

CHAPTER 2 ISSUES, GOALS



SUSTAINABILITY AND POLICIES QUALITY OF LIFE



One of the most important issues to the Bainbridge Island community is the relationship between the transportation system elements and the character of the community, livability, public health, and the environment. This chapter discusses each of these elements of the transportation system, identifies the led key transportation issues facing the community how this Plan responds to these issues, and provides for a review and update of the City's transportation goals and examples of transportation system features that illustrate these concepts. This chapter is intended to provide additional context to support the transportation issues, policies.

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

The 2015 update includes Transportation plays a review of the current goals and policies large role in the Comprehensive Plan by the City's Non-Motorized Transportation Advisory Committee (NMTAC). Recommendations for evolving transportation—The completed transportation vision, goals, and policies are outlined in this section. The recommendations will be were then reviewed by the Planning Commission and further edited. The final document is intended to inform the 2016 Comprehensive Plan update approved by that group in May 2002.

Transportation Issues

As population grows on the Island and in Kitsap County more demand is placed on the Island's roadway network and the regional SR305 Corridor. As traffic volumes and vehicular-related congestion increases, so does conflicts with bikes/ peds and the need for transportation improvements to accommodate all modes of transportation and a wider range of users. We need to consider Island how future growth will affect the community, and how to preserve the character and livability quality of life of Bainbridge Island. The following list identifies and briefly describes what the Steering Committee raised as the community's transportation issues.



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

According to the U.S. Census:



5/8/02

- **Roadway Congestion** – Traffic on Island roadways, particularly on SR 305 and within Winslow, can result in a variety of issues such as making it difficult to “get around” by automobile, traffic “spilling over” into adjacent neighborhoods, and making it more difficult for transit and non-motorized users to get to their destinations in a timely manner. Congestion related to ferry loading and unloading creates surges on Island roadways every 45 to 50 minutes. In the afternoon hours, impacts from ferry activities can snarl area traffic and cause traffic delays. In addition to ferry traffic, the SR 305 Corridor has experienced increasing congestion due to commuters traveling on and off island across the Agate Pass Bridge. Congestion and increased travel times are experienced during commute hours along the SR 305 Corridor. Congestion related to schools in the north end of the urban center of Winslow has become more problematic. With Woodward and Sakai Schools now on the same schedule, there is significant traffic congestion at intersections along New Brooklyn Road. Increasingly, youth are being driven to school and to activities after school and not taking the school bus, walking, or bicycling to home or to after-school activities, causing additional demands on the transportation system in the Winslow Area.

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

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

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

- **Non-Motorized Travel** – Non-motorized modes of transportation are important to many Islanders and the need for improved non-motorized infrastructure has consistently ranked high in community surveys.



~~The City has, and continues to, invest significant resources in planning and implementing non-motorized improvements. While significant improvements have been made, many parts of the Island infrastructure are not adequate to serve the needs of a wide range of users. As a result, many people remain dependent on cars as the only practical and safe means of travel. Many people do not feel safe walking and biking outside of the urban center of Winslow.~~

- ~~**Transit Service** – Bainbridge Island is a . The ferry terminal to Seattle and the Agate Pass Bridge are the only two options for traveling off the island. Bainbridge is largely a bedroom community of Seattle and ferry service is essential for many Islanders. Ferry Service is vital to many residents who work in Seattle and to the local and regional economy. As automobile capacity and parking space at the ferry terminal is limited, non-motorized facilities with connectivity to the ferry and transit service are important to many Islanders for sustainably accommodating population growth. In recent years ferry auto use has declined and walk-on passenger growth has moderated. WSF forecasts significant growth of non-motorized trips and automotive trips to remain flat in the coming decade. Kitsap Transit provides bus service connecting many areas of the Island to the ferry and the urban center of Winslow. Kitsap Transit is working to expand service during non-peak hours and to inter-Island locations, and many in the community would like to see this service maintained and expanded. This service has provided valuable mobility to the community, especially for older and younger populations.~~
- ~~**Transportation Network connectivity** – Bainbridge Island's roadway system has few roadways that contribute to the development of a "network". Many parts of the Island have only a single way to access the area, such as the Point White/Crystal Springs or Agatewood areas. Mobility, emergency access, emissions, and circulation can all be improved with better roadway connections. Alternative modes of travel are a high priority for many Islanders. Expanding the Island's network of both on-street and off-street non-motorized facilities is needed to provide neighborhood, inter-Kitsap County and many Islanders commute off-island, and regional connectivity.~~
- ~~**Roadway Intersection Congestion** – At locations other than SR 305, **Rintersections** may limit capacity as the Island population grows. Islanders are increasingly concerned about relieving intersection capacity at school locations and during commute times in the urban center of Winslow. Intersection congestion can also lead to delay for non-motorized users, in particular bicyclists where riders share the road with vehicles.~~
- ~~**Roadway and Intersection Safety 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 reduce the population willing to walk, bicycle, or ride (on a horse or in a wheelchair) because they want to avoid a roadway or intersection that is uncomfortable for walking or bicycling.~~
- ~~**Livability** – Providing convenient active transportation choices provides for better public health and improved lifestyles both in the urban center of Winslow and outlying areas of the Island. Bikeable and walkable communities are becoming increasingly desirable and important to many Island residents. These aspects of the community are attractive to visitors as well and are an increasingly important element to creating a vibrant downtown business community.~~



