CHAPTER 7 ~~NON-MOTORIZED~~OTHER TRANSPORTATION SYSTEMS

~~Non-Motorized Modes – people walking, cycling, horseback riding, and using wheelchairs – play an important role in Bainbridge Island's transportation system. Many peak hour commuting trips as well as other trips are made walking or riding. Having non-motorized choices available is important to many Island residents. Providing facilities that accommodate non-motorized users provides for safety, mobility, supports development density, encourages healthy lifestyles, reduces impact to the environment, and ultimately provides for improved quality of life for Island residents, workers, and visitors.~~

~~Background / History~~

~~Non-motorized modes of transportation, have been and continue to be, an integral part of Island life. From the late 1800's to the early 1900's, the main transportation to the Island was provided by a small fleet of steam ships referred to as the "mosquito fleet". Roads originated at or near the "mosquito fleet" docks. Early residents walked, rode horses, and biked before the proliferation of automotive transportation. Auto ferry service was brought to the Island in the 1920's at Agate pass. The Agate Pass Bridge was constructed in 1950. Auto ferry service to Seattle followed in 1951. With the onset of the golden age of the automobile, reliance on non-motorized transportation declined. As a rural oasis from the growing urban center of Seattle, walkability, biking, and horse-friendly neighborhoods remained an attractive part of the Bainbridge lifestyle. Walking and biking continued to be an important aspect of mobility within and nearby the Town of Winslow and other outlying Island town centers. With a reliable transportation to Seattle, a commuter culture developed and Bainbridge evolved to be more suburban. With increasing population, bus transit linking residential areas to the ferry terminal became an important element of the transportation system. In more recent times, with increased density closer to the ferry terminal increasing traffic congestion, and greater awareness of health and environment, walking and biking have become a more attractive mode of transportation.~~

~~The entire Island incorporated as the City of Bainbridge Island in 1991. Since incorporation, there has been a greater emphasis on non-motorized transportation planning. Following the development of the 2003 Island-Wide Transportation Plan, non-motorized transportation became a significant driver of the City's Capital Improvement Program. The City has invested heavily in non-motorized improvements over the past decade. The following is a summary of major milestones in the City's non-motorized planning and implementation:~~

- ~~Inclusion of bicycle system planning and maps in the Transportation Element of the 1992 Comprehensive Plan.~~
- ~~Development of a Trail System Master Plan in 1994.~~

- Recommendations for sidewalk and bicycle improvements in the 1995 Winslow Master Plan.

- Formation of a Non-Motorized Transportation Advisory Committee (NMTAC) to advise Council and support staff in December of 2002.

- Drafting of an island-wide Non-Motorized Transportation Plan in 2003. This plan included a comprehensive set of policies and goals that were later adopted in the City's Comprehensive Plan. Extensive Island-wide non-motorized existing and planned facilities maps were developed. These maps were subsequently adopted in the City's Comprehensive Plan and have evolved through several comprehensive plan updates.

- Inclusion of extensive non-motorized planning in the transportation element of the City's 2006 Comprehensive Plan following the 2003 Non-Motorized Plan.

- Formation of the Core 40 Program to provide a 40 mile integrated shoulder network for bicycles island-wide in 2007. The delivery of several Core 40 projects, including Bucklin Hill and North Madison.

- Delivery of capital improvement projects (mostly grant funded) in the Winslow area providing pedestrian and/or bicycle facilities including; Bjune, Ericksen, Ferncliff, High School, Madison, and Winslow Way.

In the 2004 Island-Wide Transportation Study, the 2003 Non-Motorized Plan was included as a separate volume. In this update to the Island-Wide Transportation Study, the Non-Motorized Plan is being incorporated into the Plan. Both the 2003 Non-Motorized Plan and the 2004 Transportation Study were extensive efforts that involved considerable staff time, comprehensive consultant support and extensive public outreach. Much of the information in the past Plans is still relevant today and remains a useful reference. The current update is more limited in scope and budget. The limited update is being prepared by City Staff with consultant support for updating information from the updated traffic model from the recent impact fee study. Public involvement includes participation by the NMTAC in the revisions to the Plan and review of the final draft by the Planning Commission. All of those meetings are open to the public. The final draft of the Plan is intended to be utilized to inform the update of the City's Comprehensive Plan Transportation Element. The Comprehensive Plan update includes more extensive public involvement.

Vision, Goals, and Policies

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

Overall Goal

To provide the citizens of Bainbridge Island with a non-motorized transportation system that is a planned and coordinated network of shoulders, sidewalks, trails, footpaths, bikeways, and multi-purpose trails that connects neighborhoods with parks, schools, shoreline, ferry terminal, and commercial areas in a way that maximizes mobility for all ages and abilities. This non-motorized network provides a sense of safety and comfort

for pedestrians, bicyclists and equestrians, and ADA accessible facilities wherever possible, while respecting the natural environment, and character of existing neighborhoods and private property rights.

Goal 1: Mobility and Connectivity

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

GOAL 1 POLICIES

NM 1.1

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

NM 1.2

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

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

NM 1.3

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

Discussion: Attention should be paid to supporting people with a range of needs including those with visual impairments, and who require the use of wheelchairs, walkers and canes. An emphasis should be placed on the development of such travel routes in the Winslow area. The Non-motorized Advisory Committee should include an ADA advocate to review Non-Motorized Transportation projects for mobility issues (see NM 5.1).

NM 1.4

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

NM 1.5

~~Develop a system of trails for non-motorized use that connects Neighborhood Service Centers, the ferry terminal, schools, parks, road ends, shoreline trails and greenways of Bainbridge Island, including existing equestrian use trails.~~
~~Discussion: Evaluate land uses, origins and destinations, existing and future non-motorized demand, and environmental critical areas to determine the appropriate type of trail and provide facilities that are appropriately sized for the anticipated demand. It may be appropriate to have paved shared use path facilities where demand is anticipated to include people walking, bicycling, and in wheelchairs.~~

~~NM 1.6~~
~~Provide well-designed and constructed pedestrian and bicycle facilities within one mile of public schools that are safe and comfortable for children. Within at least one-half mile of public schools, provide sidewalks or separated pathways along arterials, collectors and some residential streets. Retain school bus service where necessary to discourage students from crossing SR-305.~~
~~Discussion: The school district receives school bus funding for students who live outside a one-mile radius of a school location. The City and school district should coordinate efforts to develop non-motorized facilities along primary non-motorized travel routes within the one-mile radius.~~

~~NM 1.7~~
~~Private schools will work with the City to provide safe, well-designed pedestrian and bicycle access from neighboring properties to the school.~~

~~NM 1. 8~~
~~Require residential subdivision and commercial projects that meet the development thresholds set in the Municipal Code to provide public non-motorized connections through the development, where appropriate, and along public streets fronting the development. These non-motorized improvements are to be consistent with the location and design as identified in the Plan and to meet standards requirements as set by the City Engineer.~~
~~Discussion: The City needs to ensure that non-motorized connections to and through new commercial and housing developments are included as part of the development of a site plan. These include connections and short cuts that will increase the mobility of the non-motorized users, support a system, and provide connections to neighboring developments and the non-motorized network. Work with the City Planning Department to support Municipal Code changes that provide development incentives that encourage developments to incorporate non-motorized elements that cannot be required.~~

~~NM 1.9~~
~~Encourage non-motorized travel by recognizing existing informal and private pathways as part of the overall pedestrian and bicycle network. Efforts shall be made to formalize and make these connections public. Realignment of existing trails may be necessary to accommodate both trail access and private development.~~
~~Discussion: Informal and private pathways form a secondary system that is linked to the public system. This network of pathways provides direct connections between destinations, encouraging and allowing non-motorized travel. Where these short cuts occur, it is more likely that trips will be made by foot rather than by automobile.~~

~~NM 1.10~~

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

NM 1.11
Pursue development of non-motorized facilities on publicly owned (unopened) rights-of-way, street ends, utility corridors, easements and other lands available for public use.
Discussion: Unopened rights-of-way provide an opportunity for publicly owned connections to be retained as multi-purpose trail links.

