of the community. Vice Chair Garcia closed the Public Hearing at 9:06 PM and Planning Commission then began deliberations.

Motion: I move to rescind the previous motions made for the Civic and Cultural Connection Overlay Goals and Policies. (3:22:56)
Blossom/Deines - The motion carried unanimously, 5-0, Commissioner Sullivan was absent.

Motion: I move that staff seek a definitive answer on whether adopting a goal and/or policy in the Comprehensive or Winslow Subarea Plans that calls for the creation of a new overlay district, program, and/or work plan item, would require that the boundaries, development standards, program details, and/or work plan details, be fully defined and adopted along with the adoption of the Comprehensive and Winslow Subarea Plans. (3:25:23)
Schaab/Deines - The motion carried unanimously, 5-0, Commissioner Sullivan was absent.

DRAFT

Motion: I move to incorporate LU Goal XX and Policies WMP 2-12.1 through 2-12.4 as shown on page 103 of our agenda packet into the appropriate sections of the Comprehensive Plan and Winslow Subarea Plan only if their incorporation will not require that the Civic and Cultural Connection Overlay boundaries, and development standards be fully defined and adopted along with the adoption of the 2024 revisions to the Comprehensive and Winslow Subarea Plans. (3:32:26) **Schaab/Birtley** - The motion carried unanimously, 5-0, Commissioner Sullivan was absent.

7. Good of the Order -

Information Only.

8. Adjournment – 9:44 PM

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CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill
Thursday, March 26, 2026

Agenda Item: Planning Commission Minutes 20260318_Draft

Department: Planning Commission

Agenda Section: Planning Commission Meeting Minutes - 6:10 PM

Estimated Time: Minutes

Recommendation:

I move to approve the March 18, 2026, meeting minutes, as presented.

Narrative:

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Planning Commission Minutes 20260312_Draft

CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting
Thursday, March 12, 2026

Meeting Minutes

DRAFT

1. Call to Order / Roll Call - 6:00

Vice Chair Criss Garcia called the meeting to order at 6:02 PM. Commissioner Alex Preudhomme was excused. Also present were City Council Liaisons Ashley Mathews & Lara Lant, City Staff: Interim City Manager Ellen Schroer, Public Works Director Chris Wierzbicki, Planning Manager Darron Buchanan, and Senior Planner Jennifer Sutton.

2. Approval of Agenda / Conflict of Interest Disclosure –

There were no conflicts of interest disclosed.

Motion: I move to approve the agenda, as presented.
Blossom/Deines – The motion carried unanimously, 5-0, Commissioner Birtley was absent.

3. Planning Commission Meeting Minutes -

A. Minutes
Motion: I move to approve the meeting minutes from February 26, 2026, as presented.
Deines/Schaab – The motion carried unanimously, 6-0.

4. Public Comment -

Public comments received.

5. Interim City Manager's Report -

Information Only.

6. Regular Business -

A. Discuss Comprehensive Plan Update: Recommendations on Water Resources, Transportation and Housing Elements

Motion: I move to add the word "*pathogenic*" before "*bacteria*" in Policy WR 1.5. (21:02)
Blossom/Deines – The motion carried unanimously, 6-0.

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A. Public Hearing - Comprehensive Plan Amendment Application PLN 52984 CPA: Hagger Scribner Policy Amendments - 8:15 PM

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Motion: I move that staff seek a definitive answer on whether adopting a goal and/or policy in the Comprehensive or Winslow Subarea Plans that calls for the creation of a new overlay district, program, and/or work plan item, would require that the boundaries, development standards, program details, and/or work plan details, be fully defined and adopted along with the adoption of the Comprehensive and Winslow Subarea Plans. (3:25:23)
Schaab/Deines - The motion carried unanimously, 5-0, Commissioner Sullivan was absent.

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Comprehensive Plan and Winslow Subarea Plan only if their incorporation will not require that the Civic and Cultural Connection Overlay boundaries, and development standards be fully defined and adopted along with the adoption of the 2024 revisions to the Comprehensive and Winslow Subarea Plans. (3:32:26) **Schaab/Birtley** - The motion carried unanimously, 5-0, Commissioner Sullivan was absent.

7. Good of the Order -

Information Only.

8. Adjournment – 9:44 PM

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CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill
Thursday, March 26, 2026

Agenda Item: (6:30 PM) Discuss Comprehensive Plan Update: Review and Recommendations on Draft Island Wide Mobility Plan, Transportation and Capital Facilities Elements; Consider adding new policy related to form-based code to Draft Land Use Element

Department: Planning Commission

Agenda Section: Regular Business - 6:30 PM

Estimated Time: 90 Minutes

Recommendation:

This meeting will review and make recommendations on the Island Wide Mobility Plan (IWMP), Comprehensive Plan Transportation and Facilities Elements. The Planning Commission will also follow-up on consideration of a new policy related to form-based code to Draft Land Use Element. Suggested motions on the IWMP and updated Elements are presented for consideration by the Planning Commission.

Narrative:
BACKGROUND
The periodic update to the City's Comprehensive Plan was due on December 31, 2024 and is now a year overdue. The City Council adopted Resolution 2025-18 directing the Planning Commission and staff to make progress on completing the plan update so that the City Council can work on plan adoption by June 30, 2026.

State law requires local Comprehensive Plans to look out twenty years to plan for future population, housing, and employment, the amounts of which are established

by state and regional agencies. For the first time ever, a new state law requires local governments to plan for and accommodate housing types for all income levels.

The current periodic Comprehensive Plan update will advance the City's planning horizon from 2036 to 2044. The Winslow Town Center is the City's most populated center and supports urban levels of services for its residential and employment base. The 2044 Comprehensive Plan will focus population and employment growth primarily in the Winslow area. This is in keeping with the City's current long-term growth strategy, which supports new population and employment in Winslow while conserving sensitive environmental areas, open spaces and forests outside the Winslow Town Center.

A Subarea Plan for the Winslow Town Center is a key component to the Comprehensive Plan update. The Planning Commission completed its recommendation on the Winslow Subarea Plan and now will review and make recommendations on the citywide Comprehensive Plan. In accordance with Resolution 2025-18, only those updates that are essential to complying with state comprehensive plan mandates and internal consistency among the Elements will be considered. Additional information about the update to the Comprehensive Plan can be found on the City's website here: https://cityofbainbridgeisland.civilspace.io/en/projects/2024-comprehensive-plan-periodic-update

SUMMARY

1. Bringing the Transportation Element "Up to Date"

The Island-wide Transportation Plan (IWTP) is the City's current transportation operational plan and is adopted by and referenced within the *Transportation Element* of the City's Comprehensive Plan. The new **Island-Wide Mobility Plan (IWMP)** combines and updates the information in the Island-Wide Transportation Plan (2017) and the Sustainable Transportation Plan (2022) and will serve as the reference document to the Transportation Element of the Comprehensive Plan. The merging of the IWTP and STP is intended to simplify transportation planning efforts and improve transparency. Both documents can be viewed from the City's website: **Island-Wide Transportation Plan (2017)** **Sustainable Transportation Plan (2022)**

The strikeout/underline changes shown in the proposed updated *Transportation Element* are suggested to ensure consistency between the *Transportation Element* and IWMP, which will replace the IWTP as the City's transportation plan with

the update to the Comprehensive Plan. The Planning Commission first reviewed a draft of an updated *Transportation Element* at its January 22, 2026 meeting and unanimously approved the motion below. At the close of its February 12, 2026 meeting, the Planning Commission approved another motion requesting to discuss the draft *Transportation Element* again. The Planning Commission started to discuss this element at the February 26, 2026 meeting. The recommendations made by the Commission that night have been added to the current updated draft. The Planning Commission discussed the *Transportation Element* again on March 12, 2026, recommended additional changes, and requested to discuss the element and the IWMP.

City staff have sent messages to relevant listservs and posted to City social media regarding the topics scheduled for the March 26 meeting, to date. The Planning Commission recommended changes have been added to the draft *Transportation Element* and IWMP included with the March 26, 2026 meeting materials.

2. Bringing the Capital Facilities Element "Up to Date"
City staff have proposed discrete updates to the *Capital Facilities Element* in order to:

- Reflect the updated planning period; and
- Acknowledge changing conditions or updated information since 2017.

Additional information is included in the attached memoranda from City Public Works Director Chris Wierzbicki.

3. Adding new policy related to "form-based code" to Land Use Element Goal 4
At the close of its January 22 discussion regarding the Housing Element, the Commission unanimously approved the following motion:
I move to have City staff look at either a Goal or Policy to make sure future development is more predictable and more in line with our Island's values. One such policy would be the implementation of a form-based code.

As a future form-based code would likely be applied to all types of development-residential, commercial, and mixed use. Therefore, staff would recommend that a policy about form-based code should be added to Goal LU-4 of the *Land Use Element*, as this section describes the City's "Island-wide Conservation and Development Strategy" and already includes policies related to land use and building scale. Proposed policy language could read:

Policy LU 4.12 Consider adopting a form-based code to make future development more predictable.

The Planning Commission discussed the proposed policy at the end of its March 18 special meeting and approved a motion that the March 26 Planning Commission meeting materials should include a motion to add such a policy to Goal 4 of the Draft *Land Use Element* of the Comprehensive Plan. If approved, the new policy would be added to the Planning Commission public hearing draft of the Comprehensive Plan.

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. March 26 PC Suggested Motions
2. 3_26_26 Presentation
3. March 2026 IWMP Draft
4. IWMP Version Edits
5. IWMP Appendix B_ engagement summary
6. IWMP Appendix a_change log
7. TRANSPORTATION ELEMENT__Draft_Update_319
8. CFP Element Update Summary Memo
9. Draft Updated CAPITAL FACILITIES ELEMENT Mar 2026_CW

10. Water_Sewer_Capital Facilities Plan Update Memo_Reference Materials_

Suggested Motions for Consideration of the *Island Wide Mobility Plan, Transportation Element* and *Capital Facilities Element* for the Comprehensive Plan Update
March 26, 2026

ISLAND WIDE MOBILITY PLAN & TRANSPORTATION ELEMENT

1. Bringing the Transportation Element "Up to Date"

The Island-wide Transportation Plan (IWTP) is the City's current transportation operational plan and is adopted by and referenced within the *Transportation Element* of the City's Comprehensive Plan. The new Island-Wide Mobility Plan (IWMP) combines and updates the information in the Island-Wide Transportation Plan (2017) and the Sustainable Transportation Plan (2022) and will serve as the reference document to the Transportation Element of the Comprehensive Plan. The merging of the IWTP and STP is intended to simplify transportation planning efforts and improve transparency. Both documents can be viewed from the City's website:

Island-Wide Transportation Plan (2017) **Sustainable Transportation Plan (2022)**

The strikeout/underline changes shown in the proposed updated *Transportation Element* are suggested to ensure consistency between the *Transportation Element* and IWMP, which will replace the IWTP as the City's transportation plan with the update to the Comprehensive Plan. The Planning Commission first reviewed a draft of an updated *Transportation Element* at its January 22, 2026 meeting and unanimously approved the motion below. At the close of its February 12, 2026 meeting, the Planning Commission approved another motion requesting to discuss the draft *Transportation Element* again. The Planning Commission started to discuss this element at the February 26, 2026 meeting. The recommendations made by the Commission that night have been added to the current updated draft. The Planning Commission discussed the *Transportation Element* again on March 12, 2026, recommended additional changes, and requested to discuss the element and the IWMP.

City staff have sent messages to relevant listservs and posted to City social media regarding the topics on the March 26, To date, and Planning Commission recommended changes have been added to the draft *Transportation Element* and IWMP included with the March 26, 2026 meeting materials.

Suggested Motions:

- I move to recommend the *Transportation Element* be updated by City staff as shown in the attached meeting materials to reflect current and planned conditions, Planning Commission recommendations, and updated references to the Islandwide Mobility Plan.

_____PASS _____DID NOT PASS

- I move to recommend the *Island Wide Mobility Plan* be adopted as shown in the attached meeting materials to reflect current and planned conditions, transportation planning and Planning Commission recommendations.

_____PASS _____DID NOT PASS

CAPITAL FACILITIES ELEMENT

2. Bringing the Capital Facilities Element "Up to Date"

City staff have proposed discrete updates to the *Capital Facilities Element* in order to:

- Reflect the updated planning period; and
- Acknowledge changing conditions or updated information since 2017.

Additional information included in the attached memoranda from City Public Works Director Chris Wierzbicki.

Suggested Motion:

I move to recommend the *Capital Facilities Element* be updated by City staff as shown in the attached meeting materials to reflect current and planned conditions, or updated references.

_____PASS _____DID NOT PASS

LAND USE ELEMENT

3. Adding new policy related to "form-based code" to Land Use Element Goal 4

At the close of its January 22 discussion regarding the Housing Element, the Commission unanimously approved the following motion:

> *I move to have City staff look at either a Goal or Policy to make sure future development is more predictable and more in line with our Island's values. One such policy would be the implementation of a form-based code.*

As a future form-based code would likely be applied to all types of development- residential, commercial, and mixed use. Therefore, staff would recommend that a policy about form-based code should be added to Goal LU-4 of the *Land Use Element*, as this section describes the City's "Island-wide Conservation and Development Strategy" and already includes policies related to land use and building scale. Proposed policy language could read:

> **Policy LU 4.X** Consider adopting a form-based code to make future development more predictable.

The Planning Commission discussed the proposed policy at the end of its March 18 special meeting and approved a motion that the March 26 Planning Commission meeting materials should include a motion to add such a policy to Goal 4 of the Draft *Land Use Element* of the Comprehensive Plan. If approved, the new policy would be added to the Planning Commission public hearing draft of the Comprehensive Plan.

Suggested Motion:

I move to recommend adding the following new policy to the Draft *Land Use Element* of the Comprehensive Plan:

> **Policy LU 4.12** Consider adopting a form-based code to make future development more predictable.

_____PASS _____DID NOT PASS

CITY OF BAINBRIDGE ISLAND

Transportation Element (TE) Update

Prepared for:
Bainbridge Island Planning Commission

March 26, 2026

Chris Wierzbicki Public Works Director
Hannah Boettcher Sustainable Transportation Coordinator

Today's Discussion

1

Community Engagement

2

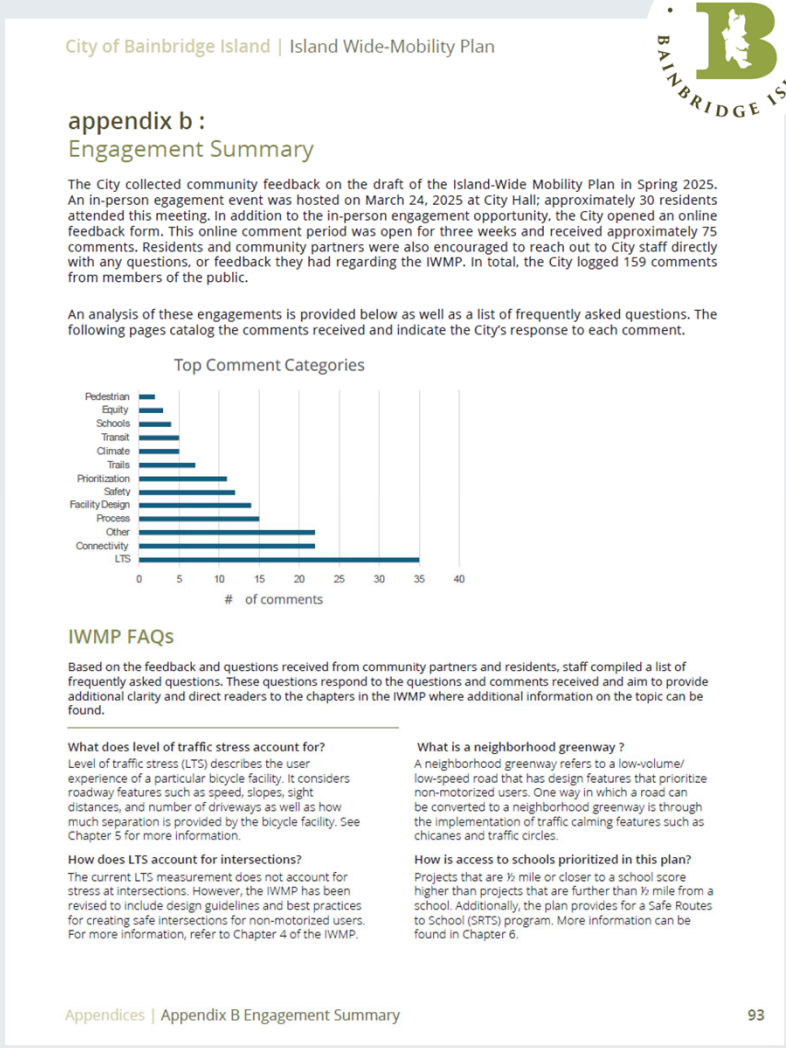
Tracking Changes

community engagement

community engagement: Engagement Opportunities

- **December 3, 2024**: Sustainable Transportation Coalition Meeting
- **February 25, 2025**: Sustainable Transportation Coalition Meeting
- **March 24, 2025:** Public Engagement Meeting
  - *Approx. 30 attendees*
  - *Presentation, break-out groups*
- **Spring 2025**: Online Engagement Survey
  - Comment period open for 3 weeks
  - Received 75 comments
- **June 6, 2025**: City Council Meeting
- **January 22, 2026**: Planning Commission Meeting
- **March 12, 2026:** Planning Commission Meeting

In total, over 200 comments logged



City of Bainbridge Island | Island Wide-Mobility Plan

appendix b :
Engagement Summary

The City collected community feedback on the draft of the Island-Wide Mobility Plan in Spring 2025. An in-person egagement event was hosted on March 24, 2025 at City Hall; approximately 30 residents attended this meeting. In addition to the in-person engagement opportunity, the City opened an online feedback form. This online comment period was open for three weeks and received approximately 75 comments. Residents and community partners were also encouraged to reach out to City staff directly with any questions, or feedback they had regarding the IWMP. In total, the City logged 159 comments from members of the public.

An analysis of these engagements is provided below as well as a list of frequently asked questions. The following pages catalog the comments received and indicate the City's response to each comment.

Top Comment Categories

IWMP FAQs

Based on the feedback and questions received from community partners and residents, staff compiled a list of frequently asked questions. These questions respond to the questions and comments received and aim to provide additional clarity and direct readers to the chapters in the IWMP where additional information on the topic can be found.

What does level of traffic stress account for?
Level of traffic stress (LTS) describes the user experience of a particular bicycle facility. It considers roadway features such as speed, slopes, sight distances, and number of driveways as well as how much separation is provided by the bicycle facility. See Chapter 5 for more information.

How does LTS account for intersections?
The current LTS measurement does not account for stress at intersections. However, the IWMP has been revised to include design guidelines and best practices for creating safe intersections for non-motorized users. For more information, refer to Chapter 4 of the IWMP.

What is a neighborhood greenway ?
A neighborhood greenway refers to a low-volume/ low-speed road that has design features that prioritize non-motorized users. One way in which a road can be converted to a neighborhood greenway is through the implementation of traffic calming features such as chicanes and traffic circles.

How is access to schools prioritized in this plan?
Projects that are ½ mile or closer to a school score higher than projects that are further than ½ mile from a school. Additionally, the plan provides for a Safe Routes to School (SRTS) program. More information can be found in Chapter 6.

Appendices | Appendix B Engagement Summary 93

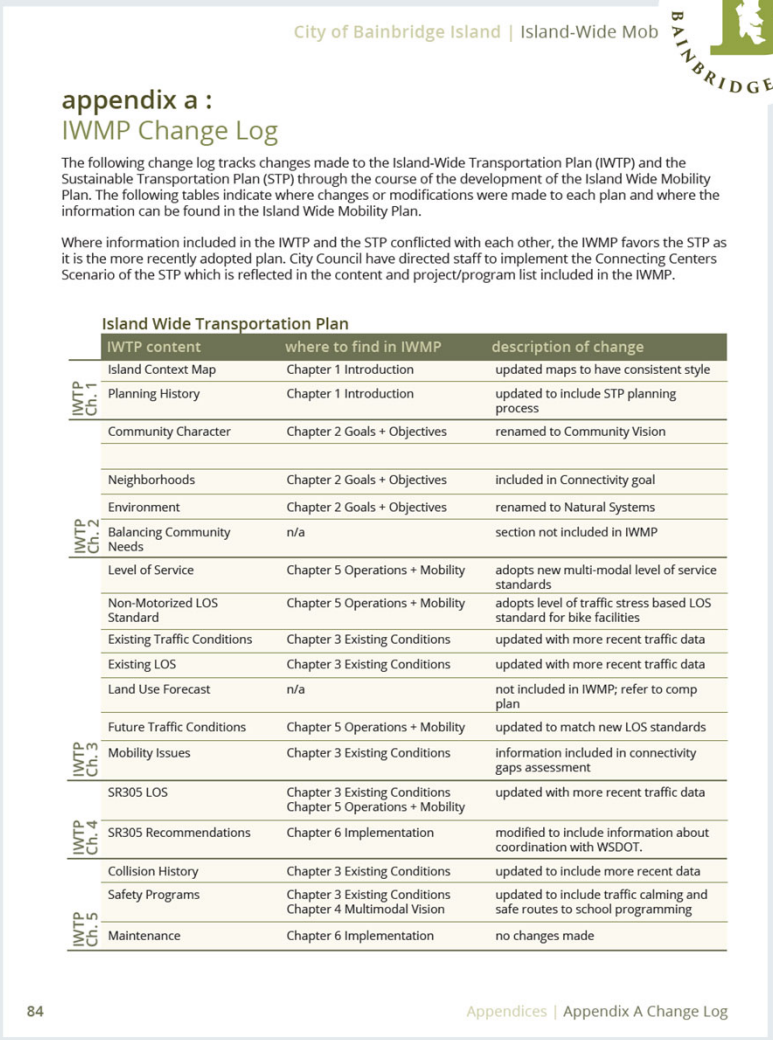
tracking changes

tracking changes: IWTP+STP = IWMP

What's changed?

- ***Updates*** goal framework to align with the STP
- ***Adopts*** new level of service (LOS) standards that emphasize non-motorized user experience
- ***Combines*** project lists from the IWTP and STP

Full description of changes available in Appendix A of IWMP



City of Bainbridge Island | Island-Wide Mob

appendix a :
IWMP Change Log

The following change log tracks changes made to the Island-Wide Transportation Plan (IWTP) and the Sustainable Transportation Plan (STP) through the course of the development of the Island Wide Mobility Plan. The following tables indicate where changes or modifications were made to each plan and where the information can be found in the Island Wide Mobility Plan.

Where information included in the IWTP and the STP conflicted with each other, the IWMP favors the STP as it is the more recently adopted plan. City Council have directed staff to implement the Connecting Centers Scenario of the STP which is reflected in the content and project/program list included in the IWMP.

Island Wide Transportation Plan

	IWTP content	where to find in IWMP	description of change
IWTP Ch. 1	Island Context Map	Chapter 1 Introduction	updated maps to have consistent style
	Planning History	Chapter 1 Introduction	updated to include STP planning process
	Community Character	Chapter 2 Goals + Objectives	renamed to Community Vision
IWTP Ch. 2	Neighborhoods	Chapter 2 Goals + Objectives	included in Connectivity goal
	Environment	Chapter 2 Goals + Objectives	renamed to Natural Systems
	Balancing Community Needs	n/a	section not included in IWMP
	Level of Service	Chapter 5 Operations + Mobility	adopts new multi-modal level of service standards
	Non-Motorized LOS Standard	Chapter 5 Operations + Mobility	adopts level of traffic stress based LOS standard for bike facilities
	Existing Traffic Conditions	Chapter 3 Existing Conditions	updated with more recent traffic data
	Existing LOS	Chapter 3 Existing Conditions	updated with more recent traffic data
	Land Use Forecast	n/a	not included in IWMP; refer to comp plan
	Future Traffic Conditions	Chapter 5 Operations + Mobility	updated to match new LOS standards
IWTP Ch. 3	Mobility Issues	Chapter 3 Existing Conditions	information included in connectivity gaps assessment
	SR305 LOS	Chapter 3 Existing Conditions Chapter 5 Operations + Mobility	updated with more recent traffic data
IWTP Ch. 4	SR305 Recommendations	Chapter 6 Implementation	modified to include information about coordination with WSDOT.
IWTP Ch. 5	Collision History	Chapter 3 Existing Conditions	updated to include more recent data
	Safety Programs	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	updated to include traffic calming and safe routes to school programming
	Maintenance	Chapter 6 Implementation	no changes made

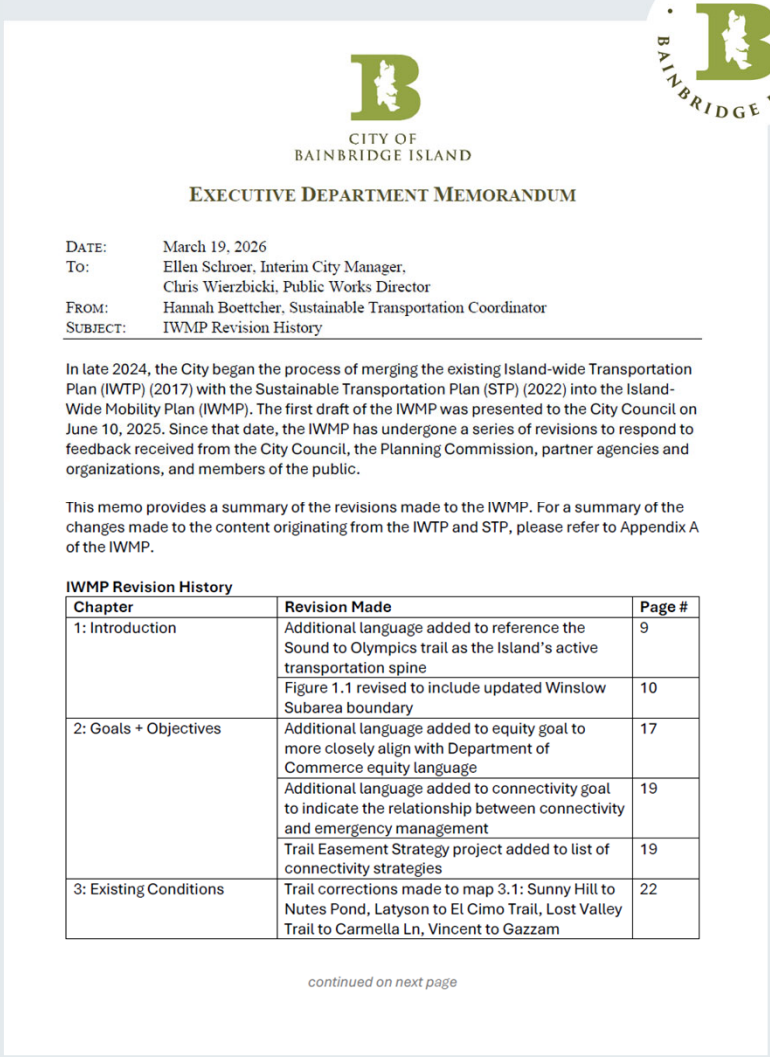
84 Appendices | Appendix A Change Log

tracking changes: version control

What's changed?

- ***Modifies*** maps to show Winslow inset, evacuation routes, trail corrections
- ***Aligns*** trail opportunity zones with recently adopted Parks District Trails Vision Plan
- ***Strengthens*** Island Center's and Rolling Bay's roles as neighborhood centers through Pedestrian LOS edits

Full description of changes available in IWMP Revision History memo



CITY OF BAINBRIDGE ISLAND

EXECUTIVE DEPARTMENT MEMORANDUM

DATE: March 19, 2026
TO: Ellen Schroer, Interim City Manager,
Chris Wierzbicki, Public Works Director
FROM: Hannah Boettcher, Sustainable Transportation Coordinator
SUBJECT: IWMP Revision History

In late 2024, the City began the process of merging the existing Island-wide Transportation Plan (IWTP) (2017) with the Sustainable Transportation Plan (STP) (2022) into the Island-Wide Mobility Plan (IWMP). The first draft of the IWMP was presented to the City Council on June 10, 2025. Since that date, the IWMP has undergone a series of revisions to respond to feedback received from the City Council, the Planning Commission, partner agencies and organizations, and members of the public.

This memo provides a summary of the revisions made to the IWMP. For a summary of the changes made to the content originating from the IWTP and STP, please refer to Appendix A of the IWMP.

IWMP Revision History

Chapter	Revision Made	Page #
1: Introduction	Additional language added to reference the Sound to Olympics trail as the Island's active transportation spine	9
	Figure 1.1 revised to include updated Winslow Subarea boundary	10
2: Goals + Objectives	Additional language added to equity goal to more closely align with Department of Commerce equity language	17
	Additional language added to connectivity goal to indicate the relationship between connectivity and emergency management	19
	Trail Easement Strategy project added to list of connectivity strategies	19
3: Existing Conditions	Trail corrections made to map 3.1: Sunny Hill to Nutes Pond, Latyson to El Cimo Trail, Lost Valley Trail to Carmella Ln, Vincent to Gazzam	22

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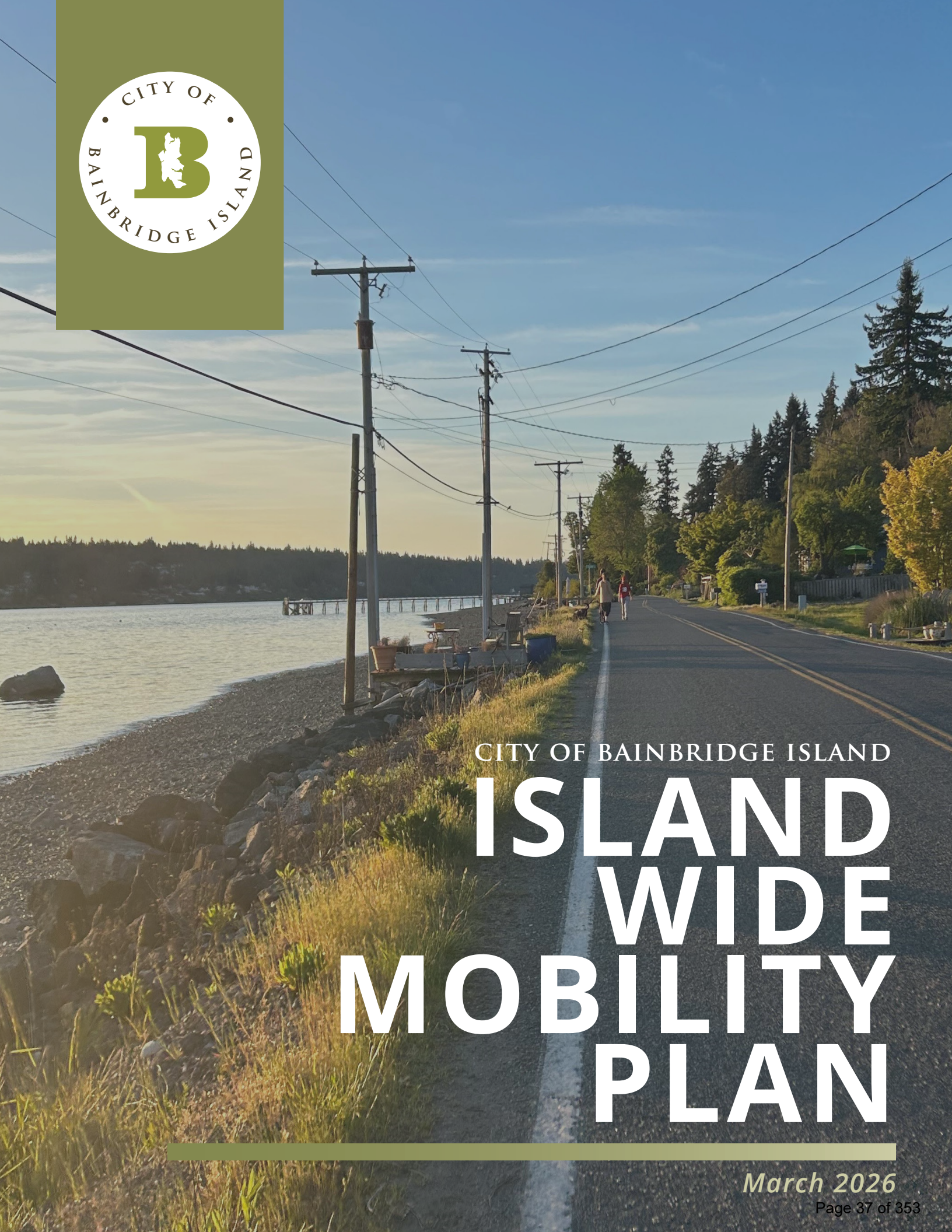

CITY OF BAINBRIDGE ISLAND

ISLAND WIDE MOBILITY PLAN

March 2026

ISLAND-WIDE MOBILITY PLAN

March 2026

280 Madison Ave North
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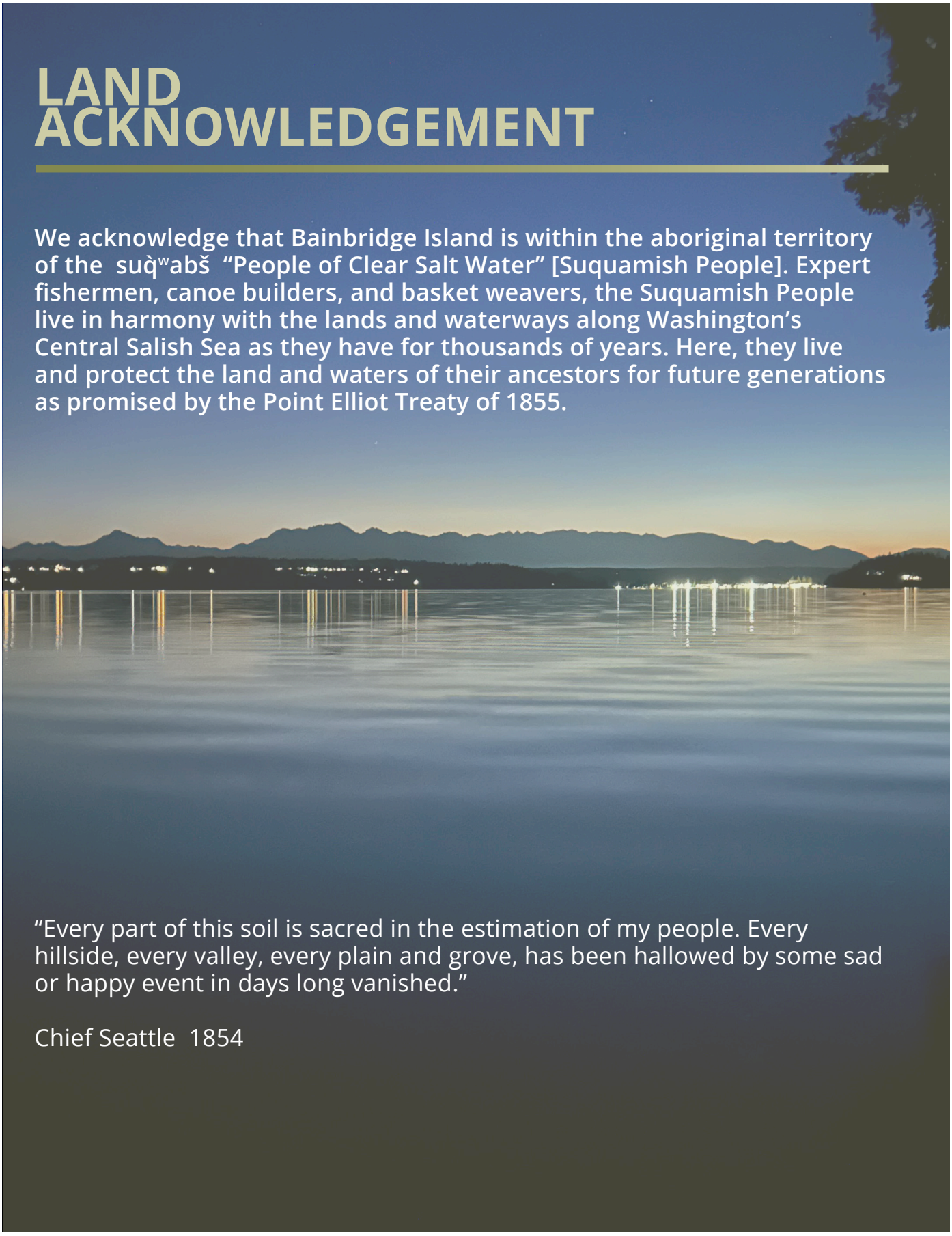
www.bainbridgewa.gov



LAND ACKNOWLEDGEMENT

We acknowledge that Bainbridge Island is within the aboriginal territory of the suq̓ʷabš "People of Clear Salt Water" [Suquamish People]. Expert fishermen, canoe builders, and basket weavers, the Suquamish People live in harmony with the lands and waterways along Washington's Central Salish Sea as they have for thousands of years. Here, they live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.

"Every part of this soil is sacred in the estimation of my people. Every hillside, every valley, every plain and grove, has been hallowed by some sad or happy event in days long vanished."

Chief Seattle 1854

ACKNOWLEDGEMENTS

The Island-Wide Mobility Plan advances our climate and mobility goals by building out networks of safe, connected, and accessible routes for all user types. This plan is the culmination of significant efforts by many across our Island including City staff, residents, and community partners. The contributions of following individuals were invaluable in the development of this plan.

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1 INTRODUCTION

INTRODUCTION

The Island-Wide Mobility Plan is a composite of previous transportation planning efforts providing an updated approach to transportation planning that incorporates the City's climate and equity goals.

The City of Bainbridge Island (City) is a unique community with a distinct set of transportation needs. The Island includes a variety of land uses from the downtown Winslow area to farmlands and suburban communities. Each of these land uses has different transportation needs; however, the entire mobility network must operate as a system that accommodates all users.

State Route (SR) 305 and the adjacent Sound to Olympic Trail (STO) serves as the central spine of the mobility network. This corridor, which runs from the Bainbridge Island Ferry Terminal north to the Agate Pass Bridge, not only provides regional travel to and from the Island, but also provides important local connections.

Downtown Winslow and other neighborhood centers commonly have sidewalks and bicycle lanes which facilitate active transportation. By contrast, the rural and suburban areas of the Island feature verdant winding roads where pedestrians and bicyclists must frequently share travel lanes with motorists or walk on narrow shoulders.

1.1 Plan Purpose

The purpose of this plan is to provide a framework of overarching goals as well as the technical data and analysis that facilitates the implementation of the Transportation Element of the Comprehensive Plan. To achieve this, the **Island-Wide Mobility Plan** (IWMP) includes information about existing and desired future conditions and outlines a prioritized long range project plan. In addition, the IWMP establishes multimodal transportation standards based on recent traffic counts, land use data, and roadway information.

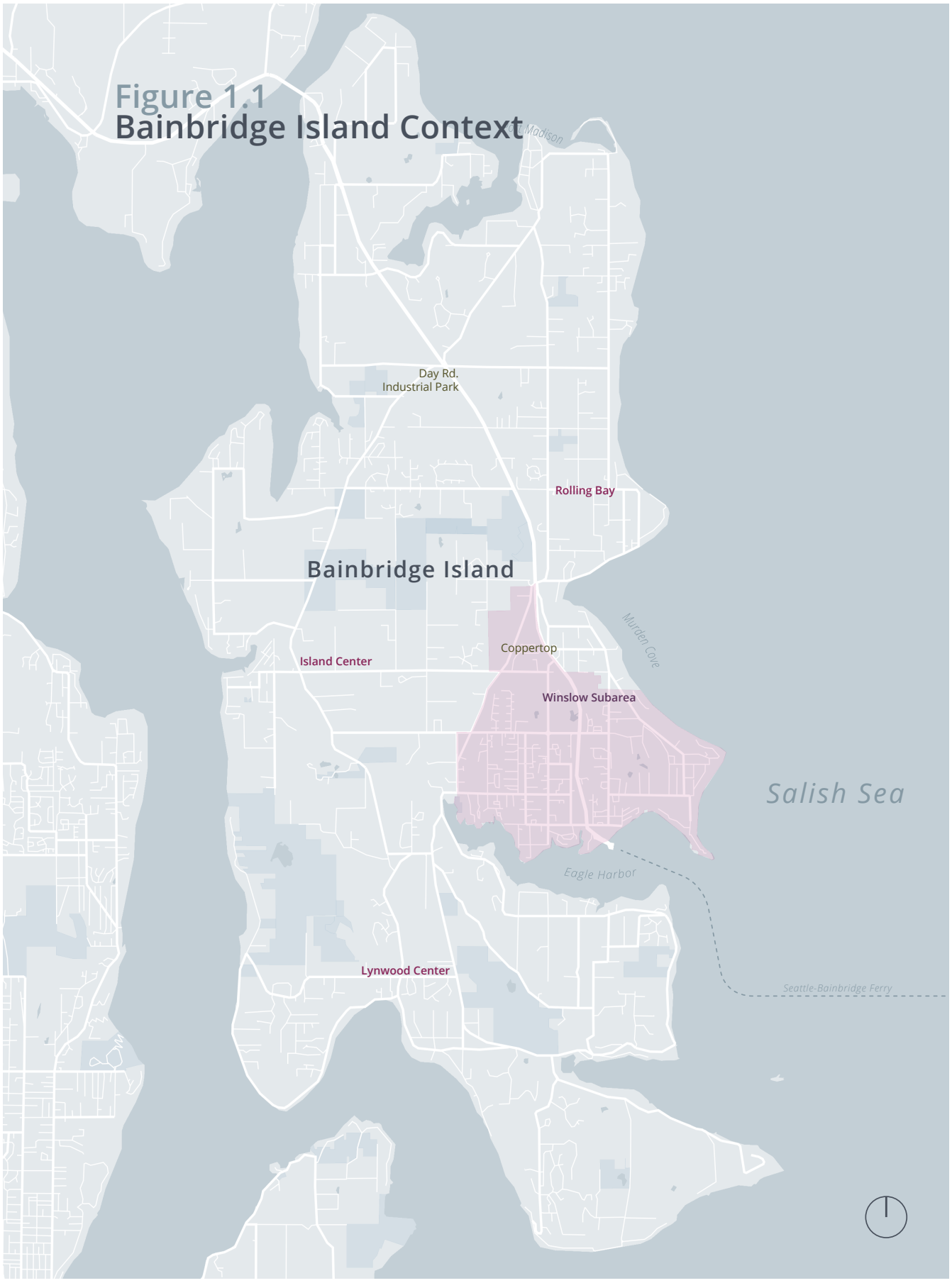
The IWMP incorporates information from recent transportation planning efforts, including the Sustainable Transportation Plan and Island-Wide Transportation Plan, to provide a consistent approach to transportation issues. The IWMP uses information from the Comprehensive Plan to provide direction to transportation planning efforts throughout the community.

1.2 Planning History

In 1994, the City's Transportation Plan provided discussion and analysis of the transportation needs of the Island. The final study was adopted and incorporated into the Transportation Element of the City's 1994 Comprehensive Plan. In 1995, the Winslow Master Plan (now referred to as the Winslow Subarea Plan), as a sub-element of the Comprehensive Plan, provided focus on the transportation needs in the Winslow and ferry terminal areas.

Since 2002, the City has made focused efforts at planning specifically for the needs of active transportation users. The 2002 **Non-Motorized Transportation Plan** was adopted

Figure 1.1
Bainbridge Island Context



to propose a transportation system to meet the needs of pedestrians, bicyclists, and other active transportation users. This work was followed by the development of the 2004 Island-Wide Transportation Study.

The City's Non-Motorized Transportation Advisory Committee (NMTAC) and staff worked together to further advance the City's level of thinking for active transportation planning. This work was reflected in the development of the 2016 **Island-Wide Transportation Plan** (IWTP).

In 2022, the City adopted the **Sustainable Transportation Plan** (STP). The STP built on the success of previous active transportation planning efforts to establish a consistent set of goals that more closely aligned with the City's Climate Action Plan.

1.3 Relationship to Comprehensive Plan

The **Transportation Element** of the **Comprehensive Plan** provides transportation policy guidance. This includes identification of transportation issues, establishing a comprehensive vision for transportation, and setting overarching goals. The IWMP provides the technical data and analysis to facilitate transportation planning and provides for implementation of the vision, goals, and policies established in the Transportation Element. The IWMP is adopted by Council as a reference document to the Transportation Element of the Comprehensive Plan.

The City of Bainbridge Island has developed its Comprehensive Plan under the requirements of the Growth Management Act (GMA). The GMA requires that jurisdictions identify existing transportation system characteristics, establish level of service ratings, identify existing and future

HOW TO USE THIS DOCUMENT

GOALS + PLAN PRIORITIES
Chapters 1 and 2 establish the context and goals for this plan which are carried throughout the entirety of the document. Look for the goal icons scattered throughout this document that indicate what the intended outcomes of proposed actions are.

EXISTING CONDITIONS
Chapter 3 considers Bainbridge Island's existing conditions and provides an inventory of the Island's active transportation facilities.

FUTURE MOBILITY NETWORK
Chapter 4 imagines the future conditions of Bainbridge Island and suggests strategies that can be employed to reach the goals established in this plan. Chapter 4 is informed by community input and is intended to create community discussion about how to achieve our shared goals.

TECHNICAL SUPPORT
Chapter 5 establishes level of service standards for the Island's mobility network. This chapter provides the technical support for City staff to implement projects.

IMPLEMENTATION
Chapter 6 establishes the implementation plan for the realization of the mobility network vision. This chapter includes project lists, funding strategies, and project selection criteria that help the City move the needle on achieving the community's goals.

deficiencies, develop improvement projects and strategies to mitigate deficiencies, and analyze projected revenues to ensure that necessary improvements will be constructed concurrent with demand.

1.4 Plan Engagement

To aid in the development of the Island-Wide Mobility Plan, City staff gathered feedback from the community and a variety of key partners. City committees were leveraged for their expertise and staff shared information and solicited feedback from the newly-formed Sustainable Transportation Coalition. Multiple in-person community engagements were held and comparable online engagements were made available. The summarized results from the engagement sessions are included in Appendix B.

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2 GOALS + STRATEGIES

GOALS + STRATEGIES

The IWMP includes six overarching goals that respond to the unique transportation context on Bainbridge Island and align with shared community values.

The intersections between transportation and climate, safety, equity, accessibility, and natural systems are important for understanding the full scope of the Island's mobility network. This chapter establishes a framework of overarching goals that touches on these intersections and identifies objectives that help us achieve these goals. Together, these goals and objectives help to achieve an improved quality of life for Bainbridge Island residents and visitors. This chapter provides additional context to support the transportation issues, policies, and goals in the Transportation Element of the Comprehensive Plan.

The existing mobility network of Bainbridge Island has a significant impact on the quality of life for Bainbridge Island residents. The Seattle-Bainbridge ferry route and the Agate Pass Bridge are the only two options for accessing off-Island destinations. The current level of service results in long commute times for off-Island trips and traffic back-ups are frequent along the SR305 corridor.

Transportation and mobility alternatives, such as dedicated bicycle and pedestrian facilities and transit services, lack convenience and connectivity. Despite the challenges that have slowed building out a more complete active transportation network, an increasing number of Island residents are choosing to walk and bike to education, employment, cultural, and recreation opportunities.

How people choose to travel is a key element of both environmental sustainability and quality of life. The City's 2020 Climate Action Plan reports that transportation-related emissions account for nearly one-third of all of the Island's greenhouse gas emissions. This justifies the need to prioritize making diverse transportation and mobility options available to Island residents and visitors in order to mitigate the negative impact of greenhouse gas emissions on the climate and public health.

The City's 2025 Comprehensive Plan update focuses growth in Winslow and the neighborhood centers. The implementation of mixed-use development and higher densities within these areas can lead to more sustainable growth. Investments in infrastructure for active transportation modes and public transit allow for reduced dependence on automobiles and present opportunities for greater mobility between the neighborhood centers. These strategies and targeted investments will help the Island to develop more sustainably and improve the quality of life for Island residents.

In response to the unique challenges and opportunities of Bainbridge Island, this plan establishes six overarching goals that align with the Transportation Element of the Comprehensive Plan. These goals are informed by the STP and IWTP.

Climate Action

GOAL:

Reduce transportation-related greenhouse gas emissions to achieve a 90% reduction in overall emissions by 2045.

Transportation is the second-largest contributor of greenhouse gases on the Island and accounts for nearly one-third of the Island's total greenhouse gas (GHG) emissions. Reducing the number of vehicle miles traveled (VMT) and encouraging the adoption of low- and no-emission transportation modes is critical in achieving the City's 90% by 2045 GHG emissions reduction goal.

The City has taken steps towards advancing climate action and sustainability. In 2020 the City adopted the Climate Action Plan (CAP) which sets forth goals and objectives for improving climate resiliency and reducing climate impacts. This effort was followed up by the adoption of the Sustainable Transportation Plan (STP) in 2022 and a report on the potential positive climate impacts resulting from the implementation of the STP.

Climate Action Strategies:

- Transportation Demand Management Programs to encourage and incentivize the use of sustainable transportation modes.
- EV Charging Infrastructure Expansion to facilitate the adoption of electric vehicles and bikes
- Safe Routes to School to encourage sustainable transportation habits from a young age

Community Vision

GOAL:

Preserve the Island's characteristic natural landscape and winding roads while providing mobility for all road users.

The Comprehensive Plan describes Bainbridge Island as being characterized by "… forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation." These elements are the foundation for the vision that Bainbridge Islanders hold for the community. This vision emphasizes the importance of preserving natural features while intentionally creating an environment where residents and visitors of all ages and abilities can safely and comfortably experience Bainbridge Island regardless of transportation mode. Transportation and mobility improvements should support and advance this vision where practicable.

Community Vision Strategies:

- Road Development Guidelines to ensure consistency in design and compatibility with surrounding development context
- Complete Streets Design to provide bike/ped/transit access on roads
- Connecting Centers Approach to create non-motorized access to the Island's defining neighborhood centers

Equity + Accessibility

GOAL:

Ensure parity in mobility outcomes for all users regardless of race, gender, identity, age, or ability.

The City of Bainbridge Island aims to recognize the impact, regardless of intent, that our actions have in perpetuating inequities to marginalized groups. The City aims to meet the needs of all transportation users and consider how transportation policies, procedures, and systems can better serve minority communities.

Historically, transportation investments have been aimed at motorized users. This approach disadvantages minority groups, such as people of color and seniors who are more likely to be non-drivers. Minority populations are disproportionately killed while walking and biking. In 2023, 25% of non-motorized fatalities in Washington state involved someone over the age of 65 despite only accounting for 16% of the total population.[1] This points to the need to create facilities that serve the most at-risk users.

Equity and Accessibility Strategies:

- All Ages and Abilities Infrastructure to provide safe and comfortable bicycle and pedestrian facilities regardless of experience or ability
- Mobility Hubs and Transit to increase available transportation options and create convenient connections betweens modes
- Multimodal Level of Service to prioritize development of multimodal infrastructure and improve access for non-drivers

1. https://wtsc.wa.gov/dashboards/active-transportation-user-fatalities/

ALL AGES AND ABILITIES

All ages and abilities bicycle and pedestrian facilities provide comfortable separation from motor vehicles, both along a roadway and while crossing an intersection. To make biking and walking attractive and accessible to a broad range of people, Bainbridge Island needs facilities that meet the needs of our most vulnerable users. Many of Bainbridge's existing bicycle facilities exclude people who are curious but cautious riders and favor confident riders. All ages and abilities infrastructure addresses this gap by considering the needs and comfort level of children, seniors, and folks who use adaptive mobility devices.

All ages and abilities facilities can be achieved by employing a variety of infrastructure interventions based on the road context. In higher speed and higher volume contexts, a greater level of separation between vehicle and bicycle and pedestrian traffic is needed to meet all ages and abilities standards. In low speed and volume contexts, lower touch interventions such as advisory shoulders can also achieve all ages and abilities facilities.

Safety + Comfort

GOAL:

Create mobility networks that protect and prioritize the most vulnerable travelers. Strive for Vision Zero.

Pedestrian and bicyclist fatalities nationwide increased by 75% between 2010 and 2022. This trend holds true in Washington state where pedestrian and bicyclist fatalities have more than doubled between 2014 and 2023. Both nationally and regionally, traffic accidents involving pedestrians or bicyclists have dramatically increased since the beginning of the COVID-19 pandemic. This trend underscores the importance of intentionally designing mobility networks to be safe for our most vulnerable road users.

Safety and comfort improvements enhance user experience for not only bicyclists and pedestrians, but also for motorists. Improving predictability in the mobility system ultimately enhances safety for all road users.

Safety + Comfort Strategies:

- All Ages and Abilities Infrastructure to provide safe and comfortable active transportation facilities regardless of age or ability
- Traffic Calming to slow vehicle speeds and create safer conditions for all users
- Bike and Pedestrian Level of Traffic Stress to help inform infrastructure design decisions with the goal of reducing stress for all road users

TRAFFIC CALMING

Traffic calming is the use of road design features to slow down vehicles as they move through neighborhoods. Traffic calming deemphasizes the movement of vehicles and instead prioritizes active transportation users.

Introducing traffic calming elements such as traffic circles, speed tables, and other visual and physical road elements serve to slow down vehicle traffic. Slower travel speeds prevent crashes with vulnerable road users and reduce the likelihood of serious injury or death when crashes do happen.

Besides improving safety for road users, traffic calming interventions can also have the following benefits:

- improve natural systems by providing green stormwater infrastructure (ex. median with planting area)
- encourage placemaking through the use of public art and street tree planting
- support local businesses by including on-street parking

Connectivity

GOAL:

Expand connectivity on the Island by providing a greater number of route and mode alternatives, especially for active transportation users.

Many of the Island's scenic roads are winding and do not provide convenient access to nearby destinations. A highly connected mobility network is desirable as it provides redundancy in the transportation network which can help to alleviate traffic congestion, aide in emergency response and evacuation, and provide a greater level of flexibility in route choice.

Focusing on non-motorized connectivity through the creation of trails and off-road paths expands route options and makes active transportation modes a more convenient option. Creating opportunities for active transportation users to connect to transit, car-share, and other mobility opportunities, users can reach a greater number of destinations than by a single transportation mode alone.

Connectivity Strategies:

- Trail Connection Zones to provide non-motorized access between existing trails
- Mobility Hubs to improve access to multiple transportation modes and facilitate convenient mode transfers
- Island-Wide and Winslow Circulator to improve connections in and around the Island's neighborhood centers
- Trail Easement Strategy to establish priorotiy trail connection areas across trail partner agencies and clearly identifies roles and process for devloping trails

Natural Systems

GOAL:

Protect natural systems and local ecologies. Mitigate impacts on natural systems when disturbances are unavoidable.

Maintaining a healthy natural environment is a key value of Bainbridge Island community members. The Island's natural systems and features, including wetlands, forests, and shorelines contribute to the overall look and feel of Bainbridge Island and are a source of community pride. In addition, maintaining the Island's natural systems helps to achieve climate and sustainability goals by preserving the healthy function of carbon sequestering features such as wetlands and forested areas.

The Island has many sensitive resources such as ravines, parklands, open spaces, and shoreline and wetland areas that require creative and environmentally sensitive approaches to roadway and off-road facility development.

Natural Systems Strategies:

- Stormwater Management to minimize impervious road surfaces
- Native Plant Landscaping to mitigate the impacts of run-off and improve aesthetics of the roadway
- Context Sensitive Solutions to roadway and bikeway design that consider the surrounding ecology and environmental resources

3 EXISTING CONDITIONS

EXISTING CONDITIONS

The existing transportation network primarily serves motorists. While improvements have been made to active transportation infrastructure, connectivity and comfort remain a challenge.

This chapter on existing conditions provides an overview of the current transportation conditions and provides a baseline for future comparisons. The City of Bainbridge Island's mobility network is made up of roadways, pedestrian facilities, bikeways, trails, and the ferry terminal. Each of these elements is important to the movement of people and goods to destinations within and beyond the Island. A map of all existing active transportation facilities is shown in Figure 3.1

3.1 Existing Bicycle Network

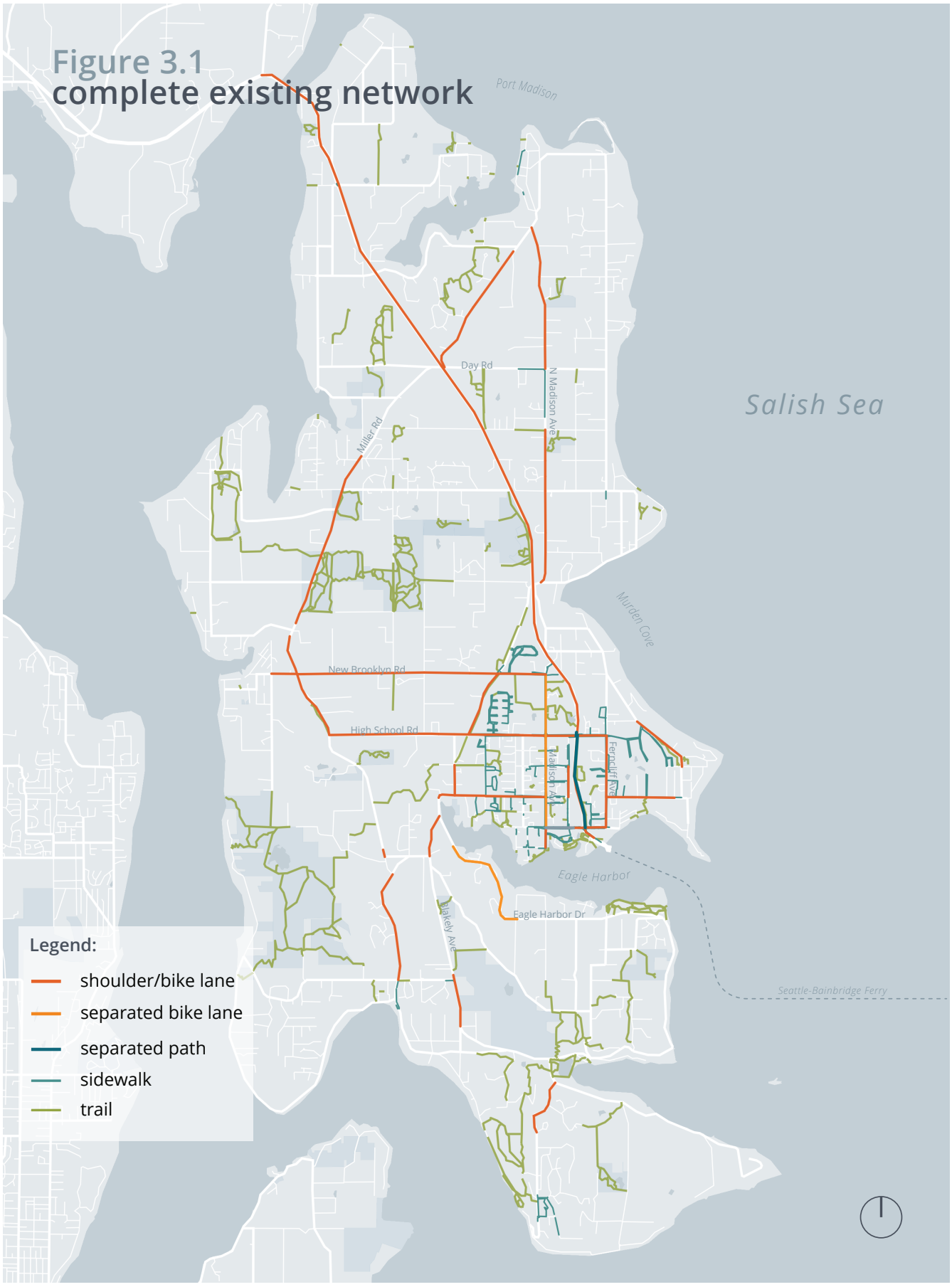
Bainbridge Island's existing bicycle network consists primarily of on-road bike lanes and improved shoulders. In recent years, the City has shifted focus to provide bicycle facilities with a greater level of separation from vehicle traffic. These facilities include raised bike lanes (Madison Ave.), separated side paths (Eagle Harbor Dr.), shared use paths (Sound to Olympics Trail), and soft surface trails suitable for biking (Sportsman Club Rd.). In addition to dedicated bicycling infrastructure, the City has also improved conditions for cyclists through the implementation of traffic calming features such as traffic circles and radar feedback signs intended to slow down vehicle traffic and create safer conditions for cyclists.

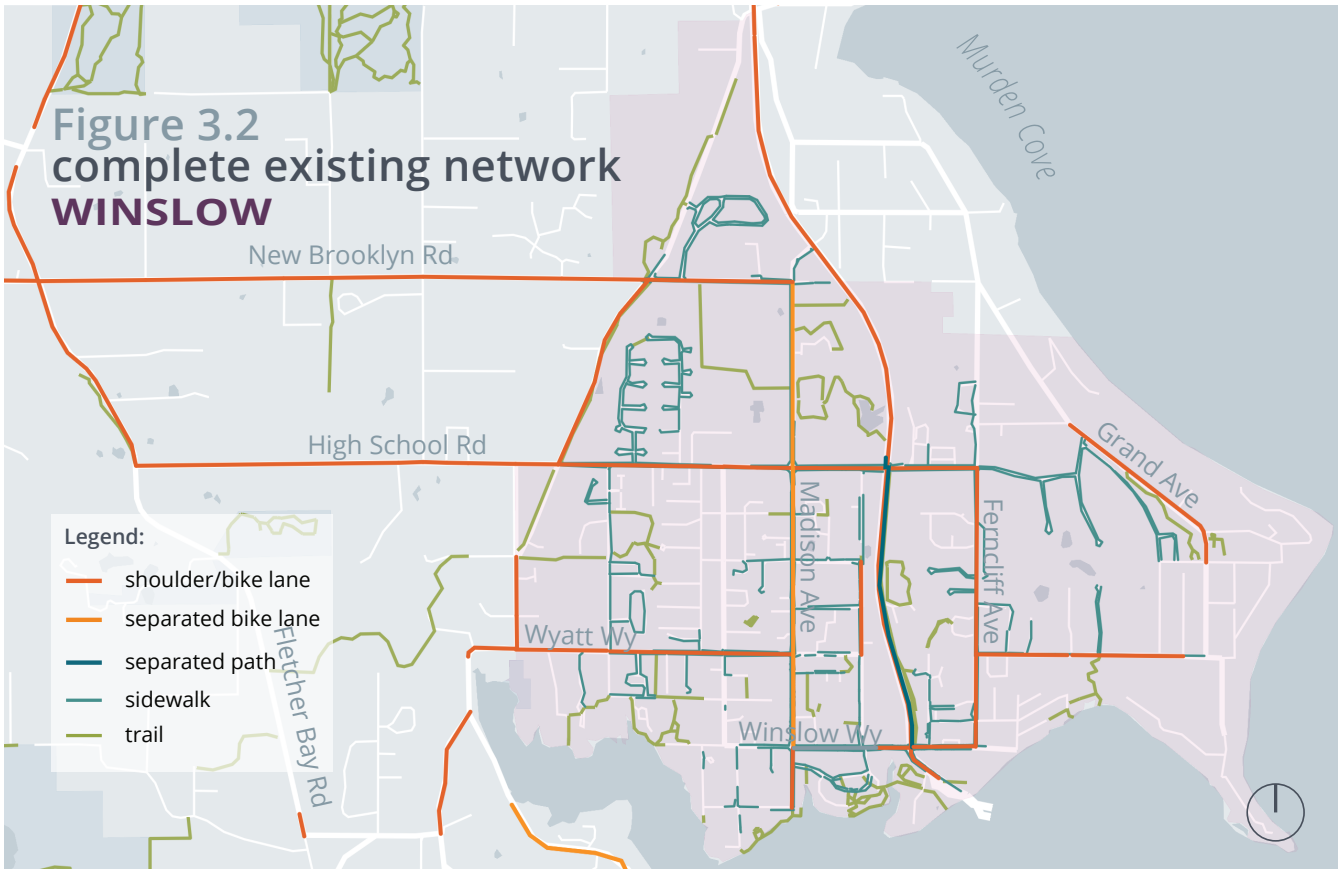
Connectivity

Much of City's existing bicycle network suffers from a lack of connectivity and poor safety conditions. Many of the Island's roads lack dedicated bicycle facilities, and where facilities do exist, often there is little to no separation between user types. In some cases, bicycle facilities abruptly end, forcing bicyclists to negotiate for space with drivers. These conditions are discouraging to many bicyclists, especially children, seniors, and beginners. Figure 3.4 provides an analysis of existing connectivity gaps in the City's active transportation network. Gaps were identified where missing links between existing active transportation facilities occurred. Additionally, the analysis considered trail connection areas where opportunities exist to make connections between corridors with existing active transportation facilities. See Appendix C for the aligning Parks District Trail Vision Map.

Chapter 4 of this document proposes ways to address these challenges and makes suggestions for improving safety and comfort for all road users.

Figure 3.1
complete existing network





3.2 Existing Pedestrian Network

The City provides sidewalks for pedestrians primarily within Winslow and Lynwood Center. Sidewalks are also sometimes present in areas immediately adjacent to schools (Halilts, Blakely/Islandwood). On most of the Island's roads, pedestrians must walk on the shoulder. A map of all existing sidewalks is included in Figure 3.4.

While not included in the pedestrian network map, improvements made to the bicycling network, including sidepaths and shared use paths also benefit pedestrians by providing additional spaces suitable for walking.

Significant sidewalk gaps exist in the pedestrian network within the neighborhood centers. The City should prioritize filling these gaps as development occurs to improve connectivity and safety for pedestrians.

3.3 Existing Trail Network

Bainbridge Island boasts a vast network trails. These trails are frequently used by pedestrians, bicyclists, and equestrians for a variety of purposes including recreation and commuting. A map of all existing trails on the Island is included in Figure 3.6. Trails are owned and maintained by the City, the Bainbridge Island Metro Parks and Recreation District (BIMPRD), and the Bainbridge Island Land Trust (BILT).

The City recognizes the importance of trails as a part of the transportation network and as part of the culture of Bainbridge Island. While doing so, the City also acknowledges

Figure 3.3
existing bicycle network

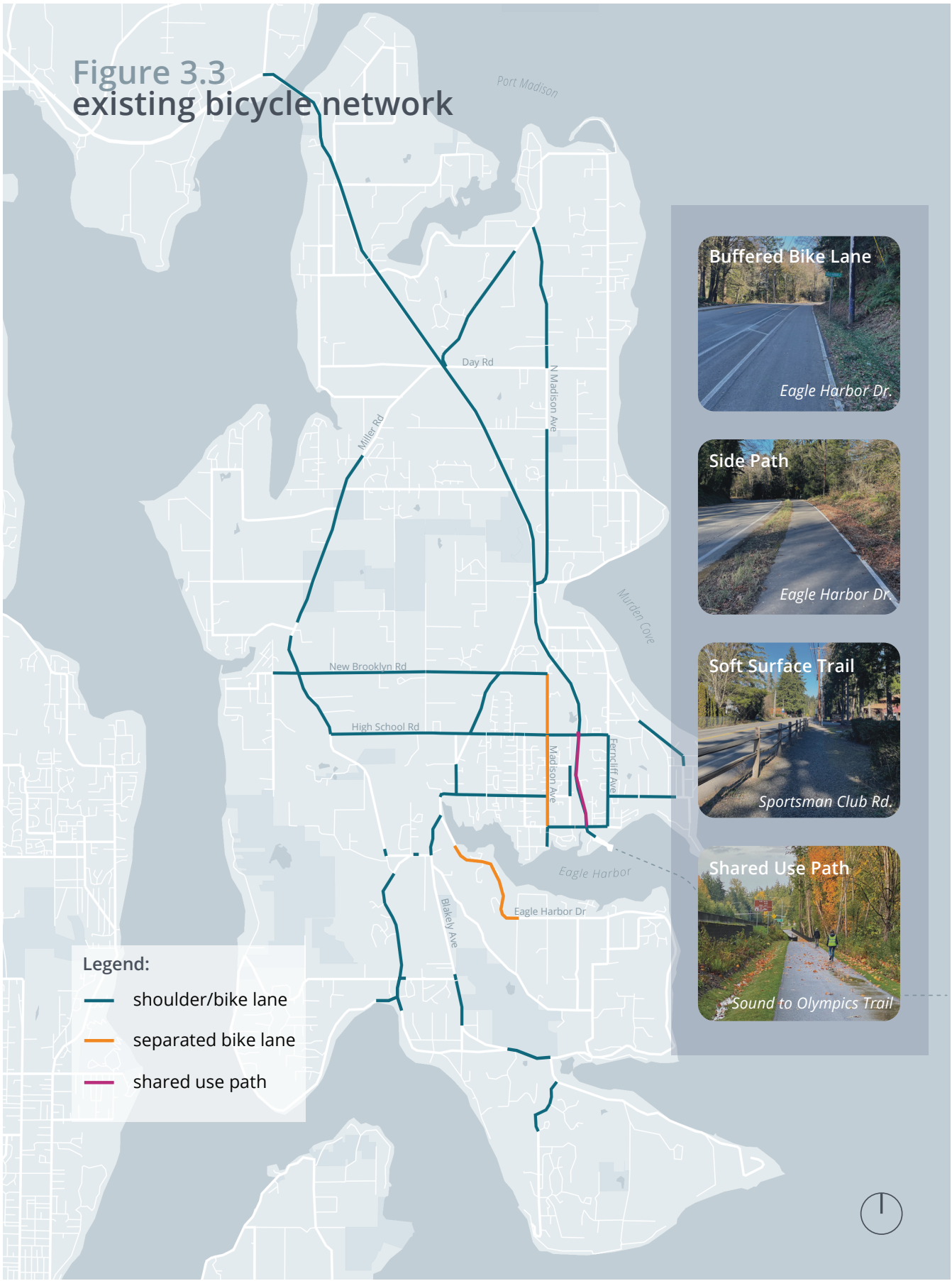


Figure 3.4
connectivity gaps + opportunities

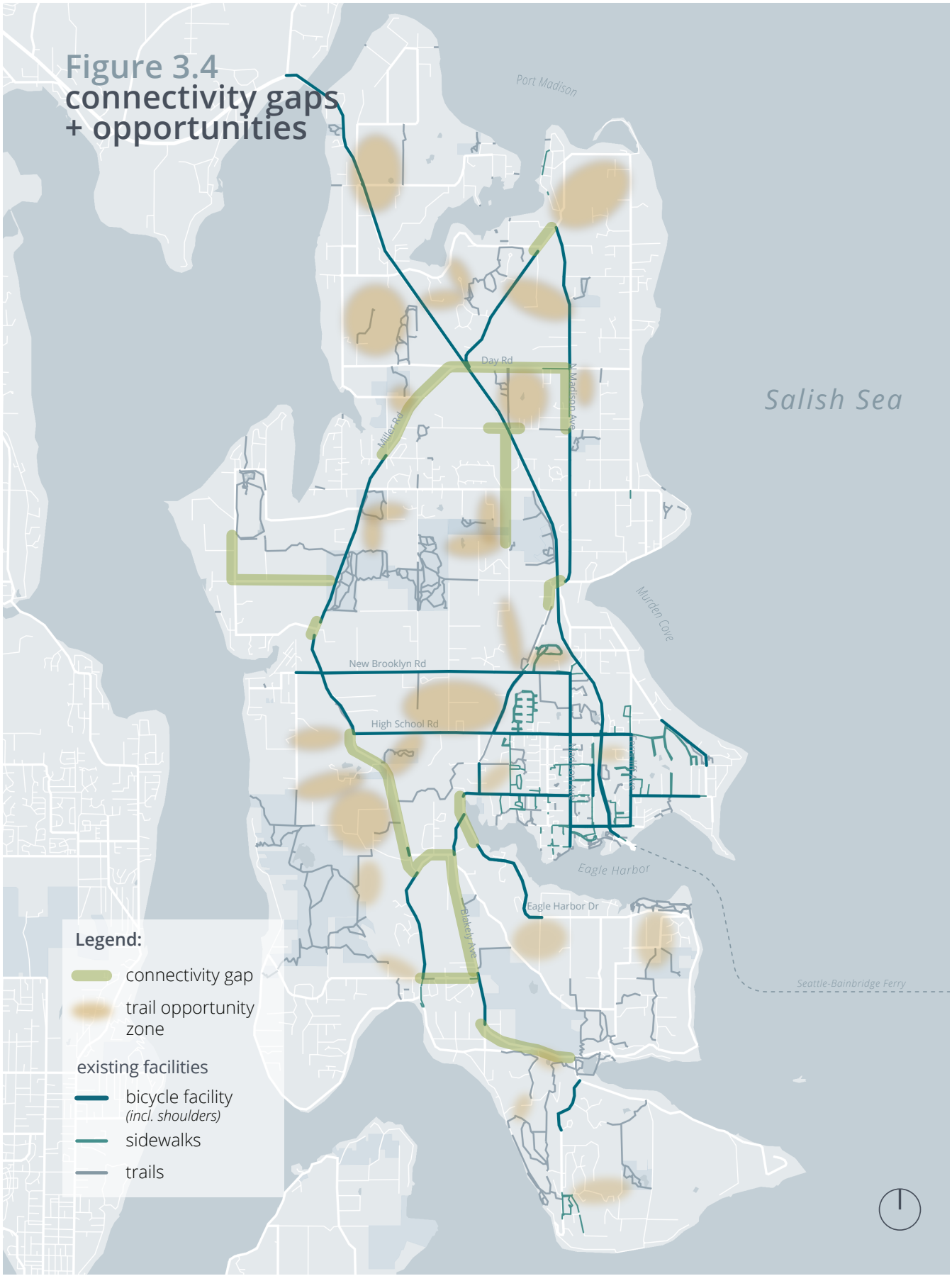
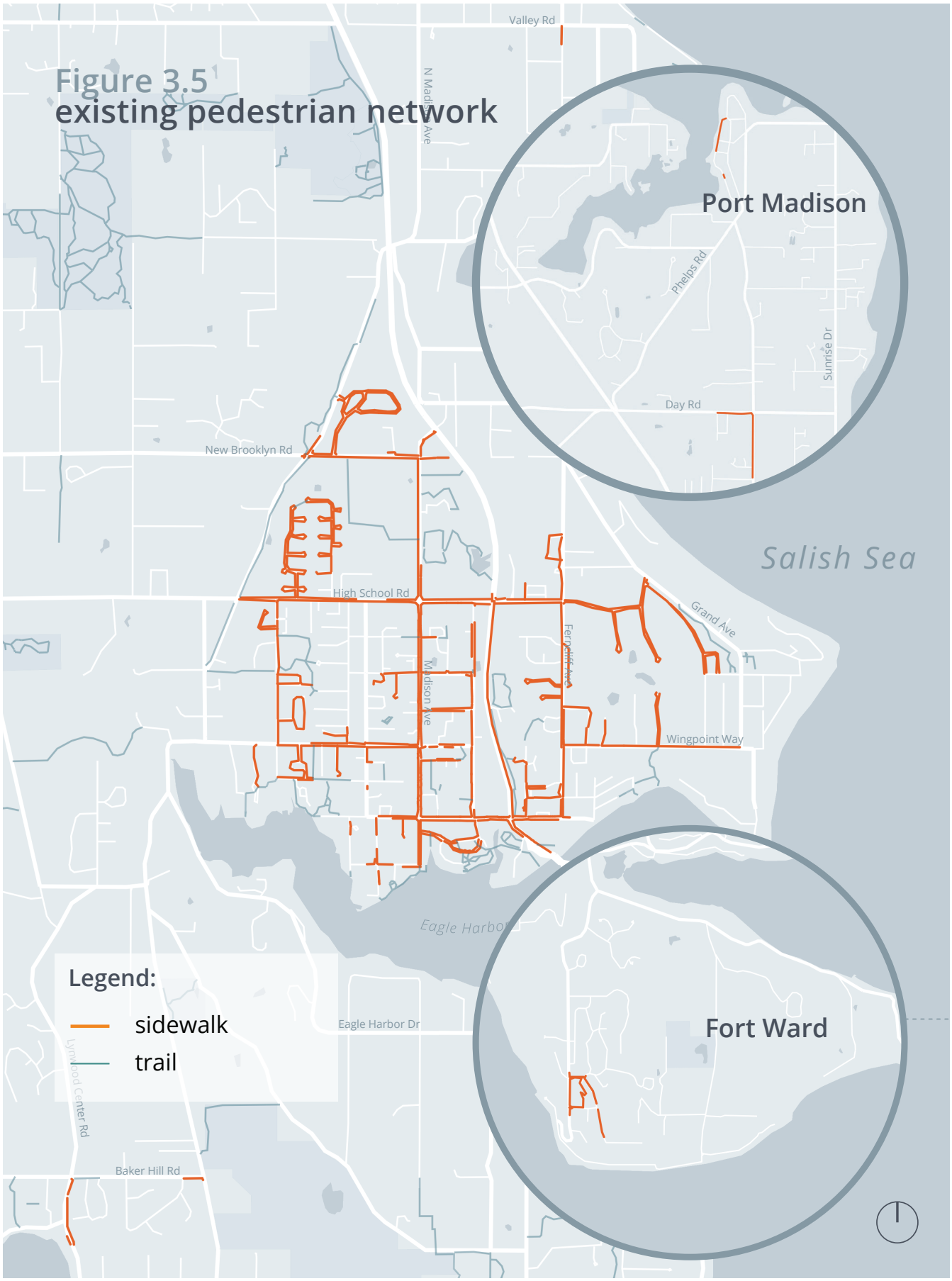


Figure 3.5
existing pedestrian network



that different trails serve different purposes and not all trails may be suitable for all users based on user ability and traveling mode. For example, some trails are too steep or technical to be wellsuited to commute trips, while other trails do not provide convenient access to key destinations. Therefore, to support the goals established in this plan and to also help clarify the role of the City in trail development, the City prioritizes the planning and development of trails and trail connections that facilitate active transportation trips. The City will continue to rely on its partnership with BIMPRD to continue building out the recreational trail network.

The future mobility network that is presented in Chapter 4 attempts to improve these conditions by improving safe connections to trail areas and expanding trail connections on key cross-Island routes. The City will continue to use the BIMPRD's trail development standards in its own trail development to maintain consistency in trails regardless of ownership.

3.4 Existing Transit and Shared Mobility Network

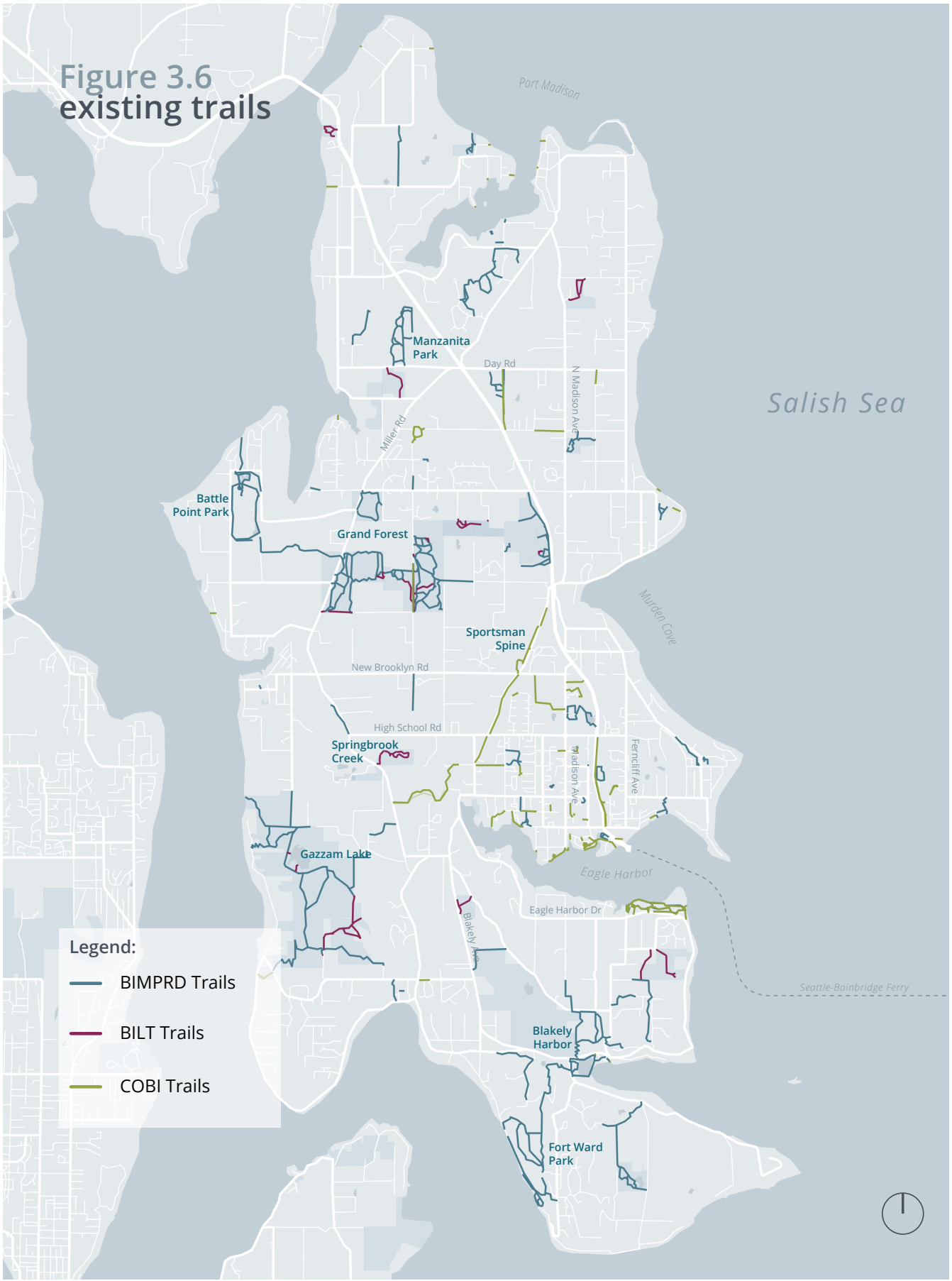
Kitsap Transit, Clallam Transit, and Washington State Ferries provide local and regional transit service on Bainbridge Island. Kitsap Transit is the primary transit service provider and operates approximately 110 miles of bus routes and 125 bus stops on the Island. The commuter transfer station for Kitsap Transit bus service is located in Winslow at the ferry terminal. There are no bus maintenance depots or fueling facilities located on the Island. Kitsap Transit also operates BI Ride, an on-demand service hailed through a digital booking app, or through a pick-up at designated stops and times Monday through Saturday. Existing park and ride facilities are located at Bethany Lutheran Church, Island Church, American Legion Post, and Day Road park and ride lot on SR 305. A map of existing transit and mobility options is included in Figure 3.8. Washington State Ferries provides regional transit with approximately 21-23 sailings per day between Bainbridge Island and Seattle. The maximum passenger capacity per ship is approximately 2,500 people and the vessels can accommodate between 144 and 202 passenger cars. Clallam Transit offers regional bus service between Bainbridge Island, Poulsbo, Sequim, and Port Angeles with multiple daily trips.

