

TRANSPORTATION ELEMENT

TABLE OF CONTENTS

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

TRANSPORTATION ELEMENT

INTRODUCTION

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

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

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

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

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

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

- **Environmental impacts** – The City has many environmental qualities that should be maintained. The community is concerned that these resources may be adversely impacted or lost to future roadway expansion and widening.
- **Neighborhood traffic impacts** – The growth of traffic on Bainbridge Island, particularly in the Winslow sub-area, has resulted in more vehicles on the street system. Increasingly, these impacts are felt on streets adjacent to major corridors. Residents of these streets feel that the impacts of high traffic volumes and travel speeds need to be controlled to maintain the quality of the neighborhood.
- **Roadway standards** – New roadways and reconstruction of older roadways must be built to an assigned set of engineering standards to ensure safety and mobility. These include the construction of appropriate roadway shoulders, along with the construction of bicycle and pedestrian facilities.
- **Roadway classification** – The City classifies its roadways to describe the function of the roadway (volumes, types of vehicles, etc.), to prioritize the allocation of resources for improvements, and for securing certain types of funding for operation and maintenance.
- **Roadway congestion** – Traffic on Island roadways, particularly on SR 305 and within Winslow, can result in a variety of other issues such as making it difficult to get around by automobile, traffic spilling over into adjacent neighborhoods, and making it more difficult for transit and non-motorized users.
- **Roadway connectivity** – Bainbridge Island's roadway system has few roadways that contribute to the development of a "network." Many parts of the Island have only a single way to access the area, such as the Point White/Crystal Springs or Agatewood areas. Mobility, emergency access, emission reduction, and circulation can all be improved with better roadway connections.
- **Roadways and intersections of concern** – There are some Island locations where there has been a history of or a potential for accidents. The perception of these locations as unsafe may also reduce use by non-motorized users who want to avoid a roadway or intersection that is uncomfortable for walking or bicycling.
- **SR 305** – A focus of the community's concerns surrounds the future of the SR 305 corridor. While the existing configuration of two lanes is adequate during off-peak hours, peak hour traffic coupled with surges from exiting ferry activities have resulted in high levels of congestion at multiple locations. This affects Island residents and off-Island commuters using the corridor, and increases the difficulty of cross-Island travel.

- **Ferry traffic** – Congestion related to ferry loading and unloading creates surges on Island roadways every 45 to 50 minutes. In the afternoon hours, impacts from ferry activities can snarl area traffic and cause traffic delays. The effects of ferry traffic are greatest on roadways nearest the ferry terminal and diminish with distance except along the SR 305 corridor.
- **Transit service** – Kitsap Transit has worked hard to improve transit services throughout the Island. The community would like to see if transit could be expanded during non-peak hours to outlying areas and provide improved service levels in areas such as Winslow to aid in downtown circulation.

GOALS AND POLICIES

TRANSPORTATION VISION

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

GOAL 1: COMMUNITY CHARACTER

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

TR 1.1 Scenic resource protection

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

TR 1.2 Road development guidelines

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

TR 1.3 Street design guidelines

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

- crosswalks and sidewalks
- street trees and landscaping
- traffic-calming strategies and devices
- on-street public parking
- accommodations for transit stops and facilities
- bike facilities
- street lighting

TR 1.4 Street lighting guidelines

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

TR 1.5 SR 305 scenic character

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

GOAL 2: ENVIRONMENT

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

TR 2.1 Environment sensitivity

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

TR 2.2 Utilities

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

TR 2.3 Air quality

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

TR 2.4 Wildlife corridors

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

GOAL 3: NEIGHBORHOODS

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

TR 3.1 Neighborhood cut-through traffic

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

TR 3.2 Neighborhood street development

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

TR 3.3 Neighborhood circulation

Develop a circulation and access management plan for neighborhoods and Neighborhood Service Centers so that as properties develop, connectivity and circulation are maintained, cut-through vehicle traffic is discouraged, and appropriate speeds are encouraged, while maintaining access and response times for emergency vehicles.