- ~~**Community Character** – There is a desire to retain the feel of the Island’s existing transportation system. Outside of Winslow and other more urban areas, the tree-lined narrow roadways, open drainage ditches, and winding roads provide a more rural flavor that many consider important elements of the Island’s character. However, these elements need to be balanced with the community’s desire for safe roads that provide mobility options for all ages and abilities of Island residents without requiring a vehicle.~~
- ~~**Environmental impacts** – The City contains many environmental qualities that should be maintained. As the City’s population grows, developing alternative modes of transportation is desirable to reduce congestion and carbon emissions from motor vehicles.~~
- ~~**Storm water** – Storm water drainage of roadways is an important environmental aspect. As storm water regulations evolve, the cost of roadway construction has increased exponentially.~~
- ~~**Regional coordination** – The IWTP update is an opportunity to coordinate with WSDOT (WSF, Olympic Region), Kitsap Transit, and neighboring jurisdictions to ensure a more integrated transportation system.~~
- ~~This affects Island residents using the corridor, off-Island commuters, increases the y of Transit expanded during non-peak hours to adopted 2002 enhancing design must~~ **Financing** – Solutions to many of the Island’s transportation issues will cost money, a lot of money. Considering how best to pay for these improvements and who should pay (City, State, Federal) are key issues to this Plan.

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

The average commute for Kitsap County is 29.7 minutes

On Bainbridge Island the average commute is 43.2 minutes.

US Census Bureau
March 31, 2015

Transportation Vision, Goals, and Policies

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

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

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



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

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



GOAL 1: Multimodal

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

GOAL 2: Non-Motorized

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

2.1 Non-Motorized mobility and connectivity

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

2.2 Non-Motorized design and construction

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

2.3 Non-Motorized safety and maintenance

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



~~2.4 Non-Motorized community education~~

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

~~2.5 Non-Motorized implementation~~

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

~~GOAL 3: Ferry Service~~

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

~~3.1 Parity of ferry services~~

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

~~3.2 Ferry priority~~

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

~~3.3 Passenger ferry options~~

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

~~GOAL 4: Bus Service~~

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

~~4.1 Transit Level of Service (LOS)~~

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

~~4.2 Public transit ferry access~~

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

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



4.3 Multiple-use P&R lots

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

4.4 Expansion of Island transit

Support the expansion of Island transit services that target:

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

GOAL 5: Transportation Demand Management

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

5.1 SOV Parking restrictions

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

5.2 HOV parking

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

5.3 SOV reduction programs

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

5.4 SOV avoidance evaluation

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

GOAL 6: Operations and Mobility

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



6.1 Road development guidelines

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

6.2 Street design guidelines

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

6.3 Roadway classifications

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

6.4 Roadway LOS

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

6.5 Concurrency management

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

6.7 Access management

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

6.8 Truck corridors

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

6.9 Island mobility

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

6.10 Acquisition of transportation facilities

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



~~6.11 LOS reassessment~~

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

~~GOAL 7: SR 305/Through Traffic~~

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

~~7.1 SR 305 LOS standard~~

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

~~7.2 Bridges to the Island~~

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

~~7.3 SR 305 improvements~~

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

~~7.4 Sound to Olympics (STO) Trail~~

~~Support the construction of the STO and its branch trails.~~

~~7.5 Park & Ride facilities~~

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

~~7.6 Impact to State facilities~~

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

~~7.7 Improvements to off-island State facilities~~

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

~~GOAL 8: Neighborhoods~~

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



~~8.1 Neighborhood by ferry or by bridge. Lengthy commute times by ferry or being stuck in traffic on SR305 mean spending hours away from family, friends, and activities. Speeding and cut-through traffic~~