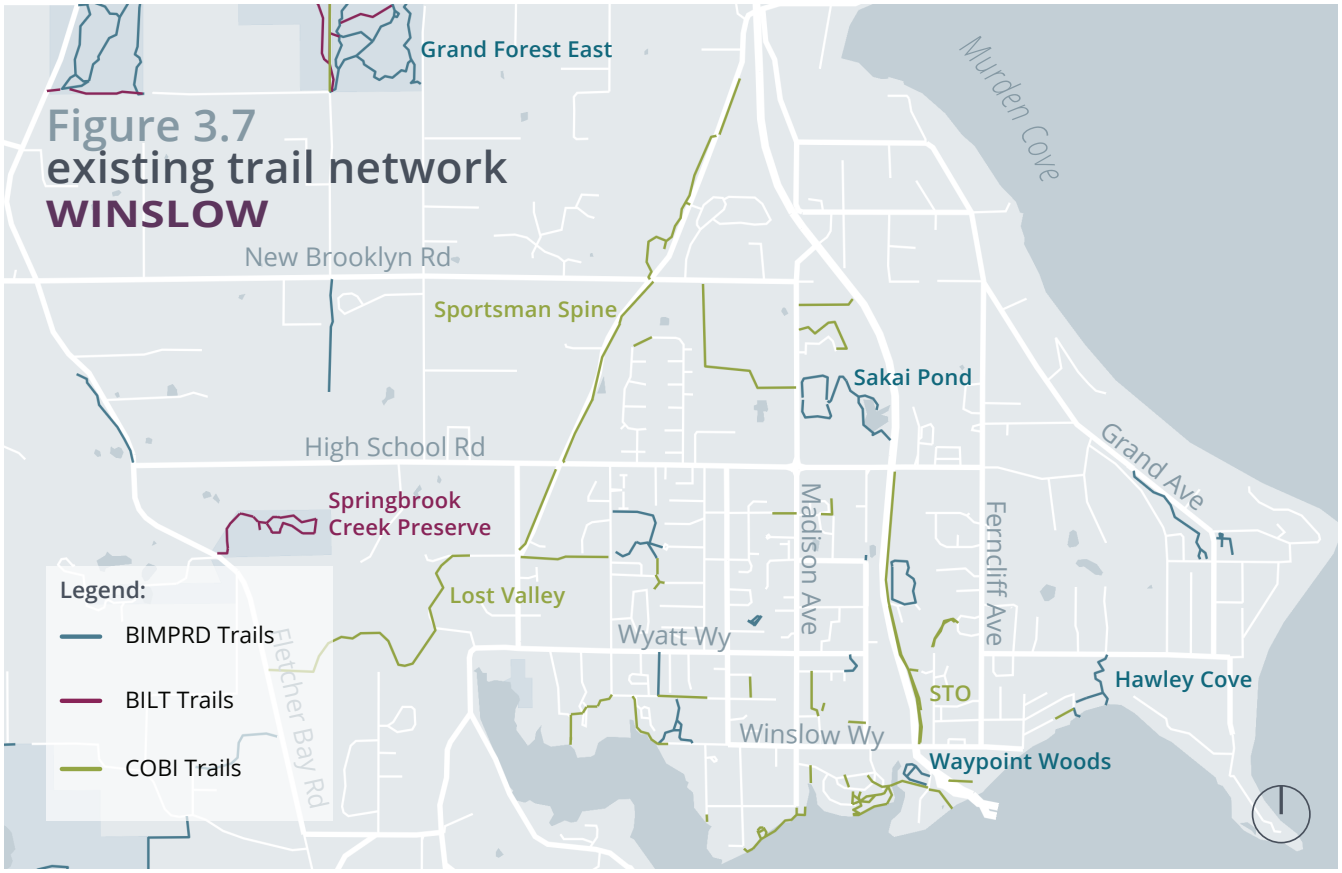
Transportation Demand Management (TDM)

In addition to traditional transit services, there are also several other smaller programs generally targeted at transportation demand management (TDM). TDM programs aim to encourage the adoption of non-single occupancy vehicle travel modes with the goal of reducing greenhouse gas emissions. Multiple agencies and organziations provide TDM programming on Bainbridge Island including Kitsap Transit and ZEV Co-op. ZEV Co-op operates an electric car sharing service in the region, and has multiple vehicles stationed at City Hall that are available for public use. Kitsap Transit currently offers the following TDM programs:

- **SCOOT the SCOOT** Program provides a free to use car for commuters who use some mode other than driving alone. This car is intended to encourage non-driving commutes by providing a vehicle that can be used for personal errands such as doctor's appointments
- **Carpool + Vanpool** Kitsap transit provides carpooling and vanpooling resources for residents and workers in Kitsap County. Kitsap Transit provides vans (including gas

Figure 3.6
existing trails





and maintenance) to registered vanpool groups.

3.5 Existing Roadway Network

The roadway network is designed for the movement of people and goods throughout the community. Major regional transportation features of the Island include the Washington State Ferry Terminal, which connects Bainbridge Island to downtown Seattle; and SR 305, which connects the Island to the Kitsap and Olympic Peninsula. SR 305 is the Island's principal transportation corridor, providing an important north-south connection. The State system is supported by a City roadway network of approximately 210 miles that connects residential areas and neighborhood centers to WSDOT facilities.

This section describes current operating conditions, which serves as a baseline for future comparisons. The vehicle and freight network analysis focuses on delay at intersections under 2022 conditions, which is the base year for the Comprehensive Plan update.

Road Classification

The City's roadway network is categorized into four functional classifications. These classifications indicate the level of traffic service that a roadway is intended to provide. Roadway functional classifications are used to determine roadway level of service standards and to support multimodal level of service analyses. The City's roadway classifications are described in Table 3.1 below and displayed in Figure 3.9.

Road classification also plays an important role in emergency evacuation routes. Higher classes of roadways are better able to transport higher volumes of traffic off

Figure 3.8
existing transit + shared mobility network

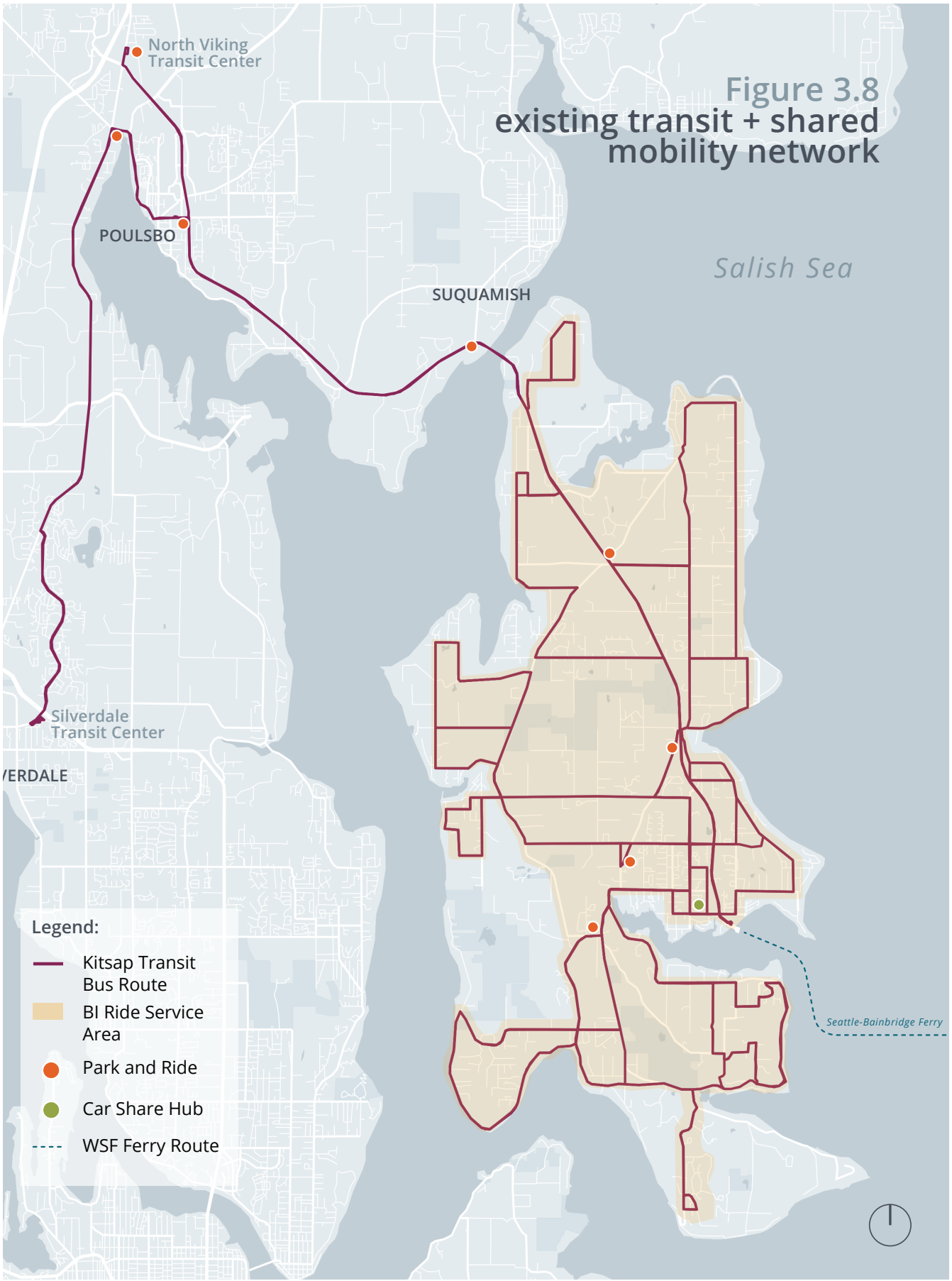


Figure 3.9
road classification

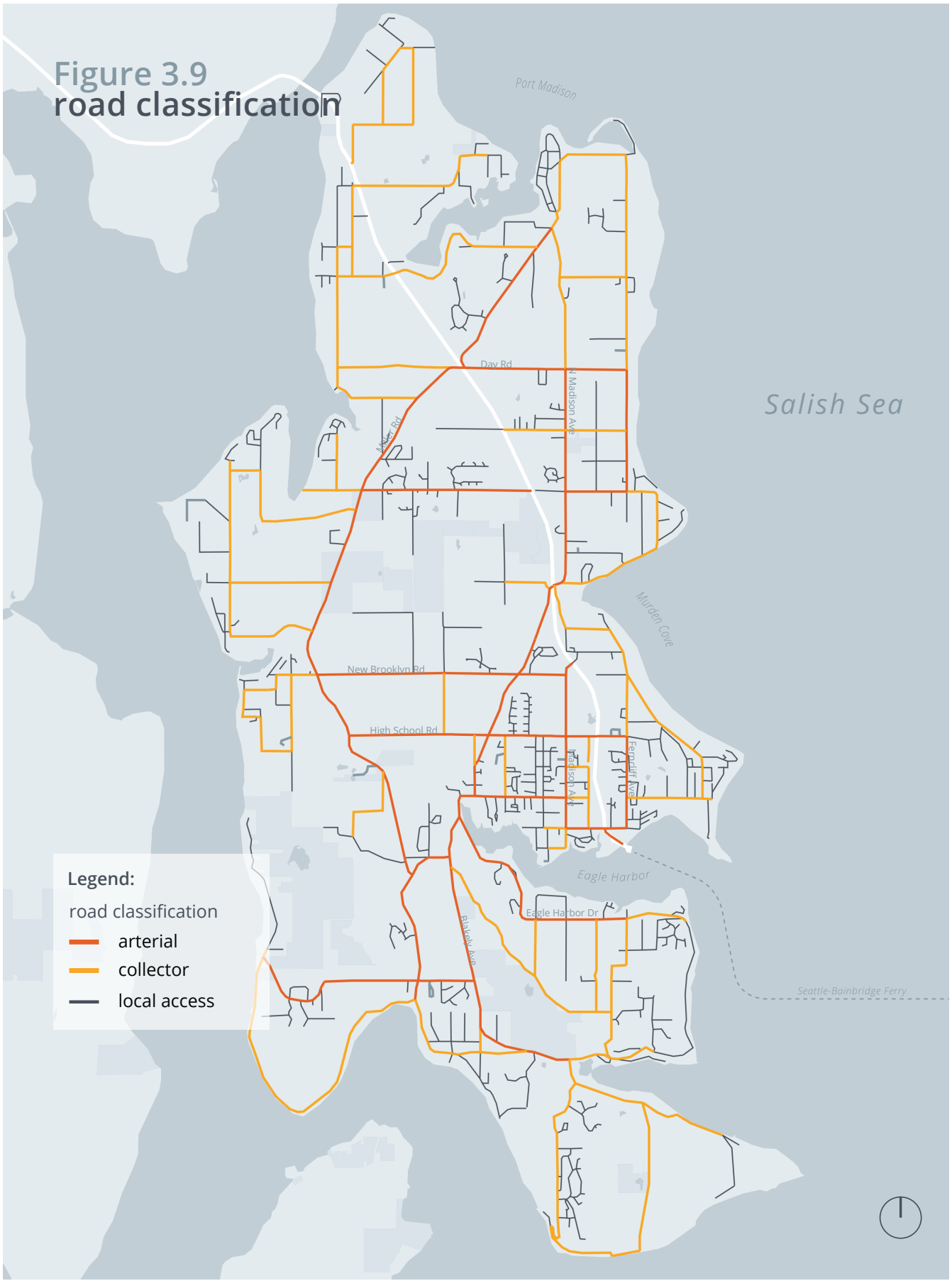


Table 3.1 Road Classifications

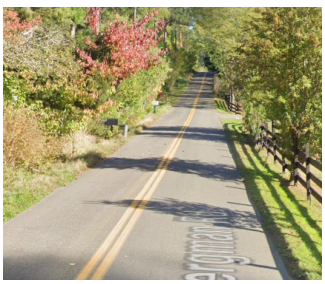
Classification	Definition	Example
Primary Arterial	Carries the highest levels of traffic in the system at the greatest speed for the longest uninterrupted distance, often with some degree of access control. Used for through trips and connections within the system.	SR 305
Secondary Arterial	Carries a high level of traffic at moderate speed, sometimes for through trips. Often serves as access to high-intensity land uses such as major employers or larger commercial centers; provides connections within the system.	New Brooklyn Rd
Collector	Connects traffic from residential roads to arterials at a lower speed, carrying lower levels of traffic than arterials. Serves neighborhood centers.	Bergman Rd 
Local Access	Carries low levels of traffic at low speeds. Serves as access to residential and commercial areas. Not used for through trips.	Mandus Olson Rd

Table 3.2
2023 traffic counts

Intersection	PM Peak Hour Volume
Lynwood Rd/Baker Hill Rd	924
Bucklin Hill Rd/Eagle Harbor Dr	1958
Wyatt Wy/Finch Rd	2060
Weaver Rd/Wyatt Wy	1422
Grow Ave/Wyatt Wy	1145
Madison Ave/Wyatt Wy	2328
Madison Ave/Winslow Wy	1750
SR305/Winslow Wy	2982
Ferncliff Ave/Winslow Wy	549
Ferncliff Ave/Wing Point Wy	680
SR305/High School Rd	3386
Fercliff Ave/High School Rd	1740
Madison Ave/High School Rd	3574
Grow Ave/High School Rd	1555
Weaver Rd/High School Rd	784
Sportsman Club Rd/High School Rd	1736
Fletcher Bay Rd/High School Rd	1105
Fletcher Bay Rd/New Brooklyn Rd	1560
Madison Ave/New Brooklyn Rd	1712
SR305/Madison Ave	3265
Sportsman Club Rd/SR305/Madison Ave	3972
Miller Rd/Koura Rd	1344
SR305/Koura Rd	3098
N Madison Ave/Valley Rd	1287
SR305/Lovgreen Rd	2912
SR305/Day Rd	3980
SR305/Hidden Cove Rd	3850
SR305/Port Madison Rd	3868
SR305/Agatewood Rd	3806
Madison Ave/Wallace Wy	1766
Winslow Wy/Ericksen Ave	1184
Bucklin Hill Rd/Blakely Ave	1490

Source: Fehr & Peers. 2024.

Table 3.3
2024 intersection delay

Intersection Name	Level of Service (LOS) Standard	Existing LOS	Existing Delay (seconds)
Miller Rd NE & NE Koura Rd	C	C	17
Madison Ave & Valley Rd	C	B	12
Fletcher Bay Rd NE/Miller Rd & New Brooklyn Rd	D	B	12
Fletcher Bay Rd NE & High School Rd NW	C	B	12
Lynwood Center Rd & NE Baker Hill Rd	D	B	13
Madison Ave N & New Brooklyn Rd	C	C	19
Sportsman Club Rd & High School Rd NW	D	B	14
Weaver Rd NE & High School Rd NW	D	B	13
Grow Ave NW & High School Rd NW	D	C	15
Madison Ave N & High School Rd NW	D	B	14
Ferncliff Ave NE & High School Rd NE	D	A	10
Madison Ave N & Wallace Way NE	D	C	19
Bucklin Hill Rd NE & Blakely Ave NE	C	C	19
Bucklin Hill Rd & Eagle Harbor Dr	C	B	13
Wyatt Way NW & Finch Rd NE	D	D	29
Weaver Rd NE & Wyatt Way NW	D	C	17
Grow Ave NW & Wyatt Way NW/Wyatt Way NE	D	B	13
Madison Ave N & Wyatt Way NE	D	A	7
Ferncliff Ave NE & NE Wing Point Way	D	B	11
Madison Ave N & Winslow Way E	D	B	14
Winslow Way E & Ericksen Ave NE	D	C	17
Ferncliff Ave NE & Winslow Way E	D	A	9
SR 305 & Winslow Way E	D	C	25
SR 305 & High School Rd NE	D	D	48
SR 305 & Madison Ave N	D	C	32
SR 305 & Sportsman Club Rd/Madison Ave	D	D	54
SR 305 & NE Koura Rd	D	C	21
SR 305 & NE Lovgreen Rd	D	**E**	**39**
SR 305 & Day Rd	D	D	39
SR 305 & NE Hidden Cove Rd	D	**E**	**48**
SR 305 & Ne Seabold Rd/W Port Madison Rd	D	B	18
SR 305 & Agatewood Rd NE	D	D	26

Source: Fehr & Peers, 2024

the Island in the event of an emergency. However, the Island's arterial roads are often lacking in dedicated active transportation facilities which creates dangerous conditions for vulnerable users during periods of traffic congestion. Figure 3.10 shows the Island's priority evacuation routes.

Existing Traffic Conditions

The City collects regular traffic counts to assess changes in travel behaviors, to collect information for its concurrency program, and to track the operational health of the City's roadways. The City most recently collected traffic counts in 2024, the results of these counts are shown in Table 3.2. Additional information regarding level of service standards and how the City can mitigate traffic impacts is included in Chapter 5.

Traffic Counts

The City collects periodic traffic counts in key locations across the Island to understand vehicle volumes on City roadways. This information is used to inform mobilty network improvements and helps the City to better understand travel behavior on the Island. Traffic count data is collected at a roughly biennial cadence. 2023 traffic counts at selected intersections are provided in Table 3.2.

Intersection Delay

In addition to collecting periodic traffic counts, the City also collects information on intersection delay— or the amount of time that a vehicle dwells, on average, at an intersection. This data is used to assess an intersection's performance against adopted level of service standards. Table 3.3 provides the average intersection delay at 32 intersections across the Island. For information regarding roadway level of service standards, refer to Chapter 5.

3.6 Safety

The City is committed to creating safe conditions for all road users regardless of transportation mode. The City keeps records of all reported traffic accidents that occur on the Island and collects information regarding the type and severity of accidents. The City is responsive to resident feedback on safety concerns and conducts regular Traffic Operations Committee meetings to address these concerns and analyze solutions.

Accident History

Between 2019 and 2024, the Bainbridge Island Police Department reported a total of approximately 1,250 traffic accidents for an average of about 200 accidents per year. While only 5% (61) of all accidents involved a pedestrian or bicyclist, they account for over 20% of traffic accident-related injuries. Of all traffic accidents involving active transportation road users, more than 90% resulted in injury (compared to just 20% of accidents involving only motor vehicles). These statistics provide justification for implementing strategies that improve safety conditions for vulnerable road users.

The charts shown in Figures 3.11 – 3.13 provide additional analysis on traffic accidents occurring on Bainbridge Island.

Traffic Calming

One strategy for improving transportation safety is traffic calming. Traffic calming is the use of road design features to slow vehicle traffic speeds. Traffic calming interventions may also be used to reduce traffic volumes.

Speed

Reducing vehicle traffic speeds is one key strategy for improving safety for bicyclists

Figure 3.10
evacuation routes

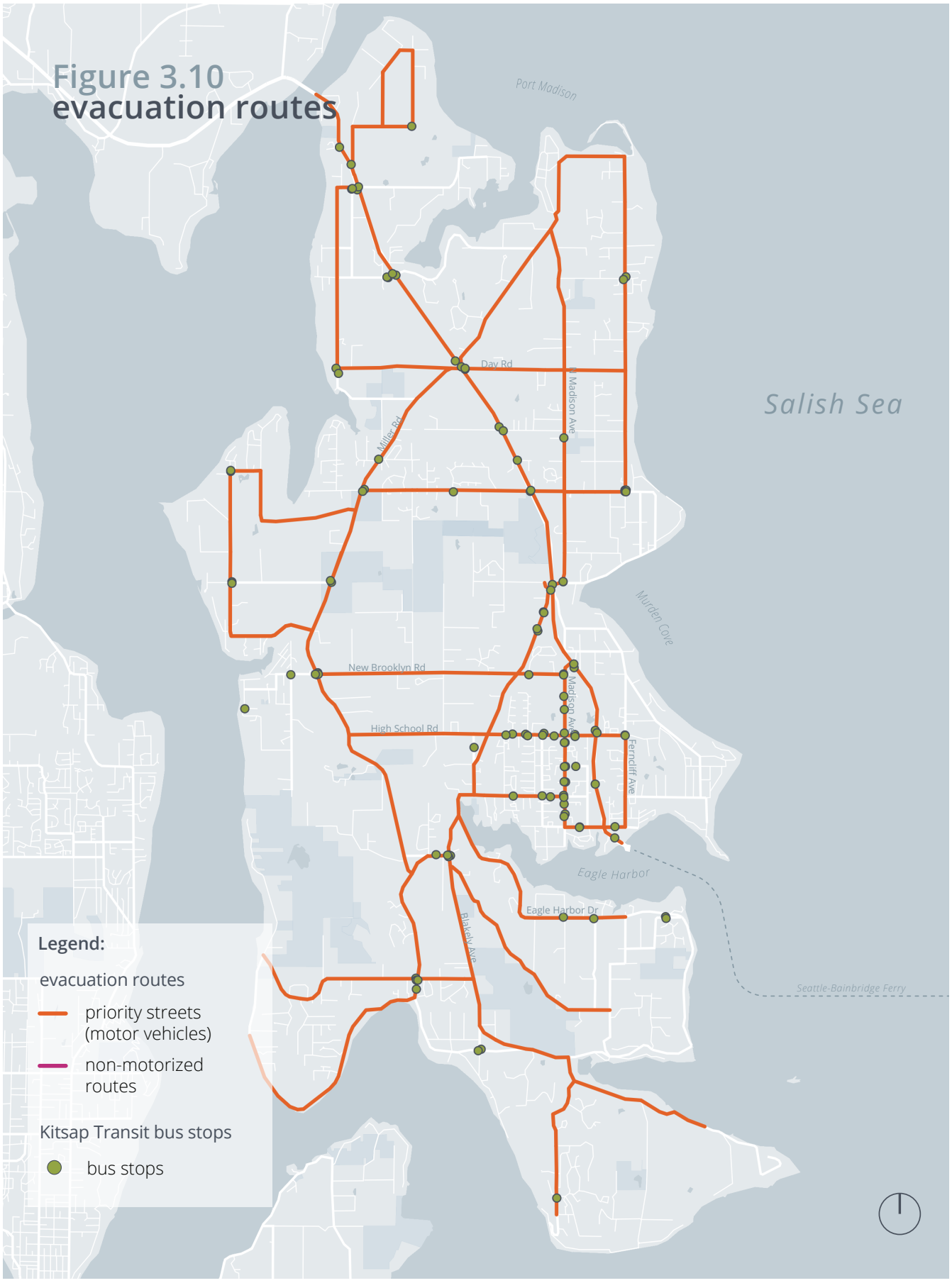


Figure 3.11
traffic accidents by collision type 2019-2024

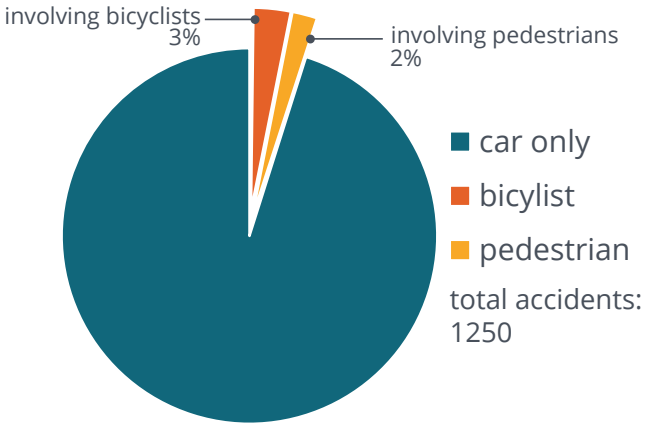


Figure 3.12
injuries by collision type 2019-2024

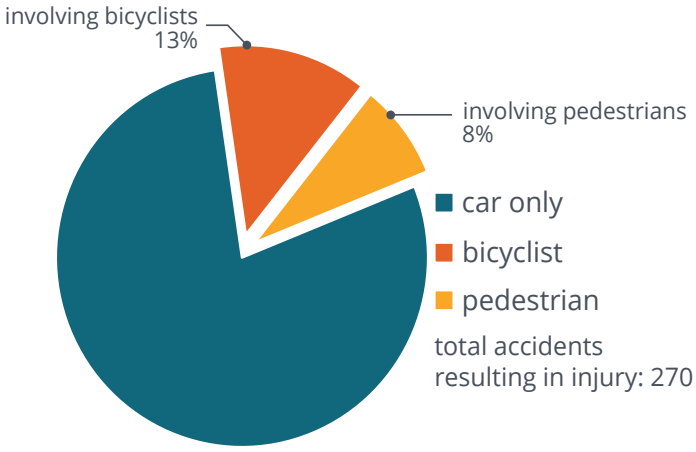


Figure 3.11 shows that approximately 5% of all traffic collisions on Bainbridge Island involve active transportation users. This is in contrast to Figure 3.12 which indicates that despite only making up 5% of all accidents, active transportation users account for over 20% of all traffic related injuries.

Figure 3.13
traffic accidents by year and collision type 2019-2024

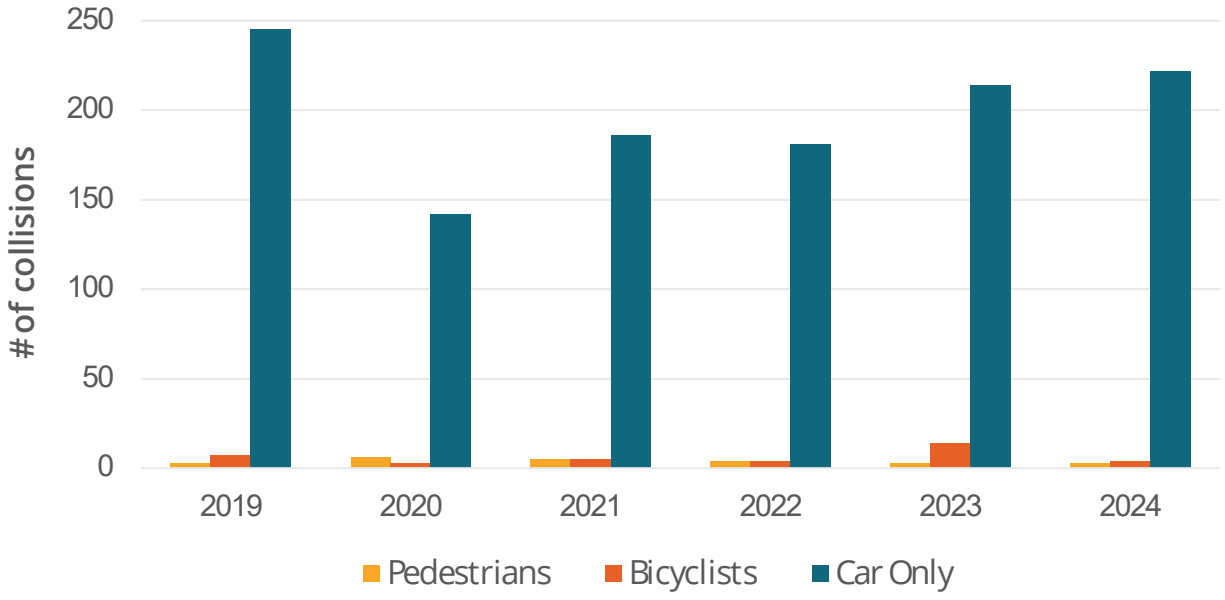


Figure 3.13 shows the number of collisions by year and collision type. While overall, the number of traffic accidents in 2020-2024 is fewer than the number of accidents in 2019, the number of accidents appear to be slowly increasing.

and pedestrians. A 2023 study of National Highway Traffic Safety Administration (NHSTA) data indicates that a pedestrian has a 75% survival rate when struck by a vehicle traveling at 32 miles per hour (mph). At speeds of 42 mph, just 10 mph faster, the survival rate drops to 50%.

Traffic calming strategies, such as chicanes, speed tables, and pinch points require motorists to slow down to safely navigate the road. Other traffic calming strategies such as raised center medians and raised crosswalks have the added benefit of increasing the visibility of pedestrians and bicyclists.

Traffic calming interventions may be implemented as spot treatments (Sakai Park), or they may be implemented along an entire corridor (Grow Ave.).

Volume

Traffic volume is one of the most useful indicators of the level of stress a bicyclist or pedestrian experiences while using a roadway. On lower volume roads, drivers tend to give active transportation users more space and pass bicyclists and pedestrians at safer speeds. Minimizing traffic volumes through road design often entails changing the roadway to limit through traffic. The existing mobility network on Bainbridge Island makes implementing these strategies difficult to accommodate. However, converting streets into one-way couplets and restricting roads to local traffic only present viable options for reducing traffic volumes on Bainbridge Island.

Safety Spot Improvements

The City frequently receives requests from residents to improve safety conditions on the Island's roads. The City evaluates these requests and provides responses through the Traffic Operations Committee which is comprised of staff representatives from the Public Works, Police, and Executive departments. Some of the safety challenges the City seeks to address are:

- **High speed/high volume traffic**
- **Complex turning movements**
- **Sight distance challenges (blind curves, hills)**
- **Lack of visible active transportation facilities**

4 MULTIMODAL VISION

MULTIMODAL VISION

Bainbridge Island's multimodal network vision includes a rich variety of transportation options that meet the needs of drivers, pedestrians, bicyclists, and transit users.

This chapter focuses on the desired future conditions of Bainbridge Island's multimodal transportation system. Multimodal systems include both motorized and active transportation modes. This chapter will focus on active transportation systems as well as transit and shared mobility. This chapter acknowledges the current challenges and gaps in the existing multimodal transportation system and suggests strategies for future development.

This chapter also emphasizes the importance of the development of new programs and policies that complement capital infrastructure projects and enhance their effectiveness.

Strategies and projects proposed in this plan are presented as the ideal for Bainbridge Island's future mobility network. Implementation of the projects and programs included in this plan will be balanced against funding availability, physical design constraints including environmental features, and property availability.

4.1 Active Transportation Systems

Active transportation users – people walking, cycling, and using mobility devices – have an important place in Bainbridge Island's mobility network. Facilities that accommodate these users provide safety and access, support density, reduce impact to the environment, and ultimately provide an improved quality of life for residents, workers, and visitors. For a full list of planned and proposed active transportation projects and programs see Chapter 6.

Future Mobility Network

The Island-Wide Mobility Plan proposes the development of a connected mobility network that provides non-motorized access to many of the Island's key destinations. This proposed network builds on previous City planning efforts and the Island's existing trail network to provide safe facilities for people of all ages and abilities. This work is relies, in part, on collaboration efforts with other agencies on the Island including the Bainbridge Island Metro Parks and Recreation District, the Bainbridge Island Fire District, and the Bainbridge Island School District.

The proposed network includes new bicycle and pedestrian facilities and upgrades to existing facilities that create a greater level of separation from vehicle traffic. Proposed projects include new sidewalks, side paths, separated bike lanes, as well as neighborhood greenways and traffic calming installations. Facility types are selected based on a variety of contextual factors including road classification, road speeds, traffic volumes, and connections to destinations.

A combination of the facility types described in the figure and tables on the following

Figure 4.1
facility typology

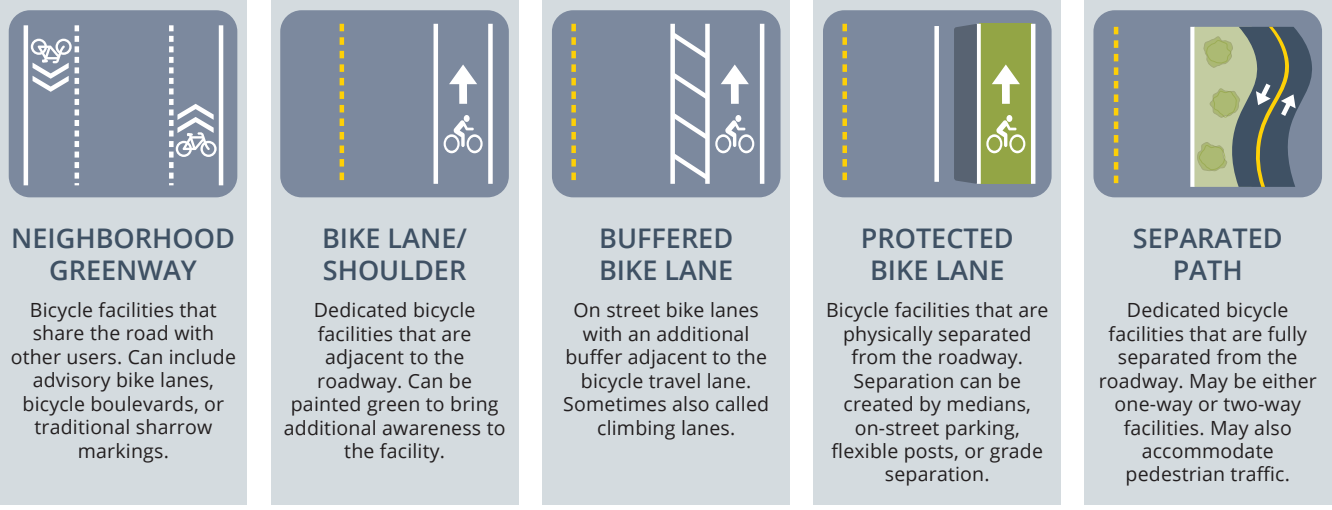


Table 4.1
facility selection considerations

	road context		
facility type	vehicle speed	traffic volume	sight distance
neighborhood greenways/ advisory bike lanes	≤ 20 mph	low volume *(eg. Old Mill Rd)*	not recommended if road has poor vertical or horizontal sight distances
striped bike lanes/ shoulders	≤ 25 mph	low volume *(eg. Old Mill Rd)*	not recommended if road has poor vertical or horizontal sight distances
buffered bike lanes	≤ 25 mph	medium volume *(eg. Eagle Harbor Dr)*	suitable for roads with poor vertical or horizontal sight distances
protected bike lanes	≤ 30 mph	high volume *(eg. Madison Ave.)*	suitable for roads with poor vertical or horizontal sight distances
separated paths	any speed	any volume	any road context

Table 4.2
facility design guidance

	design guidelines			
facility type	lane width	buffer width	markings	other considerations
neighborhood greenways/ advisory bike lanes	not applicable	none	sharrows or advisory bike lane striping	consider restricting vehicle access; pair with traffic calming
striped bike lanes/ shoulders	6′	none	bike lane marking; green striping at intersections recommended	pair with traffic calming strategies
buffered bike lanes	5′	2′ painted buffer	bike lane marking; green striping at intersections recommended	pair with traffic calming strategies; consider adding road signage
protected bike lanes	5′	2′ horizontal buffer with physical barriers or 3′ vertical buffer	bike lane marking; green striping at intersections	consider corner islands or medians at intersections
protected bike lanes : 2-way	8′	2′ horizontal buffer with physical barriers or 3′ vertical buffer	bike lane marking; yellow centerline; green striping at intersections	consider corner islands, medians, and/or bike signals at major intersections
separated paths	8′-15′ *(based on bike/ ped volumes)*	none	bike/ped markings and/or yellow centerline in high traffic areas	avoid the use of bollards; use flashing beacons and/or bike signals at intersections

pages is intended to create a safe and functional active transportation network that provides convenient connections to neighborhood centers and key Island destinations, including education, employment, recreational, and cultural opportunities across the Island. Facility types should be chosen based on the surrounding roadway and land use context. The full future mobility network vision is shown in Figure 4.3 on the following page.

People Safe Intersections

In addition to creating safe and context appropriate linear facilities, the City's multimodal vision includes people safe intersections that improve the visbility and predictability of all road users as they travel through the intersection. Well-designed intersections are intuitive to navigate, encourage slow driving and turning speeds, improve visibility of all users, and give priority to active transportation users. Intersection features such as lighting, raised crosswalks, curb extensions, and pedestrian islands can

help to minimize conflict at the intersection.

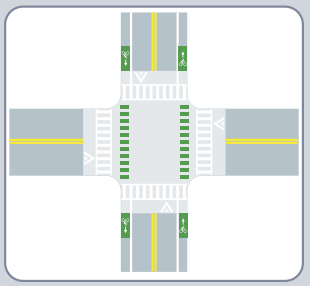
Figure 4.2 identifies common intersection treatments and design elements. Treatment types indicated are not comprehensive.

Connecting Centers

The Connecting Centers projects are a key element of the future mobility network. This collection of projects proposes to create a active transportation corridor that connects Lynwood Center to Rolling Bay via Winslow and provide connections to Island Center. Together, these projects create non-motorized access to many of the Island's key destinations including schools and employment centers. Focusing on connections between the Island's designated neighborhood centers will help facilitate active transportation trips throughout the Island by creating safe and convenient routes for walking and biking. The connecting centers projects were adopted by City Council for implementation in 2022.

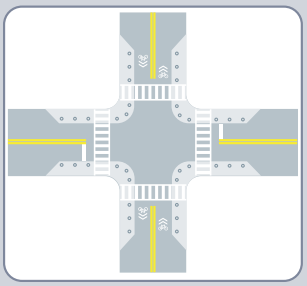
Existing conditions provide safe walking and biking facilities within downtown Winslow

Figure 4.2
intersection treatment examples



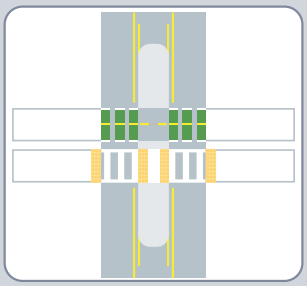
RAISED INTERSECTION

Raised intersections provide a visible, comfortable, and low-speed crossing environment for bicyclists and pedestrians.



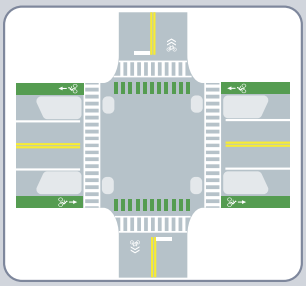
CURB EXTENSIONS

Curb extensions, or bulbouts, decrease turning radii for motor vehicles and slows down vehicle turning speeds.



CROSSING ISLANDS

Crossing islands allow non-motorized users to focus on crossing one direction of traffic at a time. Crossing islands may be used at intersections as well as mid-block crossings and trail crossings.



PEDESTRIAN ISLANDS

Pedestrian islands provide a safe space for people walking between bicycle and vehicle traffic. They reduce the crossing distance for pedestrians and reduce turning radii.

COMMON INTERSECTION TREATMENTS

The following treatments are commonly used at intersections to improve the safety and visibility of non-motorized users, and to communicate to users how they should proceed through an intersection.

Detectable Warning Surface (DWS)

Raised patterns that alert visually impared users of a potential hazard such as an intersection crossing.

Shark Teeth

White triangles on road surface used to indicate where road users should yield.

Sharrow

Road markings that indicate that motorists should share the travel lane with bicyclists.

Crossbike

Green painted crossing used to indicate bicycle crossing at intersections.

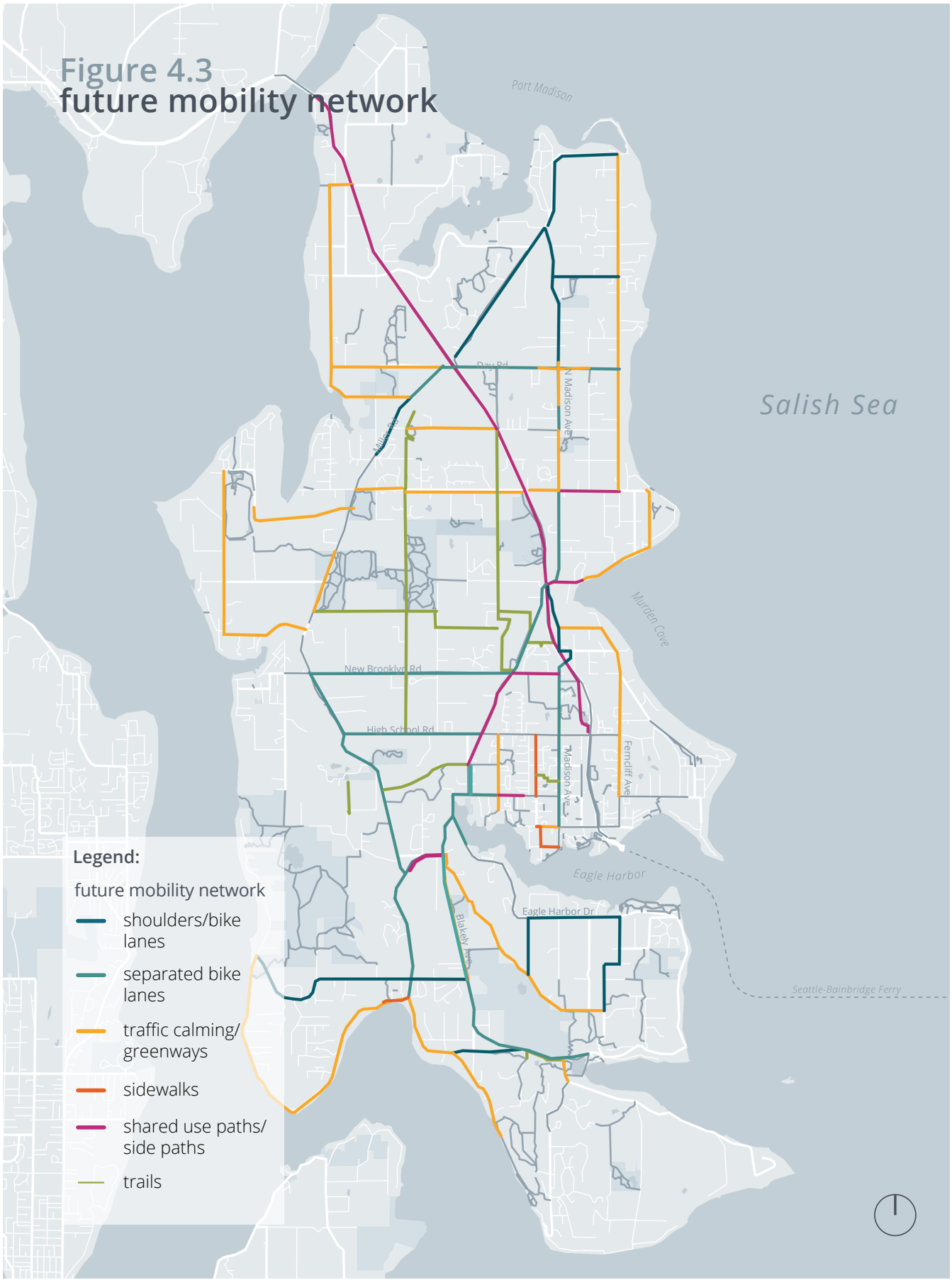
Crosswalk

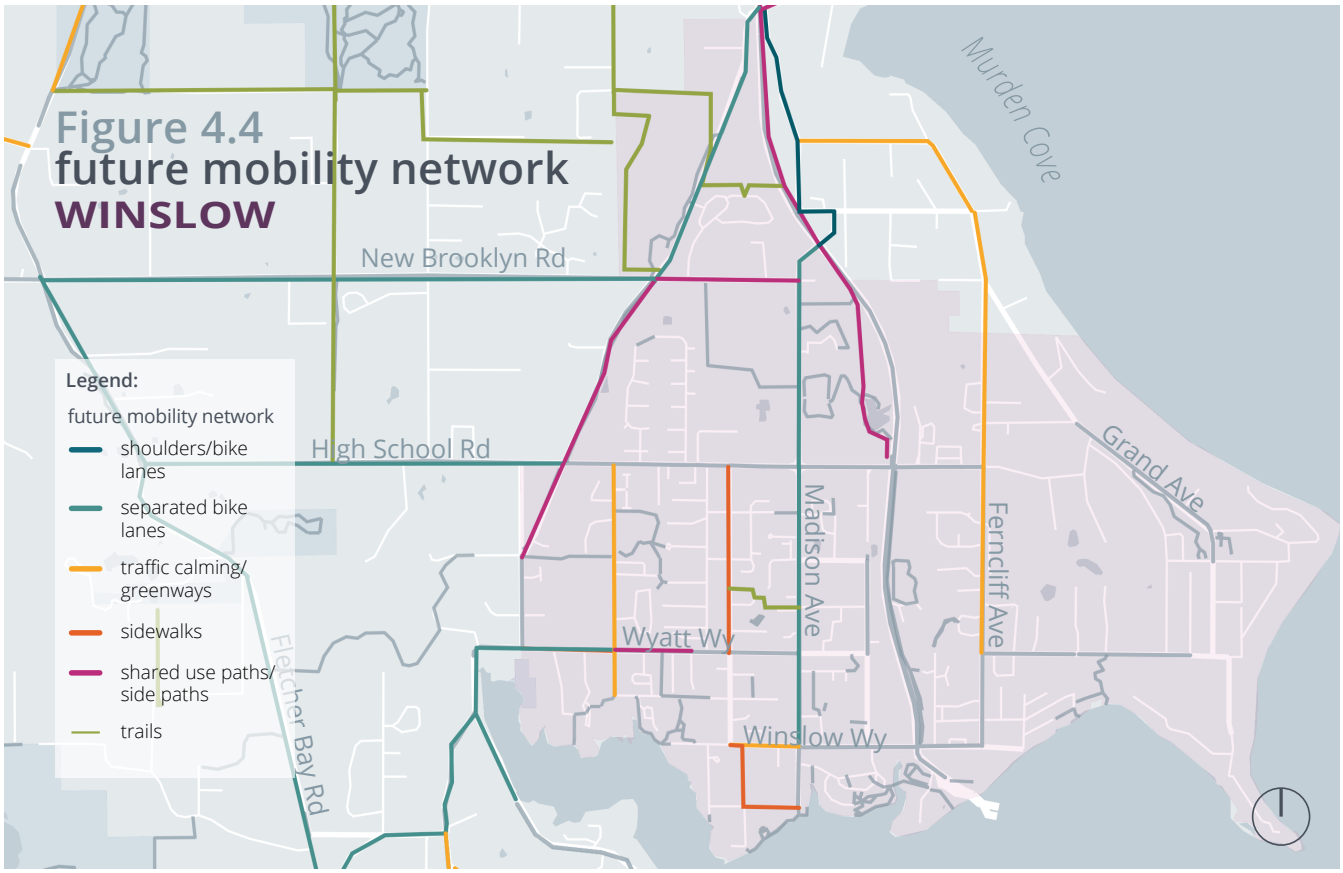
White painted crossing used to indicate pedestrian crossing at intersections.

Rectangular Rapid Flashing Beacon (RRFB)

Traffic control devices that emit a flashing light at crosswalk when turned on by a pedestrian.

Figure 4.3
future mobility network





and Lynwood Center, however, these facilities abruptly end outside of these areas forcing bicyclists and pedestrians to mix with vehicle traffic. This lack of continuous facilities creates a barrier to adopting active transportation modes, especially for vulnerable users such as children and seniors.

Other identified barriers to creating connected active transportation facilities are:

- **Deficiencies in ADA-compliant facilities**
- **Inadequate and unsafe crossing conditions at roadway intersections**
- **Facilities that do not extend far enough to meet users' needs**

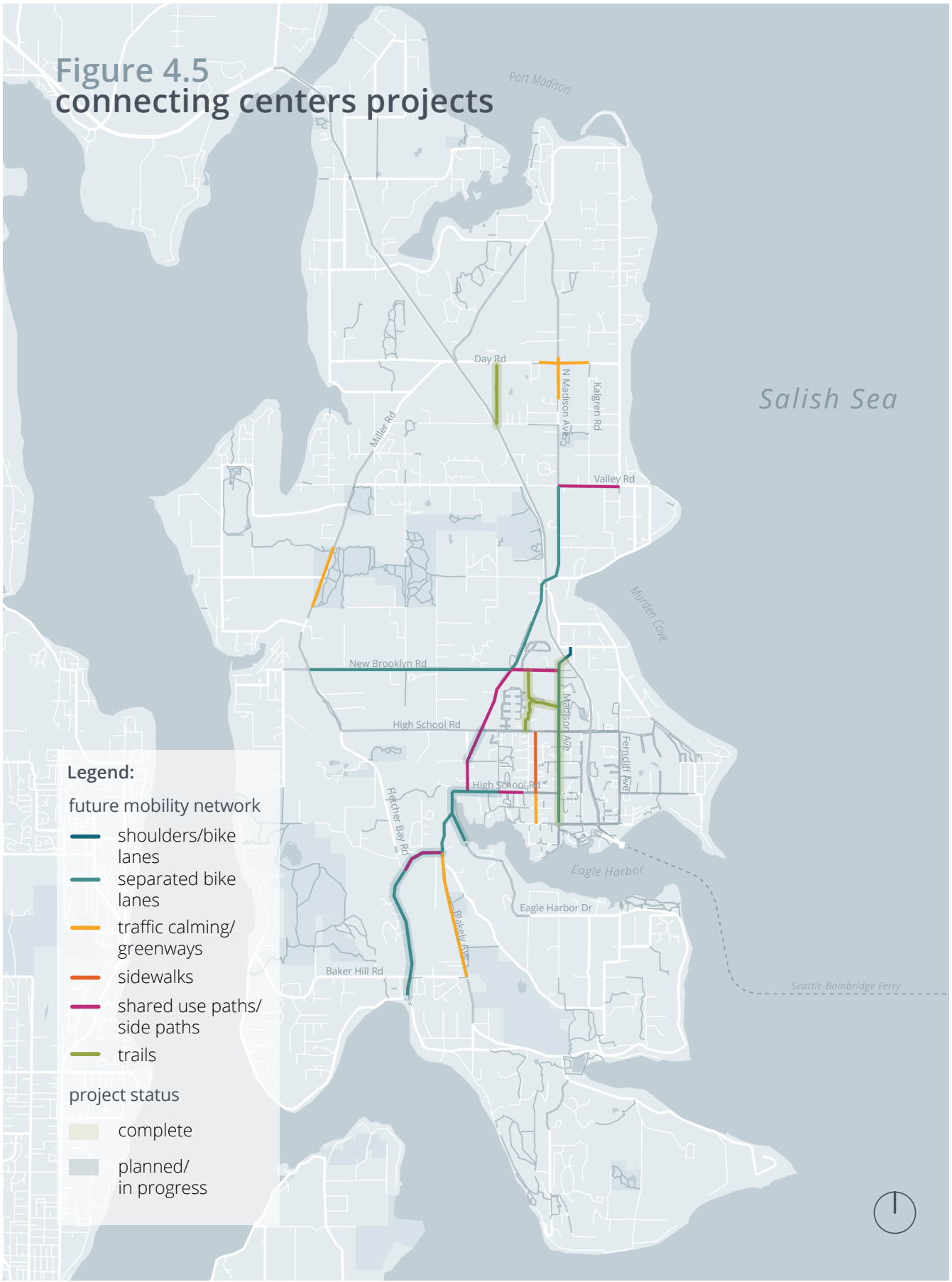
Refer to Figure 3.3 for a map of the Island's existing connectivity gaps.

Creating safe and convenient connections for bicyclists and pedestrians is a crucial strategy for reducing vehicle miles traveled (VMT). A 2021 study determined that 70% of all vehicle trips that occur on Bainbridge Island start and end on the Island and are between 2-6 miles long. These short on-Island trips are particularly well-suited for replacement by a active transportation mode. The completion of the Connecting Centers projects is estimated to reduce total vehicle miles traveled by roughly 5%, or approximately 4,500 miles daily.

All Ages and Abilities

All ages and abilities facilities provide comfortable separation from motor vehicles, both along a roadway and while crossing an intersection. All ages and abilities facilities are designed to meet the needs of all users but especially cater to the most vulnerable road users who may otherwise not feel

Figure 4.5
connecting centers projects



comfortable biking or walking to their destinations. This group includes seniors, women, children, and people with disabilities. Providing safe and low-stress facilities that all bicyclists and pedestrians can feel comfortable using empowers people to take more active transportation trips. Increased active transportation trips reduce traffic congestion, improve air quality, provide more equitable access to jobs, and bolster local economies. Creating all ages and abilities infrastructure not only benefits current cyclists and pedestrians, but also benefits future bicyclists and pedestrians, motorists, local economies, and the environment.

The IWMP proposes the creation of an all ages and abilities network that connects active transportation users to destinations across the Island. All ages and abilities facilities are defined as bicycle and pedestrian facilities that achieve a level of traffic stress (LTS) of one. More information about LTS is included in Chapter 5.

Figure 4.5 shows the proposed Connecting Centers and All ages and Abilities network.

Sound to Olympics Trail

The IWMP supports the continued development and implementation of the Sound to Olympics (STO) Trail. The STO is a regional trail which, once completed, will run from the Bainbridge Island Ferry Terminal through the Kitsap Peninsula to Port Gamble. The STO will connect with the Olympic Discovery Trail to provide seamless non-motorized access to the Pacific Coast.

The STO provides an all ages and abilities facility from the ferry terminal to the Agate Pass Bridge along the SR305 corridor and is an important part of the Island's future mobility network. Combined with the Connecting Centers projects, this would create a complete all ages and abilities connection from Lynwood Center to the Agate Pass Bridge. The STO will improve non-motorized access to destinations such as the Bainbridge Island Recreation Center, Meigs Park, and the Day Road business-industrial area. In addition, the STO will also provide safe, convenient, and low-cost access to off-Island destinations.

In 2024 the Bainbridge Island City Council approved a preliminary alignment for the STO. The preferred route alternatives can be found in Appendix D.

The STO is particularly reliant on strong partnerships with local and regional agencies and organizations such as the Bainbridge Island Parks and Trails Foundation and the Leafline Coaltion. Maintaining and strengthening these partners is a priority of the City's

4.2 Transit + Shared Mobility

Transit and shared mobility—programs such as carshare or bike share—play an important role in Bainbridge Island's mobility network. These transportation options provide sustainable alternatives to using a personal vehicle for both long and short-distance trips. These options may also be preferred by users who are unable to, or uncomfortable with, walking or biking to their destinations. Providing a variety of transit and shared mobility options improves access for a wide range of users and increases the resiliency of the mobility network by providing alternatives for reaching a destination.

Island Mobility Hubs

Mobility hubs are designed to connect users to a variety of multimodal transportation options and travel amenities. Mobility hubs

ease the burden of transferring between travel modes and make adopting sustainable transportation options more convenient by clustering services and amenities in one location. Importantly, mobility hubs integrate public and private mobility services such as transit, bike share, and ride-hailing, to allow users to seamlessly access first and last mile connections which can make sustainable transportation modes a more desirable travel option.

This plan calls for the creation of multimodal mobility hubs in Lynwood Center and the Coppertop business park as well as in Rolling Bay and the High School Road commercial area. Additional mobility hubs within the Island's neighborhood centers may be warranted to meet the needs of the community. Mobility hubs are intended to be flexible in scale and design to respond to the current and anticipated needs of the community. Examples of potential mobility hub configurations are shown in figure 4.6.

Island Circulator

Two new all-electric circulator services are proposed—a Winslow circulator that operates in and around the Winslow area and an Island-Wide Circulator that provides access to destinations in Lynwood Center and other parts of the Island. These proposed circulators are intended to complement the existing transit services provided by Kitsap Transit by addressing current service gaps such as weekend and evening service. Figure 4.6 shows the proposed circulator routes.

Kitsap Transit Service

Currently, Kitsap Transit (KT) is the sole transit service provider on Bainbridge Island. Kitsap Transit operates fixed-route buses, paratransit services, flexible on-demand services, and provides vanpools to eligible groups commuting to or from anywhere in the County.

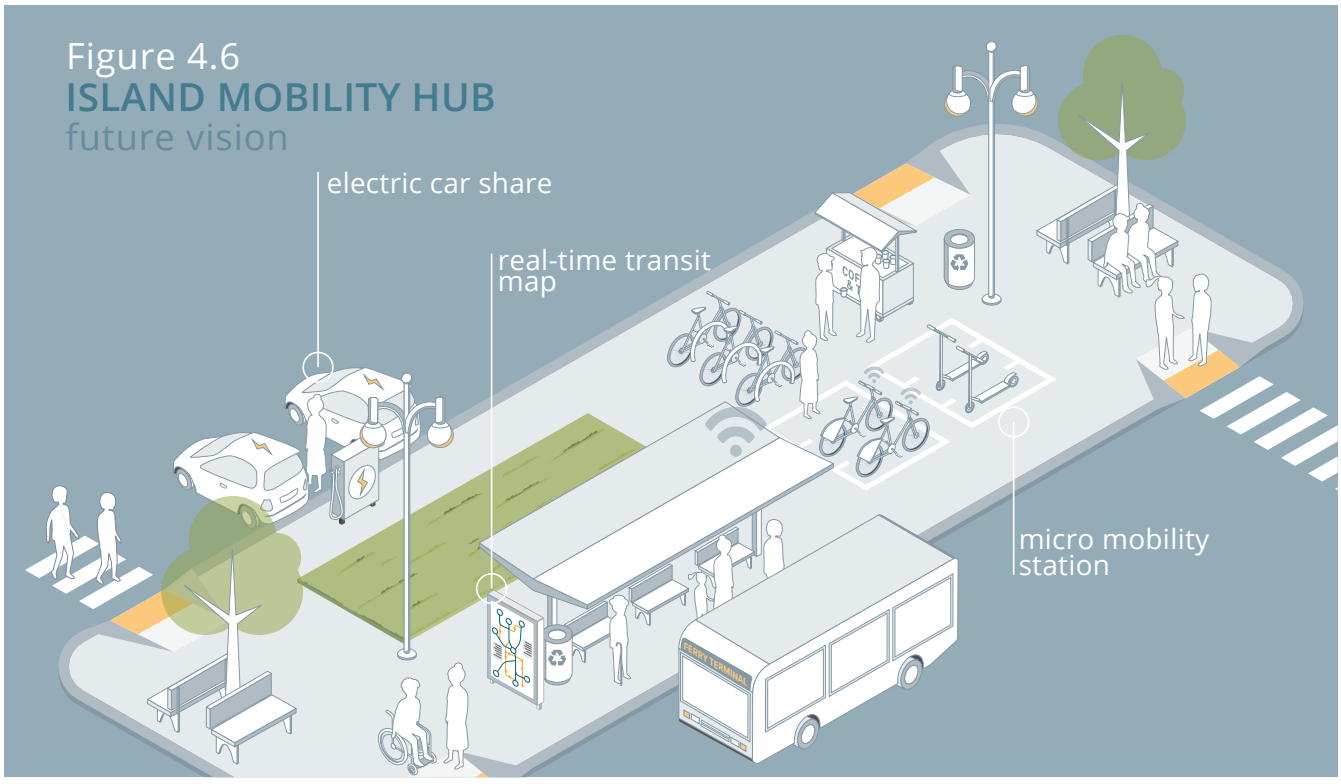
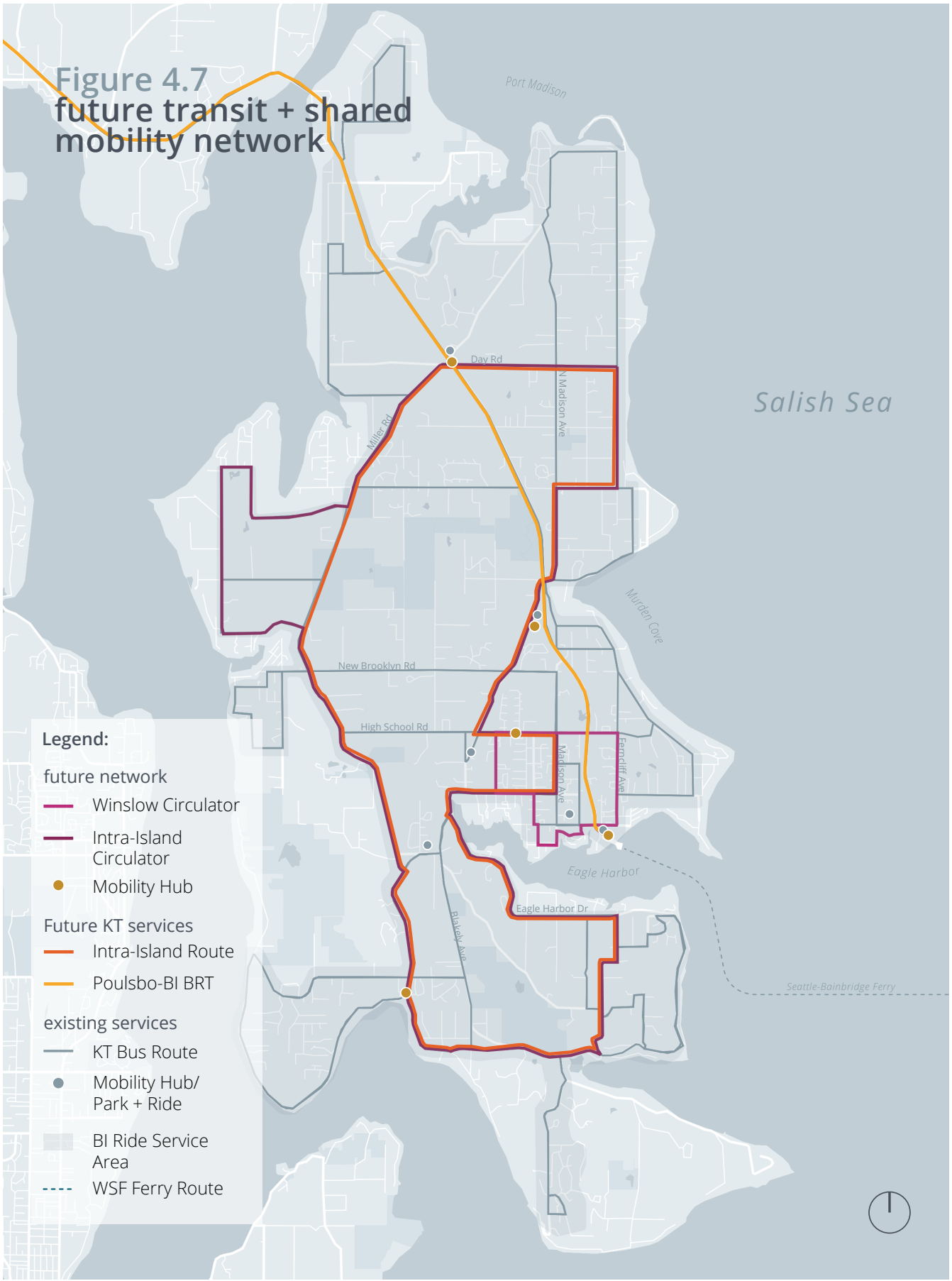


Figure 4.7
future transit + shared mobility network



Kitsap Transit publishes periodic updates to its Long Range Transportation Plan (LRTP) that establishes the agency's guiding goals and includes proposals for service and capital infrastructure improvements. The most recent Kitsap Transit Long Range Plan update was completed in 2022 and includes a variety of system improvements that directly impact transportation on Bainbridge Island. Transit improvements included in the LRTP include the following:

- **High Capacity Transit Routes** The new Bainbridge-Poulsbo-Viking Transit Center would be the Island's first bus rapid transit (BRT) route. This proposed route is also identified in Puget Sound Regional Council's Vision 2050 Plan.
- **New Local Routes:** The proposed Bainbridge Intra Island Route would create a new fixed route bus that connects Lynwood Center and Rolling Bay via Winslow and Island Center.
- **Expanded on-demand ride service:**

  The Kitsap Transit LRTP proposes expandedhurs would help capture after-school travel and improve the usefulness of the service.
- **New Circulator Route:** The Kitsap Transit LRTP proposes the creation of a Winslow Circulator that would facilitate trips in the Winslow commercial areas. This service would improve access from the ferry terminal to downtown Winslow and the High School Road commercial area.
- **Multimodal Hubs:** In addition to new services, the Kitsap Transit LRTP includes the addition of a new multimodal hub in Lynwood Center. This hub would service a variety of transportation modes including transit, biking, and rideshare.

See Appendix E for the transit service and capital investments identified in Kitsap Transit's Long Range Plan.

Micro-Mobility

Micro-mobility services such as bike-sharing programs can supplement transit and shared mobility services by providing first- and last-mile connections. As Bainbridge Island continues to grow its mobility network, the City should proactively plan for micro-mobility services.

4.3 Programmatic Support

Infrastructure improvements should be complemented with programmatic support and policy change. Education and incentive programs can help inform and encourage future multimodal transportation users while policy changes help to evolve and refine City processes that impact transportation planning.

Programs

Implementation Oversight

The implementation of this plan will rely on the continued support and guidance provided by oversight bodies such as a Transportation Commission and/or Transportation Working Group. These oversight groups should be made up of Councilmembers and interested residents and would provide implementation recommendations to the City Council. Topics considered by these groups should be constrained to the projects, policies, and programs included in this plan.

Travel Options Programs

One key strategy for achieving the goals outlined in this plan is to provide incentives and educational resources to residents and visitors to encourage the adoption of sustainable transportation modes. This plan recommends the development of the following incentivization and education programs.

SAFE ROUTES TO SCHOOL

The goal of Safe Routes to School (SRTS) is to encourage more students to walk and bike by improving safety in areas around schools and by giving students and their parents the tools and resources they need to feel comfortable walking and biking. SRTS includes both improvements to the built environment and education and incentive programs.

SRTS is intended to improve health and well-being of students and their families, lower GHG emissions, and foster a generation of active transportation users.

Some Safe Routes to Schools projects and programming could include the following:

- LTS 1 facilities within 1/2 mile of schools
- Youth bicycling education program
- School crossing guard program
- Improved crossing facilites and intersections near schools
- Traffic calming in school zones
- Bike and helmet giveaways to low-income youth

- **Safe Routes Programs** focus on developing travel options and eliminating barriers to help children, older adults, low-income residents, and other vulnerable members of the community reach their destinations safely and comfortably. Examples of safe routes programming include biking and walking buses, safe cycling education courses, and volunteer crossing guard programs.
- **Rideshare Programs** facilitate trips on the Island without the need for a personal vehicle. Programs could include the development of carpooling and vanpooling incentives or the development of carsharing services like ZEV Co-op.
- **E-Bike Voucher Program** to accelerate e-bike adoption amongst Bainbridge Island residents. This program proposes to provide a subsidy in the form of a voucher for the purchase of an e-bike. Studies have shown that e-bikes may reduce vehicle use by nearly 40% amongst adopters.
- **First/Last-Mile Transportation Programs** such as bike and scooter share and Transportation Network Companies (TNC) such as Uber and Lyft can help Island residents bridge the gap between transit services and their destinations.

Island-Wide Programs

The following program recommendations aim to provide consistency in the mobility network across the Island. These programs can help to enhance predictability and safety for all road users.

- **Wayfinding Program** to develop a consistent wayfinding system across the Island. The development of this program should be done in collaboration with partner organizations such as the Park District, the Chamber of Commerce, and the School District. This program should include the development of print and on-line map resources including pedestrian and bicyclist route maps.

- **Gravel Shoulder Maintenance Program** to provide safe spaces for travel and preserve asphalt life. There are many locations along the Island's roads that have gravel shoulders with enough room for people to safely walk, roll, or ride and off-road bike. This program would invest more staff time and funding into regular maintenance of these gravel shoulders.
- **Traffic Calming Program** that plans and implements road design features such as chicanes, traffic circles, and pinch points that encourage motorists to drive at slower and safer speeds. Traffic calming projects included in this program may be temporary or permanent and should respond to the local context and resident feedback.
- **Project selection criteria** that provides a systematic approach to selecting and prioritizing projects and programs for planning and implementation. This process change is intended to ensure that projects and programs included in this plan and future plans align with adopted City goals. Refer to Chapter 6 for more information on project prioritization.
- **Trail easement strategy** that establishes priority trail connection areas across trail partner agencies and clearly identifies roles and process for acquiring easements and developing trails.

Policies

In addition to developing new programs to encourage transportation behavior change and improve transportation options for Bainbridge Islanders and visitors, the IWMP recommends new and updated policies that support the goals of this plan. These policies are intended to provide a decision-making framework for City staff to better direct development and resources in a way that supports the goals of this plan including reducing VMT and embedding equity considerations into projects. This following policy changes are supported by this plan:

- **Multimodal level of service standard** that updates the way the City evaluates transportation mitigation efforts needed to accommodate new development. Current level of service standards do not consider bicycle, pedestrian, or transit level of service. Using a multimodal approach would allow transportation improvements such as new bike lanes and sidewalks to be used to mitigate transportation impacts from new developments. Refer to Chapter 5 for more information on multimodal level of service.

5 OPERATIONS + MOBILITY

OPERATIONS + MOBILITY

Updating Bainbridge Island's level of service standards to a multimodal approach represents a shift in thinking away from automotive efficiency to multimodal network completeness that better aligns with adopted city goals.

Following the adoption of the 2022 Sustainable Transportation Plan (STP), Bainbridge Island is aligning its transportation plan and policies with goals established in the STP, including greenhouse gas reductions, safety, accessibility, and connectivity. These goals and the Connecting Centers scenario were adopted by City Council in 2022. The proposed multimodal level of service (MMLOS) framework integrates the STP goals and identifies a layered network of facilities for active transportation modes. This section outlines the MMLOS framework and standards. The section first describes the standards set as part of the 2017 IWTP before describing the updated MMLOS standards for active modes.

5.1 Prior LOS Standards

The facility types and associated LOS for active transportation infrastructure were previously established in the 2017 IWTP. The minimum bicycle level of service (BLOS) and pedestrian level of service (PLOS) for development is LOS C. PLOS and BLOS were calculated using the 2010 Highway Capacity Manual (HCM 2010) methodology. The LOS is based on quality of facilities as well as traffic volume and vehicle speeds. LOS measures are graded A through F based on a numerical score with the letter A representing facilities that are the most comfortable for walking or biking. Addition information about prior LOS standards can be found in Appendix F.

While the 2017 IWTP provides a framework for calculating MMLOS, the plan does not identify target LOS scores along specific roadways. In other words, it does not define if Bainbridge Island is striving to achieve a certain PLOS or BLOS on a given roadway. To streamline the application of these LOS standards, the proposed LOS approach outlines the desired LOS across the multimodal network. By setting a target, the City can assess the current condition and determine the type of improvement that could achieve the desired MMLOS standard.

5.2 Revised Multimodal Level of Service Approach

The subsequent sections outline the updated MMLOS metrics, standards, and guidelines for each modal network. Fundamentally, this approach to MMLOS is built off the concept of layered networks: the understanding that each mode has its own modal network, but the overall network must integrate and consider all modes simultaneously. Previous planning efforts, including the 2022 STP, outline the City's goals for greenhouse gas reduction and building out sustainable modes that are safe, accessible, and connected. Building on MMLOS efforts from the previous Comprehensive Plan, this plan revises MMLOS metrics and defines standards to clearly outline what the City, partner agencies, and developers need to implement to fulfill Bainbridge Island's multimodal network.

Bicycle Level of Traffic Stress

Level of traffic stress (LTS) is the current state of the practice in planning bike facilities. This metric is termed "level of traffic stress" instead of "level of service" to acknowledge that the same bicycle treatment can have varying levels of stress depending on the street context. In this case, the standard is measured against the level of comfort a person may experience on the facility in a specific location. This approach provides a framework for designing bike facilities that meet the needs of the intended users of the system. Figure 5.1 describes the four typical categories of cyclists, each requiring different levels of accommodation to feel comfortable using the system.

Table 5.1 displays the various treatments required for each LTS designation along corridors. With this approach, treatments required to meet each LTS designation along a corridor vary based on speed limit and traffic volume. The contextual nature of the LTS approach acknowledges that the same bike treatment under different street conditions can evoke different levels of stress. For example, a striped bike lane without a buffer may be comfortable for all ages and abilities on slow streets. However, as speeds increase and corridor conditions change, a striped bike lane would no longer meet the needs of those in the LTS 1 category. Utilizing the LTS approach for bike conditions provides the City with the opportunity to plan bike networks that address the varying comfort levels of people who bike.

The cells in Table 5.1 that contain bold text indicate where "roadway condition modifiers" affect the score. These modifiers apply under some circumstances and there may be other factors influencing LTS such as significant slopes and challenging sight distances. The modifiers in these circumstances are outlined in Table 5.2.