NM 1.12

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

Goal 2: Design and Construction

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

GOAL 2 POLICIES
NM 2.1
Regularly update design standards, approved by the city engineer, as needed in order to evolve non-motorized elements and meet current recognized standards.

NM 2.2
Prioritize sidewalk connectivity by crafting street standards that encourage sidewalks to continue across driveways at the same level wherever feasible. This can be accomplished by providing a planting strip adjacent to the curb or by alternative driveway designs where right-of-way space is constrained.

NM 2.3
Prioritize non-motorized facilities; clearly designate the location of roadway shoulders, bicycle lanes, and multi-use lanes that are used by non-motorized users. Consider texture, color, lighting, and signage in the design of non-motorized facilities including but not limited to crossings.
Discussion: Wider fog line markings consistent with the MUTCD, shall be required on roadways to delineate the vehicle travel lanes where shoulder areas are designated for pedestrian and/or bicycle facilities. Consider using colored bike boxes, shared lane markings, and other markings in accordance with accepted standards including PROWAG.

NM 2.4
Develop and require standardized directional, destination and safety information signage for all non-motorized facilities appropriate to the Island character.

~~NM 2.5~~

~~Require that the City's Design and Construction Standards for sidewalks, footpaths and shared use pathways follow specifications appropriate for the roadway volumes, motor speed limits, location, topography and expected intensity of use. Incorporate accessibility requirements in accordance with the PROWAG to the extend feasible and incorporate universal principals in design to the extent practical. Trails standards will follow the specifications set out by the Bainbridge Island Metropolitan Park District as described in their Trails Plan and a certified arborist shall be consulted when retaining or incorporating existing vegetation.~~

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

~~NM 2.6~~

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

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

~~NM 2.7~~

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

~~NM 2.8~~

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

~~NM 2.9~~

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

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

~~NM 2.10~~

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

~~NM 2.11~~
~~Artwork should be incorporated into the functional design of the publicly funded facilities and encouraged in private developments.~~

~~Goal 3: Safety and Maintenance~~

~~Promote the safe use of non-motorized facilities through effective transportation improvements, maintenance operations and enforcement.~~
~~GOAL 3 POLICIES~~
~~NM 3.1Develop and fund an annual maintenance and repair plan for non-motorized facilities that includes, but is not limited to, the following:~~

- ~~maintenance of bike lanes and shoulder areas including: frequent sweeping of debris, striping and vegetation maintenance;~~
- ~~deficient disability access;~~
- ~~the replacement and/or adjustment of the grade of storm drain grates;~~
- ~~repair of uneven or damaged sidewalks, footpaths, bicycle lanes, roadway shoulders and below-grade storm drain grates or other utility facilities;~~
- ~~reduction of sight line obstructions;~~
- ~~pruning of branches, vines and vegetation that obstruct the travel way according to best management practices; and~~
- ~~completion of other maintenance activities that promote safety for non-motorized users.~~

~~NM3.2~~
~~Remove man made objects that may be dangerous for the traveling public in existing rights of ways~~

~~NM 3.3~~
~~Improve the safety of non-motorized travel by using such techniques as raising crosswalks, wider striping, pedestrian islands, ADA acccomodation, modifying lighting, installing hand or bicycle activated sensors or implementing traffic calming measures.~~

~~NM 3.4~~
~~Provide marked crosswalks in high traffic areas consistent with the MUTCD , at safe and appropriate intervals, particularly in locations where pedestrian routes cross an arterial.~~
~~Discussion: Existing and proposed motorized / non-motorized crossings (such as at driveways where bicycle and automobile paths cross should be evaluated to assure the safe passage of non-motorized travelers.~~

~~NM 3.5~~
~~Strongly encourage The Washington State Department of Transportation to make improvements at intersections that promote safe non-motorized crossings of SR 305.~~

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

NM-3.6

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

NM-3.7
Coordinate with the Police Department and the Washington State Patrol to provide officer training and consistent enforcement of traffic laws, including speed limits, for both motorized and non-motorized travelers.
Discussion: Enforcement of traffic laws increases safe practices and provides a safer environment for non-motorized travel.

NM-3.8
Coordination with public and private groups, including the Bainbridge Island Police and Bainbridge Island Metropolitan Parks District, to promote the education and awareness of personal safety while using trail and other non-motorized facilities. Support bicycle patrol units for enforcing traffic laws for cyclists and patrolling multi-use pathways that are separated from the roadway.

NM-3.9
Maintain safe conditions during construction and maintenance of non-motorized travel paths and adjoining properties. If sidewalks, shoulders, or trails must be temporarily blocked, the city shall require alternate travel routes to be provided, posted, and maintained. Temporary wheelchair accessibility shall be provided.

Goal 4: Education

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

Goal 4 Policies
NM-4.1
The City will coordinate with the City police department, the Kitsap County Health District, the school, parks, and fire districts, and other civic groups to develop and sponsor outreach programs. The programs are intended to inform specific segments of the community, including but not limited to, motor-vehicle drivers, school-age children, non-motorized commuters, cyclists, recreational users, private property owners with or adjoining non-motorized facilities, and the general public.
The following public education programs should be provided to Island citizens:

- pedestrians and non-motorized vehicle safety
- rights and responsibilities of non-motorized facility users

- rights and responsibilities of property owners

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

NM 4.2
Develop programs, or adapt programs, used successfully elsewhere, to encourage the use of non-motorized travel modes, including bicycle to work programs, bike-to school, sharing the road promotions, and training workshops. Various programs have been used throughout the nation to promote non-motorized use and education.

NM 4.3
The City should identify the location of public facilities, such as trails, and, as appropriate; especially travel routes through or adjacent to private property.
Discussion: The design of access points and way finding signs can provide better recognition of facilities to the traveling public.
Public non-motorized facilities, such as trails, should be identified with signage and maps in order to clearly designate routes and access points. This is especially important where non-motorized facilities run adjacent to or through private property.

NM 4.4
Develop a Non-Motorized Transportation Guide Map that identifies the location of non-motorized routes and facilities including the location of public restrooms and other amenities. The map should be updated regularly to provide the most current information for Island residents and visitors.