~~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 makes neighborhood streets feel unsafe. Reliable and efficient transportation on and off island is important to balance jobs and housing and maintaining emergency vehicle response times~~ the quality of life for Island residents.

~~8.2 Neighborhood street development~~

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

~~8.3 Neighborhood circulation~~

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

GOAL 9: Safety and Maintenance

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

~~9.1 Maintenance is a priority~~

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

~~9.2 Roadway Network Traffic Control Evaluation~~

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

~~9.3 Roadside Safety Program~~

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



9.4 Street lighting

Poor quality or non-existent bicycle and pedestrian facilities can be a deterrent to residents walking or bicycling for transportation, connecting to transit, traveling to schools and parks, as well as for recreational purposes. Non-motorized facility networks provide options for active modes of transportation allowing residents to make healthy lifestyle choices. Walkability and bikeability are desirable characteristics of neighborhoods. An increasing number of Island residents are choosing to walk and bike to goods and services in the urban developed areas of the Island and to work.

How people choose to travel is a key element of both environmental sustainability and quality of life. Transportation is a significant contributor to climate change, as it accounts for a high percentage of greenhouse gas emissions. Emissions from transportation, especially diesel particulates, are a significant health hazard. The City's Comprehensive Plan focuses growth in urban areas such as Winslow and the Neighborhood Service Centers. With good planning and implementation of mixed use and higher densities within these urban areas, development can lead to a more sustainable growth pattern and preserve community character. Investments in infrastructure for active transportation modes and access to transit allow for reduced dependence on the automobile and present an opportunity for the Island to develop more sustainably and improve the quality of life for Island residents.

Active transportation facilities improve accessibility for people of all ages and abilities. For example, barriers to travel by wheelchair or walker (such as curbs without curb cuts) and lack of resting places for people with limited stamina greatly reduce people's ability to participate in community life. Many youth and seniors do not drive.

Infrastructure for active transportation also reduces the need for parking, which in turn improves walkability and bikeability, and access to transit by allowing more compact development. Costs of owning cars is a major expense for families, and good non-motorized infrastructure with compact development can make living on Bainbridge more affordable – allowing a more economically diverse community.

Transportation infrastructure and associated drainage have direct impacts on the environment. Storm water run-off can contribute to water pollution, flooding, and water temperature elevation in riparian stream habitat corridors and Puget Sound. The road network right-of-way presents many opportunities to incorporate sustainable practices to provide positive contributions to environmental sustainability.

Community Character

Community character is a term used to identify the elements that define Bainbridge Island. The City of Bainbridge Island's Comprehensive Plan discusses the Island's character as "...forested areas, meadows, farms, marine views, and winding roads bordered by dense vegetation..." [Comprehensive Plan Framework Principles]

Relationship to Transportation

For transportation, community character elements include the highway, major streets, neighborhood roadways, and pedestrian and bicycle facilities. Community character includes



natural and manmade features within the roadway right-of-way, such as trees with native understory and landscaping, drainage ditches, and street lighting. Each of these elements define the existing character of the City of Bainbridge Island. Some of these elements may be highly desired such as trees and plantings.

Much of the character of the transportation system relates back to stages of the roadway's development. Roadways throughout the Island were originally constructed as logging, mill, or farm-to-market roads connecting the rural areas of the Island with areas of urban development such as Winslow and to transportation connections such as "mosquito fleet" foot ferry docks. As the Island became more developed, major transportation features were added, including the Agate Pass Bridge, SR 305, and the Washington State Ferry's Bainbridge Island terminal. Island roadways were also improved over time -- pavement was added, roadways were widened, drainage was improved, and traffic controls were added to improve vehicle mobility and safety. Urban areas, mainly Winslow, saw a higher level of development including sidewalks and pedestrian paths, on-street parking spaces, street trees and landscaping, and street lighting. Recent improvements to the Winslow area include bicycle lanes and sidewalks, pedestrian crosswalks and refuge areas, bicycle and pedestrian paths, vehicle turn lanes, roundabouts, and other transportation features. New property developments are required to include transportation improvements along the property's frontage in accordance with the City's roadway design standards.