TR 3.4 Winslow street visualization plan

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

GOAL 4: OPERATIONS AND MOBILITY

Improve the operation and mobility of the Island’s transportation system through the identification and implementation of system improvements that maintain Level of Service (LOS) standards and meet the Comprehensive Plan goals.

TR 4.1 Road development guidelines

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

TR 4.2 Street design guidelines

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

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

TR 4.3 Roadway classifications

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

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

TR 4.4 Roadway LOS

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

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

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

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

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

TR 4.5 Concurrency management

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

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

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

TR 4.6 Access management

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

TR 4.7 Truck corridors

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

TR 4.8 Island mobility

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

TR 4.9 Acquisition of transportation facilities

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

TR 4.10 LOS reassessment

If the adopted LOS standard cannot be maintained due to funding shortfalls, conflicting priorities with other policies, or other events, the City shall evaluate and revise the adopted LOS standard, restrict land use development as required, or institute other actions consistent with LOS reassessment strategy described in the *Island-Wide Transportation Study*.

GOAL 5: SAFETY AND MAINTENANCE

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

TR 5.1 Maintenance is a priority

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

TR 5.2 Street lighting guidelines

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

GOAL 6: SR 305 / THROUGH TRAFFIC

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

TR 6.1 SR 305 LOS standard

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

TR 6.2 Bridge restrictions to Island

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

TR 6.3 SR 305 improvements and safety

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

TR 6.4 Park-and-Ride facilities

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

TR 6.5 Impact to State facilities

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

TR 6.6 Improvements to off-Island State facilities

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

GOAL 7: FERRY SERVICE

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

TR 7.1 Parity of ferry services

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

TR 7.2 Ferry priority

Support the ferry system efforts to maximize the convenience of pedestrian, bicycle, transit, and HOV use on ferry runs through providing priority status and improvement to encourage non-SOV use.

TR 7.3 Passenger ferry options

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

GOAL 8: TRANSIT

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

TR 8.1 Transit LOS

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

TR 8.2 Public transit ferry access

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

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

TR 8.3 Multiple-use park-and-ride lots

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

TR 8.4 Expansion of Island transit

Support the expansion of Island transit services that target:

- Ferry commuters;
- Non-ferry commuters, including Island employees;
- Connection of High School Road and Winslow Way;
- Non-commuter travel to other Kitsap County service and employment areas;
- Intra-Island connection to Neighborhood Service Centers and residential areas; and
- Transit dependent access, including addressing the access needs of youth, the elderly and disabled transit users.

GOAL 9: NON-MOTORIZED

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

TR 9.1 Non-Motorized mobility and connectivity

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

TR 9.2 Non-Motorized design and construction

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

TR 9.3 Non-Motorized safety and maintenance

Promote the safety of non-motorized users through effective transportation improvements, maintenance operations and enforcement, following the policy direction of NMTP Goal 3.

TR 9.4 Non-Motorized community education

Improve the safe use of non-motorized and roadway facilities by non-motorized and motorized users through continuous community education of NMTP Goal 4.

TR 9.5 Non-Motorized implementation

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

GOAL 10: MULTIMODAL

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

TR 10.1 SOV parking restrictions

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

TR 10.2 HOV parking

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

TR 10.3 SOV reduction programs

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

TR 10.4 SOV avoidance evaluation

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

GOAL 11: REGIONAL COORDINATION

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

TR 11.1 Agency cooperation

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

TR 11.2 Regional planning

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

TR 11.3 Jurisdictional coordination

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

GOAL 12: TRANSPORTATION FINANCING

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

TR 12.1 Developer LOS requirements

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

TR 12.2 Developer participation

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

TR 12.3 Funding from others

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

TR 12.4 Advance system planning

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

TR 12.5 Preservation of existing system

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

TR 12.6 Traffic Impact Fee

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

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

GOAL 13: COMMUNITY INVOLVEMENT

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

TR 13.1 Citizen involvement

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

TR 13.2 Participation in regional decision-making

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

TR 13.3 Public education

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

Transportation Element Utilization

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

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

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

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

Requirements for a Transportation Element

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

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

long-term plans of the Washington State Ferry System (WSF), Washington State Department of Transportation (WSDOT), and Kitsap Transit must be consistent with each other.

