



TRANSPORTATION IMPACT FEE RATE STUDY

**CITY OF BAINBRIDGE
ISLAND**

PREPARED BY: FEHR & PEERS
SEPTEMBER 2023



Table of Contents

Introduction.....	3
Methodology	4
TIF Project List	6
Person Trip Growth	10
Transportation Infrastructure	14
Impact Fee Schedule.....	16
Appendix A – Impact Fee Project Map	20
Appendix B – Land Use Definitions.....	21

List of Figures

Figure 1: Impact Fee Structure.....	4
-------------------------------------	---

List of Tables

Table 1: Impact Fee Eligible Project List.....	7
Table 2: Estimating Growth in Dwelling Units and Square Footage.....	11
Table 3: Vehicle Trip to Person Trip Ratios	12
Table 4: Existing Person Trips.....	13
Table 5: Growth in Person Trips	13
Table 6: Existing System Value per Person Trip	15
Table 7: Impact Fee Cost Per Person Trip.....	15
Table 8: City of Bainbridge Island Transportation Impact Fee Rate Table.....	17



Introduction

The City of Bainbridge Island has an adopted transportation impact fee (TIF) program that has been in place since 2015. While the existing program has worked well to implement new transportation infrastructure, it was limited by the fact that it was primarily organized around supporting new capacity for vehicles and was centered on new vehicle trips generated by development. To better align the transportation and sustainability goals of Bainbridge Island, the City is updating its TIF program to support the implementation of multimodal transportation capacity, including intersection enhancements, traffic calming, and stand-alone pedestrian/bicycle projects. The most significant change in this TIF update is the shift from vehicle trips to person trips, which helps create the nexus between new multimodal trips that are generated by new development and an enhanced and expanded multimodal transportation network.

The updated multimodal TIF program includes 49 projects with an estimated capital value of \$73 million (2022 dollars). Based on the methodology explained in the following chapters, the maximum allowable TIF rate would be \$6,305 per PM peak hour person trip (2022 dollars). Bainbridge Island City Council adopted the TIF rate at \$5,000. While substantially higher than the City's prior vehicle-based TIF rate (\$1,811 per PM peak hour vehicle trip), the new multimodal TIF rate is similar to other Western Washington jurisdictions.

The remaining sections of the report describe the impact fee program methodology, the analyses performed, and the resulting recommendations.



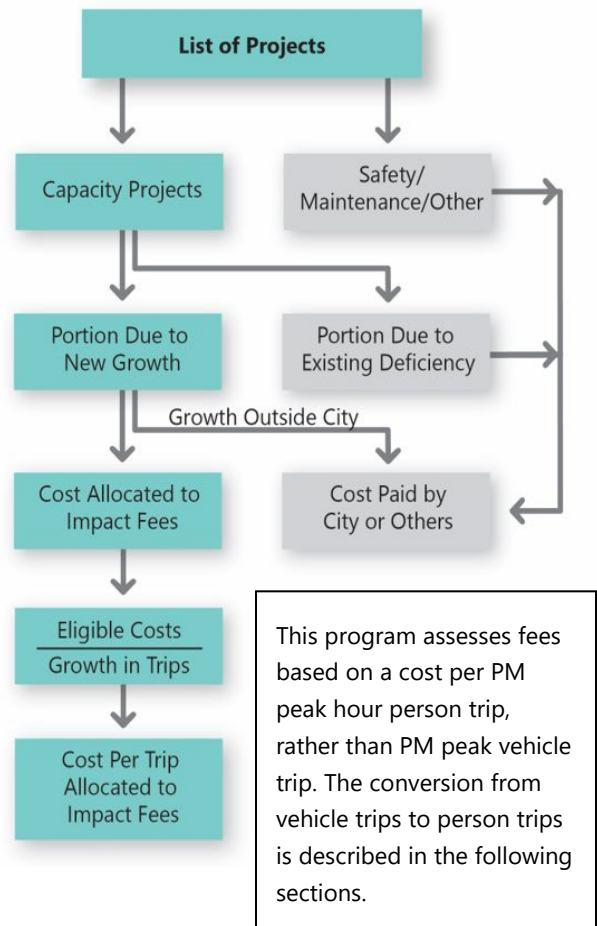
Methodology

The multimodal impact fee structure for the City of Bainbridge Island was designed to determine the fair share of multimodal transportation improvement costs that may be charged to new development. Growth in residents and workers from new development will increase travel demand on public facilities. Therefore, the nexus between new development and the need for capital improvements is based on maintaining the City's existing level of investment in existing public facilities as the city grows. This existing level of investment, or *existing system value*, represents new development's maximum potential contribution to improved or new facilities needed to accommodate growth. Because the City is shifting away from a vehicle-trip based impact fee program, the travel demand associated with the existing infrastructure and new growth is measured in person trips. Therefore, by this methodology, new development cannot be charged more than the existing level of investment per person trip.

The following key points summarize the standard impact fee structure (see *Figure 1*).

- A single TIF project list was developed from the Sustainable Transportation Plan and 2023-2028 Capital Improvement Plan.
- These projects were evaluated for impact fee eligibility; impact fees can only fund new capacity projects. Non-capacity investments, primarily maintenance and safety improvement projects, were eliminated.
- Of the remaining eligible projects, the portion of those projects addressing existing deficiencies or carrying non-city growth were subtracted from eligible costs.
 - The existing deficiency is already accounted for in the value of the existing infrastructure, and the portion of non-city travel is expected

Figure 1: Impact Fee Structure





Transportation Impact Fee Rate Study

to remain consistent over the next 15 years, so this step is not explicitly included in the City's impact fee calculation.

- The remaining list of eligible program costs were divided by Bainbridge Island's expected growth in PM peak hour person trips over the next 15 years.

After determination of the allowable cost per PM peak hour person trip, a land use-based fee schedule was developed for the entire city. Person trip rates for multiple land use categories were estimated using vehicle trip generation rates from the Institute of Transportation Engineers (ITE) and the ratio of person trips to vehicle trips from household travel surveys conducted in Western Washington.