Goal 5: Implementation

Provide mechanisms for funding, prioritizing and implementing the Non-Motorized Transportation System Plan.
Discussion: Implementation of the Plan requires the translation of the goals and policy statements into a system improvement plan and a financing strategy.

GOAL 5 POLICIES
NM 5.1
The City will maintain a Non-Motorized Advisory Committee to advocate for the Transportation System Plan, in particular, non-motorized projects. The committee should consist of a minimum of five community members representing a broad range of interests, including an emphasis on pedestrian, bicyclists and equestrian users. Coordination efforts by the committee will include, but not be limited to: review of proposed transportation projects, including receiving and incorporating input from the public as required in Goal 6; project review for system connectivity and use standards; and providing general guidance and recommendations to the City Council, Planning Commission and City staff regarding non-motorized facilities. The committee will also review grant applications and assist with non-motorized education for the community.

NM 5.2
Coordinate planning and implementation with Kitsap County, Kitsap Transit, Washington Department of Transportation, Kitsap Coordinating Council, the Puget

~~Sound Regional Council, and other planning / advocacy groups to further non-motorized goals. This includes trails and access to transit in Kitsap County, the Olympic Peninsula, and the greater Puget Sound region.~~

~~NM 5.3~~
~~Incorporate non-motorized improvements during the planning and design phase of road construction and other improvement projects. All commercial and residential development projects that reach the design review thresholds set in the Municipal Code shall be reviewed for compliance with the goals, policies and standards of the Non-Motorized Transportation System Plan. The NMTAC should develop a review checklist to aid City staff in evaluating projects for compliance with the Plan.~~

~~NM 5.4~~
~~Review the Municipal Code for opportunities to add regulations and incentives to increase the ability to obtain non-motorized projects with new private development applications.~~

~~NM 5.5~~
~~Identify and prioritize specific non-motorized construction projects in the Capital Facilities Plans and Transportation Improvement Plan, as identified by the Non-Motorized Transportation System Plan. Identify high priority projects, such as the Waterfront Trail (as identified in the Winslow Master Plan), and assure their completion.~~

~~NM 5.6~~
~~Designate City funding levels and actively pursue various funding sources, such as available grants and bond initiatives to allow construction of priority projects identified in the Non-Motorized Transportation System Plan. Funds for non-motorized projects shall be identified in the City's Capital Facilities Plan and annual budget and be used to acquire right-of-way, construct new facilities, refurbish older facilities, and maintain existing facilities.~~

~~NM 5.7~~
~~Secure easements or other land dedication for non-motorized facilities through development mitigation, donation, tax incentives / exemption programs, or direct acquisition. Look for opportunities to renegotiate and create new multi-purpose easements where non-motorized access can be accommodated within other easements, such as utility easements.~~
~~Discussion: The success of the Non-Motorized Transportation System Plan is dependent on the ability to obtain the land necessary to build the non-motorized system. The Non-motorized Advisory Committee should advise the City Council on acquisitions necessary to complete the system. In addition to securing new easements, the City should look for opportunities to renegotiate existing easements (like utility access easements) to add non-motorized access as an allowed use.~~

~~NM 5.8~~
~~Pursue joint funding opportunities with the School District, Park District, Washington State Department of Transportation and other agencies to meet high priority needs.~~
~~Discussion: Joint projects with multiple agency participation is an efficient way to leverage limited funds of each participant and enhance grant applications.~~

~~NM-5.9~~
~~Evaluate all repair and maintenance projects for opportunities to incorporate non-motorized projects in order to accelerate the implementation of this Plan.~~
~~Discussion: Using tools such as a coordinated review of the City's annual workplan, pre-feasibility studies and designated funding in the transportation improvement projects budget, assure that non-motorized transportation facilities identified in this Plan are funded.~~

~~System Overview, Inventory, Attractions, and Travel Routes~~

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

- ~~Ferry Terminal~~
- ~~Agate Pass Bridge~~
- ~~Town center of Winslow~~
- ~~Town centers of Day Road, Island, Lynwood, and Rolling Bay~~
- ~~Residential neighborhoods~~
- ~~Schools~~
- ~~Churches~~
- ~~Parks~~
- ~~Road ends and shorelines~~
- ~~Equestrian facilities~~

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

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

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

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

- Accommodating a wide range of non-motorized users of all ages and abilities.
- Providing connectivity to the Ferry Terminal and the Winslow Town Center.
- Providing safe routes to schools.
- Providing connectivity to town centers and neighborhoods across the island for all modes.
- Improving safety for cyclists and walkers on the Island's secondary arterial roadways.
- Improving usability and accessibility of sidewalks in the Winslow Town Center.
- Removing barriers and addressing gaps in networks addressing the above priorities. This includes but is not limited to SR305 and other higher volume streets.

Bainbridge Island is largely rural and suburban with neighborhood centers like Rolling Bay and Lynwood Center and the Winslow Town Center that have more urban development patterns. Context sensitive solutions for non-motorized modes will depend upon site specific conditions such as existing and planned land uses, the location of origins and destinations such as schools and parks, motor vehicle speeds and volume, and the overall network connectivity.

The overarching goal of the non-motorized transportation system is to create a network of facilities that makes it safe and secure for all ages and abilities of people to get around their neighborhoods and the island without a car. This will require a toolkit of facilities that will be evaluated for the particular context but may include:

- Sidewalks and bicycle lanes along urban streets in the Island's town centers.
- Separated non-motorized facilities that provide a viable non-motorized transportation option for a wide range of people walking, riding bikes, riding horses, or using wheelchairs are a key component of the Island's transportation system. This pathway network is envisioned to connect to the City's sidewalk and bike lane infrastructure and connect to main destinations like the ferry terminal, Agate Pass Bridge, Winslow, urban town centers, schools, parks, shoreline street ends, equestrian facilities, and other amenities. These facilities will vary depending on purpose but are envisioned to include:
  - The Sound to Olympics (STO) trail, which serves as a centralized spine for non-motorized users and is envisioned as a 12-foot wide separated multi-use path connecting the Bainbridge Island Ferry Terminal to the Agate Pass Bridge and linking to other regional locations,
  - Inter-island trails, which are envisioned as 10-foot wide separated multi-use pathways to link urban town centers, schools, and parks, and

- Connecting pathways, which are 6-foot wide trails built to City standards that provide local connectivity and connect to the regional and inter-island trails. Additionally the system will integrate with Bainbridge Island Metropolitan Parks District Trails, built to Park Standards, that provide both inter-island and local connectivity.

Road shoulders can provide connectivity for commuter and more experienced cyclists, as envisioned in the City's Core 40 Program. The Core 40 goal is to provide an integrated network of shoulders for cyclists that when combined with multi-use trails and lower volume roadways provides 40 miles of bicycle routes on the Island.

On low-volume neighborhood streets, specific non-motorized infrastructure may not be necessary if vehicular speeds are low (20-25 mph).
This combination of facilities is envisioned to make up a functional network that provides connectivity to the attractions previously identified and mobility for the greatest number and widest range of users.

