

CHAPTER 8 OTHER TRANSPORTATION SYSTEMS FINANCING



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 Interstate 90 and Interstate 5 corridors for 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



The City of Bainbridge Island utilizes a fiscally sound approach, using a variety of resources in order to secure funds for the design, right-of-way procurement, and construction of transportation facilities. Taxpayers, developers, and County, State and Federal programs all contribute to the development of the transportation system. The City prepares a biennial budget, a financial capacity analysis, and a 6-year Capital Improvement Plan (CIP) to provide an updated look at the projects to be completed for the year and in the upcoming years ahead, as well as financing plans for those projects. The State of Washington's Growth Management Act (RCW 36.70A.070) requires that the transportation element of a comprehensive plan include:

- An analysis of funding capability
- A multi-year financing plan based on the needs identified
- A discussion of how the jurisdiction will address funding shortfalls through a reassessment strategy.

This chapter describes how the City plans to pay for the transportation improvements identified in the IWTS along with projects that appear in the current Capital Improvement Plan (CIP). Included in this section is a discussion of the City's funding capabilities, discussion of the potential funding sources, the 6-year and 20-year transportation improvement plans, and reassessment strategy.

Funding Capabilities

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

Table 8-1 summarizes the revenue sources from 2011 to 2014 for the City's Streets Fund, Capital Project Grants, and for overall City revenues. The City has consistently allocated a large portion of its funding outside of the operating budget for transportation. Over the last few years, the City has aggressively pursued transportation grant funding from State and Federal sources. The City recently implemented a Transportation Benefit District and is currently evaluating Transportation Impact Fees providing for more revenue. The City supplements dedicated transportation revenues to pay for operating costs such as salaries, benefits, and other associated costs.