Resulting LTS Network

The updated LTS standards for bicycle facilities were applied to all currently planned projects included in this plan (for more information on planned projects, see Ch. 6). The results of this LTS analysis are shown in Figure 5.2. This analysis can provide additional understanding of how the future

Figure 5.1
bicycle level of traffic stress

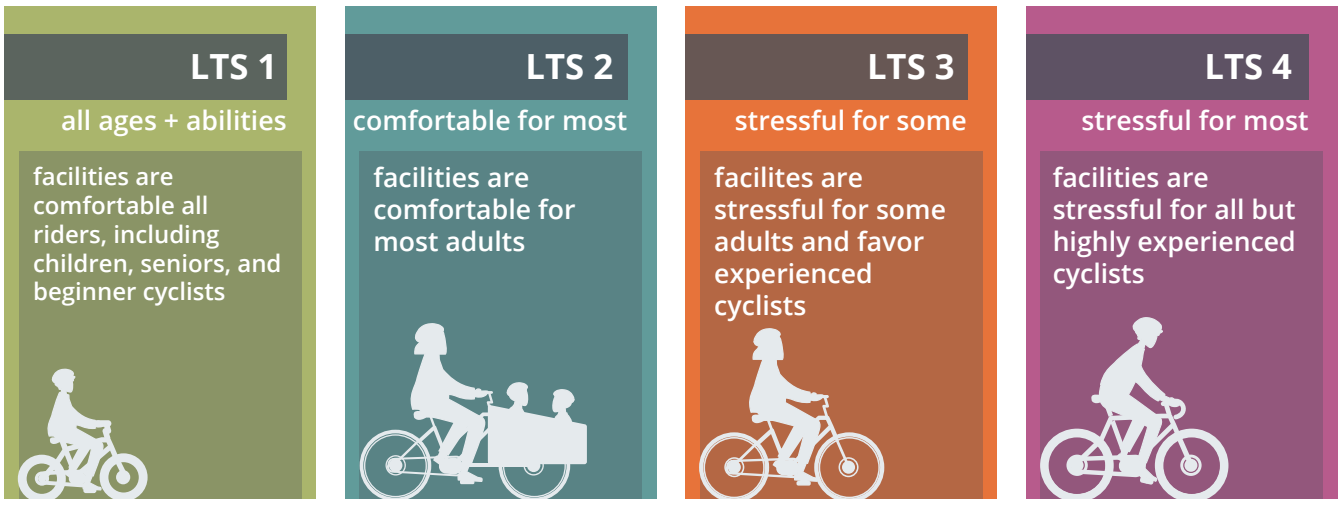


Table 5.1
bicycle level of traffic stress

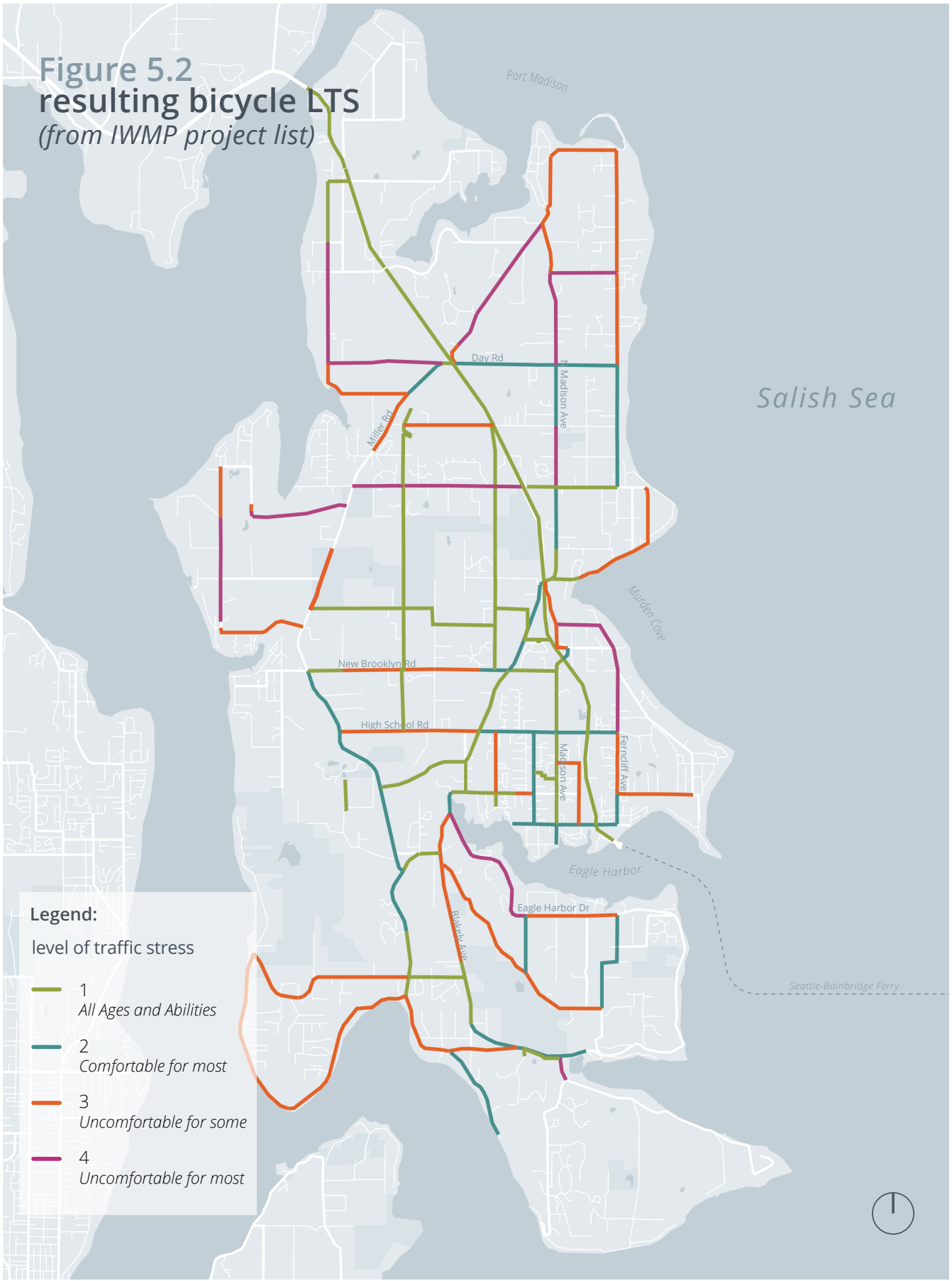
speed limit (MPH)	no markings	sharrows/ traffic calming/ greenways	striped bike lane/ shoulder	buffered bike lane	separated bike lane (vertical)	separated path/ shared use path/ side path
≤ 20	**1 or 2**	**1 or 2**	**1 or 2**	**1**	**1**	**1**
25	3	3	**2 or 3**	**2**	**1**	**1**
30	4	4	3	**2 or 3**	**1 or 2**	**1**
35	4	4	4	3	3	**1**
>35	4	4	4	4	3	**1**

Note: **Bold** text indicates that there is a modifier.
Source: City of Bainbridge Island, Fehr & Peers, 2024

Table 5.2
bicycle LTS score modifiers

Speed Limit (MPH)	Treatment	LTS 1 if...	LTS 2 if...	LTS 3 if...
≤ 20	**No Marking Sharrow Striped Bike Lane/Shoulder**	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.	N/A
25	**Striped Bike Lane/Shoulder**	N/A	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.
30	**Buffered Bike Lane**	N/A	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.
30	**Protected Bike Lane (Vertical)**	Vertical element that prevents vehicles from entering the bike lane (vertical curb, concrete planters, etc.).	Vertical element that limits but does not prevent vehicles from entering the bike lane (vertical flex-posts).	N/A

Figure 5.2
resulting bicycle LTS
(from IWMP project list)



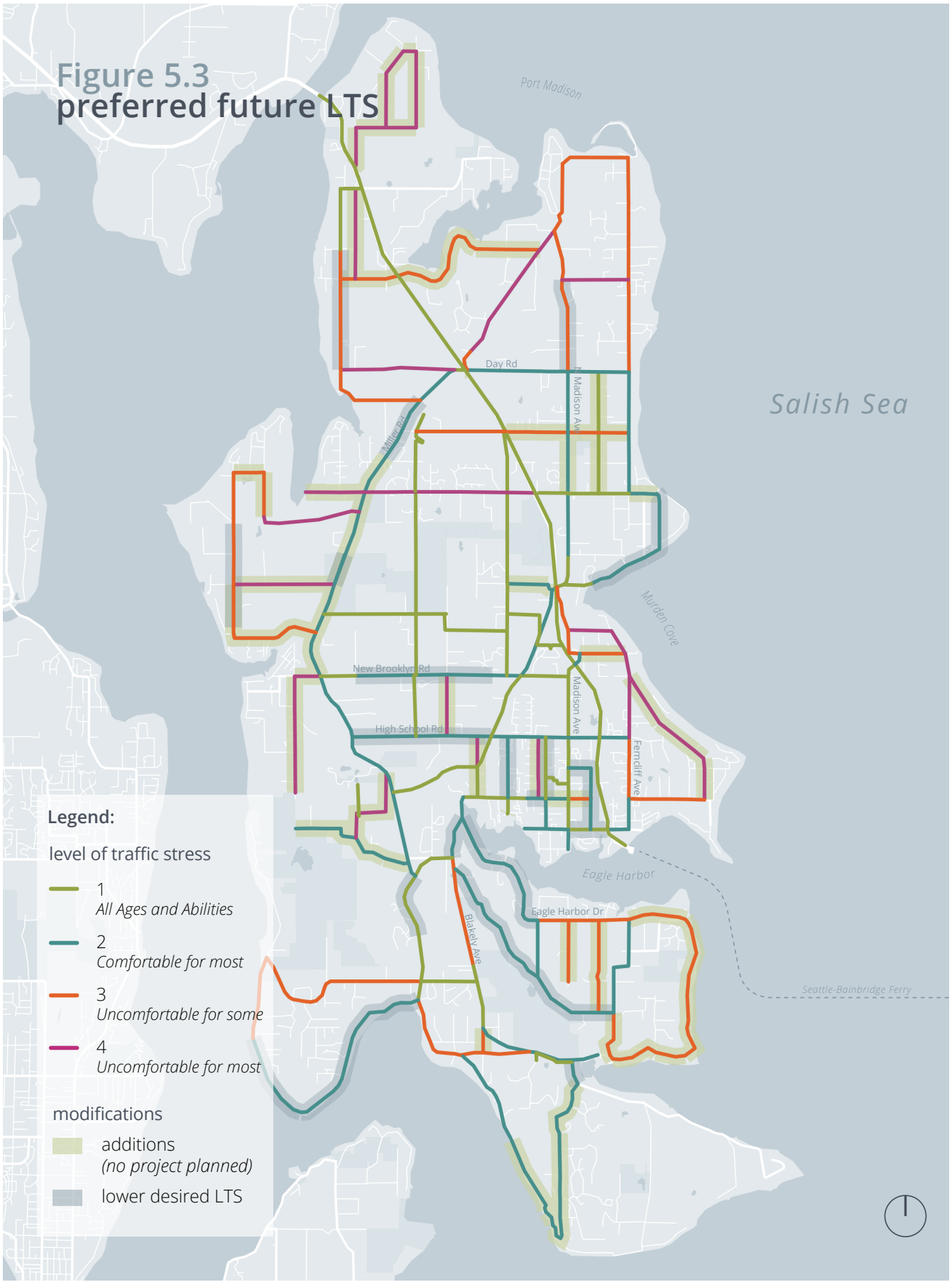
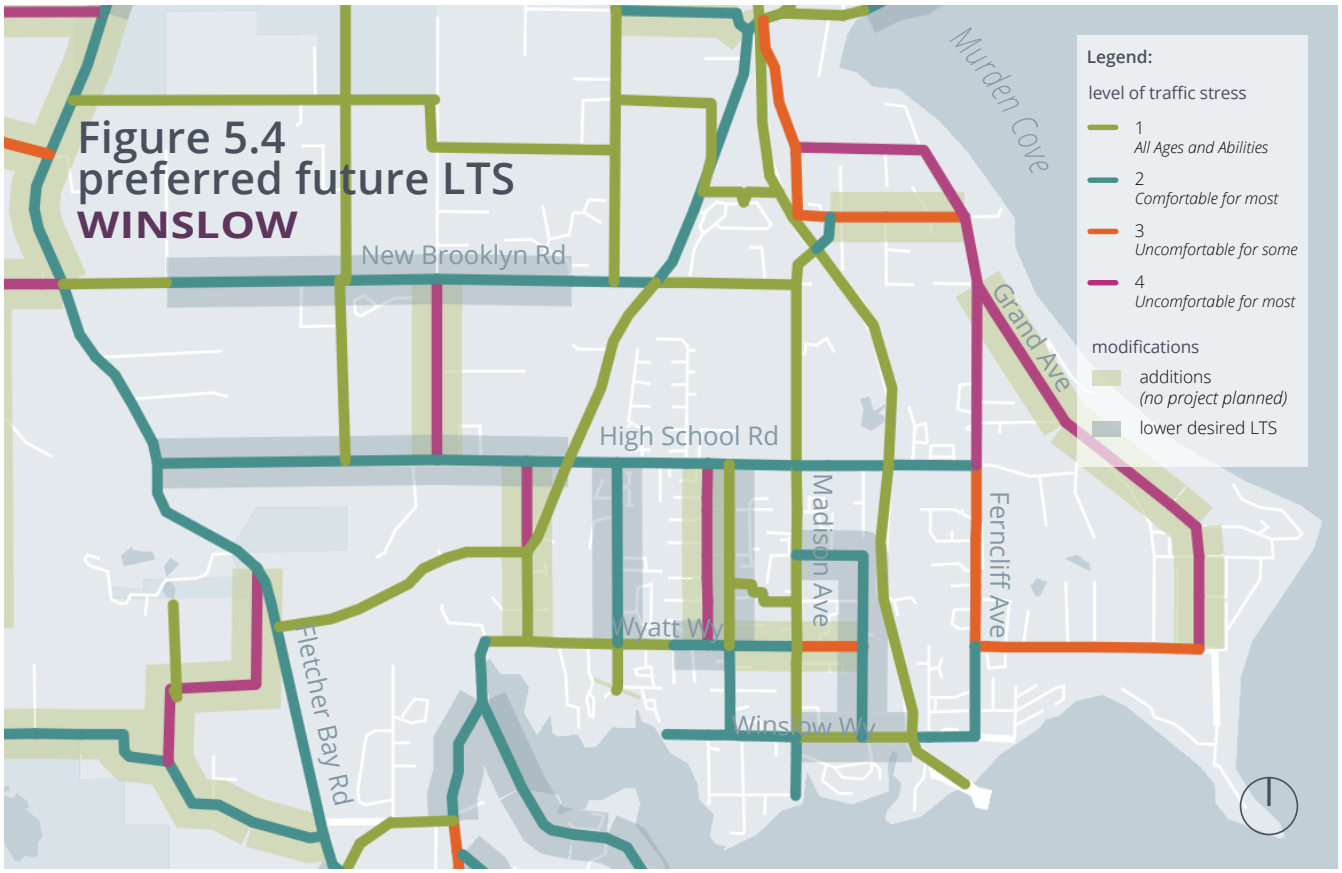


Figure 5.3
preferred future LTS
Port Madison
Salish Sea
Day Rd
N Madison Ave
Miller Rd
Murden Cove
New Brooklyn Rd
Madison Ave
High School Rd
Ferncliff Ave
Eagle Harbor
Eagle Harbor Dr
Blakely Ave
Seattle-Bainbridge Ferry
Legend:
level of traffic stress
1
All Ages and Abilities
2
Comfortable for most
3
Uncomfortable for some
4
Uncomfortable for most
modifications
additions
(no project planned)
lower desired LTS



network and planned facilites will impact LTS results. The City aspires to create a core network of all ages and abilities facilities that connect the neighborhood centers to common destinations. To further build out this network, the City can work to expand and update the project list to meet desired LTS along each corridor. Awareness of the varying needs of people who bike can provide insight into the inclusivity of each bike route. Establishing multiple options for people who bike at any level of experience allows people to efficiently reach desired destinations while acknowledging it may take a long time and require significant resources to build an LTS 1 network across the entire community.

Intersection Stress

While Bainbridge Island's LTS framework focuses on linear treatments such as bike lanes and shoulders, the City recognizes that intersections are critical components of the biking experience and often represent the highest-stress points in a network. Intersection treatments address the specific challenges and stressors that bicyclists encounter at intersections, which is crucial to supporting the all-ages-and-abilities network that Bainbridge Island is striving for. Therefore, the City is actively considering the influence of intersection design on user experience and overall level of traffic stress. Treatments such as high-visibility crossings, parking prohibitions to improve sight distance, and refined right-turn lane interactions are being evaluated as key strategies to reduce conflict and improve safety. Table 5.3 displays recommended intersection treatments by bike facility type based on guidance from the Federal Highway Administration (FHWA) for Rural Multimodal Networks.

These measures help reduce the risk of conflict between bikes and vehicles and minimize the stress experienced by people who bike. By addressing the unique challenges at intersections into project designs, Bainbridge Island can foster a more seamless, low-stress, and inclusive network for people of all ages and abilities who bike.

Intersection design guidelines can be found in Chapter 4.

Desired LTS Network

In response to feedback received from our community partners and members of the public, City staff developed a desired LTS network map. This map is in addition to the resulting LTS map described in the preceding section. The desired LTS network used the resulting network as a base and incorporated additional corridors that currently do not have planned project. Corridors that were identified by the community as priority low-stress routes were assigned a lower desired LTS score based on the following criteria:

- **Low-Stress connectivity** routes that provide a connection between existing or proposed low-stress facilities
- **Proximity to parks and schools** routes that provide low-stress access to parks and schools
- **Traffic speeds and volumes** routes that are located on high speed or high volume corridors
- **Route alternatives** routes that do not have a low-stress alternative route

The map in Figure 5.3 indicates the desired LTS bicycle network. This map is provided as an aspirational vision for the Island's bicycle network and is not representative of current or future planned projects.

Pedestrian Level of Service

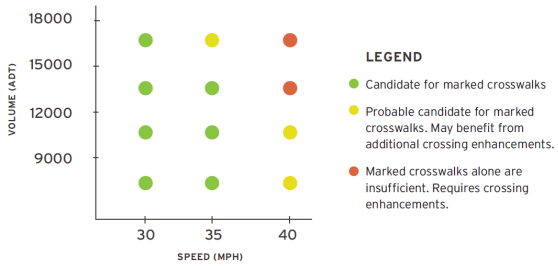
Pedestrian LOS standards and guidelines provide the fundamental expectations for physical space, modal separation, and street crossing amenities. These metrics are informed by the street characteristics as well as the neighborhood and land use context of a given street. Accordingly, pedestrian LOS standards typically involve design standards applied to each of the various pedestrian environments represented within the City.

Table 5.4 presents a new pedestrian LOS policy, which would apply minimum standards to all streets on Bainbridge Island. The current pedestrian network has not been compared against the proposed sidewalk policies. However, these policies can serve as a tool when considering frontage improvements and new projects as development occurs. Where existing conditions do not meet minimum requirements, the City aims to provide sidewalk/shoulder on at least one side of each roadway in the interim. Figure 5.4 maps the pedestrian level of service standards on all streets in the City. Utilizing a simplified approach to pedestrian LOS standards allows for flexibility in addressing critical concerns while deferring design-specific nuances to a future date when project details are identified.

Roadway Level of Service

As part of the Transportation Element update process, the City also developed new criteria to evaluate roadway LOS across Bainbridge Island. This includes changes to roadway LOS standards. The change in roadway LOS also reflects the City's goal of increasing the share of travel by active transportation modes and transit, and shifting more investments to these modes as opposed to adding vehicle capacity.

Table 5.3
FHWA recommended intersection treatments for rural roads

Facility Type	Suggested Treatments
Bicycle Boulevard	- Consider parking prohibitions of 20–50 ft in advance of intersections. - Design treatments at minor roadway intersections to offer priority for bicyclists over cross-street traffic (stops or yield signs should be oriented to favor the bicycle boulevard). - At major intersection crossings, refer to National Cooperative Highway Research Program's *NCHRP 562 Improving Pedestrian Safety at Unsignalized Crossings Appendix A*.
Advisory Shoulder	- At minor street crossings, use a dotted line extension on both sides of the advisory shoulder to maintain delineation of the advisory shoulder space. - If contrasting pavement material is used, maintain the material through driveway crossings and minor intersections. - Where the road is controlled by a stop sign or traffic signal, discontinue the advisory shoulder 50 ft (15 m) in advance of the intersection (at these locations, provide a bicycle accessible paved shoulder outside of the travel lanes or design for operation as a shared roadway).
Paved Shoulder	Either - Consider as an on-street bike lane (A right turn lane should be added to the right of the bike lane. Dotted line extensions should be used to define the tapered entrance into the right-turn lane, and signs should direct motorists to yield to bicyclists. - Configure as a separated bike lane or shared use path (Where a high degree of user comfort is desired, the shoulder may transition into a one-way separated bike lane or shared use path in advance of intersections. Once established, the separated facility may maintain separation up to the crossing. This increased separation provides an opportunity for motorists to slow in advance of the turn and yield to bicyclists.)
Bike Lane	- Under most conditions, bicyclists have priority over turning traffic. Markings and signs should support this priority and remind motorists of the obligation to yield. - Where special emphasis is desired, green pavement color may be used within bike lanes and at merging or weaving areas where motor vehicles may cross bike lanes.
Shared Use Path	- Implement either a marked crosswalk, median enhanced crosswalk, or active enhanced crosswalk depending on volume and speed conditions. 
Sidepath	The AASHTO Bike Guide 2012 lists a variety of design strategies for enhancing sidepath crossings including: - Reduce the frequency of driveways. - Design intersections to reduce driver speeds and heighten awareness of path users. - Encourage low speeds on pathway approaches. - Maintain visibility for all users. - Provide clear assignment of right-of-way with signs and markings and elevation change.
Separated Bike Lane	- Prohibit parking within 20ft of the intersection to improve visibility - Blend-In: Position bicyclists closer to turning vehicles to increase visibility prior to the turn. - Blend-Out: Provide space for right-turning vehicles to yield to bicyclists. - Mixed Zone: Shared turn lane with motor vehicles and bicyclists - Protected Signal Phase: Separate conflicting movements in time.

Source: Small Town and Rural Multimodal Networks, FHWA: https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/small_towns

This plan updates the City's roadway LOS standards to simplify the LOS evaluation process. The update sets LOS C as the standard for intersections outside the Winslow Subarea, except for intersections along SR 305. WSDOT sets the LOS standard for state-controlled facilities, so SR 305 intersections will continue to have a LOS D standard. Within the Winslow Subarea, LOS E is the updated roadway LOS standard. This change acknowledges that greater vehicle delay is expected in the Winslow Subarea compared to the rest of the City.

The future 2044 PM peak hour intersection level of service and delay are included in Table 5.5 and mapped in Figure 5.5. Under the preferred alternative 2044 conditions, only two intersections fall below the City's level of service standards (shown in bold in Table 5.5).

Transit Network Performance Measures

Kitsap Transit and Washington State Ferries provide transit service to Bainbridge Island. Although the City of Bainbridge Island is not directly responsible for maintaining transit service, the transit LOS standard can be met by coordinating and supporting the work of local transit agencies as well as tracking roadway LOS measures to track transit performance, speed, and reliability. Measuring and tracking roadway LOS can support transit performance: transit service

Table 5.4
pedestrian level of service (LOS)

Corridor Types	Treatment Type	Side of Street	Minimum Width[1]	Amenity Zone[2]
Neighborhood Centers	Sidewalk	Both Sides	6 ft	4 ft
Local Access Street (suburban)	Shoulder	Both Sides	6 ft	None
Local Access Street (urban)	Sidewalk	Both Sides	5 ft	None
Suburban Collector	Shoulder	Both Sides	6 ft	None
Urban Collector	Sidewalk	Both Sides	5 ft	None
Secondary Arterial (<30mph)	Sidewalk or Shoulder	Both Sides	6 ft	None
Secondary Arterial (≥30mph)	Sidewalk or Shoulder	Both Sides	8 ft	None
SR-305	Sidewalk or Asphalt Path	One Side	12 ft	6 ft

Notes:
[1] The minimum sidewalk width refers to the pedestrian through zone, which serves as an accessible pathway, clear of obstacles.
[2] The amenity zone provides additional space for pedestrians and/or serves as a buffer from vehicle traffic, separate from the minimum sidewalk width. This space may include street furniture, landscaping, or trees.
Source: City of Bainbridge Island, Fehr & Peers, 2024.

Figure 5.5
pedestrian LOS

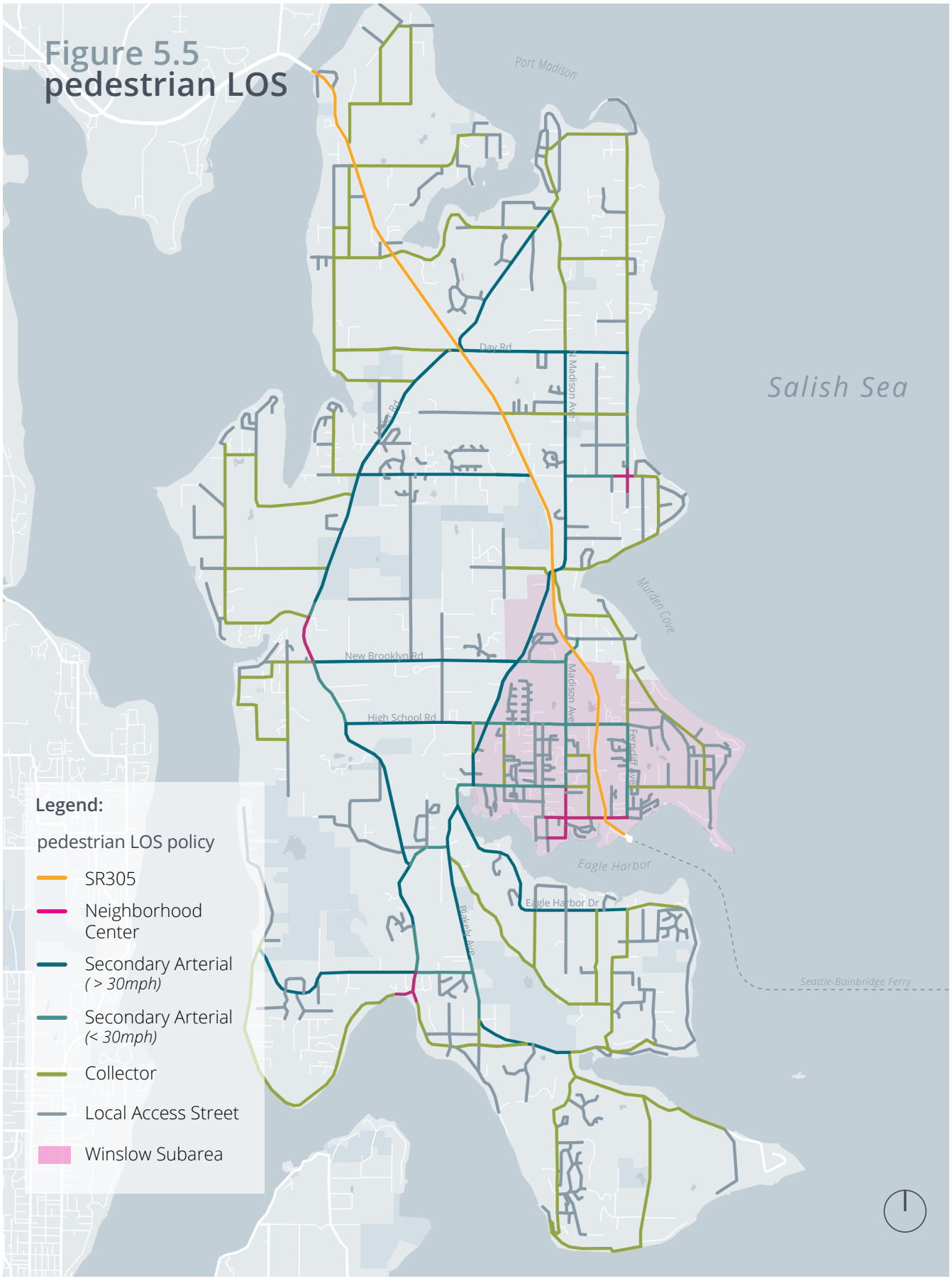
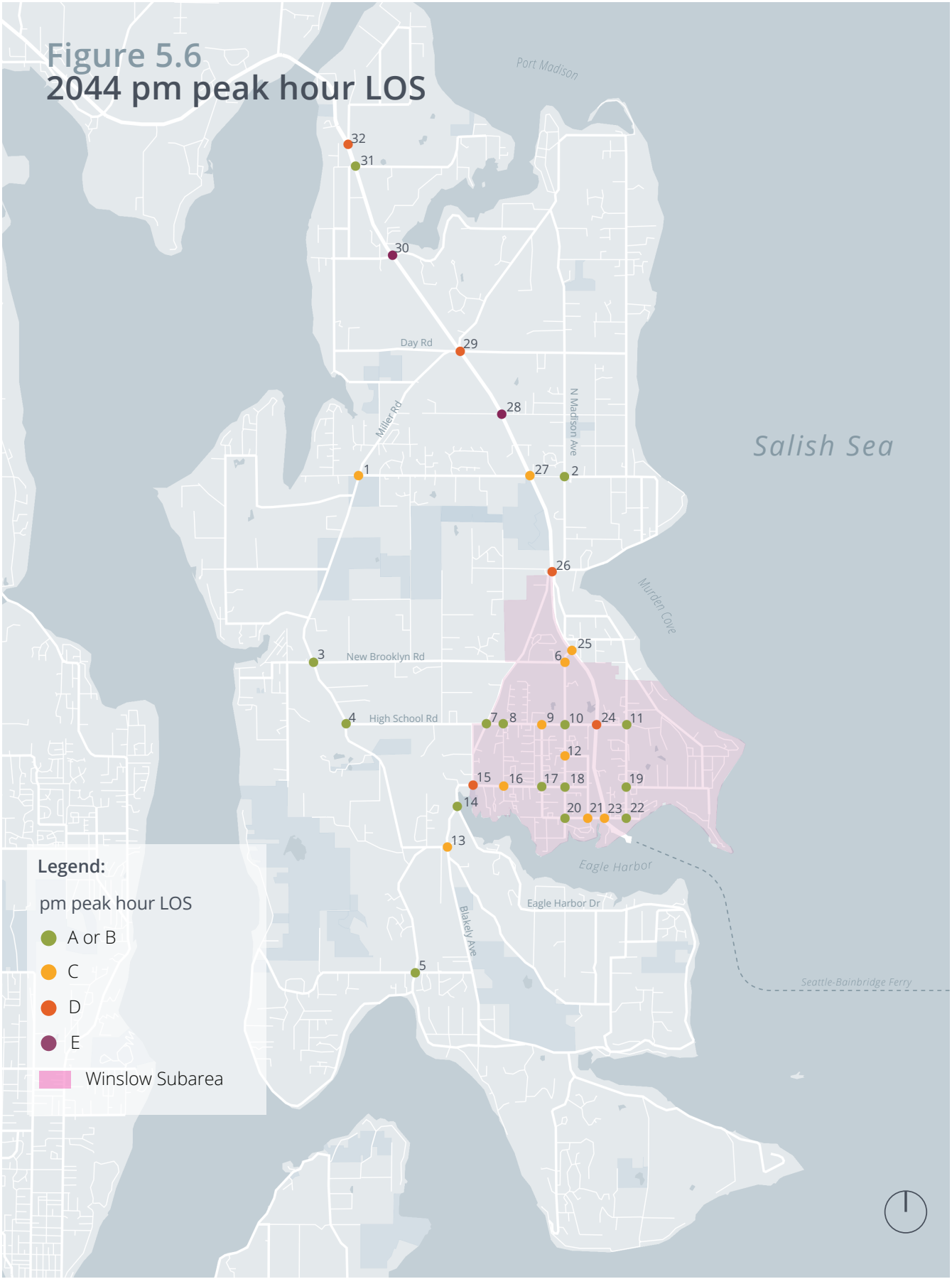


Table 5.5
future 2044 pm peak hour level of service results

ID	Intersection Name	LOS Standard	2044 LOS	2044 Delay (seconds)
1	Miller Rd NE & NE Koura Rd	C	C	17
2	Madison Ave & Valley Rd	C	B	12
3	Fletcher Bay Rd NE/Miller Rd & New Brooklyn Rd	C	B	12
4	Fletcher Bay Rd NE & High School Rd NW	C	B	12
5	Lynwood Center Rd & NE Baker Hill Rd	C	B	13
6	Madison Ave N & New Brooklyn Rd	C	C	19
7	Sportsman Club Rd & High School Rd NW	E	B	14
8	Weaver Rd NE & High School Rd NW	E	B	13
9	Grow Ave NW & High School Rd NW	E	C	15
10	Madison Ave N & High School Rd NW	E	B	14
11	Ferncliff Ave NE & High School Rd NE	E	A	10
12	Madison Ave N & Wallace Way NE	E	C	19
13	Bucklin Hill Rd NE & Blakely Ave NE	C	C	19
14	Bucklin Hill Rd & Eagle Harbor Dr	C	B	13
15	Wyatt Way NW & Finch Rd NE	E	D	29
16	Weaver Rd NE & Wyatt Way NW	E	C	17
17	Grow Ave NW & Wyatt Way NW/Wyatt Way NE	E	B	13
18	Madison Ave N & Wyatt Way NE	E	A	7
19	Ferncliff Ave NE & NE Wing Point Way	E	B	11
20	Madison Ave N & Winslow Way E	E	B	14
21	Winslow Way E & Ericksen Ave NE	E	C	17
22	Ferncliff Ave NE & Winslow Way E	E	A	9
23	SR 305 & Winslow Way E	D	C	25
24	SR 305 & High School Rd NE	D	D	48
25	SR 305 & Madison Ave N	D	C	32
26	SR 305 & Sportsman Club Rd/Madison Ave	D	D	54
27	SR 305 & NE Koura Rd	D	C	21
28	**SR 305 & NE Lovgreen Rd**	D	**E**	**39**
29	SR 305 & Day Rd	D	D	39
30	**SR 305 & NE Hidden Cove Rd**	D	**E**	**48**
31	SR 305 & Ne Seabold Rd/W Port Madison Rd	D	B	18
32	SR 305 & Agatewood Rd NE	D	D	26

Source: Fehr & Peers, 2024.

Figure 5.6
2044 pm peak hour LOS



on Bainbridge Island relies heavily on roadways. In the case of transit, however, it may be desirable to optimize the roadway LOS in the direction of transit travel to reduce transit delays, even if the overall intersection does not perform as well. This type of consideration will be made on a case-by-case basis as Bainbridge Island coordinates with Kitsap Transit.

5.3 Concurrency Program

With Bainbridge Island clearly identifying LOS standards for pedestrian and bicycle LOS in addition to the updating the roadway LOS standards, the City can better identify areas that are not meeting the desired MMLOS standards and develop a plan to address gaps in the system.

By defining a full suite of MMLOS standards, Bainbridge Island will find that many facilities will not meet the LOS standard for a given mode, which is particularly true for pedestrian and bicycle LOS. The STP goes a long way toward identifying facilities that will improve pedestrian and bicycle LOS, but it will take time, funding, and participation from private developers to meet the MMLOS standards identified in this document.

As Bainbridge Island strives to update its MMLOS standards, the transportation concurrency standard required by the Growth Management Act must be updated to reflect this new multimodal perspective. Prior to this plan, transportation concurrency only focused on roadway LOS and it was possible, although financially challenging at times, to ensure there were no facilities that did not meet the roadway LOS standard. Under the new transportation concurrency standard, the City will make progress on implementing the projects identified in the Transportation Element concurrent with planned growth in Bainbridge Island. Failing to meet a mode-specific LOS standard will not constitute a concurrency violation since the City will need to balance financial resources to implement a multimodal system and address LOS gaps across all modes and the entire city.

The simplest way to understand the new multimodal concurrency system is through the following example:

> Let's say that Bainbridge Island commits to build five projects identified in the Plan and that these five projects constitute 20% of the City's needed capital investment to meet growth demand. In that case, the City can issue permits for up to 20% of all the planned growth anticipated in the Comprehensive Plan.

With the updated multimodal concurrency program, so long as the transportation investments (as measured by the proportion of planned future investments) stay ahead of allowed growth (measured as the proportion of all growth anticipated in the Comprehensive Plan), the City meets its concurrency requirements.

More information about the updated concurrency program can be found in Appendix G.

6 IMPLEMENTATION

IMPLEMENTATION

The efficient implementation of this plan requires a combination of carefully and intentionally selected projects, robust funding sources, and a strong network of community support.

The successful realization of the goals and objectives outlined in this plan relies on a clear and concise implementation strategy. This final chapter of the Island-Wide Mobility Plan establishes a framework for project selection and prioritization as well as identifies funding sources and financing strategies for completing projects and developing new sustainable transportation programs. This framework is intended to provide decision-making guidance to City staff and City Council which will improve consistency in plan implementation.

Partnerships with local, regional, and state organizations and agencies will support the implementation of the IWMP. This chapter describes how the City of Bainbridge Island is currently engaged in coordination efforts and presents opportunities for expanding and strengthening partnerships.

6.1 Project Selection + Prioritization

Projects and programs recommended in this plan should be reflective of the goals and objectives stated in the plan. To ensure that projects align with the goals of the plan, project selection and prioritization criteria can be used to assess project and program proposals. A well-defined project prioritization methodology provides a structured framework to evaluate, rank, and select projects based on their alignment with City goals and objectives. The following project prioritization methodology was created through thoughtful collaboration with community partners, see Appendix H for a diagram of the methodology.

Methodology Development

The project prioritization methodology described in the sections below was developed through an iterative and collaborative process. City staff engaged key partners and stakeholder groups to create a list of variables and scoring values that align with adopted City goals. These variables and scoring values were fine-tuned through a series of feedback sessions. Multiple iterations of the prioritization methodology were tested using a small sample of existing projects to understand how the methodology functioned.

Prioritization Variables

The project prioritization methodology used in this plan collects data from a variety of sources and measures project proposals against a diverse set of variables. Variables are assigned scores between -5 – 10 points. Negative points were intentionally included to deprioritize projects that do not advance City goals. The variables used in the methodology are broken down into five categories and each variable is weighted based on staff expertise and comments and feedback received from community partners. The sum of each category's variable weights are indicated.

Access *40% of Score*

Access to key destinations improves the convenience and desirability of the multimodal network which may encourage more people to choose a sustainable transportation mode. Projects are evaluated for their capacity to serve a variety of destinations including employment centers, schools, recreation opportunities, transit services, and neighborhood centers. In addition, this scoring category also considers network connectivity. Access variables describe the relationship between land use and transportation which is critical to creating a multimodal network that supports the needs of the community.

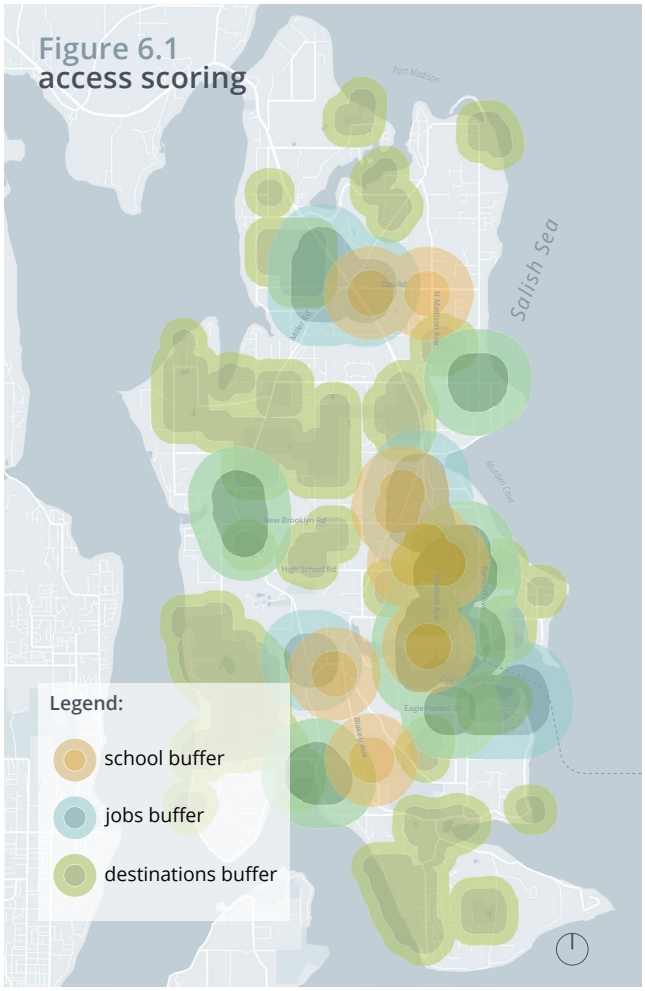


Figure 6.1 shows a selection of the access variables used to determine each project's access score. For this analysis buffers of either 1/8, 1/4, or 1/2 mile were placed around access destinations. Layering the buffers as shown in the map allows us to understand where key destinations overlap.

* neighborhood center boundaries based on 2017 Winslow Subarea Plan

Variables + Scoring

Education Access (.1)
Projects are assessed on their proximity to schools.

0 points	> 1/2 mile from school
5 points	< 1/2 mile from school
10 points	< 1/4 mile from school

Jobs Access (.05)
Projects are assessed on their proximity to employment areas.

0 points	> 1/2 mile from job center
5 points	< 1/2 mile from job center
10 points	< 1/4 mile from job center

Destinations Access (.1)
Projects are assessed on their proximity to parks and neighborhood centers*.

0 points	> 1/2 mile from destinations
5 points	< 1/2 mile from destinations
10 points	< 1/4 mile from destinations

Transit Access (.05)
Projects are assessed on their proximity to transit routes and stops.

0 points	> 1/4 mile from transit
5 points	< 1/4 mile from transit
10 points	< 1/8 mile from transit

System Connectedness (.1)
Projects are assessed for their ability to improve network connectivity.

0 points	no connectivity improvement
5 points	extends existing facility
10 points	completes network gap

Safety *25% of Score*

Actual and perceived safety of roadways plays a large role in whether or not a person decides to walk or bike to their destination. High-stress environments, such as roads with fast-moving traffic, discourage walking and bicycling due to fear of accidents with vehicles. Each proposed project is scored on three safety criteria: bicycle and pedestrian level of stress, accident history, and traffic speeds. These criteria indicate the likelihood of a severe crash and describe the experience of using the facility as an active transportation user.

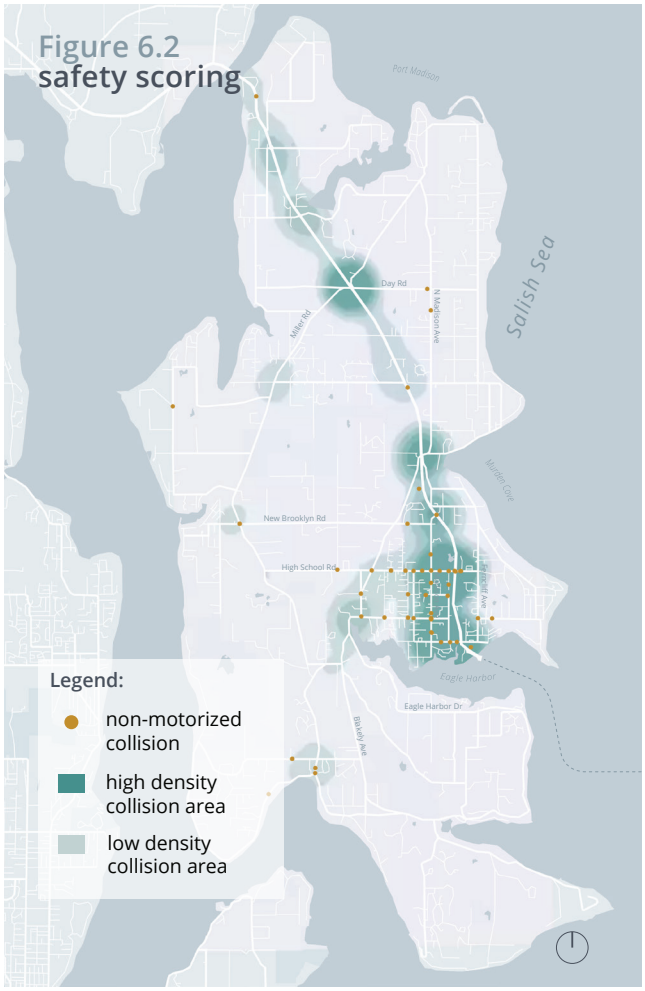


Figure 6.2 shows the location of high and low density collision areas as well as the location of collisions involving bicyclists and pedestrians (2019-2024). This data indicates that most traffic collisions on the Island occur in close proximity to Winslow and the SR305 corridor. Projects that are located in high density collision areas (dark teal on map) receive 10 points.

Variables + Scoring

Level of Traffic Stress (.1)
LTS scores based on road speed and proposed facility type were calculated for each project. LTS describes the user experience of a facility and assesses the perceived safety of a facility. Full LTS tables and descriptions are included in Chapter 5.

-5 points	**LTS 3 or higher**
5 points	**LTS 2**
10 points	**LTS 1**

High Speed Roads (.1)
Higher traffic speeds increase the likelihood of serious injury for both motorists and non-motorists. The City should prioritize projects that improve safety conditions on high speeds roads.

0 points	**low speed road**
5 points	**high speed road**

Accident History (.05)
Previous collision history is an indicator of high traffic volumes and/or sub-optimal road design (sight distance, lane markings, etc.) that may contribute to traffic collisions. Investments should be made in areas with known safety deficits.

0 points	**no collision history**
5 points	**low density collision area**
10 points	**high density collision area**

Climate + Sustainability *20% of Score*

Reducing vehicle miles traveled through the increased adoption of sustainable transportation options is a critical piece of the City's climate action strategy. Proposed projects will be evaluated for the inclusion of incentivization or encouragement strategies that reduce reliance on single occupancy vehicles. In addition, projects will be evaluated for their greenhouse gas emission reduction capacity by measuring how many residents live within a half mile of the project location.

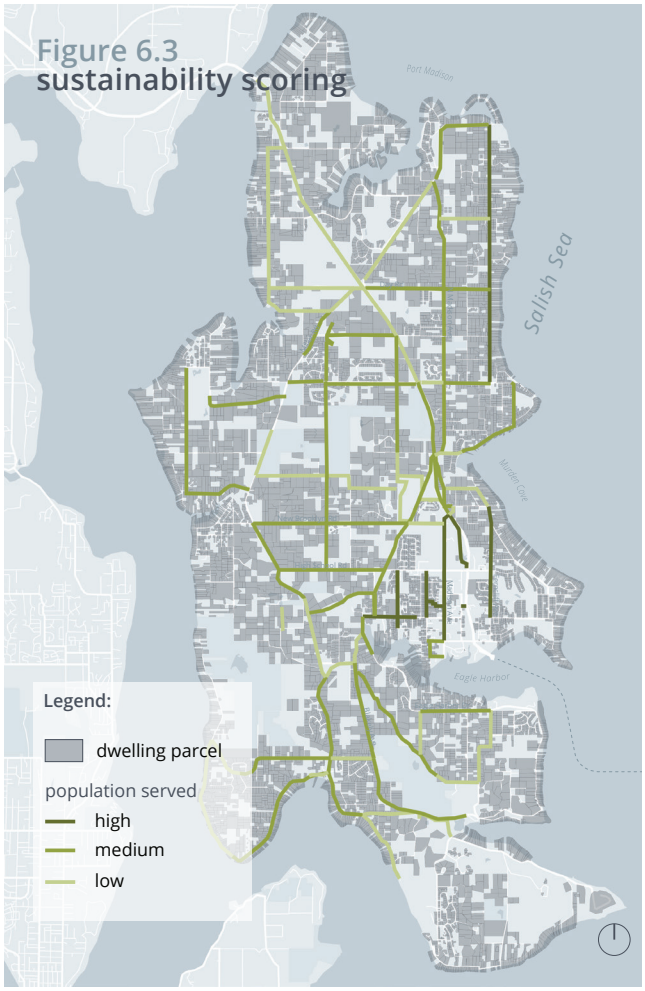


Figure 6.3 indicates how large of a population each project serves. Projects shown in dark green on the map receive the most points for GHG emissions reductions potential.

Variables + Scoring

Behavior Change (.1)
Projects are evaluated for their capacity to encourage mode shift. Projects that provide incentives and increase the availability of sustainable transportation options will be prioritized over projects that do not encourage behavior change.

0 points	no mode shift incentives or increase in the availability of sustainable transportation options
5 points	increases availability of options but does not provide incentives
10 points	increases availability of options and provides incentives

Greenhouse Gas Emissions Reduction Potential (.1)
To approximate a project's capacity to reduce GHG emissions, staff performed a population density analysis. This analysis involved counting the number of parcels with dwelling units within a one-half mile radius of each project then multiplying that number by the average Bainbridge Island household size to produce a population estimate.

-5 points	low population served <1000
5 points	medium population served <1800
10 points	high population served >1800

Equity *15% of Score*

To assess the equity impact of each proposed project and program, this methodology uses a social vulnerability index (SVI). This index compiles a variety of demographic variables including race, income, age, disability, education, and housing characteristics. These variables are measured and ranked for each census block group on Bainbridge Island and combined to create a composite social vulnerability score for each block group. This method allows staff to understand where more vulnerable residents are located and where transportation projects may have the biggest social impact.

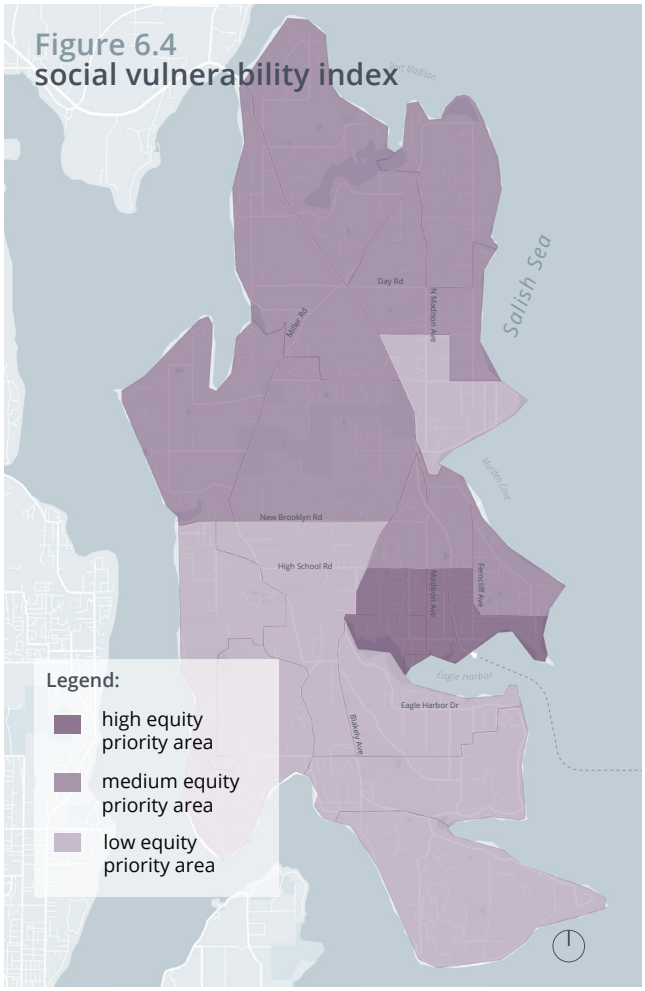


Figure 6.4 shows the social vulnerability of each census block group on Bainbridge Island. This analysis combines several tract level demographic variables with parcel-level housing variables to create a nuanced understanding of vulnerability on the Island. Projects in high equity priority areas (dark purple on map) receive 10 points.

Variables + Scoring

To create the social vulnerability index, each census block group on Bainbridge Island was ranked on the following variables:

- % Population below poverty
- % Population unemployed
- Median household income
- % Population 65 or older living alone
- % Population with a disability
- % Population single parents
- % Population speaks English less than well
- % Population under 16 years
- % Population no college degree
- % Households rent burdened
- % Households no vehicle
- % Households no internet
- % Households crowded
- % Households mobile home

These rankings were added to create a composite SVI score for each block group. Projects are scored based on if they are in a high, medium, or low equity priority area. If a project spans across multiple equity priority areas, it is scored based on the highest priority area.

Social Vulnerability Index (.15)

-5 points	**low equity priority area**
5 points	**medium equity priority area**
10 points	**high equity priority area**

Fine Tuning Variables

In addition to the prioritization scoring variables, the project prioritization methodology includes a set of fine-tuning variables. These variables were developed to provide additional flexibility in project prioritization. These variables allow staff to "normalize" results based on known existing and future conditions that may not be fully captured by the variables included in the prioritization scoring. These variables do not contribute to the overall score of each project, however, they can influence a project's overall priority level.

Funding Availability

Projects with known funding availability, including grant funding, may be prioritized over projects that do not have an identified funding source. Especially costly transportation projects may be prioritized less due to the opportunity cost associated with the project. Projects that are likely to be competitive for state and federal grants may be prioritized more.

Community Feedback

Projects with high levels of community support may be prioritized over projects that lack broad community support. Community support is determined through feedback sessions held with members of the public and key partners.

Connecting Centers

Projects that are included in the connecting centers scenario are not included in prioritization scoring. All connecting centers projects will be prioritized for near-term implementation in alignment with Council direction. In 2022 City Council adopted the Connecting Centers Scenario and directed staff to pursue its implementation.

Methodology Workflow

The methodology's variables and their associated weighting were informed by adopted City goals and feedback received from key partners and stakeholders. The project list was created using existing proposed projects included in the Island-Wide Transportation Plan and the Sustainable Transportation Plan. Where project areas overlapped between these two plans, the design proposed in the more recently adopted Sustainable Transportation Plan was favored. The draft prioritized project list was shared with key partners and members of the public and was further refined based on feedback received from those engagement processes.

Each project on the proposed project list was run through the prioritization methodology and a score was assigned to each project. Project scores were visualized in a histogram chart to analyze the distribution of scores. High, medium, and low-priority categories were created based on this distribution, and projects were sorted into these prioritization categories based on their score.

The results of the prioritization were analyzed by staff and key partners and the fine-tuning variables were used to shift projects into a higher or lower prioritization category where appropriate.

6.2 Project + Program List

The proposed projects and programs shown in the tables on pages 70-73. Projects and programs are listed in priority order and categorized by project type. Figure 6.5 shows a map of proposed projects and their priority level.

Figure 6.5
project prioritization

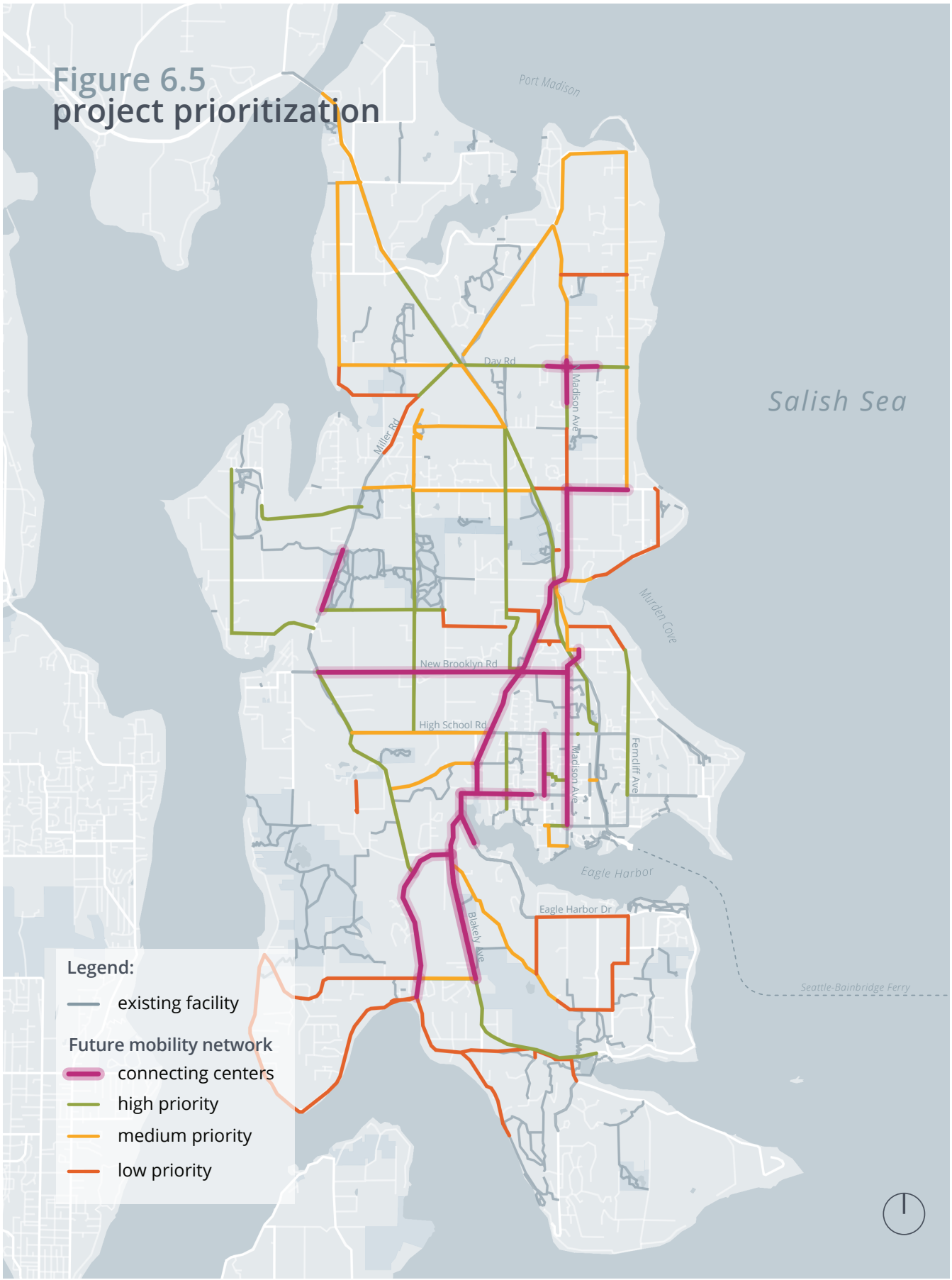


Table 6.1
connecting centers projects

	Connecting Centers Projects			
Project Name	Project Extents	Project Description	Resulting LTS	
Pt. White Drive	Pleasant Beach to Crystal Springs	Traffic calming	3 or 4	traffic calming
Manitou Beach	Loop to Falk	Traffic Calming, advisory shoulders/greenway	3 or 4	
Miller	Tolo to Grand Forest	Traffic calming islands and crossing enhancements @ Forest to Sky Trail	3 or 4	
Winslow Way	Grow to Wood	sidewalks, intersection improvements	1	sidewalks
Bucklin Hill Road	Eagle Harbor to Blakely	separated bike lanes both sides	1	separated bike lanes
Eagle Harbor Phase 1	Adams to Finch	separated bike lanes both sides	3	
Finch Rd	Wyatt to Sportsman	separated bike lanes both sides	1	
Lynwood Center Rd	Pt White to Fletcher	separated bike lanes both sides	2	
N. Madison Ave	305 to Valley	separated bike lane	2	
New Brooklyn Rd	Fletcher to Sportsman	separated bike lanes both sides	1	
Sportsman Club Rd	New Brooklyn to 305	Vertically separated bike lanes, 6'-wide northbound and both sides north of Sakai	2	
Wyatt Way	Finch to Weaver	separated bike lanes both sides	1	
Valley Rd	Madison to Sunrise	Vertically separated bike lanes, 6'-wide both sides	1	
Bucklin Hill Road - Hyla Path	Fletcher to Blakely	vertically separated side paths	1	separated paths
New Brooklyn Rd	Sportsman to Madison	Widen existing side path for bi-directional travel	1	
Sportsman Club Rd	Finch to High School	Widen exist. side path for bi-directional travel; intersection improvements	1	
Sportsman Club Rd	High School to New Brooklyn	Widen existing side path for bi-directional travel; southbound visual separation	1	

Table 6.2
high priority projects

		High Priority Projects		
Project Name	Project Extents	Project Description	Resulting LTS	
Ferncliff	Wing Pt. to Yaquina	traffic calming	3 or 4	traffic calming
Shepard Way Greenway	Grow to Weaver	greenway	1	
Weaver	High School to Shepard	greenway	3 or 4	
Winslow Way	Grow to Madison	greenway	1	
Battle Pt.	Miller to B.P. Park	Traffic calming on stretch adjacent to B.P. Park	3 or 4	
Arrow Point Dr	BP Park to Miller	traffic calming	3 or 4	
Bus Stop Improvements	Island wide	bus stop improvements including shelters and other amenities	n/a	mobility
Ferry Terminal Mobility Hub	Ferry Terminal	see mobility hub description pg. 41	n/a	
Island-wide/Winslow Shuttle	tbd	electric shuttle providing evening/weekend transit service in Winslow and/or Island-wide	n/a	
			n/a	crossing improvement
High School Rd Crossing	High School Rd	midblock crossing on High School Rd between Madison Ave and SR305	n/a	
Baker Hill Rd	Lynwood to Blakely	complete sidewalk gap between Lynwood Rd and Blakely Elementary	1	sidewalks
Wyatt Way	Weaver to Finch	sidewalks	1	
Fletcher	Isl. Ctr.Rd. to New Brook.	8' wide vertically separated path southbound	1	separated bike lanes
Fletcher	Lynwood to Isl. Ctr. Rd.	8' wide vertically separated path southbound	1	
Blakely Ave	Baker Hill Rd to Blakely Harbor	8' wide vertically separated path northbound	2	
Day	SR305 to Sunrise Dr	8' wide vertically separated path eastbound, traffic calming east from Madison	2	
Madison	Winther Rd to Day Rd	8' wide vertically separated path northbound; traffic calming	2	
Miller	Bergman Rd to SR305	6' wide vertically separated bike lanes both sides	2	
STO - Day to Hidden Cove	Day Rd to Hidden Cove Rd	10' separated paved trail	1	separated paths
STO - High School to Madison	High School Rd to Madison Ave	10' separated paved trail	1	
STO - Koura to Lovegreen	Koura Rd to Lovegreen Rd	10' separated paved trail	1	
STO - Madison to Sportsman	Madison Ave to Sportsman Club Rd	10' separated paved trail	1	
STO - Sportsman to Koura	Sportsman Club Rd to Koura Rd	10' separated paved trail	1	
Wyatt Wy Sidepath	Weaver to Ashbury Ct	Infill sidepath north side; Weaver intersection improvements	1	
Knechtel Trail Connector	Knechtel to Fir Acres	new trail connection	1	trails
Mandus Olson Trail	Koura to Bergman	off-road path connecting Koura to Bergman via Yukio Ln and Minnie Rose Lane	1	
Wardwell	Wardwell to Lovgreen	8' off-road gravel path	1	
Wardwell	New Brooklyn to Wardwell	8' off-road gravel path	1	

Table 6.3
medium priority projects

	Medium Priority Projects			
Project Name	Project Extents	Project Description	Resulting LTS	
Blakely	Bucklin to School zone	traffic calming	3 or 4	traffic calming/ greenways
Day	Manzanita to Miller	Traffic calming	3 or 4	
Day	school zone	traffic calming	3 or 4	
Koura	Miller to Mandus	Traffic calming	3 or 4	
Lovegreen	305 to new trail	greenway	3 or 4	
Manzanita	Day to Pt. Madison	Traffic calming; greenway	3 or 4	
Old Mill Rd	Blakely to Island Wood Trail	Traffic calming; greenway	3 or 4	
Sunrise	Valley to Lafayette	Traffic calming; gravel shoulder enhancement	3 or 4	
Yaquina	Madison to Ferncliff	Traffic calming	3 or 4	
Coppertop Mobility Hub	Coppertop/Sportsman Club Mobility Hub	see mobility hub description pg. 41	n/a	mobility
Day Rd Park and Ride Improvement	Day Rd and SR305	EV charging stations, bike racks, etc	n/a	
E-vehicle share/subsidy	island wide	EV/e-bike	n/a	
Safe Routes Program	island wide	safe routes program for children and seniors	n/a	
Koura Rd	Valley Rd to Koura Rd	SR305 crossing	3 or 4	crossing improvement
Knechtel Trail Connector	Vineyard Ln to Knechtel Trail	grade separated crossing over SR305	1	
Winslow Way	Grow to Wood	sidewalks, intersection improvements	1	sidewalks
Wood Ave	Parfitt to Winslow Way	sidewalks	1	
Lafayette Rd	Sunrise to Phelps	paved shoulders 2 sides	3 or 4	shoulders/ bike lanes
Moran Rd	Yaquina to Madison	improved shoulder northbound side	3 or 4	
N Madison Ave	Day to Phelps	paved shoulders 2 sides	3 or 4	
Phelps Rd	Day to Madison	paved shoulders 2 sides	3 or 4	
Baker Hill Rd	Lynwood to Blakely	8'-wide vertically separated path eastbound	1	separated bike lanes
Blakely	Baker to Bucklin	8'-wide vertically separated path southbound	3 or 4	
Day Rd	Miller to SR305	separated bike lanes	3 or4	
High School	Fletcher to Sportsman	Visual separation of existing facilities both sides	2	
Manitou	305 to Loop	eastbound separated side path	1	separated paths
STO - Hidden Cove to Port Madison	Hidden Cove to Port Madison	10' separated paved trail	1	
STO - Lovegreen to Day	Lovegreen to Day	10' separated paved trail	1	
STO - Pt. Madison to Agate Pass	Port Madison to Agate Pass Bridge	10' separated paved trail	1	

Table 6.4
low priority projects

		Low Priority Projects		
Project Name	Project Extents	Project Description	Resulting LTS	
Koura	Mandus to 305	Traffic calming	3 or 4	traffic calming/ greenways
Lofgren Rd	Yaquina to Moran	Traffic calming	3 or 4	
Madison	Valley to Winther	Traffic calming	3 or 4	
Old Mill Rd	Briar Rose Ln to Taylor Ave	greenway	3 or 4	
Pl. Beach	Oddfellows to Ft. Ward Park	greenway; traffic calming	3 or 4	
Pl. Beach	Oddfellows to Pt. White	Traffic calming; advisory shoulder striping	3 or 4	
Torvanger	Sunrise to Madison	greenway	3 or 4	
Valley	madison to 305	gravel shoulder	3 or 4	
Lynwood Center Mobility Hub	Lynwood Center Neighborhood Center	see mobility hub description pg. 41	n/a	mobility
Pt. White Dr	Lynwood Center Rd to Schel Chelb Park	sidewalks	1	sidewalks
Eagle Harbor Dr	McDonald to Pritchard Park	paved shoulders both sides	3 or 4	shoulders/ bike lanes
Madison Ave	SR305 to Yaquina	paved shoulders both sides	3 or 4	
McDonald Rd	Eagle Harbor to Old Mill	paved shoulders both sides	3 or 4	
Miller Rd	Peterson Hill to Day	paved shoulders both sides	3 or 4	
Oddfellows Rd	Pleasant Beach to Blakely	paved shoulders both sides	3 or 4	
Taylor Ave	Eagle Harbor to Old Mill	paved shoulders both sides	3 or 4	
Grand Forest Connector	Miller to Sands Ave	new trail connection	1	trails
Middle Schools	STO to Sportsman club to Bucsit	trail	1	
Gravel shoulder program	Island-wide	new program to expand the availability of gravel shoulders	n/a	programs
Sound to Olympics - Planning South	n/a	planning for Sound to Olympics Trail - south of Koura Rd	n/a	
Sound to Olympics Grant Match	n/a	Grant match for current and future grants supporting the development of the STO	n/a	
Sound to Olympics/305 Advocacy	n/a	advocacy at regional, state, and federal levels for future funding	n/a	
STO Planning - North	n/a	planning for Sound to Olympics Trail - north of Koura Rd	n/a	
Transportation Committee	n/a	create new sustainable transportation committee to assist with implementation	n/a	

6.3 Funding

The City of Bainbridge Island uses a variety of funding resources for the design, right-of-way procurement, and construction of transportation facilities. Local funds, developer fees, and County, State, and Federal grant programs all contribute to the development of the Island's mobility network. The City routinely prepares and adopts a biennial budget, financial capacity analysis, and a Capital Improvement Plan (CIP). These documents provide a multi-year outlook that allows the City to make decisions about the pace of project implementation.

This chapter describes the funding sources and financing strategies that the City will use to support the implementation of the projects and programs included in the Island-Wide Mobility Plan. In accordance with Washington State GMA requirements, this chapter will also describe the City's funding capabilities, the 20-year mobility improvement plans, and a reassessment strategy.

Current Funding Sources

The City of Bainbridge Island uses different revenue sources for transportation capital projects and operations. Bainbridge Island's transportation funds come from eight main sources outlined below.

- **Real Estate Excise Tax (REET)** is an optional tax collected on the sale of qualifying real estate sales. REET is dependent on the amount of real estate sales and tends to fluctuate from year to year. Since this revenue is derived from a percentage of the sale price, an increase or decrease in property values has a direct impact on it. Currently, the City receives approximately $2.2M annually from REET funds.
- **Grants** are a competitive revenue source where projects must meet certain criteria. Federal, state, and regional agencies release grants to help fund transportation projects. This revenue source is highly dependent on the grant opportunities available each year and the City's capacity to respond to grant funding opportunities. The City competes with other jurisdictions to receive each grant, based on need, service population, project potential, project deliverability, and expected impact/value. Historically, there are significantly more grant opportunities (and funding available) in even years than odd years. Currently, the City receives an average of $1.4M annually in grant funding for transportation projects.
- **Traffic Impact Fees (TIF)** are authorized as a revenue source by the Washington State Growth Management Act. These fees are levied on new development as a method to pay for the increased demand that development puts on infrastructure. Accordingly, TIF revenue is dependent on development activity. TIF funds can only be spent on transportation capital projects that add capacity to the system. Maintenance, operations, safety, and other types of investments cannot be funded by TIF funds. Currently, the City collects approximately $100K annually in traffic impact fees.
- **Transportation Benefit District (TBD)** is a mechanism that local agencies can use to raise funds for transportation capital, maintenance, or operations projects. TBD funding can be drawn from different types of taxes or fees, but sales taxes and vehicle license (car tab) fees are the most common. Bainbridge Island has a $40 car tab fee that was established in 2012. $10 of this car tab fee is currently reserved for sustainable transportation projects and programs. Currently, the City receives approximately $800K annually in TBD funding.

- **Commercial Parking Tax** is levied on commercial parking businesses within the city. The tax amounts to 30% of the gross proceeds of the business. In practical terms, this amounts to a tax on vehicles parking for ferry access. Commercial parking tax revenues can be used to fund all types of transportation projects. Currently, the City collects approximately $600K annually in commercial parking taxes.

- **Motor Vehicle Fuel Tax** is a tax collected at the state level and distributed to jurisdictions. The funds allocated to Bainbridge Island are generally used for maintenance and operational expenses of the transportation systems on the Island. Currently, the City receives approximately $450K annually in motor vehicle fuel tax payments.

- **Right of Way (ROW) Permits** are required when right of way is being utilized. The revenue generated by collecting the permits is generally used to fund operational expenses of the transportation system. Currently, the City collects approximately $32K annually in ROW permits.

- **Multimodal Funds** are collected at the state level. These funds are derived from the Motor Vehicle Fuel Tax and are distributed by WSDOT to jurisdictions via a formula. Multimodal funds must be directed towards multimodal projects. Currently, the City receives approximately $33K annually in multimodal funds.

In addition to these funding sources, the City also uses operational revenue to fund street maintenance expenses, as well as to fund annual operational/programmatic needs such as pedestrian improvements and traffic calming. Between 2019 and 2024, the City's operational expenditures averaged about $1.1 million annually. The total estimated revenues for transportation projects between 2024-2044 is shown in Table 6.5.

Transportation Funding Challenges

In recent years, the City of Bainbridge Island has been faced with structural challenges that have restricted the amount of revenues available for transportation, including a decreased ability to raise revenues from previously relied upon sources:

- **Commercial Parking Tax** revenue peaked in 2019 and declined in 2020 due to COVID-19 and the shift towards remote work. This revenue's sharp drop in 2020 and 2021 has not yet fully recovered and may take many years to return to 2019 levels.

- **Motor Vehicle Fuel Tax** revenues will continue to decrease as vehicle fuel efficiency improves, and electric vehicle adoption increases.

Transportation Funding Trends

Bainbridge Island has a relatively robust mix of transportation funding sources compared to other cities, which will help it balance economic cycles that can impact some funding sources. However, as noted earlier, funding sources that rely on fuel taxes will invariably decline in value as the fuel tax loses relevance in the face of vehicle electrification. This is most clear for the motor vehicle fuel tax and multimodal funds, which are drawn directly from state gas taxes. However, many grants are also funded by fuel taxes. Unless the legislature and federal government enact a replacement for the gas tax, these sources are at risk and the City should be prepared to evaluate replacement funding sources, if necessary.

20-year Forecast

If the City were to continue business as usual with current funding sources, and assuming no long-term increases or decreases, the estimated amount of transportation revenue that would be generated over the

Table 6.5
total estimated available funds 2024-2044

Revenue (20-year period)	
Transportation Benefit Fund (TBF) – Operational Revenue	$16,000,000
Commercial Parking Tax	$13,200,000
Motor Vehicle Fuel Tax	*$6,010,000*
ROW Permits	$650,000
Multimodal Funds	*$660,000*
Real Estate Excise Tax (REET)	$30,000,000
Grants	*$28,220,000*
Traffic Impact Fees (TIF)	$3,000,000
Total Revenues	**$97.75 million**
Expenditures (20-year period)	
Operational Expenditures	**$22 million**
Capital Project List Total Cost	**$75.75 million**
Total Expenditures	**$97.75 million**

Table 6.5 provides forecasted transportation revenues and expenditures. Forecasted values are shown in 2024-dollar terms which allows for the potential that costs and revenue inflation track together. This tends to be true for revenue sources like sales tax and REET but is not true for fixed fees like car tabs or fixed per-gallon fuel taxes. Forecasted revenues are subject to change based on a variety of factors including, but not limited to inflation and changing regulatory landscapes.

next twenty years is estimated to be $97.75 million in 2024-dollar terms. However, this estimate may be an overly-optimistic funding prediction if the City does not raise TBD funds periodically to match inflation and if the systemic issues with the gas tax are not addressed. Assuming a consistent level of funding in operations and capital expenditures, the City is forecasted to spend $22 million on operations and maintenance expenses and approximately $75 million on capital projects and improvements over the next 20 years (cost estimates in 2024-dollar terms). The full 20-year forecasted revenues and expenditures is shown in Table 6.5.

The City will pull from the overarching IWMP prioritized project list to implement capital improvements. As funding availability changes, the City will continue to prioritize the most important projects that maximize the ability to leverage external funding while balancing the IWMP goals.

Potential Future Funding Sources

Although the City may fall a bit shy of the full cost for operations and capital projects, it is reasonable for the City to identify additional funding sources to close the funding gap. Additional funds can be generated through grants, state funding, state road usage charge, or other new sources documented in this section.

This section describes potential approaches the City could take to generate additional revenues for its transportation program. These new fund sources could be used to support construction of capital projects and programs identified in the IWMP.

Transportation Benefit District Fund

The City's Transportation Benefit District (TBD) is a special fund that is limited in use for transportation projects. The TBD fund can fund a variety of transportation improvements including road maintenance, transit services, and transportation demand management programming. The City's TBD fund is currently supported by the City's $40 car tab fee. Currently, this fee generates approximately $800,000 annually.

The City can increase TBD funding through the following:

- **0.1% Local Sales Tax :** $800,000/year in revenue
- **0.2% local sales tax:** $1.6M/year, requires voter approval
- **$10 car tab fee increase:** $200K/year, subject to referendum

Property Tax Levy Lid Lift

Cities can levy either a single-year or multiyear levy lid lift, temporary or permanent, to increase property taxes in taxing districts without banked capacity beyond the 1% limit.

With a permanent, single-year lid lift, cities can increase general property taxes beyond the 1% limit in the first year, and then that amount is used to calculate all future 1% levy limitations. The measure never expires, and the levy lid never reverts. Single-year lid lifts may be submitted to voters at any special, primary, or general election. With a permanent, multiyear lid lift, cities can increase general property taxes beyond the 1% limit (up to a limit factor specified in the ballot measure), for six consecutive years up to a rate equal to or less than the statutory maximum, which is $2.25 per $1,000 of assessed value. After the required six years, the total levy can increase by up to 1% annually. Multiyear lid lifts must be submitted at the primary or general election.

With a temporary, single-year lid lift, cities can increase general property taxes beyond the 1% limit in a single year. Following the initial lid lift "bump," property tax rates increase at the 1% limit for the number of years specified in the lid lift ballot measure. Once the lid lift expires, the property tax rates revert to what they would have been without the lid lift. Temporary, multiyear lid operate similarly and allow cities to increase general property taxes beyond the 1% limit for up to six consecutive years. Once the lid lift expires, the property tax rates revert to what they would have been without the lid lift.

As with all property tax revenue, revenue generated from a property tax levy lid lift can pay for operational or capital expenditures. Several cities have successfully passed single-year levy lid lifts (both temporary and permanent) for transportation improvements since 2011, including Bellevue, Bothell, Kirkland, Seattle, and Snoqualmie.

Utility Taxes

Cities can impose a business and occupation tax on most utilities that operate within the city boundaries. For many utilities, the City Council can pass a tax of up to 6% without a vote of the public. A higher tax requires a public vote for electricity, natural gas, or telephones (cell phones and land lines can be taxed, but not internet connections). There are no restrictions on how utility tax revenues can be spent.

Tax Increment Financing and Local Improvement Districts

Cities can impose a special property tax to finance the capital costs of transportation improvements that benefit properties within a city-defined benefit area. Sometimes this strategy is used to improve roads to a business district, or add sidewalks across an entire community, for example. For tax increment financing, the increase in property tax is excluded from the typical property tax increase limits and is calculated separately from standard property tax levies. Tax increment financing does not require a vote but has specific public hearing and notification requirements.

Local Improvement Districts are similar to tax increment financing but are allowed under a different and older state statute. Local Improvement Districts require a vote of affected property owners. Both tax increment financing and local improvement districts require detailed studies to calculate the cost of the improvements, and an estimated value of the revenues expected to be raised by the new property taxes. These programs can be more complex to establish and maintain compared to other revenue sources. The property tax ends when there are no additional capital project costs or when the districts sunset clause is reached. Often, these funding mechanisms are used to pay back bonds over time, although the revenue stream can be used directly as well.

6.4 Partnerships + Regional Coordination

In addition to clearly prioritizing projects and identifying funding sources to support project implementation, the creation and maintenance of local and regional partnerships is critical to effectively implementing this plan. Generating widespread local and regional support for projects accelerates project implementation and increases the likelihood of project success.

Local Partnerships

In 2023 the City worked with City Thread, a national, non-profit organization, to develop an Accelerated Mobility Playbook (Playbook) that outlined strategies the City could take to advance the implementation of the Sustainable Transportation Plan. Many of the Playbook's recommended strategies highlight the importance of building local partnerships and creating support for projects from the ground up. The City maintains several existing local partnerships with organizations and agencies such as the Bainbridge Island Metro Parks and Recreation District, Bainbridge Island School District, and the Senior Center. Additionally, to build widespread and consistent support for transportation projects, in late 2024 the City convened a coalition of multiple key local partners. The Sustainable Transportation Coalition represents a broad array of interests on the Island, including, but not limited to, seniors, parents, students, trail users, cyclists, pedestrians, and mobility experts. The purpose of this coalition is to provide a forum for providing feedback and building consensus on transportation projects.

Regional Coordination

The City is required by the Washington State Growth Management Act to coordinate planning efforts with adjacent jurisdictions. The City is committed to fulfilling and exceeding this requirement and frequently interfaces with regional agencies to proactively coordinate planning efforts on upcoming transportation projects. The City often communicates with WSDOT and Kitsap Transit to ensure consistency between regional planning efforts. Where practicable, the City and our regional partners aim to align overlapping projects to minimize construction impacts to the community.

Washington State Department of Transportation

The Washington State Department of Transportation (WSDOT) manages both SR305 and the Washington State Ferries (WSF) Bainbridge Island Ferry Terminal. As these two facilities are the only access points to Bainbridge Island, coordination and communication with WSDOT and WSF are critical for maintaining a operational mobility network on the Island.

SR305

SR305 is the only primary arterial on Bainbridge Island and offers the only two entrance points where vehicles from other jurisdictions connect to Bainbridge Island. Accordingly, SR305 is a critical piece of the Island's transportation network. SR305 is managed by WSDOT and WSDOT defines the LOS standard for SR305. SR305 is also a "Highway of Statewide Significance," which means local LOS and transportation concurrency standards do not apply to the facility.

SR305 is distinct from other City-owned and operated roadways on Bainbridge Island. Operational challenges unique to SR305 are described below:

- **Multi-Agency Coordination** WSDOT is the lead agency and has primary decision-making and financial responsibility for improvements to the highway.
- **Multiple User Groups** SR305 is used for both local and regional trips, especially by vehicles traveling to and from the ferry terminal. WSF controls the ferry schedules and therefore influences the traffic patterns on SR305.
- **Substandard Level of Service** A substantial portion of the seven-mile length of the highway on the Island experiences a substandard level of service. Improvements to the level of service would require several large projects along the length of the highway.

In 2017, Kitsap County, Kitsap Transit, Suquamish Tribe, City of Bainbridge Island, City of Poulsbo, and WSDOT partnered on a Needs and Opportunities Study to identify transportation issues and ideas along the corridor. The study was conducted to assess constraints on the corridor and identify a prioritized list of strategies to improve mobility and safety. The study connected with partner agencies as well as the community throughout the timeline of the study using both in person and online engagement tools. As a key corridor on the Island, the City plans to continue working with WSDOT to make improvements to the corridor that align with the vision of the IWMP and improve mobility and safety.

Kitsap Transit

As the primary provider of transit service on Bainbridge Island, Kitsap Transit plays an important role in providing sustainable transportation alternatives to Bainbridge Island residents and visitors. The City's

Comprehensive Plan development process takes into consideration future transit and mobility services as proposed in Kitsap Transit's Long Range Transportation Plan.

6.5 Maintenance

After building transportation facilities, the City must dedicate time and resources to their upkeep to ensure they remain safe and functional. Proper maintenance preserves the infrastructure's utility, prevents deterioration, enhances safety, and optimizes the use of City resources. As off-road, active transportation facilities expand, the City must prioritize their maintenance to uphold safety and comfort for users.

Maintenance Challenges

The City's mobility network faces several maintenance challenges that City staff work to address. These issues require consistent and routine attention to manage effectively. Key maintenance challenges include:

- **Vegetation Growth** Overgrown vegetation requires the trimming of foliage to improve roadway safety and sight distances.
- **Pavement Damage** As roadways age, the pavement surface and underlayment can be damaged by traffic, heavy vehicles, weather, and water seepage if not properly maintained. Poor pavement conditions can affect the safety of the road for all road users.
- **Gravel Road Grading** The surface of gravel roadways can deteriorate quickly, producing potholes in the roads and creating unsafe and uncomfortable conditions for road users. These roads need regular regrading to maintain the surface.
- **Roadway and Shoulder Sweeping** Regular sweeping of roadways is necessary to provide a clean, smooth surface for travel. Bicyclists are particularly concerned about gravel, dirt, and debris accumulating on shoulder areas.
- **Stormwater** Maintaining good roadway stormwater drainage is important to protect roadway conditions and to prevent flooding hazards.
- **Roadway erosion** Prevention of roadway erosion on shoreline and steep slope areas is important to avoid significant roadway damage. Repair of these severely eroded roadways is costly and may require special permits and mitigation efforts to maintain consistency with shoreline management goals and objectives.

Maintenance Programs

The City has several maintenance programs aimed at preserving the functionality and safety of the Island's mobility network. These programs prevent major infrastructure failures that could necessitate extensive and costly reconstruction.

- **Street Sweeping Program** Street sweepers remove debris and litter to prevent them from entering stormwater collection systems or roadside ditches. This process protects stormwater runoff from roadway pollutants and ensures a safe surface for vehicles and bicyclists.
- **Vegetation Management Program** Roadway vegetation is mowed to maintain roadway clearance and ensure clear sightlines for drivers, bicyclists, and pedestrians.
- **Roadway Ditches and Shoulders:** These elements are regularly maintained, cleaned, and reshaped to function as designed and support the roadway system effectively.
- **Road Preservation Program:** Bainbridge Island conducts an annual program to

preserve, maintain, and repair roadway infrastructure. Streets are assessed for reconstruction, overlay, seal coat, or patching. For roads not requiring full reconstruction, the City can repair damaged sections with asphalt patches, apply a chip seal, or overlay new asphalt on existing pavement.

- **Gravel Grading Program:** Each year, the City regrades and fills the surfaces of a select number of gravel roads to ensure their usability.

- **Trail and Pathway Maintenance Program** Maintenance activities include brush cutting and trail surface restoration to uphold the quality of the City's network of separated pathways and trails

Spot Improvements

The City frequently responds to requests from residents to improve travel conditions on the Island. These requests range from filling pot holes to adding stop signs to creating off-road paths for pedestrians and bicyclists.

The City responds to these requests through the Traffic Operations Committee which is comprised of staff representatives from the Public Works, Executive, and Police departments. At present, this group meets on an ad-hoc basis to discuss requests for spot improvements and assess whether the City has capacity to address them.

Recent spot improvements that the City has made in response to community requests include:

- **Sportsman Club Rd trail and fence improvements**
- **New crosswalk at Winslow Way and Bjune**
- **Valley Rd shoulder improvements**
- **New stop signs in Seabold neighborhood**

Trail Mainteance and Development

The City controls ownership of approximately 10.5 miles of mixed use trails such as the Farm Trail and the Waterfront Trail. These trails are managed and maintained through an interlocal agreement with BIMPRD. Trails are maintained and developed according to Parks District standards and the City works closely with the Parks District to identify areas of improvements and opportunities for cross agency collaboration.

