



CITY OF
BAINBRIDGE ISLAND

**CITY COUNCIL STUDY SESSION
TUESDAY, MAY 17, 2022**

COUNCIL CHAMBERS
280 MADISON AVENUE NORTH
BAINBRIDGE ISLAND, WA

AND

ZOOM WEBINAR
[HTTPS://BAINBRIDGEWA.ZOOM.US/J/92947338351](https://bainbridgewa.zoom.us/j/92947338351)
OR TELEPHONE: US: +1 253 215 8782
WEBINAR ID: 929 4733 8351

AGENDA

1. **CALL TO ORDER / ROLL CALL - 6:00 PM**
2. **APPROVAL OF AGENDA / CONFLICT OF INTEREST DISCLOSURE - 6:05 PM**
3. **PRESENTATION(S)**
 - 3.A **(6:10 PM) Receive Briefing on Regional Transportation Plan by Puget Sound Regional Council, 30 Minutes**
[Presentation - PSRC Regional Transportation Plan.pptx](#)
4. **REGULAR BUSINESS**
 - 4.A **(6:40 PM) Discuss March 22, 2022, Response from Kitsap Regional Coordinating Council Executive Committee - Planning, 20 Minutes**
[Final Exec Comm Letter to COBI March 2022.pdf](#)
[CPP Clarification Letter to Kitsap County \(Jan. 20 2022\).pdf](#)
5. **COMMITTEE REPORTS - 7:00 PM**
6. **ADJOURNMENT- 7:10 PM**

GUIDING PRINCIPLES

Guiding Principle #1 - Preserve the special character of the Island, which includes downtown Winslow's small town atmosphere and function, historic buildings, extensive forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.

Guiding Principle #2 - Manage the water resources of the Island to protect, restore and maintain their ecological and hydrological functions and to ensure clean and sufficient groundwater for future generations.

Guiding Principle #3 - Foster diversity with a holistic approach to meeting the needs of the Island and the human needs of its residents consistent with the stewardship of our finite environmental resources.

Guiding Principle #4 - Consider the costs and benefits to Island residents and property owners in making land use decisions.

Guiding Principle #5 - The use of land on the Island should be based on the principle that the Island's environmental resources are finite and must be maintained at a sustainable level.

Guiding Principle #6 - Nurture Bainbridge Island as a sustainable community by meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Guiding Principle #7 - Reduce greenhouse gas emissions and increase the Island's climate resilience.

Guiding Principle #8 - Support the Island's Guiding Principles and Policies through the City's organizational and operating budget decisions.



City Council meetings are wheelchair accessible. Assisted listening devices are available in Council Chambers. If you require additional ADA accommodations, please contact the City Clerk's Office at 206-780-8604 or cityclerk@bainbridgewa.gov by noon on the day preceding the meeting.



CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill

MEETING DATE: May 17, 2022

ESTIMATED TIME: 30 Minutes

AGENDA ITEM: (6:10 PM) Receive Briefing on Regional Transportation Plan by Puget Sound Regional Council,

SUMMARY: Kelly McGourty, Director of Transportation Planning for Puget Sound Regional Council (PSRC), will provide a briefing on the Regional Transportation Plan.

AGENDA CATEGORY: Presentation

PROPOSED BY: Executive

RECOMMENDED MOTION: Information only.

STRATEGIC PRIORITY:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	

BACKGROUND:

ATTACHMENTS:

[Presentation - PSRC Regional Transportation Plan.pptx](#)

FISCAL DETAILS:

Fund Name(s):

Coding:

Regional Transportation Plan

Bainbridge Island City Council
May 17, 2022




Puget Sound Regional Council

Puget Sound Regional Council

Who are we

- Metropolitan Planning Organization / Regional Transportation Planning Organization
- King, Kitsap, Pierce and Snohomish Counties

What we do

- Planning for growth, economy, transportation
- Distribution of federal transportation funds
- Regional data and forecasts
- Forum for regional issues