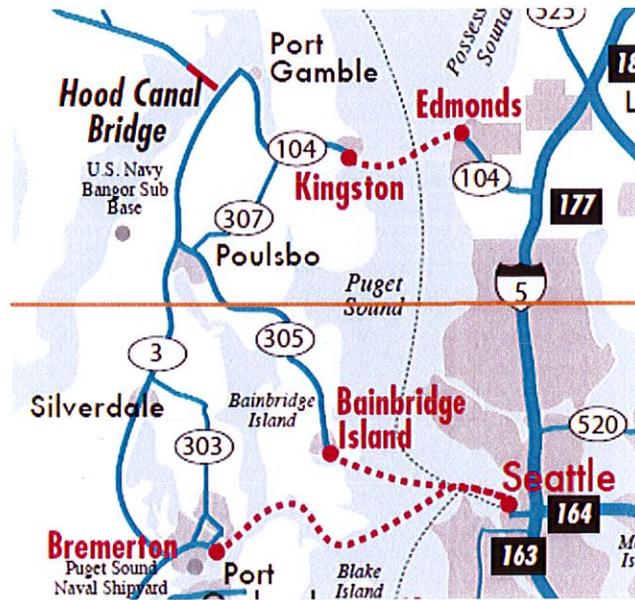


Table 8-1. WSF Schedules and Headways Historical Transportation Funding Sources

<u>Route</u> (All numbers are in 1000s)	<u>Actual</u> 2011	<u>Actual</u> 2012	<u>Actual</u> 2013	<u>Actual</u> 2014	<u>Actual</u>
					<i>Veh Hou Cro Servi iclesrs-of ssin ce Car Ope g Freq ried rati Tim uene on e y (firs t- last saili ng)</i>
<u>Commercial Parking Lot Tax</u>	<u>\$552</u>	<u>\$588</u>	<u>\$715</u>		<u>\$753</u>
<u>Motor Vehicle Fuel Tax</u>	<u>484</u>	<u>471</u>	<u>477</u>		<u>478</u>
<u>Parking Fees (City lots)</u>	<u>337</u>	<u>4</u>	<u>0</u>		<u>0</u>
<u>Seattle/Bainbridge</u>	<u>1.95</u> <i>milli on</i>	<u>5.30</u> <i>am- min</i>	<u>35</u> <i>40-</i>		
<u>Island Interest and Other</u>	<u>72</u> <i>on</i>	<u>34</u> <i>am</i>	<u>50</u> <i>min</i>		<u>738</u>
<u>Seattle/Bremerton</u>	<u>1.4</u> <i>milli on</i>	<u>2.52</u> <i>milli on</i>	<u>1.97</u> <i>am\$</i>		
<u>Street Fund Revenue</u>	<u>46</u>	<u>398</u>	<u>242</u>	<u>0</u>	
<u>Kingston/Edmonds</u>	<u>4.00</u> <i>milli on</i>	<u>2.10</u> <i>milli on</i>	<u>5.10</u> <i>am- min</i>		
<u>Ferry Transportation Grants (Federal)</u>	<u>987</u>	<u>200</u>	<u>809</u>		<u>1,502</u>
<u>Transportation Grants (WA State)</u>	<u>1,379</u>	<u>288</u>	<u>465</u>	<u>0</u>	
<u>Total Capital Grants</u>	<u>\$3,366</u>	<u>\$488</u>	<u>\$1,273</u>		<u>\$1,502</u>
<u>Transportation Benefit Dist. funding</u>	<u>0</u>	<u>0</u>	<u>122</u>		<u>391</u>
<u>Total City Non-Utility Revenue Sources</u>	<u>\$22,901</u>	<u>\$19,629</u>	<u>\$20,781</u>		<u>\$22,048</u>

Source: *Washington State Ferries* City of Bainbridge Island financial statements

Figure 8.1 – 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 8-2 Ferry Operation LOS

Terminal and Mode	Level of Service
Seattle/Bremerton	???
Seattle/Bainbridge Island	???
Edmonds/Kingston	???

Source: WSF 2009 Long Range Plan

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 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.

- Fund terminal reconstruction including the Seattle Ferry Terminal
- Fund vessel maintenance and replacement reserves
- Maintain operating funding to keep fares at 80% fare box recovery
- 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 replacement 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 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.