In 2001, the firms of Johnson, Davies and Lathrop, LLP, TModel Corporation, and Cascade Design Collaborative were hired as the consultant team to help develop an *Island-Wide Transportation Study (IWTS)* that would provide the information required for and is the basis of the Transportation Element in this 2004 Comprehensive Plan update.

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

Intergovernmental Coordination

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

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

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

The City participates in a variety of regional planning groups both on the Kitsap and Seattle sides of Puget Sound to reflect the City's unique position between the two areas. Specifically, staff participates in the Puget Sound Regional Council (PSRC) on transportation issues. The PSRC is the four-county entity in the Puget Sound area responsible for regional transportation planning, including distribution and management of federal transportation funds. Staff also participates on several PSRC committees, notably the Regional Project Evaluation Committee, and elected officials serve at the executive level. Parallel to and providing information to the PSRC is the Kitsap Regional Coordinating Council (KRCC). Staff serves on the committees and elected officials serve on the board of this organization as well. This is where county-wide issues are discussed and planning policies developed. In addition, Kitsap County is part of Peninsula Regional Transportation Planning Organization (PRTPO) serving the four counties on the Olympic and Kitsap peninsulas. Although the City is not eligible for funding through this entity (receiving funds through PSRC), it provides an

opportunity to coordinate transportation issues with the Olympic Peninsula counties. Through these and other efforts, the City shares information and coordinates planning with federal, state, county, other city, and transit agencies.

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

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

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

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

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

Other regional plans utilized in the development of the City's Transportation Element include the Kitsap Transit Plan and the Transportation Demand Management Program, along with Countywide Planning Policies. By integrating the Kitsap Transit Plan and the Transportation

Demand Management (TDM) Program improvements, the City can encourage higher levels of transit and ridesharing as well as help improve the operating environment for transit.

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

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

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

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

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

These efforts include:

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

EXISTING CONDITIONS AND FUTURE NEEDS

Facility Inventory

The roadway system is designed for the movement of people and goods throughout the community. Major regional transportation features of the Island include the Washington State Ferry Terminal, which connects Bainbridge Island to downtown Seattle; and State Route 305, which connects the Island to the Kitsap and Olympic Peninsulas.

Roadway Inventory

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

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

Transit Service

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

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

Washington State Ferry Operations

The Seattle/Bainbridge Island ferry provides 48 weekday crossings between Bainbridge Island and the Coleman Dock. The 35-minute crossing covers 8.6 miles and connects Bainbridge Island and the SR 305 corridor with downtown Seattle and the Interstate 5 and 90 corridors. Two jumbo Mark II Class auto/passenger ferries, the M/V Tacoma and M/V Wenatchee, serve the route connecting the I-90 corridor to SR 305. Each vessel has a travel speed of 28 knots, and maximum capacity for 2,500 passengers, 218 vehicles and 60 commercial vehicles.

Air Transportation

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

Land Use/Transportation Linkage

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

Land Use Forecasts (2008 and 2022)

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

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

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

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

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

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

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

Level of Service

Locally Owned Arterials

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

The LOS for locally owned arterials are as follows:

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

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

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

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

State Route 305

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

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

The problem is most severe at the north end of the study area, where there are large back-ups beginning at the Suquamish Way intersection and Agate Pass Bridge. This creates a barrier to east-west traffic across the highway.

