

2. GOALS AND POLICIES

Goals and policies are statements that reflect the objectives and vision of the community. The goals and policies address issues and concerns, define community priorities, and frame the development of transportation solutions.

Goals and policies for non-motorized transportation facilities were developed and coordinated through a subcommittee made up of concerned community members, and building on past efforts to identify the needs and priorities of the community. They were further refined by the City Council's, Land Use Committee. The goals and policies represent the needs of pedestrians, bicyclists, equestrians, and trail users of differing levels of experience and abilities.

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

- *Develop the non-motorized classifications system for roadways.*
- *Formulate the proposed System Plan.*
- *Devise recommended non-motorized design standards.*
- *Prioritize non-motorized projects.*

Overall Goal

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

Goal 1: Mobility and Connectivity

Develop a non-motorized transportation system that effectively serves the needs of pedestrian, bicycle, and equestrian users and encourages non-motorized travel and provides a continuous network of attractive sidewalks, footpaths,

*A **goal** is a broad directional statement that describes the community's vision of the plan or process.*

*A **policy** is a specific action statement that addresses how a goal or objective will be met.*

multi-purpose trails, and bikeways throughout the Island that are also connected to regional systems.

GOAL 1 POLICIES

NM 1.1

Provide safe and appropriately scaled, continuous non-motorized access that connects neighborhoods with Neighborhood Service Centers, Winslow, the ferry terminal, schools, parks and 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. These may include wider sidewalks in areas with high pedestrian use (e.g., Winslow, ferry terminal), bicycle lanes along high use corridors (e.g., Madison Avenue, Olympic Drive, Wyatt Way), and shared facilities where appropriate (areas with low vehicle, bicycle, and pedestrian volumes).

NM 1.2

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 those people 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 1.3

Locate and design bicycle facilities that effectively accommodate both commuters and recreational users. The system shall include separated bicycle pathways, on-road bicycle lanes, paved shoulders, and shared facilities.

NM 1.4

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.

NM 1.5

Provide well designed and constructed pedestrian and bicycle access within one-mile of public schools. Within at least one-half mile of public school 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 1.6

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

Discussion: In recognition of limited resources, private schools are not required to provide the same level of pedestrian and bike facilities as is required for public schools. For example a 3-foot wide gravel path may serve the schools needs rather than a 5-foot sidewalk. However, in recognition of the same need for safety when children are present, private schools will be expected to work with the City and the public during the design review or conditional use phase, to provide for useable non-motorized access, especially to and from the most densely populated areas surrounding the school.

NM 1.7

Require residential subdivision and commercial projects that meet the development thresholds set in the Municipal Code, to provide 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 continuous system, and provide connections to neighboring developments and the non-motorized network.

NM 1.8

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 1.9

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

NM 1.10

Pursue development of non-motorized facilities on publicly owned (unopened) rights-of-way, street ends, utility corridors and other lands available for public use. Dedicate them permanently for non-motorized use where appropriate. Man-made obstructions in existing public rights-of-way shall be required to be removed.

Discussion: Unopened rights-of-way provide an opportunity for publicly owned connections to be retained as multi-purpose trail links. (See Greenways Policies GW 3.6, GW 3.7 and GW 3.8 in the Land Use Element and U 6.1 in the Utilities Element).

NM 1.11

Enhance regional connections with the phased development of the Sound to Olympics (regional) Trail (STO) a safe, non-motorized, multi-purpose, travel corridor (built to a shared-use path standard) between the Agate Pass Bridge and the Bainbridge Island ferry terminal, on each side of the SR-305 right-of-way that generally retains a vegetation buffer between the highway and adjoining uses.

Discussion: The travel corridor should be phased, first providing for continuous connection along one side of Scenic Highway SR 305 and then providing for a continuous connection along the other side at a later date. In some areas topography and environmental considerations may require that the facility be constructed adjacent to the highway, in which case adequate safety measures should be included in the design. As is typical in development of regional trails, existing trails and low volume roads are expected to be used as interim facilities to provide a more complete connection until a full shared-use path route can be completed.

Generally, the STO should be separated from the highway as much as terrain allows, including passing through adjacent or nearby property such as parks, to provide a greenway experience with trees and other vegetative buffer for visual and sound screening between the STO and the highway, as well as adjoining uses. Separated grade crossings of SR 305 are considered a higher priority than shared-use path on both sides of the highway, and may make a parallel trail on both sides unnecessary. Priority in phasing will be given to projects which provide greatest safety, best opportunities, and greatest numbers of users. Projects for next sections will be planned in advance to be prepared for emerging funding opportunities.