The City has followed the community's desires by making efforts to define and implement an appropriate look and feel for its roadway and off roadway transportation systems. Emphasis throughout the City's planning activities has responded to the community's concerns about preserving the elements that define the character of the community.

- The adopted Winslow Master Plan emphasized the use of traffic calming to slow traffic speeds and promoted the development of pedestrian and sidewalk facilities within the Winslow Core.
- The City roadway standards use 10-foot wide travel lanes instead of the standard 12 feet, creating a narrower feel and less paved width. This helps to slow traffic and reduce storm water impacts of roads.
- The City developed a Non-Motorized Transportation Plan and created a Non-Motorized Transportation Advisory Committee to provide better facilities for pedestrians and bicyclists throughout the Island.
- The City continues to explore and implement innovative traffic control options such as the roundabout at Madison Avenue and High School Road as an alternative to the installation of traffic signals.
- The City continues to evolve its transportation vision to include complete streets, shoulder networks for cyclists, sidewalk improvements for better accommodation of a wide range of users, and trails including regional, inter-island, and local connecting pathways.
- The City (Along with Kitsap County) has developed the concept of the Sound to Olympics Trail (STO) – a regional trail crossing Kitsap between both Winslow and Kingston to the Hood Canal Bridge – which will link the Burke-Gilman Trail and the Olympic Discovery Trails.

Community character transportation features

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



Road development guidelines

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

GOAL 10: Parking



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

10.1 Encourage on-street parking in urban zoned areas.

Development of street frontages in urban commercial areas should maximize on-street parking to the extent practical. Development projects in urban residential areas should consider on-street parking in favor of off-street parking.

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

City projects in commercial districts should maximize parking to the extent practical within the existing rights of way. Note that "Complete Streets" projects must also balance other functions such as non-motorized uses.

10.3 Seek opportunities to expand public parking.

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

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

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

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

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

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

Seek opportunities to accommodate bicycle parking. Consider providing bicycle parking at locations convenient to businesses providing goods and services and for employees who commute to work by bicycle. Provide bicycle storage at transit facilities.

GOAL 11: Community Character

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



11.1 Scenic resource protection

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

11.2 Road development guidelines

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

11.3 Street design guidelines

~~Reflect~~ Providing for and protecting the development of more urban nature of roadways features, such as parking, sidewalks, and bicycle facilities within Winslow Planning Area and within neighborhood centers by encouraging, where prescribed urban areas, and less urban features, such as widened shoulders and separated paths, in less urban areas. Provide Context appropriate :

- ~~crosswalks and sidewalks~~
- ~~street trees and landscaping~~
- ~~traffic-calming strategies and devices~~
- ~~on-street public parking~~
- accommodations for transit stops design in urban and facilities suburban areas that promote the use of all mode of transportation for all ages and abilities of people.
 - ~~bike facilities~~
 - Street lighting, with an emphasis on maximizing pedestrian and bicycle visibility
 - ~~ADA requirements~~

11.4 guidelines – Concentrating street lighting guidelines

- ~~Minimize the use of street lighting outside of Winslow, except to address safety issues within Winslow and where~~ Island Town Centers and areas identified by the safety or community in special planning areas. Design lighting to minimize glare and light spillage needs.

11.5 SR 305 scenic character

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

- GOAL 12: Scenic resource and habitat protection – Focusing the development of the transportation system within existing and carefully chosen new travel corridors, while retaining or enhancing trees with understory and standing or lying deadwood.
- SR 305 Scenic Byway – Retaining the scenic character of SR 305 by discouraging new access points, and maintaining or enhancing vegetative buffers. SR305 is a WSDOT designated Scenic Byway, and the community wishes to preserve, enhance, and restore healthy forested habitat along the corridor.