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

Barriers to use and Connectivity Improvements

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

- Inadequate maintenance from lack of shoulder sweeping for cyclists, objectionable joints at settled sidewalk panels, or poor trail surfaces in need of re-grading and compaction;

- Deficiencies in design such as lack of ADA compliant ramps, facilities that are not of adequate width to be comfortable for many users, and facilities with materials that are not ADA compliant;

- ~~Discontinuities in system networks such as gaps in sidewalks or roadway shoulders;~~
- ~~Inadequate facilities at roadway intersections;~~
- ~~Lack of facilities when systems do not exist or do not extend far enough to meet needs;~~
- ~~Physical barriers such as naturally occurring ravines or existing developed properties that do not provide for access.~~

~~To address barriers and other limitations on non-motorized connectivity across the Island, connectivity improvements are identified in a set of figures and tables which are intended to be living documents updated as new areas are identified and considered warranted by the Public Works Department / Director.~~

~~Table 7-1 lists identified barriers on SR305 and on City roadways.~~

For the City of Bainbridge Island, other transportation systems provide an extremely important role in the movement of people, vehicles, and goods. The ferry, transit, and non-motorized systems are a primary means of moving people to and from their destinations from commuter trips to Seattle to tourists visiting Bainbridge Island. This chapter describes each of these systems and their relationship to the Bainbridge Island transportation system.

Ferry System

The WSF service has, for many years, been the primary provider of ferry transit services in western Washington. The Seattle-Bainbridge ferry run provides an integral connection to the greater King County and locations east of Puget Sound to the Kitsap Peninsula, and the Olympic Peninsula regions. System-wide, the WSF system carries more than 23 million passengers per year *(2014 Washington State Ferries Rider Statistics Report).*

Washington State Ferry Operations

The Seattle/Bainbridge Island ferry provides daily crossings between Bainbridge Island and downtown Seattle's Coleman Dock. The 35-minute crossing covers 8.6 miles and connects Bainbridge Island and the SR 305 corridor with downtown Seattle and the Interstate 5 and 90 corridors. Two Jumbo Mark II Class auto/passenger ferries, the M/V Tacoma and M/V Wenatchee, serve the route connecting the I-90 corridor to SR 305. Each vessel has a travel speed of 18 knots, and maximum capacity for 2,500 passengers, 218 vehicles and 60 commercial vehicles.

Table 7-1 lists the ridership, schedules, crossing times, and service frequencies for the Seattle-Bainbridge Island route and alternative ferry routes that serve the central Kitsap County region. As shown in Figure 8-1, these alternative routes include the Seattle-Bremerton (passenger-vehicle and passenger only), and Kingston-Edmonds runs. The Seattle-Bainbridge run carries the largest share of ridership with more than 6.32 million passengers per year. The Kingston-Edmonds runs carries approximately 4 million annual passengers and the two Seattle-Bremerton ferries carry about 2.5 million riders.

Credit: WSF

Table 7-1. WSF Schedules and Headways

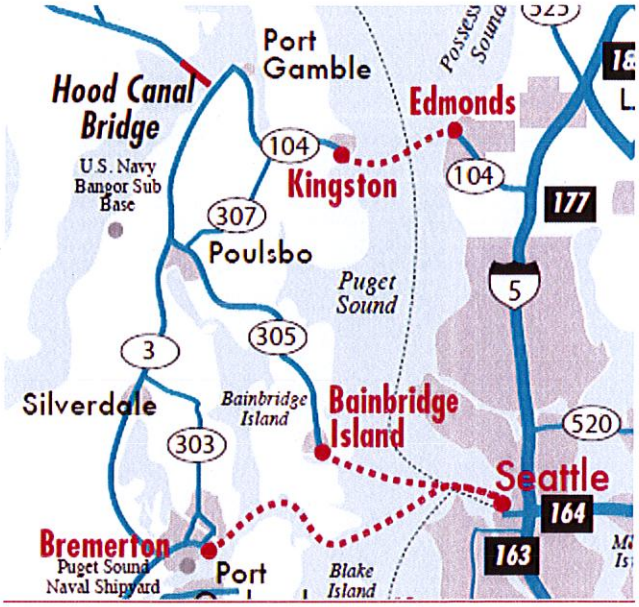
~~hTable 7-1, Roadway Network Barriers~~*Route*	*2014 Ridership*	*Vehicles Carried*	*Hours of Operation (first-last sailing)*	*Crossing Time*	*Service Frequency*
Seattle/Bainbridge Island	6.32 million	1.95 million	~~SR305 at Vineyard Lane~~5:30 am-2:10 am	~~A separated grade crossing is needed to unite the two sides of the urban town center of Winslow that are divided by the SR305 superblock between Winslow Way and High School Road.~~35 min	40-50 min
Seattle/Bremerton	2.52 million	~~SR305 Signalized Crossings~~0.65 million	~~Wide crossings can be a barrier to some users; As capacity improvements are made to SR305, medians, islands, and other pedestrian related improvements should also be provided.~~5:10 am-1:30 am	60 min	70-140 min
~~3~~Kingston/Edmonds Ferry	~~SR305 Shoulders~~4.00 million	~~Shoulder widening is needed to address gaps in between Hidden Cove Road and the Agate Pass Bridge.~~2.10 million	5:10 am-1:00 am	30 min	40-70 min

4	City Secondary arterial and collector roadways	Where pedestrians and cyclists are uncomfortable, shoulders and/or separated pathways are needed in areas with or with potential for non-motorized use. Many of these areas are identified for improvements shown in Map E.

Table 7-2 identifies potential connectivity for trails. The focus of this table is for regional and inter-island multi-use pathways and roadway shoulder improvements. Trails included in this table are shown in Map E. Map E graphically depicts one set of possibilities for inter-island trails for the purposes of demonstrating connectivity that may be achieved by an integrated trail network. Some connectivity is identified for connecting pathways that are branches of regional and inter-island trails. Local connectivity is beyond the scope of what is listed. Refer to Maps C and D for additional trail connection zones. Trail connection zones are identified as opposed to specificity of routes to allow flexibility. The City's past practice has been to acquire easements for trails from private property owners on a voluntary basis or when there is significant development. While Maps C and D are applicable to development review, the specificity of location shown in Map E is not intended to be binding on development.