NM 1.12

Universal design principals shall be incorporated where appropriate in non-motorized facility planning and development. Universal design considers the needs of people of all abilities, recognizing variation in agility, balance, cognition, coordination, endurance, flexibility, hearing, problem solving, strength, vision, and walking speed.

Discussion: The design of facilities is important to all pedestrians, but is particularly important to those with disabilities who have limited travel choices and rely most on the pedestrian environment. For example, older adults, persons with vision impairments, and children frequently rely on these facilities to travel independently within our community for shopping, recreation, exercise, and walking to school.

These seven universal design principles, as established by the Center for Universal Design, include:

1. Equitable Use
2. Flexibility in Use
3. Simple and Intuitive
4. Perceptible Information
5. Tolerance for Error
6. Low Physical Effort
7. Size and Space for Approach and Use

NM 1.13

At driveways, construct walkways that remain at the walking surface plane wherever possible.

Discussion: This can be accomplished by having zero elevation curbs, or by setting the walkway back from the curb so driveway

aprons are outside the pedestrian zone. Where existing right-of-way limits design options, a request will be made of the property owner to consider granting a necessary easement to allow the best design.

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

Develop non-motorized facility design standards, approved by the city engineer, that promote the safe use of the facilities, encourage permeable surface materials and meet recognized design standards.

NM 2.2

The use of color, texture, lighting, signage, and paving to designate non-motorized facilities and roadway crossings shall be incorporated into adopted design standards.

NM 2.3

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

NM 2.4

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.

NM 2.5

The City's Design and Construction Standards for roadways shall clearly designate the location of roadway shoulders, bicycle lanes, and multi-use lanes that are used by non-motorized users. Wider fog line markings consistent with State standards, shall be required on roadways to delineate the vehicle travel lanes where shoulder areas

are designated for pedestrian and/or bicycle facilities.

NM 2.6

Require that the City's Design and Construction Standards for sidewalks, footpaths and multiple use trails follow specifications appropriate for the location, topography and expected intensity of use. Trails standards will follow the specifications set out by the Bainbridge Island Park District as described in their Trails Plan and a certified arborist shall be consulted when retaining or incorporating existing vegetation. Accessibility requirements shall be incorporated when feasible and appropriate.

Discussion: Width and surface materials will vary dependant 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.

NM 2.7

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 2.8

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

NM 2.9

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 3.1

Develop 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 travelway according to best management practices; and*
- *completion of other maintenance activities that promote safety for non-motorized users.*

NM 3.2

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

NM 3.3

Provide marked crosswalks in high traffic areas, 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 3.4

Strongly encourage The Washington State Department of Transportation to make improvements at intersections that promote safe 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 3.5

Where feasible, separate motorized from non-motorized uses, especially-pedestrian use of SR 305 and elementary schools

NM 3.6

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 3.7

Coordination with public and private groups, including the Bainbridge Island Police and Bainbridge Island Parks District, to promote the education and awareness of personal safety while using trail facilities.

NM 3.8

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 amenities.

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.

NM 3.10

The design of new publicly funded parking lots shall include covered bike storage/parking facilities. Private and existing parking lots and park and ride lots will be encouraged to provide covered bike storage facilities.

NM 3.11

Place utility grates outside of the clear pedestrian zone and in the furnishing/planting zone or frontage zone wherever possible.

Discussion: This is important to reducing trip, slip, and fall hazards. The zone system is described in the USDOT/FHWA publication *Designing Sidewalks and Trails for Access, Part 2 (Best Practices Design Guide)*. Utility companies will be encouraged to retrofit existing non-conforming grates with ones which are slip-resistant.

Goal 4: Education

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

Goal 4 Policies

NM 4.1

The City will coordinate with the school district, park district, the fire district, the City police department, the Bremerton-Kitsap County Health District or other civic groups to develop and sponsor outreach programs, to inform specific segments of the community, including but not limited to: motor-vehicle drivers, school-age children, 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 vehicles safety
- rights and responsibilities of non-motorized facility users
- rights and responsibilities of property owners

Discussion: Squeaky Wheels, 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 access, as appropriate, especially travel routes through or adjacent to 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, shown in Maps D and E.

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

Upon adoption of this plan, the City will establish, by resolution, a Non-Motorized Advisory Committee to advocate for, and ensure the implementation of, the Non-Motorized Transportation System Plan. The committee should consist of a minimum of five community members representing a broad range of interests, including pedestrian, bicyclists and equestrian users. Coordination efforts by the committee will include, but not be limited to: review of proposed non-motorized 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, coordinate non-motorized education for the community, develop and distribute guide maps, develop a “spot improvement” program, and develop and administer “Adopt-a-trail and “Adopt-a-route” programs.