TIF Project List

Washington State law (RCW 82.02.050) specifies that transportation impact fees are to be spent on “transportation system improvements.” Transportation system improvements can include physical or operational changes to existing transportation facilities, as well as new transportation connections that are built in one location to benefit projected needs at another location. Projects on the multimodal TIF list must add new multimodal capacity (new streets, additional lanes, sidewalks, bike lanes, low-stress bike routes, signalization, roundabouts, etc.). One important limitation identified in the GMA relates to where TIFs can be spent—notably that TIFs can only be spent on “streets and roads.” Most jurisdictions in Washington have interpreted “streets and roads” as including all “complete streets” facilities that are typically included in the roadway right-of-way and/or documented on roadway standard plans, including travel lanes, bike lanes, planting strips, sidewalks, crosswalks, midblock crossings, multipurpose paths running immediately adjacent to the roadway, cycle tracks, traffic signals, roundabouts, overhead signage, lighting, bicycle parking, transit seating, etc. In April 2023, the Washington State Legislature passed SB 5452, which removes the previous impact fee program limitation on “streets and roads within the right-of-way” and authorizes impact fee revenue to fund trails and pathways, so long as they are not completely recreational in nature.

The 2022 multimodal TIF project list was based on the City’s Sustainable Transportation Plan and 2021-2036 Capital Improvement Plan and identified multimodal transportation projects needed in the next 15 years to meet the adopted multimodal policies and ensure that adequate facilities are provided for all travel modes.

Fehr & Peers worked with the City to develop the TIF project list by removing projects that were not eligible for TIF funding. Removed projects did not add multimodal capacity, addressed only maintenance or safety, or addressed existing deficiencies. As a result, the TIF project list includes a network of biking, walking, and transit-supportive projects on the city’s roadway system. The resulting project list is shown in **Table 1**, and mapped in **Appendix A**.

The project list has a 15-year time horizon, and a total cost of \$73M.



Transportation Impact Fee Rate Study

Table 1: Impact Fee Eligible Project List

ID	Roadway	Extents	Project Description	Total Cost
1	Madison Avenue	Wyatt Way NE to New Brooklyn	Widen sidewalks, protected bike lanes, traffic calming, road reconstruction	\$5,740,000
2	NE Eagle Harbor Dr	Nicholson south to Eagle Harbor shoreline	Mix of attached and separated bike facilities; traffic calming and safety improvements	\$4,517,000
3	Grow Avenue NW	Winslow Way to High School Road	Traffic calming	\$95,000
4	Bucklin Hill Rd NE	Eagle Harbor Drive to Fletcher Bay Rd	Eagle Harbor Drive to Fletcher; bi-directional facility; Fletcher to Blakely; 6'wide vertically separated and off-road side paths both sides	\$1,170,000
5	NE Valley Rd	North Madison Ave to Sunrise Dr	Vertically separated bike lanes, 6'-wide both sides	\$1,893,000
6	Miller Rd NE	New Brooklyn Rd to Grand Forest Entrance	Traffic calming islands and crossing enhancements at Forest to Sky Trail	\$178,000
7	Bus stop improvements, phase 1	Island-wide	Shelter, map and bench improvements	\$119,000
8	Lynwood Center Rd	Point White Drive to Fletcher Bay Rd	Vertically separated bike lanes, 6'-wide both sides	\$3,712,000
9	Lynwood Center mobility hub	Lynwood Center TBD	Bike racks, charging stations, etc.	\$31,000
10	Day Road School Zone	Day Road to North Madison Ave	Traffic calming and crossing enhancements	\$112,000
11	Bucklin Hill Rd NE	Hyla School to Blakely Ave NE	Traffic calming	\$169,000
12	Ferry Terminal mobility hub	Ferry Terminal	Bike racks, charging stations, etc.	\$31,000
13	Winslow Way West	Grow Ave NW to Wood Ave SW	Construct new sidewalks, intersection improvements	\$959,000
14	Finch Rd NE	Wyatt Way NW to Sportsman Club Rd NE	Vertically separated bike lanes, 6'-wide both sides	\$1,404,000



Transportation Impact Fee Rate Study

15	Sportsman Club Rd	Finch Rd NE to NE High School Rd	Widen existing side path for bi-directional travel; intersection improvements	\$526,000
16	Manitou Beach Dr NE	NE Murden Cove Dr to Falk Rd NE	Advisory shoulder striping, traffic calming and enhanced crossing	\$182,000
17	Sportsman Club Rd	High School Rd to New Brooklyn Rd	Widen existing side path for bi-directional travel; southbound visual separation	\$1,460,000
18	Coppertop mobility hub	Coppertop	Bike racks, charging stations, etc.	\$34,000
19	Sportsman Club Rd	New Brooklyn Rd to SR 305	Vertically separated bike lanes, 6'-wide northbound and both sides north of Sakai	\$2,657,000
20	North Madison Ave	SR 305 to Valley Rd	Vertically separated bike lanes, 6'-wide both sides	\$3,948,000
21	New Brooklyn Rd	Sportsman Club Rd to Madison Ave	Widen existing side path for bi-directional travel	\$684,000
22	New Brooklyn Rd	Fletcher Bay Rd to Sportsman Club Rd	Vertically separated bi-directional bike lane, 10-wide south side	\$6,980,000
23	Manitou Beach Dr NE	N Madison Ave to NE Murden Cove Dr	Vertically separated bike lanes, 6' wide both sides	\$1,566,000
24	Sound to Olympics Trail - Middle School/Copper Top	NE High School Rd to Madison Ave N	Shared-use path	\$4,499,000
25	High School Road	Fletcher Bay Rd NE to Sportsman Club Rd	Visual separation both sides and traffic calming	\$285,000
26	Sound to Olympics Trail - Meigs Park	Madison Ave N to NE Koura Rd	Shared-use path	\$4,982,000
27	Blakely Ave	NE Bucklin Hill Rd to NE Baker Hill Rd	Vertically separated path southbound	\$2,771,000
28	Blakely Ave	Baker Hill Rd to Blakely Harbor	Vertically separated path northbound	\$2,442,000
29	NE Day Rd E	SR305 to Sunrise Drive NE	Vertically separated path eastbound, traffic calming east from Madison	\$2,882,000
30	Fletcher Bay Road	Lynwood Center Rd to Island Center Road	Vertically separated path southbound	\$2,997,000
31	Fletcher Bay Road	Island Center Road to New Brooklyn Rd	Vertically separated path southbound	\$1,998,000
32	Battle Point Drive	Miller Rd to Battle Park	Traffic calming	\$133,000
33	Manzanita Rd NE	Day Road to NE Seabold Rd	Traffic calming	\$117,000