Source: Washington State Ferries

Figure 7.1 Ferry Routes



Ferry LOS

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

Table 7-2 Ferry Operation LOS

Route		Level 1	~~Table 7-2, Trail Connection Zones~~Level 2
~~1~~	~~Sound to Olympics Trail at Vineyard Lane~~	~~A non-motorized Bridge is envisioned to connect the center of Winslow which is divided by SR305, requiring easements for accommodating a non-motorized bridge and its approaches.~~	

2Seattle/Bremerton	Sound to Olympics Trail at Hildebrand Shopping Area25% to 30%	A 10 foot wide paved pathway is envisioned to serve as a cross-connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor.50% to 60%	
3Seattle/Bainbridge Island	Sound to Olympics Trail north of High School Rd25% to 30%	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor, requiring easements from the Parks District and private property owners fronting SR305 for construction of the trail from High School Rd.65% to 75%	
4Edmonds/Kingston	Sound to Olympics Trailnorth of Madison Ave25% to 30%	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor, requiring easements from private property owners fronting SR305 within the highway setback for flexibility in construction of the trail.65% to 75%	
5	Sound to Olympics Trail north of Sportsman Club Rd.	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor, requiring easements from the Parks District on the Meigs Farm property.	
6	Sound to Olympics Trail north of West Port Madison	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would connect to Schools and Parks facilities and also serve as a transportation corridor requiring easements from private property owners for use of roadways fronting SR305.	
7	Waterfront Trail connector at Harbor Drive	A 10 foot separated pathway is envisioned to connect the Waterfront Trail to the Ferry Terminal. Permission is needed from WSF to use the area West of the roadway for a separated pathway.	
8		Cave Avenue Trail connector	A 6 foot wide connecting pathway is envisioned to connect local neighborhoods to the STO trail and the center of the urban area of Winslow. Easements may be needed in the vicinity of the ravine for access from the STO trail to Ferncliff Avenue near Wing Point Way.
9		Knechtel Trail connectors	A network of 6 foot wide connecting pathways and low

		volume local access roadways is envisioned to connect local neighborhoods to the center of the urban area of Winslow and the STO trail. Easements are needed from private property owners to link local access to the roadway for east – west connection from STO trail to Weaver.
10	Schools Inter-Island Trail	A 10 foot wide paved pathway is envisioned to serve as a cross connecting route at the north end of the urban Winslow area. This route would con-nect to Schools and Parks facilities and also serve as a transportation corridor. Formalized routes and easements are needed from the Parks District at the Central Park and the School District at the High School campus and the City's Suzuki property.
11.	Wardwell Inter-Island Trail	A 10 foot wide paved pathway is envisioned to serve as a route connecting points north to the urban Winslow area School and Parks facilities. Formalized route and easement are needed from the School District at the Middle School campus.
12.	Shepard Inter-island Trail	A network of 10 foot wide paved pathways and low volume streets is envisioned along this corridor to better accommodate non-motorized use. Easements will be needed from private property owners to link local access roadway for east – west connection from Weaver to Finch.

~~13.~~	~~Head of the Bay shoulders and trail~~	~~6 foot wide paved shoulders are envisioned along this corridor. Additional right-of-way may be needed from fronting property owners to widen the roadway and mitigate for wetland impacts.~~
~~14~~	~~Bucklin Hill Road~~	~~6 foot wide paved shoulders are envisioned along this corridor. Additional right-of-way is needed to widen the roadway and drainage for shoulder improvements.~~
~~15~~	~~Lost Valley~~ ~~Inter-island Trail~~	~~A 10 foot wide paved pathway is envisioned through the lost valley. The trail would provide a more direct route to the west from the Winslow area at lesser grades than surrounding road networks. Easements are needed at the east end of the proposed trail to connect through to Fletcher Bay Road.~~
~~16~~	~~Lynwood Center~~ ~~Inter-Island Trail~~	~~A 10 foot wide paved pathway separated from the roadway is envisioned on the East side of Fletcher Bay Rd and Lynwood Center Rd. This pathway would provide non-motorized connectivity south to Lynwood Center. Easements are needed along the East side of Fletcher Bay Road.~~

~~Table 7-3 identifies gaps and deficiencies in sidewalks in~~

Source: WSF 2009 Long Range Plan

Level 1 level of service represents the ~~***urban center of Winslow. This information is used***~~ percentage of sailings at peak vehicle capacity. At 25% capacity peak sailings are filled to ~~***facilitate***~~capacity but other sailings are not. Exceeding the LOS standard is an indicator that adaptive strategies should be employed to reduce peak demand.

Level 2 level of service represents the percentage of sailings at peak vehicle capacity. Standards where set to 65% to 75% for routes reflect the ability to spread demand

throughout the day due to more time flexibility amongst customers. Exceeding the LOS standard is an indicator that additional investment is needed to address capacity.

The WSF Long Range Plan forecast that percentage of vessels sailing at peak capacity will not exceed 67% through 2030 not exceeding the LOS threshold of 75% for the peak summer month of August. Thus capacity improvements in the planning ~~***of the City's sidewalk infill program***~~ period are not driven by the LOS standard.

Kitsap Transit Passenger Only Ferry Proposals

WSF discontinued passenger-only ferry service in 2003. Both a private company, Aqua Marine and the Port of Kingston have attempted to restore high speed passenger only service from Kingston and ~~pedestrian elements~~Seattle. Both services have proven to be unsustainable financially due to limited ridership. The Port of Kingston ended its service in 2012.

Kitsap Transit proposed to develop a passenger only ferry service supported by a sales tax increase in Kitsap County in 2003. Proposition 1 was not supported by the voters at that time. In 2014 Kitsap Transit commissioned a study to evaluate the potential for passenger ferry service. Kitsap Transit is currently exploring creating a ferry district to fund passenger only ferry service.

In the past, passenger only ferry service has served only one port of call in Kitsap, limiting ridership. It is suggested that a return to a mosquito fleet model of service with multiple ports of call for each vessel in Kitsap be considered. Examples for this type of service would include Kingston, Indianola, Suquamish, Bremerton, and Port Orchard with shared service to these multiple ports and Seattle.

Ferry System Issues

The primary issue for ferry service is funding. With the erosion of the gas tax with more fuel efficient vehicles transportation funding has been in decline. Since the taxpayer backed tax cuts in the early 2000's, WSF has been faced with raising fares, deferring maintenance of its fleet and terminals, and foregoing expanded operations. Challenges include:

- Maintain operating funding to keep fares at 80% fare box recovery
- Fund vessel maintenance and replacement reserves
- Fund terminal reconstruction including the Seattle Ferry Terminal
- Develop long range plans and funding strategies for expanding services including investments in expanding existing service, additional routes, and multimodal transportation to more sustainably meet the region's growing transportation needs. Examples may include upgrading the Edmonds Kingston Ferry terminals to better serve bus and other multimodal transportation, introducing ferry service from Southworth to Seattle and upgrading walk-on capacity and level of service to Bainbridge Island using three smaller auto capacity ferries to limit traffic congestion impacts to SR305.

Recommendations for Ferry Services

The City supports the retention and expansion of ferry systems to reduce the dependency on the Bainbridge Island terminal and SR 305, and to promote a more convenient and equitable ferry system. Elements of the recommendations include:

- *Parity of ferry services* – The City promotes services closer to home origins and to reduce demand at the Bainbridge Island ferry terminal and on SR 305. Examples include Vehicle / Passenger Ferry Service from Southworth to Seattle, and High Speed Passenger-Only Ferry Service from Kingston to Seattle, and direct bus service from Kitsap County to King County via the Kingston – Edmonds Ferry.
- *Ferry Priority* – The City supports the WSDOT and Kitsap Transit's programs to encourage non-SOV use through priority boarding, through the development of facilities for bicycles and pedestrians.
- *Passenger Ferry Options* – The City supports the replacement and expansion of passenger only ferry services through public and private initiatives.
- *Walk on and bicycle capacity* - The City supports long range planning for capital improvement ~~projects~~expenditures to enhance walk-on and bicycle capacity at peak sailings.
- *Motorized capacity* – The City supports long range planning for capital improvement expenditures to maintain a two-boat minimum wait-time for motor vehicle capacity at peak sailings.
- *Fair box recovery* – Maintain affordable fares for service to Bainbridge Island and Kitsap County. The City supports long range planning and investment for State funding to subsidize operation and maintenance for the Ferry system.