Transit Service

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 8-2 Kitsap Transit Routes

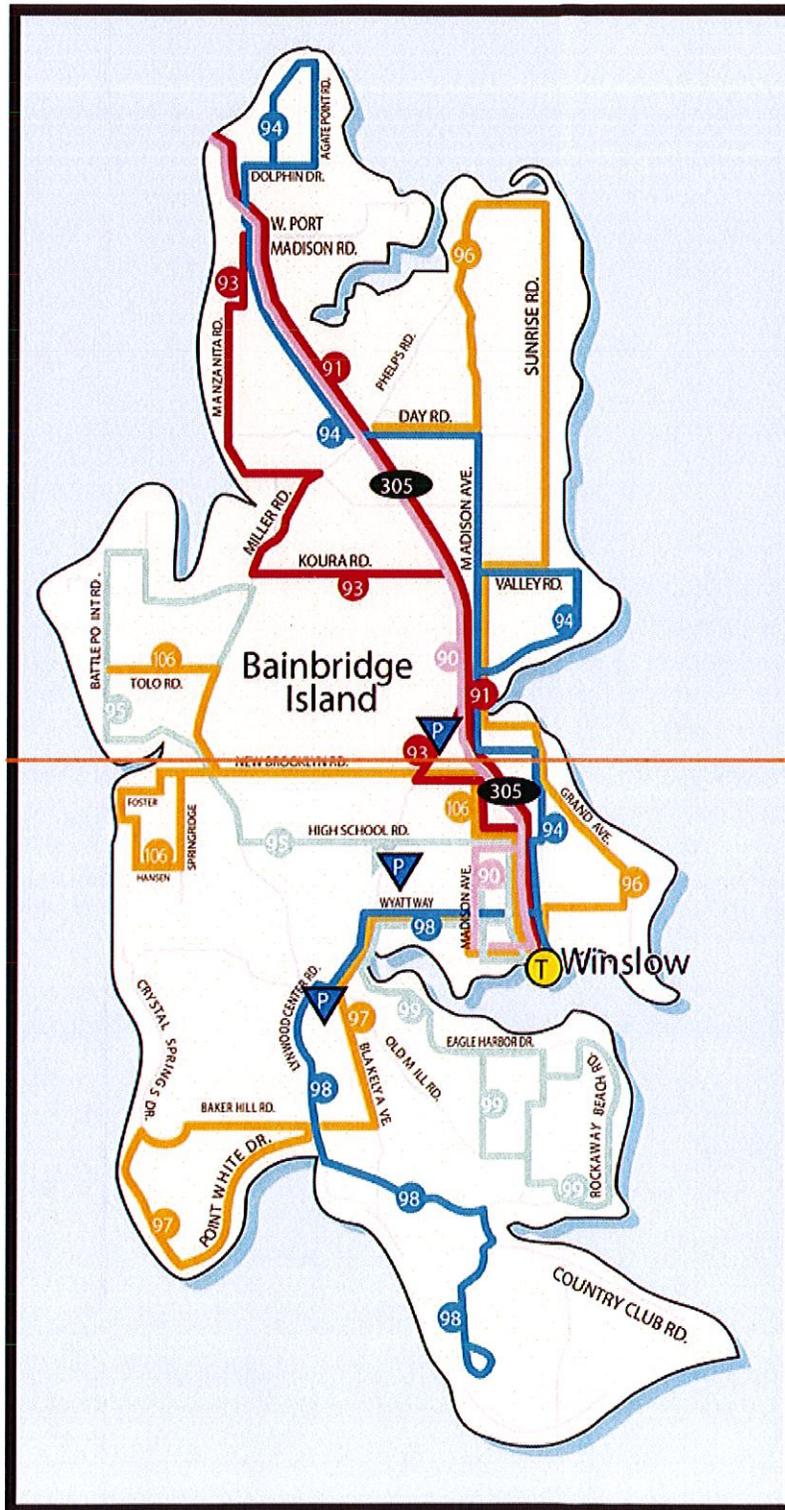


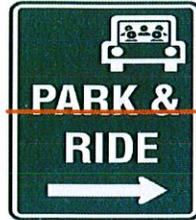


Table 8-3. Kitsap Transit Services

Route	4 Ridership	Hours of Operation	Service Frequency
- Silverdale/Bainbridge	*	4:30-7:45 15:30-19:45	45-50 min
- Poulsbo/Bainbridge	204,524	4:50-8:05 15:50-20:05	45-50 min
- Kingston/Bainbridge	88,662	4:45-8:10 15:45-20:10	35-50 min
- Manzanita	35,205	4:55-7:40 15:55-19:40	40-55 min
- Agate Point	21,554	4:50-7:40 15:55-19:40	40-55 min
- Battle Point	44,878	4:50-7:40 15:50-19:40	45-55 min
- Sunrise	30,046	4:50-7:40 15:50-19:40	45-55 min
- Crystal Springs	34,845	4:50-7:40 15:50-19:40	45-55 min
- Fort Ward	26,940	5:00-7:40 16:00-19:40	45-55 min
- Bill Point	0	7:40 1-19:40	15 min
- Fletcher Bay	2	5:00	15 min
- A-Ride (1)	15	7-4:00	

(1) – Dial-A-Ride started in _____ of 2014

Source: Kitsap Transit ()



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 8-4. Park and Ride Facilities

<i>Park & Ride Facility</i>	<i>Location</i>	<i>Spaces</i>	<i>Served by Bus</i>
			<i>Routes</i>
<i>Agate Pass</i>	<i>Suquamish</i>	<i>80</i>	<i>91</i>
<i>Georges Corner</i>	<i>Kingston</i>	<i>225</i>	<i>91</i>
<i>Gateway Fellowship</i>	<i>Poulsbo</i>	<i>138</i>	<i>33, 90</i>
<i>Liberty Bay Presbyterian Church</i>	<i>Poulsbo</i>	<i>75</i>	<i>33, 90</i>
<i>No. Kitsap Baptist</i>	<i>Poulsbo</i>	<i>57</i>	<i>90</i>
<i>Poulsbo Junction</i>	<i>Poulsbo</i>	<i>35</i>	<i>33, 90</i>
<i>Poulsbo Church of Nazarene</i>	<i>Poulsbo</i>	<i>100</i>	<i>90</i>
<i>Suquamish United Church of Christ</i>	<i>Suquamish</i>	<i>65</i>	<i>91</i>
<i>American Legion Post</i>	<i>Bainbridge Island</i>	<i>5</i>	<i>98</i>
<i>Bethany Lutheran Church</i>	<i>Bainbridge Island</i>	<i>80</i>	<i>94</i>
<i>Island Church</i>	<i>Bainbridge Island</i>	<i>37</i>	<i>93</i>
<i>Day Road</i>	<i>Bainbridge Island</i>	<i>25</i>	<i>90, 91</i>