Transportation Impact Fee Rate Study

34	Sunrise Drive NE	NE Valley Road to NE Lafayette Ave	Traffic calming; gravel shoulder enhancement	\$720,000
35	Pleasant Beach Dr NE	Odd Fellows Rd to Point White Dr NE	Traffic calming	\$72,000
36	N Madison Ave NE	NE Valley Rd to NE Winthers Rd	Traffic calming	\$360,000
37	N Madison Ave NE	NE Winthers Rd to Day Rd	Vertically separated path northbound; traffic calming	\$1,531,000
38	NE Baker Hill Road	Lynwood Center Rd NE to Blakely Ave NE	Vertically separated path eastbound	\$1,498,000
39	New Brooklyn Rd	Sportsman Club Rd to Madison Ave	Widen existing site path for bi-directional travel	\$843,000
40	Day Road W	Manzanita Road NE to SR305	Traffic calming	\$131,000
41	Miller Road NE	NE Bergman Road to SR305	Vertically separated path both sides	\$1,675,000
42	Crystal Springs Drive NE	Port White Drive NE to NE Baker Hill Rd	Traffic calming	\$214,000
43	Mandus Olsen Rd NE	High School Rd to Grand Forest	Off-road path from Strawberry Park to New Brooklyn; traffic calming	\$584,000
44	NE Wardwell Rd Right-of-way	New Brooklyn to Bucsit	Off-road path	\$1,742,000
45	NE Wardwell Rd Right-of-way	NE Wardwell Rd to NE Lovgreen Rd	Off-road path	\$2,006,000
46	Country Club Rd	Blakely Ave to Fort Ward Hill Rd	Traffic calming at Blakely Harbor	\$95,000
47	NE Koura Rd	Miller Road to Mandus Olsen Rd NE	Traffic calming	\$169,000
48	NE Koura Rd	Mandus Olsen Rd NE to SR 305	Traffic calming	\$116,000
49	Ferncliff Ave NE	Wing Point Way to High School Road	Traffic calming	\$116,000
Total Capital Cost				\$73,147,600



Person Trip Growth

Determining the existing travel demand, as well as growth in travel demand caused by new development is a key requirement for a TIF program. Trip generation rates by land use category are a reasonable measure of travel demand, or the desire for mobility by residents and workers to access homes, jobs, shopping, recreation, and other activities. For the purposes of the analysis, trip generation represents the movement by one person on a typical weekday from one activity to another regardless of travel mode (driving, riding transit, biking, or walking).

Fehr & Peers developed a method to calculate growth in PM peak hour person trips using data from Bainbridge Island's Comprehensive Plan, trip rates from the Institute of Transportation Engineers (ITE), and household survey data from the Puget Sound Regional Council (PSRC). To calculate PM peak hour person trips, a trip was considered as travel between an origin and a destination. Each trip has two trip ends, one each at the origin and destination. As described in the introduction, this updated multimodal TIF is based on "person" trip ends rather than "vehicle" trip ends to prioritize accommodating mobility by all modes, not just vehicles. The calculation of person trips required several steps summarized below:

1. Translate the land use data in the Bainbridge Island Comprehensive Plan into a format used for impact fees.
 - a. Total household dwelling units were converted to single-family and multi-family units based on Bainbridge Island housing statistics:
 - i. Currently, 84% of all housing units in Bainbridge Island are single-family
 - ii. In 2036, 82% of all housing units will be single-family
 - b. Next, employees were converted by different land use sectors into square footage using standard estimates of square feet per employee, listed below:
 - i. 400 square feet per retail employee
 - ii. 300 square feet per office/government service employee
 - iii. 500 square feet per manufacturing/warehouse employee
 - iv. 300 square feet per all other employees

Table 2 shows the resulting calculations for each land use:



Transportation Impact Fee Rate Study

Table 2: Estimating Growth in Dwelling Units and Square Footage

2021 Bainbridge Island Totals		Conversion to SF	Totals in DU/KSF	2036 Bainbridge Island Totals		Conversion to SF	Totals in DU/KSF	2036 Total minus 2021 Total	=Total New Growth In DU/KSF
Households	10,170	--	10,170	Households	11,773	--	11,773		
Retail	1,363	400	545	Retail	1,974	400	790		245
Office	6,788	300	2,036	Office	7,705	300	2,311		275
Education	690	300	207	Education	690	300	207		0
Light Industrial	1,208	500	604	Light Industrial	1,323	500	662		58
University	114	--	114	University	131	--	131		17

DU = dwelling unit; SF = square feet

Source: Fehr & Peers, 2023

2. Estimating the trip ends associated with the land use using a ratio of the person trip rate to vehicle trip rates from the PSRC Household Travel Survey and vehicle trip rates from the ITE. This approach of using ITE vehicle trip generation rates and then converting them to person trip rates is the most defensible approach as of the time this rate study was prepared. While ITE and other sources are beginning to calculate person trip generation rates directly, the person trip generation dataset is not nearly as robust as the vehicle trip generation dataset. PSRC has strong travel survey data on how many person trips and vehicle trips are generated for different trip purposes and this information is combined with the ITE vehicle trip generation rate to create a more detailed depiction of person trip generation rates than any other source available.
 - a. PM peak hour vehicle trip rates for each land use category were taken from the ITE Trip Generation Manual, 11th Edition. The major categories used include:
 - i. Single family dwelling unit
 - ii. Multi-family dwelling unit
 - iii. Retail
 - iv. Office (finance, insurance, real estate, other services)
 - v. Educational employment/school enrollment
 - vi. Manufacturing/warehousing
 - b. Apply the vehicle-to-person trip generation rate factors from the PSRC household travel survey.