Kitsap Transit bus and other services

Kitsap Transit, as the public transit service provider in Kitsap County, serves the County including the City of Bainbridge Island. One way bus service is provided for commuter hours to the Ferry Terminal. Kitsap Transit has an ACCESS program providing transportation for seniors and disabled persons who are unable to use regular-route buses. Starting in June 2014, dial-a-ride service was introduced providing day time inter-island bus service. Kitsap transit also provides park-and-ride lots, vanpool programs, and rideshare programs.

Existing Routes

Eleven bus routes serve Bainbridge Island providing service mainly to and from the Winslow ferry terminal. Figure 8-2 shows the routes as they relate to the roadway system and areas of the Island.

Table 8-3 provides details about the origins and destinations of the routes, the 2014 ridership levels, hours of operations, and service frequency. Most service is provided to meet peak morning and evening demand related to ferry terminal travel, with little or no mid-day service. Service also tends to be one-directional with transit vehicles "deadheading" back (not in service) to meet the demand from arriving ferry passengers.

A total of 534,226 annual passengers in 2014 used the KT routes that serve the ferry terminal (Routes 33, 90-106). WSF reports that 3,087,786 walk-on passengers for 2014. If

the assumption is made that all of the ridership also used the ferry system, approximately 1 out of every 6 ferry riders use Kitsap Transit service.

Figure 7-2 Kitsap Transit Routes

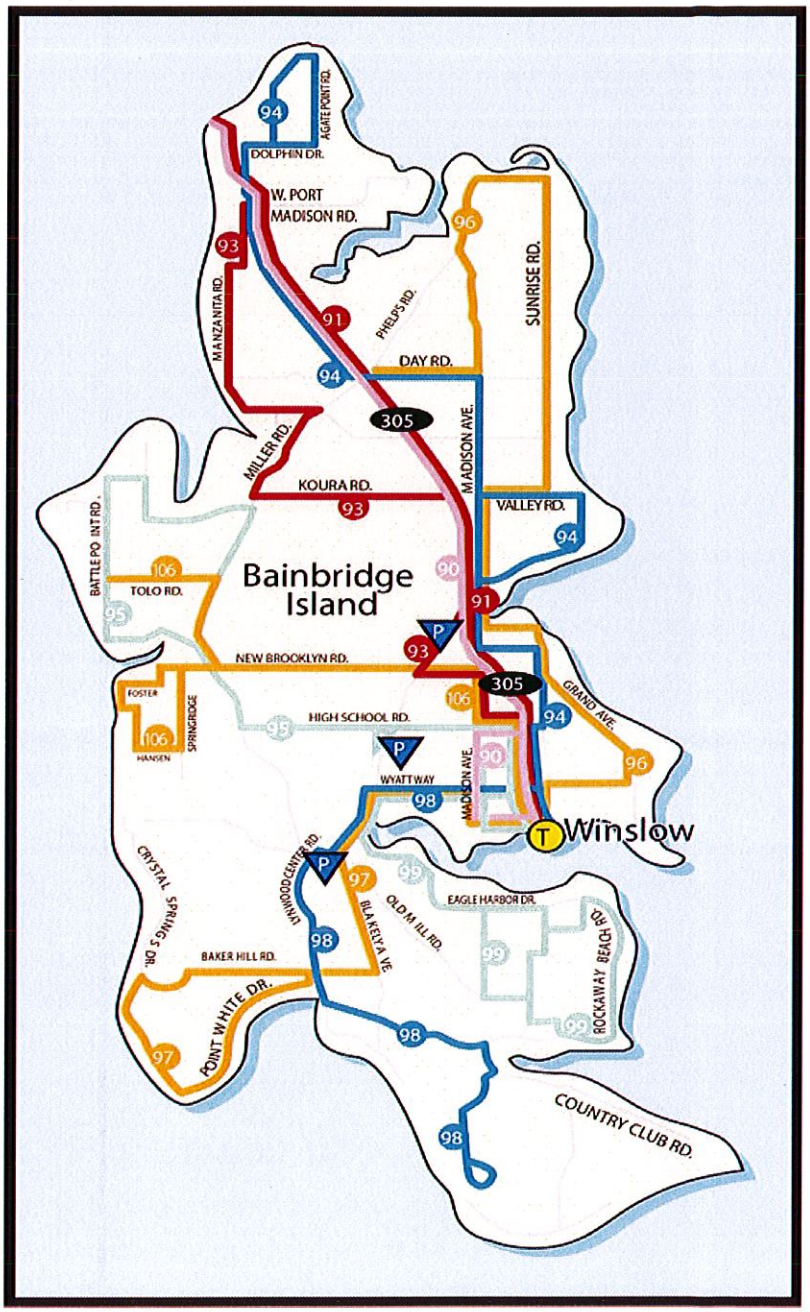


Table 7-3. Kitsap Transit Services

Route	l Ridership	deferring aintenance, onvenient and , back after the age of Initiative ncreased in the several years to pre-695 levels . e are Table 7-3, /inslow Area walk gaps and enciesHours of Operation	vice Frequency
– Silverdale/Bainbridge	Madison Avenue from Wyatt Way ligh School Rd*	existing 4 foot vide sidewalk is t adequate to commodate a e of users.4:30-7:45 5:30-19:45	45-50 min
– Poulsbo/Bainbridge	Madison Avenue from Winslow Way o Wyatt ay204,524	walk ramps not to current dards4:50-8:05 5:50-20:05	45-50 min
– Kingston/Bainbridge	Madison Avenue from Winslow Way o Parfitt ay88,662	walk ramps not to current dards4:45-8:10 5:45-20:10	35-50 min
– Manzanita	Wyatt Way from Ericksen Madison ve35,205	ewalk needed sides4:55-7:40 5:55-19:40	40-55 min
- Agate Point	Wyatt Way from Madison Ave ovell21,554	walks and bike s needed4:50-7:40 5:55-19:40	40-55 min
- Battle Point	Wyatt Way n Lovell to ver 44,878	walk is needed rth side to fill in urrent gap.4:50-7:40 5:50-19:40	45-55 min

– Sunrise	Winslow Way from Madison Ave to Grow ve30,046	ting sidewalks complete for lway segment. plete sidewalks eeded on both les.4:50-7:40 5:50-19:40	45-55 min
– Crystal Springs	Grow Ave from Winslow Way o Wyatt ay34,845	walk needed. Possible nway.4:50-7:40 5:50-19:40	45-55 min
- Fort Ward	Grow Ave from Wyatt Way ligh School d26,940	walk needed. Possible nway.5:00-7:40 6:00-19:40	45-55 min
99 - Bill Point	Wood Ave from Grow Ave Parfitt 26,050	walks are mplete on sides4:50- -19:40	min
106 – Fletcher Bay	e nue21,562	is sidewalk ast side.5:42-	min