Source: Kitsap Transit (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 8-5. Park and Ride Lot Utilization

<i>Park & Ride Facility</i>	<i>Capacity</i>	<i>Observed 2014</i>	<i>Parking Utilization</i>
<i>American Legion</i>	<i>5</i>	<i>10</i>	<i>200%</i>
<i>Bethany Lutheran Church</i>	<i>80</i>	<i>65</i>	<i>81%</i>
<i>Island Church</i>	<i>37</i>	<i>18</i>	<i>49%</i>
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 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

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.

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 Council's *Metropolitan Transportation Plan "Destination 2030"* (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 three improvements to the SR 305 corridor.

- *SR 305 Corridor Improvements (Winslow Ferry Terminal to Agate Pass Bridge)* – Access management, intersection improvements, HOV queue jump lanes, and bicycle improvements.
- *SR 305 Corridor Improvements (Agate Pass Bridge to Poulsbo)* – Access management. Monitor for future improvements.
- *SR 305 Corridor Improvements (Poulsbo to Bond Road)* – Widen to 4/5 lanes with HOV lanes. Completed in 2010.

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 improve the 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 and/or rail facilities. A Bus Rapid Transit system has been identified as a priority.
- *Light Rail or Monorail* – A light rail or monorail system could be used to quickly move people between park-and-ride lots and the Bainbridge Island ferry terminal;



~~Winslow, and other destinations served by stations. This could be an alternative to or an addition to the high capacity bus lanes. The effectiveness of these services would depend on the ridership cost, convenience, and time savings to drivers.~~

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. Overall, the City has annual non-utility revenues of more than \$20 million. The City's 2015-2016 biennial budget projects relatively flat revenue trends for both years. In addition, the City has significant additional bonding capacity. As of 12/31/2014, the City is at 28% of its general obligation bond limit (not requiring a vote of the taxpayers) and 7% of its limit for special levy bonds that could be used for transportation projects (requiring a 60% majority vote of the taxpayers).~~

Types of Funding Sources

~~The implementation of the 6-year and 20-year CIPs depends on the availability of transportation funds. This section describes the sources of transportation funds applicable to the City of Bainbridge Island.~~

General Funds

~~City general funds are made up of a variety of revenue sources and can be used to pay directly for transportation improvements or to meet the City's local funding requirement – or “match” – for other funding sources. Some revenues are specifically dedicated for transportation projects, such as the City's share of the State's Motor Fuel Tax, and are dedicated to particular activities like roadway repair and construction. Other City revenues from the general fund can also be used for transportation according to City funding priorities or to pay for transportation improvements that also benefit other funds such as water, sewer and storm water. For 2015, the City budgeted approximately \$1.5 million of dedicated operating revenues and \$6.1 million for capital expenditures.~~

Grants

~~There are numerous state and federal grant programs for improving the mobility or safety of the transportation system. Some sources of funds allow a local agency to apply directly, while other grant programs require submittals through a coordinated application process through the jurisdiction's Metropolitan Planning Organization. In addition, there are other sources of funding available to only counties or WSDOT, requiring the City to advocate for improvements through coordination with these eligible agencies. Most grants are issued on a competitive basis and require local jurisdictions to contribute between 10-25% of the cost. A higher local match percentage can make a project more competitive for grant funds. In 2015, the City has budgeted receiving \$4.4 million for transportation projects.~~

General Obligation Bonds

~~General Obligation Bonds are an important method for the building and construction of transportation facilities. The City can issue bonds up to 1.5% of the assessed property values within the City without a vote of the people and an additional 2.5% with a vote~~



of the people. A bond can allow the rapid development of the transportation system within a short period of time. Bonds are used by cities to finance major improvements and are repaid either through general funds, special taxes or assessment, or roadway tolls. In 2007 through 2010, the City used two general obligation bond issues for street, sidewalk and other non-motorized improvements throughout the island. General obligation bonds can be funded by revenues from growth and are one alternative to fund infrastructure to accommodate growth as it occurs.