Transportation Impact Fee Rate Study

Table 3: Vehicle Trip to Person Trip Ratios

Generalized Land Use Category	ITE Vehicle Trip Rate ¹		Vehicle-to-Person Trip Ratio		Person Trip Rate ²
Single Family	0.94	X	1.45	=	1.36
Multi-Family	0.45		1.45		0.65
Office	1.72		1.22		2.10
Government	1.71		1.25		2.14
Primary Education	0.16		1.25		0.20
Industrial/Warehousing	0.34		1.08		0.37
Retail/Recreation/ Restaurant	3.40		1.25		4.25
University	0.15		1.25		0.19

1. PM peak hour vehicle trip rate from ITE Trip Generation Manual, 11th Edition

2. Vehicle-to-person trip generation rate factors from the PSRC household travel survey

Source: Fehr & Peers, 2023

- Total PM peak hour person trips within the city were ultimately calculated by multiplying the PM peak person trip rate by the total growth in dwelling units and non-residential square footage, depending on the land use. This calculation also includes a pass-by adjustment to account these types of trips.¹

¹ A pass-by trip is any person trip that may go to a land use, but is part of a larger overall “trip tour.” The defining feature of the pass-by trip is that it is an interim stop that did not initiate the overall need to travel. Typical examples are people stopping on their way to work to get coffee on the route they were already traveling on or someone buying gas on their trip between home and a store along the route they were already traveling on.



Transportation Impact Fee Rate Study

Table 4: Existing Person Trips

Generalized Land Use Category	Pass-by Adjustment		Person Trip Rate		2021 Land Use in Square Feet or Dwelling Units		Existing Person Trips			
Single Family	--		1.36		1,164		11,666			
Multi-Family	--		0.65		439		1,051			
Office	0.9	X	2.10	X	917	=	3,378			
Government	0.9		2.14		0		477			
Primary Education	0.9		0.20		0		36			
Industrial/Warehousing	--		0.37		115		222			
Retail/Recreation/Restaurant	0.6		4.25		611		1,390			
University	0.9		0.19		17		19			
Total Existing Person Trips							18,239			

Source: Fehr & Peers, 2023

Table 5: Growth in Person Trips

Generalized Land Use Category	Pass-by Adjustment		Person Trip Rate		Total Growth in Square Feet or Dwelling Units		Growth in Person Trips			
Single Family	--		1.36		1,164		1,587			
Multi-Family	--		0.65		439		286			
Office	0.9	X	2.10	X	917	=	519			
Government	0.9		2.14		0		--			
Primary Education	0.9		0.20		0		--			
Industrial/Warehousing	--		0.37		115		21			
Retail/Recreation/Restaurant	0.6		4.25		611		623			
University	0.9		0.19		17		3			
Total Growth in Person Trips							3,040			

Source: Fehr & Peers, 2023

These total PM peak hour person trip estimates will be used in the calculation of transportation impact fees rate.



Transportation Infrastructure

Bainbridge Island has a surface transportation network that provides rights-of-way (streets, sidewalks, and off-street bicycle and pedestrian paths) for nearly all types of travel within the city (excluding State Route 305). The City is responsible for maintaining, improving, and expanding this infrastructure to support transportation services for people traveling by all modes, including walking, biking, transit, and private vehicles.

The purpose of the transportation impact fee is to fund improvements and expansion to the citywide transportation infrastructure to address and manage the impacts of additional travel demand from new development. Currently, Bainbridge Island's roadway network provides substantial capacity and accessibility for vehicle travel, but the non-motorized network lacks connectivity and does not provide mobility to key destinations across the island. Therefore, to accommodate new growth, as well as encourage travel across all modes, this impact fee program focuses on funding new capacity for walking, biking, and transit across Bainbridge Island.

As described in the Methodology section, this impact fee program is based on the existing system value, which ensures that new development does not pay a higher rate than existing residents have paid into the City's current transportation system. This methodology sets the maximum allowable impact fee rate at the existing level of investment per existing person trips.

In Bainbridge Island's 2020 Pavement Management Report², the City determined the average replacement cost for a typical roadway just over \$800k per mile, not including the value of the land. The City maintains about 140 centerline miles of roadway; therefore, the existing level of investment is \$115M for the paved roadway network.

This existing system value is then divided by the existing person trips to determine the existing level of investment per person trip. Dividing the existing system value by the existing person trips results in the maximum legal amount that new development could be required to contribute to maintain the existing level of investment, or **maximum allowable impact fee rate, of \$6,305 per person trip.**

$$\text{Maximum Allowable Cost per PM Peak Hour Person Trip} = \frac{\text{Existing System Value}}{\text{Existing Person Trips}}$$

Table 6 summarizes the impact fee eligible costs, and maximum allowable cost per person trip.

² <https://www.bainbridgewa.gov/DocumentCenter/View/13934/BI-Pavement-Management-Report-April-2020>



Transportation Impact Fee Rate Study

Table 6: Existing System Value per Person Trip

Existing System Value	\$115,000,000
Person Trip Ends (2021)	18,239
Maximum Allowable Cost per Person Trip	\$6,305

It is important to note that the \$6,305 cost per PM Peak Hour Person Trip represents the maximum TIF amount that can be charged based on legal and technical requirements. As a check to ensure that new development is not paying more than their fair share into the City's transportation system, the total impact fee program cost was divided by the growth in person trips (shown in **Table 7**). This calculation results in a cost per person trip of \$24,062.