12.	Waterfront Park Trail at Harbor Drive	sidewalk is narrow g a steep street grade. parated pathway on the property to the East switchbacks would ove accessibility for ons with disabilities and sts.Dial –A – Ride (1)	5	- 4:00
13.			Waterfront Park Bridge and approaches	The bridge needs to be widened to accommodate cyclists and resurfaced for all users.
14.		Waterfront Park from Brien Drive to Shannon Drive	Access to the park from the upper areas to the lower areas does not meet ADA	
15.	Trail from Parfitt Way to Finch Place	xisting gravel trail serves an any senior citizens and is inc	of 2014	

	urfaced with gravel Note (1) ·

Source: Kitsap Transit (www.kitsaptransit.org

Standards

The City's existing Design and Construction Standard's where developed in 1997 and have not been updated to include all of the non-motorized elements identified in the 2003 Non-Motorized Transportation Plan. It is recommended that this document be updated following the update of the Island wide Transportation Plan and the City's Comprehensive Plan both now and in progress. Refer to the table below showing a list of considerations for updating the Design and Construction Standards.

Park & Ride Lots

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

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

Table 7- 4. Park and Ride Facilities

~~Table 7-4, Standards Recommendations~~Park & Ride Facility	Location	Spaces	Served by Bus Routes
~~Standards 1~~Clearwater Casino	~~Maintain narrow 10 foot lanes on major roadways.~~Suquamish	96	90, 91
~~Standards 2~~Georges Corner	~~Modify standards to require pedestrian facilities to be maintained at grade at driveway entrances.~~Kingston	225	91
Gateway Fellowship	Poulsbo	138	33, 90
Liberty Bay Presbyterian Church	Poulsbo	75	33, 90
No. Kitsap Baptist	Poulsbo	57	90
Poulsbo Junction	Poulsbo	35	33, 90
~~Standards 3~~ ~~Require sidewalks to be built to the back of the right-of-way along arterial and collector streets.~~Poulsbo Church of Nazarene	Poulsbo	100	90
~~Standards 4~~	~~Include a standard for planter strips for increased pedestrian accommodation. An alternate standard would still be available to omit planter strips in certain situations. Wider sidewalks should be provided where planter strips are omitted.~~		
~~Standards 5~~ ~~Minimum bike lane width on secondary arterial and major collectors to be 5 feet. An additional one foot clearance of the curb to be provided at curb and gutter locations. Buffered bike lanes to be considered at up-hill climbing locations.~~Suquamish United Church of Christ	Suquamish	65	91

		Require paved driveway approaches at all driveways serving more than 3 households for all categories of projects. Note that paved driveways are currently required for new development.Bainbridge Island	5	98
Standards 6	American Legion Post			
		Include a standards for shared use path, buffered separated multi-use path, inter-island trail, etc.Bainbridge Island	80	94
Standards 7	Bethany Lutheran Church			
		Utility structure covers are to be located out of the sidewalk unless impractical and any deviation requires approval by the City Engineer.Bainbridge Island	37	93
Standards 8	Island Church			
		Tenant improvements and remodels trigger frontage improvements to meet current ADA standards.Bainbridge Island	25	90, 91
Standards 9	Day Road			

*Source: Kitsap Transit (www.kitsap*Non-Motorized Improvement Planlate 2002

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

Preservation and Maintenance

Existing and proposed non-motorized facilities need to be preserved and maintained to ensure continued usefulness. As the system grows, so does the demand for resources to maintain it. Facilities deteriorate over time and the City needs to plan for expenditures to repair and/or reconstruct these assets.

Areas of emphasis for maintenance as follows:

- Annual raised sidewalk grinding or replacement
- Annual sidewalk and cross walk power washing where needed to maintain slip resistance and/or contrasting color
- Monthly sweeping of separated pathways
- Annual cleaning/ power washing of separated pathways
- Seasonal brush cutting of trails

- Annual graveling of gravel surface trails where needed
- Monthly shoulder/bike lane sweeping + higher frequency at problem areas
- Annual pavement marking maintenance of cross walks, bike lane symbols, etc.
- As needed washing and replacement of signage such as no-parking signs, way finding signs, etc.

Education, Encouragement and Enforcement

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

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

The Committee and City routinely support the following efforts:

- 'Bainbridge Shares the Road' program and signage.
- League of American Bicyclists 'bicycle friendly community' designation.
- Posting walking and biking warning signs in high non-motorized use areas without adequate facilities.
- Walking, Cycling, and Paddling Map supported on the City's web site.
- Walking Map of Winslow, produced by Sustainable Bainbridge and supported on the City's website.
- Participating in 'Bike to School Day'.
- Community engagement for connectivity opportunities and easements.
- Participating in public outreach involvement opportunities of City transportation projects.

~~Funding~~

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

- ~~Continue to fund transportation improvements at current levels with the general fund.~~

~~Continue to seek grant funding opportunities to leverage City resources for "Complete Streets", trails, shoulders and other non-motorized improvements. Provide flexibility in the program as needed to be competitive.~~

~~Currently a study is in progress to evaluate impact fees on new development. Include non-motorized elements and implementon and impact fees to partially fund projects that relieve future congestion including complete streets projects.~~

- ~~Put forward a bond measure to fund regional and inter-island trails and Core 40 shoulder improvements.~~

~~Study maintenance needs and put forward a budget proposal in Operations and Maintenance to provide for new facilities and improved level of service of all facilities.~~
transit.org)

Kitsap Transit provided spot observations Park & Ride facilities in 2014. Table 8-5 summarizes the park & ride lots' capacity, the number of observed vehicles, and parking utilization rates for park & ride lots on Bainbridge Island.

Table 7-5. Park and Ride Lot Utilization

Park & Ride Facility	Capacity	Observed 2014	Parking Utilization
American Legion	5	10	200%
Bethany Lutheran Church	80	65	81%
Island Church	37	18	49%
Overall	**122**	**93**	**76%**

Source: WSDOT Office of Urban Mobility

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

Transit System Issues

Most transit agencies in the region, including Kitsap Transit, have not developed LOS measurements at this time. However, general assessments can be made about areas serviced, frequency, capacity, and access. Kitsap Transit has provided a morning and afternoon peak period transit service that meets the needs of many Island commuters. Mid-day (9:15am to 3:30pm) inter-island service is also provided. Review of the transit service reveals that the main issues relating to the transit are related to the expansion of transit services and improving the frequency of service. Issues related to transit include:

- With ferry passenger service expected to grow and increasing congestion on SR305 ridership capacity for buses for commuters is a critical element for achieving a viable transportation system. Capacity is an important aspect of level of service.
- With more congestion on SR305 attributed to commutes to employment both on and off island improving bus service within Kitsap County is an increasingly important element of a viable transportation system. Frequency of service and transfer efficiency are important aspects of level of service.
- Park and ride lots and bicycle parking at park and ride lots and bus stops are important to support commuters and encourage ridership. This includes park and ride lots at churches and other locations on Bainbridge Island for resident use and off-island park and ride facilities to support transit use.
- To better serve seniors and youth and persons with disabilities both short and long term support less reliance on the automobile for more sustainable growth inter-island bus transit is an important element of an effective transportation system. Extend of locations served and hours the service is provided are important aspects for level of service.
- Improving access to the Transit Center near the Ferry Terminal is needed. Currently the pedestrian facilities are sub-standard and do not provide adequate accommodation for a wide range and number of users and there are no bike facilities, on Olympic Drive.
- Improving access to bus stops with in the Urban Center of Winslow and at the City's Urban Town Centers is needed. Both the lack of infrastructure and deficient infrastructure are barriers to access in some areas.
- Improving King County Metro transit services at the Seattle ferry terminal to provide better connections to popular destinations including the airport.