Developer Contributions

Development provides an opportunity for the portions of the system to be built without the expenditure of public funds. Where roadway improvements are required (as indicated in the City's Comprehensive Plan), developers construct the facilities along the length of the property as part of their street frontage improvements. Typically, two to three projects are developer-funded during each year.

Concurrency

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

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

Impact Fees

An impact fee, or transportation mitigation fee program can be established by a city to collect fees for every new vehicle trip added to the roadway system. Developments are charged the fee based upon the number of new vehicle trips added to the road. These fees must be used to improve roadways that will be impacted by the new development. The City currently is in the process of implementing an impact fee.

Transportation Benefit District Fees

Cities and Counties are provided a mechanism to raise revenues for transportation programs charging a fee for vehicles licensed in their jurisdictions in accordance with RCW 36.73.020. The City currently levies a fee of \$20 per year on qualifying licensed vehicles.

Local Improvement Districts

A final funding option is the development of Local Improvement Districts (LIDs). Generally, an LID requires a petition or survey with approval from a majority of property owners to the formation of the special assessment district and is repaid by members of



that district. LID's are most often used in places where the improvements also have an economic incentive; for example, a retail area may form an LID to widen sidewalks in order to create a more pedestrian-friendly area that could translate into higher sales. The City has used LID's for transportation and utility improvements.

User Fees

This funding mechanism attempts to pay for all or part of the cost of an improvement by charging the users of the facility. Roadway and bridge tolls, and the WSF ferry service are all examples of transportation related user fees. Tolls are usually tied to the repayment of General Obligation Bonds for a specific set of transportation improvements. Tolls are most common for the funding of bridges and other major improvements. The City is not currently using tolling at this time.

Proposed Projects and Funding Needs

The development of a transportation development plan identifies a schedule for planned expenditures over a six-year period. Table 8-2 is a list of recommended improvements to meet Level of Service (LOS) standards and accompanying proposed funding sources. Table 8-3 is a list of transportation projects that have been identified in the City's Capital Improvement Plan (CIP), including discretionary projects in addition to those needed to meet LOS standards.

Funding for the projects needed to meet LOS standards will come from a combination of Local, State, and Federal Sources. The Wyatt Way Reconstruction project will be funded with significant support from a State grant. In the next six years, given the past history of Federal grant funding, it can be reasonably anticipated that grant funding can be secured for the Sportsman's Club/New Brooklyn Intersection Improvement project. In summary, the City is well positioned to address projects to maintain LOS standards over the next six years.

Many non-motorized improvement projects have been identified in the City's CIP. Over the coming six years, the number of discretionary transportation projects exceeds the City's ability to fund them. Establishing priorities for funding and securing new funding sources is needed if a sizable portion of these projects are to be delivered.

The most significant and expensive current needs to meet LOS standards are along SR305. At this time, WSDOT is responsible to plan and develop capacity projects to meet LOS standards on SR305, while the City performs much of the routine maintenance along the SR305 corridor. The City's population is approximately 23,000 and is expected to reach 25,000 in the next 5 to 7 years. At that time the City may become responsible for improvements on some segments of SR305 depending on access requirements. The City should consider partnerships with WSDOT to address current needs. This Plan identifies needs for capacity improvements and includes a special study that proposes both at grade and separated grade solutions. The City has developed projects along the corridor such as the Olympic Drive project that was funded by a State Grant and could consider implementing additional projects. This could include funding elements of WSDOT projects or the City undertaking and funding its own projects along the corridor by obtaining development permits from the State.



Proposed Sources of Funding

To increase funding capacity both in the short term for non-motorized projects and in the long term for capacity projects, the city could consider increasing the TBD fees and/or issuing bonds. A bond issue could provide for investments in non-motorized transportation so that more complete networks of bicycle and pedestrian facilities could be realized in a shorter time frame. Alternatively, revenues from the current mix of resources could be directed to transportation rather than other City programs and services.

Reassessment Strategy

At the time of this Plan, no funding shortfalls for capacity projects to meet LOS standards were anticipated for the CIP six year time horizon. However, if the City is unable to secure grant funding or suffers other financial setbacks, the City may need to reassess in future years.