Trees, understory, standing and fallen deadwood all contribute to the desired view-shed and wildlife corridor. Vegetative buffer screening adjacent development is important, both within WSDOT right-of-way, and within adjacent land bordering the highway. Development of the Sound to Olympics Trail in and along the SR 305 right-of-way is planned to reduce the need for more motor vehicle lanes, enhance vegetative buffer, and improve connections with transit. Reversible bus rapid transit lanes are being studied to move people more efficiently, and with minimum impervious surface.

Desired features of Community Character

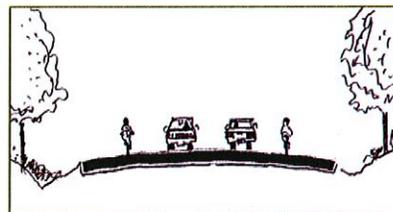
The photographs and sketches identify some of the key features that define the transportation character of Bainbridge Island.



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



Crosswalks, parking, street lighting, and non-motorized facilities are desired features in urban areas



Integration of bicycles, pedestrians, and non-motorized facilities are important features for the community

Livability and Health

The public is becoming more conscious of the environment in which they live and an increasing percentage of the population desires to live in places that are walkable and bikeable. The federal Centers for Disease Control (CDC) and the Kitsap Public Health District strongly encourage developing active transportation facilities to support moderate exercise for basic public health. Today prospective home buyers are presented with statistics such as walkability scores. A growing number of residents desire active transportation alternatives for daily trips including access to goods and services. More and more commuters choose active modes of transportation to commute to work. On Bainbridge Island, many residents commute by walking and bicycling to the Seattle ferry. Other commuters use Kitsap Transit or carpool and often walk to stops within their neighborhood.

Relationship to Transportation

In order to achieve livability and promote public health, developing progressive standards and incremental investments in transportation infrastructure including non-motorized elements are essential.



- **Roadway Standards** – Pedestrian and bicycle facilities need to be specified that evolve the infrastructure in the community to be more livable and provide for active modes of transportation and recreation. Consider whether street lighting is appropriate for routes where residents are walking or cycling to school, work, or transit in the dark during fall and winter months. This is particularly important for people with low vision—including seniors. Recognizing that investments take time, consider interim measures to provide additional non-motorized safety through means such as reducing speed limits, providing wider shoulders, and installation of signage.
- **Complete Streets** – Investments in pedestrian and bicycle facilities within both urban and suburban areas over time will provide for greater connectivity. Many urban streets lack sufficient sidewalks and bike lanes. Many secondary arterial roadways in suburban locations lack shoulders and separated facilities.
- **Multi use pathways** – Investments in separated pathways with regional, inter-island and local connectivity.
- **ADA Transition Plan** – The City is continuing a process of identifying ADA accessible routes for people with reduced mobility, many using assistive devices such as wheelchairs (motorized and manual) and walkers. For example, a Universal Design Working Group of the Non-Motorized Transportation Advisory Committee evaluated design options for the Winslow Way Reconstruction Project which made new facilities there much more accessible for people with disabilities.

Neighborhoods

Bainbridge Island is a residential community, and the protection of neighborhood areas and promotion of neighborhood transportation facilities, is an important concern for Island residents. Urban neighborhoods, such as Winslow, need a high level of development with pedestrian and bicycle facilities, transit access, and a development of residential street character. In suburban areas, neighborhoods are concerned about the impacts of traffic flow, the development of non-motorized facilities and improving future connections and circulation.

Relationship to Transportation

Residential areas need to provide a safe roadway system for adults and children walking, bicycling, playing, and driving. The City of Bainbridge Island has a limited transportation network and vehicle movements often depend on a single street. Because of this, as traffic levels increase on the arterial street system, adjacent and parallel streets will begin to experience factors such as “cut through” traffic, inappropriate vehicle speeds, and intersection congestion.

- **Neighborhood traffic calming**– The City’s Public Works Department, in conjunction with the Police Department, review complaints about inappropriate speeding or cut-through traffic on neighborhood streets.
- **Traffic enforcement** – The City of Bainbridge Island Police Department responds to neighborhood requests about high traffic speeds through residential areas.
- **Roadway standards** – The City of Bainbridge Island has developed its roadway design standards to act as a traffic calming feature through the use of narrow travel lanes and non-motorized facilities.