A APPENDICES

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appendix a :
IWMP Change Log

The following change log tracks changes made to the Island-Wide Transportation Plan (IWTP) and the Sustainable Transportation Plan (STP) through the course of the development of the Island Wide Mobility Plan. The following tables indicate where changes or modifications were made to each plan and where the information can be found in the Island Wide Mobility Plan.

Where information included in the IWTP and the STP conflicted with each other, the IWMP favors the STP as it is the more recently adopted plan. City Council have directed staff to implement the Connecting Centers Scenario of the STP which is reflected in the content and project/program list included in the IWMP.

Island Wide Transportation Plan

	IWTP content	where to find in IWMP	description of change
IWTP Ch. 1	Island Context Map	Chapter 1 Introduction	updated maps to have consistent style
	Planning History	Chapter 1 Introduction	updated to include STP planning process
IWTP Ch. 2	Community Character	Chapter 2 Goals + Objectives	renamed to Community Vision
	Neighborhoods	Chapter 2 Goals + Objectives	included in Connectivity goal
	Environment	Chapter 2 Goals + Objectives	renamed to Natural Systems
	Balancing Community Needs	n/a	section not included in IWMP
IWTP Ch. 3	Level of Service	Chapter 5 Operations + Mobility	adopts new multimodal level of service standards
	Non-Motorized LOS Standard	Chapter 5 Operations + Mobility	adopts level of traffic stress based LOS standard for bike facilities
	Existing Traffic Conditions	Chapter 3 Existing Conditions	updated with more recent traffic data
	Existing LOS	Chapter 3 Existing Conditions	updated with more recent traffic data
	Land Use Forecast	n/a	not included in IWMP; refer to Comp Plan
	Future Traffic Conditions	Chapter 5 Operations + Mobility	updated to match new LOS standards
	Mobility Issues	Chapter 3 Existing Conditions	information included in connectivity gaps assessment
IWTP Ch. 4	SR305 LOS	Chapter 3 Existing Conditions Chapter 5 Operations + Mobility	updated with more recent traffic data
	SR305 Recommendations	Chapter 6 Implementation	modified to include information about coordination with WSDOT
IWTP Ch. 5	Collision History	Chapter 3 Existing Conditions	updated to include more recent data
	Safety Programs	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	updated to include traffic calming and safe routes to school programming
	Maintenance	Chapter 6 Implementation	no changes made

Island Wide Transportation Plan (cont.)

	IWTP content	where to find in IWMP	description of change
IWTP Ch. 6	System Inventory	Chapter 3 Existing Conditions	updated inventory for all modes
	Non-Motorized Use	n/a	not included in IWMP
	Connectivity Barriers	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	updated connectivity gap analysis; identification of barriers
	Non-Motorized Network	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to include Connecting Centers approach; updated project lists
	Facility Types	Chapter 4 Multimodal Vision	updated and simplified facility typology and design guidelines
	Levels of Service	Chapter 5 Operations + Mobility	adopts level of traffic stress based LOS standard for bike facilities
	Non-Motorized Improvement Plan	Chapter 6 Implementation	updated project lists to include STP projects; updated maps
	Design Considerations	Chapter 4 Multimodal Vision	updated to align with goals and new LOS standards
	Education, Encouragement and Enforcement	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to include STP programs
IWTP Ch. 7	Washington State Ferry Operations	n/a	not included in IWMP
	Kitsap Transit Bus and Other Services	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	existing routes updated, improvements updated to match Kitsap Transit Long Range Transportation Plan
	Multimodal - Transportation Demand Management	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to match STP programs
	Regional Coordination	Chapter 6 Implementation	no significant changes
IWTP Ch. 8	Funding Capabilities	Chapter 6 Implementation	20-year revenue forecast updated
	Funding Needs	Chapter 6 Implementation	20-year expenditure forecast updated
	Proposed Sources of Funding	Chapter 6 Implementation	updated to include more detailed information

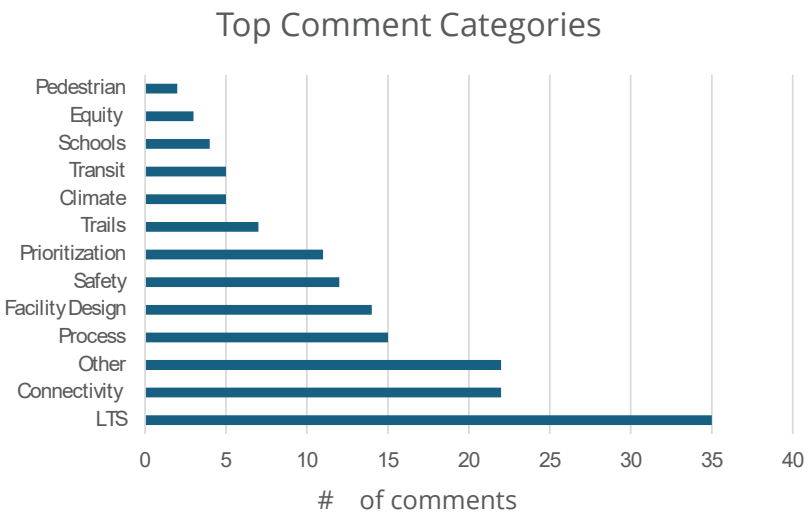
Sustainable Transportation Plan

	STP content	where to find in IWMP	description of change
STP Vision + Goals	Who developed this plan?	Chapter 1 Introduction	updated to reflect IWMP process
	Transportation Assets	Chapter 3 Existing Conditions	section expanded to include inventory of existing facilities
	Transportation Gaps	Chapter 3 Existing Conditions	section expanded to include connectivity and safety analyses
	Sustainable Transportation Goals	Chapter 2 Goals + Objectives	renamed goals, eliminated funding goal from goal framework
	Walking and Rolling Network	Chapter 4 Multimodal Vision	updated map, see Figure 4.2
	Sound to Olympics Trail	Chapter 4 Multimodal Vision	updated to include current status
	Transit and Shared Mobility Network	Chapter 4 Multimodal Vision	updated mobility hub locations to match connecting centers project list
STP Scenarios	Scenario 1: Status Quo	n/a	not included in IWMP
	Scenario 2: Connecting Centers	Chapter 4 Multimodal Vision Chapter 6 Implementation	no changes made to projects
	Scenario 3: Island Wide Stretch	Chapter 6	select projects included in IWMP project list
	Programs and Policies	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to reflect implemented policy changes

appendix b :
Engagement Summary

The City collected community feedback on the draft of the Island-Wide Mobility Plan in Spring 2025. An in-person egagement event was hosted on March 24, 2025 at City Hall; approximately 30 residents attended this meeting. In addition to the in-person engagement opportunity, the City opened an online feedback form. This online comment period was open for three weeks and received approximately 75 comments. Residents and community partners were also encouraged to reach out to City staff directly with any questions, or feedback they had regarding the IWMP. In total, the City logged 159 comments from members of the public.

An analysis of these engagements is provided below as well as a list of frequently asked questions. The following pages catalog the comments received and indicate the City's response to each comment.



IWMP FAQs

Based on the feedback and questions received from community partners and residents, staff compiled a list of frequently asked questions. These questions respond to the questions and comments received and aim to provide additional clarity and direct readers to the chapters in the IWMP where additional information on the topic can be found.

What does level of traffic stress account for?

Level of traffic stress (LTS) describes the user experience of a particular bicycle facility. It considers roadway features such as speed, slopes, sight distances, and number of driveways as well as how much separation is provided by the bicycle facility. See Chapter 5 for more information.

How does LTS account for intersections?

The current LTS measurement does not account for stress at intersections. However, the IWMP has been revised to include design guidelines and best practices for creating safe intersections for non-motorized users. For more information, refer to Chapter 4 of the IWMP.

What is a neighborhood greenway ?

A neighborhood greenway refers to a low-volume/ low-speed road that has design features that prioritize non-motorized users. One way in which a road can be converted to a neighborhood greenway is through the implementation of traffic calming features such as chicanes and traffic circles.

How is access to schools prioritized in this plan?

Projects that are ½ mile or closer to a school score higher than projects that are further than ½ mile from a school. Additionally, the plan provides for a Safe Routes to School (SRTS) program. More information can be found in Chapter 6.

Why are the Connecting Centers projects prioritized over others in this plan?

The Island-Wide Mobility Plan is a combination of previous planning efforts. The transportation planning priorities that City Council most recently adopted were included in the Connecting Centers scenario of the Sustainable Transportation Plan. When compiling projects to be included in the IWMP, staff prioritized the connecting centers projects in order to align with Council direction.

How does the plan address spot improvements?

Spot improvements are typically addressed on an ad-hoc basis. The City has existing and ongoing transportation maintenance programs that address these shorter term projects, such as shoulder improvements and vegetation management. More information about the City's maintenance programs and how it addresses requests for spot improvements can be found in Chapter 6.

How were projects selected?

Projects were compiled from the existing Sustainable Transportation Plan (STP) and the Island-wide Transportation Plan (IWTP). Projects that have been completed were eliminated. Where projects were duplicated between the two existing plans, the facility type proposed in the STP was given preference.

How can the City speed up implementation of this plan?

The capacity of the City to implement capital projects is dependent on funding availability, staff resources, and community support. Partnerships, especially those with local and regional organizations, can help to increase the speed of implementation by sharing resources and accruing a broad base of community support for the project. Several recommendations on how to accelerate implementation are provided in the City Thread Report in Appendix I.

continued on next page

Comment ID		Comment Summary	Comment Type	Response
Public Works COBI	01	Fig. 3.3: How were connectivity gaps identified?	Connectivity	Additional details added to section 3.1 of the IWMP.
	02	Ch. 4: Clarify that proposed network represents an ideal outcome that is balanced against funding availability, property availability, and design feasibility.	Process	Clarification made in Chapter 4 of the IWMP.
In-Person Engagement March 2025	03	Intersection design and level of stress should be more of a focus (multiple)	LTS	Added intersection design guidance to Chapter 4 of the IWMP.
	04	Topography should be considered in LTS measurements	LTS	Current LTS measurement does account for vertical and horizontal sight distance.
	05	School access is important, how is this incorporated into plan?	Schools	Included in prioritization methodology. See Chapter 6 of the IWMP.
	06	LTS varies along project extents - creates challenges	LTS	Noted.
	07	How is the City planning for pedestrian mobility (multiple)	Pedestrian	Information about pedestrian level of service included in Chapter 5 of the IWMP.
	08	Clarify typology of greenways	Facility Design	Noted. Typology clarified in Chapter 4 of the IWMP.
	09	How does the plan address spot projects and improvements	Process	Information included in Maintenance section of Chapter 6 of the IWMP.
	10	Network should be cohesive and target specific users (multiple)	Connectivity	Noted.
	11	Consider increasing capacity by adding lanes	Other	Noted.
	12	Gaps in shoulder network should be improved	Connectivity	Network gaps and connectivity is addressed in prioritization methodology.
	13	IWMP prioritizes commuters	Equity	Noted.
	14	Inadequate funding can result in patchwork of projects and facilities	Connectivity	Noted.
	15	How do trails fit into the LTS map?	Trails	Trails are considered off-road facilities and would be categorized as LTS 1 (eg. STO).
	16	Consider equity for people who use mobility devices (wheelchairs, walkers, etc)	Equity	Additional accessibility language added to Equity goal in Chapter 2 of the IWMP.

Comment ID		Comment Summary	Comment Type	Response
In-Person Engagement March 2025	17	Proposed BRT routes and Island Circulators should be mapped to understand transit priorities and access	Transit	Added to Figure 4.5 in Chapter 4 of the IWMP.
	18	What options does the City have to encourage easements for non-motorized infrastructure and connections?	Connectivity	Exploring options could be included in scope of IWMP project "Off-Road Easement Strategy"
	19	Connecting Centers projects should be visually distinguished in maps to indicate high priority	Other	Changes made to Figure 4.3 in Chapter 4 of the IWMP.
	20	Consider setting LTS minimums for corridors to avoid varying LTS across projects on the same corridor	LTS	Added intersection design guidance to Chapter 4 of the IWMP.
	21	Intersections should include traffic calming and spot improvements	Safety	Noted.
	22	Henderson Rd has poor road surface, suggest alternate route Komedal to Ralston	Other	Noted.
	23	Grow Ave traffic calming is inadequate, preference for sidewalks	Pedestrian	Noted.
	24	Add additional traffic calming on Miller Rd	Safety	Noted.
	25	Separated bike lanes feel dangerous in certain contexts	Safety	Noted.
	26	How does the City identify/meet the needs of "recreational" cyclists vs. "transportation" cyclists?	Equity	No distinction is made in the IWMP between recreational and commute cyclists.
	27	How can the City spend funds more efficiently to speed up implementation?	Process	Refer to City Thread Accelerated Mobility Playbook. See Appendix I.
Bainbridge Island Parks and Trails Foundation	28	Supports the continued development of the Connecting Centers Projects connecting Winslow to Lynwood Center, Island Center, and Rolling Bay	Connectivity	Noted.
	29	Emphasize the development of the Sound to Olympics Trail, southern segments from Sakai Park to Koura should be high priority	Trails	Adjusted prioritization of STO segments between Sakai Park and Koura Rd to reflect community feedback.
	30	Develop Safe Routes to Schools trails within half-mile of schools	Schools	Included in scope of Safe Routes to School project included in the IWMP.
	31	Improve roadside connections and crossings to improve safety for trail users. Especially Lost Valley and Kojima trail connection on Fletcher Bay Rd and Day Rd between Farmland Trails	Connectivity	Noted.

Comment ID		Comment Summary	Comment Type	Response
Bainbridge Island Parks and Trails Foundation	32	Consider bike and pedestrian use from Farmland Trail to Day Rd between 305 and Sunrise	Connectivity	Noted.
	33	Consider Wallace trail connector instead of Knechtel	Other	Noted.
	34	Remove Bucsit trail connection from STO to Sportsman trail connection project	Other	Separated into separate projects.
	35	Wardwell to Lovgreen should be medium priority	Prioritization	Noted.
	36	consider sidewalk only at south end of Baker Hill Rd from Blakely Heights	Facility Design	Noted.
	37	Have all 305 crossings been approved by WSDOT? Are they feasible?	Process	Projects are in conceptual phase and have not been reviewed by partner agencies.
	38	Lovgreen to Farmland trail, important for trail access	Connectivity	Noted.
	39	New Brooklyn, Fletcher to Sportsman important student connection from schools to Strawberry Hill Park	Schools	Project priority has been adjusted to respond to multiple public comments.
	40	Consider sidepath from Old Mill Trail to Blakely for sudents	Schools	Project segment currently calls for a separated bike path, design has not been finalized.
	41	Sands/Sakai connector should be low priority	Prioritization	Prioritization adjusted.
	42	Valley Rd sidepath from Madison to Sunrise should be high priority, lots of community interest	Prioritization	This project is included in the Connecting Centers scenario and is considered highest priority.
	43	Eagle Harbor: consider focusing on shoulder just east of McDonald, blind hill and very dangerous for peds/ cyclists	Facility Design	Noted.
	44	STO Port Madison to Agate Pass should be prioritized higher, connection to N. Kitsap for commuters	Prioritization	Noted.
	45	Consider safety improvements at intersection of Sportsman and Finch "y" intersection	Safety	Section added in Chapter 6 to address safety and spot improvement projects.
	46	Consider improving sidepath in ROW from Grand Forest to New Brooklyn on Mandus Olson	Other	Noted.
	47	Consider adding sidepath on Koura between Fieldstone and Miller for parks and trails access	Connectivity	Noted.
	48	How does greenway typology different from trails	Facility Design	Project typology has been clarified, see Chapter 4 of the IWMP.

Comment ID		Comment Summary	Comment Type	Response
Bainbridge Greenways	49	New bike infrastructure should be LTS1 to address needs of children	LTS	Noted.
	50	STO to Sportsman Club Road should be high priority, LTS 1	LTS	Project priority has been adjusted to respond to multiple public comments.
	51	High School Rd from 305 to Finch, LTS 1	LTS	Noted.
	52	Lynwood Center to Eagle Harbor Dr via bucklin, LTS 1	LTS	Noted.
	53	Wardwell route from New Brooklyn on west edge of Sakai and Woodward heading north to Lovgreen and 305, LTS 1	LTS	Noted.
	54	Grow Ave between High School Rd and Winslow Wy, LTS 1	LTS	LTS map has been adjusted. Note that no project is currently proposed for this location.
	55	Baker Hill Rd from Lynwood Center Rd to Blakely, LTS 1	LTS	Noted.
	56	Sportsman Club Rd from Wyatt and Finch, New Brooklyn crossing to SR 305, LTS 1	LTS	Project priority has been adjusted to respond to multiple public comments.
	57	Day Rd from SR 305 to Sunrise, LTS 1	LTS	Noted.
	58	High School Rd from Finch to Strawberry Hill Park, LTS 1	LTS	LTS has been adjusted to LTS 2 respond to multiple public comments.
	59	Lost Valley Trail, 8-10 ft bikeable surface	Facility Design	Noted.
	60	Valley Rd between Sunrise and N. Madison Ave, LTS 1	LTS	Noted.
	61	Fletcher Bay Rd between Bucklin and Lost Valley Trail, LTS 1	LTS	Noted.
	62	Wyatt Wy from Finch to Weaver, LTS 1	LTS	Noted.
	63	Eagle Harbor Dr Ph. 1, LTS 1	LTS	Noted.
Resident	64	Concerns about proposed Bucsit Lane trail, poor road conditions and unstable shoulders, private road	Trails	Project priority has been adjusted to respond to multiple public comments.
Resident	65	Concerns about proposed Sands/Sakai Connector. Environmental concerns regarding wetland in the area and beaver habitat. Property concerns regarding private road on Bucsit.	Trails	Project priority has been adjusted to respond to multiple public comments. Project included in IWMP as a legacy project from the IWTP.

Comment ID		Comment Summary	Comment Type	Response
Resident	66	What are the overall GHG emissions; how much transportation related GHG reduction do we expect by 2035? 2045?	Climate	Transportation related emissions totaled 78,723 $MTCO_2e$ in 2021. For a detailed analysis on GHG reduction potential refer to Appendix J.
	67	do equity and all-ages ability goals conflict with GHG emission goal? Since all-ages and abilities facilities are likely costlier to construct meaning fewer facilities being built per year.	Climate	All ages and abilities infrastructure is shown to be effective at lowering VMT by providing facilities that the greatest number of people feel comfortable and encouraged to use.
	68	Connectivity is essential to reducing VMT because it is essential to safety. What is the relationship, in the plan, between connectivity, access, and safety?	Connectivity	Noted.
	69	There are safety gaps in every arterial and collector on the Island. What percentage of the existing network is unconnected?	Connectivity	The percentage of disconnected network was not calculated. See Figure 3.3 for a visualization of connectivity gaps.
	70	Where can we learn more about the GHG reduction analysis of the connecting centers scenario? How does this compare to the Island-Wide Stretch scenario?	Climate	Refer to Appendix J of the IWMP.
	71	What are the assumptions about the rate of growth in Island Center and Rolling Bay? How does this compare to the soon-to-be updated land use element in the Comp Plan?	Process	Expected future growth of neighborhood centers not addressed in the IWMP. Refer to the Comprehensive Plan.
	72	How much will the STO cost? What are the VMT impacts of the STO compared to other projects?	Climate	Total cost of the STO including construction and design is not calculated. Project level VMT reductions have not been calculated due to unavailability of precise measurement tools.
	73	What is the average cost per mile of the treatments listed in Table 5.2? How much would be saved by reducing speed limits to achieve LTS goals versus constructing separated bike lanes?	LTS	Cost/mile of treatment types was not calculated. Costs are highly variable based on a number of factors outside of facility design.
	74	What are the benefits of "access" as described in the prioritization methodology? How does it relate to connectivity?	Connectivity	See response to comment 67.
	75	Who were the key partners and stakeholders involved in the project prioritization process? How were they chosen?	Process	Input was provided by the Sustainable Transportation Coalition and the Climate Change Advisory Committee.
	76	Why are projects in the Connecting Centers scenario of the STP prioritized over others? Why is the Council bound to the STP, which was not even part of the comp plan?	Process	The STP is the current direction provided to staff by City Council and therefore was identified as highest priority.

Comment ID		Comment Summary	Comment Type	Response
Resident (cont.)	77	How will the City address the Agate Pass Bridge as it continues to plan for the STO?	Trails	The City currently and will continue to collaborate with WSDOT as it develops the STO.
	78	Will Lost Valley Trail be accessible to bikes, too?	Trails	Bikes will be allowed on Lost Valley Trail.
	79	Where will mobility hubs be located for transferring from bikes to buses, taxis, etc?	Connectivity	See Figure 4.6 in the IWMP.
	80	How will/does the City coordinate with Kitsap Transit?	Process	Refer to section 6.4 of the IWMP.
	81	Why is the City not considering a water taxi across Eagle Harbor?	Other	No new projects were considered in the development of the IWMP.
	82	Is Mandus Olson going to be available to bike?	Facility Design	Yes, bikes currently allowed on Mandus-Olson.
	83	To improve connectivity, any plans to gain more easements through private property (e.g. Lovgreen for STO, road next to Hyla School to get to Lynwood)	Connectivity	In scope of "Off-Road Easement Strategy" project proposed in the IWMP.
Online Engagement	84	COBI should be moving toward as many miles as possible of LTS below 4. It would be great to get to LTS 2 on most of our unavoidable well-traveled roads.	LTS	Noted.
	85	The difference between LTS1 and LTS2 is so large. One family and ability differences included the next only adults and just some adults at that! In order to foster a future that encourages a healthy and climate friendly future for the island, we need to help children and older adults especially!	LTS	Noted.
	86	I would prefer more miles of "less than perfect" bike routes. Not sure why Miller is labeled with LTS 4 - currently has 30mph limit with striped bike lane which per chart is LTS 3?	LTS	Noted.
	87	Please increase the speed of construction. These improvements are very important for allowing individuals to begin to experience the island by means beyond personal vehicle	Process	Noted.
	88	Miller Road-Fletcher Bay road needs a corridor plan so that all the segments are coherent and connected	Connectivity	Noted.

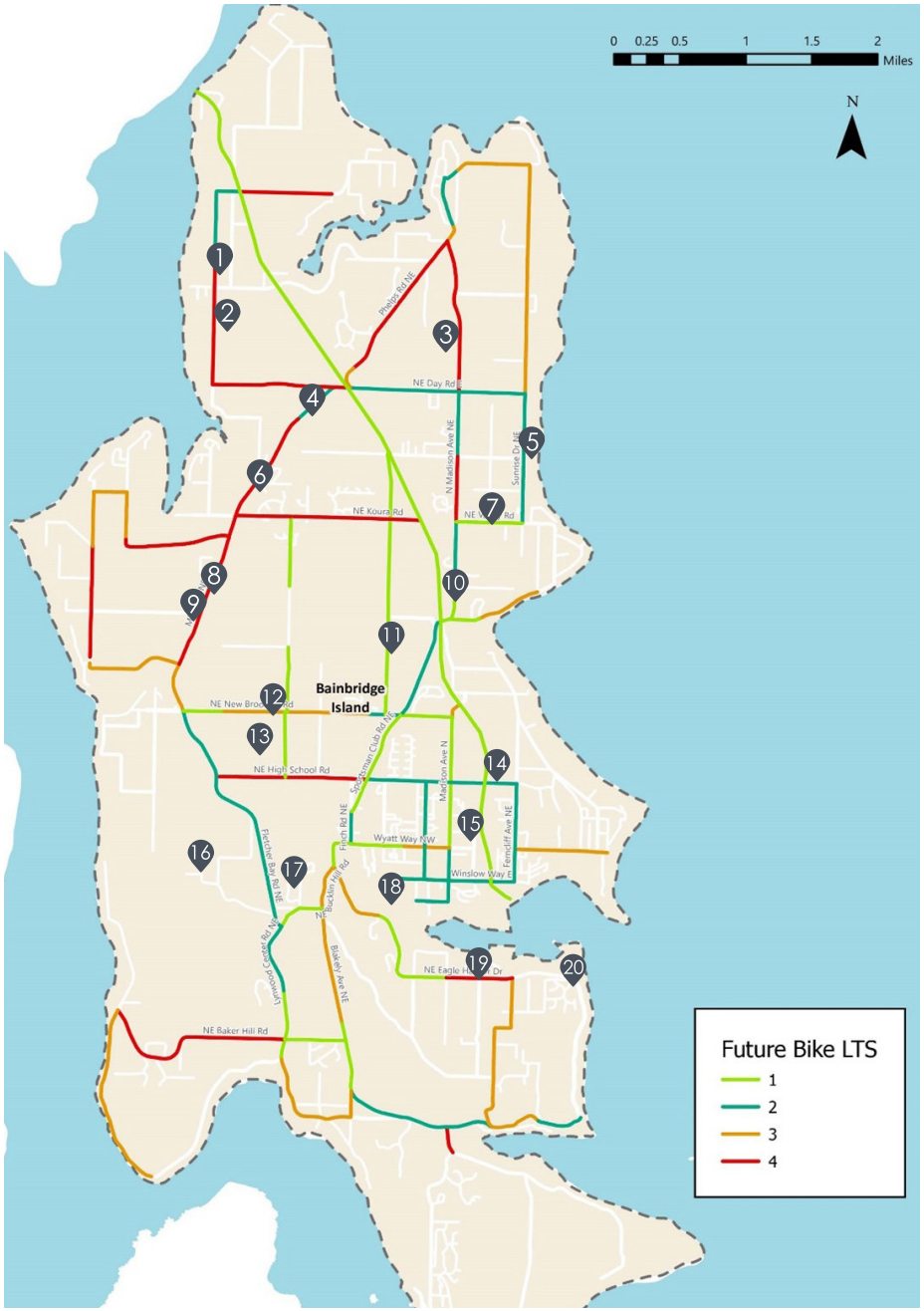
Comment ID		Comment Summary	Comment Type	Response
Online Engagement	89	I drive New Brooklyn daily at all times of the day and I rarely come across anyone on a bike. The plan for separated bike lanes seems excessively in favor of the handful of bicyclists who would use that. Not to mention the "citifying" effect this will have on our country roads. People do live in a rural community for a reason.	Other	Noted.
	90	Relying on sidewalks and shared trails for bikes is concerning. E-bikes are becoming more prevalent and pedestrian/bike interactions will happen at higher speed and be less safe than today.	Safety	Noted.
	91	Henderson Rd is a great choice for the bike mobility route, but you need to slow down the cars to make it safe for cyclists. During rush hour, cars routinely ignore the speed limit, frequently passing law abiding cars at high rates of speed. It is almost guaranteed that if you drive that road during rush hour and go the speed limit, someone will be on your bumper and fly around at the first opportunity, even if it's not a safe or legal one. Happens almost every day!	Safety	City Traffic Operations Committee has recently deployed traffic data collectors on Henderson Rd. In response to the traffic conditions experienced and measured in the Seabold neighborhood, new stop signs were installed at multiple intersections in Winter 2025. Additional improvements, including traffic calming, may be considered in the future.
	92	I don't support LTS because it focuses on perceived hazards as opposed to real hazards. Expensive separated bike paths are too expensive to build and maintain and limit the amount of non motorized improvements that can be done within the limited funding. Speed limits, along with enforcement, is an important part of safety for non motorized users. As is volume of traffic. More growth means more volume of traffic and diminished non motorized safety.	LTS	Noted.
	93	Even if this doesn't happen for another 20-40 years, I think magnetic rail or electric rail from ferry to Poulsbo with stops along the way makes sense. Any improvements along 305 should consider the potential of rail in the future. If we do eventually replace or modify the Agate pass bridge, keep rail in mind. This planning might change what we do and might save $$$ in the long run.	Transit	Noted.

Comment ID		Comment Summary	Comment Type	Response
Online Engagement	94	please just do more quickly. Again - I feel like proposals or aiming for "perfect" and so nothing gets done.	Process	Noted.
	95	As you acknowledge, this project has been in the works since 2017 and has little to show for the thousands of hours of public employees time and labor. Please start projects. Please increase your speed of construction	Process	Noted.
	96	You're making this too complicated. For all the fanfare around the sustainable transportation plan there's been very little non motorized improvements. The facilities recently built on Madison were part of a sewer project and not particularly well design. Experienced bike riders will be riding on the road instead of the lumpy narrow path.	Process	Noted.
	97	Bucsit Lane (public and private sections) need to be widened and paved to accommodate pass through traffic, even if it is just on foot and bike, because it is already unsafe to do those things on our road. .	Safety	Noted.
	98	Having a route that connects around from STO back to the ferry to give a protected loop for visitors would be a potential win.	Connectivity	Noted.The IWMP did not consider any new projects not included in previous planning efforts.
	99	The safety category [of the prioritization methodology]should consider the collision rate, not just the # of collisions.	Safety	Noted.
	100	[Projects should be prioritized based on] community feedback and relying on previously developed plans makes the most sense (ie core 40 and the newer sustainable transportation plan)	Prioritization	City staff have revised the prioritization of proposed projects based on community feedback received.
	101	Your equity score is zero until you have any projects to show for the countless planning and outreach meetings	Other	Noted.
	102	You've made this way too complicated. Equity? While you dither and pander to special interest groups simple widened shoulders are not being build. The CF on Eagle Harbor drive North of McDonald Street is a good example of pandering to one person and ending up with a really bad design.	Other	Noted.

Comment ID		Comment Summary	Comment Type	Response
Online Engagement	103	No one is going to choose to ride on 305! If you prioritize the side roads, you'll get a lot more cyclists choosing to ride over driving. Riding on 305 is miserable!!	Other	Noted.
	104	I actually think completing Miller should be prioritized higher. The "middle" was done and then nothing else leaving a common biking corridor dangerous at either end. (But to Lynnwood should be highest priority now). otherwise this entire section is too busy and unrealistic given current pace of projects.	Prioritization	Prioritization of Miller Rd projects have been prioritized higher in response to comments received from members of the community.
	105	Install widened shoulders. It might mean less work for City staff but we'd all be safer.	Facility Design	Noted.
	106	In general I feel that the plan gives a lower priority to west-side residents.	Prioritization	Some projects on the west side have been assigned a higher priority level based on feedback received.
	107	Concerning connecting city centers, why no discussion about connecting Island Center to Winslow or Lynwood Center. Anyone biking or walking to/from Battle Point Park to these locations has to navigate very unsafe conditions. This is especially true from the Park to these locales using Battle Point or Arrow Point roads	Connectivity	Connecting centers projects were included in the Sustainable Transportation Plan scenario adopted by City Council in 2022. Some projects on the west side connecting to Island Center have been re-prioritized higher in response to community feedback.
	108	why is doing something about unsafe multi-modal use of Fletcher Bay Road and Lynwood Center Road south of High School Road almost to Lynwood Center such a low priority? The route connects city centers and is very unsafe currently. The lack of infrastructure here does not make sense. They are shown as connectivity gaps in Figure 3.3.	Safety	Refer to response provided to comment 106.
	109	funding to keep the pathways accessible (free of debris, branches, wet/slimy/slippery decaying leaves etc) needs to be factored in. You can't consider paths viable without the maintenance required to keep them in useable condition. Many times I see bicyclists forced to ride outside the paths our taxes paid for because its too hazardous to stay in them.	Other	Refer to section 6.5 of the IWMP.

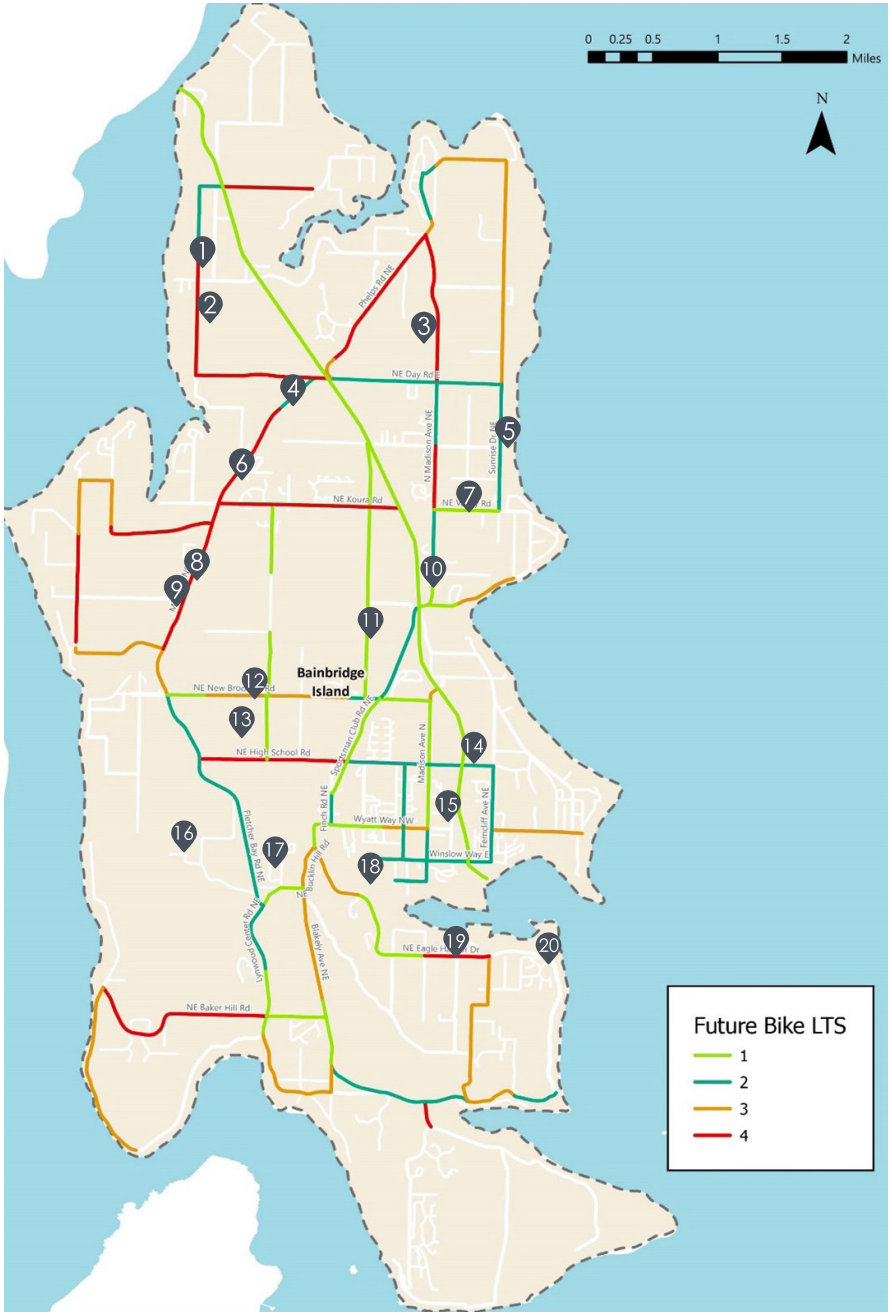
Comment ID		Comment Summary	Comment Type	Response
Online Engagement	110	there are more transportation options than autos and bikes. Consider rail as an option along 305 corridor in our future at some point and plan ahead for best outcome. I am also a big fan of the expansion of dial a ride bus service on the island. It serves everyone and provides vital access.	Transit	Noted.
	111	Stop with the never ending public outreach. Administrations turn over while zero projects occur.	Process	Noted.
	112	Years go by without simple widened shoulders being installed where it could easily be done, like on Blakely Avenue. It's really kind of pathetic.	Process	Noted.
	113	Regarding sustainability, it's assumed the Sustainable Transportation Plan will reduce greenhouse gas emissions related to transportation. That should not be assumed. All projects should be subjected to an objective, non green washing, climate lens to evaluate their relative benefits.	Climate	Noted.
	114	Battle Point Park is a very highly used park, perhaps more than any other Island park, and almost everyone is forced to drive there. That makes Battle Point Drive unsafe for pedestrians and bikers along a very flat, straight, remote stretch of road (without shoulders or sidewalks) where almost no one adheres to the 25 mph speed limit. At night some use the road to drive VERY fast. A couple of years one of our neighbors, walking by the west entrance to the park was hit by a car and sent to the hospital with a head injury.	Safety	Projects around Battle Point Park have been re-assigned higher priority levels in response to community feedback.
	115	Bainbridge cannot maintain the roads it has; and will not adopt private roads that have continuous housing construction on them. Seems the city priorities are not geared to current conditions..... just always looking to spend money on new stuff. shame shame	Other	Noted.
	116	It would be great if an email address were provided so that a more thoughtful respond can be submitted.	Other	Point of contact for this project is Hannah Boettcher, hboettcher@bainbridgewa.gov. Contact information has been provided on the City website and the Engage Bainbridge page for this project.

Comment ID		Comment Summary	Comment Type	Response
Online Engagement	117	Generally like the idea of trying to prioritize lots of safe connections to STO separated trail	Connectivity	Noted.
Resident	118	Distinguish more clearly the difference between LTS 1 and 2	LTS	Noted.
	119	More specificity is needed in the design guidelines provided in table 4.2; increased separation for vertically separated bike lanes, emphasize the use of barriers for decreasing user stress	Facility Design	Design guidelines included in Chapter 4 of the IWMP have been updated to provide greater specificity.
	120	Avoid the creation of "island deserts" i.e. disconnected facilities that dump users out onto unsafe roads	Connectivity	Noted.



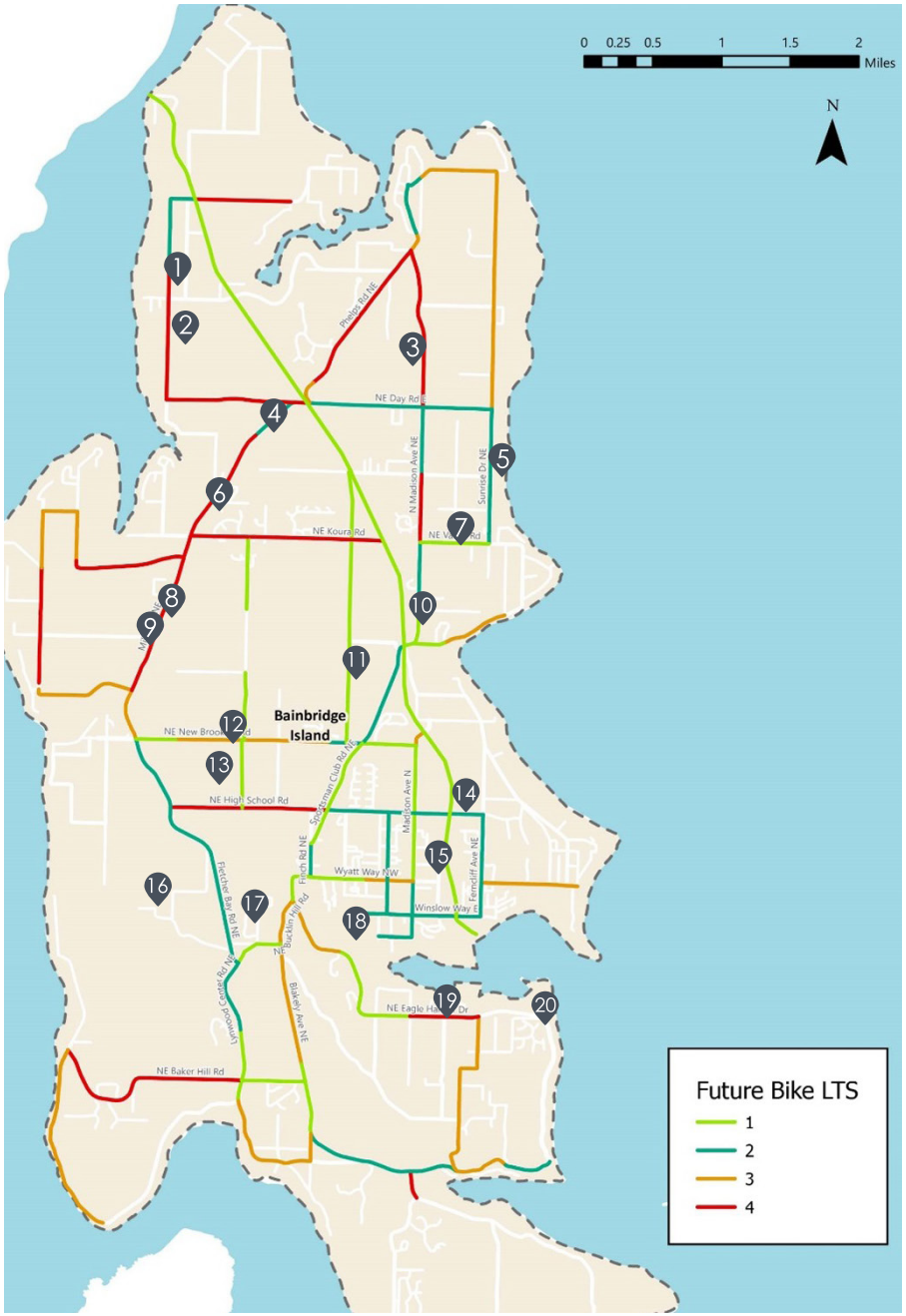
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
1	Main route for cyclists	Noted.
2	Battle Point Drive needs widened shoulders for bikes and peds	Minimum LTS for Battle Point Dr. lowered to 3
3	LTS 2 or 3 - there are portions of Madison that have wide shoulders. Take advantage of the width and upgrade to more protected lanes	Minimum LTS on N Madison Ave between Torvanger and Day lowered to 3
4	Miller road is heavily traveled roadway partially served with widened shoulders. Widened shoulders for bikes and peds need to be extended to the intersection at Day Road and SR305.	Noted.
5	Sunrise drive is dangerous for bikes. Widened shoulders need to be installed on the most dangerous sections, which include close to Rolling Bay.	Noted.
6	Another important route for cyclists.	Noted.
7	Valley road needs widened shoulders for bikes and peds that retain the semi-rural feel of this stretch. City engineers should be deterred from over-designing road improvements on Valley that would impact its character.	Noted.
8	LTS 2-this area has a lot of pedestrian and bike activity on account of the access to the grand forest and the crossing from the grand forest to the trail going to battle point park.	Speed limit on Miller Rd makes LTS 2 difficult to achieve. Modified minimum LTS to 3.



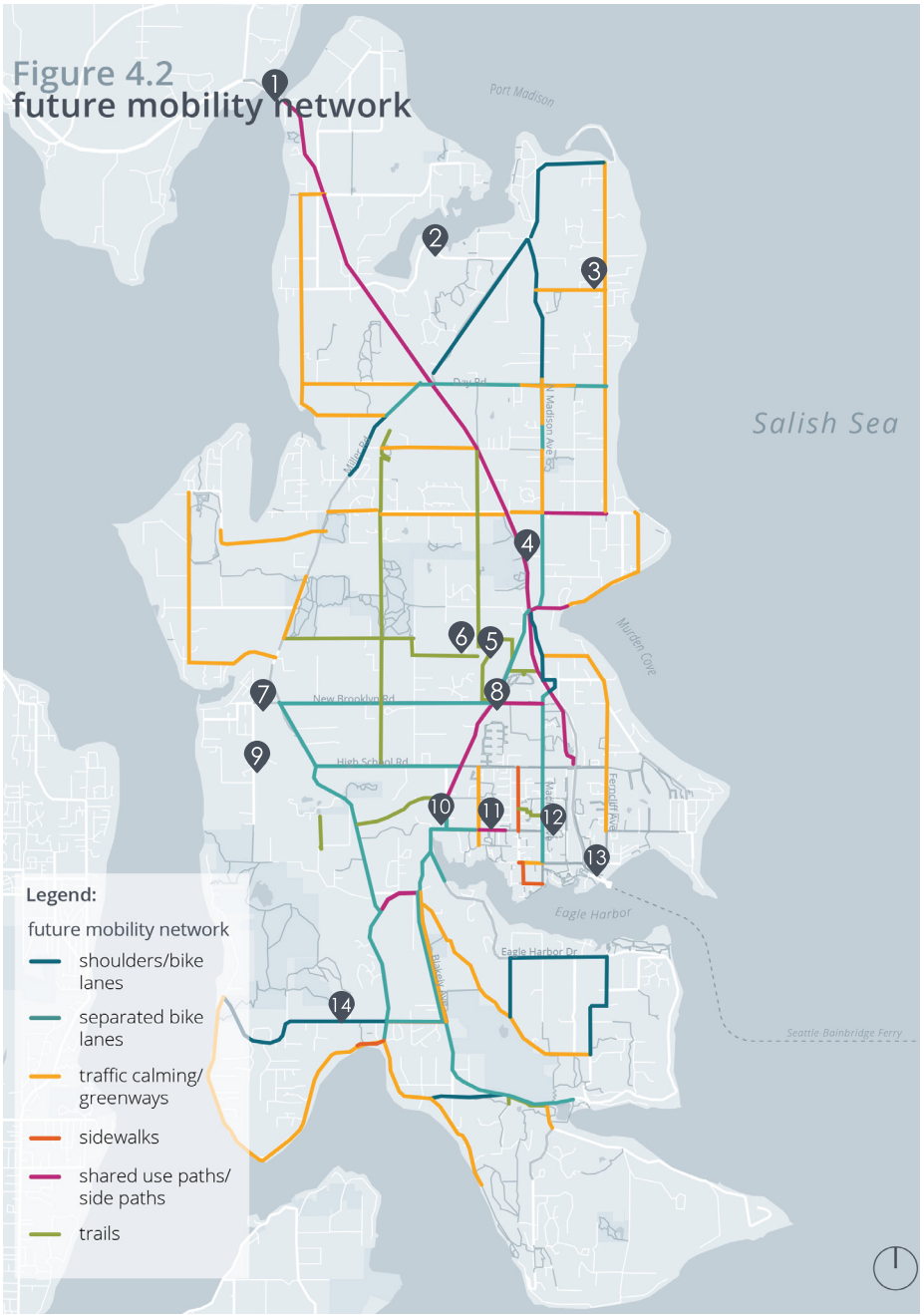
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
9	Miller is a critical route for people outside of Winslow. And should be 3 or lower to encourage safe travel	LTS modified to LTS 3 on Miller
10	The Sound to Olympics Trail: It should not plow through the scenic buffer. Widened shoulders would be just fine.	Noted.
11	this is a private road that I have to maintain. Will city take over maintenance ?	Future LTS is based on proposed projects. Many projects are in conceptual phase and subject to modification.
12	Either New Brooklyn or HS Rd should have continuous LTS of 2 to make a comfortable east west route from island center	Noted. High School Rd upgraded to be LTS 2 between Miller and Sportsman Club Rd
13	Intersection of Finch and Madison: This is a difficult intersection for bikes going East and then turning left onto Finch. This needs to be corrected, possibly by making the intersection a 3-way stop.	Noted. Section on intersection design guidelines added to Chapter 4 of IWMP
14	The State is planning to build a roundabout at the HS road and SR305 intersection. COBI should be advocating for the project to include a non motorized passage under the new roundabout.	Noted. Section on intersection design guidelines added to Chapter 4 of IWMP
15	Currently a great street for bikes and peds. A possible connection with Hildebrand threatens to degrade non motorized LOS here.	Noted.
16	Lynwood Center Road needs widened shoulders for bikes and peds. This is a heavily used roadway with a low LOS for bikes.	Noted. Separated bike path planned on Lynwood Center Rd.



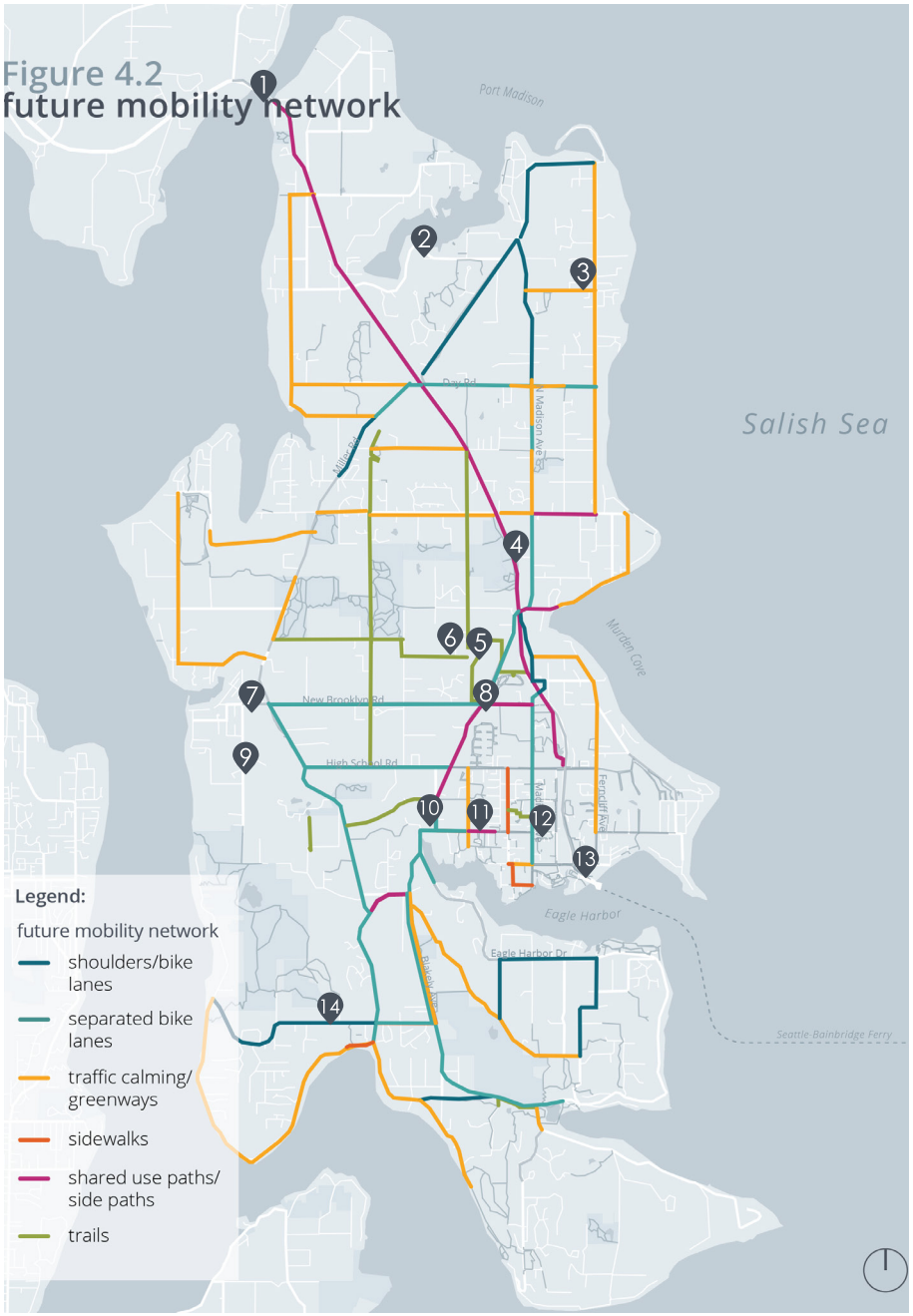
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
17	Blakely Avenue needs widened shoulders for bikes and pedestrians. The level of feasibility on this section of road for a widened shoulder is high.	Noted. Separated bike lane and traffic calming planned on this corridor.
18	The stretch of Eagle Harbor Drive by the Blue Light Garage needs to be expanded with a boardwalk on the West side of the road to minimize encroachment of the garage business.	Noted.
19	The Easterly stretch of Eagle Harbor is dangerous for non motorized users, which hills and NO wide shoulders. Feasibility for adding wide shoulders is challenging but should be explored. Traffic calming measures should be considered to reduce motor vehicle speeds, which would increase the LOS for non motorized users.	Modified LTS on this segment to LTS 3.
20	Places with blind hills and significant bike traffic deserve improvements. It often leads to close passes, delays and stress to inexperienced bikers	Vertical and horizontal sight distances accounted for in LTS methodology.



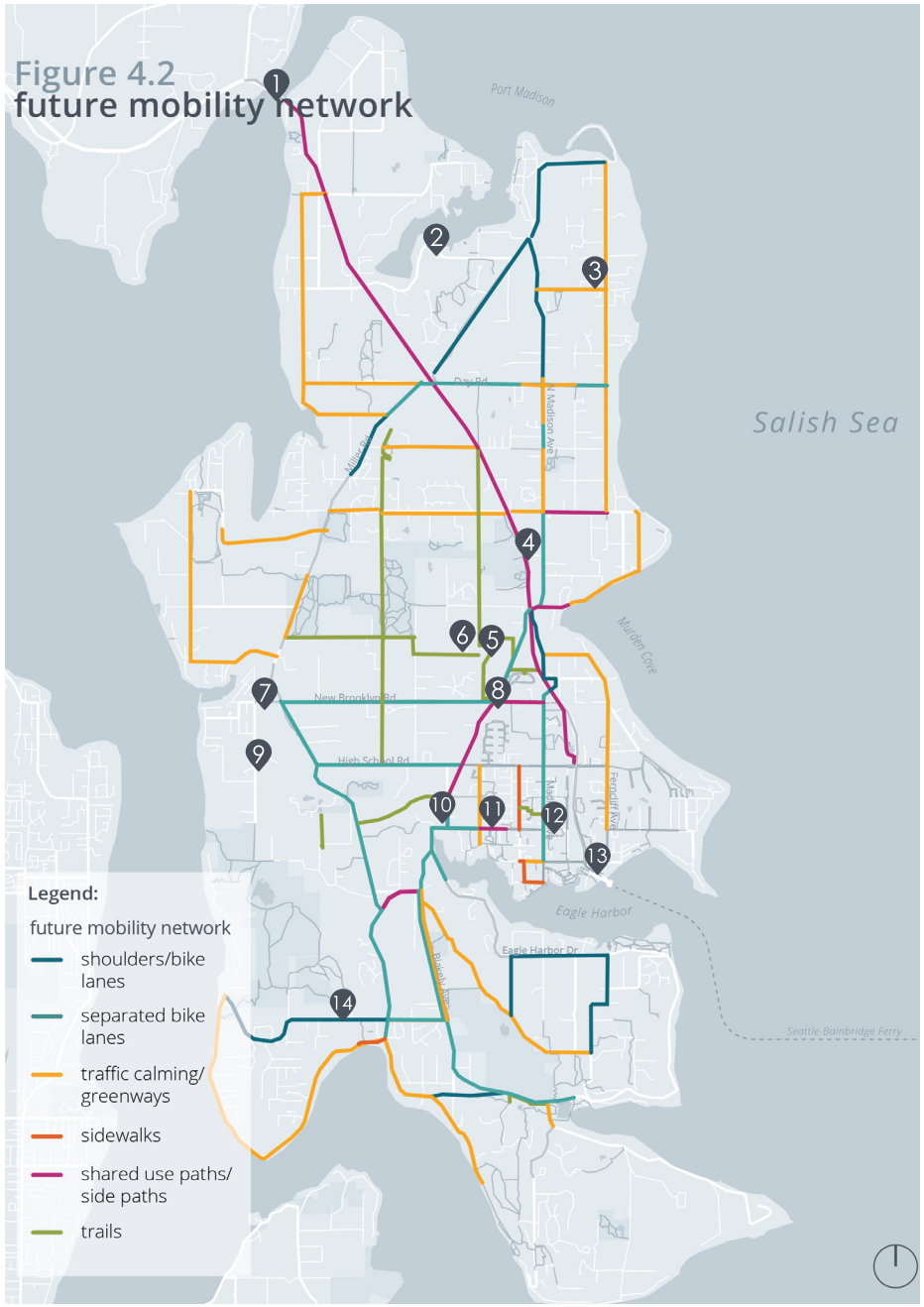
What should Bainbridge Island's future mobility network look like?

ID#	Comment Summary	Response
1	Connecting the dots for the future of light rail on Bainbridge Island.	Noted.
2	Consider bike lanes on Hidden Cove. It is a convenient east west cycling route for more confident riders, but could use some improvement to bring visibility to cyclists on the road-way	Noted. Added to LTS map.
3	[no comment made]	
4	I believe there would be value in thinking more long term. Imagine how much Seattle would have saved in finances and resources if they had kept passenger rail services from the past, or planned for "subway/ light rail" when city was first growing. One we should think about, plan for potential of this type of transport before we need to replace the Agate pass bridge. This type of alternative transportation would serve all ages, abilities, our environment and our budgets in the long run.	Noted.
5	I am concerned about the proposals for the trails converging on Bucsit Lane. When folks are walking/bike riding on the road, it is difficult to give them safe space as we drive around them. Our potholes are devastating and when you are forced to maneu-ver around people walking and biking, you have no choice but to drive into potholes or dangerously close to the end of the ditch which is unstable at certain points. I am all in favor of im-proved mobility on the island but	Project lowered in prioritization.



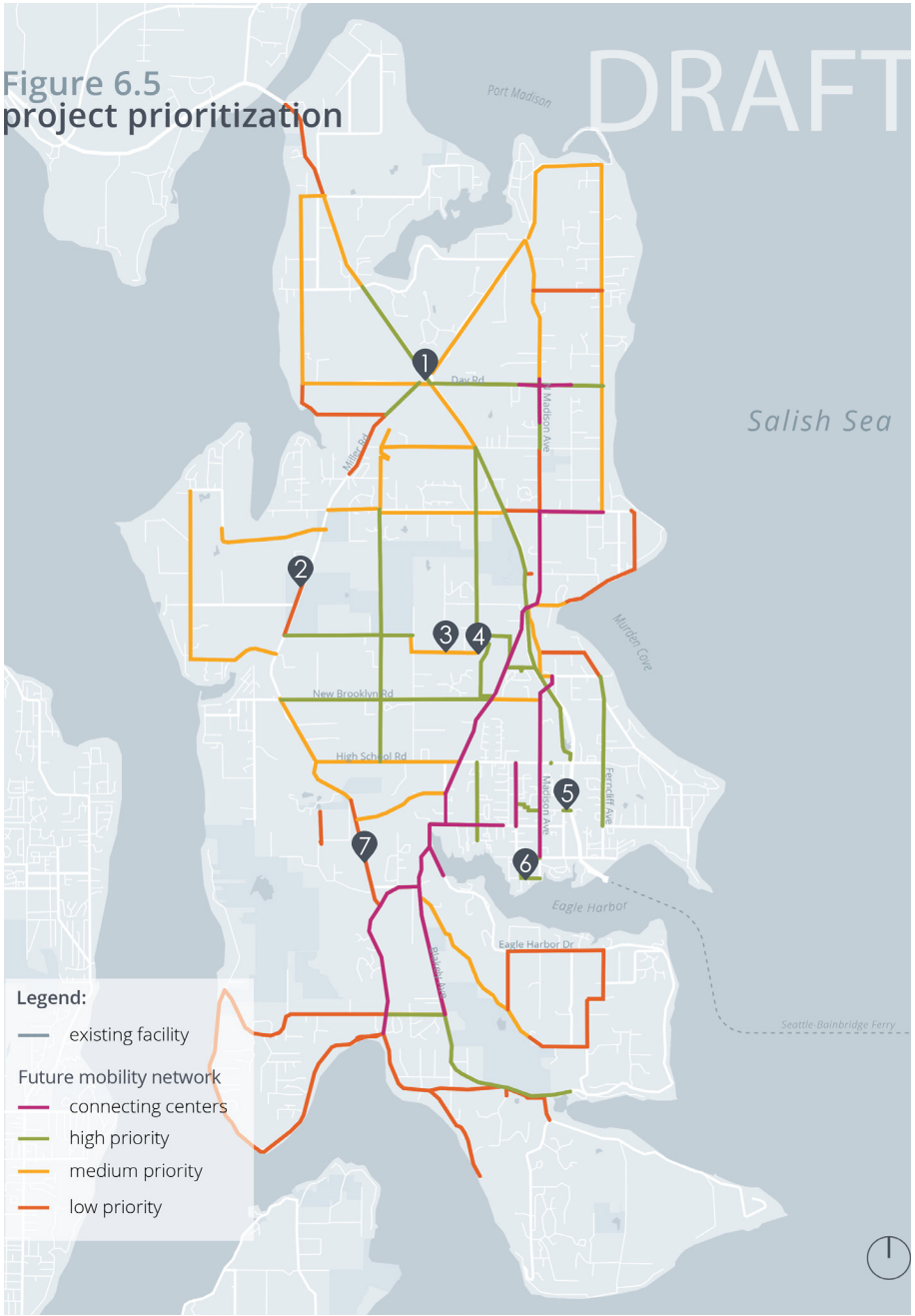
What should Bainbridge Island's future mobility network look like?

ID#	Comment Summary	Response
5	our road is not in a condition to take on so much additional foot and bike traffic if it became a through passage, vs the current dead end road.	
6	this is a huge swamp. How would a path go through this and who maintains it?	Project in conceptual phase, exact route tbd.
7	When the Springbrook fish passage and bridge is upgraded, consider an uphill bike lane on fletcher bay rd to improve cyclist connectivity from the fletcher bay neighborhoods to the path proposed on New Brooklyn	Project in conceptual phase, exact project extents to be determined.
8	The intersection at Sportsman and New Brooklyn was poorly designed by bikes, forcing uphill riders traveling North to use the sidewalk to avoid cars coming up from behind.	Noted.
9	Consider adding Springridge as a potential greenway, particularly south of Hansen. This corridor serves as an important non auto connection from Lynwood to Island Center through Gazzam.	Noted.
10	No 2-way non motorized separated path coming up the hill West of the intersection of Finch and Madison Ave. No 2-way non motorized paths next to traffic. Really bad idea, especially on a hill.	Noted.
11	No 2-way paths on Madison, or anywhere next to a major road. It's dangerous and restricts options for turning onto side roads by making that maneuver non intuitive compared to driving a motor vehicle.	Noted.



What should Bainbridge Island's future mobility network look like?

ID#	Comment Summary	Response
12	The roundabout at Madison and Wyatt was poorly designed by bikes, forcing uphill riders to use the side-walk to avoid cars coming up from behind.	Noted.
13	[no comment made]	
14	Provide and uphill climbing lane for cyclists on Baker Hill	bike lane proposed on Baker Hill, facility is not designed.



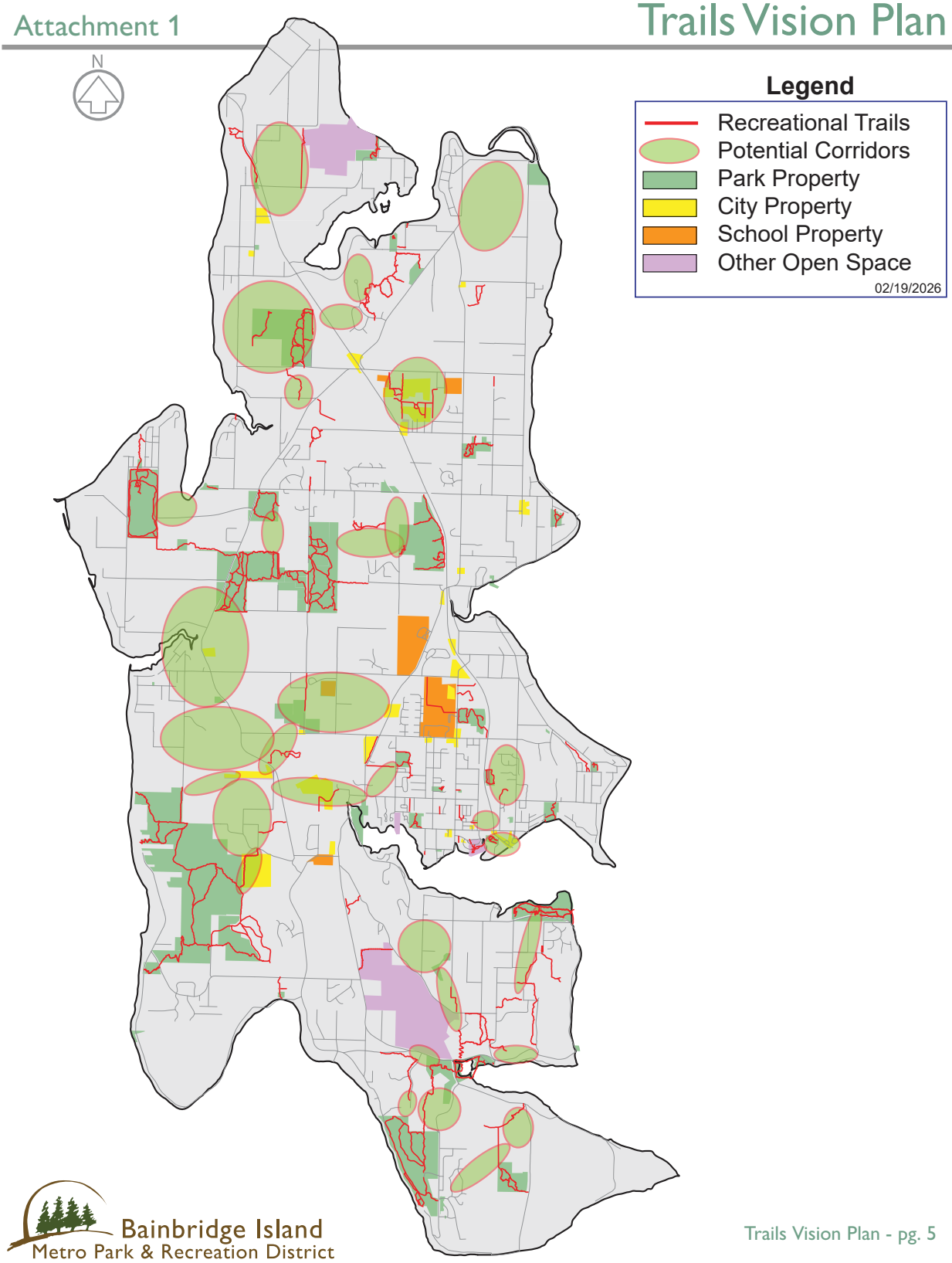
Do you agree with these project priorities?

ID#	Comment Summary	Response
1	The day road roundabout project needs to happen soon! This intersection is a mess	The Day Rd roundabout project is a WSDOT project.
2	This is a major park entrance and it should be high on priority lists to reflect the actual usage	Project priority modified to reflect community feedback.
3	this is a swamp	Noted.
4	this is my private road. NO changes please, I am here because I like privacy and NO ONE bothers me.	Project priority modified to reflect community feedback.
5	This crossing will be expensive and seems to serve relatively few people	Noted.
6	These are low volume streets that probably only score highly because of the math of the prioritization not actual usage or need	Project priority modified to reflect community feedback.
7	The prioritization over weights Winslow and the connecting centers projects. While I support the focus on connecting centers, the plan also needs to address other corridors that might be easy wins with routine striping or maintenance projects. Also, fletcher bay road is important north south route on the west side of the island	Connecting Centers projects are intentionally prioritized at the highest level. Some projects on the west side of the Island have be re-prioritized in response to community feedback.

appendix c :
BIMPRD Trails Vision Plan

Attachment 1

Trails Vision Plan



Bainbridge Island
Metro Park & Recreation District

Trails Vision Plan - pg. 5

appendix d :
STO Preferred Alignment

Sound to Olympics Trail Design and Planning Study
Executive Summary

The Sound to Olympics Trail (STO) design and planning work was initiated in October of 2023 by the City of Bainbridge Island, the Bainbridge Island Metropolitan Parks and Recreation District, and the Bainbridge Island Parks and Trails Foundation, as a jointly-funded venture to define the trail corridor through public engagement and engineering analysis. The work supports the securing of necessary easements, the future delivery of the trail construction, and enhances the project readiness from the perspective of upcoming grant opportunities.

During the development of the design and planning study work, the City and other partners in the region secured $1.7M in federal grant funds (RAISE or Re-building American Infrastructure with Sustainability and Equity funds) to support the design and planning of the Puget Sound to Pacific Trail (PS2P), of which the STO is the originating segment. The purpose of this Executive Summary is to provide an overview of the work performed through the City, Parks, and the Trails Foundation effort, and show the relationship between those efforts and the upcoming federal RAISE grant work.

As identified on the map (left), the following design and planning work is included as a part of these materials:

- **Sakai Park 20% Design Alignment 1** (preferred) - a preliminary design of the Sakai Pond to Madison Avenue segment of the STO that follows the State Route 305 right-of-way. The 100% design of this segment is a funded, future RAISE grant project.
- **Sakai Park 20% Design Alignment 2** - a preliminary design of the Sakai Pond to Madison Avenue segment of the STO that travels inland from the State Route 305 right-of-way
- **Planning Study Alignment 1 and 2** - a preliminary alignment that extends from Madison Avenue to the Agate Pass Bridge. Each segment has a recommended alternative determined by cost, environmental impact and other factors. The 100% design of this entire recommended alignment is a funded, future RAISE grant project.

appendix e :
Kitsap Transit Long Range Transportation Plan

visit: https://www.kitsaptransit.com/uploads/pdf/planning/lrtpreport_6dec2022.pdf

appendix f :
Prior LOS Standards

The following pages from the Island-wide Transportation Plan (2017), detail the City's previous Level of Service (LOS) standards. These LOS standards were used in the 2025 Comprehensive Plan Update.

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

Road Standards

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

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

Level of Service

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

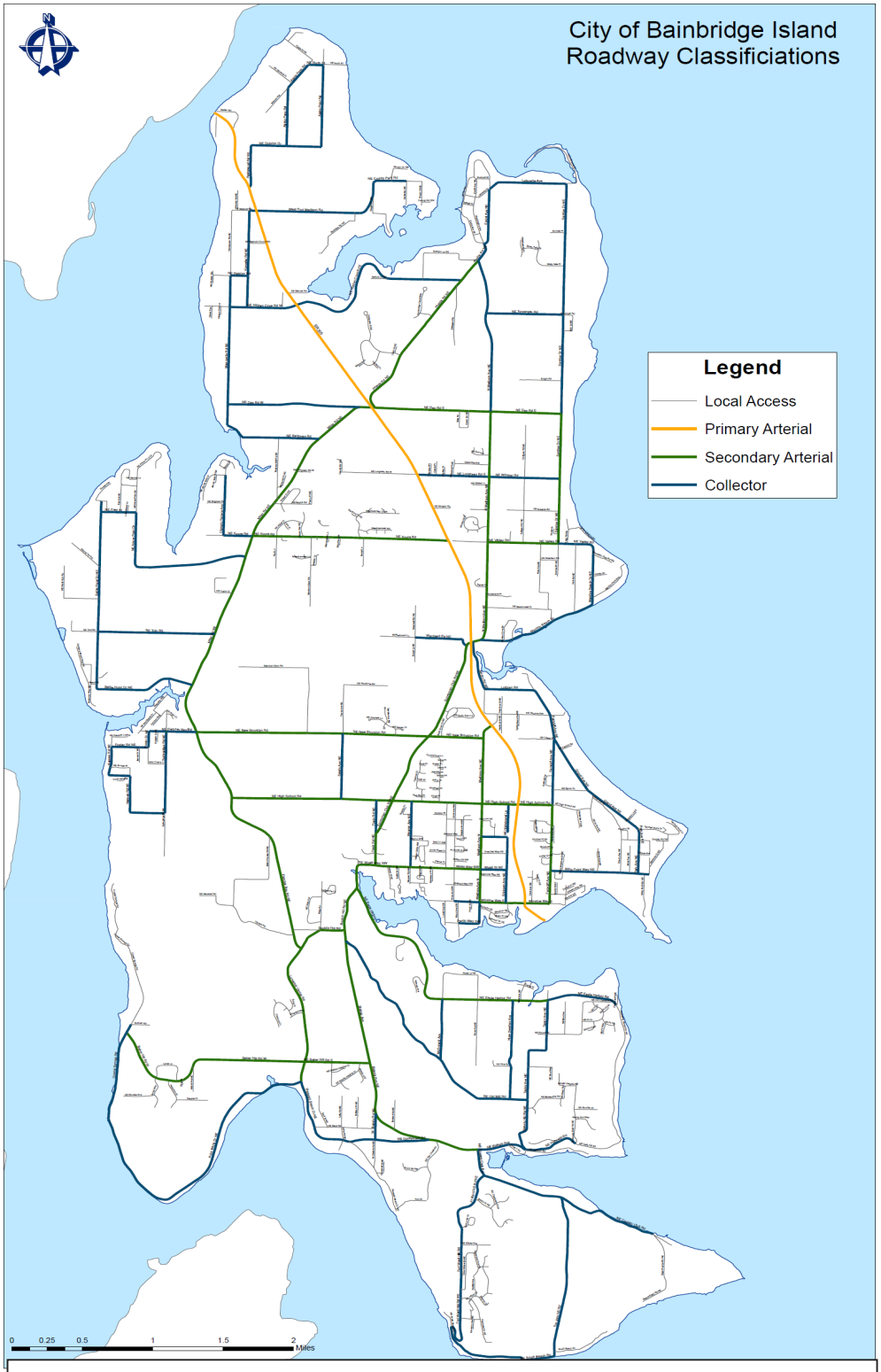


Figure 3-1, Road Classifications

LOS Defined

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

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

Table 3-2: Level of Service Descriptions

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

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

Roadway LOS Measurement

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

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

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

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

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

Table 3-4. Existing Roadway Capacity Policy

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

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

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

Intersection LOS measurement

Intersection LOS is measured by the amount of delay experienced by a vehicle waiting to clear an intersection. Delay at a signalized intersection can be caused by waiting for the signal or waiting for the queue ahead to clear the signal. Delay at un-signalized intersections is caused by waiting for a break in traffic or waiting for a queue to clear the intersection. Table 3-5 shows the amount of delay used to determine LOS for signalized and un-signalized intersections. Roundabout controlled intersections use the same LOS thresholds as signalized intersections.

Table 3-5. Intersection LOS and Delay

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

Generally, speaking…

Roadways that are LOS E or F fail the standard.

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

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

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

City LOS Standard

The City of Bainbridge Island's LOS standard designates the minimum operational performance of the roadway system that must be maintained. If traffic volumes cause a roadway to fall below the minimum LOS standard, improvements or other mitigation must be made to bring the facility back to the designated LOS standard. Level of service standards are normally prescribed for the afternoon or p.m. peak hour (most congested hour) of the traffic system, which typically occurs between 4:45 and 5:45 in the evening on Bainbridge Island.

The recommended minimum LOS standard uses the City's roadway classification system, and four zones that reflect the differences in the Island's character: designated centers including Winslow and Neighborhood Centers, Conservation Area, and the SR 305 Corridor. Within each of these categories, individual minimum LOS standards were established for secondary arterials, collectors, and residential roadways. These are shown in Figure 3-2 and described below.

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

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

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

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

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

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

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

- All Roadways– LOS D

SR 305 LOS Standard

The LOS standard for state facilities is set by the Washington State Department of Transportation as a Highway of Statewide Significance (HSS) under RCW 47.06.140. The HSS designation requires that SR 305 be evaluated using a LOS Standard designated by WSDOT. While WSDOT internally evaluates roadways using its own methodology, WSDOT has assigned a level of service standard for SR 305 as LOS D-mitigate for City planning purposes. This standard requires that congestion be mitigated when the peak period operation of the state facility falls below LOS D.

Non-Motorized LOS Standard

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

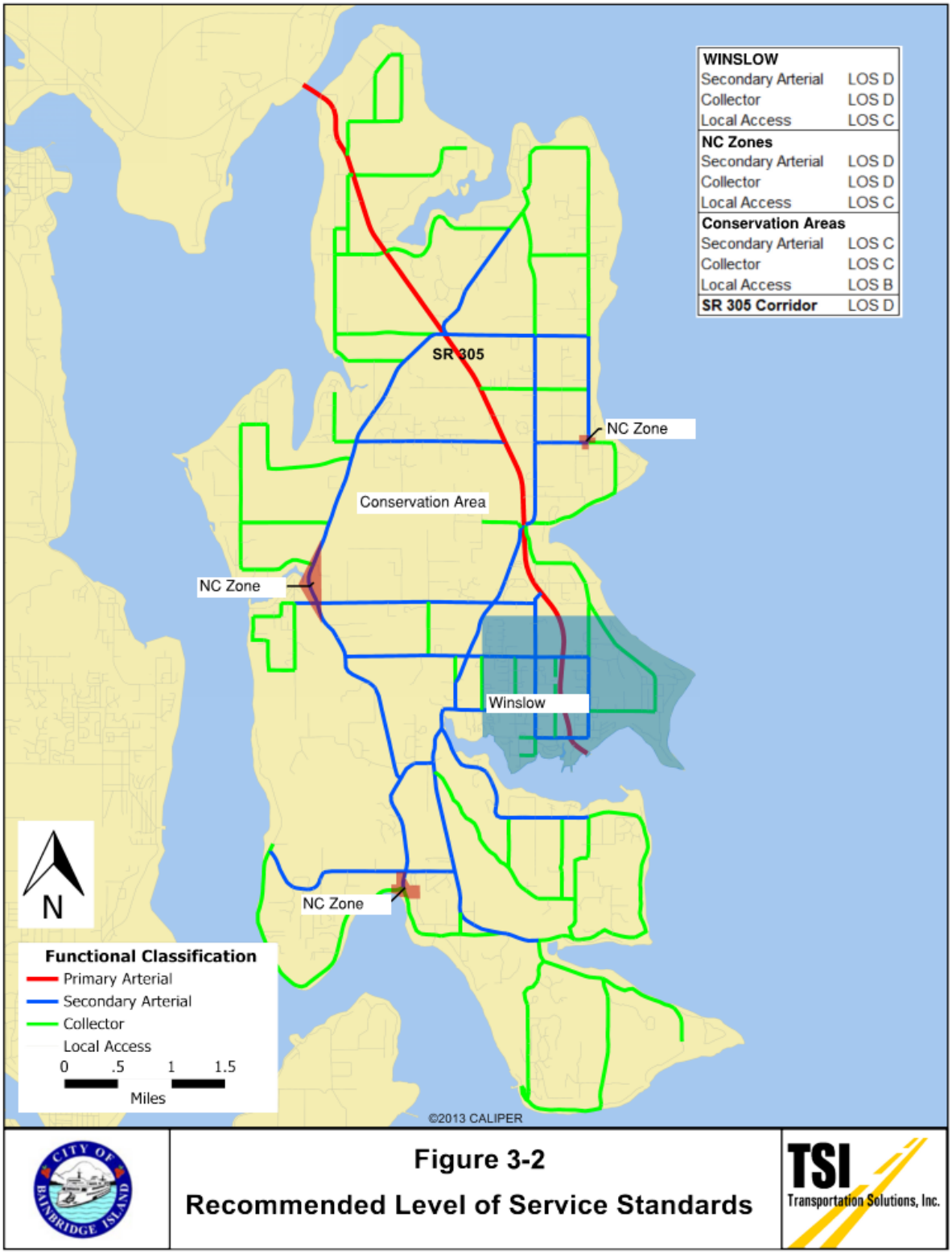


Figure 3-2

Recommended Level of Service Standards

Levels of Service

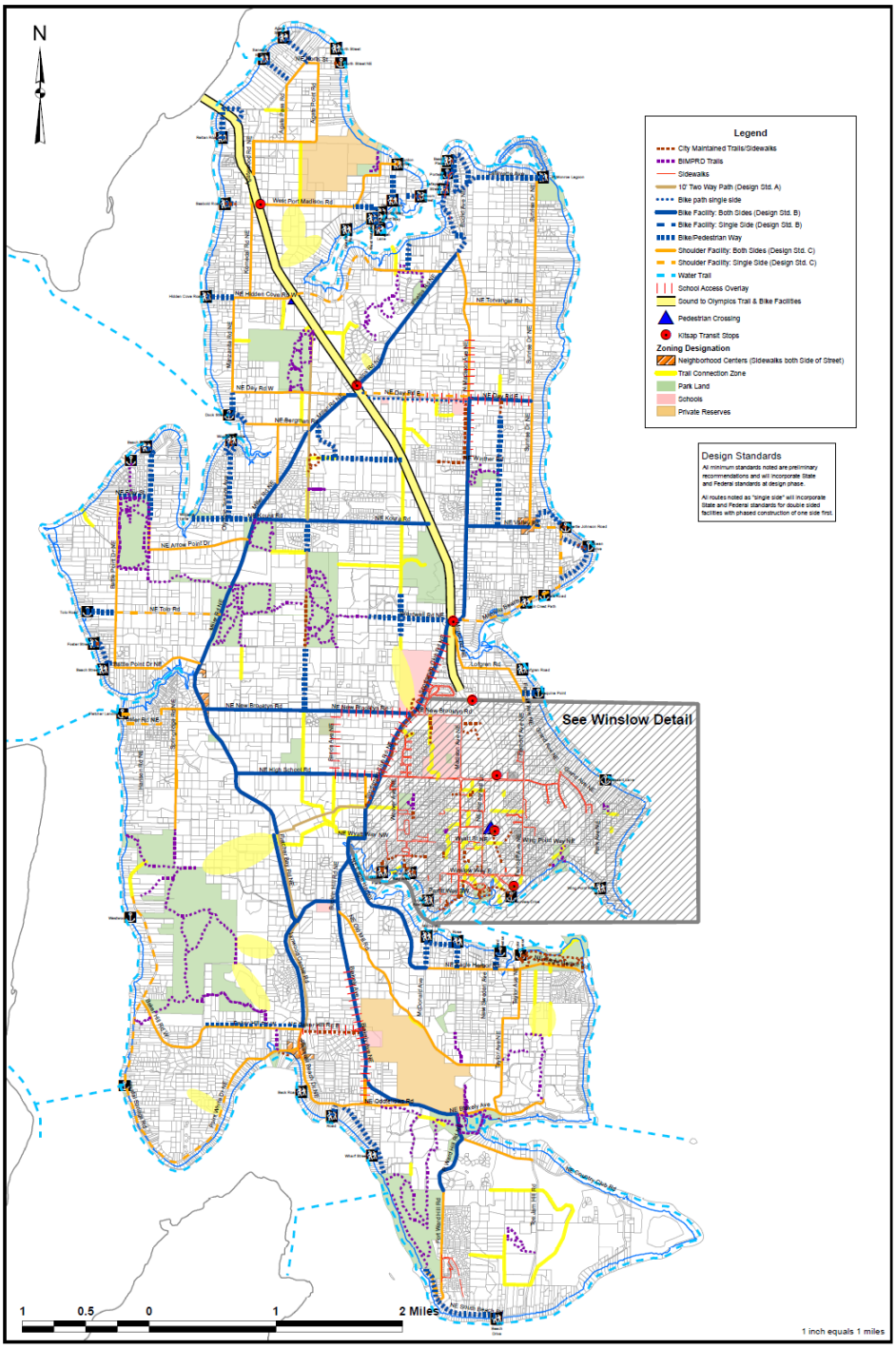
Bicycle Level of Service (BLOS) and Pedestrian Level of Service (PLOS) are established for each of the facility types for Secondary Arterial Streets and High Volume Collector Streets over 1500ADT with posted speeds up to 35mph..