NM 5.2

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.

NM 5.3

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.

NM 5.4

Identify high priority projects, such as the Waterfront Trail (as identified in the Winslow Master Plan), and assure their completion.

NM 5.5

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 5.6

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

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.

NM 5.7

Pursue joint funding opportunities with the School District, the Park District, Washington State Department of Transportation and other agencies to meet high priority needs.

Discussion: Joint projects with multiple agency participation are an efficient way to leverage limited funds of each participant and enhance grant applications.

NM 5.8

To accelerate the implementation of this plan, where the opportunity exists, non-motorized projects that promote public safety and savings to the City budget may be included in the routine repair and maintenance of public rights-of-way and will be incorporated into new Transportation Improvement Projects.

Discussion: Using tools such as a coordinated review of the City's annual work plan, pre-feasibility studies and designated funding in the Transportation Improvement Projects budget, assure that non-motorized transportation facilities identified in this Plan are included in Transportation Improvements Projects.

NM 5.9

Develop design and siting guidelines for bicycle parking.

Discussion: The Bicycle Alliance for Washington and the League of American Bicyclists recommend such requirements. Implementation includes designation of minimum design standards and municipal code requirements.

NM 5.10

Develop an ADA Transition Plan that includes non-motorized facilities.

Discussion: This Plan is required by Title II of the Americans with Disability Act. Lack of a Transition Plan negatively impacts people with disabilities, as well as others who benefit from improved facilities.

NM 5.11

Adopt a Complete Streets Ordinance to ensure transportation facility users of all ages and abilities – including those traveling by motor vehicle, transit, bicycle, on foot, and using assistive devices (such as wheelchairs, walkers, or canes) are given full consideration during City reconstruction.

Discussion: An effective Complete Streets Ordinance includes a specific vision, applies to all users and transportation modes, captures all projects at all phases, sets forth limited exceptions, focuses on network connectivity, encourages coordination and implementation across jurisdictional and agency boundaries, fits into the community context, and focuses on implementation. Bainbridge Island's Complete Streets Ordinance shall include language that facilitates the development of the Sound to Olympics trail/shared-use path as an appropriate design standard for the SR 305 corridor. Staff and the NMTAC will work together, in consultation with other community groups, to develop such an ordinance and bring it to the City Council for consideration and adoption.

Goal 6: Neighborhood Character and Environment

Promote and retain neighborhood characteristics and significant environmental features in the design and construction of Non-Motorized facilities by protecting, enhancing and incorporating the natural landscape and elements of visual or cultural interest, all of which contribute to the unique qualities of the Island.

GOAL 6 POLICIES

NM 6.1

Impacts to the environment shall be considered throughout all phases of facility design with special emphasis on minimizing impervious surfaces, protecting natural systems, incorporating best management practices for tree protection and preserving neighborhood character, while providing safe facilities.

NM 6.2

The NMTAC with staff will develop public involvement guidelines for use in projects with non-motorized elements. Context Sensitive Solutions (CSS) as developed by the Project for Public Spaces will be explored as a model for public involvement.

Discussion: CSS provides efficient processes maximizing creativity and collaboration to determine and implement optimum design for a specific location. CSS incorporates, but is not limited to considerations such as following topographic features, using native vegetation, incorporating existing trees, using natural drainage, and maintaining the appearance of narrow winding roadways. The community also desires safe and efficient transportation by a variety of modes, including walking and bicycling.

NM 6.3

Design standards should provide for the flexibility, where possible, to allow for existing community landmarks that are identified as important neighborhood features.

NM 6.4

During design and construction of non-motorized facilities, efforts will be made by the City to accommodate significant elements of private property, while costs specific to retaining private property on public rights-of-ways will be borne by the property owner.

NM 6.5

Design for new Non-Motorized Transportation facilities may incorporate neighborhood character projects, identified by the public, through the installation of art elements.

NM 6.6

The City will encourage use of Low Impact Development (natural drainage) in streetscape where appropriate, consistent with current ordinance and municipal code. Low Impact Development provides substantial environmental benefits including promoting rainwater infiltration and aquifer recharge, reducing stormwater runoff and its associated pollutants, and promoting the protection and enhancement of native plant communities. Design standards and guidelines will be developed for streetscape applications.

Discussion: Streetscape design for surface water management is integral to road and walkway design. Natural drainage, in addition to environmental considerations, has a significant effect on aesthetics and safety. Current research indicates that vegetation along the roadway can have a traffic calming effect, and thus affects safety for non-motorized users.