Our members

- 100+ Cities, Counties, Ports, Transit, State, Tribal Governments



Councilmember Claudia Balducci
King County - President



Mayor Becky Erickson
City of Poulsbo - Vice President



Today's Presentation

- **Regional Transportation Plan**

- Overview and background
- What's in the plan
- Highlights of plan performance
- What have we heard
- Board actions and next steps



Regional Transportation Plan

2022-2050
REGIONAL TRANSPORTATION PLAN

VISION 2050 Implementation

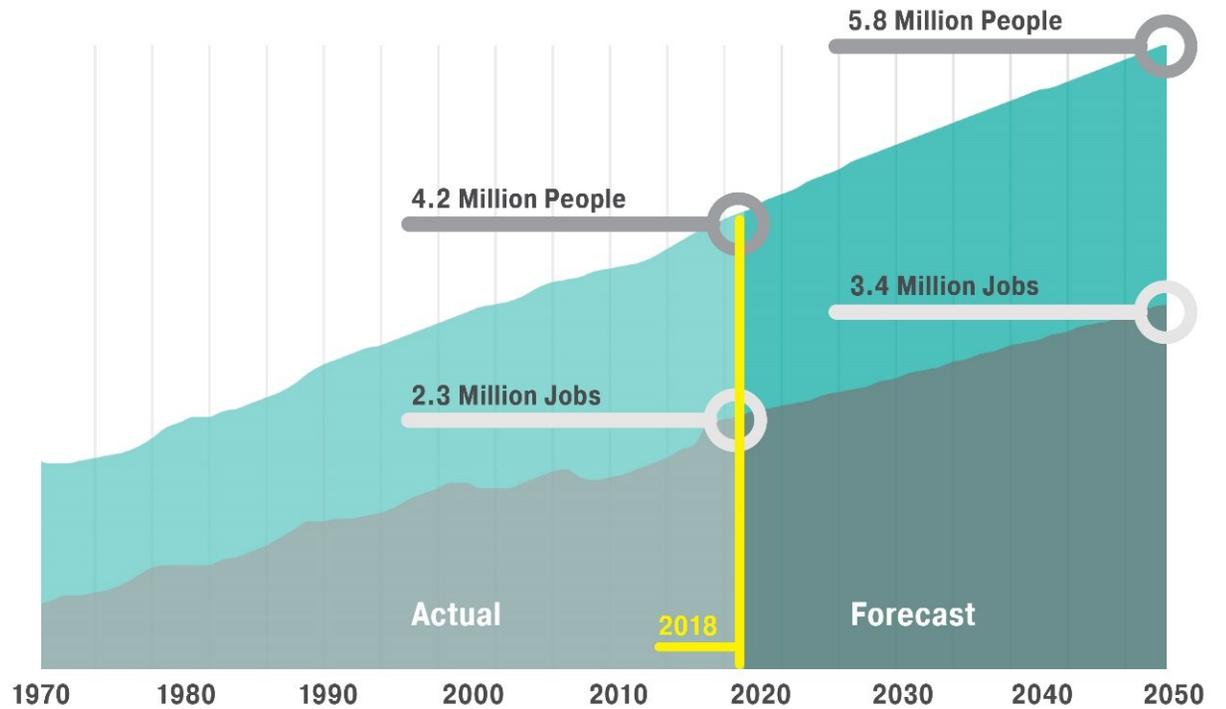


Regional Transportation Plan

The region continues to grow:

~1.6 million people by 2050

~1.1 million jobs by 2050



Source: PSRC, 2018 Regional Macroeconomic Forecast

Regional Transportation Plan

- Builds from VISION 2050
- Objectives:
 - Make progress on existing challenges, address current and future needs of the transportation system
 - Provide better data and analysis to support local investment planning (2024 comprehensive plans)
 - Plan for long-term system investments to accommodate future growth
 - Improve existing system, big picture thinking on future investments (aviation, rail, ferries)



Key Policy Focus Areas

Building from VISION 2050, board identified key policy areas:

- Access to transit
- Safety
- Equity
- Climate
- Local agency needs
- Forward thinking/future investments



Key Planning Work – System Needs and Opportunities

PSRC's Transportation System Conditions Visualization Tool

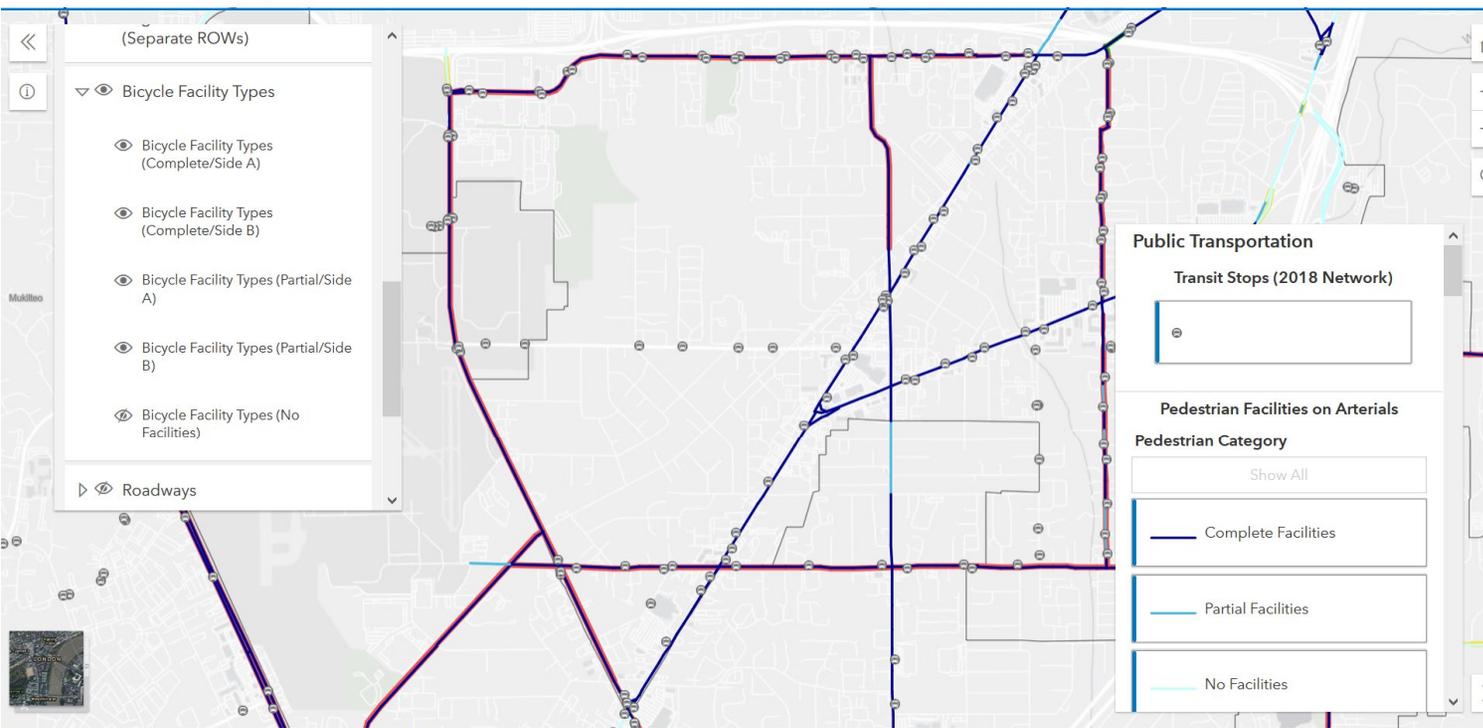


2022–2050

REGIONAL TRANSPORTATION PLAN

Full System (All Layers)

Full System (All Layers)



<https://www.psrc.org/our-work/regional-planning/regional-transportation-plan/rtp-data-research>



What's in the Plan?