Table 6-6, Non-motorized LOS Guideline	
LOS	Description
A	Separation from vehicular modes that is comfortable for the majority of users. Minimum 7 feet of separation or curb with 3 feet of separation.
B	Separation from vehicle modes that may not be comfortable for some users. Minimum curb or two feet of separation.
C	Space provided for non-motorized modes. Meets AASHTO minimums.
D	Space provided for non-motorized modes but may be sub-standard and not considered a non-motorized facility.

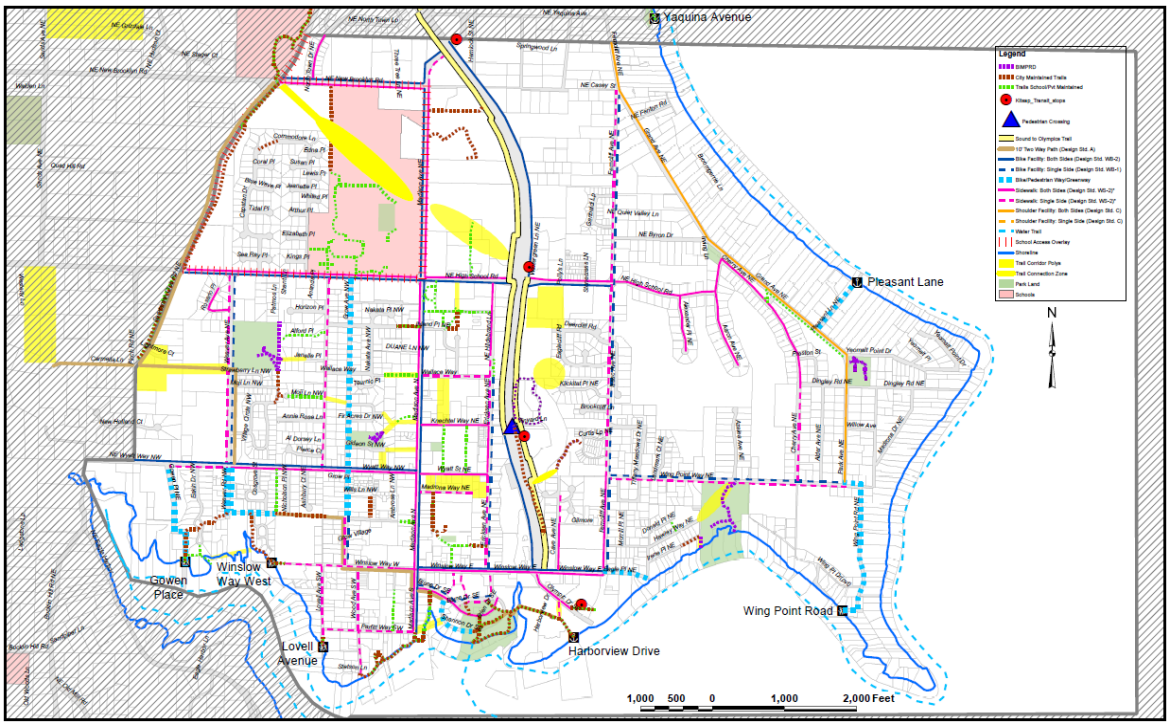
Table 6-7a, Non-Motorized Level of Service for Designated Centers		
Facility Description	BLOS	PLOS
10-foot wide multi-use pathway separated 7 or more feet from the roadway or separated by physical barrier	A	A
6-foot wide trail separated 7 or more feet from the roadway	C	A
5-foot wide sidewalk or trail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

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

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



Non-Motorized System Plan
Map C: (Minimum Standards)
January 2003 Updated July 2016



Non-Motorized Transportation Plan
Map D: Winslow System Plan (Minimum Standards)
1:12,276
January 2003,
Updated July 2016

Non-Motorized Improvement Plan

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

appendix g :
Concurrency User Guide

Concurrency Tool User Guide

Prepared for:
City of Bainbridge Island, WA

March 2025

FEHR PEERS

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Appendices

Appendix A – How to Use the Summary Tab

Appendix B – Updating Capital Projects Tab Example

Appendix C – Updating Frontage Improvement Projects Tab Example

Appendix D – Permitting Development Projects Example

Introduction

Along with updating its Transportation Element and Transportation Impact Fee program, the City of Bainbridge Island is updating the way it assesses transportation concurrency. This concurrency program update moves to a City-wide multimodal capacity assessment based on the supply and demand of person trips. The new system tracks whether the implementation of new transportation infrastructure (supply) is keeping pace with land use development, which generates person trips (demand). Under the Washington Growth Management Act (GMA), the City of Bainbridge Island is required to ensure that the transportation system capacity is expanded "concurrent with the development." This is defined by the GMA under RCW 36.70A. 070(6)(b) to mean that any needed "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."

Purpose of the Tool

Fehr & Peers developed a spreadsheet tool that provides the following key functionalities:

1. It allows the City to track its concurrency status over time, measuring whether there is adequate transportation capacity either built or funded within the next six years to support proposed development projects.
2. It estimates frontage improvement concurrency value associated with development projects.

The concurrency program is built around the assumption that the City is committed to spending $55 million (in 2025 dollars) on capital transportation investments by 2044. In the spreadsheet, this is represented as the 2025-2044 Total Concurrency Commitment (cell C5 on the Assumptions tab). This number is 75% of the expected capital revenue (in 2025 dollars) over the course of the plan, which accounts for uncertainty associated with funding sources such as state and federal grants. If the City can invest more funding, then it allows for additional growth capacity. Because the concurrency tool tracks project costs in current dollar terms, the $55 million is inflated to an estimated 2044-dollar cost (approximately $71 million as of March 2025, but this value will fluctuate slightly as annual inflation values for years 2025 and beyond are updated). This approach ensures that projects completed later in the plan horizon do not contribute disproportionally towards the concurrency progress just because of inflated project costs.

The **Total Forecasted Investment (2022 – 2044)**, which is cell AC11 on the Summary tab, and cell B5 on the Assumptions tab, is the overall concurrency value which the City will continue to track progress towards over the next 20 years. This includes the completed Bundled Madison Avenue project to align the investment with the plan horizon 2022 – 2044.

Total Forecasted Investment (2022 – 2044) =
Total Concurrency Commitment (2025 – 2044) + Completed Project Costs (2022 – 2024)

Using the Concurrency Tool

Overview of the Tool

This spreadsheet tool consists of five tabs:

- **ReadMe**: The ReadMe tab should be used to track updates.
- **Summary**: An auto-generated summary of concurrency status. Identifies whether the concurrency threshold is met based on the multimodal capacity projects and development projects loaded in the Capital Projects, Frontage Improvement Projects, and Development Projects tabs. Refer to **Appendix A** for details about this tab.
- **Capital Projects**: This tab lists investments projects based on the City's most recent Capital Improvement Plan (CIP). This list is updated as the CIP is refreshed.
- **Frontage Improvement Projects:** This user-input tab lists all frontage improvements built by developers and calculates the total frontage improvement cost in the current dollar value.
- **Development Projects:** A user-input list of land use development projects. This list is updated periodically to account for new trip generating land use projects in Bainbridge Island.
- **Assumptions:** Underlying data assumptions that dictate calculations in this tool, including the total planned investment and new person trips (as defined by the Comprehensive Plan and long-range financial forecasts). This sheet also contains CCI adjustments used to adjust values into current dollars. In addition, a trip generation table based on the 11th edition of the ITE Trip Generation Manual also resides in this tab. The last few rows allow customizations from City staff if necessary. In general, cells in this tab should not be modified unless City staff have valid reasons to do so.

This tool is also color-coded in the following conventions:

- Cells in beige accept input by typing or selecting from a drop-down list.
- Cells in white have preset formulas and should not be modified by a user.
- Cells in green are headers.

Updating and Maintaining the Tool

There are three circumstances in which the tool needs to be updated:

- Permitting development projects
- Updating frontage improvements
- Updating transportation capital investment projects

Every time the "current year" is updated, the file should be saved (or archived) as an independent version. However, new updates should always start from the most current version of the file (e.g. the file with the

most up-to-date current year entry). A summary of the timeline for updating each user input element of the spreadsheet is included below:

Tab	Element(s)	Frequency
CapitalProjects	Add new rows for new projects in the CIP	Annually with new CIP
	Update 6-year spending estimate	Annually with new CIP
	Enter Project close-out Year and Cost	Annually upon project completion
FrontageImprovementProjects	Add new rows for new frontage improvement projects	Annually, or as permitted
DevelopmentProjects	Add new rows for new development projects	As permitted (or annually for single family development)
Assumptions	CCI Adjustments (starting below cell C11)	Annually with ENR inflation data
	TE Net New Trips (2022 - 2044)	Update to match the preferred alternative of the current comprehensive plan
Summary	Current Year	Annually

In addition to the regular updates outlined above, the City should update the concurrency tool in its entirety when there is a major revision to the land use element of the comprehensive plan or when the plan horizon changes.

The following subsections serve as guides for updating the tool to reflect changes to capital projects, frontage improvement projects, and development permits. Examples of each circumstance will be provided in **Appendix B**, **Appendix C**, and **Appendix D**.

Updating Capital Projects

Enter/Update Capital Project(s)

When this tool was delivered to the City in March 2025, the "Capital Projects" and "Frontage Improvement Projects" tabs have been filled with latest information from the City's 2025 CIP and Nonmotorized CIP. However, City staff should update the columns in this tab at least once per year, when the City adopts a new CIP for the next six years.

- **ID**: Input the CIP ID for the investment project.
- **Project/Location**: Input the project name or project location.
- **Description/Comments**: Input the description of the project.
- **Source:** Input the document where the project is referenced
- **6-year Spending (Current $)**: Obligated project dollars over the next 6 years in the latest CIP. A project should only be added if funds are obligated within the CIP timeframe. "Placeholder" funding that is reliant on grants or other unsecured funding should not be included. The amount entered will be the estimate from the CIP, so the value will always be set to "current" dollar value and the estimate is not adjusted for inflation. For CIP projects that carry over from the previous CIP to the latest CIP, update the cost to the latest estimate and adjust six-year range under "Source" to match the latest CIP. Once funding is obligated, all sources of funding (grants, local funds, developer contributions, etc.) should be included to ensure the full value of the project is captured.
- **Project Close-Out Year:** Input the year that the project is completed.
- **Project Cost (Close-Out Year $)**: Input the total project cost once the project is completed. The dollar value should be included in the close-out year dollar value. When the project is completed and this cell is filled out, the obligated funding amount (6-year Spending) can be removed. Project costs should include design, right-of-way, and construction costs.

After all columns above are filled, the "Total Cost (Current $)" column will automatically calculate the total investment amount for each project by pulling the obligated "6-year Spending" value or adjusting the "Project Cost (Close-Out Year $)" into current dollar value.

Enter/Update Frontage Improvement Project(s)

Frontage improvement projects can be entered in the "Frontage Improvement Projects" tab of the spreadsheet. The following columns will be updated on an annual basis:

- **ID**: Input the ID for the frontage improvement project.
- **Permit Year:** Input the year that the project was permitted.
- **Frontage Improvement Project Location**: Input the project name or project location.
- **Description/Comments**: Input a description of the project.
- **Frontage Improvement Type:** Select from the drop-down menu one of the potential types of frontage improvements.

- **Length (feet) or Number:** Input the length in feet of the project or the number of improvements made.

With this information, the Unit, Raw Frontage Improvement Cost (2025 $), and Total Frontage Improvement Cost (Current $) will auto-populate.

Permitting development projects

Enter New Development Project(s)

When a developer comes to the City to apply for land use project development permits, City staff should make updates in the "Development Projects" tab. As development occurs, the City should first fill out details in the following columns from the left to the right:

- **ID**: Enter the permit ID for the project. Once a permit ID is entered, the row will be "activated" and will start showing numbers or dashes in white cells.
- **Description**: Enter a description about the project.
- **Date**: Enter the year associated with the project.
- **Project Status**: From the dropdown list, choose "Paid/Active", "Assessed", or "Scoping" based on the project's current status. "Paid/Active" means the TIF has been paid or the development project is moving forward. In either case, trips generated from the project will be counted as planned trips for concurrency. "Assessed" means the City has evaluated the development project's application and has come up with the TIF to be collected. In this case, trips generated from the project will be counted as planned trips for concurrency. "Scoping" means the development project is still in a "pre-application" phase, so trips generated from the project will not be considered for concurrency.

Moving to the right, City staff should skip the column "Person Trips" and fill out land use information under the "Land Use Type #1" header. Two columns need to be filled out by the user:

- **Code**: From the dropdown list, choose the appropriate land use code. Once a land use code is selected, a unit designated to the land use type would pop up in the "Unit" column.
- **Qty**: Enter the quantity of units that this development is adding or subtracting. The type of unit associated with the type of development is automatically populated based on the ITE Land Use Code. See the Assumptions tab for the Units by ITE Land Use Code.

Once the land use type and its quantity are filled out, the "Unit" column will auto populate and the person trips generated from this specific land use would be calculated and reflected in the "Trips" column under the "Land Use Type #1" header.

For any project that has more than one type of land use, such as a mixed-use development, the tool is designed to accommodate up to ten land use types per project. City staff can select different codes under land use headers #1 to #10 and enter desired exemption type and quantity for each land use type.

In a situation where a land use code cannot be found from the dropdown list, City staff can customize their own land use information in the "Assumption" tab. At the bottom of ITE Trip Generation table, City staff can customize the row(s) starting from code 991 and then go back to the "Development Projects" tab to select the customized land use from the dropdown list.

The City's concurrency methodology tracks the change of land use. The "Development Projects" tab can be used to understand the net new person trips associated with development. This is calculated by subtracting the number of person trips associated with the previous land use from the number of new person trips associated with the new land use. If there is a net reduction in planned trips, the methods above will derive negative numbers under "Trips" with respect to the prior land use. The reduced trips will be taken away from the planned trips for concurrency. In other words, the City will not pay developers for reducing planned trips under any circumstance, however they will count toward the City's overall concurrency accounting.

Check Concurrency Status

After updating all of the tabs, City staff can track the concurrency status by going to the "Summary" tab and updating the Current Year. The other cells on the "Summary" tab will be automatically updated to reflect changes on the input tabs. This tab is where the City can track concurrency status.

- **Current Year:** This is a manual input of the current year. This is used to auto-calculate currency values to the current dollar value.
- **Investment Projects Summary**: Auto-populates the following information:
    - **Obligated to Date**: The current dollar value of the total spending obligated to date.
    - **6-Year Forecast:** The current dollar value of the spending expected over the next six years.
    - **Frontage Improvements Cost:** The current dollar value of the completed frontage improvements.
    - **Total for Concurrency:** The sum of the Obligated to Date funds, the 6-year Forecast, and Frontage Improvement Costs.
- **Development Projects Summary**: Auto-populates to show total person trips generated from all the development projects by their status, including the one(s) just got entered.
- **Capital Projects:** Auto-populates the following information:
    - **Total Forecasted Investment:** The total value of the expected investment throughout the plan horizon.
    - **Planned Person Trips:** The net new trips expected from the Comprehensive Plan horizon. This value can be updated in the Assumptions tab.
    - **Investment per Person Trip**: Total Forecasted Investment divided by Planned Person Trips.
- **Concurrency Summary**: Auto-populates the following information:
    - **Planned Investment:** The sum of the Obligated to Date funds, the 6-year Forecast, and Frontage Improvement Costs.

- **Allowed Person Trips:** Planned Investment divided by the Investment per Person Trip.
- **Permitted Person Trips:** Total person trips generated from all "Paid/Active" or "Assessed" development projects, including the one(s) just got entered.
- **Remaining Trips / Results:** The number of person trips that still could be allowed under currently planned investments. If the value is positive, concurrency would be met. If the value is negative, development projects would exhaust all person trip supply from the currently planned investment, and the negative number would indicate how many person trips are still needed to meet concurrency. The cell will also show "PASS" or "FAIL" to indicate whether the current list of development projects complies with concurrency under currently planned investments.

Assumptions

The "Assumptions" tab is core to calculating key pieces off the concurrency summary. This tab is referenced in formulas throughout the tool and if assumptions change, calculations will be automatically populated. This tab documents the following content:

- Total Forecasted Investment (2022-2044), which is the sum of the Total Concurrency Commitment, and the cost of projects completed prior to 2025
- Total Concurrency Commitment (2025-2044)
- Comprehensive Plan estimated growth in Net New Trips
- CCI Adjustments
- Frontage Improvement Cost Estimates (2025 $)
- PM Peak Hour Net New Person Trips by ITE Land Use Code

The concurrency tool adjusts costs to the current dollar value, unless otherwise noted. Costs are updated by adjusting for inflation based on the Engineering News Records (ENR) Construction Cost Index (CCI) 2-year rolling average for October. This technique is consistent with the inflation adjustments applied to Bainbridge Island's impact fees. The City will need to update the inflation values annually for 2025 and later years. To do so, the City should update the values in Column C under the heading "CCI Adjust" in the Assumptions tab where the text is red (2025 and beyond). Once updated, text can be changed back to black to show that the update has been made.

Appendix A – How to Use the Summary Tab

City of Bainbridge
Concurrency Tool
Date Last Updated: 3/11/2025

ALL CONTENT PRELIMINARY AND DRAFT - NOT FOR PUBLIC USE

CITY OF BAINBRIDGE ISLAND

Current Year
2025

1 Investment Projects Summary

Spending Category	Cost
Obligated to Date (current $)	$5,950,800
6-year Forecast (current $)	$11,950,000
Frontage Improvements (curr	$512,538
Total for Concurrency	*$18,413,338*

2 Development Projects Summary

Project Status	Person Trips
Paid/Active	412

3 Plan Horizon (2022-2044)

Total Forecasted Investment	$76,759,257
Planned Person Trips	3,000
Investment per Person Trip	$25,586

4 Concurrency Summary

Planned Investment	$18,413,338
Allowed Person Trips	719
Permitted Person Trips	412
Remaining Trips / Result	**307 / PASS**

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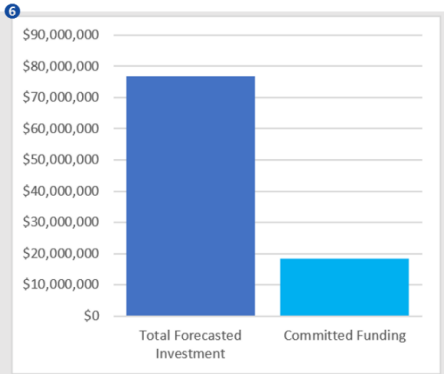


1 Summary from the "Capital Projects" and "Frontage Improvement Projects" tabs

2 Summary from the "Development Projects" tab

3 Assumptions forming the concurrency standard, based on planned projects by the 2044 planning horizon

4 Concurrency check would be passed if the planned person trips were not to exceed allowed person trips

5 Comparison chart of Permitted Person Trips to the total Allowed Person Trips.

6 Comparison of the Committed Funding to date out of the Total Forecasted Investment.

Appendix B – Updating Capital Projects Example

ID	Project/Location	Description/Comment	Source	6-year Spending (by 2030) (Current $)	Project Close-Out Year	Project Cost (Close-Out Year $)	Total Cost (Current $)
	Bundled Madison Project				2024	$5,800,000	$5,950,800
TIP-3	Pleasant Beach Drive Extension (Tani Creek to Pleasant Beach)		2025 CIP	$375,000			$375,000
TIP-4	Winslow Way West and Finch Place Improvements (Finch to Grow Ave)		2025 CIP	$875,000			$875,000
NonMotoCIP-1	Connecting Centers: Eagle Harbor/Wyatt Non-Motorized Improvements (Shoreline to Nicholson)		2025 Nonmotorized CIP				$0
NonMotoCIP-2	Connecting Centers: Bucklin Hill Non-Motorized Improvements (Blakely - Fletcher Bay)		2025 Nonmotorized CIP	$250,000			$250,000
NonMotoCIP-3	Sound to Olympics Trail Long Range Plan (STO Trail)		2025 Nonmotorized CIP				$0
NonMotoCIP-4	Connecting Centers: Lynwood Center (Bucklin to Lynwood)		2025 Nonmotorized CIP	$4,500,000			$4,500,000
NonMotoCIP-5	Connecting Centers: Valley Road (Madison to Sunrise)		2025 Nonmotorized CIP	$750,000			$750,000
NonMotoCIP-6	Connecting Centers: Bucklin Hill and Finch to High School Road (Bucklin Hill Road and Finch Road)		2025 Nonmotorized CIP	$5,200,000			$5,200,000
NonMotoCIP-7	Lost Valley Trail (Head of Bay to Fletcher Bay Road)		2025 Nonmotorized CIP				$0

❶ Delivered in March 2025, the "Capital Projects" tab is pre-loaded with the 2025-2030 Transportation CIP and 2025-2030 Non-Motorized Transportation CIP project list. This tab should be updated annually when a new TIP is adopted, starting from 2025.

❷ Enter/Update project "ID," "Location," and "Description," if necessary.

❸ Update the source and the six-year spending estimate every year when a new CIP is adopted and updated in this tab.

❹ If the project has closed out, enter the "Project Close-Out Year" and "Project Cost (close-out year $)"

❺ Total investments from a project is adjusted to current dollar value.

Appendix C – Updating Frontage Improvement Projects Example

ID	Permit Year	Frontage Improvements Project Location	Description/Comment	Frontage Improvement Type	Length (feet) or Number	Unit	Raw Frontage Improvement Cost (2025 $)	Total Frontage Improvement Cost (Current $)
PLN52091	2024	Baker Woods 7 SUB	asphalt shoulder, gravel shoulder on Baker Hill Road (see below)	Asphalt Shoulder	145	Linear Feet	$ 21,750	$22,316
PLN52091	2024	Baker Woods 7 SUB	asphalt shoulder (see above), gravel shoulder on Baker Hill Road	Widen Shoulder (Gravel Shoulder Enhancement)	145	Linear Feet	$ 1,450	$1,488
PLN52001	2024	Nishi 3 lot SPT	gravel shoulder only on Sunrise (critical area prevents additional asphalt shoudler)	Widen Shoulder (Gravel Shoulder Enhancement)	300	Linear Feet	$ 3,000	$3,078
PLN51737	2024	Pippinger 4 lot SPT	gravel shoulder on Koura at Miller	Widen Shoulder (Gravel Shoulder Enhancement)	350	Linear Feet	$ 3,500	$3,591

❶ Delivered in March 2025, the "Frontage Improvement Projects" tab is pre-loaded with the permitted frontage improvements that were approved between 1/1/2022 and 1/1/2025. This tab should be updated annually to reflect newly permitted projects, starting from 2025.

❷ Enter/Update project "ID," "Permit Year," "Location," and "Description/Comment" to reflect the new project.

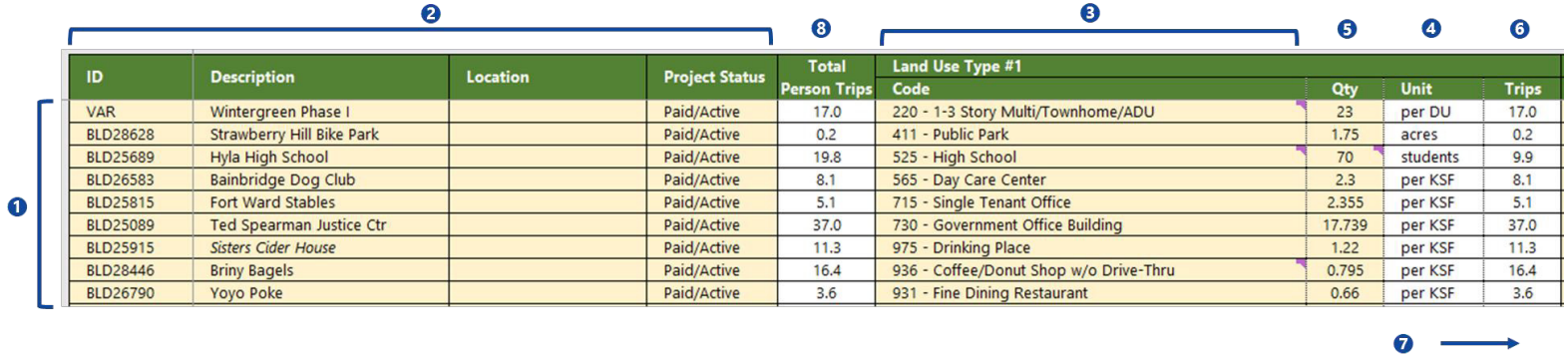
❸ Update the "Frontage Improvement Type" and "Length (feet) or Number" for every frontage improvement project.

❹ The input of "Frontage Improvement Type" is used to determine the unit.

❺ The input of "Length (feet) or Number" is used as an input to calculate the "Raw Frontage Improvement Cost (2025 $)." The assumptions tab details the cost estimates by unit.

❻ "Total Frontage Improvement Cost (Current $)" is calculated by scaling to the Raw Frontage Improvement Cost (2025 $)" to reflect inflation.

Appendix D – Permitting Development Projects Example



ID	Description	Location	Project Status	Total Person Trips	Land Use Type #1 Code	Qty	Unit	Trips
VAR	Wintergreen Phase I		Paid/Active	17.0	220 - 1-3 Story Multi/Townhome/ADU	23	per DU	17.0
BLD28628	Strawberry Hill Bike Park		Paid/Active	0.2	411 - Public Park	1.75	acres	0.2
BLD25689	Hyla High School		Paid/Active	19.8	525 - High School	70	students	9.9
BLD26583	Bainbridge Dog Club		Paid/Active	8.1	565 - Day Care Center	2.3	per KSF	8.1
BLD25815	Fort Ward Stables		Paid/Active	5.1	715 - Single Tenant Office	2.355	per KSF	5.1
BLD25089	Ted Spearman Justice Ctr		Paid/Active	37.0	730 - Government Office Building	17.739	per KSF	37.0
BLD25915	*Sisters Cider House*		Paid/Active	11.3	975 - Drinking Place	1.22	per KSF	11.3
BLD28446	Briny Bagels		Paid/Active	16.4	936 - Coffee/Donut Shop w/o Drive-Thru	0.795	per KSF	16.4
BLD26790	Yoyo Poke		Paid/Active	3.6	931 - Fine Dining Restaurant	0.66	per KSF	3.6

❶ Delivered in March 2025, the "Development Projects" tab is pre-loaded with the planned development from 2022 to 2024. This tab should be updated annually to reflect newly approved developments, starting from 2025.

❷ Enter/Update project "ID," "Description," "Location," and "Project Status" to reflect the new project.

❸ Select the ITE Land Use Code from the drop-down menu.

❹ A "Unit" will pop up when a "Code" is selected.

❺ Enter a "Qty" based on the "Unit". Enter a negative "Qty" to account for a prior land use.

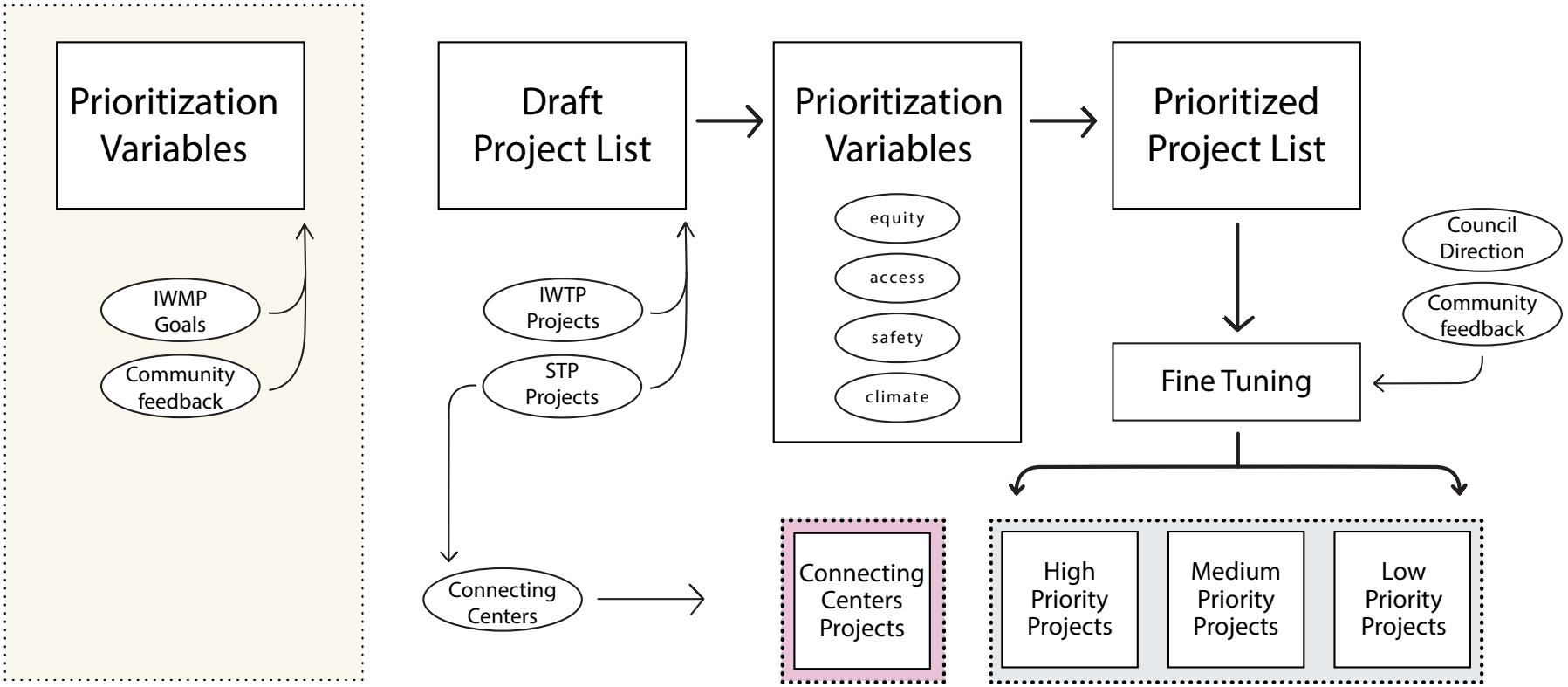
❻ The number of person "Trips" will populate based on the "Code" and "Qty."

❼ If there are multiple land use code changes as part of a singular project, populate the "Code" and "Qty" for each change in the same row, scrolling to the right.

❽ The "Total Person Trips" will populate based on the trips generated from each land-use change as part of the project.

appendix h :
Prioritization Methodology

The following diagram illustrates the prioritization methodology and how the final prioritized project list was created for this document. For more specific information about the scoring variables, see Chapter 6 of the IWMP.



appendix i:
Project Prioritization Scoring Results

project prioritization scoring

Project Information			Equity (15%)	Access (40%)					Safety (25%)			Climate (20%)		Results	
Project Name	Extents	Description	Equity Focus Area (.15)	Job Access (.05)	Education Access (.1)	Transit Access (.05)	Destinations Access (.1)	System Connectedness (.1)	Level of Traffic Stress (.1)	Accident History (.05)	Traffic Speeds (.1)	Behavior Change (.1)	Population Served (.1)	Weighted Score	Project Priority
Arrow Point Dr	BP Park to Miller	traffic calming	5	0	0	10	10	5	-5	5	5	0	5	3.5	med
Baker	Lynwood to Blakely	8'-wide vertically separated path eastbound	-5	10	10	10	10	10	10	5	0	5	-5	4.5	med
Baker Hill Rd	Lynwood Center to Palimino	Climbing Lane	-5	10	0	10	10	5	-5	5	5	0	5	2.5	low
Battle Pt.	Miller to B.P. Park	Traffic calming on stretch adjacent to Battle Point Park	5	10	0	10	10	0	-5	5	0	0	5	3	med
Bergman	Miller to Day Rd	shoulder improvements	5	10	0	10	0	0	-5	5	0	5	-5	1.5	low
Blakely	Bucklin to School zone	traffic calming	-5	5	10	10	5	10	-5	5	5	0	5	3.25	med
Blakely	Baker to Blakely Harbor	8'wide vertically separated path northbound	-5	5	10	10	10	5	5	5	5	5	5	4.75	high
Blakely	Baker to Bucklin	8'-wide vertically separated path southbound	-5	5	10	10	5	10	-5	5	5	5	5	3.75	med
Bucklin Hill	Fletcher to Blakely	vertically separated side paths	-5	10	10	10	0	10	10	5	0	5	-5	3.5	med
Bucklin Hill	Eagle Harbor to Blakely	separated bike lanes both sides	-5	5	10	10	0	0	-5	5	5	5	-5	1.25	low
Bus Stop Improvements			10	10	10	10	0	0	0	0	0	5	10	5	high
Community Educ. / Signage			0	0	0	0	0	0	0	0	0	5	10	1.5	low
Coppertop Mobility Hub			5	10	10	10	0	0	0	0	0	10	-5	3.25	med
Country Club	Blakely to Fort Ward	Traffic calming at Blakely Harbor Park	-5	0	0	10	10	5	-5	5	5	0	-5	1	low
Crystal Springs	Pt. White to Baker	Traffic calming; advisory shoulder striping	-5	0	0	10	10	0	-5	5	0	5	-5	0.5	low
Dana's Trail		Trail enhancements across School property Madison to New Brooklyn	5	10	10	10	0	10	10	5	0	5	5	6	high
Day	school zone	traffic calming	5	5	10	10	10	5	-5	5	5	0	5	4.75	med
Day	305 to Sunrise	8'-wide vertically separated path eastbound, traffic calming east from Madison	5	10	10	10	0	10	5	10	5	5	5	6.25	high
Day	Manzanita to Miller	Traffic calming	5	10	5	10	10	0	-5	10	5	0	-5	3.25	med
Day Rd	Miller to 305	bike lanes	5	10	10	10	0	5	-5	10	5	5	-5	3.75	med
Day Rd Park and Ride		EV charging stations, bike racks, etc	5	10	10	10	0	0	0	0	0	5	5	3.75	med
Eagle Harbor Phase 1	Adams to Finch	separated bike lanes both sides	5	5	5	10	0	10	-5	5	5	5	5	4.25	med
E-vehicle share/subsidy		EV/e-bike	10	0	0	0	0	0	0	0	0	10	10	3.5	med
Extend Transp. Benefit Dist. Fees			0	0	0	0	0	0	0	0	0	0	0	0	low
Farm Trail		off-road path	0	0	0	0	0	0	10	0	0	5	5	2	low
Ferncliff	Wing Pt. to Yaquina	Traffic calming	10	10	5	10	10	5	-5	10	5	0	10	6	high
Ferry Terminal Mobility Hub			10	10	5	10	0	0	0	0	0	10	10	5	high
Finch	Wyatt to Sportsman	separated bike lanes both sides	10	0	0	10	0	0	10	0	5	5	10	5	high
Fletcher	Lynwood to Isl. Ctr. Rd.	8'wide vertically separated path southbound	-5	10	10	10	0	0	10	5	5	5	-5	3	med
Fletcher	Isl. Ctr.Rd. to New Brook.	8' wide vertically separated path southbound	-5	10	0	10	10	0	10	5	5	5	5	4	med
Gravel shoulder program			0	0	0	0	0	0	0	0	0	0	0	0	low
grow	winslow to HS	sidewalks	10	10	10	10	10	10	10	10	0	5	10	8.5	high
High School	Fletcher to Sportsman	Visual separation of existing facilities both sides	-5	5	5	10	10	0	5	5	5	0	5	3.25	med
High School Rd	Mid block crosswalk (ACE hardw	crosswalk	10	10	10	10	0	0	0	10	0	0	10	5	high
Island Center Rd	Island Center to Twin Ponds	trail connection	-5	5	0	0	0	0	10	0	0	5	-5	0.5	low
Island-wide/Winslow Shuttle			10	10	10	10	0	0	0	0	0	10	10	5.5	high
Kalgreen Connector	rolling bay to Halilts	trail	0	0	0	0	0	0	10	0	0	5	5	2	low
Knechtel Trail Connector	305 to Knechtel	vineyard lane crossing at Knechtel and 305	10	10	5	10	10	10	0	10	5	5	10	7.5	high
Koura	Mandus to 305	Traffic calming	5	0	0	10	10	5	-5	5	5	0	5	3.5	med

Koura	Miller to Mandus	Traffic calming	5	0	0	10	10	5	-5	5	5	0	5	3.5	med
Land-use Code Updates			0	0	0	0	0	0	0	0	0	0	0	0	low
Lost Valley Trail		new trail	-5	5	0	10	0	5	10	5	5	5	5	3.25	med
Lovegreen	305 to new trail	off-road trail	5	5	5	10	0	5	-5	5	0	5	5	3.25	med
Lynwood Center Mobility Hub			-5	10	0	10	0	0	0	0	0	10	5	1.75	low
Lynwood Center Rd	Pt White to Fletcher	separated bike lanes both sides	-5	10	10	10	10	5	5	5	5	5	5	5	med
Madison	Winslow to 305	new sidewalks and bikelanes	10	10	10	10	10	0	10	10	0	5	10	7.5	high
Madison	Valley to Winther	Traffic calming	-5	5	5	10	10	0	-5	5	5	0	5	2.25	low
Madison	305 to Yaquina		5	10	5	10	5	5	-5	10	0	0	-5	2.75	med
Madison	Winther to Day	8'wide vertically separated path northbound; traffic calming	5	0	10	10	10	10	5	5	5	5	5	6.5	high
Maintenance Equipment			0	0	0	0	0	0	0	0	0	0	0	0	low
Maintenance Staff			0	0	0	0	0	0	0	0	0	0	0	0	low
Mandus Olson Trail	Koura to High School Rd	8' off-road gravel path	5	0	0	10	10	10	10	5	0	5	5	5.5	high
Mandus Olson Trail	Koura to Bergman	off-road path connecting Koura to Bergman via Yukio Ln and Minnie Rose Lane	5	10	0	10	10	0	10	5	0	5	5	5	med
Manitou	Loop to Falk	Traffic Calming, advisory shoulders	-5	10	0	10	10	0	-5	5	0	5	5	2	low
Manitou	305 to Loop	eastbound separated side path	-5	10	5	10	10	5	10	5	0	5	-5	3.5	med
Manzanita	Day to Pt. Madison	Traffic calming; advisory shoulder striping	5	0	0	10	10	5	-5	5	5	5	-5	3	med
Middle Schools	STO to Sportsman club to Bucsit	trail	5	10	10	10	0	5	10	10	5	5	-5	5.25	high
Miller	Tolo to Grand Forest	Traffic calming islands and crossing enhancements @ Forest to Sky Trail	5	10	0	10	10	0	-5	5	5	0	-5	2.5	low
Miller	Bergman to 305	6'wide vertically separated bike lanes both sides	5	10	5	10	10	5	5	10	5	5	-5	5.25	high
Mobility Manager			0	0	0	0	0	0	0	0	0	0	0	0	low
Moran Rd	Yaquina to Madison	improved shoulder northbound side	5	10	5	10	10	0	-5	10	5	0	5	4.25	med
Multi-modal level of service			0	0	0	0	0	0	0	0	0	0	0	0	low
Phelps	Day to Madison	shoulder/bike lanes	5	10	5	5	10	5	-5	5	5	0	-5	3.25	med
New Brooklyn	Fletcher to Sportsman	separated bike lanes both sides	5	10	10	10	10	0	-5	5	5	5	5	5	high
New Brooklyn	Sportsman to Madison	Widen existing side path for bi-directional travel	5	10	10	10	5	0	10	10	0	0	-5	4.25	med
Off-Road Easement Strategy			0	0	0	0	0	0	0	0	0	0	0	0	low
N Madison	Day to Phelps	paved shoulders 2 sides	5	0	10	10	0	10	-5	5	5	0	5	4	med
Pl. Beach	Oddfellows to Pt. White	Traffic calming; advisory shoulder striping	-5	10	0	10	10	0	-5	5	0	0	5	1.5	low
Project Manager			0	0	0	0	0	0	0	0	0	0	0	0	low
Pt White	Pleasant Beach to Crystal Spring	Traffic calming	-5	10	0	10	10	0	-5	5	0	0	5	1.5	low
Pt. White	lynwood to park	sidewalks	-5	10	0	10	10	0	10	5	0	0	-5	2	low
Safe Routes Program			5	0	10	0	0	0	0	0	0	10	10	3.75	med
Shepard Way Greenway	grow to weaver	greenway	10	10	10	10	0	0	10	10	0	0	10	6	high
Sound to Olympics - Planning South			0	0	0	0	0	0	0	0	0	0	0	0	low
Sound to Olympics Grant Match			0	0	0	0	0	0	0	0	0	0	0	0	low
Sound to Olympics/305 Advocacy			0	0	0	0	0	0	0	0	0	0	0	0	low
Sportsman	Finch to High School	Widen exist. side path for bi-directional travel; intersection improvements	5	0	5	10	10	10	10	5	5	0	5	6	high
Sportsman	High School to New Brooklyn	Widen existing side path for bi-directional travel; southbound visual separation	5	10	10	10	10	0	10	5	5	0	5	6	high
Sportsman	New Brooklyn to 305	Vertically separated bike lanes, 6'-wide northbound and both sides north of Sakai	5	10	10	10	10	10	5	5	5	5	5	7	high

		crossing enhancements, new multi-												
Sportsman/New Brooklyn		use sidewalks, side path extensions	5	10	10	10	0	0	0	5	5	0	5	4	med
STO Planning - North			0	0	0	0	0	0	0	0	0	0	0	0	low
		Traffic calming; gravel shoulder													
Sunrise	Valley to Lafayette	enhancement	5	10	0	10	10	0	-5	5	5	0	10	4	med
Torvanger	Sunrise to Madison	shoulder	5	0	0	10	0	5	-5	0	5	5	-5	1.75	low
Translate STP to Comp Plan			0	0	0	0	0	0	0	0	0	0	0	0	low
Transportation Commission			0	0	0	0	0	0	0	0	0	0	0	0	low
Updated Impact Fees			0	0	0	0	0	0	0	0	0	0	0	0	low
Valley	madison to 305	gravel shoulder	-5	5	0	10	10	5	-5	5	0	0	-5	0.75	low
		Vertically separated bike lanes, 6'-													
Valley	Madison to Sunrise	wide both sides	-5	10	0	10	10	10	10	5	0	5	5	4.5	med
Wardwell	New Brooklyn to Wardwell	8' off-road gravel path	5	10	10	10	10	0	10	5	5	5	-5	5.5	high
Wardwell	Wardwell to Lovgreen	8' off-road gravel path	5	5	5	10	10	5	10	5	5	5	5	6.25	high
		sidewalks, intersection													
Winslow Way	Grow to Wood	improvements	10	10	10	10	10	0	10	10	0	0	5	6.5	high
Wood Ave	parfitt to Winslow	sidewalks	10	10	10	10	10	5	10	10	0	0	5	7	high
Wyatt	Finch to Weaver	separated bike lanes both sides	10	5	0	10	10	0	10	5	0	5	10	6	high
		Infill sidepath north side; Weaver													
Wyatt	Weaver to Ashbury Ct	intersection improvements	10	10	5	10	10	0	10	5	0	5	10	6.75	high
Wyatt Way	Weaver to Finch	sidewalks	10	5	0	10	5	0	10	5	0	5	10	5.5	high
Yaquina	Ferncliff to 305	sidewalks	5	10	5	10	0	0	-5	10	0	0	5	2.75	med
Koura	Valley to Koura	305 crossing	-5	0	0	10	10	0	0	5	5	5	-5	1.5	low
Beach Crest Dr	305 crossing	formalize existing path	-5	5	0	10	10	0	0	5	5	5	-5	1.75	low
Winslow Way	Grow to Madison		10	10	10	10	10	5	10	10	0	0	5	7	high
Weaver	High School to Shepard		10	5	5	10	10	10	-5	5	0	5	10	6	high
Pl. Beach	Oddfellows to Ft. Ward Park		-5	5	0	10	10	0	-5	5	0	5	-5	0.75	low
Old Mill Rd	Blakely to Island Wood Trail		-5	5	10	10	10	0	-5	5	0	5	5	2.75	med
Old Mill Rd	Briar Rose Ln to Taylor Ave		-5	0	0	10	10	0	-5	5	0	5	-5	0.5	low
Madison	305 to Valley		-5	10	5	10	10	10	5	5	5	5	5	5	med
STO - Koura to Lovegreen	koura to lovegreen		5	5	5	10	10	0	10	5	5	5	-5	4.75	high
STO - Day to Hidden Cove	day to hidden cove		5	10	10	10	10	0	10	10	5	5	-5	5.75	high
STO - Pt. Madison to Agate Pass	pt madison to agate pass		5	0	0	10	0	0	10	5	5	5	-5	3	med
STO - High School to Madison (S	high school to madison		5	10	10	10	10	0	10	10	5	5	10	7.25	high
STO - Madison to Sportsman (m	madison to sportsman		5	10	10	10	10	0	10	10	5	5	5	6.75	high
STO - Sportsman to Koura (Meig	sportsman to koura		5	10	5	10	10	0	10	5	5	5	5	6	high
STO - Lovegreen to Day	lovegreen to day		5	10	10	10	0	0	10	10	5	5	-5	4.75	med
STO - Hidden Cove to Port Madi	hidden cove to port madison		5	5	0	10	10	0	10	5	5	5	-5	4.25	med
Miller	Peterson Hill to Miller		5	10	0	10	0	5	-5	5	5	0	5	3	med
Oddfellows	Pleasant Beach to Blakely		-5	5	0	10	10	0	-5	5	0	0	-5	0.25	low
Lafayette	Sunrise to Phelps		5	0	0	10	10	5	-5	5	5	0	5	3.5	med
Baker Hill Rd	Palamino to Crystal Springs		-5	0	0	10	10	0	-5	0	5	0	-5	0.25	low
Taylor Ave	Eagle Harbor to Old Mill		-5	10	0	10	10	0	-5	5	0	0	-5	0.5	low
McDonald	Eagle Harbor to Old Mill		-5	5	5	10	10	5	-5	0	0	0	-5	1	low
Eagle Harbor Dr	McDonald to Pritchard Park		-5	10	0	10	10	5	-5	5	5	0	5	2.5	low
Blakely Ave	school zone		-5	5	10	10	5	0	5	5	5	5	-5	2.75	med
Baker Hill Rd	Lynwood to Blakely		-5	10	10	10	10	10	10	5	0	5	5	5.5	high
Lofgren Rd	Yaquina to Moran		5	10	5	10	5	0	-5	10	5	0	-5	2.75	med
Blakely Ave	Country Club to Tani Creek		-5	0	0	10	10	0	10	5	5	5	-5	2.5	low
Grand Forest Connector	Miller to Sands Ave		5	10	0	10	10	5	10	0	5	5	-5	4.75	high
Sands/Sakai Connector	Sands to Sakai via Paulanna Ln		5	5	10	0	10	0	10	0	5	5	-5	4.5	med
Knechtel Trail Connector	Knechtel to Fir Acres		10	10	5	10	10	5	10	10	0	5	10	7.5	high
Wyatt	weaver		-5	0	0	10	10	0	10	5	5	5	-5	2.5	low

appendix j :
City Thread Accelerated Mobility Playbook

visit: https://www.bainbridgewa.gov/DocumentCenter/View/17548/City-Thread-Accelerated-Mobility-Playbook-Report-for-Bainbridge-Island---May-2023?bidId=

appendix k :
Sustainable Transportation & Greenhouse Gas Emissions Report

visit: https://www.bainbridgewa.gov/DocumentCenter/View/17823/FandP_VMT_GHG-Emissions_Final-Report_with_Appendix_August-2023?bidId=

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CITY OF
BAINBRIDGE ISLAND

EXECUTIVE DEPARTMENT MEMORANDUM

DATE: March 19, 2026
TO: Ellen Schroer, Interim City Manager,
Chris Wierzbicki, Public Works Director
FROM: Hannah Boettcher, Sustainable Transportation Coordinator
SUBJECT: IWMP Revision History

In late 2024, the City began the process of merging the existing Island-wide Transportation Plan (IWTP) (2017) with the Sustainable Transportation Plan (STP) (2022) into the Island-Wide Mobility Plan (IWMP). The first draft of the IWMP was presented to the City Council on June 10, 2025. Since that date, the IWMP has undergone a series of revisions to respond to feedback received from the City Council, the Planning Commission, partner agencies and organizations, and members of the public.

This memo provides a summary of the revisions made to the IWMP. For a summary of the changes made to the content originating from the IWTP and STP, please refer to Appendix A of the IWMP.

IWMP Revision History

Chapter	Revision Made	Page #
1: Introduction	Additional language added to reference the Sound to Olympics trail as the Island's active transportation spine	9
	Figure 1.1 revised to include updated Winslow Subarea boundary	10
2: Goals + Objectives	Additional language added to equity goal to more closely align with Department of Commerce equity language	17
	Additional language added to connectivity goal to indicate the relationship between connectivity and emergency management	19
	Trail Easement Strategy project added to list of connectivity strategies	19
3: Existing Conditions	Trail corrections made to map 3.1: Sunny Hill to Nutes Pond, Latyson to El Cimo Trail, Lost Valley Trail to Carmella Ln, Vincent to Gazzam	22

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	Figure 3.2 added showing Winslow existing facilities	23
	Figure 3.4 added trail opportunity zones to align with the Parks District trail vision map	25
	Figure 3.4 Mandus Olson corridor removed as a connectivity gap per Planning Commission discussion	25
	Added language to indicate the relationship between road classification and emergency evacuation	29
	Added figure 3.7 showing Winslow inset of existing trail network	29
	Added language to describe existing Kitsap Transit Transportation Demand Management programs	27
	Added figure 3.10 evacuation routes	36
Chapter 4: Multimodal Vision	Added language emphasizing the role of partnerships with Parks District and Parks and Trails Foundation in trail network development	41
	Fig. 4.1 change greenway to neighborhood greenway	42
	Added language to include Island Center as part of the Connecting Centers strategy	44
	Added figure 4.4 showing Winslow inset with updated Winslow Subarea Boundary	46
Chapter 5: Operations + Mobility	Add figure 5.4 showing Winslow inset of preferred LTS	60
	Edited Winslow Subarea Boundary in figures 5.5 and 5.6 to align with presumed new WSA boundary	64,66
	Modified Figure 5.5 to identify Island Center and Rolling Bay as having a neighborhood center pedestrian LOS	64
Chapter 6: Implementation	Added note that Access scoring is based on 2017 Winslow Subarea boundary	70
	Corrected project tables to match figure 6.5	76-79

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	Replaced placeholder text regarding the number of City Maintained trail miles	87
Appendix	Added Appendix C: BIMPRD Trails Vision Plan, other appendices renamed	113

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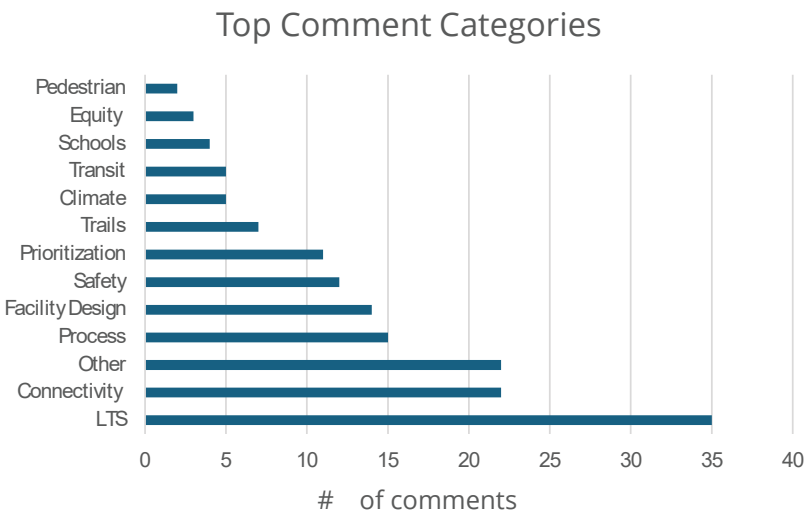
appendix b :
Engagement Summary

The City collected community feedback on the draft of the Island-Wide Mobility Plan in Spring 2025. An in-person egagement event was hosted on March 24, 2025 at City Hall; approximately 30 residents attended this meeting. In addition to the in-person engagement opportunity, the City opened an online feedback form. This online comment period was open for three weeks and received approximately 75 comments. Residents and community partners were also encouraged to reach out to City staff directly with any questions, or feedback they had regarding the IWMP. In total, the City logged 159 comments from members of the public.

An analysis of these engagements is provided below as well as a list of frequently asked questions. The following pages catalog the comments received and indicate the City's response to each comment.



IWMP FAQs

Based on the feedback and questions received from community partners and residents, staff compiled a list of frequently asked questions. These questions respond to the questions and comments received and aim to provide additional clarity and direct readers to the chapters in the IWMP where additional information on the topic can be found.

What does level of traffic stress account for?

Level of traffic stress (LTS) describes the user experience of a particular bicycle facility. It considers roadway features such as speed, slopes, sight distances, and number of driveways as well as how much separation is provided by the bicycle facility. See Chapter 5 for more information.

How does LTS account for intersections?

The current LTS measurement does not account for stress at intersections. However, the IWMP has been revised to include design guidelines and best practices for creating safe intersections for non-motorized users. For more information, refer to Chapter 4 of the IWMP.

What is a neighborhood greenway ?

A neighborhood greenway refers to a low-volume/ low-speed road that has design features that prioritize non-motorized users. One way in which a road can be converted to a neighborhood greenway is through the implementation of traffic calming features such as chicanes and traffic circles.

How is access to schools prioritized in this plan?

Projects that are ½ mile or closer to a school score higher than projects that are further than ½ mile from a school. Additionally, the plan provides for a Safe Routes to School (SRTS) program. More information can be found in Chapter 6.

Why are the Connecting Centers projects prioritized over others in this plan?

The Island-Wide Mobility Plan is a combination of previous planning efforts. The transportation planning priorities that City Council most recently adopted were included in the Connecting Centers scenario of the Sustainable Transportation Plan. When compiling projects to be included in the IWMP, staff prioritized the connecting centers projects in order to align with Council direction.

How does the plan address spot improvements?

Spot improvements are typically addressed on an ad-hoc basis. The City has existing and ongoing transportation maintenance programs that address these shorter term projects, such as shoulder improvements and vegetation management. More information about the City's maintenance programs and how it addresses requests for spot improvements can be found in Chapter 6.

How were projects selected?

Projects were compiled from the existing Sustainable Transportation Plan (STP) and the Island-wide Transportation Plan (IWTP). Projects that have been completed were eliminated. Where projects were duplicated between the two existing plans, the facility type proposed in the STP was given preference.

How can the City speed up implementation of this plan?

The capacity of the City to implement capital projects is dependent on funding availability, staff resources, and community support. Partnerships, especially those with local and regional organizations, can help to increase the speed of implementation by sharing resources and accruing a broad base of community support for the project. Several recommendations on how to accelerate implementation are provided in the City Thread Report in Appendix I.

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Comment ID		Comment Summary	Comment Type	Response
Public Works COBI	01	Fig. 3.3: How were connectivity gaps identified?	Connectivity	Additional details added to section 3.1 of the IWMP.
	02	Ch. 4: Clarify that proposed network represents an ideal outcome that is balanced against funding availability, property availability, and design feasibility.	Process	Clarification made in Chapter 4 of the IWMP.
In-Person Engagement March 2025	03	Intersection design and level of stress should be more of a focus (multiple)	LTS	Added intersection design guidance to Chapter 4 of the IWMP.
	04	Topography should be considered in LTS measurements	LTS	Current LTS measurement does account for vertical and horizontal sight distance.
	05	School access is important, how is this incorporated into plan?	Schools	Included in prioritization methodology. See Chapter 6 of the IWMP.
	06	LTS varies along project extents - creates challenges	LTS	Noted.
	07	How is the City planning for pedestrian mobility (multiple)	Pedestrian	Information about pedestrian level of service included in Chapter 5 of the IWMP.
	08	Clarify typology of greenways	Facility Design	Noted. Typology clarified in Chapter 4 of the IWMP.
	09	How does the plan address spot projects and improvements	Process	Information included in Maintenance section of Chapter 6 of the IWMP.
	10	Network should be cohesive and target specific users (multiple)	Connectivity	Noted.
	11	Consider increasing capacity by adding lanes	Other	Noted.
	12	Gaps in shoulder network should be improved	Connectivity	Network gaps and connectivity is addressed in prioritization methodology.
	13	IWMP prioritizes commuters	Equity	Noted.
	14	Inadequate funding can result in patchwork of projects and facilities	Connectivity	Noted.
	15	How do trails fit into the LTS map?	Trails	Trails are considered off-road facilities and would be categorized as LTS 1 (eg. STO).
	16	Consider equity for people who use mobility devices (wheelchairs, walkers, etc)	Equity	Additional accessibility language added to Equity goal in Chapter 2 of the IWMP.

Comment ID		Comment Summary	Comment Type	Response
In-Person Engagement March 2025	17	Proposed BRT routes and Island Circulators should be mapped to understand transit priorities and access	Transit	Added to Figure 4.5 in Chapter 4 of the IWMP.
	18	What options does the City have to encourage easements for non-motorized infrastructure and connections?	Connectivity	Exploring options could be included in scope of IWMP project "Off-Road Easement Strategy"
	19	Connecting Centers projects should be visually distinguished in maps to indicate high priority	Other	Changes made to Figure 4.3 in Chapter 4 of the IWMP.
	20	Consider setting LTS minimums for corridors to avoid varying LTS across projects on the same corridor	LTS	Added intersection design guidance to Chapter 4 of the IWMP.
	21	Intersections should include traffic calming and spot improvements	Safety	Noted.
	22	Henderson Rd has poor road surface, suggest alternate route Komedal to Ralston	Other	Noted.
	23	Grow Ave traffic calming is inadequate, preference for sidewalks	Pedestrian	Noted.
	24	Add additional traffic calming on Miller Rd	Safety	Noted.
	25	Separated bike lanes feel dangerous in certain contexts	Safety	Noted.
	26	How does the City identify/meet the needs of "recreational" cyclists vs. "transportation" cyclists?	Equity	No distinction is made in the IWMP between recreational and commute cyclists.
	27	How can the City spend funds more efficiently to speed up implementation?	Process	Refer to City Thread Accelerated Mobility Playbook. See Appendix I.
Bainbridge Island Parks and Trails Foundation	28	Supports the continued development of the Connecting Centers Projects connecting Winslow to Lynwood Center, Island Center, and Rolling Bay	Connectivity	Noted.
	29	Emphasize the development of the Sound to Olympics Trail, southern segments from Sakai Park to Koura should be high priority	Trails	Adjusted prioritization of STO segments between Sakai Park and Koura Rd to reflect community feedback.
	30	Develop Safe Routes to Schools trails within half-mile of schools	Schools	Included in scope of Safe Routes to School project included in the IWMP.
	31	Improve roadside connections and crossings to improve safety for trail users. Especially Lost Valley and Kojima trail connection on Fletcher Bay Rd and Day Rd between Farmland Trails	Connectivity	Noted.

Comment ID		Comment Summary	Comment Type	Response
Bainbridge Island Parks and Trails Foundation	32	Consider bike and pedestrian use from Farmland Trail to Day Rd between 305 and Sunrise	Connectivity	Noted.
	33	Consider Wallace trail connector instead of Knechtel	Other	Noted.
	34	Remove Bucsit trail connection from STO to Sportsman trail connection project	Other	Separated into separate projects.
	35	Wardwell to Lovgreen should be medium priority	Prioritization	Noted.
	36	consider sidewalk only at south end of Baker Hill Rd from Blakely Heights	Facility Design	Noted.
	37	Have all 305 crossings been approved by WSDOT? Are they feasible?	Process	Projects are in conceptual phase and have not been reviewed by partner agencies.
	38	Lovgreen to Farmland trail, important for trail access	Connectivity	Noted.
	39	New Brooklyn, Fletcher to Sportsman important student connection from schools to Strawberry Hill Park	Schools	Project priority has been adjusted to respond to multiple public comments.
	40	Consider sidepath from Old Mill Trail to Blakely for sudents	Schools	Project segment currently calls for a separated bike path, design has not been finalized.
	41	Sands/Sakai connector should be low priority	Prioritization	Prioritization adjusted.
	42	Valley Rd sidepath from Madison to Sunrise should be high priority, lots of community interest	Prioritization	This project is included in the Connecting Centers scenario and is considered highest priority.
	43	Eagle Harbor: consider focusing on shoulder just east of McDonald, blind hill and very dangerous for peds/ cyclists	Facility Design	Noted.
	44	STO Port Madison to Agate Pass should be prioritized higher, connection to N. Kitsap for commuters	Prioritization	Noted.
	45	Consider safety improvements at intersection of Sportsman and Finch "y" intersection	Safety	Section added in Chapter 6 to address safety and spot improvement projects.
	46	Consider improving sidepath in ROW from Grand Forest to New Brooklyn on Mandus Olson	Other	Noted.
	47	Consider adding sidepath on Koura between Fieldstone and Miller for parks and trails access	Connectivity	Noted.
	48	How does greenway typology different from trails	Facility Design	Project typology has been clarified, see Chapter 4 of the IWMP.

Comment ID		Comment Summary	Comment Type	Response
Bainbridge Greenways	49	New bike infrastructure should be LTS1 to address needs of children	LTS	Noted.
	50	STO to Sportsman Club Road should be high priority, LTS 1	LTS	Project priority has been adjusted to respond to multiple public comments.
	51	High School Rd from 305 to Finch, LTS 1	LTS	Noted.
	52	Lynwood Center to Eagle Harbor Dr via bucklin, LTS 1	LTS	Noted.
	53	Wardwell route from New Brooklyn on west edge of Sakai and Woodward heading north to Lovgreen and 305, LTS 1	LTS	Noted.
	54	Grow Ave between High School Rd and Winslow Wy, LTS 1	LTS	LTS map has been adjusted. Note that no project is currently proposed for this location.
	55	Baker Hill Rd from Lynwood Center Rd to Blakely, LTS 1	LTS	Noted.
	56	Sportsman Club Rd from Wyatt and Finch, New Brooklyn crossing to SR 305, LTS 1	LTS	Project priority has been adjusted to respond to multiple public comments.
	57	Day Rd from SR 305 to Sunrise, LTS 1	LTS	Noted.
	58	High School Rd from Finch to Strawberry Hill Park, LTS 1	LTS	LTS has been adjusted to LTS 2 respond to multiple public comments.
	59	Lost Valley Trail, 8-10 ft bikeable surface	Facility Design	Noted.
	60	Valley Rd between Sunrise and N. Madison Ave, LTS 1	LTS	Noted.
	61	Fletcher Bay Rd between Bucklin and Lost Valley Trail, LTS 1	LTS	Noted.
	62	Wyatt Wy from Finch to Weaver, LTS 1	LTS	Noted.
	63	Eagle Harbor Dr Ph. 1, LTS 1	LTS	Noted.
Resident	64	Concerns about proposed Bucsit Lane trail, poor road conditions and unstable shoulders, private road	Trails	Project priority has been adjusted to respond to multiple public comments.
Resident	65	Concerns about proposed Sands/Sakai Connector. Environmental concerns regarding wetland in the area and beaver habitat. Property concerns regarding private road on Bucsit.	Trails	Project priority has been adjusted to respond to multiple public comments. Project included in IWMP as a legacy project from the IWTP.

Comment ID		Comment Summary	Comment Type	Response
Resident	66	What are the overall GHG emissions; how much transportation related GHG reduction do we expect by 2035? 2045?	Climate	Transportation related emissions totaled 78,723 $MTCO_2e$ in 2021. For a detailed analysis on GHG reduction potential refer to Appendix J.
	67	do equity and all-ages ability goals conflict with GHG emission goal? Since all-ages and abilities facilities are likely costlier to construct meaning fewer facilities being built per year.	Climate	All ages and abilities infrastructure is shown to be effective at lowering VMT by providing facilities that the greatest number of people feel comfortable and encouraged to use.
	68	Connectivity is essential to reducing VMT because it is essential to safety. What is the relationship, in the plan, between connectivity, access, and safety?	Connectivity	Noted.
	69	There are safety gaps in every arterial and collector on the Island. What percentage of the existing network is unconnected?	Connectivity	The percentage of disconnected network was not calculated. See Figure 3.3 for a visualization of connectivity gaps.
	70	Where can we learn more about the GHG reduction analysis of the connecting centers scenario? How does this compare to the Island-Wide Stretch scenario?	Climate	Refer to Appendix J of the IWMP.
	71	What are the assumptions about the rate of growth in Island Center and Rolling Bay? How does this compare to the soon-to-be updated land use element in the Comp Plan?	Process	Expected future growth of neighborhood centers not addressed in the IWMP. Refer to the Comprehensive Plan.
	72	How much will the STO cost? What are the VMT impacts of the STO compared to other projects?	Climate	Total cost of the STO including construction and design is not calculated. Project level VMT reductions have not been calculated due to unavailability of precise measurement tools.
	73	What is the average cost per mile of the treatments listed in Table 5.2? How much would be saved by reducing speed limits to achieve LTS goals versus constructing separated bike lanes?	LTS	Cost/mile of treatment types was not calculated. Costs are highly variable based on a number of factors outside of facility design.
	74	What are the benefits of "access" as described in the prioritization methodology? How does it relate to connectivity?	Connectivity	See response to comment 67.
	75	Who were the key partners and stakeholders involved in the project prioritization process? How were they chosen?	Process	Input was provided by the Sustainable Transportation Coalition and the Climate Change Advisory Committee.
	76	Why are projects in the Connecting Centers scenario of the STP prioritized over others? Why is the Council bound to the STP, which was not even part of the comp plan?	Process	The STP is the current direction provided to staff by City Council and therefore was identified as highest priority.

Comment ID		Comment Summary	Comment Type	Response
Resident (cont.)	77	How will the City address the Agate Pass Bridge as it continues to plan for the STO?	Trails	The City currently and will continue to collaborate with WSDOT as it develops the STO.
	78	Will Lost Valley Trail be accessible to bikes, too?	Trails	Bikes will be allowed on Lost Valley Trail.
	79	Where will mobility hubs be located for transferring from bikes to buses, taxis, etc?	Connectivity	See Figure 4.6 in the IWMP.
	80	How will/does the City coordinate with Kitsap Transit?	Process	Refer to section 6.4 of the IWMP.
	81	Why is the City not considering a water taxi across Eagle Harbor?	Other	No new projects were considered in the development of the IWMP.
	82	Is Mandus Olson going to be available to bike?	Facility Design	Yes, bikes currently allowed on Mandus-Olson.
	83	To improve connectivity, any plans to gain more easements through private property (e.g. Lovgreen for STO, road next to Hyla School to get to Lynwood)	Connectivity	In scope of "Off-Road Easement Strategy" project proposed in the IWMP.
Online Engagement	84	COBI should be moving toward as many miles as possible of LTS below 4. It would be great to get to LTS 2 on most of our unavoidable well-traveled roads.	LTS	Noted.
	85	The difference between LTS1 and LTS2 is so large. One family and ability differences included the next only adults and just some adults at that! In order to foster a future that encourages a healthy and climate friendly future for the island, we need to help children and older adults especially!	LTS	Noted.
	86	I would prefer more miles of "less than perfect" bike routes. Not sure why Miller is labeled with LTS 4 - currently has 30mph limit with striped bike lane which per chart is LTS 3?	LTS	Noted.
	87	Please increase the speed of construction. These improvements are very important for allowing individuals to begin to experience the island by means beyond personal vehicle	Process	Noted.
	88	Miller Road-Fletcher Bay road needs a corridor plan so that all the segments are coherent and connected	Connectivity	Noted.

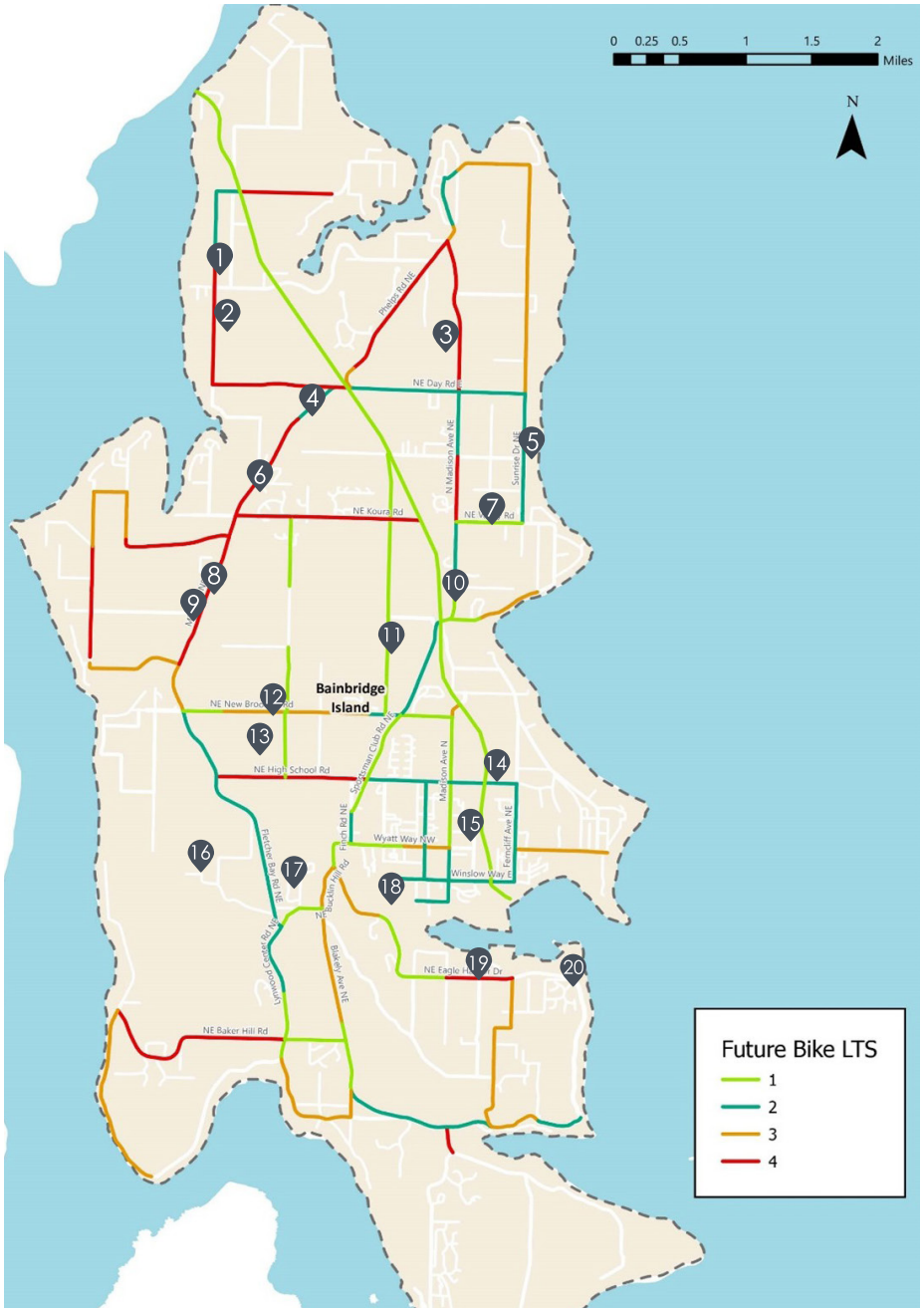
Comment ID		Comment Summary	Comment Type	Response
Online Engagement	89	I drive New Brooklyn daily at all times of the day and I rarely come across anyone on a bike. The plan for separated bike lanes seems excessively in favor of the handful of bicyclists who would use that. Not to mention the "citifying" effect this will have on our country roads. People do live in a rural community for a reason.	Other	Noted.
	90	Relying on sidewalks and shared trails for bikes is concerning. E-bikes are becoming more prevalent and pedestrian/bike interactions will happen at higher speed and be less safe than today.	Safety	Noted.
	91	Henderson Rd is a great choice for the bike mobility route, but you need to slow down the cars to make it safe for cyclists. During rush hour, cars routinely ignore the speed limit, frequently passing law abiding cars at high rates of speed. It is almost guaranteed that if you drive that road during rush hour and go the speed limit, someone will be on your bumper and fly around at the first opportunity, even if it's not a safe or legal one. Happens almost every day!	Safety	City Traffic Operations Committee has recently deployed traffic data collectors on Henderson Rd. In response to the traffic conditions experienced and measured in the Seabold neighborhood, new stop signs were installed at multiple intersections in Winter 2025. Additional improvements, including traffic calming, may be considered in the future.
	92	I don't support LTS because it focuses on perceived hazards as opposed to real hazards. Expensive separated bike paths are too expensive to build and maintain and limit the amount of non motorized improvements that can be done within the limited funding. Speed limits, along with enforcement, is an important part of safety for non motorized users. As is volume of traffic. More growth means more volume of traffic and diminished non motorized safety.	LTS	Noted.
	93	Even if this doesn't happen for another 20-40 years, I think magnetic rail or electric rail from ferry to Poulsbo with stops along the way makes sense. Any improvements along 305 should consider the potential of rail in the future. If we do eventually replace or modify the Agate pass bridge, keep rail in mind. This planning might change what we do and might save $$$ in the long run.	Transit	Noted.

Comment ID		Comment Summary	Comment Type	Response
Online Engagement	94	please just do more quickly. Again - I feel like proposals or aiming for "perfect" and so nothing gets done.	Process	Noted.
	95	As you acknowledge, this project has been in the works since 2017 and has little to show for the thousands of hours of public employees time and labor. Please start projects. Please increase your speed of construction	Process	Noted.
	96	You're making this too complicated. For all the fanfare around the sustainable transportation plan there's been very little non motorized improvements. The facilities recently built on Madison were part of a sewer project and not particularly well design. Experienced bike riders will be riding on the road instead of the lumpy narrow path.	Process	Noted.
	97	Bucsit Lane (public and private sections) need to be widened and paved to accommodate pass through traffic, even if it is just on foot and bike, because it is already unsafe to do those things on our road. .	Safety	Noted.
	98	Having a route that connects around from STO back to the ferry to give a protected loop for visitors would be a potential win.	Connectivity	Noted.The IWMP did not consider any new projects not included in previous planning efforts.
	99	The safety category [of the prioritization methodology]should consider the collision rate, not just the # of collisions.	Safety	Noted.
	100	[Projects should be prioritized based on] community feedback and relying on previously developed plans makes the most sense (ie core 40 and the newer sustainable transportation plan)	Prioritization	City staff have revised the prioritization of proposed projects based on community feedback received.
	101	Your equity score is zero until you have any projects to show for the countless planning and outreach meetings	Other	Noted.
	102	You've made this way too complicated. Equity? While you dither and pander to special interest groups simple widened shoulders are not being build. The CF on Eagle Harbor drive North of McDonald Street is a good example of pandering to one person and ending up with a really bad design.	Other	Noted.

Comment ID		Comment Summary	Comment Type	Response
Online Engagement	103	No one is going to choose to ride on 305! If you prioritize the side roads, you'll get a lot more cyclists choosing to ride over driving. Riding on 305 is miserable!!	Other	Noted.
	104	I actually think completing Miller should be prioritized higher. The "middle" was done and then nothing else leaving a common biking corridor dangerous at either end. (But to Lynnwood should be highest priority now). otherwise this entire section is too busy and unrealistic given current pace of projects.	Prioritization	Prioritization of Miller Rd projects have been prioritized higher in response to comments received from members of the community.
	105	Install widened shoulders. It might mean less work for City staff but we'd all be safer.	Facility Design	Noted.
	106	In general I feel that the plan gives a lower priority to west-side residents.	Prioritization	Some projects on the west side have been assigned a higher priority level based on feedback received.
	107	Concerning connecting city centers, why no discussion about connecting Island Center to Winslow or Lynwood Center. Anyone biking or walking to/from Battle Point Park to these locations has to navigate very unsafe conditions. This is especially true from the Park to these locales using Battle Point or Arrow Point roads	Connectivity	Connecting centers projects were included in the Sustainable Transportation Plan scenario adopted by City Council in 2022. Some projects on the west side connecting to Island Center have been re-prioritized higher in response to community feedback.
	108	why is doing something about unsafe multi-modal use of Fletcher Bay Road and Lynwood Center Road south of High School Road almost to Lynwood Center such a low priority? The route connects city centers and is very unsafe currently. The lack of infrastructure here does not make sense. They are shown as connectivity gaps in Figure 3.3.	Safety	Refer to response provided to comment 106.
	109	funding to keep the pathways accessible (free of debris, branches, wet/slimy/slippery decaying leaves etc) needs to be factored in. You can't consider paths viable without the maintenance required to keep them in useable condition. Many times I see bicyclists forced to ride outside the paths our taxes paid for because its too hazardous to stay in them.	Other	Refer to section 6.5 of the IWMP.

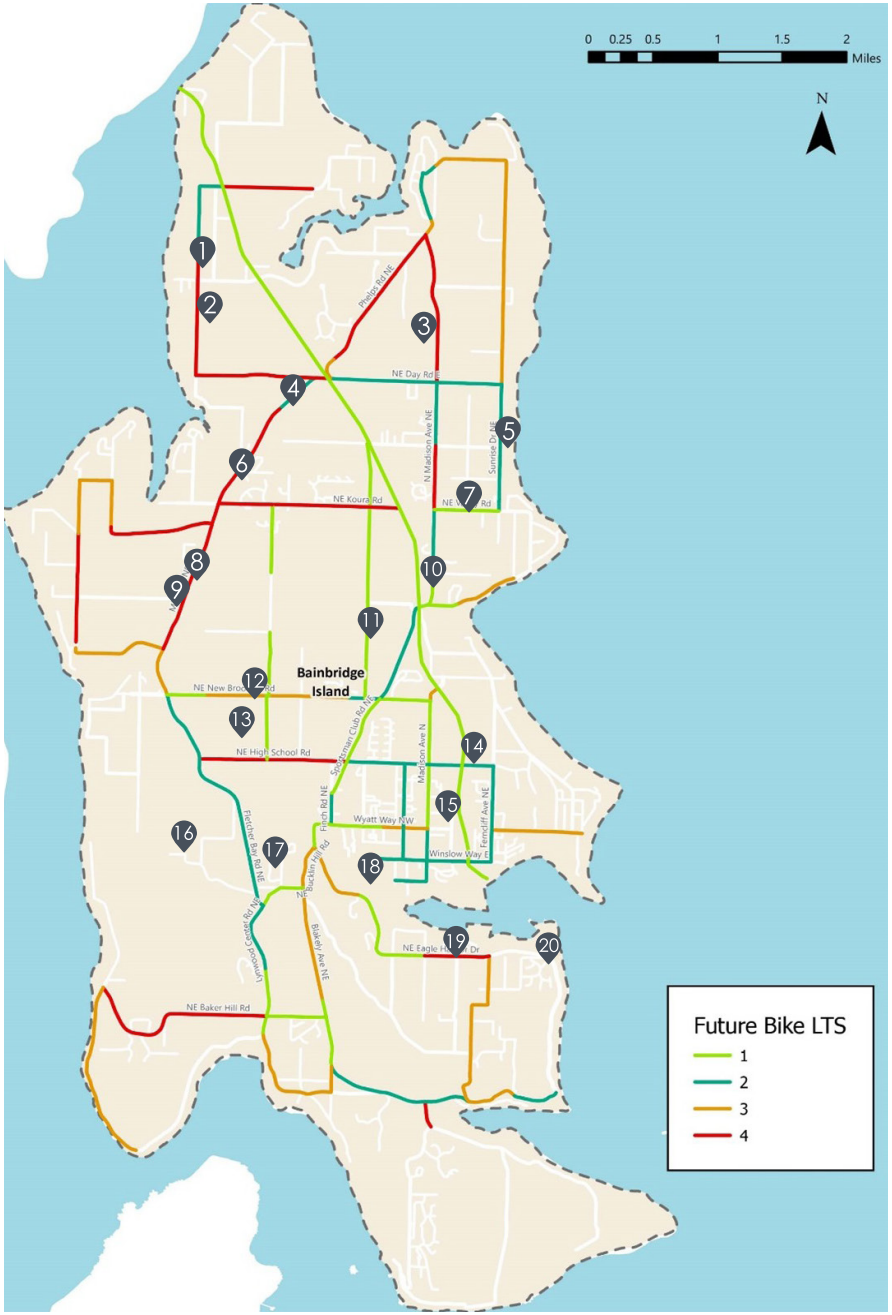
Comment ID		Comment Summary	Comment Type	Response
Online Engagement	110	there are more transportation options than autos and bikes. Consider rail as an option along 305 corridor in our future at some point and plan ahead for best outcome. I am also a big fan of the expansion of dial a ride bus service on the island. It serves everyone and provides vital access.	Transit	Noted.
	111	Stop with the never ending public outreach. Administrations turn over while zero projects occur.	Process	Noted.
	112	Years go by without simple widened shoulders being installed where it could easily be done, like on Blakely Avenue. It's really kind of pathetic.	Process	Noted.
	113	Regarding sustainability, it's assumed the Sustainable Transportation Plan will reduce greenhouse gas emissions related to transportation. That should not be assumed. All projects should be subjected to an objective, non green washing, climate lens to evaluate their relative benefits.	Climate	Noted.
	114	Battle Point Park is a very highly used park, perhaps more than any other Island park, and almost everyone is forced to drive there. That makes Battle Point Drive unsafe for pedestrians and bikers along a very flat, straight, remote stretch of road (without shoulders or sidewalks) where almost no one adheres to the 25 mph speed limit. At night some use the road to drive VERY fast. A couple of years one of our neighbors, walking by the west entrance to the park was hit by a car and sent to the hospital with a head injury.	Safety	Projects around Battle Point Park have been re-assigned higher priority levels in response to community feedback.
	115	Bainbridge cannot maintain the roads it has; and will not adopt private roads that have continuous housing construction on them. Seems the city priorities are not geared to current conditions..... just always looking to spend money on new stuff. shame shame	Other	Noted.
	116	It would be great if an email address were provided so that a more thoughtful respond can be submitted.	Other	Point of contact for this project is Hannah Boettcher, hboettcher@bainbridgewa.gov. Contact information has been provided on the City website and the Engage Bainbridge page for this project.