Seattle-Bainbridge Island Ferry

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

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

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

Action to Sustain Level of Service on Local Facilities

Forecast

2008 Traffic Forecasts

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

Programmed Improvements (2002-2008)

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

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

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

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

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

LOS Forecast

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

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

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

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

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

2022 Traffic Forecast

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

Programmed Improvements (2008-2022)

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

LOS Forecast

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

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

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

Future Need

City Mitigation 2002-2008

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

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

SR 305 Mitigation 2002-2008

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

City Mitigation 2022

Improvement to intersection channelization and/or intersection control can mitigate the substandard LOS at all of the City intersections. The following projects are proposed to improve LOS at the four identified substandard intersections:

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

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

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

SR 305 Mitigation 2008-2022

Continue mitigation that is planned in 2002-2008.

Transportation Demand Management

Bainbridge Island Programs

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

Agency-Based Programs

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

Examples of TDM Programs promoted by these agencies include:

- **Ferry Terminal Parking Restrictions** – The City has a limited amount of parking at the ferry terminal and charging an hourly or daily fee reduces the number of persons who drive to access the ferry. As parking becomes more difficult or expensive, fewer drivers will desire to use the parking areas. On the other hand, restricted parking may increase the amount of drop-off/pick-up activity at the terminal or encourage parking in adjacent neighborhoods.
- **Commercial Parking Tax** – The City has charged a tax on commercial parking lots since 1999 that provides funds for the City’s general fund. This tax, if added to the parking fee, increases the out-of-pocket costs for automobile commuters, encouraging ridesharing, non-motorized travel, and transit use.
- **Carpool Parking Areas** – The City provides reserved parking areas for carpools at its ferry terminal lot. Providing reserved spaces or reduced parking rates encourages drivers to form carpools, increasing the occupancy of vehicles.
- **Rideshare Programs** – Programs that promote the formation of carpools and vanpools can increase the rate of vehicle occupancy by increasing the number of persons moved during peak times. Kitsap Transit has a program to match interested commuters into carpools and vanpools using the RideshareOnline.com database.
- **Vanpool Programs** – Kitsap Transit also administers a vanpool program that provides vans for commuters for a monthly fee. WSF provides additional incentives to registered carpools and vanpools who receive preferential boarding. Vanpools also receive a reduced ferry rate.
- **Land Use Policies** – The City’s promotion of higher-density residential development in the Winslow area promotes increased opportunities for residents to walk or use the bus service rather than drive.
- **Parking Restrictions and Enforcement** – The development and enforcement of parking policies and rules may reduce undesired parking behaviors, such as in neighborhoods adjacent to the ferry terminal area. Types of parking restrictions include hourly parking limits, residential parking zones, and area re-parking restrictions.
- **Carsharing Program** – A carsharing program allows people to have access to a vehicle that they rent on an hourly and/or mileage basis. This type of program

reduces vehicle ownership, encourages transit and non-motorized travel, and lowers overall driving behavior. A Seattle-based carsharing program (Flexcar) has expanded to Bainbridge Island with cars located at the ferry terminal.

Employer-Based Programs

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

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

Concurrency

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

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

Funding

Funding Capabilities

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

Table 9-1 of the *IWTS* summarizes the revenue sources from 1999 to 2002 for the City's "Streets Fund," Capital Project Grants, and for overall City revenues. The City has had a steady growth in the Street Fund Revenue, the majority of which comes from its share of the Motor Vehicle fuel tax and fees collected on City-owned parking lots. Over the last few years, the City has aggressively pursued transportation grant funding from State and Federal sources for 2002. Additional funds are available from Current Expense Fund revenues that the City uses to supplement transportation revenues to pay for operating costs such as salaries, benefits, and other associated costs.

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

Proposed Sources of Funding

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

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

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

Reassessment Strategy

The Growth Management Act requires that jurisdictions develop a reassessment strategy in the event that funding shortfalls occur that limit the City's ability to carry out the transportation improvement plan. In the event that the City cannot fund the transportation capital improvements needed to maintain the adopted roadway LOS standards (as identified in the Level of Service section), then the City shall take one or a combination of the three following actions as directed by the City Council:

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