Neighborhood Transportation Features

The IWTP is focused on identifying the improvements needed for the mobility and safety of people using the transportation system. The alternatives and recommendations meet the Plan’s goals for maintaining the neighborhoods including:

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

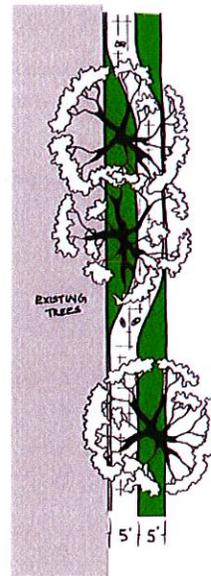
Desired features for Neighborhoods

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



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

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



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



Environment

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

12.1 Environment sensitivity

Minimize impacts of road construction onMaintaining a natural quality environment is very important to the Bainbridge Island community. Protection of the environment is a key consideration for all development projects, with the city, state, and federal government agencies, and Native American tribes with treaty rights, all playing roles.



Bainbridge Island residents voted to fund a \$ 10 million dollar bond to purchase open space, and that money was heavily leveraged through the City's Open Space Commission to vastly increase open space on the Island. Bainbridge voters approved a Levy Lid Lift for the Bainbridge Island Metropolitan Parks and Recreation District to purchase land to strategically increase open space with recreational usage. The City completed an Open Space Study, which provides guidance for land use planning on where the more an less environmentally sensitive areas; minimize damaging runoff and pollution from road use and maintenance; implement programs that encourage are to help inform decision-making. Citizens expect our planning for transportation (aka "grey infrastructure") to complement the "green infrastructure" the community has striven to create.

Relationship to Transportation

Bainbridge Island has a variety of environmental characteristics that affect the development of the transportation system. As an island, traffic is concentrated near the ferry terminal in Winslow, and at the two-lane Agate Pass Bridge at the north end of the Island. Its topography, soils and steep slopes have limited the development of roadways in many areas. The Island has many sensitive resources such as ravines, parklands, open spaces, and shoreline and wetland areas that require creative and environmentally sensitive approaches to roadway and non-motorized facility development.

Possible impacts to the environment are a key consideration in the development of transportation projects. These include full consideration of impacts in the planning and design of a project on the environment. Steps in the project development and environmental review process include:

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

Environmental Transportation Features

The following environmental aspects should be considered in addition to improving mobility and safety for all modes of transportation:

- **Environmental sensitivity** – Minimizing road construction within environmentally sensitive areas and encouraging the planting of low-maintenance, vegetated groundcover and trees along roadways. The Plan focuses the development of the transportation system within existing travel corridors.

12.2 Utilities

- Where possible, the City shall require – Promoting the undergrounding of overhead utilities to reduce the need for removal and maintenance of roadside vegetation.
- 12.3–**Storm water management.** – Providing for environmentally-sensitive design of storm water collection and detention facilities. Look for opportunities to combine traffic calming and storm water management goals through green infrastructure provisions within traffic calming features such as curb bulbs.



Air Quality

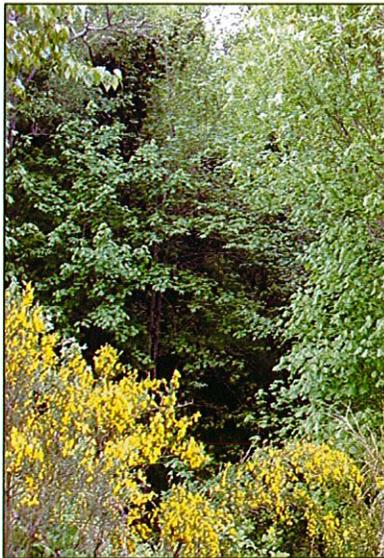
- Develop – Developing transportation plans and programs that reduce travel demand, improve traffic flow, encourage non-motorized and transit transportation alternatives to driving, and consider the impact to regional air quality.
- Wildlife corridors – Recognizing and promoting the maintenance of wildlife corridors.

Desired features of Environment

Bainbridge Island has a variety of environmental characteristics that affect the development of the transportation system.

The photographs and sketches below identify some of the key features that define the environmental goals.