Comment ID		Comment Summary	Comment Type	Response
Online Engagement	117	Generally like the idea of trying to prioritize lots of safe connections to STO separated trail	Connectivity	Noted.
Resident	118	Distinguish more clearly the difference between LTS 1 and 2	LTS	Noted.
	119	More specificity is needed in the design guidelines provided in table 4.2; increased separation for vertically separated bike lanes, emphasize the use of barriers for decreasing user stress	Facility Design	Design guidelines included in Chapter 4 of the IWMP have been updated to provide greater specificity.
	120	Avoid the creation of "island deserts" i.e. disconnected facilities that dump users out onto unsafe roads	Connectivity	Noted.



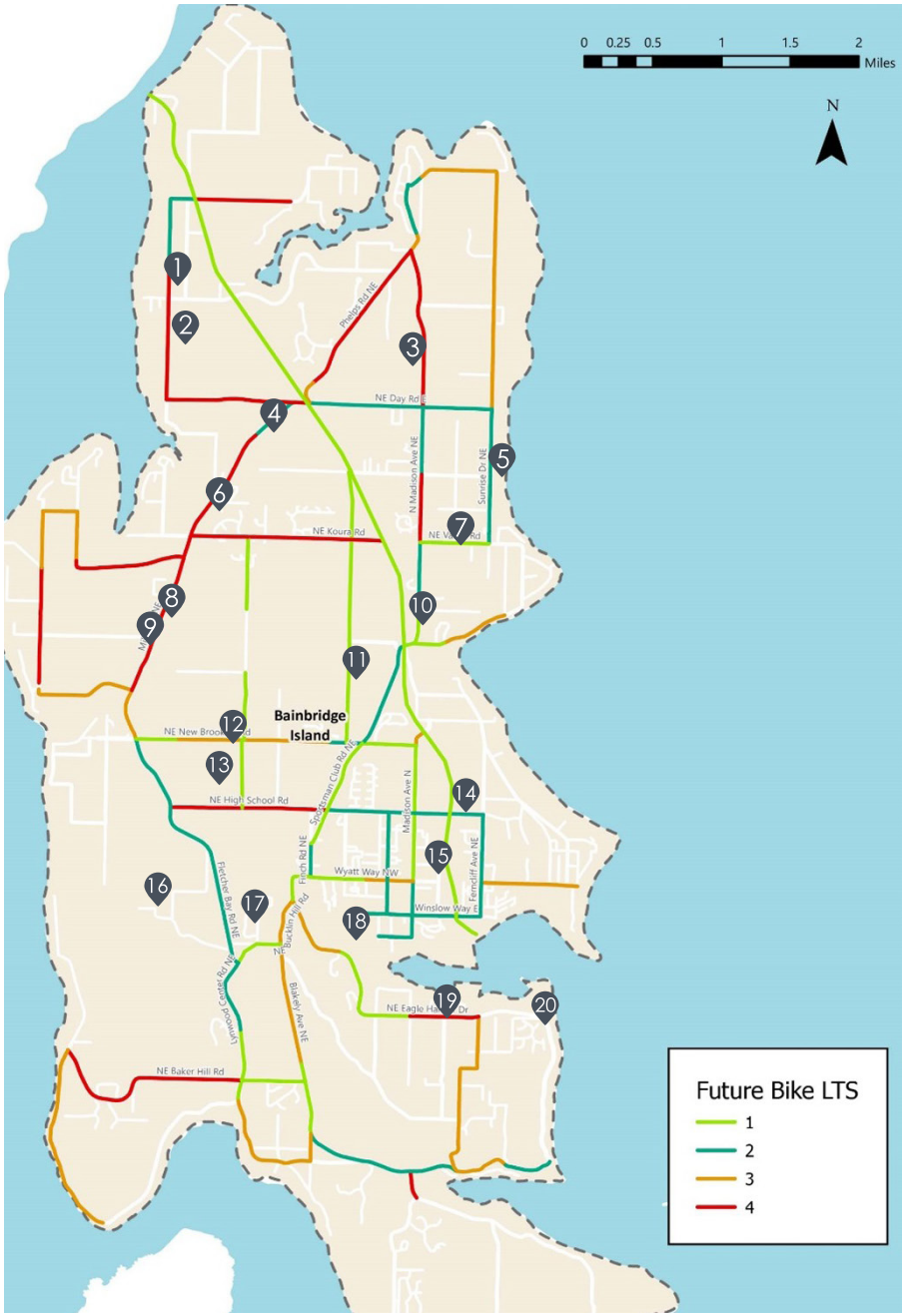
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
1	Main route for cyclists	Noted.
2	Battle Point Drive needs widened shoulders for bikes and peds	Minimum LTS for Battle Point Dr. lowered to 3
3	LTS 2 or 3 - there are portions of Madison that have wide shoulders. Take advantage of the width and upgrade to more protected lanes	Minimum LTS on N Madison Ave between Torvanger and Day lowered to 3
4	Miller road is heavily traveled roadway partially served with widened shoulders. Widened shoulders for bikes and peds need to be extended to the intersection at Day Road and SR305.	Noted.
5	Sunrise drive is dangerous for bikes. Widened shoulders need to be installed on the most dangerous sections, which include close to Rolling Bay.	Noted.
6	Another important route for cyclists.	Noted.
7	Valley road needs widened shoulders for bikes and peds that retain the semi-rural feel of this stretch. City engineers should be deterred from over-designing road improvements on Valley that would impact its character.	Noted.
8	LTS 2-this area has a lot of pedestrian and bike activity on account of the access to the grand forest and the crossing from the grand forest to the trail going to battle point park.	Speed limit on Miller Rd makes LTS 2 difficult to achieve. Modified minimum LTS to 3.



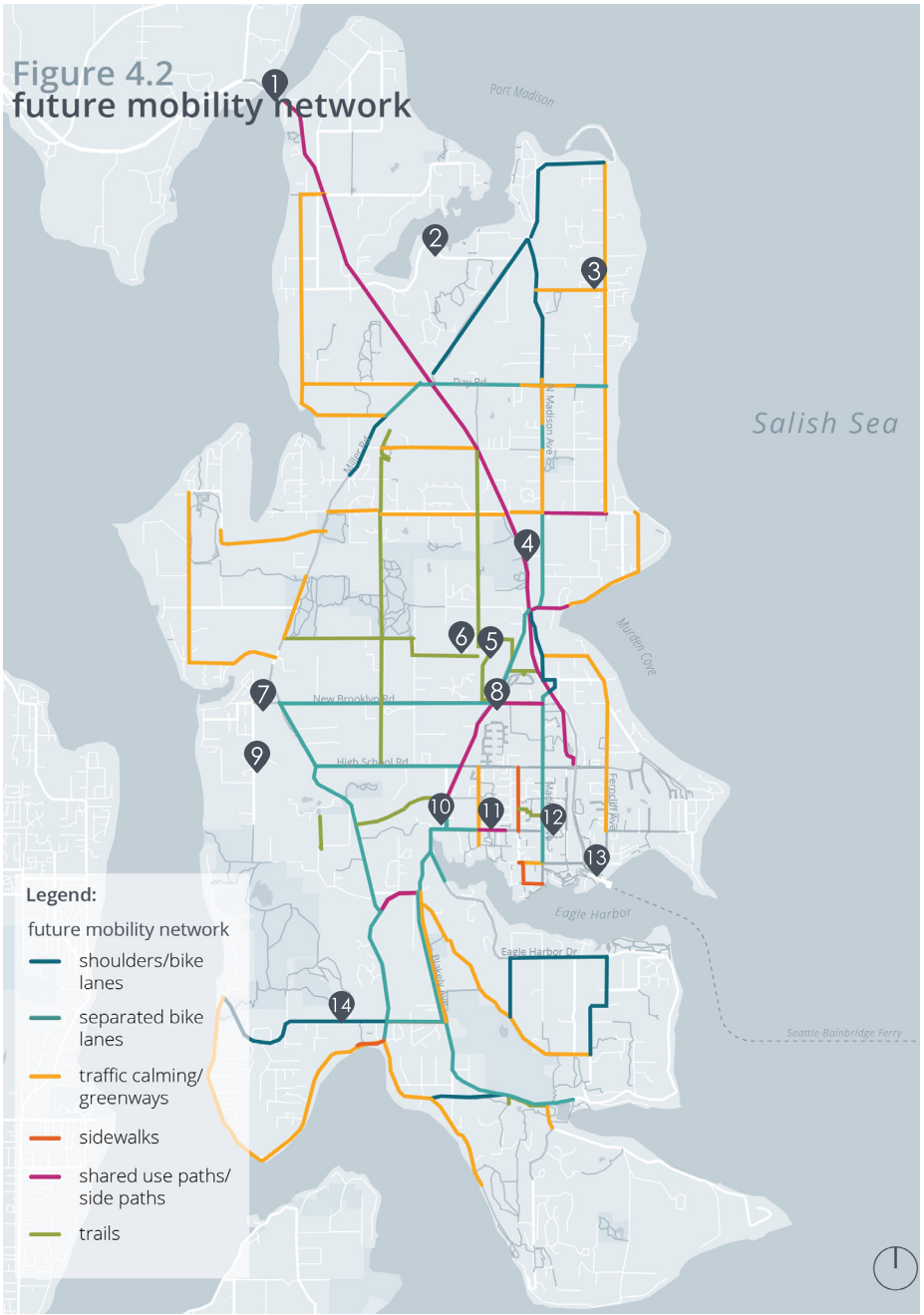
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
9	Miller is a critical route for people outside of Winslow. And should be 3 or lower to encourage safe travel	LTS modified to LTS 3 on Miller
10	The Sound to Olympics Trail: It should not plow through the scenic buffer. Widened shoulders would be just fine.	Noted.
11	this is a private road that I have to maintain. Will city take over maintenance ?	Future LTS is based on proposed projects. Many projects are in conceptual phase and subject to modification.
12	Either New Brooklyn or HS Rd should have continuous LTS of 2 to make a comfortable east west route from island center	Noted. High School Rd upgraded to be LTS 2 between Miller and Sportsman Club Rd
13	Intersection of Finch and Madison: This is a difficult intersection for bikes going East and then turning left onto Finch. This needs to be corrected, possibly by making the intersection a 3-way stop.	Noted. Section on intersection design guidelines added to Chapter 4 of IWMP
14	The State is planning to build a roundabout at the HS road and SR305 intersection. COBI should be advocating for the project to include a non motorized passage under the new roundabout.	Noted. Section on intersection design guidelines added to Chapter 4 of IWMP
15	Currently a great street for bikes and peds. A possible connection with Hildebrand threatens to degrade non motorized LOS here.	Noted.
16	Lynwood Center Road needs widened shoulders for bikes and peds. This is a heavily used roadway with a low LOS for bikes.	Noted. Separated bike path planned on Lynwood Center Rd.



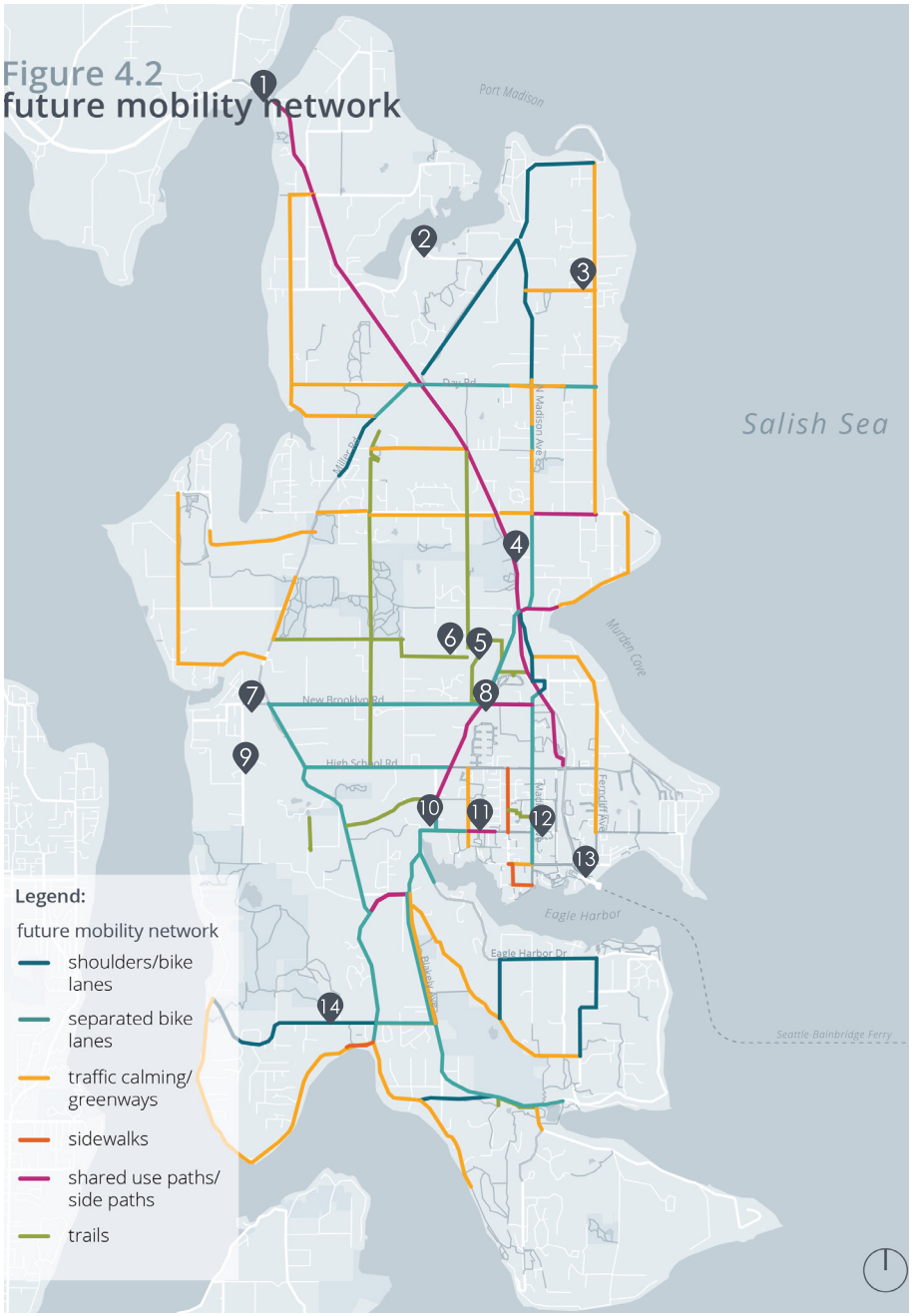
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
17	Blakely Avenue needs widened shoulders for bikes and pedestrians. The level of feasibility on this section of road for a widened shoulder is high.	Noted. Separated bike lane and traffic calming planned on this corridor.
18	The stretch of Eagle Harbor Drive by the Blue Light Garage needs to be expanded with a boardwalk on the West side of the road to minimize encroachment of the garage business.	Noted.
19	The Easterly stretch of Eagle Harbor is dangerous for non motorized users, which hills and NO wide shoulders. Feasibility for adding wide shoulders is challenging but should be explored. Traffic calming measures should be considered to reduce motor vehicle speeds, which would increase the LOS for non motorized users.	Modified LTS on this segment to LTS 3.
20	Places with blind hills and significant bike traffic deserve improvements. It often leads to close passes, delays and stress to inexperienced bikers	Vertical and horizontal sight distances accounted for in LTS methodology.



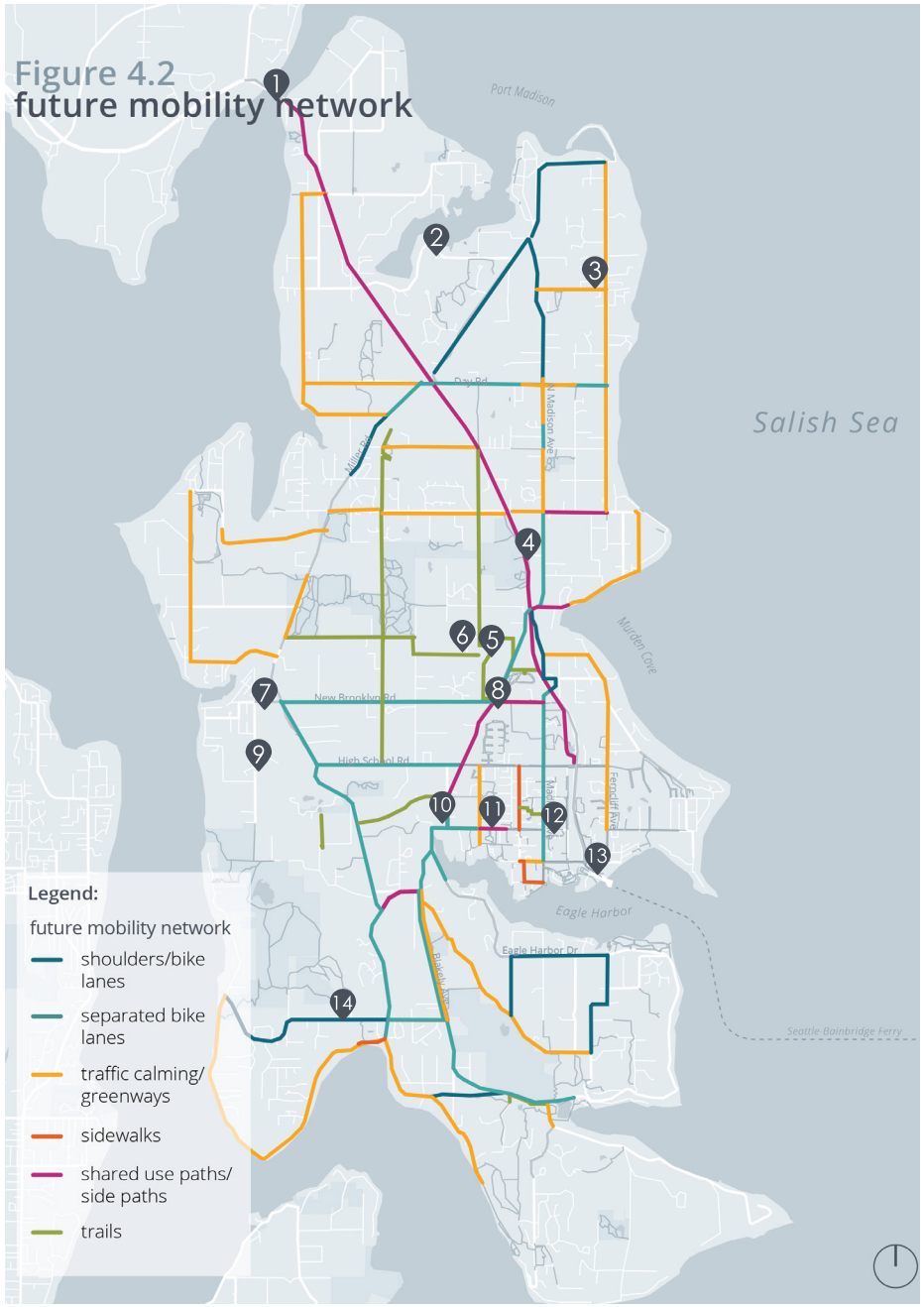
What should Bainbridge Island's future mobility network look like?

ID#	Comment Summary	Response
1	Connecting the dots for the future of light rail on Bainbridge Island.	Noted.
2	Consider bike lanes on Hidden Cove. It is a convenient east west cycling route for more confident riders, but could use some improvement to bring visibility to cyclists on the road-way	Noted. Added to LTS map.
3	[no comment made]	
4	I believe there would be value in thinking more long term. Imagine how much Seattle would have saved in finances and resources if they had kept passenger rail services from the past, or planned for "subway/ light rail" when city was first growing. One we should think about, plan for potential of this type of transport before we need to replace the Agate pass bridge. This type of alternative transportation would serve all ages, abilities, our environment and our budgets in the long run.	Noted.
5	I am concerned about the proposals for the trails converging on Bucsit Lane. When folks are walking/bike riding on the road, it is difficult to give them safe space as we drive around them. Our potholes are devastating and when you are forced to maneu-ver around people walking and biking, you have no choice but to drive into potholes or dangerously close to the end of the ditch which is unstable at certain points. I am all in favor of im-proved mobility on the island but	Project lowered in prioritization.



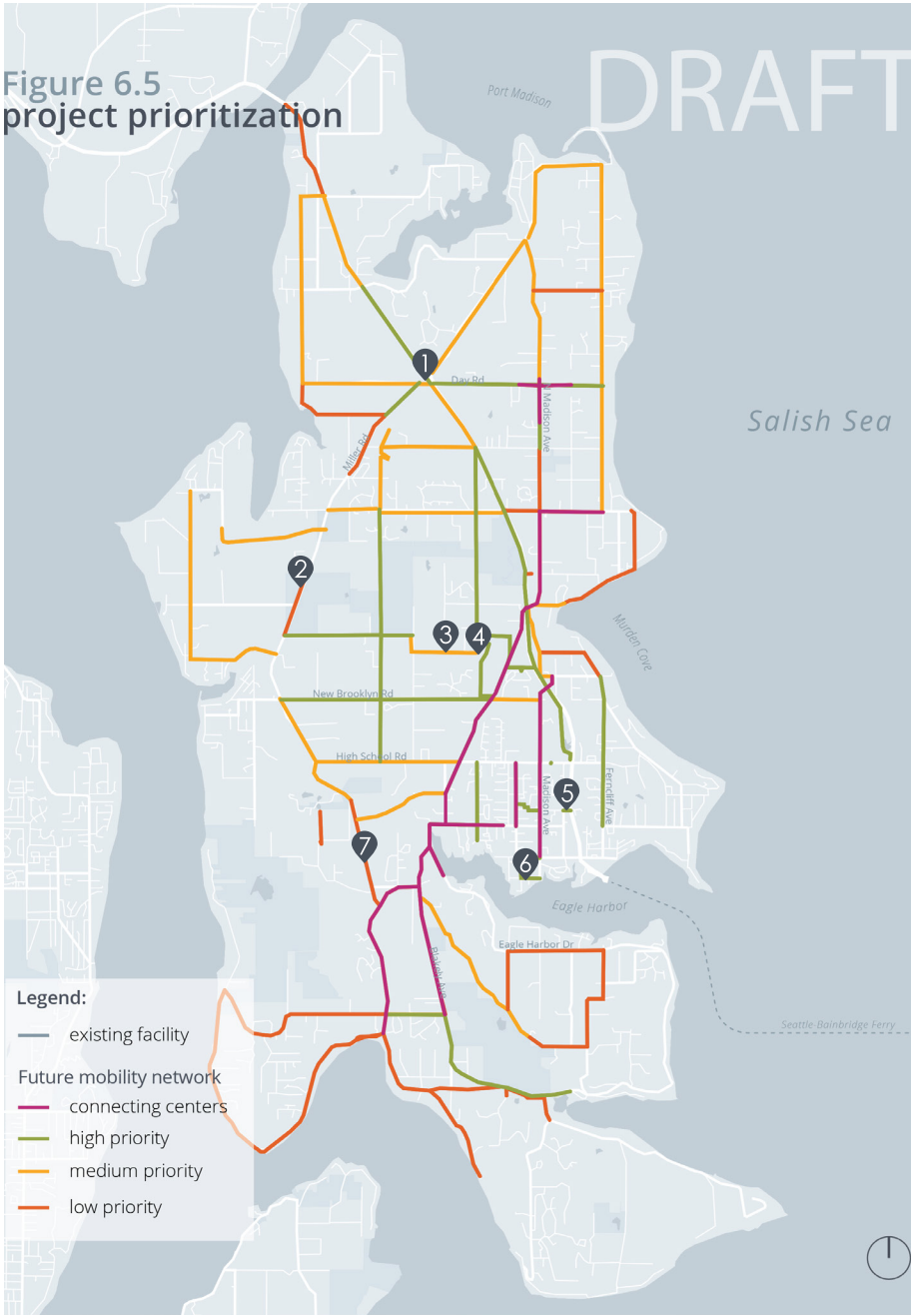
What should Bainbridge Island's future mobility network look like?

ID#	Comment Summary	Response
5	our road is not in a condition to take on so much additional foot and bike traffic if it became a through passage, vs the current dead end road.	
6	this is a huge swamp. How would a path go through this and who maintains it?	Project in conceptual phase, exact route tbd.
7	When the Springbrook fish passage and bridge is upgraded, consider an uphill bike lane on fletcher bay rd to improve cyclist connectivity from the fletcher bay neighborhoods to the path proposed on New Brooklyn	Project in conceptual phase, exact project extents to be determined.
8	The intersection at Sportsman and New Brooklyn was poorly designed by bikes, forcing uphill riders traveling North to use the sidewalk to avoid cars coming up from behind.	Noted.
9	Consider adding Springridge as a potential greenway, particularly south of Hansen. This corridor serves as an important non auto connection from Lynwood to Island Center through Gazzam.	Noted.
10	No 2-way non motorized separated path coming up the hill West of the intersection of Finch and Madison Ave. No 2-way non motorized paths next to traffic. Really bad idea, especially on a hill.	Noted.
11	No 2-way paths on Madison, or anywhere next to a major road. It's dangerous and restricts options for turning onto side roads by making that maneuver non intuitive compared to driving a motor vehicle.	Noted.



What should Bainbridge Island's future mobility network look like?

ID#	Comment Summary	Response
12	The roundabout at Madison and Wyatt was poorly designed by bikes, forcing uphill riders to use the side-walk to avoid cars coming up from behind.	Noted.
13	[no comment made]	
14	Provide and uphill climbing lane for cyclists on Baker Hill	bike lane proposed on Baker Hill, facility is not designed.



Do you agree with these project priorities?

ID#	Comment Summary	Response
1	The day road roundabout project needs to happen soon! This intersection is a mess	The Day Rd roundabout project is a WSDOT project.
2	This is a major park entrance and it should be high on priority lists to reflect the actual usage	Project priority modified to reflect community feedback.
3	this is a swamp	Noted.
4	this is my private road. NO changes please, I am here because I like privacy and NO ONE bothers me.	Project priority modified to reflect community feedback.
5	This crossing will be expensive and seems to serve relatively few people	Noted.
6	These are low volume streets that probably only score highly because of the math of the prioritization not actual usage or need	Project priority modified to reflect community feedback.
7	The prioritization over weights Winslow and the connecting centers projects. While I support the focus on connecting centers, the plan also needs to address other corridors that might be easy wins with routine striping or maintenance projects. Also, fletcher bay road is important north south route on the west side of the island	Connecting Centers projects are intentionally prioritized at the highest level. Some projects on the west side of the Island have be re-prioritized in response to community feedback.

appendix a :
IWMP Change Log

The following change log tracks changes made to the Island-Wide Transportation Plan (IWTP) and the Sustainable Transportation Plan (STP) through the course of the development of the Island Wide Mobility Plan. The following tables indicate where changes or modifications were made to each plan and where the information can be found in the Island Wide Mobility Plan.

Where information included in the IWTP and the STP conflicted with each other, the IWMP favors the STP as it is the more recently adopted plan. City Council have directed staff to implement the Connecting Centers Scenario of the STP which is reflected in the content and project/program list included in the IWMP.

Island Wide Transportation Plan

	IWTP content	where to find in IWMP	description of change
IWTP Ch. 1	Island Context Map	Chapter 1 Introduction	updated maps to have consistent style
	Planning History	Chapter 1 Introduction	updated to include STP planning process
IWTP Ch. 2	Community Character	Chapter 2 Goals + Objectives	renamed to Community Vision
	Neighborhoods	Chapter 2 Goals + Objectives	included in Connectivity goal
	Environment	Chapter 2 Goals + Objectives	renamed to Natural Systems
	Balancing Community Needs	n/a	section not included in IWMP
IWTP Ch. 3	Level of Service	Chapter 5 Operations + Mobility	adopts new multimodal level of service standards
	Non-Motorized LOS Standard	Chapter 5 Operations + Mobility	adopts level of traffic stress based LOS standard for bike facilities
	Existing Traffic Conditions	Chapter 3 Existing Conditions	updated with more recent traffic data
	Existing LOS	Chapter 3 Existing Conditions	updated with more recent traffic data
	Land Use Forecast	n/a	not included in IWMP; refer to Comp Plan
	Future Traffic Conditions	Chapter 5 Operations + Mobility	updated to match new LOS standards
	Mobility Issues	Chapter 3 Existing Conditions	information included in connectivity gaps assessment
IWTP Ch. 4	SR305 LOS	Chapter 3 Existing Conditions Chapter 5 Operations + Mobility	updated with more recent traffic data
	SR305 Recommendations	Chapter 6 Implementation	modified to include information about coordination with WSDOT
IWTP Ch. 5	Collision History	Chapter 3 Existing Conditions	updated to include more recent data
	Safety Programs	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	updated to include traffic calming and safe routes to school programming
	Maintenance	Chapter 6 Implementation	no changes made

Island Wide Transportation Plan (cont.)

	IWTP content	where to find in IWMP	description of change
IWTP Ch. 6	System Inventory	Chapter 3 Existing Conditions	updated inventory for all modes
	Non-Motorized Use	n/a	not included in IWMP
	Connectivity Barriers	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	updated connectivity gap analysis; identification of barriers
	Non-Motorized Network	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to include Connecting Centers approach; updated project lists
	Facility Types	Chapter 4 Multimodal Vision	updated and simplified facility typology and design guidelines
	Levels of Service	Chapter 5 Operations + Mobility	adopts level of traffic stress based LOS standard for bike facilities
	Non-Motorized Improvement Plan	Chapter 6 Implementation	updated project lists to include STP projects; updated maps
	Design Considerations	Chapter 4 Multimodal Vision	updated to align with goals and new LOS standards
	Education, Encouragement and Enforcement	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to include STP programs
IWTP Ch. 7	Washington State Ferry Operations	n/a	not included in IWMP
	Kitsap Transit Bus and Other Services	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	existing routes updated, improvements updated to match Kitsap Transit Long Range Transportation Plan
	Multimodal - Transportation Demand Management	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to match STP programs
	Regional Coordination	Chapter 6 Implementation	no significant changes
IWTP Ch. 8	Funding Capabilities	Chapter 6 Implementation	20-year revenue forecast updated
	Funding Needs	Chapter 6 Implementation	20-year expenditure forecast updated
	Proposed Sources of Funding	Chapter 6 Implementation	updated to include more detailed information

Sustainable Transportation Plan

	STP content	where to find in IWMP	description of change
STP Vision + Goals	Who developed this plan?	Chapter 1 Introduction	updated to reflect IWMP process
	Transportation Assets	Chapter 3 Existing Conditions	section expanded to include inventory of existing facilities
	Transportation Gaps	Chapter 3 Existing Conditions	section expanded to include connectivity and safety analyses
	Sustainable Transportation Goals	Chapter 2 Goals + Objectives	renamed goals, eliminated funding goal from goal framework
	Walking and Rolling Network	Chapter 4 Multimodal Vision	updated map, see Figure 4.2
	Sound to Olympics Trail	Chapter 4 Multimodal Vision	updated to include current status
	Transit and Shared Mobility Network	Chapter 4 Multimodal Vision	updated mobility hub locations to match connecting centers project list
STP Scenarios	Scenario 1: Status Quo	n/a	not included in IWMP
	Scenario 2: Connecting Centers	Chapter 4 Multimodal Vision Chapter 6 Implementation	no changes made to projects
	Scenario 3: Island Wide Stretch	Chapter 6	select projects included in IWMP project list
	Programs and Policies	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to reflect implemented policy changes

TRANSPORTATION ELEMENT

NOTE: Will Update Page Numbers in Later Draft

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TRANSPORTATION INTRODUCTION

Purpose and Structure of the Transportation Element

The *Growth Management Act* requires that a Transportation Element be consistent with and implement the Land Use Element and that it contain a number of specific sub-elements. The primary focus of this Element is to set forth a Transportation *Vision*, *Goals* and *Policies* consistent with the rest of the *Comprehensive Plan* and to provide direction to implementing actions. Other *GMA* requirements, including a detailed inventory of transportation facilities, identification of needs, projects to meet those needs, and financing for those projects, are contained in the Island-wide ~~Transportation~~ Mobility Plan (IW~~T~~MP, Appendix C of the Comprehensive Plan). The IW~~T~~MP 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 IW~~T~~MP is hereby adopted by reference.

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

Existing Conditions and Challenges

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

Poor quality or non-existent bicycle and pedestrian facilities can be a deterrent to residents walking or bicycling for transportation, connecting to *transit*, traveling to schools and parks, as well as for recreational purposes. ~~Non-motorized facility~~ Active transportation networks provide ~~options for active modes of transportation~~ to walk, bike, or roll, allowing residents to make healthy lifestyle choices and providing safe facilities for those who are unable to or choose not to drive. Walkability and bikeablity are desirable characteristics of *neighborhood*s. 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. Motorized transportation is a significant contributor to *climate change*, as it accounts for a high percentage of *greenhouse gas* emissions. This *Comprehensive Plan* focuses growth in

designated centers such as Winslow, Lynwood, Rolling Bay, and Island Center. These centers should be designed to accommodate ~~non-motorized~~ active transportation users and provide for their safety. ~~The High School Road shopping area is designed to be automobile-oriented while the Winslow Master Plan for downtown stresses designing for pedestrian and bicycle modes of transportation.~~

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

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

Balancing Community Interests

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

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

TRANSPORTATION VISION 2044 ~~2036~~

~~Bainbridge Island has a safe, dependable, properly maintained, and fiscally responsible, *multimodal transportation system*. The system provides good facilities for non-motorized users and pedestrians and good access to *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users while respecting the character of *neighborhoods* and maintains ing a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community supported.~~

In accordance with the *Comprehensive Plan*, Bainbridge Island is characterized by "… forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation." Natural features are preserved while residents and visitors of all ages and abilities safely and comfortably experience Bainbridge Island regardless of transportation mode. Transportation and mobility improvements support and advance a safe, dependable,

properly maintained, and fiscally responsible, *multimodal transportation system*. The system provides good facilities for ~~non-motorized~~ active transportation users and good access to *transit*, consistent with and supporting the other Elements of the *Comprehensive Plan*. The transportation system improves mobility and safety for all users and maintains a *climate resilient* environment. The system is regionally coordinated, adequately financed, and community-supported.

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TRANSPORTATION ISSUES

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

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

B. Roadway Congestion – Traffic on Island roadways, particularly on SR 305 and within Winslow, can result in a variety of issues such as making it difficult to "get around" by automobile, traffic "spilling over" into adjacent *neighborhood*s, and making it more difficult for *transit* and ~~non-motorized~~ active transportation users to get to their destinations in a timely manner. The Island experiences daily and seasonal surges of traffic arising from ferry travel, summer tourism, and school travel. ~~Congestion related to F~~erry loading and unloading creates ~~surges~~ traffic congestion on Island roadways every 45 to 50 minutes. In the afternoon hours, impacts from ferry activities can snarl area traffic and cause traffic delays. Summer tourism increases ferry traffic and causes travel delays and backups. School pick-up and drop-off hours impacts traffic around local schools. ~~In addition to ferry traffic, the SR 305 Corridor has experienced increasing congestion due to commuters traveling on and off island across the Agate Pass Bridge. Congestion and increased travel times are experienced during commute hours along the SR 305 Corridor.~~

C. SR 305 Traffic Congestion – Concern surrounds the future of the SR 305 Corridor. While the existing configuration of two lanes is adequate during off-peak hours, peak hour traffic coupled with surges from exiting ferry activities have resulted in high levels of congestion at multiple locations. This affects Island residents and off-Island commuters using the corridor 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.~~ Recent WSDOT roundabout projects at Adas Will Lane and Port Madison Rd and SR305 have mitigated access issues at the northern portion of SR305, however congestion persists on southern portions.

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

E. Greater Winslow Area Traffic Congestion – Residential and economic growth on Bainbridge Island, particularly in the Winslow subarea, has resulted in more vehicles on the street system. Intersections are increasingly congested, in particular during commute and school drop off and pick up times~~, but also in general~~. These impacts are felt on streets adjacent to major corridors. Residents of these streets feel that the impacts of high traffic volumes and travel speeds need to be controlled to maintain the quality of the *neighborhood*s.

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

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

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

Kitsap Transit provides and on-demand bus service connecting many areas of the Island to the

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

I. Transportation Network Connectivity – Bainbridge Island's existing roadway network is disconnected and does not provide convenient access to many parts of the island ~~system has few roadways that contribute to the development of a "network". Many parts of the Island~~ Several Bainbridge Island neighborhoods have only a single way to access the area, such as the Beans Bight, West Port Madison or Agatewood areas. The South end of the Island has limited connectivity to the rest of the Island. 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~~ active transportation facilities is needed to provide *neighborhood*, inter-island and regional connectivity.

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

~~**K. Roadway Intersection Congestion** – At locations other than SR 305, intersections may limit capacity as the Island population grows. Islanders are increasingly concerned about relieving intersection capacity at school locations and during commute times in Winslow. Intersection congestion can also lead to delay for non-motorized users, in particular bicyclists where riders share the road with vehicles.~~

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

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

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

~~O~~M. Regional coordination – The 2025~~16~~ adoption ~~update~~ of the Island-wide ~~Transportation~~ Mobility Plan (IWM~~T~~P) and the Comprehensive Plan Transportation Element creates an opportunity to coordinate with WSDOT (WSF, Olympic Region), *KRCC*, Kitsap Transit, Bainbridge island Metro Parks District and other local and neighboring jurisdictions to ensure a more integrated transportation system.

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

Relationship of the Transportation Element to the Island Wide Mobility~~Transportation~~ Plan (IWM~~T~~P)

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

The *GMA*'s transportation requirements are met either in this Transportation Element or in the IWM~~T~~P. The Transportation Element provides consistency with other Plan Elements and over-arching policy direction, whereas the IWM~~T~~P provides the technical support for those *policy* choices and a detailed guide for implementing and funding all transportation programs, projects and services.

Transportation Element Utilization

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

Other agencies, such as the State Department of Transportation, *KRCC,* 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. Transportation concerns commonly cited by residents include: speeding, traffic congestion, and challenges related to SR305 and ferry line backups.

GOALS & POLICIES

MULTIMODAL

GOAL TR-1

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

Policy TR 1.1

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

Policy TR 1.2

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

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

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

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

Policy TR 1.3

Encourage and support the establishment of ride sharing and ride hailing services.

Policy TR 1.4

Promote the ~~coordination~~ development of an ~~walking and non-motorized~~ active transportation network map which identifies areas of interest for all Island constituents and tourists.

~~NON-MOTORIZED~~ ACTIVE TRANSPORTATION SYSTEM

GOAL TR-2

Provide an ~~non-motorized~~ active transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect *neighborhood*s with parks, schools, the shoreline, the ferry terminal and commercial areas.

Policy TR 2.1

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

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

The ~~non-motorized~~ active transportation system *should* maximize mobility, provide safety, efficiency and comfort for pedestrians, bicyclists, and equestrians, respect property owners' rights, protect the natural environment and complement the ~~character of *neighborhood*s~~ context of adjacent development.

The ~~non-motorized~~ active transportation system should allow for students at all Bainbridge Island schools of all ages to safely bike to and from school.

Policy TR 2.2

Trails *should* provide for both passive and active pursuits including recreation ~~and nature study~~, exercise, shopping, and commuting to work and schools. Coordinate with the Park District as the primary provider of the community's recreational trails.

Policy TR 2.3

Provide networks of pedestrian facilities within one mile and bicycle facilities within two miles of schools. The City and the School District *should* coordinate efforts to develop ~~non-motorized~~ active transportation facilities. Each school *should* coordinate with neighboring property owners to provide access to the school. Separated facilities are preferred near schools and especially for elementary schools.

Policy TR 2.4

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

Policy TR 2.5

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

Policy TR 2.6

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

Multi-use trails accommodate users of all ages and abilities. Such trails provide an alternative to the shoulder network along arterial streets and connect with other non-motorized facilities to form an integrated ~~non-motorized~~ active transportation system.

Policy TR 2.7

Develop and regularly update design standards for ~~non-motorized~~ active transportation facilities that provide safe and efficient access, encourage use and mobility and are appropriate to the location and needs in the immediate area. Design standards should be based on national guidelines and standards such as the NACTO Bikeway Design Guide and the AASHTO Bike Guide when appropriate. Standards for shoulders, sidewalks, pathways and multi-use trails are to provide low levels of stress/high levels of service for ~~non-motorized~~ active transportation users. Include appropriate amenities such as benches and short-term and long-term bicycle parking in the construction of ~~non-motorized~~ active transportation facilities. Parking lots and garages serving public, commercial, and multifamily residential buildings should be required to provide convenient bicycle parking and storage facilities.

Policy TR 2.8

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

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

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

Perform a balanced review of off-road and on-road facilities when considering connectivity gaps and opportunities.

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

Policy TR 2.9

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

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

Policy TR 2.10

The City supports the ~~Federal,~~ State, and Regional *goals* of doubling walking and cycling by ~~2036~~ 2044, the 20-year planning period of the City's comprehensive plan. The City will maintain an advisory committee to advise the City Council and staff, and to advocate for transportation planning, public ~~non-motorized~~ active transportation projects, private development projects, and education and outreach, as directed by the City Council. The committee *should* represent a broad range of interests including pedestrians, cyclists, parents of students, and seniors and equestrians.

Policy TR 2.11

Secure easements and other land dedication for ~~non-motorized~~ active transportation facilities through development and redevelopment mitigation and conditions, donation, tax incentives, and direct acquisition. Coordinate these efforts with the Park District when parkland and recreational trails are involved.

Policy TR 2.12

Incorporate ~~non-motorized~~ active transportation improvements during the planning and design phase of transportation improvement projects. All development projects that reach design thresholds set in the IWM~~T~~P, *shall* be reviewed for compliance with the Transportation Element's ~~motorized~~ active transportation *goals* and *policies*, adopted plans, and standards.

FERRY SERVICE

GOAL TR-3

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

Policy TR 3.1

Advocate for ferry services to and from Bainbridge Island in order to optimize the use of each ferry service, balance peak hour travel times and provide ferry capacity in proximity to users' origin and destination.

Policy TR 3.2

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

Policy TR 3.3

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

Policy TR 3.4

Support WSF and other providers to create and incorporate best practices into ferry services that reduce *greenhouse gas* emissions and ~~vulnerability of ferry *transit* from *climate change*~~ increase the climate resiliency of ferry service and in particular support and encourage fleet electrification.

Policy TR 3.5

Promote bicycle and pedestrian safety improvements near the ferry terminal.

Policy TR 3.6

Promote safe and efficient pickup and drop off from the ferry terminal. Promote safe and efficient taxi and public transportation services from the ferry terminal.

BUS SERVICE

GOAL TR-4

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

Policy TR 4.1

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

Policy TR 4.2

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

- Improve public *transit* from the Seattle ferry terminal directly to popular destinations in Seattle metropolitan area as well as Sea-Tac Airport.
- Promote the availability of public *transit* service to ferry commuters and for special events.
- Maintain bus schedules to meet ferry arrival and departure times and improve service throughout the day and during evening hours.
- Provide information on the ferries and at the ferry terminals regarding *transit* options.
- Increase bus service on the Island to seven days a week.
- Support planned Kitsap Transit bus rapid transit (BRT) and demonstrate the coordination of land use and transportation planning in support of BRT service on the Island.

Policy TR 4.3

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

Policy TR 4.4

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

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

Policy TR 4.5

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

Policy TR 4.6

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

TRANSPORTATION DEMAND MANAGEMENT

GOAL 5

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

Policy TR 5.1

Use fee structure, space allocation, and other programs to discourage *Single Occupancy Vehicle (SOV)* parking.

Policy TR 5.2

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

Policy TR 5.3

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

Policy TR 5.4

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

Policy TR 5.5

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

OPERATION AND MOBILITY

GOAL TR-6

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

Policy TR 6.1

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

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

Policy TR 6.2

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

Policy TR 6.3

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

Policy TR 6.4

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

Policy TR 6.5

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

Policy TR 6.6

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

Policy TR 6.7

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

Policy TR 6.8

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

Policy TR 6.9

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

STATE ROUTE (SR) 305

GOAL TR-7

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

Policy TR 7.1

Adopt the Level of Service standard for SR 305, as established by WSDOT in the State Highway Plan.

Policy TR 7.2

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

Policy TR 7.3

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

Policy TR 7.4

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

Policy TR 7.5

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

Policy TR 7.6

Support the construction of the STO and its branch trails.

Policy TR 7.7

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

Policy TR 7.8

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

NEIGHBORHOODS

GOAL TR-8

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

Policy TR 8.1

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

Policy TR 8.2

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

Policy TR 8.3

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

Policy TR 8.4

Complete and protect the Winslow Waterfront Trail.

Policy TR 8.5

Consider closing or restricting streets to motorized traffic and devote those streets to ~~non-motorized~~ active transportation and other neighborhood uses.

Policy TR 8.6

Consider re-striping or re-designing appropriate streets to ~~make half of the street available for one-way motorized traffic and the other half of the street available for two-way non-motorized transport~~ accommodate active transportation users and other appropriate neighborhood uses. Interventions could include the introduction of advisory bike lanes or conversion to one-way streets while maintaining two-way travel for pedestrians and cyclists.

SAFETY AND MAINTENANCE

GOAL TR-9

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

Policy TR 9.1

Adopt a safe systems approach as recommended by the Federal Highway Administration that supports a goal of zero traffic fatalites or serious injuries on Bainbridge Island's roads. A safe system approach takes proactive measures towards road safety for all users, anticipates human error, and designs roadways to minimize the probability and severity of accidents.

Policy TR 9.~~1~~2

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

Policy TR 9.~~2~~3

Conduct periodic traffic studies in areas of the Island's roadway network that have experienced significant traffic changes due to development to ensure that appropriate traffic control devices are employed for the safety of the traveling public. Consider opportunities to improve the ~~-motorized~~ active transportation *infrastructure* as a means to increase mobility options for cyclists and ~~walkers~~ pedestrians.

Policy TR 9.~~3~~4

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

Policy TR 9.~~4~~5

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

PARKING

GOAL TR-10

The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers*.

Policy TR 10.1

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

Policy TR 10.2

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

Policy TR 10.3

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

Policy TR 10.4

Prioritize parking in the mixed-use districts of Winslow for short-term use. Continue to manage City public parking in Winslow so that commuter parking for ferry commuters is not practical and

short-term parking is prioritized for the Waterfront Park, Senior Center, and patrons of downtown businesses.

Policy TR 10.5

Support parking programs for customers in retail and service areas and employees of local businesses in the mixed-use districts of Winslow. Work with business owners to limit employee parking to off-street facilities to optimize available, convenient parking for patrons. Continue to manage City public parking to maximize close-in parking for patrons of local businesses and assist in providing some daily off-site parking for employees at walkable outlying locations.

Policy TR 10.6

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

~~COMMUNITY CHARACTER~~

CONTEXTUAL SENSITIVITY

GOAL TR-11

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

Policy TR 11.1

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

Policy TR 11.2

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

Policy TR 11.3

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

~~**Policy TR 11.4**~~

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

ENVIRONMENT

GOAL TR-12

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

Policy TR 12.1

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

Policy TR 12.2

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

Policy TR 12.3

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

COMMUNITY INVOLVEMENT

GOAL TR-13

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

Policy TR 13.1

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

Policy TR 13.2

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

Policy TR 13.3

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

REGIONAL COORDINATION

GOAL TR-14

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

Policy TR 14.1

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

Policy TR 14.2

Support the *PSRC* long term planning efforts and studies that describe and identify the impacts of regional traffic on the Island's transportation system.

Policy 14.3
Coordinate planning and implementation with Kitsap County, Kitsap Transit, Washington Department of Transportation, *KRCC*, the Suquamish Tribe, *PSRC* and other planning / advocacy groups to further ~~non-motorized~~ active transportation *goals*. This includes trails and access to *transit* in Kitsap County, the Olympic Peninsula and the greater Puget Sound region.

TRANSPORTATION FINANCING

GOAL TR-15

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

Policy TR 15.1
Pursue joint funding opportunities with the School District, Park and Recreation District, Washington State Department of Transportation and other agencies to meet high priority needs. Joint projects with multiple agency participation is an efficient way to leverage limited funds of each participant and enhance grant applications.

Policy TR 15.2
Require all new and expanded development to maintain the adopted Transportation *LOS* standards. The pro-rated cost of any improvements needed to maintain the adopted *LOS shall* be the responsibility of developers.

Policy TR 15.3
Require new and expanded developments to construct, or upgrade unimproved and/or under improved roadways, or participate in the funding of roadways that conform to City standards.

Policy TR 15.4
Aggressively seek available County, State and Federal money to fund projects that help meet the Island's transportation objectives.

Policy TR 15.5
Ensure that the Island's transportation improvement plan accounts for forecasted population and employment growth and has revenue sources sufficient to build and maintain it.

Policy TR 15.6
Mandate the maintenance and repair of the existing transportation system as a high priority when making funding allocation decisions.

Policy TR 15.7
Periodically update traffic impact fees to mitigate the impacts of future development.

TRANSPORTATION IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the many comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

TR Action #1 Accelerate accomplishment of the Goals of the Transportation Element by considering a General Obligation Bond to finance the build-out of needed transportation infrastructure over the next five years.

GOAL TR-15 Prepare and periodically update a fiscally responsible, cost-effective transportation financing plan that optimizes the use of City funds and leverages other funding sources.

TR Action #2 Work with Kitsap Transit and Island business owners to increase transit ~~maximize parking~~ and ~~non-motorized~~ active transportation opportunities for employees and customers in commercial districts, while monitoring existing parking in downtown Winslow area to increase parking efficiency.

GOAL TR- 10
The availability of public parking is an asset to commercial districts and a benefit to island residents and visitors. Parking is a vital element of the *designated centers.*

TR Action #3 Substantially increase the quality and quantity of bike lanes connecting neighborhood centers to Winslow and the Ferry Terminal.

GOAL TR-2: Provide an ~~non-motorized~~ active transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways and multi- purpose trails that connect *neighborhood*s with parks, schools, the shoreline, the ferry terminal and commercial areas.

Policy TR 3.5
Promote bicycle and pedestrian safety improvements near the ferry terminal.

CITY OF
BAINBRIDGE ISLAND

DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: March 20, 2026

To: Planning Commission

From: Christopher Wierzbicki, PE, Public Works Director

Subject: Summary of Updates to the Capital Facilities Plan Element of the Comprehensive Plan

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Purpose

The purpose of this memo is to provide the Planning Commission with a summary of proposed updates to the Capital Facilities Plan Element of the Comprehensive Plan. A copy of the strike and underline version of the Element is attached this memo.

High-Level Summary of Capital Facilities Plan Element Updates

Overall, very few updates were required for this Element. Capital facility inventories and projected needs are included in the referenced plans. Water and Sewer capital facility needs are documented in the referenced plans, and in a supplemental memo prepared by City staff and attached to this memo.

- References to the Islandwide Transportation Plan were revised in all places to reflect the Islandwide Mobility Plan.
- The referenced plans were updated in the Capital Facilities Inventory.
- The tables listing City-owned buildings and land were updated to reflect the demolition of the old police station, the construction of the Ted Spearman Justice Center, and the purchase of 180 Olympic Drive.
- The Table of Group A and B water systems were updated.
- References to the Kitsap County Sewer District #7 were removed or revised to Kitsap Public Utility District.
- The Stormwater System Plan, Groundwater Management Plan and Capital Facilities Plan Update Memo were added to the plans adopted by reference.
- Functional and inventory plans from partners agencies such as the State Department of Transportation are still being collected for reference in the plan.
- Special Purpose District plans were revised to reflect the most recent documents.

CAPITAL FACILITIES ELEMENT

NOTE: PAGE NUMBERS TO BE UPDATED AT LATER DATE

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CAPITAL FACILITIES INTRODUCTION

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

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

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

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

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

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

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

The *Capital Facilities Plan* includes summary details of the major capital projects of the City and a financial capacity analysis. As the general purpose government on Bainbridge Island, the City is required to analyze and integrate the *capital facilities plans* from special purpose districts (Schools, Parks, Fire, etc) into its *Capital Facilities Plan*. The City and the special purpose districts shall work together to integrate their capital planning efforts to provide a more even tax impact and to prioritize their projects while still providing quality facilities and services for the citizens they serve. This is consistent with *Guiding Principle* #8 and its supporting policies 8.1,

8.2, 8.4, 8.5, 8.6. Staff Note: this last sentence could be updated pending final update to *Guiding Principles*.

Growth Management Act Requires a Capital Facilities Plan

This *Capital Facilities Element* update has been developed in accordance with the RCW 36.70A.070, the *Growth Management Act (GMA),* and WAC 365-196, the Procedural Criteria. This *Capital Facilities Plan*, and other City plans adopted by reference, support the Land Use, Housing, and Economic Elements by utilizing the same ~~2036~~ 2044 population and employment forecasts.

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

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

Relationship of Capital Facilities Plan to the Budget

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

Concurrency and *Levels of Service (LOS)*

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

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

2. Such facilities must be of sufficient capacity to serve the service area population and/or new development without decreasing service levels below locally established minimum standards, known as *level of service*.

3. In the allocation of funds for *capital facilities*, choices will be made. The *CFP* may facilitate some forms of development while constraining other forms.

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

CAPITAL FACILITIES VISION ~~2036~~ 2044

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

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

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

GOALS & POLICIES

GOAL CF-1

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

Policy CF 1.1
Biennially review, update and amend a six-year *CIP* that:

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

Policy CF 1.2
Coordinate with other *capital facilities* service providers to keep each entity current, maximize cost savings, and schedule and upgrade facilities efficiently. In general, it is the policy of the City to transfer parklands to the Park District whenever desirable and practical.

Policy CF 1.3
Evaluate and prioritize proposed *capital improvement* projects using the following long-term financial strategy principles and guidelines:

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

Policy CF 1.4
Ensure that capital improvement projects are:

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

Policy CF 1.5
Give priority consideration to projects that:

- Are required to comply with State or Federal law.
- Implement the *Comprehensive Plan*.
- Are needed to meet concurrency requirements for growth management.
- Are already initiated and to be completed in subsequent phases.

- Renovate existing facilities to remove deficiencies or allow their full use, and preserve the community's prior investment or reduce maintenance and operating costs.
- Replace worn-out or obsolete facilities.
- Are substantially funded through grants or other outside funding.
- Address public hazards.

Policy CF 1.6
Adopt each update of the *Capital Facilities Plan* as part of the *Comprehensive Plan*.

Policy CF 1.7
Recognize that the year in which a project is carried out, or the exact amounts of expenditures by year for individual facilities, may vary from amounts stated in the *Capital Facilities Plan* due to:

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

GOAL CF-2

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

Policy CF 2.1
When planning for public facilities, consider expected future land use activity.

Policy CF 2.2
Capital facilities planning is an essential component of subarea planning and promoting development in *designated centers*.

Policy CF 2.3
Require new development to fund the *capital facilities* needed to serve the development.

GOAL CF-3

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

Policy CF 3.1
Ensure a balanced approach to allocating financial resources among:

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

Policy CF 3.2
Use the *CIP* to integrate all of the community's capital project resources (grants, bonds, city funds, donations, *impact fees*, and any other available funding).

Policy CF 3.3
Allow developers who install infrastructure with excess capacity to use *latecomer's agreements* wherever reasonable.

Policy CF 3.4
Assess the additional operations and maintenance costs associated with acquisition or development of new *capital facilities*. If accommodating these costs places a financial burden on the operating budget, consider adjusting the capital plans.

Policy CF 3.5
Achieve more efficient use of capital funds through joint use of facilities and services by utilizing measures such as interlocal agreements, regional authorities, and negotiated use of privately and publicly owned land.

Policy CF 3.6
Consider potential new revenue sources for funding capital facilities, such as:

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

Policy CF 3.7
Choose among the following available contingency strategies should the City be faced with capital facility funding shortfalls:

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

Policy CF 3.8
Secure grants or private funds, when available, to finance capital facility projects when consistent with the Comprehensive Plan.

GOAL CF-4

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

Policy CF 4.1
Adhere to the City's Engineering Development and Design Standards when constructing utility and transportation related facilities.

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

Policy CF 4.3
Apply value engineering approaches on major projects in order to use resources efficiently and meet community needs.

Policy CF 4.4
Require public facilities to incorporate energy generation when and where possible.

CAPITAL FACILITIES INVENTORY

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

- Island-wide ~~Transportation~~ Mobility Plan
- City General Sewer Plan
- City Water System Plan
- City Stormwater Management Program Plan
- City Stormwater System Plan

City Offices, Facilities, and Undeveloped Land

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

Table CF-1: City Land and Office Facility Inventory

Building and Location	Land Area		Building Area		Owned or Leased	Uses
City Hall 280 Madison Ave. N	1.92	Ac	24,107	Sq Ft	Owned	Administration, Finance, Planning, & Engineering
~~Police Station~~ ~~625 Winslow Way E~~	~~0.82~~	~~Ac~~	~~7,000~~	~~Sq Ft~~	~~Owned~~	~~Police~~
~~Municipal Court~~ ~~10255 NE Valley Rd.~~	~~**NA**~~		~~2,289~~	~~Sq Ft~~	~~Leased~~	~~Municipal Court~~
Ted Spearman Justice Center 8804 Madison Avenue N.	2.95	Ac	19,007	Sq Ft	Owned	Police and Municipal Court
Subtotal Staff Office Space	**~~2.74~~ 4.87**	**Ac**	**~~33,396~~ 43,114**	**Sq Ft**		
Bainbridge Island Commons 223 Bjune Ave.	0.38	Ac	4,975	Sq Ft	Owned	Social Services & Public Meetings
Bainbridge Performing Arts (land only) 200 Madison Ave N	2.45	Ac	**NA**		Owned	Land leased to BPA for $1/yr through May 2081
Public Works Facility 7305 NE Hidden Cove Rd	12.62	Ac	22,712	Sq Ft	Owned	O&M Offices, Shop, Covered Equipment Storage
Public Works Facility 7305 NE Hidden Cove Rd	Included Above		1,524	Sq Ft	Owned	Covered Storage
Public Works Facility 7305 NE Hidden Cove Rd	Included Above		**NA**		Owned	Fueling Facility
Land with City-owned utilities	15.42	Ac	**NA**		Owned	Wells, pump stations, etc.
180 Olympic Drive	0.11	Ac	1,125	Sq Ft	Owned	Building rented to tenant
Total	**34.79**	**Ac**	**68,132**	**Sq Ft**		

Table CF-2: City Public Works Facilities Inventory

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

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

Table CF-3: City Undeveloped/Open Space Land Inventory

Location / Description	Land Area		Owned or Leased	Uses
High School Rd. near Madison	1.42	Ac	Owned	Proposed surplus property
Head of the Bay Wellhead	31.82	Ac	Owned	Wellhead protection
Head of the Bay	2.00	Ac	Owned	Proposed surplus property
Head of the Bay	6.00	Ac	Owned	Proposed surplus property
Suzuki Property	13.83	Ac	Owned	Potential Surplus property
Johnson Farm	14.51	Ac	Owned	Agricultural/Open space
Suyematsu Farm	15.00	Ac	Owned	Agricultural land
Lovgreen Pit	15.54	Ac	Owned	Land Reclamation/Spoils Disposal
Vincent Road Landfill	34.15	Ac	Owned	Public Works Facility
Manitou Beach Property	*1.36	Ac	Owned	Transferring to Park District
M & E Tree Farm	13.00	Ac	Owned	Open space/Agricultural
Morales Property	4.74	Ac	Owned	Agricultural land
Crawford Property	2.30	Ac	Owned	Agricultural land
Ft. Ward Wetlands – 8 lots	2.63	Ac	Owned	Open space
Lot Next to Parade Ground Ave.	0.04	Ac	Owned	Adjacent to Right-of-way
Lost Valley	13.57	Ac	Owned	Open space
Waypoint Park	1.03	Ac	Owned	Open space
Waterfront Park	5.76	Ac	Owned	Shoreline park
Strawberry Plant	4.20	Ac	Owned	Shoreline restoration and park
Bentryn Property	11.50	Ac	Owned	Agricultural land
Pritchard Park	27.18	Ac	Owned	Transferring to Park District (except Point area)
625 Winslow Way East	0.82	Ac	Owned	Vacant
Misc. unimproved land	2.24	Ac	Owned	No use specified
Total	**224.64**	**Acres**		
City Open Space/Park Land (including transfer to BIMPRD)	**83.24**	**Acres**		

*Not including tidelands

Parks & Trails

Most of the parks and recreational trails on Bainbridge Island are owned and managed by the Bainbridge Island Metropolitan Park and Recreation District. The City has a few parks which are generally maintained (with the exception of Waterfront Park) by the Park District under contract to the City. ~~During the past 10-15 years, the City has acquired or helped the Park District acquire a large amount of *open space* and park lands. A number of these parcels are being transferred to the Park District based on Resolution Number 2011-16.~~ The City adopts by reference the ~~2014-2020~~ 2026 Bainbridge Island Park and Recreation District Comprehensive Plan (and any subsequent update), which establishes *levels of service* for park and recreation facilities for the Island.

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

Of the many types of *capital facilities* that are constructed, operated and maintained by the City, the most familiar to citizens are the transportation facilities. Where there are facility needs that involve SR305 or the ferries, the Washington State Department of Transportation (WSDOT) is responsible for planning and improvements. For non-motorized and other desired facilities, the City may elect to plan and implement additional improvements. This may be accomplished by participating/funding elements in WSDOT projects or by undertaking City projects and obtaining the necessary permits and approvals from WSDOT. Kitsap Transit pays for facilities that support transit service. A complete inventory of the Island's transportation facilities is contained in the Island-wide ~~Transportation~~ Mobility Plan.

Drinking Water

Domestic drinking water is supplied by the City of Bainbridge Island, Kitsap County P.U.D. No. 1, numerous smaller public water systems (2 or more hookups), and over 1,000 private single-dwelling wells. The *levels of service* for water systems on Bainbridge Island are the minimum design standards and performance specifications provided in the 2005 Kitsap County Coordinated Water System Plan. Fire flow requirements are regularly updated by the City, in coordination with the Bainbridge Island Fire Department, most recently adopted by Ordinance 2016-13 and are tiered based on zoning and type of construction. Residences can satisfy deficiencies by installing individual sprinkler systems. *Levels of service* for the City water system are identified in the City Water System Plan Update.

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

Table CF-4: Group A & B Water Systems

Group A systems	(15 or more connections)	~~39~~ 32
Group B systems	(under 15 connections)	~~145~~ 126

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

System	# Connections	Capacity		Storage
		(ERU)	(MGD)	Volumes (gal)
~~PUD #1 Island Utility (Eagledale)~~	~~197~~	~~455~~	~~0.43~~	~~400,000~~
~~PUD #1 North Island~~	~~1767~~	~~2,028~~	~~0.365~~	~~825,105~~
~~PUD #1 Fletcher Bay~~	~~102~~	~~Unspecified~~	~~Unspecified~~	~~0~~
Meadowmeer (MWSA)	306	335	.45	225,000
North Bainbridge Water Sys.	1,842	Unspecified	Unspecified	842,400
~~PUD #1~~ South Bain. Water Sys.	~~1,241~~ 1,595	~~1,416~~Unspecified	~~0.90~~ Unspecified	~~807,000~~ 1,275,000
Winslow (City)	~~2,428~~ 2,787	Unspecified	Unspecified	2,800,000
Total	**~~6,041~~ 6,530**	Unspecified	Unspecified	**~~5,107105~~ 5,142,400**

Most existing water systems were established under state and local guidelines and generally provide high quality water at an adequate pressure and flow rate for residential use. However, because of the number of systems on the Island, there are systems that may not be in compliance with Department of Health water quality requirements and may not meet minimum requirements of pressure and reliability. It is also likely that most of the smaller systems have poor or nonexistent fire protection designed into their systems due to the cost of providing large diameter pipes and storage tanks.

Winslow Water System

The Winslow Water System is owned and operated by the City of Bainbridge Island under the direction and control of the Department of Public Works. It serves an area similar to the historic Winslow city limits plus Fletcher Bay and Rockaway Beach. The system gets all of its water from the eleven wells owned by the City. Water is pumped into the distribution system both directly from the well pumps and by booster pump stations. A detailed inventory and capacity analysis is provided in the City of Bainbridge Island Water System Plan, which was accepted by the City Council in ~~2016~~ 2017, and updated in 2019 and 2023.

Sanitary Sewage Disposal

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

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

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

Storm and Surface Water Management

In the Winslow urban area and a few smaller areas, stormwater is managed by a combination of piped collectors, roadside ditches and natural stream channels. All other watersheds and sub-basins on the Island are drained by natural streams and roadside ditches only. The existing

natural drainage system consists of wetlands, streams, springs, ditches, and culverts under roadways. Storm and surface water is managed by the City as a utility. Ongoing surface and stormwater system evaluations are used to identify future capital projects. In addition, the City places priority on the improvement and restoration of stream channels, particularly undersized or perched culverts, for the improvement of fish passage and fish habitat.

CITY FUNCTIONAL PLANS ADOPTED BY REFERENCE

In planning for future *capital facilities*, several factors have to be considered. Many are unique to the type of facility being planned. The process used to determine the location of a new water line is very different from the process used to determine the location of a new bike lane. Many sources of financing can only be used for certain types of projects. Therefore, this Capital Facilities Element and Plan is actually the product of many separate but coordinated functional planning documents, each focusing on a specific type of facility. These plans utilize the same year ~~2036~~ 2044 population forecast that the Land Use Element of this *Comprehensive Plan* accommodates. These functional plans are therefore adopted by referenced. They are listed (and hyperlinked) below.

- Island-wide ~~Transportation~~ Mobility Plan
- City General Sewer Plan
- City Water System Plan
- City Stormwater Management Program Plan
- City Stormwater System Plan
- City Groundwater Management Plan
- March 2026 Capital Facilities Plan Update Memo and Reference Materials

SPECIAL PURPOSE DISTRICT PLANS ADOPTED BY REFERENCE

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

- Bainbridge Island Municipal Parks & Recreation District ~~2014~~ 2026 Comprehensive Plan
- Bainbridge Island School District ~~2014-2020 Capital Facilities Plan~~ 2024 Long-Range Strategic Facilities Plan and Sustainability Framework
- Bainbridge Island Fire Department ~~2013-2022~~ 2026-2028 Strategic Plan
- Kitsap Public Utility District 2011 Water System Plan

- ~~Kitsap County Sewer District #7~~
- Washington State Ferries 2040 Long Range Plan
- Kitsap Regional Library ~~Vision 2020~~ 2024-2029 Strategic Direction ~~Plan~~

SIX-YEAR CAPITAL IMPROVEMENT PLAN

The Six-Year Financial Capacity Analysis and *Capital Improvement Plan (CIP)* for the City of Bainbridge Island is updated each year as part of the City's biennial budget process. This *CIP* list shows the anticipated expense and timing of each project and contains a project description, if available and *level of service (LOS*) deficiency analysis. The *CIP* lists for the special districts on Bainbridge Island are adopted by reference. The City conducts a financial capacity analysis in order to evaluate the City's ability to fund capital expenditures along with general operations. The financial capacity analysis is integrated into the *CIP*. Funding for the projects needed to meet LOS standards will come from a combination of local, State, and federal sources. ~~The Wyatt Way Reconstruction project will be funded with significant support from a State grant. In the next six years, given the past history of federal grant funding, it can be reasonably anticipated that grant funding can be secured for the Sportsman's Club/New Brooklyn Intersection Improvement project. In summary,~~ tThe City is well positioned to address projects to maintain LOS standards over the next six years, well before the 20-year planning horizon of this Comprehensive Plan.

CAPITAL FACILITIES IMPLEMENTATION

To implement the goals and policies in this Element, the City must take a number of actions, including adopting or amending regulations, creating partnerships and educational programs, and staffing or other budgetary decisions. Listed following each action are several of the comprehensive plans policies that support that action.

HIGH PRIORITY ACTIONS

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

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

Policy CF 1.1

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

- Is subject to review and adoption by the City Council.

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

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

Policy CF 1.2 Coordinate with other capital facilities service providers to keep each other current, maximize cost savings, and schedule and upgrade facilities efficiently. In general, it is the policy of the City to transfer parklands to the Park District whenever desirable and practical.

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

MEDIUM PRIORITY ACTIONS

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

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

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

CITY OF
BAINBRIDGE ISLAND

DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: March 20, 2026

To: Comprehensive Plan Update File

From: Christopher Wierzbicki, PE, Public Works Director

Subject: 2024-2044 Water and Sewer Utility Capital Facilities Plan Summary

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Purpose

The purpose of this memo is to supplement the 2024-2044 Capital Facilities Element of the updated Comprehensive Plan with references and supporting materials for the City's Water and Sewer Utility Infrastructure.

Background

The Water System Plan (2017, updated 2019) and the General Sewer Plan (2015) serve as the primary references for water and sewer utility infrastructure analysis in the current Capital Facilities Element of the Comprehensive Plan. Both plans evaluate the need for infrastructure through the year 2035. The Public Works Department plans to formally update both plans in the 2027-28 biennium following the completion and the performance evaluation of the two major system capacity upgrades currently under construction, the Winslow Water Tank and the Wastewater Treatment Plan Capacity Upgrades.

In the interim, a Capital Facilities Plan for the Water and Sewer Utility (Attachment A) was developed through 2044 using materials and analysis recently developed as part of ongoing system planning, as well as utility analysis performed for the Environmental Impact Statement (EIS) and other planning work associated with the Comprehensive Plan update.

The following list of reference materials is appended to this memo:

- Attachment A – 2031-2044 Water and Sewer Capital Facilities Plan
- Attachment B – Sewer Utility Technical Memo Prepared by BHC (2024)
- Attachment C – Winslow Sub-Area Water and Sewer Analysis Memo (2023)
- Attachment D – Wastewater Treatment Plant Population Projection Memo (2023)

Water Utility Summary

With the ongoing and planned improvements and upgrades, the Winslow Water System is adequate to serve the future projected population of the Winslow area. As identified in the Winslow Sub-Area Water and Sewer Analysis Memo, the demand for water service has not been growing as rapidly as anticipated in the 2017 Water System Plan. With the construction of the new Winslow

Water Tank, which will correct existing system deficiencies related to water pressure and storage, the water system is expected to be able to serve an increase in population of 6,600 people, which is almost double the projected Winslow area population (3,352) included in the Planning Commission's expected recommendation. Additionally, in 2025, the City was exercising less than half of the water rights currently allocated to the primary well sources. The surplus in capacity and supply is sufficient to also address the increases in commercial uses, the impact from which are less predictable than the impacts from residential uses. The draft Groundwater Management Plan is expected to recommend that exploring intertie connections with Kitsap Public Utility District Water System will allow for access to existing and new production wells that will relieve pressure and extend the life of aquifer systems. The 2031-2044 Water and Sewer Capital Facilities Plan identifies projects associated with those improvements.

Sewer Utility Summary

With the ongoing and planned improvements and upgrades, the Winslow Sewer Collection System is adequate to serve the future projected population of the Winslow area. As part of the preparation of the Environmental Impact Statement for the 2024 Winslow Subarea Plan Update, the City contracted with BHC Consultants to model the impacts of future population growth on the sewer collection system. The resulting technical memo analyzed a maximum Winslow population of 6,397 people by 2044, almost double the projected Winslow area population (3,352) included in the Planning Commission's expected recommendation. The surplus in capacity and supply is sufficient to also address the increases in commercial uses, the impacts from which are less predictable than the impacts from residential uses. The planned improvements and upgrades identified in the memo have been included in the 2031-2044 Water and Sewer Capital Facilities Plan, although depending on the rate of population growth, not all of the projects will be required within the 20-year timeframe.

Wastewater Treatment Plant Capacity Summary

The Winslow Wastewater Treatment Plant can be upgraded within the existing plant footprint to meet future population demand, but the timing of the upgrades are dependent on the pace of growth and the balance of uses (single family, multi-family, commercial). As identified in the Wastewater Treatment Plan Population Projection Memo, there are at least two capacity upgrade projects that could be implemented within the footprint of the existing plant, providing an ultimate capacity of 2,110 equivalent residential units (ERUS), which translates to a conservative residential population of 5,064 (using 2.4 people per unit). This is approximately 1.5 times the projected Winslow area population (3,352) included in the Planning Commission's expected recommendation. The surplus in capacity and supply is sufficient to also address the increases in commercial uses, the impacts from which are less predictable than the increases from residential uses. The first capacity upgrade is expected to be completed in 2027. The second upgrade is planned in the 2031-2044 Water and Sewer Capital Facilities Plan for implementation in 2040, in alignment with the population projection memo. Depending on the pace of growth, particularly the rate and types of commercial growth, the second capacity upgrade project may need to be implemented sooner than planned.

Attachment A - 2031-2044 Water and Sewer Capital Facilities Plan

2031-2044 Water/Sewer Utility Capital Facilities Plan

Project / Location	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041	2042	2043	2044	Total
Sewer Projects															
Village Pump Station Upgrades(0)	900	2,400													**3,300**
Hawley Pump Station Upgrades*	250		800												**1,050**
Ferry Terminal Pump Station Relocation*		250		1,200											**1,450**
Ferncliff Avenue Conveyance Upgrades*						1,285									**1,285**
Hildebrand Sewer Main Upgrade*	250		800												**1,050**
Wallace Sewer Main Upgrade (1)									1,100						**1,100**
WWTP Misc. Upgrades*		320		340		360		380		400		420		440	**2,660**
WWTP Capacity Upgrades**								800		3,250	3,250				**7,300**
Rockaway Pump Station Rehabilitiation (1.1)							750								**750**
Sakai Village Pump Station Rehabilitation (2)											800				**800**
Lynwood Center Pump Station Rehabilitation (3)									775						**775**
Old Treatment Plant Pump Station Upgrade (4)												3,000			**3,000**
Sunday Cove PS Pump Station Upgrade (5)													800	2,450	**3,250**
Sunday Cove Force Main Upgrade (5.1)														494	**494**
I/I Source Reduction***							500			500			500		**1,500**
South Island Sewer Force Main Upgrades***					1,000										**1,000**
Lynwood Center Sewer Pump Station Rehabilitation (6)					423										**423**
WWTP Inflow Pipe Upgrade (7)										282					**282**
	1,400	**2,970**	**1,600**	**1,540**	**1,423**	**1,645**	**1,250**	**1,180**	**1,875**	**4,432**	**4,050**	**3,420**	**1,300**	**3,384**	**31,469**
Water Projects															
Public Water System Coordination Projects - Moran (8)	800		1,000												**1,800**
Public Water System Coordination Projects - Mandus Olsen (9)		800		1,000											**1,800**
Private Water System Main Extension Projects***	1,000				1,100				1,200				1,400		**4,700**
Head of the Bay Well Site Main Replacement***		200	750												**950**
Head of the Bay Well Site Variable Frequency Drive (VFD) Upgrade***				150	600										**750**
Sands Well Site VFD Upgrade***					150	600									**750**
Water Main Replacement/Upgrade Projects - Grow Avenue (10)						528									**528**
Water Main Replacement/Upgrade Projects - Shephard Way (11)		430													**430**
Water Main Replacement/Upgrade Projects - Winslow Way West (12)		100													**100**
Water Main Replacement/Upgrade Projects - Ericksen Avenue (13)					150	500									**650**
Water Main Replacement/Upgrade Projects - Cave Avenue and Hawley Way (14)								524							**524**
Byron Water Main Extension (15)		250													**250**
Fletcher Bay Main Extension (16)				1,100											**1,100**
Fletcher Bay Storage/Upgrade Improvements***							4,000								**4,000**
Rockaway Storage/Fireflow Improvements***											1,000	3,000			**4,000**
High School Tank 2 Demolition***										450				500	**950**
TOTALS	**1,800**	**1,780**	**1,750**	**2,250**	**2,000**	**1,628**	**4,000**	**524**	**1,200**	**450**	**1,000**	**3,000**	**1,400**	**500**	**23,282**

*CIP Out Years (Beyond 6 Year Planning Horizon)
** Per WWTP Capacity Analysis Memo
***Staff Recommendation
(0, 1, 4, 5, 5.1, 7) - Per BHC Memo
(1.1) - Rockaway Pump Station Rehabilitation: Long-Term Recommendation from General Sewer Plan (GSP
(2) - Sakai Pump Station Rehabilitation: Long-Term Recommendation from GSP
(3) - Lynwood Center Pump Station Upgrades: Long-Term Recommendation from GSP
(6) - Lynwood Center Pump Station Rehabilitation: Long-Term Recommendation from GSP
(8) - Draft Water System Business Plan
(9) - Draft Water System Business Plan
(10) - Grow Avenue (Water System Plan (WSP) Projects P1-A & B
(11) - Shephard Way (WSP Projects P1-D & P-3)
(12) - Winslow Way West (WSP Project P4-A)
(13) - Ericksen Avenue (WSP Project P4-C)
(14) - Cave Avenue and Hawley Way (WSP Projects P1-G & F
(15) - Byron Main Extension (WSP Project P-2C)
(16) - Fletcher Bay Main Extension (WSP Project P-2B

Attachment B - Sewer Utility Technical Memo Prepared by BHC Consultants

TECHNICAL MEMORANDUM

Date: July 2, 2024

To: Peter Corelis, P.E., City of Bainbridge Island

From: Kevin Cook, P.E.; Sudip Gautam, PHD, EIT., BHC Consultants, LLC

Subject: Capacity Analysis and Capital Improvement Project Identification

1. Introduction and Purpose

The City of Bainbridge Island (City) is conducting a sewer collection capacity analysis to support the City's Winslow Subarea Plan and Comprehensive Plan. This update to the Winslow Subarea Plan will incorporate subsequent planning efforts including the Sustainable Transportation Plan, the Housing Action Plan, and the Climate Action Plan with additional land use and transportation policy recommendations in coordination with the 2024 update to the Comprehensive Plan.

The last general sewer plan (GSP) for the City was prepared in 2015 to document the status of the City's sewer system and analyze the capacity of the system to accommodate future demands. The City has been using the GSP as a guide for operation, maintenance, and expansion of the sewer system since then. Since the 2015 GSP, the City has seen an increase in development activities creating capacity issues in pump stations and straining the capacity of the wastewater treatment plant. In response, the City conducted the New Brooklyn Sewer Basin Study in 2021, which provided four pump station design alternatives to improve the sewer capacity in the basin.