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

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



Table 8-2 Recommended Improvements to meet LOS standards

Location	Description	Year (1)	Estimated (2)
Wyatt Way/ Madison Ave.	Intersection control - round about	2016	1200
New Brooklyn Road/ Sportsman's Club Road (3)	Intersection control - round about	2017	800
Madison Avenue/ New Brooklyn Road (3)	Intersection control - round about	2020	900
Winslow Way/ Bjune Dr.	Intersection control - left turn restriction	2021	50
Madison Ave./ Wallace Way	Intersection control - left turn restriction	2021	20

Notes:

1. Project start date for design.
2. \$ in thousands, Transportation element only
3. Meets LOS requirement in model. Traffic impacts have been observed at peak hours for Schools.



Table 8 - 3
6 Year Transportation Funding Needs

6 year Transportation Improvement Program ID	Name	Location	Description	(\$ in thousands) Probable Cost	(\$ in thousands) Totals
Roadway Preservation Projects:					
PR-1	Annual Roads Preservation Program	Island-wide	Asphalt Patching, Chip Sealing, Asphalt Overlay	9468	
PR-2	Annual Roadside Safety Program	Island-wide	Replace or improve guardrails and shoulders	600	
PR-3	Mountainview Road Reconstruction	Falk Rd. to end	Road reconstruction and drainage improvements	86	
PR-4	Wardwell Road Reconstruction	Sportman's Club to Tripple Crown Dr.	Road reconstruction and drainage improvements	100	
PR-5	Country Club Road Reconstruction	Toe Jam Hill to Bulkhead	Road reconstruction and drainage improvements	175	10429
Intersection Improvement Projects:					
INT-1	See Wyatt Way Reconstruction		Round about		
INT-2	Sportsmans Club & New Brooklyn		Round about	993	993
Complete Streets Projects:					
CS-1	Wing Point Way Reconstruction	Fernclyff Ave. to Park Ave.	Water and sewer utility replacement, storm drainage, road reconstruction, shoulders, and sidewalks	1539	
CS-2	Olympic Drive NM Impr., Phase 1	Winslow Way to Harbor Dr.	Bike and pedestrian facility improvements	1521	
CS-3	Olympic Drive NM Impr., Phase 2	Winslow Way to Ferry Terminal	Bike and pedestrian facility improvements	618	
CS-4	Wyatt Way Reconstruction, Phase 1	Madison Ave to Lovell Way	Road Reconstruction, Intersection Imp., Bike lanes, and Sidewalks	3700	
CS-5	Winslow Way Reconstr., Phase 2	Madison Ave to Grow Ave	Water and sewer utility replacement, storm drainage, sidewalks, patching and overlay	2300	9678
Sidewalk Improvement Projects:					
SW-1	Madison Ave. Sidewalk, Phase 1	Wyatt Way to High School Rd.	Reconstruct sidewalks and drainage	3188	
SW-2	Madison Ave. Sidewalk, Phase 2	Winslow Way to Wyatt Way	Reconstruct H/C ramps at driveways	158	3346



Table 8 - 3
6 Year Transportation Funding Needs

Core 40 Shoulder Program Projects:				
SH-1	C40 - Spot Projects	Islandwide	Shoulder Improvements	300
SH-2	C40 - Fletcher, Phase 1	Highs School Rd. to N. Brooklyn Rd.	5 foot paved shoulders both sides	470
SH-3	C40 - Bucklin, Phase 2	Blakely Ave. to Fletcher Bay Rd.	5 foot paved shoulders both sides	1136
SH-3	C40 - Miller, Phase 1	Torvanger Rd. to Peterson Hill Rd.	5 foot paved shoulders both sides	1010
SH-4	C40 - Eagle Harbor, Phase 1	Wyatt Way to Bucklin Hill Rd.	5 foot paved shoulders both sides	712
SH-5	C40 - Eagle Harbor, Phase 2	Bucklin Hill Rd. to McDonnald Rd.	5 foot paved shoulders both sides	700
				4328
Trails Projects:				
TR-1	Connecting Pathways	Islandwide	Trail easements and construction	150
TR-2	Sound to Olympics Trail, Phase 2/4	Winslow Way to High School Rd.	Seperated pathway	2250
TR-3	Sound to Olympics Trail, Phase 3	Vineyard Lane to High School	Seperated pathway and NM Bridge	2490
				4890
6 year program total				33664
Average annual				5611