Storm water Management and Green Infrastructure



Special stormwater containment features can control water runoff roadway



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

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







Developed landscapes including roadways are covered with impervious surfaces which can increase pollutant levels and increase stream flows degrading water quality and support county, regional, and state air. The Washington State Department of Ecology (DOE) establishes the storm water flow control and water quality goals and requirements for roadway projects. As a municipality, the City of Bainbridge is required to meet the National Pollutant Discharge Elimination System (NPDES) permit obligations to discharge storm water to waters of the State of Washington and meet the NPDES permit requirements. With the implementation of the 2012 NPDES Permit, the City is implementing Low Impact Development (LID) requirements for both public and private development.

12.4 Wildlife corridors

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

~~GOAL 13: Community Involvement~~

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

13.1 Citizen involvement

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

13.2 Participation in regional decision-making

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

13.3 Public education

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

~~GOAL 14: Regional Coordination~~

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

14.1 Agency cooperation

~~Participate in regional coordinating functions with the Kitsap County, Kitsap Transit, Washington State Ferries (WSF), Kitsap Regional Coordinating Council, Puget Sound Regional Council, and~~



~~the Washington State Department of Transportation and other appropriate public transportation agencies and user groups.~~

14.2 Regional planning

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

14.3 Jurisdictional coordination

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

GOAL 15: Transportation Financing

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

15.1 Developer LOS requirements

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

15.2 Developer participation

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

15.3 Funding from others

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

15.4 Advance system planning

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

15.5 Preservation of existing system

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

15.6 Traffic Impact Fee

~~Adopt and update a traffic impact fee for mitigating the impacts of future development. LID is an innovative storm water management approach that attempts to mimic the natural storm water hydrology of pre-development conditions. LID uses techniques that infiltrate, filter, detain, evaporate, and attenuate storm water run-off close to the source. Examples of "green" natural processes include, swales, bio retention, filter media, permeable pavement, and street trees. Streets that implement natural processes are commonly referred to as green streets. Green streets can serve multiple community goals by combining storm water infrastructure within traffic~~



calming features such as curb, bulbs or by adding planting strip rain gardens that provide additional buffer from the sidewalk.

Balancing Community Needs

With thoughtful planning, new transportation infrastructure can often improve environment functioning—as when LID facilities replace more traditional storm water piping; or when pedestrian, bicycle, and/or transit facilities reduce the need for impervious and expensive parking facilities.

One of the more challenging aspects of improving a transportation system is finding the right balance between competing community needs and desires. For example, it may be best to construct a sidewalk/ separated pathway on one side of the roadway rather than on both sides to reduce impacts to vegetation. Balancing needs of non-motorized users and goals of vegetation protection will require analysis and public engagement to design improvements that best meet competing interests.

Finding designs which improve transportation systems and evaluating the trade-offs where they exist (weighing the importance between community goals and design guidelines) is an important function of the City of Bainbridge Island. Table 3-1 illustrates the issues that can arise for a variety of transportation improvements.

Table 2-1: Competing Community Needs

<u>Project Type</u>	<u>Community Character concerns</u>	<u>Environmental concerns</u>	<u>Neighborhood concerns</u>
<u>Widen roadway for bicycle lanes</u>	<u>Increases paved width of roadways changing the road’s look and feel</u>	<u>Promotes use of non-polluting vehicles, but also can increase water runoff</u>	<u>May slightly increase vehicle travel speeds on widened road corridor</u>
<u>Installation of roundabout at an intersection</u>	<u>Roundabouts highly desired over traffic signals</u>	<u>May result in removal of trees near intersection</u>	<u>May reduce cut-through traffic in residential areas</u>
<u>Rebuilding roadway impacted by shoreline erosion</u>	<u>May result in a more structured and modern roadway facility</u>	<u>May have impacts to shoreline areas, loss of trees and foliage</u>	<u>Needed improvement for access to property</u>
<u>Installing pedestrian path or sidewalk</u>	<u>May affect the feel of a traditional neighborhood</u>	<u>Promotes use of non-polluting vehicles</u>	<u>Provides safe access for pedestrians</u>

As illustrated in the table above, each of these examples could have competing concerns and sometimes, even within a single category. In other words, a highly desired project for one member of the community may be highly opposed by another. In the end, these checks-and-balances can



improve the planning and design of roadway projects by reflecting the needs and desires of the community.

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