The purpose of this analysis is to gather information on the existing sewer collection system for the Winslow Subarea Plan Update 2024 to study a "no-action" alternative and compare the "no-action" alternative to two "action" alternatives that are anticipated to provide capacity for increased residential and commercial development within the existing service area. This analysis will focus on the "no-action" and "action" alternatives and identity potential capacity deficiencies within the City's collection system as well as develop recommendations for improvements, including sewer main extensions and upgrades, pump station capacity improvements, additional pumping systems, and other improvements. This analysis will help identify the impacts of increased flows, due to increased development, to the City's wastewater treatment plant via hydraulic modeling analysis. Figure 1 shows the Winslow Subarea and sewer collection system.

2. Model Development

As a part of the 2015 GSP, hydraulic models of the sewer collection system within the City's sewer service area were developed. The 2015 models, created using InfoSWMM, were converted into the PCSWMM modeling software for update and further analysis. The model scenarios included in the 2015 GSP included the baseline/existing year (2013), short-term planning year (2025), and long-term planning year (2035). All these model scenarios were converted to PCSWMM models, and the model performance was validated to the previously simulated results. The baseline model was updated to reflect the current (2024) conditions to incorporate the hydraulic changes since the 2015 GSP. The following information was obtained and used to perform the hydraulic updates and update the model to reflect existing conditions:

- New Brooklyn Sewer Basin Study – Preliminary Design Report (2021)
- Coppertop North Addition Grinder Pump Station (2015)
- Madison Avenue Nonmotorized Improvements – SR 305 to Winslow Way (2023)
- West Eagle Harbor Pump Station Improvements (2024)
- Wintergreen Lane – Visconsi Masterplan (2014)
- Model hydraulic features validation with the City staff – updates to pipe GIS data (2024)

3. Flow Development

Flow assumptions from the 2015 GSP were used as a reference to ensure that similar assumptions were used such that flow projections were consistent and suitable for this analysis. Table 1 shows the flows from the 2015 GSP as a point of comparison.

Table 1
2015 GSP Table of Flows

Scenario	Dry Weather Flow (MGD)	Wet Weather Flow (MGD)	Peak Flow (MGD)
Existing (2013)	0.43	1.47	1.90
Short-term Planning Year (2025)	0.58	1.81	2.39
Long-term Planning Year (2035)	0.70	1.87	2.57

After incorporating and updating the model hydraulics and updating flows to represent current conditions (2024), the peak flow calculated in the system was computed to be 2.29 million gallons per day (MGD), which consists of 0.48 MGD of the dry weather flow and 1.81 MGD of the wet weather flow. This is similar to the 2015 GSP published values corresponding to the 2025 planning year.

For the alternatives, the “no-action” alternative (Alternative 1 – no action) and two additional land-use “action” alternatives (Alternative 2 – dense centers, and Alternative 3 – distributed density) from the Winslow Subarea Plan Update 2024 were used to develop estimated flows through the system.

Population, land use, and employment data for the alternatives were obtained from the City and projected flows for the alternatives were calculated based on the assumptions below.

- Alternative 1 is projected to add 592 dwelling units and 86 jobs,
- Alternative 2 is projected to add 2,868 dwelling units and 927 jobs, and
- Alternative 3 is projected to add 2,386 dwelling units and 689 jobs in the Winslow Subarea over current conditions.

Using this data, additional flows were computed and were distributed over the collection system that lies within the study area based on their assumed connection into the collection system based on the respective alternative. The Washington State Department of Ecology Orange Book (Publication # 98-37 WQ) was used to estimate the unit flows (including normal infiltration) and compute total flows corresponding to the additional population and jobs associated with the alternatives.

Wet weather flows were calculated for the 2044 planning horizon, consistent with the methodology outlined by the 2015 GSP. This included degradation of existing infrastructure contributing to increases in wet weather inflow and infiltration (I/I) as well as additional I/I due to development. Flows for the alternatives are higher given the additional degradation due to I/I, the assumptions regarding development for the alternatives, as well as inclusion of additional data and studies. The calculated flows as part of this analysis are higher than the 2015 GSP flows. A summary of flows simulated for the three alternatives is provided in Table 2.

Table 2
Summary of Flows for Alternatives Analysis

Alternative	Dry Weather Flow (MGD)[1]	Wet Weather Flow (MGD)[2]	New Development Wet Weather Flow (MGD)[3]	Peak Flow (MGD)[4]
Alternative 1 – no action	0.62	1.95	1.58	4.15
Alternative 2 – dense centers	1.17	1.95	1.58	4.70
Alternative 3 – distributed density	1.04	1.95	1.58	4.57

Notes:

1) Represents average use over the course of a single day and does not consider diurnal pattern peaking factors based on usage through the course of a day.
2) Inflow and infiltration projections for future planning years consistent with previous degradation factors from 2015 General Sewer Plan. Representative of instantaneous peak I/I rate for existing areas.
3) Considers additional I/I from new developments, which are dependent on development size and intensity. Distribution of new development wet weather flow is dependent on locations where development is expected to occur for this analysis. A consistent value of the new development wet weather flow expected from development was used for all the alternatives to provide a conservative assumption for the analyses. In practical application, it is possible that existing Wet Weather flows due to I/I may be reduced due to infrastructure improvement and more or less New Development Wet Weather Flow is observed based on development type.
4) Peak flows representative of the sum of average daily dry weather, peak hourly wet weather inflow for existing areas, and peak hourly wet weather flow due to development. This is intended for relative comparison and peak flows may be slightly higher or lower due to timing of peaks and diurnal usage.

4. Capacity Analysis - Deficiencies

Model simulations representing the “no-action” alternative (Alternative 1 – no action) and two additional “action” alternatives (Alternative 2 – dense centers and Alternative 3 – distributed density) were run and the conveyance system deficiencies were identified based on further analysis of model results. To determine the location of capacity issues within the collection systems for each alternative, the following guidelines were observed:

- Gravity Pipe Segments: the flow depth is equal to or greater than the pipe diameter (d/D > 1).
- Manholes: the manhole is flooding, leading to sewer overflow.
- Pump Stations: the rated capacity is exceeded.

A comparative summary of the sewer deficiencies in the three alternatives modeled is provided in Table 3. Alternative 1 has four unique deficiency areas, whereas Alternative 2 and Alternative 3 both exhibit six unique deficiency areas, which include both pipe capacity and pump capacity issues. Alternative 2 has the longest length of pipes exceeding d/D>1, indicating more extensive collection system deficienicies compared to Alternative 3, which has a slightly lower total length. Figure 2 shows the comparison and spatial distribution of deficiencies identified for the three alternatives modeled. In general, deficiences between the alternatives are consistent with location and distributed density amongst the alternatives.

Table 3
Comparison of Deficiencies Between Alternatives

Alternative	Count of Unique Deficiency Areas	Length of Pipe Exceeding d/D>1, ft	Count of Pump Stations Over Capacity
Alternative 1 – no action	4	724	3
Alternative 2 – dense centers	6	2,280	3
Alternative 3 – distributed density	6	1,890	3

Deficiencies for the alternatives were disaggregated into individual project areas to further differentiate simulated capacity issues between alternatives. Table 4 provides a summary of the identified project areas, including a brief description of the issues identified and their status under the three alternatives. In summary, five pipe capacity projects and three pump capacity projects have been identified.

While all alternatives demonstrate deficiencies in pipe capacity and pump station capacity in the future, the nature and extent of these deficiencies vary. For example, Alternative 2 (Dense Centers) shows the most extensive pipe capacity issues, particularly in terms of length, while Alternative 3 (Distributed Density) shows a slightly reduced length of pipe issues but similar pump station deficiencies. Alternative 1 (No Action) shows fewer deficiencies overall but still suffers from critical pump station capacity problems, similar to Alternatives 2 and 3.

Table 4
Summary and Comparison of Deficiencies for Alternatives

Project Area	Description	Alternative 1 – No Action	Alternative 2 – Dense Centers	Alternative 3 – Distributed Density
A	Pipe capacity limited due to small diameter/shallow slope	No Deficiency	Surcharging	No Deficiency
B	Pipe capacity limited due to small diameter	Surcharging	Surcharging	Surcharging
C	Pipe capacity limited due to small diameter/shallow slope	No Deficiency	Surcharging	Surcharging
D	Pipe capacity limited due to small diameter/shallow slope	Surcharging	Surcharging gets worse in depth of surcharge	Surcharging
E	Pipe capacity limited due to small diameter	No Deficiency	Surcharging gets worse in depth of surcharge and extent	Surcharging
F	Sunday Cove PS over capacity	Pump over capacity	Pump over capacity and backwater issue	Pump over capacity
G	Old Treatment Plant PS over capacity	Pump over capacity	Pump over capacity	Pump over capacity
H	Village PS over capacity	Pump over capacity	Pump over capacity	Pump over capacity

5. Capacity Analysis – Improvements

The deficiency modeling effort identified areas in the model where capacity issues were simulated under each of the alternatives. Additional modeling was completed to identify improvements to resolve existing deficiencies, as well as identify new potential deficiencies that could be simulated because of removing upstream restrictions. This was done in an iterative fashion, by increasing the pipe diameter in conformance to industry standard pipe diameters, as well as increasing lift station capacity, as necessary. This helped to identify the minimum required capacity improvements to alleviate the deficiency in the model, with the understanding that the purpose of this analysis was to compare relative differences between alternatives, and that final recommendations from pre-design through construction activities may warrant changes to the improvements. Table 5 provides a summary of the sewer improvements identified for the project areas for all the alternatives, and Figure 3 shows the location of the improvements.

Table 5
Summary and Comparison of Capacity Improvements for Alternatives

Project Area	Description	Alternative 1 – No Action	Alternative 2 – Dense Centers	Alternative 3 – Distributed Density
A	Pipe capacity limited due to small diameter/shallow slope	No Improvement	Upsize/replace 260-ft of pipe from 10-in to 12-in	No Improvement
B	Pipe capacity limited due to small diameter	Upsize/replace 107-ft of pipe from 16-in to 18-in	Upsize/replace 107-ft of pipe from 16-in to 18-in	Upsize/replace 107-ft of pipe from 16-in to 18-in
C	Pipe capacity limited due to small diameter/shallow slope	No Improvement	Upsize/replace 926-ft of pipe from 10-in to 12-in	Upsize/replace 926-ft of pipe from 10-in to 12-in
D	Pipe capacity limited due to small diameter/shallow slope	Upsize/replace 794-ft of pipe from 10-in to 12-in	Upsize/replace 794-ft of pipe from 10-in to 15-in	Upsize/replace 794-ft of pipe from 10-in to 15-in
E	Pipe capacity limited due to small diameter	No Improvement	Upsize/replace 838-ft of pipe from 8-in to 10-in	Upsize/replace 482-ft of pipe from 8-in to 10-in
F	Sunday Cove PS over capacity	Increase the firm capacity of the pump from 484-gpm to 650-gpm	Increase the firm capacity of the pump from 484-gpm to 650-gpm	Increase the firm capacity of the pump from 484-gpm to 650-gpm
G	Old Treatment Plant PS over capacity	Increase the firm capacity from 256-gpm to 400-gpm	Increase the firm capacity from 256-gpm to 400-gpm	Increase the firm capacity from 256-gpm to 400-gpm
H	Village PS over capacity	Increase the firm capacity from 614-gpm to 870-gpm	Increase the firm capacity from 614-gpm to 870-gpm	Increase the firm capacity from 614-gpm to 870-gpm

6. Discussion

The comparative capacity analysis simulated deficiencies across all alternatives, primarily in pipe and pump station capacities. Both Alternatives 2 and 3 pose higher risks of service disruptions due to additional pipe capacity issues, with Alternative 2 facing additional challenges likely due to high-density urban development. Alternative 2 emerged with the most extensive simulated pipe capacity issues, evidenced by the longest length of pipes exceeding critical surcharge thresholds (d/D > 1). Alternative 3, while showing slightly reduced pipe capacity stresses compared to Alternative 2, presents similar challenges in pump station capacities. This was consistent with the simulated improvements, where Alternatives 2 and 3 would likely require more substantial investments in pipe capacity upgrades and operational improvements compared to Alternative 1.

Alternative 1, despite fewer identified deficiencies overall, simulated critical pump station capacity problems similar to Alternatives 2 and 3. This underscores the potential need for proactive measures to avoid service disruptions and maintain system integrity, regardless of changes to future population and land use.

7. Limitations and Sources of Uncertainty

The baseline hydraulic model was updated to reflect the current sewer collection in the Winslow Subarea based on the previously constructed model and newly available data. Judgment was used to fill in data gaps and make assumptions where necessary. Performance of the physical system for both existing and future conditions may differ than simulated results due to limitations and uncertainty, such as distribution and timing of dry weather flows within the system, distribution of inflow and infiltration within the system, etc. Industry standard efforts were made through internal quality assurance and quality control (QA/QC) of results to ensure that the model provided reliable information for use in deficiency identification and capital improvement project (CIP) development.

The model was used in conjunction with engineering practices and understanding of the system to review simulated results and qualify areas in the system as either CIP or Watch List project areas based on the deficiency criteria. The identification of CIP and Watch List areas is intended to provide planning level information to support City's efforts, such as financial outlay planning and areas of investigation for City staff. Planning year horizons are intended to provide a relative comparison based on the land use alternatives and potential degradation of the system and do not represent a deadline for planning purposes.

The identified CIPs were developed to provide preliminary opinions of probable construction costs, and their use in pre-design efforts should be supplemented with further field investigation and analysis.

TECHNICAL MEMORANDUM

Date: October 9, 2024

To: Peter Corelis, PE, City of Bainbridge Island

From: Kevin Cook, PE and Sudip Gautam, PHD, EIT, BHC Consultants, LLC

Subject: Addendum to Capacity Analysis and Capital Improvement Project Identification Technical Memorandum

1. Introduction and Purpose

This Technical Memorandum (TM) serves as an addendum to the Capacity Analysis and Capital Improvement Project Identification TM for the capacity analysis and capital improvement project identification conducted to support the City of Bainbridge Island's (City) Winslow Subarea Plan and Comprehensive Plan update. This addendum covers the cost estimate for the capacity improvement projects (CIP) identified in the TM corresponding to the "no-action" alternative (Alternative 1 – No Action) and two additional land-use "action" alternatives (Alternative 2 – Dense Centers, and Alternative 3 – Distributed Density) from the Winslow Subarea Plan Update 2024. Details regarding the model development and capacity analysis can be found in the TM. Additionally, this TM also includes discussion on how these three alternatives differ from the current (baseline) conditions.

2. Model Results for the Baseline Conditions

The baseline (current) conditions model was run to identify any conveyance system deficiencies. Dry weather flow of magnitude 0.48 million gallons per day (MGD) and wet weather flow of magnitude 1.81 MGD were distributed over the collection system following the same methodology as the alternative scenarios models.

The baseline model showed two unique deficiency areas, both related to pipe capacity. The total length of pipes exceeding d/D>1 for the baseline condition is 724 feet (ft), which is the same as Alternative 1. This suggest that the additional pipe deficiencies seen in Alternatives 2 and 3 might be due to the increased flow from additional development. Figure 1 shows the spatial distribution of deficiencies identified for the baseline condition modeled. It is to be noted that the pump station over-capacity issues observed in the three altervatives were not present in the baseline conditions.

T:\Projects\Bainbridge Island\24-10933.00 - Winslow SubArea Plan\GIS\Deficiency_Mapping\WinslowSewerDeficiencyMap-Baseline.mxd 7/30/2024 SGautam

This map is a geographic representation based on information available. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map.

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CITY OF BAINBRIDGE ISLAND

Sewer Deficiencies - Baseline
Winslow Subarea Plan
City of Bainbridge Island
July 2024

Figure 1

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3. Cost Estimate for the CIPs

Opinions of Probable Project Costs (OPPC) were prepared for all the CIPs identified in the TM. Documentation for these OPPCs can be found in the Attachment A. The level of analysis performed is assumed to be sufficient to support developing planning level OPPCs. These projects will require further definition and design refinement as part of the design process. Each OPPC includes 9.2% Washington State sales tax (WSST) for Kitsap County, 30% construction contingency, and allied costs of 5% for planning, 15% for design and permitting, and 15% for engineering services during construction including inspection and observation services. Several unit price items were used to determine the cost estimates. Quantities were estimated for each item and unit prices were estimated from recent bid results in the Puget Sound area and Means "Estimating Guide." Certain assumptions needed to be made in terms of quantities and unit prices. Those assumptions are presented below in Table 1.

Table 1
Basis of Project Cost Estimates

Construction Estimate Category	Cost	Notes
Mobilization	10% of Construction Costs	-
Traffic Control	4% of Construction Costs of Mainline Sewer	-
Trench Dewatering	$15/LF	-
Sheeting, Shoring, Bracing	$10/LF	-
Saw Cutting	Included in Pavement Removal Cost	Required for the entire length of the mainline sewer.
Pavement Removal	$250/Ton	Limited to a trench width of 60 inches, plus 12 inches on both sides, total width of 84 inches.
Temporary Sewer Bypass	$5,000/Week	For all open cut installations.
Import Trench Backfill	Included in Pipe Costs	100% of all excavation will require imported material. Maximum width 60 inches, average depth of 10.67 feet.
Crushed Surfacing, Base Course	$50/Ton	Assumed to be 6 inches deep and a maximum pay width of 84 inches.
Crushed Surfacing, Top Course	$50/Ton	Assumed to be 6 inches deep and a maximum pay width of 84 inches.
Hot Mix Asphalt (HMA)	$250/Ton	Maximum thickness of 3 inches applied over a width of 84 inches for the entire length of all mainline sewers or where patching is required.

Construction Estimate Category	Cost	Notes
Restoration	2% of Construction Costs	-
Lift Station Rehabilitation	Assumed in Construction Costs	Assumes no excavation needed and the needed increase in capacity can be accomplished with pump and motor changes, and electrical revisions.
Allied and Other Costs – Assumptions		
Construction Contingency	30% of Estimated Construction Costs	-
State Sales Tax	9.2% of Estimated Costs	-
Engineering Design, Survey, Geotechnical Investigation, Permits	15% of Estimated Costs	-
Construction Services	15% of Estimated Costs	-
Planning	5% of Estimated Costs	-

Project costs are calculated based on current dollars and do not reflect future considerations for inflation with respect to the applicable future planning alternatives. Each project was considered equal with regards to complexity with no adjustments made for site specific constructability or other mitigating factors that would impact a project construction, design, or permitting costs for this level of planning. Table 2 provides a summary of the costs associated with linear improvements for all the individual CIP projects.

Table 2
Summary of Linear Improvement OPCC

Project Area	CIP Name	Description	Existing Diameter (in)	Proposed diameter (in)	Length (ft)	Total Opinion of Probable Construction Cost	Total Opinion of Probable Allied Cost	Total Estimated Project Cost
A	PR-A-2	Project Area A, Alternative 2	10	12	260	$ 294,000	$ 200,000	$ 494,000
B	PR-B-123	Project Area B, All Alternatives	16	18	107	$ 182,000	$ 100,000	$ 282,000
C	PR-C-23	Project Area C, Alternatives 2 and 3	10	12	926	$ 885,000	$ 400,000	$ 1,285,000
D	PR-D-1	Project Area D, Alternative 1	10	12	794	$ 752,000	$ 300,000	$ 1,052,000
D	PR-D-23	Project Area D, Alternatives 2 and 3	10	15	794	$ 770,000	$ 300,000	$ 1,070,000
E	PR-E-2	Project Area E, Alternative 2	8	10	838	$ 782,000	$ 300,000	$ 1,082,000
E	PR-E-3	Project Area E, Alternative 3	8	10	482	$ 459,000	$ 200,000	$ 659,000

Detailed project cost estimates were not provided for lift station improvements given the uncertainty related to the need for large scale upgrades including but no limited to firm capacity, mechanical, electrical, force main, and site-specific details. The total estimated project cost shown in Table 3 represents a planning level comparative estimate based on firm capacity.

Table 3
Summary of Lift Station Improvement OPCC

Project Area	Lift Station Name	Existing Firm Capacity (gpm)	Increased Firm Capacity (gpm)	Total Estimated Project Cost
F	Sunday Cove PS	484	650	$3,250,000
G	Old Treatment Plant PS	256	400	$3,000,000
H	Village PS	614	870	$3,500,000

Table 4 provides a summary of the estimated costs for the three future alternative conditions and the baseline condition.

Table 4
Comparison of the Estimated Costs Between Alternatives

Alternative	Count of Linear Projects	Count of Lift Station Projects	Sum of Linear Projects Cost	Sum of Lift Station Projects Cost	Sum of Total Estimated Costs
Baseline Condition	2	0	$ 1,334,000	$ 0	$ 1,334,000
Alternative 1 – No Action	2	3	$ 1,334,000	$ 9,750,000	$ 11,084,000
Alternative 2 – Dense Centers	5	3	$ 4,213,000	$ 9,750,000	$ 13,963,000
Alternative 3 – Distributed Density	4	3	$ 3,296,000	$ 9,750,000	$ 13,046,000

4. Discussion

Alternative 1, while showing fewer deficiencies overall compared to the other future options, simulated capacity issues at critical pump stations, likely requiring major investments in operational upgrades. Alternatives 2 and 3 carry a greater risk of service disruptions due to problems related to additional pipe capacity. Alternative 2, in particular, faces extra challenges stemming from high-density urban development. Overall, both Alternatives 2 and 3 would likely require additional investments for improvements compared to Alternative 1.

ATTACHMENT A

Opinion of Probable Project Costs

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-A-2
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$17,300	1	LS	$17,300
2	Temporary Erosion & Sediment Control	$7,000	1	LS	$7,000
3	Dewatering	$3,900	1	LS	$3,900
4	12-inch PVC Gravity Sewer	$367	260	LF	$95,420
5	48-inch Manhole	$12,000	3	EA	$36,000
6	HMA Trench Patch	$250	50	TN	$12,500
7	HMA Grind & Overlay	$350	30	TN	$10,500
8	HMA Sawcut and Seal	$30	260	LF	$7,800
9	Crushed Surfacing	$50	50	TN	$2,500
10	Sheeting, Shoring, Bracing	$10	260	LF	$2,600
11	Bypass	$1,300	1	LS	$1,300
12	Traffic Control	$7,000	1	LS	$7,000
13	General Restoration	$3,500	1	LS	$3,500
	Construction Costs Subtotal				**$207,320**
	Construction Contingency	30%			$62,196
	Sales Tax	9.2%			$24,795
	Total Opinion of Probable Construction Cost				**$294,000**
	Allied Costs				
	Planning	5%			$14,700
	Design and Permitting	15%			$44,100
	Services During Construction	15%			$44,100
	Total Opinion of Probable Allied Cost				**$200,000**
	TOTAL ESTIMATED PROJECT COST				**$494,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-B-123
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$10,700	1	LS	$10,700
2	Temporary Erosion & Sediment Control	$4,300	1	LS	$4,300
3	Dewatering	$1,605	1	LS	$1,605
4	18-inch PVC Gravity Sewer	$398	107	LF	$42,586
5	48-inch Manhole	$12,000	4	EA	$48,000
6	HMA Trench Patch	$250	20	TN	$5,000
7	HMA Grind & Overlay	$350	10	TN	$3,500
8	HMA Sawcut and Seal	$30	107	LF	$3,210
9	Crushed Surfacing	$50	20	TN	$1,000
10	Sheeting, Shoring, Bracing	$10	107	LF	$1,070
11	Bypass	$535	1	LS	$535
12	Traffic Control	$4,300	1	LS	$4,300
13	General Restoration	$2,200	1	LS	$2,200
	Construction Costs Subtotal				**$128,006**
	Construction Contingency	30%			$38,402
	Sales Tax	9.2%			$15,310
	Total Opinion of Probable Construction Cost				**$182,000**
	Allied Costs				
	Planning	5%			$9,100
	Design and Permitting	15%			$27,300
	Services During Construction	15%			$27,300
	Total Opinion of Probable Allied Cost				**$100,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$282,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

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City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-C-23
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$52,000	1	LS	$52,000
2	Temporary Erosion & Sediment Control	$20,800	1	LS	$20,800
3	Dewatering	$13,890	1	LS	$13,890
4	12-inch PVC Gravity Sewer	$367	926	LF	$339,842
5	48-inch Manhole	$12,000	4	EA	$48,000
6	HMA Trench Patch	$250	160	TN	$40,000
7	HMA Grind & Overlay	$350	80	TN	$28,000
8	HMA Sawcut and Seal	$30	926	LF	$27,780
9	Crushed Surfacing	$50	160	TN	$8,000
10	Sheeting, Shoring, Bracing	$10	926	LF	$9,260
11	Bypass	$4,630	1	LS	$4,630
12	Traffic Control	$20,800	1	LS	$20,800
13	General Restoration	$10,400	1	LS	$10,400
	Construction Costs Subtotal				**$623,402**
	Construction Contingency	30%			$187,021
	Sales Tax	9.2%			$74,559
	Total Opinion of Probable Construction Cost				**$885,000**
	Allied Costs				
	Planning	5%			$44,300
	Design and Permitting	15%			$132,800
	Services During Construction	15%			$132,800
	Total Opinion of Probable Allied Cost				**$400,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$1,285,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

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City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-D-1
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$44,200	1	LS	$44,200
2	Temporary Erosion & Sediment Control	$17,700	1	LS	$17,700
3	Dewatering	$11,910	1	LS	$11,910
4	12-inch PVC Gravity Sewer	$367	794	LF	$291,398
5	48-inch Manhole	$12,000	3	EA	$36,000
6	HMA Trench Patch	$250	140	TN	$35,000
7	HMA Grind & Overlay	$350	70	TN	$24,500
8	HMA Sawcut and Seal	$30	794	LF	$23,820
9	Crushed Surfacing	$50	140	TN	$7,000
10	Sheeting, Shoring, Bracing	$10	794	LF	$7,940
11	Bypass	$3,970	1	LS	$3,970
12	Traffic Control	$17,700	1	LS	$17,700
13	General Restoration	$8,900	1	LS	$8,900
	Construction Costs Subtotal				**$530,038**
	Construction Contingency	30%			$159,011
	Sales Tax	9.2%			$63,393
	Total Opinion of Probable Construction Cost				**$752,000**
	Allied Costs				
	Planning	5%			$37,600
	Design and Permitting	15%			$112,800
	Services During Construction	15%			$112,800
	Total Opinion of Probable Allied Cost				**$300,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$1,052,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

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City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-D-23
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$45,200	1	LS	$45,200
2	Temporary Erosion & Sediment Control	$18,100	1	LS	$18,100
3	Dewatering	$11,910	1	LS	$11,910
4	15-inch PVC Gravity Sewer	$380	794	LF	$301,720
5	48-inch Manhole	$12,000	3	EA	$36,000
6	HMA Trench Patch	$250	140	TN	$35,000
7	HMA Grind & Overlay	$350	70	TN	$24,500
8	HMA Sawcut and Seal	$30	794	LF	$23,820
9	Crushed Surfacing	$50	140	TN	$7,000
10	Sheeting, Shoring, Bracing	$10	794	LF	$7,940
11	Bypass	$3,970	1	LS	$3,970
12	Traffic Control	$18,100	1	LS	$18,100
13	General Restoration	$9,100	1	LS	$9,100
	Construction Costs Subtotal				**$542,360**
	Construction Contingency	30%			$162,708
	Sales Tax	9.2%			$64,866
	Total Opinion of Probable Construction Cost				**$770,000**
	Allied Costs				
	Planning	5%			$38,500
	Design and Permitting	15%			$115,500
	Services During Construction	15%			$115,500
	Total Opinion of Probable Allied Cost				**$300,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$1,070,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-E-2
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$45,900	1	LS	$45,900
2	Temporary Erosion & Sediment Control	$18,400	1	LS	$18,400
3	Dewatering	$12,570	1	LS	$12,570
4	10-inch PVC Gravity Sewer	$358	838	LF	$300,004
5	48-inch Manhole	$12,000	3	EA	$36,000
6	HMA Trench Patch	$250	150	TN	$37,500
7	HMA Grind & Overlay	$350	80	TN	$28,000
8	HMA Sawcut and Seal	$30	838	LF	$25,140
9	Crushed Surfacing	$50	140	TN	$7,000
10	Sheeting, Shoring, Bracing	$10	838	LF	$8,380
11	Bypass	$4,190	1	LS	$4,190
12	Traffic Control	$18,400	1	LS	$18,400
13	General Restoration	$9,200	1	LS	$9,200
	Construction Costs Subtotal				**$550,684**
	Construction Contingency	30%			$165,205
	Sales Tax	9.2%			$65,862
	Total Opinion of Probable Construction Cost				**$782,000**
	Allied Costs				
	Planning	5%			$39,100
	Design and Permitting	15%			$117,300
	Services During Construction	15%			$117,300
	Total Opinion of Probable Allied Cost				**$300,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$1,082,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

City of Bainbridge Island, WA
Capital Improvement Project Identification
Planning Level Opinion of Probable Project Costs
PR-E-3
Prepared by: SG
Reviewed by: KC

Bid Item No.	Bid Item Description	Unit Bid Price	Quantity	Unit	Total
1	Mobilization	$27,000	1	LS	$27,000
2	Temporary Erosion & Sediment Control	$10,800	1	LS	$10,800
3	Dewatering	$7,230	1	LS	$7,230
4	10-inch PVC Gravity Sewer	$358	482	LF	$172,556
5	48-inch Manhole	$12,000	2	EA	$24,000
6	HMA Trench Patch	$250	90	TN	$22,500
7	HMA Grind & Overlay	$350	50	TN	$17,500
8	HMA Sawcut and Seal	$30	482	LF	$14,460
9	Crushed Surfacing	$50	80	TN	$4,000
10	Sheeting, Shoring, Bracing	$10	482	LF	$4,820
11	Bypass	$2,410	1	LS	$2,410
12	Traffic Control	$10,800	1	LS	$10,800
13	General Restoration	$5,400	1	LS	$5,400
	Construction Costs Subtotal				**$323,476**
	Construction Contingency	30%			$97,043
	Sales Tax	9.2%			$38,688
	Total Opinion of Probable Construction Cost				**$459,000**
	Allied Costs				
	Planning	5%			$23,000
	Design and Permitting	15%			$68,900
	Services During Construction	15%			$68,900
	Total Opinion of Probable Allied Cost				**$200,000**
	TOTAL ESTIMATED PROJECT COST (ROUNDED UP TO NEAREST $1,000)				**$659,000**

Assumptions, Notes

1. Import backfill assumed to be 100%
2. Foundation Gravel assumed to be 100%
3. Mobilization assumed to be 10% of construction costs
4. Temporary Erosion Control and General Restoration assumed to be 2% of construction costs
5. Traffic Control assumed to be 4% of construction costs
6. Pipe costs includes all excavation, pipe, fittings, bedding, imported backfill, and haul
7. Costs are in 2024 dollars

The opinion of probable cost herein is based on our perception of current conditions at the project location. This opinion reflects our professional opinion of costs at this time and is subject to change as the project design progresses. BHC Consultants has no control over variances in the cost of labor, materials, equipment; nor services provided by others, contractor's means and methods of executing the work or of determining prices, competitive bidding or market conditions, practices or bidding strategies. BHC Consultants cannot and does not warrant or guarantee that proposals, bids, or actual construction costs will not vary from the costs presented as shown.

Attachment C - Winslow Sub-area Water and Sewer Analysis Memo

CITY OF
BAINBRIDGE ISLAND

DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: March 14, 2023

To: Winslow Sub-Area Plan Team; File

From: Christopher Wierzbicki, Public Works Director
Peter Corelis, City Engineer

CC: Paul Nylund, Development Manager

Subject: Winslow Sub-Area Plan Sewer and Water Capacity Analysis

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Executive Summary

This memo provides an analysis of the city's sewer and water service capacity for the purpose of informing the Winslow Sub-Area Plan process. In summary:

- With the planned upgrades to the wastewater treatment plan (WWTP), the city's sewer utility will have the capacity to serve a residential population of approximately 10,500 (an increase of approximately 2,700) in or around the Winslow sewer service area if carefully balanced out by commercial growth. The planned upgrades, which are currently underway, will allow the WWTP to meet existing regulations, and must be completed independent of planned future growth.

  Additionally, within the existing footprint of the WWTP, the facility could be further upgraded to serve a greater population, the details of which will be determined later this year.

- With the planned upgrades to the Winslow Water Tank, the city's water utility will have the capacity to serve a population of approximately 17,600 (an increase of approximately 6,600) inside the Winslow water service area boundary, an area that includes the Winslow subarea, and in addition, the New Brooklyn Road corridor, Fletcher Bay, and Upper Ferncliff. The planned tank upgrades, which are currently underway, will allow the utility to meet both existing and future system requirements and standards.

Population/Development Background Information

The following population background information was used to inform the sewer and water service area capacity analysis:

- In 2005, the city documented residential population growth in a study titled "Population Allocation Study for Year 2005 Preliminary Report" which estimated the Winslow Study Area at approximately 5,800 residents. The study predicted a 20-year average annual residential growth rate of 2.4%.
- The 2020 census population numbers for greater Winslow (census tracts 909.01 and 909.02, which combined is slightly larger than the Winslow Study area) add up to 7,967 people, which represents an actual average annual residential growth rate between 2005 and 2020 of 2.2%.
- Assuming the actual 2.2% average annual growth rate, the 2022 population of the Winslow Study Area is approximately 8,321 people. The sewered population – which is less than the overall population due to some houses still being served by septic systems - is approximately 7,769.
- The 2021 Buildable Lands Report (BLR) estimated that the maximum residential population capacity in Winslow in 2020 - under the current development regulations - was an additional approximately 1,000 residents (144 single-family units, and 258 multi-family units.) Therefore, assuming the 2019 population was 7,795 (7,967 in 2020 minus 2.2%), then the current maximum population in Winslow according to the BLR would be approximately 8,795, or an additional 474 residents.
- The 2005 population study referenced earlier estimated a 1.4% annual increase in commercial growth between 2005 and 2025. An analysis using commercial sewer and water usage rates indicates that the actual increase in commercial growth since 2005 was close to zero. Estimating the capacity for commercial growth in the future is a challenging exercise, as many commercial zoning districts allow mixed-uses and therefore need to be analyzed for capacity on a parcel-by-parcel basis to effectively measure capacity. However, the BLR estimated that there are currently 36 acres of commercial development remaining, which equates to about 14% of the total acreage (261) that allows commercial uses. Therefore, this analysis assumes a relatively low rate of commercial growth in the future, absent significant zoning changes.
- The Winslow water service area is larger than the sewer service area – the latter of which largely mimics the Winslow Study Area – and includes the New Brooklyn Road corridor, Fletcher Bay, and Upper Ferncliff. The number of Equivalent Residential Units (ERU) currently served (an approximation of single-family, multi-family, and commercial water connections in terms of single-family households) is approximately 4,775 ERUs, which equates to approximately 11,000 residents currently being served with water (assuming an average of 2.3 people per household/ERU.)

Sewer Service Analysis

The following analysis of the sewer system is based on a technical memo prepared by Tetra Tech entitled "TM1 – Analysis of Treatment Plant Flows and Loads" dated October 3, 2022.

The city's sewer service area mostly mimics the Winslow Study area, despite being slightly smaller, and includes some residences that are still served by septic systems. As mentioned previously, the system serves approximately 7,769 residents and also commercial establishments. The Tetra Tech report analyzed the sewer service area using the capacity of the wastewater treatment plant as the limiting factor on serving new growth. The plant capacity was analyzed from the perspective of both flows (volume) and loads (concentration). The plant loading is considered to be the limiting factor for serving new growth.

From a *flow* perspective, based on the trending data from 2017 to 2022, the annual average flow is projected to remain steady, with limited increases. This is due to larger commercial service areas being largely built-out – as mentioned previously, only about 14% of commercially zoned land is available for new development. Additionally, residential water consumption per capita flows are likely dropping as older fixtures and appliances are upgraded with new low-flow fixtures.

From a *loading* perspective, despite low commercial growth (commercial development contributes to higher loads than residential,) loads measured at the plant have been steadily increasing. Some of this increase is likely the result of discharges to the sewer system from commercial winery and brewery establishments. The Tetra Tech report projects that based on current trends, the plant loading will likely reach capacity by mid-year 2026 (2,642 lbs/day of biological oxygen demand (BOD). To meet current state regulations and best serve the existing customer base, the city is currently planning near-term operational and capital upgrades that will likely increase the plant capacity by about 25% (to 3,200 lbs/day BOD). These upgrades will also serve a 25% increase in the customer base.

In terms of population growth, at current trends, the current configuration of the WWTP can be expected to serve a sewered population of 8,475 (a population increase of 706 from the time of this memo), increasing to sewered population of approximately **10,500** (a population increase of 2,700). This includes new growth, and potential new connections from existing residences in the sewer service area currently served by septic.

Sewer Service Capacity Context

For context, the growth target for the entire island over the next 20 years is estimated to be an increase of around 4,500. If one goal of the Winslow Sub-Area plan is to accommodate a majority of that growth in Winslow, *the city can only expect to serve about half of that population in the sewer service area with the planned upgrades to the treatment plant.* Larger, long-term expansions of the treatment plant capacity are also possible, and capacity forecasts are currently being developed by the city's design team. More information on the maximum capacity of the plant within the current footprint will be developed later this year.

Another factor for consideration includes any potential increases in commercial development, which have remained flat for the last several years, but which absorb treatment plant capacity more quickly than residential development. Planned expansions for commercial development in Winslow must be carefully considered in the future capacity analysis along with residential population growth.

Water Service Analysis

The Winslow water service area includes the Winslow Subarea, in addition to New Brooklyn Road corridor, Fletcher Bay, and Upper Ferncliff areas. The service area is documented in the 2017 Water System Plan, prepared by Carollo Engineers, Inc., without providing an account of system customers in the Subarea only, therefore, this capacity analysis applies to the larger service area.

The System Plan predicted water use demand in 2021 at 5,312 equivalent residential units (ERUs), which equates to 12,218 residents (assuming 2.3 people per household/ERU to estimate equivalent residents.) However, in reviewing the City's actual annual well production data from 2021, the Winslow Water System is actively supplying only 4,775 ERUs, or approximately 11,000 residents. This decrease in expected demand may have resulted from a number of factors, such as a lack of commercial businesses expansions, conditions related to the COVID-19 epidemic, inflationary pressures on construction, or the slow production of new housing stock.

To serve existing and new customers, the city is planning to replace the two existing water storage tanks serving the system with a new elevated tank in 2024. The Winslow Water Tank project addresses several system deficiencies as well as managing projected customer growth. The system deficiencies include excessive dead storage in the current tanks due to their minimal height, resulting in water quality issues, over-cycling of well-site booster pumps, limitations on serving existing high elevation customers with adequate pressure, system fire flows, and seismic resiliency of the tanks – the latter of which is a critical public safety issue. The city is temporarily addressing some of these deficits by augmenting the reservoir levels to operate in a much narrower band (i.e. maintaining higher water levels and replenishing them more often) but this configuration is not sustainable in the long-term as it creates a dead-storage column of water in the tanks that is mostly useless for daily system needs. The deficiencies have led to a reduction in estimated capacity to 5,200 ERUs (or 11,960 residents.)

With regards to customer growth, there is currently a surplus of connections totaling approximately 425 ERUs (5,200 ERUs of capacity minus 4,775 served,) which is capable of serving approximately another 1,000 residents. Accounting for 182 ERUs worth of binding reservations for water service that are not yet connected to the system, it is estimated that only 243 of the 425 total ERUs are available, which equates to an additional 559 residents. Therefore, if the population growth continues at a rate of 2.2% annually, the remaining ERUs will run out in early to mid-2024, just in time for the completion of the tank project. The new tank, which will replace 2.5M gallons of ground-tank storage with 2.0M gallons of elevated storage, will correct existing system deficiencies and add 2,866 ERUs to the system capable of serving a population of 17,600 (an increase of 6,600 residents.)

Other limiting factors on the Winslow water system include well capacity and/or the well pump's ability to deliver water from the wells; the instantaneous or total water withdrawals permitting as determined by the system's water rights; and, the volume of groundwater supply. In review of the former two factors, the city's infrastructure and available water rights are mostly sufficient to meet the system capacity that will be available when the new water tank comes online in 2024. Small deficits in infrastructure capacity will be addressed in the coming years through planned capital improvements such as well rehabilitations and booster pump upgrades. Water rights currently

exceed the needs of the planned capacity upgrades, and the availability of groundwater supply was confirmed in the city's 2016 evaluation of the groundwater model. The model is being updated and re-evaluated as part of the ongoing development of the Groundwater Management Plan.

Water Service Capacity Context

In the context of planned population growth*, the existing Winslow water system with planned improvements will be able to serve the estimated growth target for the entire island over the next 20 years*, which is estimated to be an increase of around 4,500 residents (1,953 ERUs.) Additionally, the system will also have the capacity to serve an excess population of approximately 2,100 residents (913 ERUs.) In the short-term, prior to the planned improvements, the Winslow water system can support an additional population growth of approximately 559 residents (243 ERUs).

Attachment D - Wastewater Treatment Plant Population Projection Memo

CITY OF
BAINBRIDGE ISLAND

DEPARTMENT OF PUBLIC WORKS MEMORANDUM

Date: April 7, 2023

To: City Manager
City Council

From: Christopher Wierzbicki, Public Works Director

Subject: Council Request: House Bill 1220 (Housing Needs) Sewer Assessment

Background

At the Regular Meeting of March 21, 2023, the City Council was presented with an overview of a draft housing allocation process under House Bill 1220, which requires Comprehensive Plans to plan for housing for all income levels. The Council requested input from the staff on the City's capacity for serving the housing allocation with sewer in advance of the Kitsap Regional Coordinating Council's adoption of the allocation into the Countywide Planning policies.

Housing Allocation Summary

At the above-mentioned Council meeting, staff presented a chart that outlined the draft 20-year housing allocation. The chart is reproduced below as Figure 1.

			Permanent Housing Unit Needs by Income Level (% of Area Median Income)						
			0-30%						
		Total Units	Non-PSH	PSH	>30-50%	>50-80%	>80-100%	>100-120%	>120%
City of Bainbridge Island	Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578
	Allocation Method A (2020-2044)	1,977	377	166	324	272	140	138	560
			1,139 Multi-Family Units in Winslow						

Figure 1 – House Bill 1220 Housing Draft Housing Allocation for the City of Bainbridge Island

The chart indicates that the draft 20-year housing allocation would require zoning capacity for 1,139 multi-family (MF) units to serve between 0 and 80% of area median income, which are presumed to be located in the Winslow subarea. According to the 2019 Buildable Lands Report, the Winslow subarea already has capacity for 258 MF units, as well as 144 single-family units. Therefore, the total number of planned housing units to be accommodated for sewer capacity in Winslow is 1,283 units.

Sewer Population Capacity

As outlined in in Figure 2 below, with the upgrades planned in the 2023-28 Capital Improvement Plan, the Wastewater Treatment Plant (WWTP) can accommodate approximately 85% of the current and future housing allocated for the Winslow sewer service area (this area closely, but not exactly mimics the Winslow subarea boundary).) The capacity of the WWTP is measured in equivalent residential units, or ERUs, which is calculated by multiplying the number of housing units by the number of members in each house (the average for Bainbridge Island is 2.48 per household.)

Assuming a steady annual trend in housing, future upgrades to the plant would need to be designed in 2038 for implementation in 2040. The future upgrades would include new capital infrastructure within the existing footprint of the plant site and would conservatively accommodate an additional increase in housing up to 2,110 units.

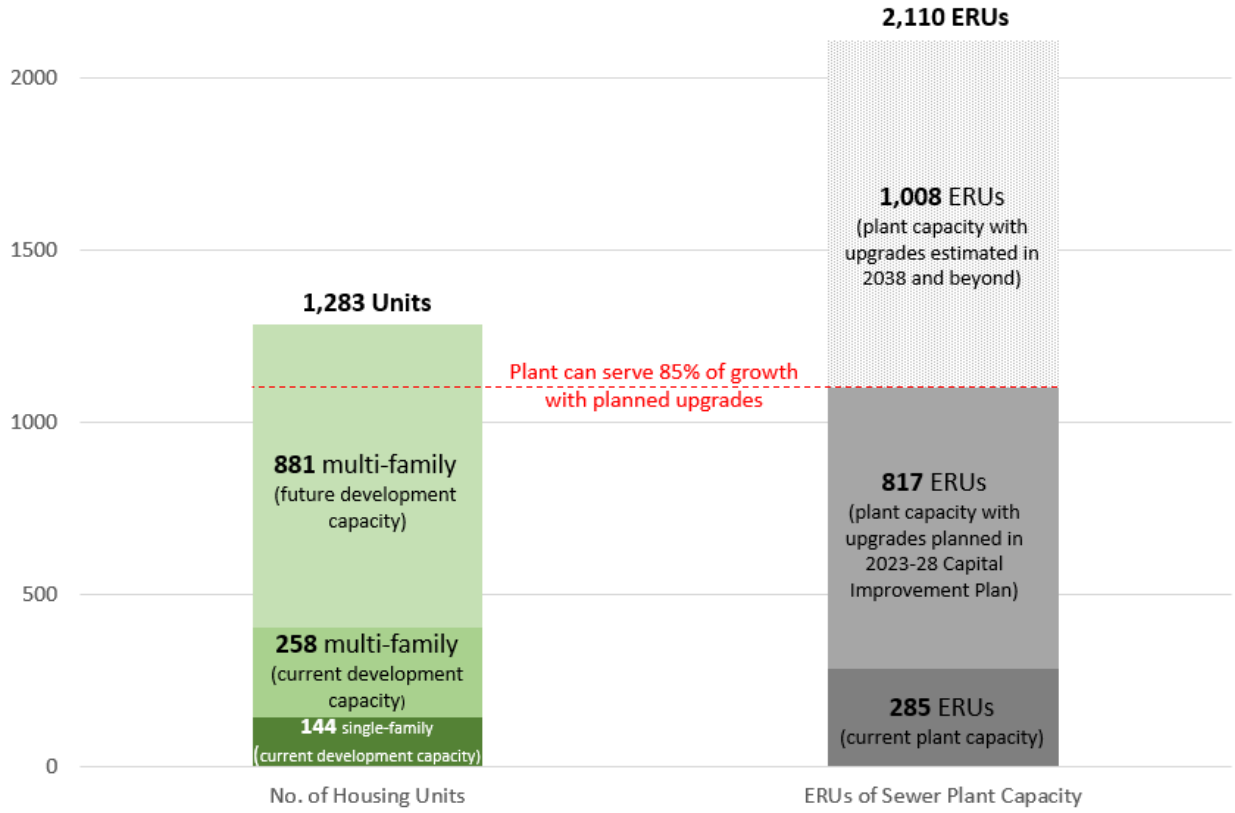

Figure 2 –Current/Planned Housing Units in Winslow Compared with Sewer Utility Capacity

Other Factors for Consideration

- Consideration should be made for any potential increases in *commercial* development, which has remained flat for the last several years, but which absorb treatment plant capacity more quickly than residential development. Planned increases in commercial development in the Winslow sewer service area must be carefully balanced along with residential population growth and reflected in future evaluations of the plant capacity.

- Within the Winslow sewer service area, the sewered population is approximately 200 housing units (500 persons) *less* than the overall population due to some houses still being served by septic systems. Some accommodation for the connection of existing homes to the sewer system should be considered as part of the analysis.
- Multifamily housing has a lower household occupancy level (2.3) for multi-family housing than average (2.48). Therefore, the analysis provided in this memo can be considered conservative on the order of 8-10%.
- Lastly, for context, the planned upgrades to the Winslow Water Tank will provide the city's water utility the capacity to serve approximately 2,600 new ERUs inside the Winslow water service area boundary, an area that closely mimics the Winslow subarea, and also includes the New Brooklyn Road corridor, Fletcher Bay, and Upper Ferncliff.

CITY OF
BAINBRIDGE ISLAND

Planning Commission Regular Meeting Agenda Bill
Thursday, March 26, 2026

Agenda Item: (8:00 PM) Report on Land Capacity Analysis Documentation for Planning Commission Recommended Draft Preferred Land Use Alternative

Department: Planning Commission

Agenda Section: Regular Business - 6:30 PM

Estimated Time: 20 Minutes

Recommendation:

Information only.

Narrative:
Winslow Subarea Preferred Alternative
The Planning Commission discussed updates to goals, policies, zoning boundaries and preliminary development standards related to the Winslow Subarea Plan (WSP) throughout 2025, including a recommendation on December 3, 2025 to upzone properties along Ferncliff Avenue from R-3.5, R-4.3 and R-2.9 to R-8. The Planning Commission completed its preliminary recommendations for the update to the WSP on December 11, 2025.

Those Planning Commission recommendations related to zoning boundaries, standards, and a voluntary inclusionary zoning program have been integrated into a Draft Preferred Alternative Land Use Map and integrated into an updated Winslow Subarea Land Capacity Analysis (LCA). Part of the Planning Commission's recommendations was an expanded Winslow Subarea Boundary, although the Planning Commission did not recommend any zoning changes within the expanded

area. This boundary change results in dwelling unit and job capacity counted "outside of Winslow" for Alternative 1 of the Draft Environmental Impact Statement (DEIS) shifting to be counted "in Winslow" for the Draft Preferred Alternative.

Please note that on February 10, 2026, the City Council discussed the Planning Commission's WSP recommendations. One of the motions approved during that discussion included:

> *MOTION:* I move that the City Council direct the Acting City Manager to direct city staff to not include the Planning Commission's recommended upzone of base zoning to R-8 along Ferncliff in the preferred alternative, but to instead include a bonus density option of up to R-8 in the same area for projects that include a minimum of 25% affordable units serving households at 80% AMI or below.

City staff received direction to modify the Draft Preferred Alternative for the Winslow Subarea to return the area described in the City Council motion back to its current zoning, and the Winslow LCA.

Comprehensive Plan Citywide Preferred Alternative

The Planning Commission discussed land use and zoning outside of Winslow on January 8, 2026, as part of the Comprehensive Plan Land Use Element discussion. Of the motions approved that night, the following 2 motions were integrated into the Draft Preferred Alternative and LCA.

> *MOTION:* I move that the Planning Commission recommend that the lot coverage standard for the Business/Industrial (B/I) zone be increased from 35 to 50%. – The motion carried unanimously, 5-0 with Commissioner Birtley abstaining.
>
> *MOTION:* I move that the Planning Commission request that staff come back to the Planning Commission with recommendations on how to address the Bainbridge Gardens, on conforming use, whether that be to include it in the neighborhood center zone or otherwise. – The motion carried unanimously, 5-0

The increase to B/I lot coverage is estimated to add to the number of jobs in B/I areas for the Draft Preferred Alternative, as estimated by the LCA. Related to the other motion above, Neighbhood Center (NC) is the only commercial zoning in the vicinity of Bainbridge Garden and the Island Center NC area, therefore City staff are

recommending that the land use and zoning designations for Bainbridge Gardens properties be changed from residential (R-1 and R-0.4) to NC. City staff integrated that change to the Draft Preferred Alternative, and it was analyzed by the LCA. The Planning Commission didn't recommend any other changes to NC boundaries or standards.

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. Recent Planning Commission Approved Motions for WSP Comp Plan
2. DRAFT Future Land Use Map Preferred Alternative March 2026
3. Draft Winslow Subarea Land Use and Zoning Map Feb 2026
4. Citywide LCA Methodology Draft Preferred Alternative
5. Winslow Land Capacity Analysisfor Draft Preferred Alternative
6. Draft Pref Alt LCA Jobs DU Pop Summary Table

Planning Commission Approved Motions Regarding the Winslow Subarea Plan and Comprehensive Plan Oct. 30, 2025-Jan. 8, 2026

October 30, 2025	**MOTION:** I move that staff bring back a policy and an outline of a what a proposed code language could look like for a Winslow Way overlay district, that begins at the west edge of the Winslow Green Development, and goes east to Hwy 305, and is 100 feet north and south of the right-of-way of Winslow Way. **Blossom/Garcia –** The motion carried unanimously, 4-0.
October 30, 2025	**MOTION:** I move to define for the Winslow Way Overlay - a 2–5-foot setback and a 5–15-foot stepback, measured from the right-of-way. **Garcia/Blossom** – The motion carried unanimously, 4-0.
December 4, 2025	**MOTION:** I move to recommend that for all Winslow mixed-use zones, R8 and R14 zones, the City use a voluntary inclusionary zoning program. **Schaab / Blossom -** The motion carried unanimously, 5-0.
December 4, 2025	**MOTION:** I move to ask staff and consultants to bring back a proposal for a mandatory inclusionary zoning program for large scale development. **Blossom/Sullivan –** The motion carried unanimously, 5-0.
December 4, 2025	**MOTION:** I move to recommend that the outer boundary of the Winslow Subarea be as recommended by staff in the draft preferred alternative. **Blossom/Sullivan** – The motion carried unanimously, 5-0.
December 4, 2025	**MOTION:** I move to amend the Winslow boundary to add the portion on the west side that is within the purple line along Finch Road and Sportsman's Club. **Blossom/Sullivan -** The motion carried unanimously, 5-0.
December 4, 2025	**MOTION:** I move that the parcels zoned R8 between Highway 305 and Cave Avenue, and the parcels east of 305 zoned Gateway District, be added to the Madison District. **Blossom/Sullivan -** The motion carried 5-1.
December 4, 2025	**MOTION:** I move to recommend the area highlighted in Cyan be moved to the Madison District or Connection (district), as presented on the screen at 7:33 PM. **Preudhomme/Deines -** The motion passed 4-2.
December 4, 2025	**MOTION:** I move that staff study and draft a proposal for exclusive ingress and egress, utilizing the easement to the north of the property through the ACE parking lot. **Blossom/Sullivan -** The motion passed unanimously, 6-0.

December 4, 2025	**MOTION:** I move to recommend that the remaining areas of the Ferncliff Zone (as presented on the screen at 7:56 PM) be moved to the R8 zone. **Preudhomme/Deines -** The motion passed 4-1.
December 4, 2025	**MOTION:** I move that the name of the Ferncliff Zone be changed to the Connection zone. **Preudhomme/Peter Schaab -** The motion passed unanimously, 5-0.
December 4, 2025	**MOTION:** I move to recommend retaining the existing height standard of 3 stories in the Ferry Zone with the following incentives available to allow a maximum building height of 5 stories: 1. An additional story is available if tuck under parking is provided. 2. An additional story is available if 25% of the residential units in the building provide housing affordable to households earning 80% AMI and below. 3. If both tuck under parking and 25% of the affordable housing units are provided, two additional stories are available. **Blossom/Deines -** The motion passed unanimously, 5-0.
December 4, 2025	**MOTION:** I move to recommend retaining the existing height standard of 3 stories in the High School Zone with the following incentives available to allow a maximum building height of 5 stories: 1. An additional story is available if tuck under parking is provided. 2. An additional story is available if 25% of the residential units in the building provide housing affordable to households earning 80% AMI and below. 3. If both tuck under parking and 25% of the affordable housing units are provided, two additional stories are available. **Blossom/Peter Schaab -** The motion passed unanimously, 5-0.
December 4, 2025	**MOTION:** I move to recommend retaining the existing height standard of 2 stories in the Connection Zone, with the following incentives available to allow a maximum building height of 4 stories. 1. An additional story is available if tuck under parking is provided. 2. An additional story is available if 20% of the residential units in the building provide housing for households earning 80% AMI and below. 3. If both tuck under parking and 20% affordable housing units are provided, two additional stories are available. **Blossom/Peter Schaab -** The motion passed unanimously, 5-0.

December 4, 2025	**MOTION:** I move to recommend retaining the existing height standard of 3 stories in the Central Core zone with the following incentives available to allow a maximum building height of 5 stories: 1. An additional story is available if tuck under parking is provided. 2. An additional story is available if 25% of the residential units in the building provide housing affordable to households earning 80% AMI and below. 3. If both tuck under parking and 20% of the affordable housing units are provided, two additional stories are available. **Blossom/Peter Schaab -** The motion passed unanimously, 5-0.
December 11, 2025	**MOTION:** I move to allow 4.0 FAR in the Ferry and High School zones to be achievable through both incentives of tuck-under parking and 25% or more of the units serving those with 80% or less AMI. **Deines/Birtley -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move to have the consultants bring back a recommendation for a tiered Floor Area Ratio (FAR) system for the Ferry Zone with the goal of incentivizing smaller unit sizes. **Blossom/Deines -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move to keep the area shown as zone TBD in its existing zone, which would mean R2.9 north of High School Road, R8 south of High School Road. **Deines/Blossom -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move to ask the consultant to create a tiered FAR structure to incentivize smaller unit sizes for the High School Road zone. **Blossom/Peter Schaab -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move to recommend the Central Core Zone boundary as originally recommended by the Planning Commission on June 5, 2025, except for the "Winslow Way Overlay District" corridor area, and parcel ID 4-095, and step-backs recommended by the Planning Commission on October 30, 2025. **Peter Schaab/Blossom -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move to extend the Winslow Way Overlay district along Winslow Way, east of Hwy 305, to Ferncliff. **Blossom/Birtley -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move to have the proposed code language come back with the step-back after 2 floors/stories. **Blossom/Peter Schaab -** The motion carried unanimously, 5-0.

December 11, 2025	**MOTION:** I move to recommend that the area west of the central core zone, currently shown as TBD, be reverted to existing zoning, which includes some parcels that are already part of the central core, thus adjusting the central core boundary to include those parcels. **Peter Schaab/Blossom -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move to recommend in the Central Core Zone that if tuck-under parking and 25% of the residential units in the building provide housing affordable to households earning 80% AMI and below, the FAR is 3.0. **Peter Schaab/Deines -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move to incorporate LU 7.8 and WMP 2-12.1 through 2-12.5 into Winslow Subarea goals and policies, with the following revision: the city should consider a civic and cultural connection overlay district within the mixed use town center. **Deines/Blossom -** The motion carried 3-2.
December 11, 2025	**MOTION:** I move for within the Winslow Subarea to recommend that the City reduce existing residential parking requirements by one-half but no less than .5 spaces per residential unit. **Deines/Peter Schaab -** The motion carried unanimously, 5-0.
December 11, 2025	**MOTION:** I move that staff draft a condition of approval that requires a developer to demonstrate its plan for managing its on-site parking demand including conditions written into HOA rules, or CCNRs, if applicable. **Blossom/Peter Schaab -** The motion carried 4-0.
December 11, 2025	**MOTION:** I move to recommend in the Connection Zone when there is tuck-under parking and at least 20% of the residential units in the building provide housing affordable to households earning 80% AMI and below, that the maximum FAR be 1.5. **Peter Schaab/Birtley -** The motion carried 4-0.
December 11, 2025	**MOTION:** I move that the parcels north of New Brooklyn and east of North Town Woods that are currently zoned business industrial retain that zoning designation. **Blossom/Peter Schaab -** The motion carried 4-0.
December 11, 2025	**MOTION:** I move to recommend that the rest of the New Brooklyn and Sportsman Club Road area in the expanded Winslow Subarea Plan boundary retain its current zoning along the west and east side of Sportsman Club Road. **Blossom/Peter Schaab -** The motion carried 4-0.
December 11, 2025	**MOTION:** I move to recommend that all remaining zones within the Winslow Subarea not already address retain existing zoning. **Peter Schaab/Blossom -** The motion carried 4-0.

December 11, 2025	**MOTION:** I move to recommend that within the Winslow mixed use zones, that any development that provides 100% of its residential units as affordable to households at or below 80% AMI, be allowed to have base height plus an additional 2 stories without adding tuck-under parking. **Blossom/Peter Schaab -** The motion carried 4-0.
December 11, 2025	**MOTION:** I move that staff come back with a proposal for an affordable housing overlay zone that applies to R zones within the Winslow Subarea Plan. **Blossom/Peter Schaab -** The motion carried 4-0.
December 11, 2025	**MOTION:** I move that the Affordable Housing Overlay Zone will take into account that any recommendations maintain similar scale and building form to the existing neighborhoods. **Birtley/Peter Schaab -** The motion carried 4-0.
January 8, 2026	**MOTION:** I move that the Planning Commission refer the REAC suggested Guiding Principles to the Steering Committee, and for that body to return then to the Planning Commission with recommended updates to the Guiding Principles in the introduction chapter. **Sullivan / Garcia –** The motion carried unanimously, 6-0
January 8, 2026	**MOTION:** I move to recommend that the various sections of the introduction be retained, but updated by city staff to reflect: • the changing conditions and updated data • work that was presented in the agenda package on January 8, 2025. • The Commission's suggestion that the discussion of affordable housing in particular be broadened to include reference to the need for greater housing affordability and flexibility, to ensure a vibrant community going forward. **Sullivan / Deines** – The motion carried unanimously, 6-0.
January 8, 2026	**MOTION:** I move that the Planning Commission recommend that a new park zone be added to the Comprehensive Plan future land use map. goals and policies, and that city staff draft implementing regulations to be reviewed by the Planning Commission, along with other implementing development regulations. **Birtley / Garcia** – The motion carried unanimously, 6-0.
January 8, 2026	**MOTION:** I move that the Planning Commission requests that city staff include multiple (at least two and potentially more) park classifications within the development regulations that are being developed. **Deines / Preudhomme** – The motion carried unanimously, 6-0.

January 8, 2026	**MOTION:** I move that the Planning Commission recommend that the lot coverage standard for the BI zone be increased from 35 to 50%. **Garcia / Deines** – The motion carried unanimously, 5-0 with Commissioner Birtley abstaining.
January 8, 2026	**MOTION:** I move that the Planning Commission direct staff to develop in parallel, with the lot coverage standard change for the Business/Industrial (BI) zone, regulatory requirements that reflect the principles within the Comprehensive Plan documents regarding support for small and medium-sized businesses, such regulations could include a maximum size limitation. **Sullivan / Preudhomme** – The motion carried unanimously, 6-0.
January 8, 2026	**MOTION:** I move that the Planning Commission recommend that the boundaries of the Business/Industrial zone remain unchanged. **Deines / Garcia** – The motion carried unanimously, 5-0
January 8, 2026	**MOTION:** I move that the Planning Commission recommend that the boundaries and development standards of the Lynwood Center Neighborhood Center (NC) zone and area remain unchanged. **Garcia / Preudhomme** – The motion carried unanimously, 5-0
January 8, 2026	**MOTION:** I move that the Planning Commission request that staff come back to the Planning Commission with recommendations on how to address the Bainbridge Gardens, on conforming use, whether that be to include it in the neighborhood center zone or otherwise. **Deines / Preudhomme** – The motion carried unanimously, 5-0
January 8, 2026	**MOTION:** I move that the Planning Commission recommend the boundaries and development standards of Rolling Bay NC zone and area remain unchanged. **Garcia / Preudhomme** – The motion carried unanimously, 5-0
January 8, 2026	**MOTION:** I move to add a policy under Goal LU16 that recognizes the role of transfer of development rights in conserving and managing the island's groundwater resources. **Garcia / Birtley** – The motion carried unanimously, 5-0,
January 8, 2026	**MOTION:** I move to have, Planning Commission request staff to study creating a new agricultural resource land designation, and consider designated city-owned farmland as Agricultural Resource Land (ARL). **Deines / Preudhomme** – The motion carried unanimously, 4-0
January 8, 2026	**MOTION:** I move to remove the strikethrough on policy LU 5.11 bullet point: Transfer of residential density within the MUTC and the High School Road districts or within neighborhood centers. **Blossom / Garcia** – The motion carried unanimously, 4-0

January 8, 2026	**MOTION:** I move that Policy LU 9.18 remain in the Comprehensive Plan. **Blossom / Garcia** – The motion carried unanimously, 5-0
January 8, 2026	**MOTION:** I move to amend the language of Policy LU 9.18 to say that infill within the boundaries of neighborhood centers may be achieved through the transfer of development rights and from the conservation areas of the island, or through affordable housing density bonus. **Blossom / Garcia** – The motion carried unanimously, 5-0
January 8, 2026	**MOTION:** I move to remove the strike through on the language in Number 2, under Policy LU 15.2, and add "potentially establish" after the work "and." **Blossom / Deines** – The motion carried unanimously, 5-0
January 8, 2026	**MOTION:** I move for staff to review and draft a proposed policy (LU 7.4) for safe pedestrian and bicycle routes site porosity to the Neighborhood Centers. **Birtley / Deines** – The motion carried unanimously, 5-0

DRAFT

COBI Planning Commision Draft Landuse

Zoning/Landuse Designations

- B/I
- Central Core
- Connection Zone
- Ferry Terminal District
- High School Rd Zone
- NC
- NC-R-12
- Park
- R-0.4
- R-1
- R-2
- R-2.9
- R-3.5
- R-4.3
- R-5
- R-6
- R-8
- WDI

Suquamish

Kitsap

Bainbridge Island

Bremerton

Manchester State Park

Highway 305 NE

DRAFT

City of Bainbridge Island Future Land Use Map

March 6, 2026

City of Bainbridge Island

2026

Coordinate System: NAD 1983 2011 StatePlane Washington North FIPS 4601 Ft US

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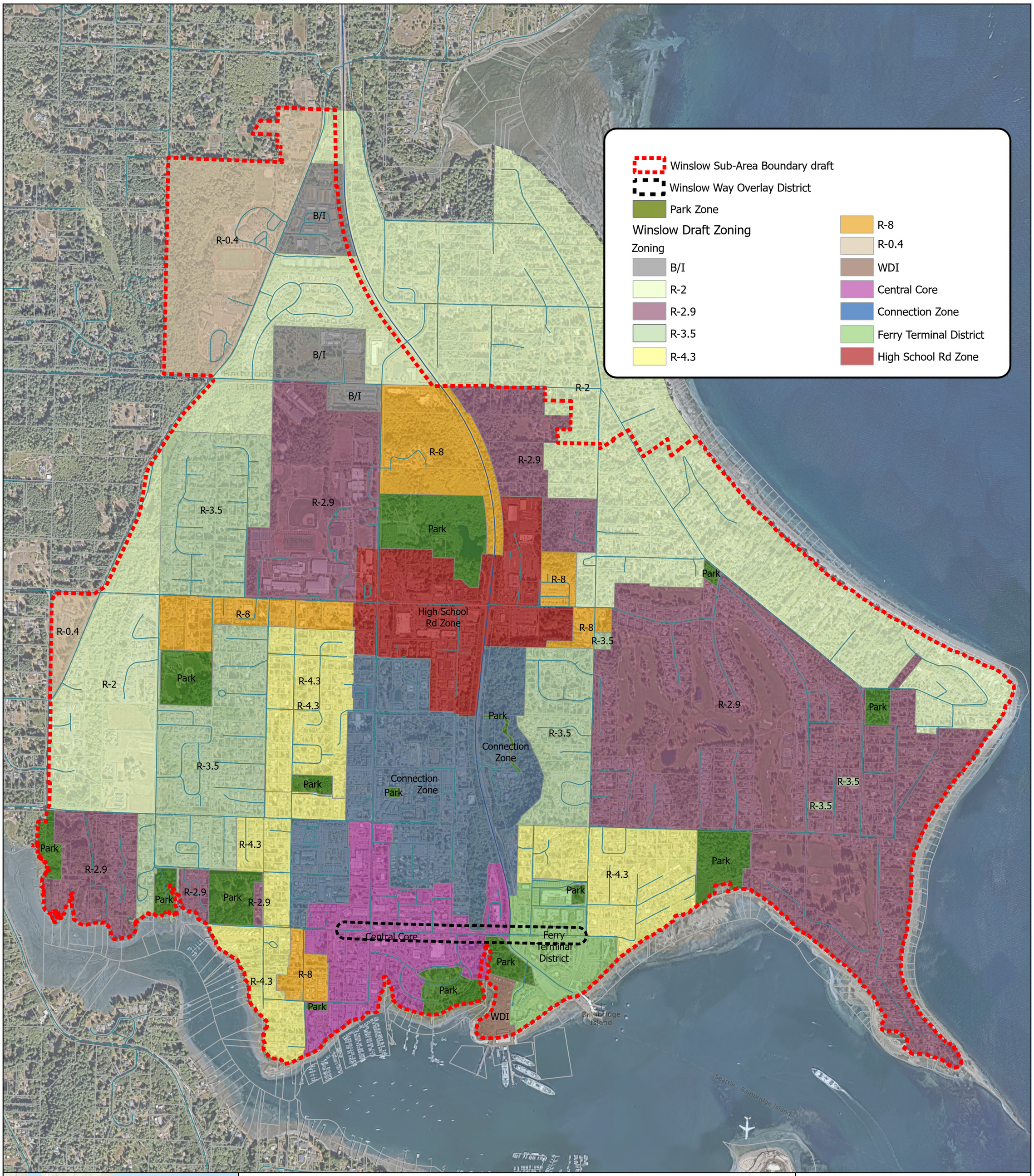
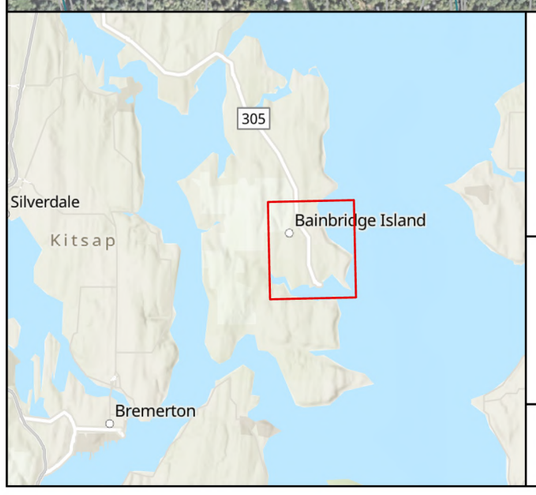
Winslow Sub-Area Boundary draft
Winslow Way Overlay District
Park Zone

Winslow Draft Zoning

Zoning

B/I
R-2
R-2.9
R-3.5
R-4.3
R-8
R-0.4
WDI
Central Core
Connection Zone
Ferry Terminal District
High School Rd Zone





Planning Commission Recommendation for Winslow Subarea Plan Boundary & Zoning

City of Bainbridge Island

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2024 Comprehensive Plan Periodic Update Land Capacity Analysis for DRAFT Preferred Land Use Alternative

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A. Draft Preferred Alternative Land Capacity Tables- Citywide (outside Winslow)
B. Existing Future Land Use Map
   Draft Preferred Alternative Land Use and Zoning Maps
C. 2021 Kitsap County Buildable Land Report

Alternatives Analyzed- 2024

In 2024, the following Draft Environmental Impact Statement (DEIS) alternatives were analyzed for the areas outside of the Winslow Town Center.

1. No Action
2. Dense Centers – "Go Up"
3. Distributed Density – "Go Out"

The alternatives are mapped & analyzed in Appendices D and E of the 2024 Land Capacity Analysis (LCA) for Draft EIS. Key assumptions for the alternatives are documented in Appendix B and C of that document.

Draft Preferred Alternative- March 2026

The City's Planning Commission discussed options for updating the Winslow Subarea Plan and land use throughout 2025 and completed its recommendations in December 2025. The Planning Commission recommended a larger outer boundary for the Winslow subarea and therefore affected this citywide LCA because some properties that had been analyzed in the *Citywide* 2024 Land Capacity Analysis (LCA) for Draft EIS are now analyzed as part of the Winslow Subarea LCA for the Draft Preferred Alternative, completed by the City's Winslow Subarea Plan consultant LMN.

On January 8, 2026, the Planning Commission discussed land use and the *Land Use Element* for the citywide Comprehensive Plan Update, and approved motions affecting land use and this LCA

- I move that the Planning Commission recommend that the lot coverage standard for the Business/Industrial (B/I) zone be increased from 35 to 50%.
  Staff response: This change has been made in this LCA as part of analyzing potential employment capacity for B/I zoned areas.
- I move that the Planning Commission request that staff come back to the Planning Commission with recommendations on how to address the Bainbridge Gardens, on conforming use, whether that be to include it in the neighborhood center zone or otherwise.
  Staff response: Planning staff recommend that implementation of this motion be addressed by changing the land use and zoning of the Bainbridge Gardens properties from residential (R-1 and R-0.4) to Neighborhood Center (NC), the only mixed use or commercial zone in the Island Center NC area. That change has been made for the following properties for this LCA, which increases the amount of developable land area in NC zoning (accounting for critical areas, see LCA Step 3).

  202502-1-006-2003 202502-1-009-2000 172502-4-034-2008

Source Data

The following data was used for this land capacity analysis.

- Kitsap County tax parcel data from November 2023.
- City of Bainbridge Island critical area data from November 2023.

- Comprehensive Plan Draft Preferred Land Use Alternative (outside Winslow) recommended by the City's Planning Commission December 2025 (Winslow boundary) and areas outside of Winslow (January 2026).

Methodology

The methodology for land capacity analysis (LCA) used by the City of Bainbridge Island (and all jurisdictions in Kitsap County) is documented in the 2021 Kitsap County Buildable Lands Report (BLR, Appendix F). Specifically:

- Appendix A of the BLR describes the base LCA methodology used by all jurisdictions.
- Appendix C of the BLR describes modifications to the LCA methodology used by the City of Bainbridge Island for the capacity calculations in the BLR.

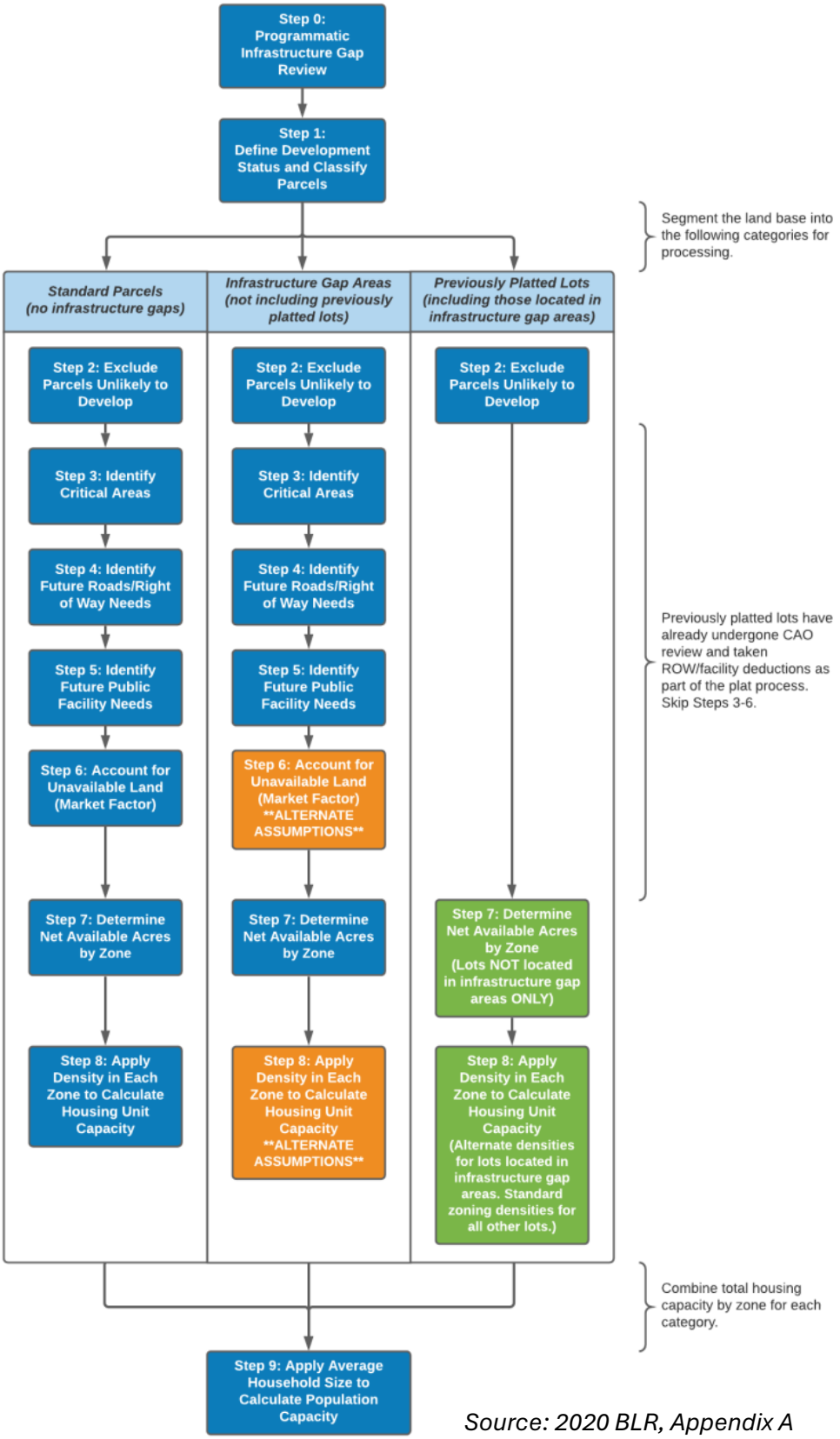
The LCA methodology used to analyze the DEIS alternatives, and this Draft Preferred Alternative is substantially similar to the methodology describe for the City in the 2021 Kitsap County. Any modifications are described in this document.

The following process diagrams summarize the 10-step LCA process.