Table 7: Impact Fee Cost Per Person Trip

Total Impact Fee Program Cost	\$73,147,600
Growth in Person Trip Ends (2021 – 2036)	3,040
Cost per Person Trip	\$24,062

This value is greater than the maximum allowable cost per trip of \$6,305, but developers will not be charged an amount higher than \$6,305. Because of this, the multimodal TIF program would only contribute a portion of the total \$73 million capital cost of the improvement projects, so city matching funds, new grants, and other sources would need to cover the remainder of total project costs. The TIF rate can be set lower than the maximum allowable rate for many reasons:

- **Larger Share of External Funding:** If Bainbridge Island is more successful at securing external funding, the TIF can be reduced.
- **Implementation of Fewer Projects:** The project list is based on the City's vision for the transportation system over the next 15 years. Depending on growth pressures, changing travel preferences, funding availability, and many other reasons, the City may choose to implement fewer system expansion projects, which would lower the TIF rate.
- **Balancing the Cost to Developers:** While Bainbridge Island seeks to have "growth pay for growth," there are economic realities that must be considered when setting the TIF rate including what costs can reasonably be borne by developers. With this in mind, many cities elect to adopt a lower rate than the legal maximum to ensure TIF rates are in-line with neighboring jurisdictions while continuing to have developers pay a reasonable share of expanding the transportation system.

Bainbridge Island City Council has decided they will set the transportation impact fee rate at \$5,000, which is similar to other Western Washington jurisdictions.



Impact Fee Schedule

Table 8 shows the proposed impact fee schedule at a rate of \$5,000, which is less than the maximum fee of \$6,305. This rate schedule includes components such as: vehicle trip generation rates, person trip rates, and new trip percentages. To develop the proposed impact fee schedule, Fehr & Peers started with Bainbridge Island's current fee schedule, and made the following adjustments:

- Based rates off the adopted rate of \$5,000 per PM peak hour person trip
- Removed land use categories that are no longer in the ITE Trip Generation Manual, 11th Edition
- Updated PM peak vehicle trip rates to be consistent with the ITE Trip Generation Manual, 11th Edition
- Updated the pass-by trip percentages to reflect best practices

In the fee schedule, fees are shown as dollars per unit of development for various land use categories. The impact fee program is flexible in that if a use does not fit into one of the ITE land use categories, an impact fee can be calculated based on the development's projected PM peak hour person trip generation and multiplied by the cost per PM peak hour person trip. In addition to land uses that are not listed in the impact fee schedule, detailed trip generation studies are also generally used for mixed-use developments where some of the person trips would be expected to stay on-site. ITE, the Transportation Research Board (TRB), and the United States Environmental Protection Agency (US EPA) all have recommended methods to calculate the number of internal project trips associated with mixed use development. Methods like the ITE calculate vehicle trips and the same ratio of vehicle-to-person trips that can be calculated from the impact fee rate schedule.

Definitions of the TIF land uses are included in **Appendix B**.



Transportation Impact Fee Rate Study

Table 8: City of Bainbridge Island Transportation Impact Fee Rate Table (\$5,000 Rate)

ITE Land Use Code	Land Use Code ⁴	Units ³	Vehicle PM Peak Trips/Unit ¹	Pass-by Percentage	Vehicle-to-Person Trip Ratio ²	PM Peak Person Trip Rate	Impact Fee Per Development Unit
Single Family - Detached	210	per DU	0.94	0%	1.45	1.36	\$ 6,815.00
Single Family - Attached	215	per DU	0.57	0%		0.83	\$ 4,132.50
1-3 Story Multi/Townhome/ADU	220	per DU	0.51	0%		0.74	\$ 3,697.50
4-10 Story Multi/Townhome/Condo	221	per DU	0.39	0%		0.57	\$ 2,827.50
10+ Story Multi/Townhome/Condo	222	per DU	0.32	0%		0.46	\$ 2,320.00
Retirement Community	251	per DU	0.30	0%		0.44	\$ 2,175.00
Congregate Care/Asst Living	253	per DU	0.18	0%		0.26	\$ 1,305.00
Elementary School	520	students	0.16	20%	1.26	0.16	\$ 806.40
Middle/JR High School	522	students	0.15	20%		0.15	\$ 756.00
High School	525	students	0.14	20%		0.14	\$ 705.60
Day Care Center	565	per KSF	11.12	75%		3.50	\$ 17,514.00
Church	560	per KSF	0.49	0%		0.62	\$ 3,087.00
Nursing Home	620	per bed	0.14	0%		0.18	\$ 1,056.69
Light Industrial/Manufacturing	110, 140	per KSF	0.695	0%	1.08	0.75	\$ 3,753.00
Mini-Warehouse/Storage	151	per KSF	0.15	0%		0.16	\$ 810.00
Clinic	630	per KSF	3.69	0%	1.26	4.65	\$ 23,247.00
Animal Hospital/Veterinary Clinic	640	per KSF	3.53	0%		4.45	\$ 22,239.00
Hospital	610	per KSF	0.86	0%		1.08	\$ 5,418.00
Medical/Dental Office	720	per KSF	3.93	0%	1.22	4.79	\$ 23,973.00
General Office	710	per KSF	1.10	0%		1.34	\$ 6,710.00
Single Tenant Office	715	per KSF	1.76	0%		2.15	\$ 10,736.00
Government Office	730	per KSF	1.71	0%		2.09	\$ 10,431.00
Movie Theater ⁵	445	per KSF	4.80	15%	1.25	5.10	\$ 25,500.00
Public Park	411	acres	0.11	0%		0.14	\$ 687.50