Recommendations for Transit System

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

- *Transit LOS* – Encourage Kitsap Transit to monitor system use to ensure that current and forecasted demand is met for the SR305 corridor. Additionally monitor underserved Island locations for transit service expansion as Island development occurs.
- *Public Transit Ferry Access* – Support changes to transit services that promote ferry use, including the airport service, popular destinations, and special events.

- *Expansion of Island Transit* – Supports the expansion of bus services on the Island to better serve commuters, non-commuters, residential areas, and neighborhood access centers, and disabled users. This includes the Access Bus and BI Ride (Dial-a-Ride) services.
- Ferry Commute – Improve service with high capacity buses as needed to meet demand. This should include expanding accommodation for riders with bicycles.
- *Route 90 to Poulsbo* – Improve frequency of service between the Bainbridge Ferry Transit Center to the Poulsbo Transit Center with transfers to Kingston at Suquamish and Bremerton and other locations from Poulsbo.
- *BI Ride* – Extend hours of service to include afternoon and evenings.

Non-Motorized System connectivity to Transit

Active modes of transportation such as walking and bicycling are important to many island residents. The City has invested in planning and implementation for pedestrian and bicycle infrastructure to accommodate a wide range of users. Providing connectivity to transit is one important aspect for non-motorized improvements. Opportunities include development of a network of bike lanes that link commuters to the ferry terminal and regional and interisland trail systems that link pedestrians and cyclists to transit stops along SR305 and throughout the island.

Multimodal – Transportation Demand Management

In the previous study the Steering Committee strongly felt that the transportation solutions addressed in the IWTP should consider providing a multimodal approach and solution that will encourage drivers to share rides, use transit or commute by non-motorized means. The emphasis on supporting alternative modes including+ using demand management strategies is currently supported by the NMTAC.

A key to the development of a multimodal system is through the use of Transportation Demand Management (TDM). TDM is a series of methods and strategies that discourage the use of single occupant vehicles and encourage non-motorized and transit travel. TDM implies the "management of travel demand", that supplement the development of travel alternatives such as transit, carpools, park-and-ride facilities, or passenger ferry service. TDM strategies are focused on increasing the use of alternatives to single driver automobile trips through a mix of incentives and disincentives. These programs tend to be lower in cost compared to roadway or other capital projects.

While TDM programs may increase the number of person trips through a corridor by increasing use of buses, carpools, and diverting trips to off-peak hours; traffic levels may not decrease due to unmet travel demand replacing any reductions from TDM programs (latent demand for travel).

TDM Programs on Bainbridge Island

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

Agency-Based Programs

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

Examples of TDM Programs promoted by these agencies include:

- *Ferry Terminal Parking Restrictions* – The City has limited amount of parking at the ferry terminal and charging an hourly or daily fee reduces the number of persons who drive to access the ferry. As parking becomes more difficult or expensive, fewer drivers will desire to use the parking areas. On the other hand, restricted parking may increase the amount of drop-off/pick-up activity at the terminal or encourage parking in adjacent neighborhoods.
- *Commercial Parking Tax* – The City has charged a tax on commercial parking lots since 1999. The current rate is a 30% tax that provides funds for the City's general fund. This tax, if added to the parking fee, increases the out-of-pocket costs for automobile commuters, encouraging ridesharing, non-motorized travel, and transit use.
- *Carpool Parking Areas* –The City provides reserved parking areas for carpools at its ferry terminal lot. Providing reserved spaces or reduced parking rates encourages drivers to form carpools, increasing the occupancy of vehicles.

Rideshare Programs – Programs that promote the formation of carpools and vanpools can increase the rate of vehicle occupancy by increasing the number of persons

moved during peak times. Kitsap Transit has a program to match interested commuters into carpools and vanpools using the RideshareOnline.com database.

- *Vanpool Programs* – Kitsap Transit also administers a vanpool program that provides vans for commuters for a monthly fee. WSF provides additional incentives to registered carpools and vanpools who receive preferential boarding. Vanpools also receive a reduced ferry rate.
- *Land Use Policies* – The City's promotion of higher-density residential in the Winslow area promotes increased opportunities for residents to walk, or use bus service rather than drive.
- *Parking Restrictions and Enforcement* – The development and enforcement of parking policies and rules may reduce undesired parking behaviors, such as in neighborhoods adjacent to the ferry terminal area. Types of parking restrictions include hourly parking limits, residential parking zones, and area re-parking restrictions.

- *Car sharing Program* – A car sharing program allows people to have access to a vehicle that they rent on an hourly and/or mileage basis. This type of program reduces vehicle ownership, encourages transit and non-motorized travel, and lowers overall driving behavior.

Employer-Based Programs

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

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

Regional Coordination

The Growth Management Act requires that cities coordinate planning efforts with adjacent jurisdictions, the county and the region. This coordination is particularly important for transportation, where plans by one jurisdiction may have a substantial effect on the traffic on another. Regional planning allows a long-range vision to be established for a region as a whole, allowing predictability and consistency between jurisdictions, while still allowing flexibility to meet community goals.

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

WSDOT Plans

The Washington State Department of Transportation (WSDOT) identified a number of improvements to the state route system in its *Washington Transportation Plan* (WTP). In the Puget Sound Region, these projects are first identified in the Puget Sound Regional

© Can Stock Photo - csp14434185

Council's *Metropolitan Transportation Plan "Transportation 2040"* (MTP) plan. This plan sets the transportation plans and policies over a 30-year period, with the emphasis on the first 20-year time frame. The MTP identifies improvements to the SR 305 corridor.

- *SR 305 Corridor Improvements (Winslow Ferry Terminal to Agate Pass Bridge)* - Access management, intersection improvements, and HOV queue jump lanes improvements.

Consistency with IWTP

These projects should improve the overall mobility of the SR 305 corridors. The improvements along SR 305 between the ferry terminal and Agate Pass Bridge are unlikely to affect overall traffic levels, but may shorten transit travel times and enhance safety for bicyclists. The off-Island improvements will complement the SR 305 alternatives considered on Bainbridge Island, but will not significantly affect the City's traffic situation.

Kitsap County Plans

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

Kitsap Transit Plans

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

- *High Capacity Transit Facilities* – This "long-range" concept of the high-capacity transit service would improve transit travel times by developing dedicated transit lanes. A Bus Rapid Transit system has been identified as a priority.

Consistency with IWTP

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