Figure 1 – Kitsap County Residential LCA Process

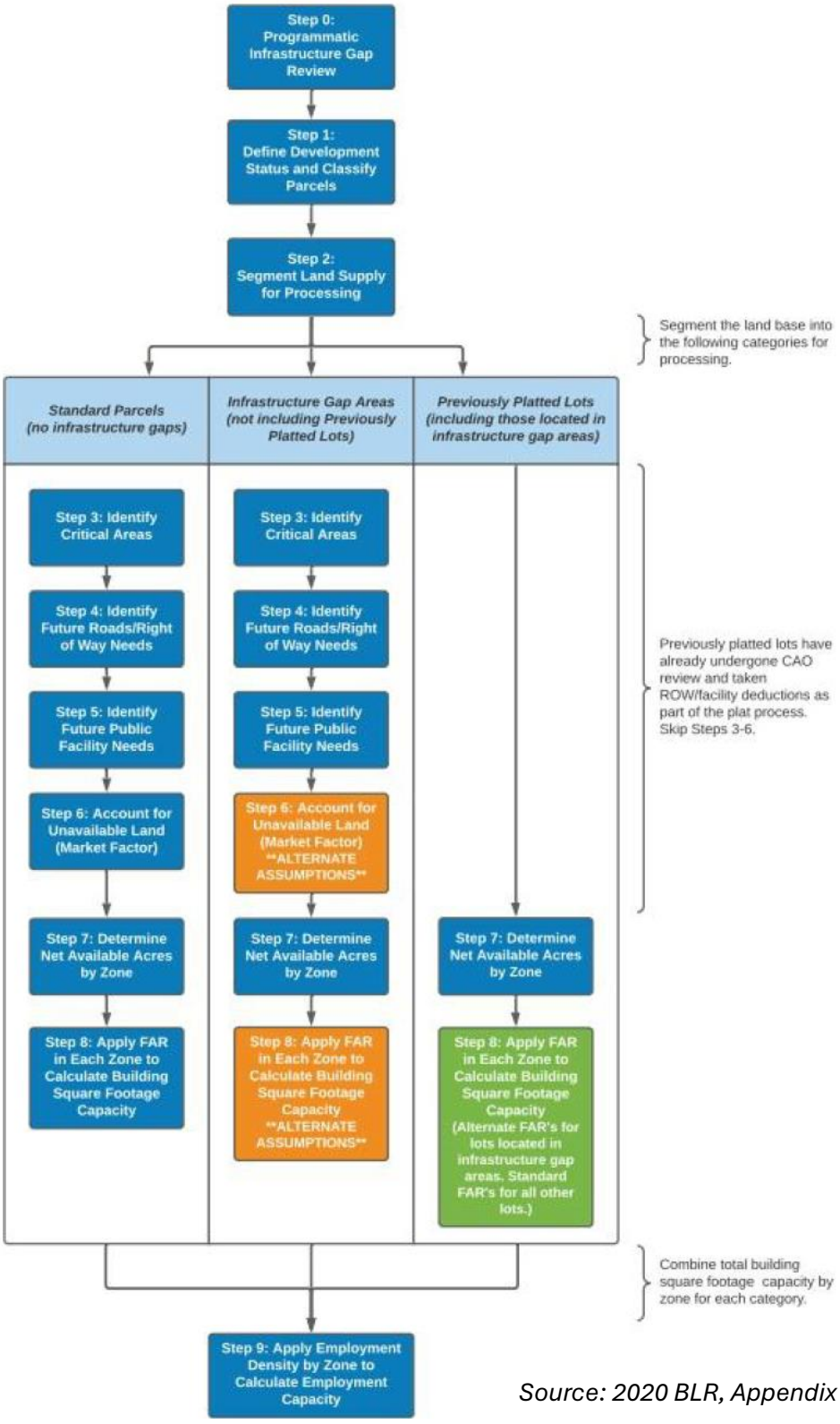
Source: 2020 BLR, Appendix A

Figure 2 – Kitsap County Residential Land Supply Data Processing Diagram



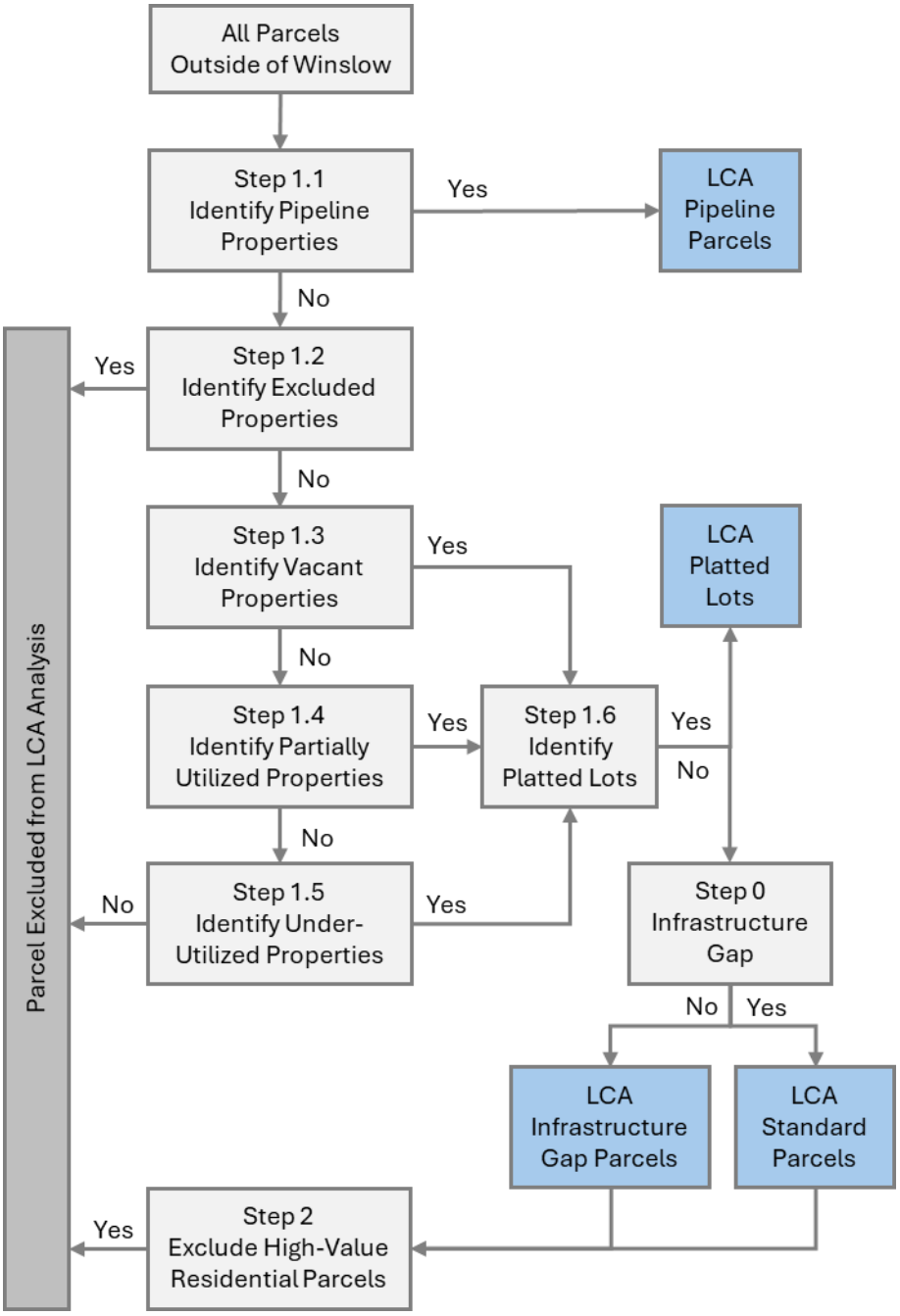
Source: 2020 BLR, Appendix A

Figure 3 – Kitsap County Commercial/Industrial Land Supply Data Processing Diagram



Source: 2020 BLR, Appendix A

Figure 4 – Summary Logic of Parcel Categorization in Steps 1 & 2



Pre-Processing of Parcel Data

1. Clip the parcel layer using the shoreline (approximate ordinary high water line) layer to ensure parcels include only upland land area.
2. Create/update the "Parcel_Acreage" and "Parcel_SQFT" fields in the parcel layer based on the geometry of the clipped parcels.
3. Review and correct the "Prop_Class" field as needed (see Tables 1 and 2). This is primarily focused on identifying parcels that should be in an excluded land use category for LCA Step 1. "Prop_Class" 999 is assigned to parcels that should be excluded from the LCA analysis but have an otherwise correct "Prop_Class" code that would not be otherwise excluded.
    a. For example, land trust conservation easement properties are assigned "Prop_Class" 999.
4. Assign/update the Zoning field based on an overlay analysis of the parcels with the zoning layer applicable to the alternative.
    a. Ignore minor misalignments of zoning boundaries and parcel boundaries as these are artifacts of mapping precision errors.
    b. Identify "split-zoned" parcels (i.e. parcels with more than one zoning designation).
5. Prepare split-zoned parcels:
    a. Divide the split-zoned parcels into sub-parcels based on zoning boundaries.
    b. Create/update the "Parcel_Acreage" and "Parcel_SQFT" fields for each sub-parcel.
    c. Remove any sub-parcel record that is less than 100sf as these are artifacts of mapping precision errors.
    d. Assign the appropriate zone to the zoning field for each sub-parcel.
    e. Edit the number of existing dwelling units located in each sub-parcel to ensure (1) any existing structures will be tallied in the correct zone and (2) there is no double counting.

Table 1 – "Prop_Class" Codes for LCA Analysis

Prop Class Code & Description	Prop_Class Status for LCA Step 1	Reason Excluded	"Under-Utilized" Class when in a Mixed-Use Zone for LCA Step 1.5
111- Single family residence	Analyze		Yes
118- MH - Leased land	Analyze		Yes
119- MH - Real Property	Analyze		Yes
121- Duplex	Analyze		No
122- Triplex	Analyze		No
123- Four units	Analyze		No
131- 5-9 units	Analyze		No
134- 20-29 units	Analyze		No
141- Condo, residential	Analyze		No
160- Hotels and motels	Analyze		No
180- Other residential	Analyze		No
183- Sheds and garages	Analyze		Yes
198- Cabins	Analyze		Yes
459- Totally esmt encumbered	Excluded	Per BLR Appendix A	No

Prop Class Code & Description	Prop_Class Status for LCA Step 1	Reason Excluded	"Under-Utilized" Class when in a Mixed-Use Zone for LCA Step 1.5
470- Communications	Excluded	Per BLR Appendix A	No
480- Utilities	Excluded	Per BLR Appendix A	No
483- Water systems	Excluded	Per BLR Appendix A	No
485- Sanitary land fills	Excluded	Per BLR Appendix A	No
Stormwater retention	Excluded	Per BLR Appendix A	No
489- State-assessed utilities	Excluded	Per BLR Appendix A	No
541- Conv store w/gas pumps	Analyze		No
580- Restaurants	Analyze		No
590- Other retail trade	Analyze		No
591- Neighborhood center	Analyze		No
624- Cemeteries	Excluded	Per BLR Appendix A	No
637- General warehouse	Analyze		No
638- Mini-warehouse	Excluded	No new mini storage/self-service storage facility is permitted (BIMC 18.09.020), making existing mini storage particularly valuable. Existing mini storage can expand.	No
640- Repair services	Analyze		No
656- Convalescent centers	Excluded	Per BLR Appendix A	No
670- Governmental services	Excluded	Per BLR Appendix A	No
680- Educational services	Excluded	Per BLR Appendix A	No
690- Misc. services	Analyze		No
691- Churches	Excluded	Per BLR Appendix A	No
710- Cultural activities	Excluded	Per BLR Appendix A	No
720- Public assembly	Excluded	COBI modified	No
740- Recreational	Excluded	COBI modified	No
744- Marina	Excluded	Per BLR Appendix A	No
760- Parks	Excluded	Per BLR Appendix A	No
810- Agricultural (not O.S.)	Analyze	Per BLR Appendix A	Yes
822- Veterinarian services	Analyze		No
830- CU Agriculture	Excluded	Per BLR Appendix A	No
880- Forest land	Analyze		Yes
910- Undeveloped land	Vacant	Per BLR Appendix A	No
911- Common area	Excluded	Per BLR Appendix A	No
939- Tidelands	Excluded	Per BLR Appendix A	No
940- CU Open Space	Excluded	Per BLR Appendix A	No
950- CU Timber	Excluded	Per BLR Appendix A	No
990 - Other Undeveloped Land	Vacant	Per BLR Appendix A	No
999 - Excluded for LCA by COBI	Excluded	COBI modified	No

Table 2 – Parcels Excluded from LCA Analysis based on Landowner

Landowner	Prop_Class Correction	Note/Exception
ARBOR FUND	710- Cultural activities	Bloedel Reserve
BAINBRIDGE ISLAND CITY OF	Varies	Current parcels are various excluded Prop_Class, **EXCEPT** Parcel 272502-3-028-2006 should remain Prop_Class 111
BAINBRIDGE ISLAND LAND TRUST	999 - Excluded for LCA by COBI	
BAINBRIDGE ISLAND METRO PARK & REC DIST	760- Parks	
BAINBRIDGE ISLAND METRO PARK & RECREATION DISTRICT	760- Parks	
BAINBRIDGE ISLAND METRO PARKS & REC DIST	760- Parks	
BAINBRIDGE ISLAND METROPOLITAN PARK & RECREATION DISTRICT	760- Parks	
BAINBRIDGE ISLAND METROPOLITAN PARKS & REC DIST	760- Parks	
BAINBRIDGE ISLAND METROPOLITAN PARKS AND	760- Parks	
BAINBRIDGE ISLAND METROPOLITAN PK & REC DIST	760- Parks	
BI METROPOLITAN PARK & REC DIST	760- Parks	
CITY OF BAINBRIDGE ISLAND	Varies	Current parcels are various excluded Prop_Class
DEPARTMENT OF TRANSPORTATION	999 - Excluded for LCA by COBI	
FIRE DIST 02 (BAINBRIDGE IS)	Varies	Current parcels are various excluded Prop_Class
ISLANDWOOD FNA PUGET SOUND ENVIROMENTAL	680- Educational services	
KITSAP COUNTY CONSOLIDATED HOUSING AUTHORITY	Varies	Current parcels are vacant and will be analyzed for housing, but need to review in future to ensure no other Prop_Class
KITSAP COUNTY PUBLIC WORKS	Varies	Current parcel is park, but need to review in future to ensure no other Prop_Class
KITSAP COUNTY SEWER DISTRICT 7	Varies	Current parcels are various excluded Prop_Class
KITSAP COUNTY TAX TITLE	999 - Excluded for LCA by COBI	
KITSAP COUNTY TIDELANDS	939- Tidelands	
PORT MADISON WATER CO	Varies	Current parcels are various excluded Prop_Class
PUBLIC UTILITY DIST NO 1 OF KITSAP COUNTY	483- Water systems	

Landowner	Prop_Class Correction	Note/Exception
SCHOOL DIST 303 BAINBRIDGE ISL	Varies	Current parcels are various excluded Prop_Class
SEWER DIST NO 7 SO BAINBR	Varies	Current parcels are various excluded Prop_Class
STATE AGENCY LANDS	Varies	Current parcels are various excluded Prop_Class
STATE OF WA DNR	Varies	Current parcels are excluded, but need to review in future to ensure no other Prop_Class
STATE OF WASHINGTON DOT	Varies	Current parcels are excluded, but need to review in future to ensure no other Prop_Class
BAINBRIDGE ISLAND SCHOOL 303	Varies	Current parcels are various excluded Prop_Class
HYLA MIDDLE SCHOOL	680- Educational services	
BAINBRIDGE DAY CARE/PRESCHOOL	680- Educational services	
MONTESSORI COUNTRY SCHOOL	680- Educational services	
ISLAND SCHOOL INC	680- Educational services	
WOODWARD MIDDLE SCHOOL	680- Educational services	
BLAKELY CAPTAIN J ELEMENTARY	680- Educational services	
WILKES CAPTAIN C ELEMENTARY	680- Educational services	
BAINBRIDGE ISLAND HS ADMIN & ORDWAY ELEM	680- Educational services	

RESIDENTIAL LAND CAPACITY ANALYSIS

Step 0 – Programmatic Infrastructure Gap Review

There are no infrastructure gaps for the Draft Preferred Alternative as documented in the 2021 Buildable Lands Report.

Step 1 - Define Development Status and Classify Parcels

Step 1.1: Identify Pipeline Properties (Optional)

Pipeline properties were identified as follows:

- Parcels with dwelling units built in years 2020 through 2023 using the "Year_Built" field. These were labelled as "built" pipeline properties because the baseline year for this LCA analysis is 2020.
- Approved plats where the subdivided lots have not yet been reflected in the parcel layer.

A comprehensive search of the City's permit database identified no other residential pipeline properties.

Step 1.2: Identify Excluded Properties

Parcels were excluded using:

- The "Prop_Class" codes categorized as "excluded" for Step 1.2 in Table 1.
- Shoreline parcels less than 1 acre (per the assumptions outlined in BLR Appendix A)
- Parcels with land trust conservation easements
- Parcels in the R-6 zone (i.e. Point Monroe) which is assumed to be built-out due to undeveloped lots being used for septic systems or just being to small to practically develop a dwelling unit.

Step 1.3: Identify Vacant Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.4: Identify Partially Utilized Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.5: Identify Under-Utilized Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.6: Identify Platted Lots

There are many lots on Bainbridge Island that were historically platted prior to modern subdivision requirements and critical area regulations. These historically platted lots are subject to subdivision requirements and critical area regulations when developed. Therefore, previously platted lots were categorized as "historic" or "modern" for this analysis.

Historic Platted Lots

Previously platted lots were categorized as "historic" and processed with "LCA Standard Parcels" if more than 25% of all parcels in the plat were developed prior to 1995 using the "Year_Built" field, which is prior to when most modern critical area regulations would have been in effect.

Modern Platted Lots

All other previously platted lots were categorized as "modern" and processed as "LCA Platted Lots" consistent with the assumptions in BLR Appendix A.

Step 1.7: Segment Land Base for Processing

Used the assumptions outlined in BLR Appendix A, except that:

- LCA Platted Lots include only "modern" platted lots from Step 1.6.

Step 2: Exclude Parcels Unlikely to Develop

Used the assumptions outlined in BLR Appendix A.

Step 3: Identify Critical Areas

Used the assumptions outlined in BLR Appendix C, summarized in the table below.

Deduction	25%	75%	90%
Streams & Buffers		X	
Wetlands & Buffers			X
Slopes 40% or more			X
Slopes 15-39%	X		
USGS Mapped Landslides	X		
Liquefaction Areas	X		
Fault Hazard Area (50' on either side of fault)	X		

Step 4: Identify Future Roads/Right of Way Needs

Used the assumptions outlined in BLR Appendix C.

Step 5: Identify Future Public Facility Needs

Used the assumptions outlined in BLR Appendix C.

Step 6: Account for Unavailable Lands (Market Factor)

Used the assumptions outlined in BLR Appendix C.

Step 7: Determine Available Net Acres

Used the assumptions outlined in BLR Appendix A.

Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity

Step 8.1. Calculate Gross Housing Unit Capacity

For "LCA Standard Parcels", the residential density assumptions are provided in Table 4.

For "LCA Platted Lots", the residential density assumptions are outlined in BLR Appendix A.

Table 4–Residential Density Assumptions by Zone (BIMC Table18.12.020-2)

Zone	Min Lot Size per Unit (SQFT)	Overall % Res
R-0.4	100,000	100%
R-1	40,000	100%
R-2	20,000	100%
R-2.9	15,000	100%
R-3.5	12,500	100%
R-4.3	10,000	100%
R-5	8,500	100%
R-6	7,260	100%
NC/R-12	3,630	100%
NC	20,000	100%

Step 8.2. Calculate Net Housing Unit Capacity

Used the assumptions outlined in BLR Appendix A.

Step 8.3. Address Pipeline Development

Used the assumptions outlined in BLR Appendix A.

Step 8.4. Address Capacity for Accessory Dwelling Units (ADU's) for Additional Urban Housing Capacity (Optional)

ADUs are not allowed or not applicable in the following zones:

- R-6 (not allowed)
- NC (not applicable)
- NC/R-12 (not applicable)

For the R-5 Zone, the following assumptions were used:

- Alternative 1 used the assumptions outlined in BLR Appendix C.

The assumptions outlined in BLR Appendix C were used for the following zones for all Alternatives:

- R-0.4 (3 ADUs/yr)
- R-1 (1.75 ADUs/yr)
- R-2 (2.625 ADUs/yr)
- R-2.9 (0.125 ADUs/yr)
- R-3.5 (0.75 ADU/yr)
- R-4.3 (1.125 ADU/yr)

Step 9: Apply Average Household Size to Calculate Population Capacity

Used the assumptions outlined in BLR Appendix A. For ADUs, applied multifamily dwelling unit assumption of 2.22 persons per household.

COMMERCIAL/INDUSTRIAL LAND CAPACITY ANALYSIS

Step 0 – Programmatic Infrastructure Gap Review

See discussion under Residential Step 0.

Step 1 - Define Development Status and Classify Parcels

Step 1.1: Identify Pipeline Properties (Optional)

Used the assumptions outlined in BLR Appendix A. A comprehensive search of the City's permit database identified no commercial/industrial pipeline projects outside of Winslow.

Step 1.2: Identify Excluded Properties

See discussion under Residential Step 1.2.

Step 1.3: Identify Vacant Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.4: Identify Under-Utilized Properties

Used the assumptions outlined in BLR Appendix A.

Step 1.5: Identify Platted Lots

NOTE: LCA STEP 2 APPLICABLE TO RESIDENTIAL LCA ONLY (see also BLR Appendix A).

Step 3: Identify Critical Areas

Used the assumptions outlined in BLR Appendix C, and summarized below.

Deduction	25%	75%	90%
Streams & Buffers		X	
Wetlands & Buffers			X
Slopes 40% or more			X
Slopes 15-39%	X		
USGS Mapped Landslides	X		
Liquefaction Areas	X		
Fault Hazard Area (50' on either side of fault)	X		

Step 4: Identify Future Roads/Right of Way Needs

Used the assumptions outlined in BLR Appendix C.

Step 5: Identify Future Public Facility Needs

Used the assumptions outlined in BLR Appendix C.

Step 6: Account for Unavailable Lands (Market Factor)

Used the assumptions outlined in BLR Appendix C.

Step 7: Determine Available Net Acres

Used the assumptions outlined in BLR Appendix A.

Step 8: Apply Density in Each Zone to Calculate Building Square Footage Capacity

Step 8.1. Calculate Gross Commercial/Industrial Square Footage Capacity

Used the assumptions provided in Table 4.

Table 4 – Commercial/Industrial Building Area Assumptions by Zone

Zone	Primary Employment Type	Employment Density Assumed for Capacity Calculations	FAR	Overall % Non-Res
NC/R-12	Commercial	1 employee / 400 sq. ft.	1.05	50%
NC	Commercial	1 employee / 400 sq. ft.	1.05	50%
B/I	Industrial	1 employee / 800 sq. ft.	1.0*	100%
WDI	Industrial	1 employee / 800 sq. ft.	1.0	100%

*NOTE: B/I Assumed FAR outside Winslow increased to 1.0 in this LCA for the Draft Preferred Alternative, reflecting the Planning Commission recommendation to increase lot coverage from 35% to 50%

Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity

Used the assumptions outlined in BLR Appendix A.

Step 8.3. Address Pipeline Development

Used the assumptions outlined in BLR Appendix A. A comprehensive search of the City's permit database identified no commercial/industrial pipeline projects outside of Winslow.

Step 9. Apply Employment Density by Zone to Determine Employment Capacity

Step 9.1 Classify each Zone as Either Commercial or Industrial

Used the assumptions outlined in BLR Appendix C. See Table 4 above.

Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones

Used the assumptions outlined in BLR Appendix C. See Table 4 above.

Step 9.3 Divide Net Square Foot Capacity by Employment Density to Calculate Employment Capacity

Used the assumptions outlined in BLR Appendix A.

Appendix A

Draft Preferred Alternative Land Capacity Tables- Citywide
(outside Winslow)

Preferred Alternative - Housing and Population Capacity (outside of Winslow Subarea)

Updated 3/3/2026

	Designation	Existing DUs in Built-out & Excluded Parcels (pre-2020)	Vacant, Partially Utilized, & Under-Utilized Parcels Analyzed for Land Capacity (2020-2044)								Approx. Dus: Existing + Capacity	Approx. Population: Existing + Capacity
			Net Developable SqFt	Min Lot Size per DU	Gross DU Capacity	Existing DUs (pre-2020)	Pipeline Parcel DUs	ADUs	Net DU Capacity	Population Capacity		
Land Use	Neighborhood Center & R-5	112	757,802		61	10	43	43	137	289	259	575
	Industrial Center	1									1	2
	Conservation Area	6,424	82,504,216		1,875	721	418	148	1,720	3,969	8,864	21,717
	Total	**6,537**	**83,262,018**		**1,936**	**731**	**461**	**191**	**1,857**	**4,257**	**9,124**	**22,294**
Zoning	NC/R-12	60	92,230	3,630	25	-	-	-	25	54	85	190
	NC	38	631,719	20,000	32	10	-	-	22	45	70	154
	R-6	56		-							56	137
	R-5	14	33,854	8,500	4		43	43	90	190	104	231
	R-4.3	84	71,015	10,000	7	7	-	-	-	-	91	223
	R-2	2,566	18,964,855	20,000	948	404	166	53	763	1,764	3,733	9,145
	R-1	1,906	18,980,129	40,000	475	161	101	35	450	1,039	2,517	6,165
	R-0.4	1,811	44,488,217	100,000	445	149	151	60	507	1,166	2,467	6,044
	WDI	1									1	2
	B/I	1									1	2
	Park											
	Total	**6,537**	**83,262,018**		**1,936**	**731**	**461**	**191**	**1,857**	**4,257**	**9,124**	**22,294**

Preferred Alternative - Employment Capacity (Outside of Winslow Subarea) March 2026

		Traditional Employment								
			Vacant, Partially Utilized, & Under-Utilized Parcels Analyzed for Land Capacity (as of 2020)							
	Designation	Existing Floor Area in Built-out & Excluded Parcels	Net Developable Land Area (SqFt)	Gross Floor Area Capacity	Existing Floor Area	Pipeline Parcel Floor Area	Net Floor Area Capacity	Job Capacity	Approx. Floor Area: Existing + Capacity	Approx. Jobs: Existing + Capacity
Land Use	Neighborhood Center	165,402	723,949	380,073	62,222	-	317,851	795	545,475	1,364
	Industrial Center	34,824	1,387,281	1,387,281	199,220	-	1,188,061	1,485	1,422,105	1,778
	Conservation Area & WDI	276,032	15,522	15,522	-	-	15,522	19	291,554	703
	Total	**476,258**	**2,126,752**	**1,782,877**	**261,442**	**-**	**1,521,435**	**2,299**	**2,259,135**	**3,845**
Zoning	NC/R-12	90,708	92,230	48,421		-	48,421	121	139,129	348
	NC	74,694	631,719	331,652	62,222	-	269,430	674	406,346	1,016
	WDI	4,886	15,522	15,522		-	15,522	19	20,408	26
	B/I	34,824	1,387,281	1,387,281	199,220	-	1,188,061	1,485	1,422,105	1,778
	Other	271,146							271,146	678
	Total	**476,258**	**2,126,752**	**1,782,877**	**261,442**	**-**	**1,521,435**	**2,299**	**2,259,135**	**3,845**

Appendix B

Existing Future Land Use Map
https://www.bainbridgewa.gov/DocumentCenter/View/4353/Official-Future-Land-Use-Map?bidId=

Draft Preferred Alternative Future Land Use and Zoning Map

DRAFT

COBI Planning Commision Draft Landuse

Zoning/Landuse Designations

- B/I
- Central Core
- Connection Zone
- Ferry Terminal District
- High School Rd Zone
- NC
- NC-R-12
- Park
- R-0.4
- R-1
- R-2
- R-2.9
- R-3.5
- R-4.3
- R-5
- R-6
- R-8
- WDI

Suquamish

Kitsap

Bainbridge Island

Manchester State Park

Bremerton

DRAFT

City of Bainbridge Island Future Land Use Map

March 6, 2026

City of Bainbridge Island

2026

Coordinate System: NAD 1983 2011 StatePlane Washington North FIPS 4601 Ft US

Folder: C:\GIS\Planning_Commision_Boundary_drafts\

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Appendix C

2021 Kitsap County Buildable Lands Report

https://www.kitsap.gov/dcd/Pages/Buildable_Lands_Update.aspx

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Part 1: Land Capacity Analysis

Policy Targets

The policy targets used in this Land Capacity Analysis (LCA) come directly from the Kitsap County Countywide Planning Policies (CPPs), Appendix F (2023) housing allocations through 2044.

	Total (Not Including STEP)	0-30% AMI (Non-PSH)	0-30% AMI (PSH)	>30-50%	>50-80%	>80-100%	>100-120%	>120%	STEP (Temp.)
Allocation (2020-2044)	1,977	377	166	324	272	140	138	560	83

In applying these allocations, the LCA follows the Washington State Department of Commerce, Book 2 framework for higher-cost communities, which relates housing type to typical affordability levels and guides how capacity is demonstrated by income band:

- Low and moderate density development is assumed to serve >120% AMI.
- Accessory Dwelling Units (ADUs) are assumed to serve 80-120% AMI.
- Low-Rise and Mid-Rise Multifamily can serve 80-120% AMI and are necessary but not sufficient for the production of 0-80% AMI units; those deeper affordability levels typically depend on programs and incentives outside of this LCA's quantification.

Exhibit 13. Example of relating zone categories to housing types and income levels served in higher-cost communities

Zone category	Typical housing types allowed	Lowest potential income level served		Assumed affordability level for capacity analysis
		Market rate	With subsidies and/or incentives	
Low Density	Detached single family homes	Higher income (>120% AMI)	Not feasible at scale*	**Higher income (>120% AMI)**
Moderate Density	Townhomes, duplex, triplex, quadplex	Higher income (>120% AMI)	Not typically feasible at scale*	**Higher income (>120% AMI)**
Low-Rise Multifamily	Walk-up apartments, condominiums (2-3-floors)	Moderate income (>80-120% AMI)	Extremely low, very low, and low-income (0-80% AMI)	**Low income (0-80% AMI) and PSH**
Mid-Rise Multifamily	Apartments, condominiums	Moderate income (>80-120% AMI)	Extremely low, very low, and low-income (0-80% AMI)	**Low income (0-80% AMI) and PSH**
High-Rise/Tower	Apartments, condominiums	Higher income (>120% AMI)	Moderate income (>80-120% AMI)	**Moderate income (>80-120% AMI)**
ADUs (all zones)	ADUs on developed residential lots	Moderate income (>80-120% AMI)	N/A	**Moderate income (>80-120% AMI)**

WA Dept. of Commerce "Guidance for Updating your Housing Element (2023, Updated 2026)," pg. 36.

Accordingly, this LCA quantifies the multifamily capacity needed to accommodate the allocations by income band, while the specific affordability outcomes for the ≤80% AMI and 80–120% AMI

ranges are addressed through non-quantified policies and incentives identified as part of the City of Bainbridge Island's Comprehensive Plan Housing Element. This approach is consistent with Commerce's current review practice for higher-cost communities.

Based on these guidelines, in order to show compliance with the CPP policy targets, this LCA must show:

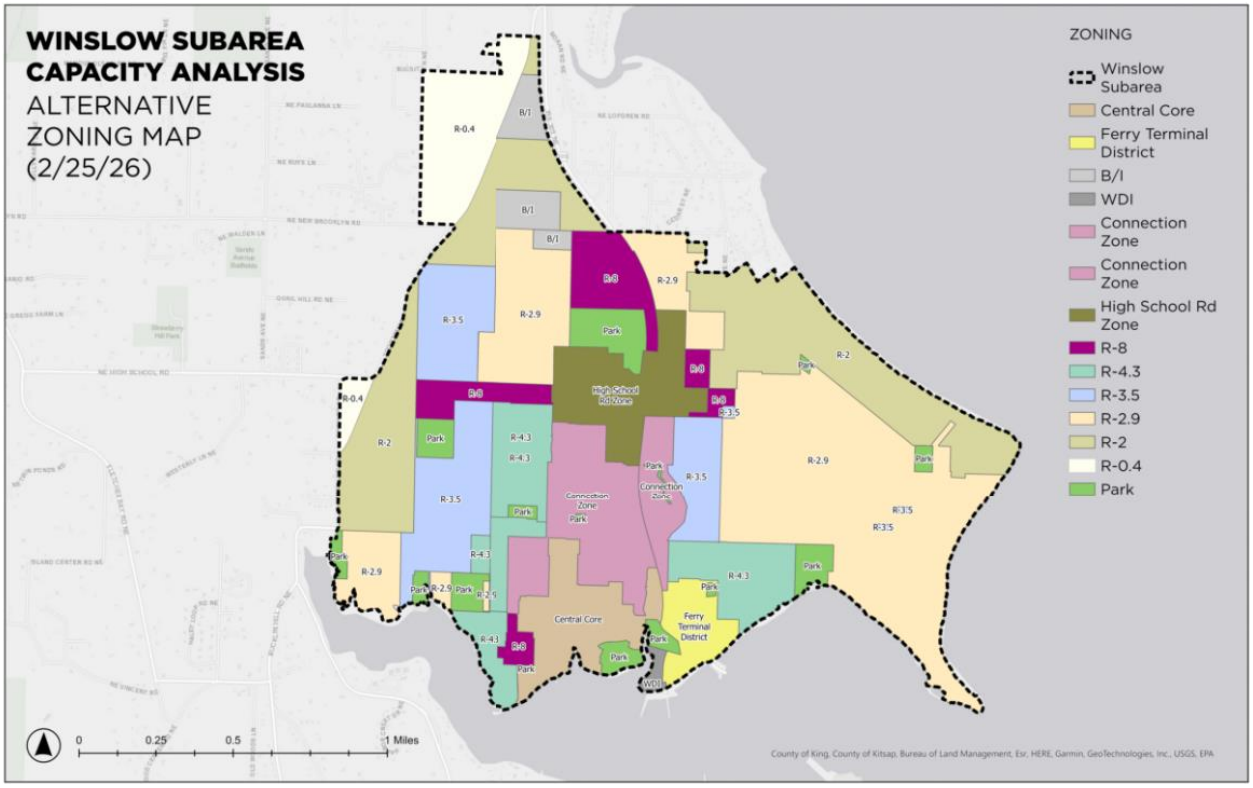
- >560 DUs at >120% AMI.
- >1,222 Low-Rise and Mid-Rise Multifamily DUs (Sum of 0-80% AMI requirements including STEP).
- For the 80–120% AMI allocation, the remaining multifamily capacity needed equals 278 dwelling units minus the citywide ADU projection. ADU production counts toward the 80–120% AMI band but the balance must be met with multifamily units.

This LCA does project units at specific levels of affordability based on Pipeline Parcel assumptions (where projected affordability levels are known) and the proposed Voluntary Inclusionary Zoning program (where anticipated affordability is based on policy requirements). However, because these projections alone are not sufficient to meet the requirements at their respective affordability bands, they are not determinative for compliance. These affordable units are included in the multifamily totals but are not sufficient to provide the multifamily capacity requirement.

Alternatives Analyzed

The Preferred Alternative studied in this analysis uses the Winslow Subarea boundary, zoning designations, and dimensional standards shown below, based on COBI Planning Commission and City Council direction. The height and FAR bonuses noted are achieved through participation in a voluntary inclusionary housing incentive program described in the methodology section.

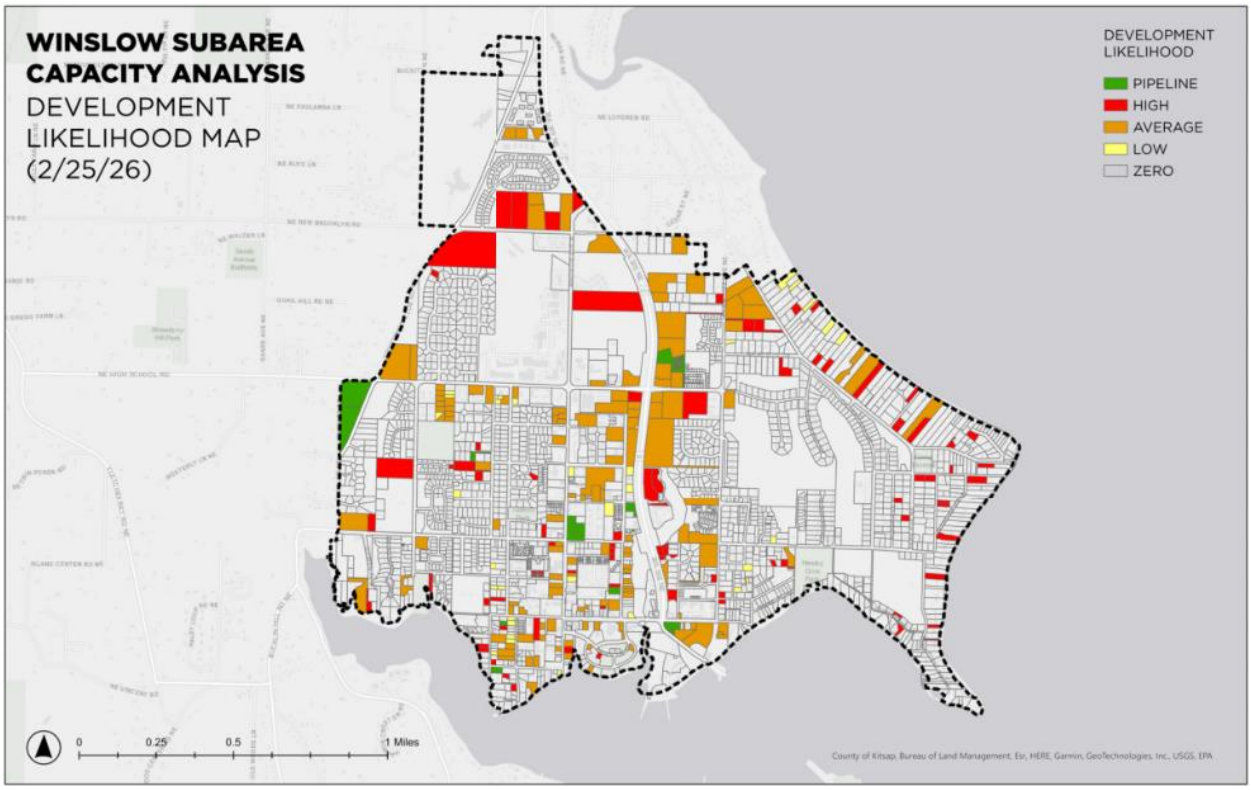
Note that for the purposes of determining development likelihood (as described later), all operations use the zoning maximum base FAR not the maximum FAR with the voluntary inclusionary zoning bonus. This is because voluntary inclusionary housing programs must balance additional cost to a developer (provision of affordable units) with additional benefit for the developer (greater density). If an incentive provides too little benefit, no developer will choose to utilize it, and if there is too little required cost, the incentive will be seen as a giveaway to developers that does not provide sufficient value to the community. Because of this, the bonus FAR provided through the voluntary inclusionary zoning program does not make development on a given conceptual site more likely. Instead, it influences the utilization rate for sites that are already likely to develop based on operations calculated at the base maximum FAR and then influences the total amount of development that is modeled on sites that choose to participate in the voluntary bonus program.



ZONING		PROPOSED DIMENSIONAL STANDARDS					
Type	Zoning District	Max Density (SF/DU)	Base Mixed Use FAR	Max Lot Coverage	Max Height	Max FAR w/ Bonus	Max Height w/ Bonus
Mixed-Use	**Core**	N/A	1.0	100%	35'	3.0	55'
	FTD	N/A	1.0	100%	35'	4.0	55'
	B/I	20,000 SF	N/A	50%	35'	N/A	N/A
	WDI	N/A	N/A	50%	35'	N/A	N/A
	Conn. Zone	N/A	0.5	60%	25'	1.5	45'
	HSR	N/A	1.0	75%	35'	4.0	55'
Residential	**R-14**	3,100 SF	N/A	40%	35'	N/A	N/A
	R-8	5,400 SF	N/A	25%	35'	N/A	N/A
	R-4.3	10,000 SF	N/A	25%	25'	N/A	N/A
	R-3.5	12,500 SF	N/A	25%	25'	N/A	N/A
	R-2.9	15,000 SF	N/A	25%	25'	N/A	N/A
	R-2	20,000 SF	N/A	20%	30'	N/A	N/A
	R-0.4	100,000 SF		10%	30'	N/A	N/A

Capacity Results

The GIS analysis identifies the following parcels as likely to develop. See Part 2: Methodology for a description of likelihoods and the process for filtering parcels.



Total projected capacity is aggregated by zone below.

Residential Projections

Residential Projections							
Type	Zoning District	Total Likely Net DUs	Estimated Additional Population	Total Likely Net DUs (>120% AMI)	Total Likely Net DUs (80-120% AMI)	Total Likely Net DUs (<80% AMI)	Total Multifamily DUs
Mixed-Use	Core	195 DU	410 P	195 DU	0 DU	0 DU	195 DU
	FTD	201 DU	425 P	108 DU	0 DU	94 DU	201 DU
	B/I	-1 DU	-1 P	-1 DU	0 DU	0 DU	-1 DU
	WDI	0 DU	0 P	0 DU	0 DU	0 DU	0 DU
	Conn.	300 DU	634 P	269 DU	0 DU	31 DU	300 DU
	HSR	675 DU	1,424 P	617 DU	0 DU	58 DU	675 DU
Residential	R-14	0 DU	0 P	0 DU	0 DU	0 DU	N/A
	R-8	50 DU	117 P	50 DU	0 DU	0 DU	N/A
	R-4.3	37 DU	87 P	15 DU	23 DU	0 DU	N/A
	R-3.5	25 DU	58 P	10 DU	15 DU	0 DU	N/A
	R-2.9	17 DU	39 P	14 DU	3 DU	0 DU	N/A
	R-2	46 DU	107 P	46 DU	0 DU	0 DU	N/A
	R-0.4	22 DU	51 P	0 DU	0 DU	22 DU	N/A
Winslow Total:		**1,569 DU**	**3,352 P**	**1,324 DU**	**40 DU**	**205 DU**	**1,371 DU**

DUs from COBI analysis outside Winslow:	>560	191	0 DU	0 DU
Citywide Total:	**>1,884 DU**	**231 DU**	**205 DU**	**1,371 DU**

CPP Requirements by Category:	560	278	1,222	1,272
Citywide Delta:	**Complies**	**-47 DU**	**-1,017 DU**	**+99 DU**

This analysis shows that the analyzed zoning scenario has sufficient capacity to meet the required 560 dwelling units at >120% AMI, with 1,324 units projected in Winslow and more than 1,884 units citywide.

The quantifiable multifamily projections are 50 units short of the 80–120% AMI target and 1,017 units short of the 0–80% AMI target. Per Commerce guidance for higher-cost communities, these remaining units are expected to be achieved through non-quantified policies, programs, and incentives identified in the COBI Housing Action Plan and Comprehensive Plan Housing Element, rather than through LCA quantification.

For the 80–120% AMI band, COBI projects 188 ADUs outside Winslow, and when combined with ADUs projected inside Winslow, the total of 228 ADUs counts toward this income range. The remaining share of this band must be met through multifamily capacity. The 1,222 units required for the 0–80% AMI band plus the 278 units required for the 80–120% AMI band, minus the 228 ADUs projected island-wide, results in a required 1,272 multifamily units.

This analysis shows capacity for 1,371 multifamily units in Winslow. Demonstrating this capacity satisfies Commerce's requirement that the zoning allows sufficient multifamily development potential for the income bands that depend on multifamily housing, while the corresponding affordability outcomes are addressed through policies evaluated outside the LCA.

Commercial Projections

Commercial Projections			
Type	**Zoning District**	**Total Likely Net Commercial Gsf**	**Total Likely Net Jobs**
Mixed-Use	**Core**	10,115 Sf	25 Jobs
	FTD	11,491 Sf	29 Jobs
	B/I	537,594 Sf	672 Jobs
	WDI	0 Sf	0 Jobs
	Conn.	5,427 Sf	14 Jobs
	HSR	-14,722 Sf	-37 Jobs
	Total:	**549,905 Sf**	**703 Jobs**

Net commercial GSF in the HSR zone is negative under the Preferred Alternative because older commercial space is expected to be replaced by residential-dominant mixed-use development consistent with the MU program split assumptions.

Part 2: Methodology

Comments on the BLR Appendix A Land Capacity Analysis Methodology

The 2021 Kitsap County Buildable Lands Report Appendix A methodology ("BLR") is the County's recommended framework for land capacity analysis. The BLR was designed as a generalized approach suitable for evaluating every tax parcel in Kitsap County, producing accurate results when averaged across large geographies. The BLR acknowledges, however, that the methodology may not be appropriate for all jurisdictions and notes that cities may vary assumptions as long as the analysis remains transparent and reflects local conditions. Appendix C of the BLR report lays out the differing assumptions for the Cities of Bainbridge Island ("COBI"), Bremerton, and Port Orchard.

For the Winslow Subarea of Bainbridge Island, the COBI BLR methodology from Appendix C serves as the starting point and organizational framework, but many of the operations require modification to accurately reflect the development context in Winslow. The BLR methodology is oriented towards rural and low-density residential development patterns, which makes up most of the development in the County and on Bainbridge Island outside Winslow. Many of the operations are not able to accurately simulate the conditions of the Winslow Subarea, where development is predominantly urban infill on high-value parcels, often with mixed-use zoning, and changes to height and density zoning are being explored through the subarea planning process.

Additionally, while there are over 118,000 tax parcels in Kitsap County and over 11,000 in the City of Bainbridge Island, there are under 2,500 parcels in the Winslow subarea. This smaller geography made it possible to spot test the methodology across a higher proportion of individual parcels and assess accuracy against both professional experience and the local knowledge of the COBI planning staff. This allowed refinement of assumptions where needed, resulting in a capacity methodology that is transparent, repeatable, and tailored to the Winslow context.

Modifications to the COBI BLR methodology are summarized below and followed by the full methodology in detail. Where no modification is described, the step uses the same approach as the Bainbridge Island citywide Comprehensive Plan Land Capacity Analysis documented in BLR Appendix C.

Modifications to the BLR Methodology for Winslow:

- Step 0 – Programmatic Infrastructure Gap Review
    - No infrastructure gap parcels identified in Winslow with planned capital improvements.
- Step 1 – Classify Parcels
    - The same operation is applied to parcels zoned both residential and mixed-use, applying the appropriate density units at the end of the operation, i.e. floor area ratio ("FAR") or dwelling units ("DU") per acre.
- Step 1.1 – Identify Pipeline Properties

    - The projected dwelling units for pipeline parcels are categorized as affordable (0-80% AMI) or market rate (>120% AMI). No pipeline parcels are planning to produce units at 80-120% AMI.
- Step 1.2 – Identify Excluded Properties
    - Shoreline parcels less than 1 acre are not excluded from the analysis. While these are often high value parcels, they are also typically large parcels, and there is precedent in Winslow for shoreline subdivision and redevelopment. There are also a number of vacant shoreline parcels that are likely to develop. Most shoreline residential parcels are excluded by the high-value operations in Step 2 or heavily discounted by the critical area assumptions in Step 3 but are not excluded outright.
- Step 1.3 – Identify Vacant Properties
- Step 1.4 – Identify Partially Utilized Properties
    - The citywide BLR residential function is replicated here, which accurately captures parcels that are underbuilt relative to residential capacity, even in a district that has been rezoned.
    - A corresponding function is added for commercial/mixed-use parcels. The BLR methodology does not otherwise capture mixed-use parcels that are underbuilt relative to capacity when they are regulated by FAR, especially in areas that have been rezoned.
    - For instance, an existing commercial building with floor area corresponding to 0.8 FAR on a site zoned for 1.0 FAR would appear to be unlikely to redevelop. But if a rezoning were being contemplated that would increase the zoning limit to 3.0 FAR, it becomes substantially more likely that the site will redevelop. This likelihood will also not be captured by the BLR "assessed improvements value" divided by "assessed land value" function because the future value of the land (which increases if rezoned) is not known.
    - This LCA uses "floor area capacity" divided by "existing floor area" > 4.0 as the threshold to reflect greater cost and complexity to developing in these urban, mixed-use areas where redevelopment typically pencils only where planned intensity is several multiples of current buildout due to teardown, high construction costs, and required frontage/ROW and public facility upgrades.
    - This captures parcels where there is significant unrealized development capacity, even if the current use is appropriate for the zoning and the existing structure is not undervalued relative to the site under the existing zoning.
- Step 1.5 – Identify Underutilized Properties
- Step 1.6 – Identify Platted Lots
    - There is not a significant correlation in the Winslow Subarea between previously platted lots and lots that can be developed without capacity penalties for ROW, public facilities, critical areas, and market factor, particularly when upzoning is being evaluated.

    - Most single-family residential parcels are already excluded from the analysis because they meet the criteria for high value homes outlined in Step 2 of the BLR methodology, so these parcels do not generate capacity regardless of how they are sorted.
    - There are some larger parcels that meet the criteria for redevelopment that have been previously platted, but that would likely require deductions for ROW, public facilities, critical areas, and market factor were they to redevelop.
    - Because of these local conditions, this analysis does not separate out previously platted parcels. All parcels, regardless of previous plat status, are evaluated the same.
- Step 1.7 – Segment Land Base for Processing
    - Because the analysis does not utilize Previously Platted lots, and there are no Infrastructure Gap parcels, all lots identified as vacant, partially utilized, or underutilized are considered Standard Parcels. Parcels excluded through Step 1.2 are treated as having zero likelihood for development.
- Step 2 – Exclude Parcels Unlikely to Develop
    - The citywide BLR method of excluding parcels where the assessed value of property improvements is greater than 2.5x the parcel's assessed land value is maintained here. This excludes residential partials where the value of the home is substantially greater than the value of the land, reflecting disproportionate investment that makes redevelopment unlikely.
    - This operation is not well-calibrated for areas with high land values. Structure value tends to sit within a range of approximately $100,00 - $1,000,000, but large and/or waterfront parcel land value can easily be valued in the $1,000,000 – 5,000,000 range in Winslow. It is not unusual to see a waterfront parcel where the land value far exceeds the structure value, even though the structure value is high relative to other structures. These parcels are unlikely to redevelop for the same reason the BLR applies the above operation, but they are not captured by that operation.
    - For this reason, this LCA adds an exclusion for residential parcels where structure value plus land value is greater than $1,000,000. This captures both parcels with average land values but high structure values and parcels with very high land values and low structure values. This meets the intent of the BLR operation while accounting for the higher values in Winslow.
    - There is also an exception to this rationale, which is high value parcels that are large enough to be redeveloped at a high enough level of additional capacity that high-net worth owners may consider redevelopment.
    - Accordingly, this LCA includes an upper limit to both of these high value exclusions where any residential parcels where residential capacity divided by existing DUs is 4.0 or more are not excluded, regardless of value.
    - Similar to the FAR operation described in Step 1.4, the ratio of 4.0 is used here to capture a level of value-add that is sufficient to incentivize the owner of a high value

property to redevelop, given demolition and construction costs, temporary loss of use, entitlement risk and time, financing carry, equity tied up, and any critical-area compliance/mitigation unique to the parcel. 4.0 is a conservative threshold that captures parcels with high capacity for redevelopment but acknowledges that most high-value parcels are unlikely to redevelop even with marginal additional capacity.

- Step 3 – Identify Critical Areas
    - The COBI BLR methodology assigns critical area discount values between 25% (for Moderate Geohazards) and 90% (for Wetlands and Wetland Buffers). This is a significant discount in land area that is magnified in mixed-use districts regulated by FAR, and too large a discount for areas that are served by public sewer and water.
    - For instance, a 100,000 SF parcel that is 50% encumbered by wetlands and wetland buffers would be discounted by 45,000 SF (90% of 50%). If maximum allowed density on that parcel was 2.0 FAR, this operation would assume only 110,000 SF of developable building area would be allowed (55,000 SF remaining land area x 2.0).
    - But this is not how the BIMC land use code actually regulates critical areas. BIMC 16.20 provides multiple flexible pathways that, in practice, reduce the relationship between regulated critical-area coverage and ultimate development capacity. These include reasonable use exceptions (BIMC 16.20.080), alternatives to prescriptive buffers (BIMC 16.20.140), and allowances for clustering development (BIMC 16.20.140). Together, these provisions often allow applicants to organize building area to maintain FAR potential on the unconstrained portion of a site, while still protecting critical-area functions and values. In other words, some sites encumbered by critical areas are still able to develop at maximum capacity, especially those regulated by FAR.
    - It is true though that sufficient encumbrance on a site often does limit total development potential, though rarely by 90% or more. It is also the case that certain types of critical areas (wetlands and streams) present much more significant challenges to development than others, based on the specific regulations of BIMC 16.20.
    - To account for this variation and site-specific complexity, this analysis proposes 40% as a deduction for wetlands, streams, and associated buffers, and 10% as a deduction for all other critical area types. This magnitude captures meaningful reduction, particularly on specific large, heavily encumbered parcels identified in Winslow, but also recognizes that most encumbered parcels will still develop at full capacity.
- Step 4 – Identify Future ROW Needs
- Step 5 – Identify Future Public Facility Needs
- Step 6 – Account for Unavailable Lands (Market Factor)
    - The COBI BLR analysis assumes that 90% of all possible developable land will be developed during the analysis timeframe (the planning period, by 2044), but this is likely an over-projection for Winslow. Construction costs, regulatory obstacles,

market cycles, local policies, and ownership preferences frequently result in substantial development inefficiency, and it is not unusual to see even vacant parcels remain undeveloped for years or decades.

- It is also not the case that all parcels identified by the BLR methodology as likely to develop are equally likely to develop. Different methodology operations select for different conditions and criteria, which can be indexed to likelihoods in a more accurate way. This is consistent with the approach outlined in the Kitsap County Buildable Lands Report, Appendix B: Market Factor Guidance.
- To reflect these observed redevelopment dynamics in an urban infill context, this analysis applies the following class-based likelihoods instead of a single factor, consistent with the BLR framework that forward-looking capacity should reflect likelihood of development:

Parcel Class	Likelihood	Rationale
Pipeline	100%	Pipeline parcels are already designed and either entitled or in the permit process.
Vacant	90%	Vacant parcels have the most proportional capacity available and the least redevelopment cost. It is very likely that these parcels will redevelop over the 20-year planning period.
Partially Utilized	50%	Partially utilized parcels have substantial unrealized capacity, which makes them valuable targets for redevelopment, even if there are complexities involving existing structures. However, high construction costs, market cycles, and permitting complexity often keep parcels with capacity from developing.
Underutilized	10%	Underutilized parcels have low structure values relative to land value, so may be developed. However, the lack of substantial additional capacity limits their development attractiveness and ability to add capacity to the district. These may develop incidentally but aren't targets for added density.
Excluded	0%	Excluded parcels are parcels that are not likely to develop, either because of ownership, property class, or because they do not qualify for the other categories. These may be parcels that are close to capacity for their zoning district and not particularly high or low value. There is no particular incentive for these parcels to develop, and they will provide negligible capacity if they do.

- Step 7 – Determine Available Net Acres
- Step 8 – Apply Density in Each Zone to Calculate Capacity
    - The BLR/COBI methodology assumes that all developable area will develop at maximum zoned capacity. This analysis replicates that assumption here, noting that the increased discounts for unavailable lands in Step 6 and the conservative assumptions in Steps 3-5 make it likely that the remaining area available for development in a high-cost, urbanizing area like Winslow will maximize development potential.

- Step 8.1 – Calculate Gross Capacity
    - Aggregate capacity is calculated based on parcel projected zoning district maximum allowable density, using SF/DU for residentially zoned properties and FAR for mixed-use zoned properties.
    - In the B/I and WDI zoning districts, the BIMC zoning code limits development through bulk controls rather than FAR. In both of these districts, the maximum allowable lot coverage in the Draft Preferred Alternative is 50% (note: for the B/I district, in December 2025, the Planning Commission has recommended increasing lot coverage from 35% to 50%) and the maximum allowable height is 35'. Functionally, this limits development to a structure of 3 stories that takes up 50% of the site, which is equivalent to a 1.5 FAR.
    - In mixed-use districts the analysis uses a residential/commercial program split between 85/15% and 95/5% (see below table for full assumptions), depending on allowable height and density. This assumes that most new development will be residential and most new commercial program will be ground floor retail, consistent with recent development patterns in Winslow. In districts with greater allowed height and density or more concentration of commercial activity, the commercial percentage is assumed to be higher; in areas with lower density and commercial concentration, it is assumed to be lower.
    - The analysis assumes 85% efficiency for Multifamily residential in mixed-use districts, to account for lobbies, hallways, and common spaces, and 850 SF / unit average size.
    - The analysis also models a voluntary inclusionary zoning program in the mixed-use zoning districts, based on affordable unit percentage requirements between 20% and 25% at 80% AMI, as directed by the COBI Planning Commission in December 2025.
        - Strategic Economics has evaluated mandatory and voluntary inclusionary zoning policies and voluntary density bonus programs in several states. For mandatory inclusionary zoning policies, low-income requirements typically range from 5 to 15%. Voluntary inclusionary programs often provide larger density bonuses for projects providing more inclusionary units (up to and exceeding 25%), but these programs are typically implemented on a sliding scale, where a developer can select an inclusionary percentage and corresponding density bonus that will work for their project.
        - Inclusionary programs with higher percentage requirements typically have lower utilization rates because projects typically take a substantial loss on each low-income unit provided.
        - Because of this, the State of California requires any jurisdiction instituting a mandatory inclusionary requirement of more than 15% low-income units to prove that it is financially feasible. (AB1505, passed in 2017).
        - The extent of FAR bonus provided can help, but only in a circumstance where each unit provides a net benefit to the project. In other words, if inclusionary requirements surpass a threshold at which net revenue per unit

becomes negative, then additional density will not provide any benefit to the project.
    - For these reasons, this analysis projects relatively low utilization rates, of between 0 and 10% depending on the amount of FAR bonus available in each district for the proposed 20 to 25% inclusionary requirements in Winslow.
- For single-family residential parcels, this analysis assumes an 80% Parcel Efficiency Factor when calculating capacity. This is to account for the fact that BLR methodology aggregates parcel area before calculating capacity.
    - For instance, if there are three existing lots in an R-4.3 district, and each is 14,000 SF, max density for R-4.3 is 10,000 SF / DU, so each of these parcels is at capacity and unable to add an additional unit. But the BLR methodology would instead aggregate their lot area first (42,000 SF) and then calculate a total capacity of 4 DUs instead of 3 DUs. Conceptually, this assumes perfect lot line adjustment to maximize residential capacity across the subarea.
    - While there may be instances where a developer purchases two oversized lots and combines them to create three new lots, practical constraints will limit the efficiency that is achievable. There will be some loss factor that is not accounted for in the BLR methodology. Given that many residential parcels are close to the max density of their zoning district in size, but some are not, this analysis uses 20% as an approximate loss factor.
    - (Note that an alternative approach would be to calculate residential density on a parcel-by-parcel basis and then aggregate DU capacity, not residential acreage. The challenge here is technical – performing this operation while accounting for critical area overlays, zoning, and LCA class / likelihood makes the analysis exponentially more complex.)

Density and Program Assumptions by Zone											
	Zone	**Core**	**FTD**	**B/I**	**WDI**	**Gate**	**Erick**	**Mad**	**Conn.**	**HSR**	**Res.**
Program	% Resi	85%	90%	0%	0%	N/A	N/A	N/A	95%	90%	100%
	% Comm.	15%	10%	100%	100%	N/A	N/A	N/A	5%	10%	0%
Residential	Res. Eff.	85%	85%	85%	85%	N/A	N/A	N/A	85%	85%	N/A
	Unit Size	850	850	850	850	N/A	N/A	N/A	850	850	N/A
	Parcel Eff.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	80%
Demographics	People/DU	2.22	2.22	2.22	2.22	N/A	N/A	N/A	2.22	2.22	2.45
	Vacancy	5%	5%	5%	5%	N/A	N/A	N/A	5%	5%	5%
	GSF/Job	400	400	800	800	N/A	N/A	N/A	400	400	N/A
Voluntary Inclusionary Zoning	Utilization Rate	0%	3%	0%	0%	N/A	N/A	N/A	0%	5%	0%
	% Req.	25%	25%	0%	0%	N/A	N/A	N/A	20%	25%	0%

- Step 8.2 – Calculate Net Capacity
- Step 8.3 – Add Pipeline Development to Relevant Zones
- Step 8.4 – Address Capacity for ADUs
    - This analysis uses the COBI BLR methodology Step 8.4 to project ADUs in Winslow residential zones over the 20-year planning period. R-2 zone ADU estimate included in Citywide LCA.

Zone	Historical Production of ADUs/year	20-Year Total
R-4.3	1.25	22.5
R-3.5	0.75	15
R-2.9	0.125	2.5
Total		40

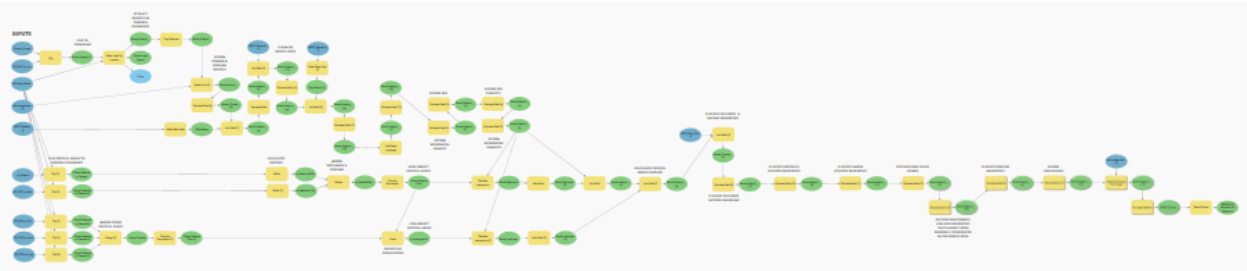
- Step 9 – Calculate Population and Job Capacity

GIS Source Data Provided by the City of Bainbridge Island:

- Bainbridge Island Parcel Data (EOY 2019)
- Shoreline Polygon (2015)
- Critical Area Data (shared 12/18/25):
    - Streams
    - Wetlands
    - Land Slide Areas
    - Slope Classification
    - Liquefaction Areas
- Winslow Subarea Proposed Boundary (finalized by City 2/3/26)
- Winslow Subarea Proposed Zoning Districts (finalized by City 2/24/26)

Winslow Full Methodology

The methodology is diagrammed and automated through ModelBuilder in ArcGIS (see screenshot below). By following the flow of operations and clicking into nodes, the process is both transparent and replicable. Once inputs are properly assigned and a file location is assigned for the output Excel file, the entire GIS analysis can be "run" in ArcGIS with no further manual steps.



All inputs to the process are shown as blue ovals. The goal is to automate as much of the process as possible and clearly document all manual adjustments.

Once the ArcGIS model is run, it will output an Excel table with relevant parcel data. This file can be linked into the Winslow Projection Model Excel file, which will then automatically update and show final projection values for the subarea. Cells in light green are input cells, but do not need to be adjusted once the methodology is set. The checkboxes can be turned on and off to see the impact of each zoning district on the total numbers.

GIS Inputs:

- Parcel Layer
  - Provided by COBI.
  - No manual modifications required.
  - This is the primary layer that is evaluated throughout the analysis.
- Shoreline Polygon
  - Provided by COBI.
  - Used to trim parcel and zoning layers so that area underwater is excluded from all calculations.
- Winslow Subarea Study Boundary
  - Provided by COBI.
  - Used to limit parcel and critical area layers to the study area.
- Winslow Proposed Zoning Map
  - Provided by COBI.
  - Used to assign new zoning designation to parcels.
- Critical Areas – Streams
  - Provided by COBI.
  - Used to generate buffer area based on buffer field in base data.
  - Overlaid with wetlands buffer area to create “High Impact Overlap Area”.
- Critical Areas – Wetlands
  - Provided by COBI.
  - Used to generate buffer area based on buffer field in base data.
  - Overlaid with stream buffer area to create “High Impact Overlap Area”.
- Critical Areas – Slopes
  - Provided by COBI.
  - Overlaid with liquefaction and land slide areas to create “Low Impact Overlap Area”.
- Critical Areas – Liquefaction Areas
  - Provided by COBI.
  - Overlaid with slopes and land slide areas to create “Low Impact Overlap Area”.
- Critical Areas – Land Slides
  - Provided by COBI.
  - Overlaid with slopes and liquefaction areas to create “Low Impact Overlap Area”.
- Property Class Adjustments Table
  - Provided by COBI.
  - Table that assigns vacant or excluded to parcels based on property class.

    - Also sets what property class types are considered underutilized in commercial/mixed-use zones.
- Ownership Adjustments Table
    - Provided by COBI.
    - Table with adjustments to parcel data based on ownership.
    - Primarily used to adjust parcels where property class is incorrect.
- Pipeline Parcels Table
    - Provided by COBI.
    - Table with info on pipeline parcels.
    - Gets automatically processed into the analysis.
- Miscellaneous Parcel Adjustments Table
    - Provided by COBI.
    - Table that assigns vacant or excluded to parcels based on property class.
- Likelihood Formatting
    - ArcGIS symbology file that assigns graphic formatting to the output parcel layer based on assigned "likelihood" field.

Step-by-Step Methodology:

GIS Analysis:

1. Input parcel layer is clipped to the shoreline polygon.
2. All parcels inside the Winslow Subarea study boundary are selected.
3. These parcels are then copied out onto their own feature class layer.
4. This new study boundary parcel layer is then Spatial Joined to the new zoning layer to assign a new zoning field to all parcels in the study boundary.
5. The parcel layer then has Join Field applied to merge in Pipeline Parcel designation, proposed DUs (market rate and affordable), existing DUs, proposed commercial area, and existing commercial area.
6. Use Calculate Field to clean up the existing "zoning" field on the parcel data, ensuring that zoning district names are consistent and non-duplicative.
7. Use Join Field to merge in the Ownership Adjustments table information. This reclassifies the property class of certain misidentified parcels.
8. Add Fields to the parcel layer: RES_DENSITY, RES_CAPACITY, FAR, FAR_CAPACITY, LIKELIHOOD, EST_EX_COM (estimated existing commercial area). These are empty fields that will have values assigned later.
9. Use Calculate Field to apply values for EST_EX_COM. The parcel data only includes total floor area (FLR_TOT_SF) and number of dwelling units (NUM_DWELL). In order to estimate existing commercial floor area, we assume 1,000 GSF per DU, so subtract 1,000 * NUM_DWELL from FLR_TOT_SF. Once we move to Excel this value is only brought in for commercial/mixed-use zoned parcels, so isn't utilized for residential parcels.

10. Use Calculate Field to assign RES_DENSITY based on proposed residential zoning district density.
11. Use Calculate Field to assign FAR based on proposed mixed-use zoning district base maximum density.
12. Use Calculate Field to assign FAR_CAPACITY based on parcel Shape_Area * FAR.
13. Use Calculate Field to assign RES_CAPACITY based on parcel Shape_Area / RES_DENSITY.
14. Clip all critical area input layers to the Winslow Subarea boundary.
15. Use Buffer to calculate buffers for streams and wetlands based on appropriate fields within each feature class.
16. Merge stream and wetland buffer areas and dissolve boundaries to create a single High Impact Critical Areas feature class.
17. Merge slopes, liquefaction areas, and landslide areas and dissolve boundaries to create a single Low Impact Critical Areas feature class.
18. Erase High Impact Critical Areas from the Low Impact Critical Areas layer to ensure no duplication of deductions. High impact areas take precedence.
19. Use Tabulate Intersection to calculate the area of both High and Low Impact Critical Areas that overlaps each parcel.
20. Alter Field and Join Field to bring these overlap areas into the parcel layer feature class as new fields called CA_OVERLAP_HIGH and CA_OVERLAP_LOW.
21. Join Field with the Property Class Adjustments input table to add fields to the parcel layer for VACANT or EXCLUDED based on property class.
22. Use Calculate Field to assign EXCLUDED to any parcels that were assigned null NEW_ZONING in the earlier spatial join operation. These are parcels that are predominantly outside of the shoreline boundary, so not suitable for development.
23. Use Calculate Field to assign PARTIALLY_UTILIZED to the LCA_CLASS of all parcels that meet the criteria:
    a. The two criteria are if RES_CAPACITY / NUM_DWELL >= 2.5 or if FAR_CAPACITY / FLR_TOT_SF >= 4.
    b. This node also assigns a temporary value of 1 to any input fields where the value is 0 or <null> in order to prevent calculation errors.
24. Use Calculate Field to assign UNDERUTILIZED to the LCA_CLASS of all parcels that meet the criteria:
    a. A parcel meets this criteria if it is considered UNDERUTILIZED_IN_MX per the Property Class Adjustments input table AND it is in a mixed-use, R-14, or R-8 district.
    b. It also meets the criteria if the BLDG_VALUE / LAND_VALUE < 0.5, where it again assign a temporary value of 1 to any input fields where the value is 0 or <null> to prevent calculation errors.
25. Use Calculate Field to assign EXCLUDED to the LCA_CLASS of all parcels that meet the criteria:

a. Parcels must be in a residential district and have PROP_CLASS = 111 (single-family residential) or BLDG_TYP = DWELL.
b. RES_CAPACITY / NUM_DWELL must be < 4.
c. The criteria is met if BLDG_VALUE / LAND_VALUE >= 2.5 or BLDG_VALUE + LAND_VALUE > 1,000,000.
d. For all input fields the analysis assigns a temporary value of 1 whenever the value is 0 or <null> to prevent calculation errors.

26. Use Calculate Field to assign pipeline properties an LCA_CLASS of PIPELINE.
27. Use Calculate Field to assign LIKELIHOOD based on LCA_CLASS.
28. Use Apply Symbology From Layer to apply preset graphic filters to the output parcel layer:
29. Use Summary Statistics to compile relevant parcel fields for output, grouped by LIKELIHOOD and NEW_ZONING.
30. Use Table to Excel to output the table.

Excel Analysis:

31. Open the Output table just produced and the Projection Model Excel file.
32. On the Input sheet in the Projection Model, make sure that the Output table file is properly referenced.
33. The Processed Input sheet in the Projection Model should automatically update with all the information from the Output table.
34. On the “Capacity Calcs” sheet in the Projection Model, ensure that all cells shaded light green are correct (these are input cells). All calculations will be done automatically.
35. On the Processed Input sheet, Critical Areas High and Critical Areas Low are the combined overlap area for all parcels in each zoning district. These values are multiplied by the Critical Areas Deduction values in I23 and J23 on the Capacity Calcs sheet, and then subtracted from Total Parcel Area to produce Adjusted Parcel Area.
36. Adjusted Parcel Area is then brought into the Capacity Calcs Sheet as Gross Parcel Area in columns N, AC, and AR, for each Likelihood.
37. Gross Parcel Area is then multiplied by 1 minus the ROW and public facilities deduction factors in cells I24 and I25, to produce Net Parcel Area.
38. In mixed-use zoning districts, Net Parcel Area is then multiplied by (1 minus the voluntary inclusionary zoning Utilization Rate in cels D-M38). The resulting Base GSF Potential is the amount of parcel area that would be theoretically utilized by developers not using the Voluntary Inclusionary Zoning (VIZ) bonus.
39. This Base GSF Potential is multiplied by the Base Mixed Use FAR to determine Base GSF Potential, which is the amount of building area projected to develop without utilizing the VIZ bonus.
40. The Net Parcel Area Developed at Base FAR is subtracted from the Net Parcel Area to get Net Parcel Area Developed at Bonus FAR.
41. This is then multiplied by the Max FAR w/ Bonus to get Bonus GSF Potential, which is the amount of building area projected to develop using the VIZ bonus.

42. Base GSF Potential and Bonus GSF potential are then each multiplied by the residential/commercial split percentages in D-M30 to determine the amount of each allocated to residential GSF and commercial GSF.
43. Residential GSF Potential and Bonus Residential GSF Potential are then multiplied by the Residential Efficiency loss factor (85%) and then divided by the assumed unit size (850 SF), to produce Gross Potential DUs. This produces Base Residential DUs and Bonus Residential DUs.
44. Bonus Residential DUs are then split into Market Rate and 80% AMI based on the VIZ percentage requirements in D-M39.
45. Existing DUs brought in from the Processed Input sheet are assumed to be market rate, so are then subtracted from the total of Base Residential DUs and Bonus Market Rate DUs to get Net Potential DUs (Market Rate).
46. For residential zoning districts, Gross Potential DUs are calculated by multiplying Gross Parcel Area by the Parcel Efficiency Factor (80%) in M34, and then dividing by the max density (SF/DU) of the zoning district.
47. For residential zoning districts existing DUs are brought in from the Processed Input sheet and subtracted from Base Residential DUs to create Net Potential DUs (Market Rate).
48. Net Potential DUs are then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net DUs (Market Rate) and Likely Net DUs (80% AMI).
49. Commercial GSF Potential is calculated as a function of Total GSF Potential minus Base Residential GSF Potential plus Bonus Residential GSF Potential, which have been previously calculated.
50. Commercial GSF Potential is multiplied by the GSF/Job factor per zone to get Gross Potential Jobs.
51. Existing Commercial GSF is brought in from the Processed Input sheet and multiplied by the GSF/Job factor to get Estimated Existing Jobs.
52. Estimated Existing Jobs is then subtracted from Gross Potential Jobs to get Net Potential Jobs.
53. As with DUs, Net Potential Jobs is then multiplied by the corresponding percentage factor depending on likelihood to get Likely Net Jobs.
54. For Pipeline Parcels, Expected DUs at different affordability levels and Existing DUs are pulled in from the Processed Input sheet to calculate Expected Net DUs.
55. For Pipeline Parcels, Existing Commercial GSF and Expected Commercial GSF and pulled in from the Processed Input sheet to calculate Likely Jobs.
56. Expected ADUs are added using the COBI methodology described above.
57. Likely Net DUs for all likelihoods are added to Expected Net DUs from pipeline parcels and Expected ADUs, to produce Total Likely Net DUs at different affordability levels for the subarea.
58. This is then multiplied by 1 minus assumed vacancy (5%) and expected people/DU to produce Estimated Additional Population.

59. Similarly, Expected Commercial GSF and Total Likely Net Jobs are added up from all likelihoods and pipeline parcels.

Appendix

Appendix A: Property Class Adjustments Table

Parcel Property Class fields are adjusted to exclude parcels from projecting capacity based on their property class and to identify which use types are considered "underutilized" when located within a mixed-use district ("UNDERUTILIZED_IN_MX"). The analysis follows BLR guidance except where noted.

PROP_CLASS	DESCRIPTION	LCA_CLASS	UNDERUTILIZED_IN_MX	NOTES
111	Single family residence		YES	
118	MH - Leased land		YES	
119	MH - Real Property		YES	
121	2 living units		YES	
122	3 living units		YES	
123	4 living units		YES	
131	5-9 living units			
132	10-14 living units			
133	15-19 living units			
134	20-29 living units			
135	30-39 living units			
136	40-49 living units			
137	50+ living units			
138	Retirement apts.			
141	Condo, residential			
150	MH community			
160	Hotels and motels			
170	Institutional lodging			
180	Other residential			
183	Sheds and garages		YES	
198	Cabins		YES	
390	Public Transit	EXCLUDED		Per KC BLR Appendix A (not a KC prop code, but in the parcel data).
410	Railroads			
420	Motor vehicle transport			
430	Aircraft transport			
440	Marine transport	EXCLUDED		Per KC BLR Appendix A (not in DEIS geography, but assume do not include ferry terminal parcels for dev).

459	Totally esmt encumbered	EXCLUDED		Per KC BLR Appendix A.
460	Parking		YES	Exclude WA State Ferry parking, include other parking parcels as under-developed in MU zone.
470	Communications	EXCLUDED		Per KC BLR Appendix A.
480	Utilities	EXCLUDED		Per KC BLR Appendix A.
483	Water systems	EXCLUDED		Per KC BLR Appendix A.
485	Sanitary landfills	EXCLUDED		Per KC BLR Appendix A.
486	Stormwater retention	EXCLUDED		Per KC BLR Appendix A.
489	State-assessed utilities	EXCLUDED		Per KC BLR Appendix A.
490	Other utilities			
500	Boat slip condo			
501	Apartment condo			
502	Parking condo			
503	Warehouse condo			
504	Hangar condo			
505	Retail condo			
506	Office condo			
507	Medical condo			
508	Lodging condo			
509	Other comml condo			
530	Retail, general			
541	Conv store w/gas pumps			
543	Conv. store w/o gas pumps			
545	Chain-type groceries			
550	Retail, automotive			
551	MH Home sales lot			
559	Auto wrecking yard			
580	Restaurants			
581	Fast food			
582	Tavern			
590	Other retail trade			
592	Community center			
593	Regional center			
594	Retail Mixed Use			
611	Banks			
624	Cemeteries	EXCLUDED		Per KC BLR Appendix A.
630	Business services			
637	General warehouse			

638	Mini-warehouse	EXCLUDED		Per City will exclude self-service storage facility/mini storage parcels from redeveloping because no new mini storage is permitted (BIMC 18.09.020), making existing mini storage particularly valuable. Existing mini storage can expand.
640	Repair services			
651	Medical/dental offices			
653	Hospitals			
656	Convalescent centers	EXCLUDED		Per KC BLR Appendix A.
670	Governmental services	EXCLUDED		Per KC BLR Appendix A.
680	Educational services	EXCLUDED		Per KC BLR Appendix A.
690	Misc. services			
691	Churches	EXCLUDED		Per KC BLR Appendix A (One pipeline project is a church property, but church properties are generally excluded).
694	Office Mixed Use			
710	Cultural activities	EXCLUDED		Per KC BLR Appendix A.
720	Public assembly	EXCLUDED		COBI Modified for DEIS.
740	Recreational	EXCLUDED		COBI Modified for DEIS.
744	Marina	EXCLUDED		Per KC BLR Appendix A.
750	Resorts/group camps			
760	Parks	EXCLUDED		Per KC BLR Appendix A (Additional Parks Properties added per ownership table below).
790	Other recreation			
810	Agricultural (not O.S.)		YES	
822	Veterinarian services			
830	CU Agriculture	EXCLUDED		Per KC BLR Appendix A.
840	Fishing & related svcs			
850	Mining & related svcs			

880	Forest land		YES	
910	Undeveloped land	VACANT		Per KC BLR Appendix A (except ravine parcels - recoded 999 - see amendments to prop classes table).
911	Common area	EXCLUDED		Per KC BLR Appendix A.
930	Water areas			
939	Tidelands	EXCLUDED		Per KC BLR Appendix A.
940	CU Open Space	EXCLUDED		Per KC BLR Appendix A.
950	Forest land (partial)	EXCLUDED		Per KC BLR Appendix A.
990	Other undev. land	VACANT		Per KC BLR Appendix A.
999	New parcel - temporary	EXCLUDED		COBI Modified for DEIS.

Appendix B: Ownership Adjustments Table

Parcel Property Class fields are adjusted to exclude parcels from projecting capacity based on their ownership (listed under field "NAME"). The analysis follows BLR guidance except where noted.

NAME	NEW_PROP_ CLASS_PRELIM	NEW_PROP_ CLASS_TYPE	NOTES
BAINBRIDGE ISLAND CITY OF	999	Excluded	Same as in Citywide LCA. Current parcels are various excluded Property Classes, **EXCEPT** that parcel 272502-3-028-2006 should remain Prop Class 111 and parcel 222502-4-006-2005 should remain as class 910 and be analyzed; AND that parcel 262502-3-100-2008 is the 1st of 2 pipeline parcels for City 625 affordable housing project.
CITY OF BAINBRIDGE ISLAND	999	Excluded	Same as in Citywide LCA. Current parcels are various excluded Property Classes**,** **EXCEPT** that 262502-3-101-2007 is the 2nd pipeline parcel for City 625 affordable housing project.
BAINBRIDGE ISLAND METRO PARK & REC	760	Parks	
BAINBRIDGE ISLAND METRO PARK & REC DIST	760	Parks	
BAINBRIDGE ISLAND METROPOLITAN PARK	760	Parks	
BAINBRIDGE ISLAND METROPOLITAN PARK &	760	Parks	
BAINBRIDGE ISLAND METROPOLITAN PK & REC DIST	760	Parks	
DEPARTMENT OF TRANSPORTATION	999	Excluded	
ISLAND GATEWAY LLC	999	Excluded	Ravine parcel that will not develop.
KITSAP COUNTY TIDELANDS	939	Tidelands	
KITSAP TRANSIT	390	Public Transit	
KITSAP TRANSIT & CITY OF BAINBRIDGE ISLAND	390	Public Transit	
NOVLEX LLC	999	Excluded	Ravine parcel that will not develop.
WASHINGTON STATE FERRIES	440	Marine Transport	

WASHINGTON STATE FERRY	440	Marine Transport	
WINSLOW MARINE LLC	999	Excluded	Ravine parcels that will not develop.
ISLANDER RESIDENTS ASSOC	999	Excluded	Trailer Park that is collectively owned by its residents, and all unused FAR (under current code) has been "transferred" off of property.

Appendix C: Pipeline Parcels

Pipeline Parcels are parcels identified by COBI that are far enough along in the permitting process that their anticipated size and composition is known and they are considered very likely to be built. The table identifies both the number of market rate ("M") and <80% AMI affordable ("A") units proposed.

ACCT_NO	PIPELINE_DU_M	PIPELINE_DU_A	PIPELINE	NOTES
262502-3-100-2008	0	90	Y	625 Winslow Way
262502-3-101-2007	0		Y	625 Winslow Way (DU included above)
262502-2-129-2007	67	13	Y	The Oliver Apartments (formerly Wyatt & Madison)
262502-2-036-2009	0		Y	The Oliver Apartments (formerly Wyatt & Madison)
262502-2-104-2006	0		Y	The Oliver Apartments (formerly Wyatt & Madison)
232502-3-092-2001	42	31	Y	Wintergreen Townhomes
5715-000-074-0006	0		Y	Wintergreen Townhomes; ACCT_NO updated to match county records.
262502-2-066-2002	0	18	Y	HRB Ericksen apartments
272502-2-002-2008	0	22	Y	Finch Green affordable housing project (at Bethany Lutheran Church, is now within a WSP boundary recommended to expand a little west, Will use a "religious properties" density bonus for affordable housing program, BIMC 18.21.050
272502-2-039-2005	0		Y	
272502-4-021-2001	1		Y	SFR completed 2022
272502-1-178-2008	1		Y	SFR completed 2021
8540-000-004-0006	1		Y	1 SFR completed 23/24
262502-3-157-2000	1		Y	1 additional DU under construction
272502-4-071-2000	1		Y	1 additional DU under construction

Appendix D: Miscellaneous Parcel Adjustments Table

Parcel Property Class fields are adjusted to account for specific conditions on a small number of parcels.

ACCT_NO	NEW_PROP_CLASS	NOTES
272502-3-028-2006	111	Most parcels owned by the City are excluded. Per COBI direction, this one may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified.
222502-4-006-2005	910	Most parcels owned by the City are excluded. Per COBI direction, this one may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified.
262502-3-150-2007	460	Most parcels owned by Winslow Marine LLC are ravine parcels that are excluded. This one is a parking lot that may develop, so this is a carve out from the blanket exclusion that leaves this as originally classified.

Draft Planning Commission Preferred Land Use Alternative:

Land Capacity Analysis Summary 2020-2044

Land Use Area		Dwelling Units		Population		Jobs	
		Alt. 1 No Change	Draft Pref. Alternative	Alt. 1 No Change	Draft Pref. Alternative	Alt. 1 No Change	Draft Pref. Alternative
Outside Winslow	Neighborhood Centers & R-5	128	137	232	289	1,283	795
	Business/Industrial	-	-	-	0	1,243	1,485
	Conservation Area	1,774	1,720	4,074	3,969	19	19
Total Pref. Alt. Outside Winslow		1,902	1,857	4,306	4,257	2,545	2,299
Total Preferred Alt. Winslow		592	1,569	1,334	3,352	67	703
CITYWIDE TOTALS		2,494	3,426	5,640	7,609	2,612	3,002

March 2026

Zone	Base Mixed Use FAR		Bonus Mixed Use FAR		Base/Bonus Building Height	
	Existing BIMC 18.12	Winslow LCA Assumption	Existing BIMC 18.12	Winslow LCA Assumption /w/ Voluntary Inclusionary Zoning**	Existing BIMC 18.12	Winslow LCA Assumption
Central Core	1.0	1.0	1.5	3.0	35/45 ft	35/55 ft
Ferry	0.5	1.0	1.4	4.0	35/45 ft	35/55 ft
Connection (existing Mad/ Erick/Gateway zones)	0.5	0.5	1.0	1.5	25/35/45 ft	25/45 ft
High School	0.3	1.0	0.9	4.0	35/45 ft	35/55 ft

** **NOTE:** For estimating the Planning Commission recommended voluntary inclusionary zoning provisions, the Winslow land capacity analysis (LCA) used a utilization rate of 3% in the Ferry zone, 5% in the HS Road zone, and 0% in the Central Core and Connection zones.