Transportation Impact Fee Rate Study

ITE Land Use Code	Land Use Code ⁴	Units ³	Vehicle PM Peak Trips/Unit ¹	Pass-by Percentage	Vehicle-to-Person Trip Ratio ²	PM Peak Person Trip Rate	Impact Fee Per Development Unit	
Health Fitness Club	492	per KSF	3.45	25%		3.23	\$ 16,171.88	
Recreational Community Center	495	per KSF	2.50	25%		2.34	\$ 11,718.75	
Gasoline/Service Station	944	per VSP	13.91	62%	1.25	6.61	\$ 33,036.25	
Gas Station w/Convenience Market ⁶	945	per VSP	18.42	62%		8.75	\$ 43,747.50	
Self-Serve Car Wash	947	per stall	5.54	35%		4.50	\$ 22,506.25	
Auto Parts and Service Center	943	per KSF	2.06	30%		1.80	\$ 9,012.50	
Supermarket	850	per KSF	8.95	38%		1.25	6.94	\$ 34,681.25
Strip Retail Plaza (<40k sq ft)	822	per KSF	6.59	34%			5.44	\$ 27,183.75
Library	590	per KSF	8.16	25%	7.65		\$ 38,250.00	
Drinking Place	975	per KSF	11.36	35%	9.23		\$ 46,150.00	
Wine Tasting	970	per KSF	7.31	35%	5.94		\$ 29,696.88	
Brewery Tap Room	971	per KSF	9.83	35%	7.99		\$ 39,934.38	
Hair Salon	918	per KSF	1.45	34%	1.20		\$ 5,981.25	
Apparel Store	876	per KSF	4.12	34%	3.40		\$ 16,995.00	
Pet Supply Superstore	866	per KSF	11.36	34%	2.93		\$ 14,643.75	
Hardware/Paint Store	816	per KSF	2.98	60%	1.49		\$ 7,450.00	
Convenience Market	851	per KSF	49.11	61%	23.94		\$ 119,705.63	
Arts and Crafts Store	879	per KSF	6.21	34%	5.12		\$ 25,616.25	
Pharmacy/Drug Store w/o Drive-Thru	880	per KSF	8.51	53%	5.00		\$ 24,998.13	
Pharmacy/Drug Store w/ Drive-Thru	881	per KSF	10.25	49%	6.53		\$ 32,671.88	
Furniture Store	890	per KSF	0.52	40%	0.39		\$ 1,950.00	
Walk-In Bank	911	per KSF	12.13	47%	8.04		\$ 40,180.63	
Drive-In Bank	912	per KSF	21.01	35%	17.07		\$ 85,353.13	
Fine Dining Restaurant	931	per KSF	7.80	44%	5.46		\$ 27,300.00	
High Turnover Restaurant	932	per KSF	9.05	43%	6.45	\$ 32,240.63		



Transportation Impact Fee Rate Study

ITE Land Use Code	Land Use Code ⁴	Units ³	Vehicle PM Peak Trips/Unit ¹	Pass-by Percentage	Vehicle-to-Person Trip Ratio ²	PM Peak Person Trip Rate	Impact Fee Per Development Unit
Fast Food w/o Drive-Thru	933	per KSF	33.21	49%	1.45	21.17	\$ 105,856.88
Fast Food w/ Drive-Thru	934	per KSF	33.03	55%		18.58	\$ 92,896.88
Coffee/Donut Shop w/ Drive-Thru (no indoor seating)	938	per drive-thru lane	15.08	98%		0.38	\$ 1,885.00
Coffee/Donut Shop w/o Drive-Thru	936	per KSF	32.29	49%		20.58	\$ 102,924.38
U.S. Post Office	732	per KSF	11.21	25%		10.51	\$ 52,546.88
Hotel	310	per room	0.59	0%	1.45	0.86	\$ 4,277.50
Motel	320	per room	0.36	0%		0.52	\$ 2,610.00

1. ITE Trip Generation Manual, 11th Edition: 4-6 PM Peak Hour Vehicle Trip Generation Rates for the Adjacent Street Traffic (Weekday, 4-6PM)
2. The ratio of vehicle trips to person trips as extracted from the PSRC Household Travel Survey
3. KSF = thousand square feet, DU = dwelling unit, room = hotel/motel room available, VFP = vehicle fueling position/pump
4. For land uses with multiple ITE codes, the average rate was used
5. Vehicle trip rate uses Friday-specific data, which has a larger sample size than 'general weekday'
6. Land Use Subcategory is for a convenience market that is 2-4k square feet

This table is a representative list of common land uses on Bainbridge Island. City staff may choose a different land use code from the ITE Trip Generation Manual 11th Edition, or other site-specific trip generation data if the applicant's proposed land use does not fit within this list.



Appendix A – Impact Fee Project Map



Appendix B – Land Use Definitions

The following land use definitions are derived from the *ITE Trip Generation Manual* (11th Edition).

RESIDENTIAL

Single Family (Detached): A single-family detached housing site includes any single-family detached home on an individual lot. A typical site surveyed is a suburban subdivision. (ITE # 210)

Single Family (Attached): Single-family attached housing includes any single-family housing unit that shares a wall with an adjoining dwelling unit, whether the walls are for living space, a vehicle garage, or storage space. (ITE # 215)

Multi Family (1-3 story, 4-10 story, 10+ story): Multifamily housing includes apartments, townhouses, and condominiums located within the same building with at least three other dwelling units. (ITE # 220, 221, 222)

Retirement Community: Senior adult housing—single-family sites are independent living developments that are called various names including retirement communities, age-restricted housing, and active adult communities. The development has a specific age restriction for its residents, typically a minimum of 55 years of age for at least one resident of the household. (ITE # 251)

Congregate Care/Assisted Living: A congregate care facility is an independent living development that provides centralized amenities such as dining, housekeeping, communal transportation, and organized social/ recreational activities. Each individual dwelling unit often has a kitchenette. Assistance is typically available for housekeeping or minor household maintenance. Limited medical services (such as nursing and dental) may or may not be provided. The resident may contract additional medical services or personal assistance. (ITE # 253)

EDUCATION/INSTITUTIONS

Elementary School: An elementary school typically serves students attending kindergarten through the fifth or sixth grade. Elementary schools are usually centrally located in residential communities in order to facilitate student access and have no student drivers. This land use consists of schools where bus service is usually provided to students living beyond a specified distance from the school. Both public and private elementary schools are included in this land use. (ITE # 520)



Transportation Impact Fee Rate Study

Middle/Junior High School: A middle or junior high school serves students who have completed elementary school and have not yet entered high school. Both public and private middle schools/junior high schools are included in this land use. (ITE # 522)

High School: High schools serve students who have completed middle or junior high school. Both public and private high schools are included in this land use. (ITE # 525)

Day Care Center: A facility for the care of infant and preschool age children during the daytime hours. Generally includes classrooms, offices, eating areas, and a playground. (ITE # 565)

Church: A building providing public worship facilities. Generally houses an assembly hall or sanctuary, meeting rooms, classrooms, and occasionally dining facilities. (ITE # 560)

Nursing Home: A facility whose primary function is to provide chronic or convalescent care for persons who by reason of illness or infirmity are unable to care for themselves. Applies to rest homes, chronic care, and convalescent centers. (ITE # 620)

INDUSTRIAL

Light Industrial/Manufacturing: A light industrial facility is a free-standing facility devoted to a single use. The facility has an emphasis on activities other than manufacturing and typically has minimal office space. Typical light industrial activities include printing, material testing, and assembly of data processing equipment. (ITE # 110, 140)

Mini-Warehouse/Storage: A mini-warehouse is a building in which a number of storage units or vaults are rented for the storage of goods. They are typically referred to as "self-storage" facilities. Each unit is physically separated from other units, and access is usually provided through an overhead door or other common access point. (ITE # 151)

MEDICAL

Hospital: A building or buildings designed for the medical, surgical diagnosis, treatment, and housing of persons under the care of doctors and nurses. Rest homes, nursing homes, convalescent homes and clinics are not included. (ITE # 610)

Clinic: A clinic is a facility that provides limited diagnostic and outpatient care but is unable to provide prolonged in-house medical and surgical care. A clinic may have a lab facility and supporting pharmacy but typically does not have the equipment and medical personnel available at an urgent care site. A clinic typically offers a wide range of services which makes it distinct from a medical office building that typically houses specialized or individual physicians. (ITE # 630)



Transportation Impact Fee Rate Study

Animal Hospital/Veterinary Clinic: An animal hospital or veterinary clinic is a facility that specializes in the medical care and treatment of animals. (ITE # 640).

OFFICE

Medical/Dental Office: A facility which provides diagnoses and outpatient care on a routine basis, but which is unable to provide prolonged in-house medical/surgical care. A medical office is generally operated by either a single private physician/dentist or a group of doctors and/or dentists. (ITE # 720)

General Office: An administrative office building houses one or more tenants and is the location where affairs of a business, commercial or industrial organization, government, professional person, or firm are conducted. The building or buildings may be limited to one tenant, either the owner or lessee, or contain a mixture of tenants including professional services, insurance companies, investment brokers, and company headquarters. Services such as a bank or savings and loan, a restaurant or cafeteria, miscellaneous retail facilities, and fitness facilities for building tenants may also be included. (ITE # 710)

Single Tenant Office: A single tenant office building generally contains offices, meeting rooms, and space for file storage and data processing of a single business or company and possibly other service functions including a restaurant or cafeteria. (ITE # 715)

Government Office Building: A government office building is an individual building containing either the entire function or simply one agency of a city, county, state, federal, or other governmental unit. (ITE # 730).

RECREATION

Movie Theater: Consists of audience seating, one or more screens and auditoriums, a lobby, and refreshment stand. Typically includes matinee showings. (ITE # 445)

Public Park: A public park is owned and operated by a municipal, county, state, or federal agency. The parks surveyed vary widely as to location, type, and number of facilities, including boating or swimming facilities, beaches, hiking trails, ball fields, soccer fields, campsites, and picnic facilities. (ITE # 411)

Health Fitness Club: Privately owned facilities that may include swimming pools and whirlpools, saunas, weightlifting and gymnastics equipment, exercise classes, tennis, racquetball, and handball courts. Features exercise sports, and other active physical conditioning, as well as a broader range of services such as juice bars and meeting rooms. (ITE # 492)



Transportation Impact Fee Rate Study

Recreational Community Center: A recreational community center is a stand-alone public facility similar to and including YMCAs. These facilities often include classes and clubs for adults and children, a day care or nursery school, meeting rooms and other social facilities, swimming pools and whirlpools, saunas, tennis, racquetball, handball, pickle ball, basketball and volleyball courts; outdoor athletic fields/courts, exercise classes, weightlifting and gymnastics equipment, locker rooms, and a restaurant or snack bar. Public access is typically allowed and a membership fee may be charged. (ITE # 495)

RETAIL - AUTOMOTIVE

Gasoline/Service Station: This land use includes gasoline/service stations where the primary business is the fueling of motor vehicles. The sites included generally have a small building (less than 2,000 gross square feet) that houses a cashier and limited space for motor vehicle maintenance supplies and general convenience products. A gasoline/service station may also have ancillary facilities for servicing and repairing motor vehicles and may have a car wash. (ITE # 944)

Gas Station w/ Convenience Market: This land use includes gasoline/service stations with convenience markets where the primary business is the fueling of motor vehicles. These service stations may also have ancillary facilities for servicing and repairing motor vehicles and may have a car wash. Some commonly sold convenience items are newspapers, coffee or other beverages, and snack items that are usually consumed in the car. (ITE # 945)

Self-Serve Car Wash: A self-service car wash allows manual cleaning of vehicles by providing stalls for a motorist to park and wash a vehicle. (ITE # 947)

Automobile Parts and Service Center: An automobile parts and service center sells automobile parts for do-it-yourself maintenance and repair including tires, batteries, oil, and sparks plugs. The center may also sell automobile parts to retailers and repair facilities. An automobile parts and service center also provides a full array of on-site services for motor vehicles. (ITE # 943)

RETAIL

Supermarket: Retail store that sells a complete assortment of food, food preparation and wrapping materials, and household cleaning and servicing items. (ITE # 850)

Strip Retail Plaza (<40k): A strip retail plaza is an integrated group of commercial establishments that is planned, developed, owned, and managed as a unit. Each study site in this land use has less than 40,000 square feet of gross leasable area (GLA). The 40,000 square feet GFA threshold between strip retail plaza and shopping plaza (Land Use 821) was selected based on an



Transportation Impact Fee Rate Study

examination of the overall shopping center/plaza database. No shopping plaza with a supermarket as its anchor is smaller than 40,000 square feet GLA. (ITE # 822)

Library: A library can be either a public or private facility that consists of shelved books, reading rooms, or areas, and, sometimes, meeting rooms. (ITE # 590)

Drinking Place: A drinking place contains a bar, where alcoholic beverages and food are sold, and possibly some type of entertainment, such as music, television screens, video games, or pool tables. Establishments that specialize in serving food but also have bars are not included in this land use. (ITE # 975)

Wine Tasting: A wine tasting room is a designated area found in conjunction with a winery in which customers can try samples of a winery's products. These rooms are typically located on-site and can be used as a way to sell wine or related products directly to the customer. Depending on its size, a tasting room can also be used to house wedding receptions, corporate events, and other social gatherings. (ITE # 970)

Brewery Tap Room: A brewery tap room is a designated area found in conjunction with a brewery in which customers can try samples of a brewery's products. These rooms are typically located on-site and can be used as a way to sell beer or related products directly to the customer. Depending on its size, a tap room can also be used to house social gatherings. (ITE # 971)

Hair Salon: A hair salon is a facility that specializes in cosmetic and beauty services including hair cutting and styling, skin and nail care, and massage therapy. A hair salon may also contain spa facilities. (ITE # 918)

Pet Supply Superstore: A pet supply superstore is a free-standing facility that specializes in the sale of pets and pet supplies, food, and accessories. A superstore generally offers a variety of customer services, has centralized cashiering, and maintains long store hours 7 days a week. (ITE # 866)

Apparel Store: An apparel store is an individual store specializing in the sale of clothing. (ITE # 876)

Hardware/Paint Store: A hardware/paint store is a free-standing building that sells hardware and paint supplies. (ITE # 816)

Convenience Market: A use that combines retail food sales with fast foods or take-out food service; generally open long hours or 24 hours a day. (ITE # 851)

Arts and Crafts Store: An arts and crafts store is a free-standing facility that sells art, framing, wall décor, and seasonal merchandise. The store may provide in-store arts and crafts classes. An



Transportation Impact Fee Rate Study

arts and crafts store is sometimes placed as a separate parcel within a retail complex, with or without its own dedicated parking. (ITE # 879)

Pharmacy/Drug Store w/o Drive-Thru: A pharmacy/drugstore is a retail facility that primarily sells prescription and non-prescription drugs. A pharmacy/drugstore also typically sells cosmetics, toiletries, medications, stationery, personal care products, limited food products, and general merchandise. The pharmacy/ drugstores in this category do not contain a drive-through window. (ITE # 880)

Pharmacy/Drug Store w/ Drive-Thru: A pharmacy which sells prescriptions and non-prescription drugs, cosmetics, toiletries, medications, stationery, personal care products, limited food products, and general merchandise. Contain drive-through windows. (ITE # 881)

Furniture Store: Furniture stores specialize in the sale of furniture, and often, carpeting. The stores are generally large and include storage areas. (ITE # 890)

Walk-In Bank: A bank is a financial institution that that can offer a wide variety of financial services. A walk-in bank does not have drive-in lanes but typically has a non-drive-through automatic teller machine (ATM). A walk-in bank can be free-standing with its own parking lot or part of a larger retail complex. (ITE # 911)

Drive-In Bank: A bank is a financial institution that can offer a wide variety of financial services. A drive-in bank provides banking services for a motorist through a teller station. A drive-in bank may also serve patrons who walk into the building. The drive-in lanes may or may not provide an automatic teller machine (ATM). (ITE # 912)

Fine Dining Restaurant: This land use consists of high quality, full-service eating establishments with a typical duration of stay of at least one hour. Quality restaurants generally do not serve breakfast; some do not serve lunch; all serve dinner. This type of restaurant often requests and sometimes requires reservations and is generally not part of a chain. Patrons commonly wait to be seated, are served by a waiter/ waitress, order from menus and pay for meals after they eat. (ITE # 931)

High Turnover Restaurant: This land use consists of sit-down, full-service eating establishments with typical duration of stay of approximately one hour. This type of restaurant is usually moderately priced and frequently belongs to a restaurant chain. These restaurants typically do not take reservations. Patrons commonly wait to be seated, are served by a waiter/waitress, order from menus and pay for their meal after they eat. (ITE # 932)

Fast Food w/o Drive-Thru: This land use includes any fast-food restaurant without a drive-through window. This type of restaurant is characterized by a large carry-out clientele, long hours of service (some are open for breakfast, all are open for lunch and dinner, some are open late at



Transportation Impact Fee Rate Study

night or 24 hours a day) and high turnover rates for eat-in customers. These limited-service eating establishments do not provide table service. A patron generally orders from a menu board and pays before receiving the meal. A typical duration of stay for an eat-in customer is less than 30 minutes. (ITE # 933)

Fast Food w/ Drive-Thru: An eating establishment that offers quick food service and a limited menu of items. Food is generally served in disposable wrappings or containers and may be consumed inside or outside the restaurant building. Restaurants in this category have a drive-up window. (ITE # 934)

Coffee/Donut Shop w/ Drive-Thru (No Indoor Seating): This land use includes any coffee and donut restaurant that has only drive-through window service. A patron cannot walk into the shop and purchase items. The restaurant sells freshly brewed coffee (along with coffee-related accessories) and a variety of food/drink products such as donuts, bagels, breads, muffins, cakes, sandwiches, wraps, salads, and other hot and cold beverages. The restaurant marketing and sales may emphasize coffee beverages over food (or vice versa). (ITE # 938)

Coffee/Donut Shop w/o Drive-Thru: This land use includes any coffee and donut restaurant that does not have a drive-through window. The restaurant sells freshly brewed coffee (along with coffee-related accessories) and a variety of food/drink products such as donuts, bagels, breads, muffins, cakes, sandwiches, wraps, salads, and other hot and cold beverages. The restaurant marketing and sales may emphasize coffee beverages over food (or vice versa). A coffee/donut shop typically holds long store hours (more than 15 hours) with an early morning opening. Limited indoor seating is generally provided for patrons, but table service is not provided. (ITE # 936)

U.S. Post Office: A United States post office is a federal building that contains service windows for mailing packages and letters, post office boxes, offices, sorting and distributing facilities for mail, and vehicle storage areas. (ITE # 732)

HOTEL

Hotel: A place of lodging providing sleeping accommodations. Hotels typically include restaurants, cocktail lounges, meeting and banquet rooms, or convention facilities. (ITE # 310)

Motel: A place of lodging providing sleeping accommodations. Motels generally offer free on-site parking, little or no meeting space, and may have exterior corridors. (ITE # 320)