- \$300 billion of investment over the next 28 years
 - 56% will maintain, preserve and operate the system
 - 70% of the plan's system improvements are for investments in local and regional transit
 - 84% of the plan funded with forecast current law revenues



36

Bus Rapid Transit routes



10

Passenger-only Ferry routes



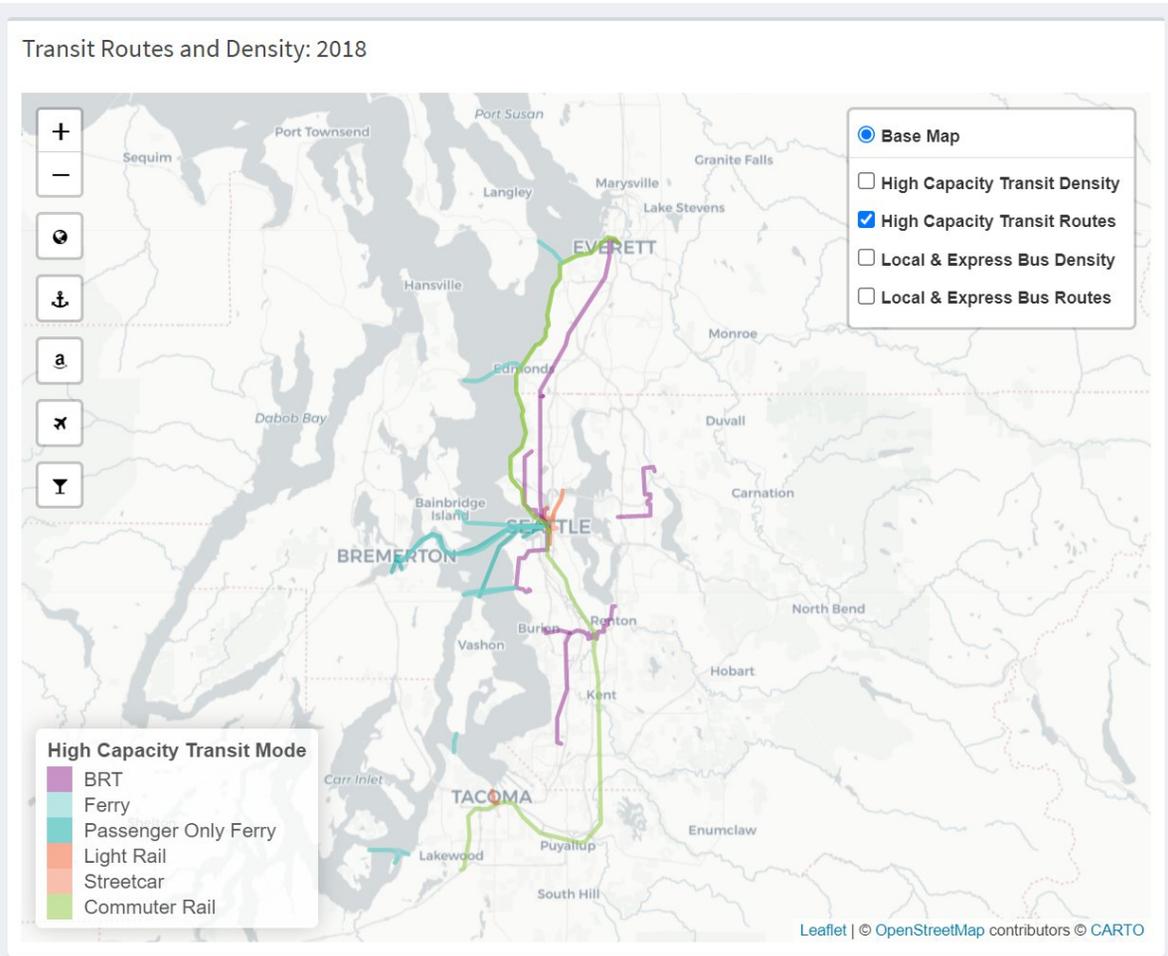
116

Miles of light rail and 80+ stations



2018 Regional Transit Network

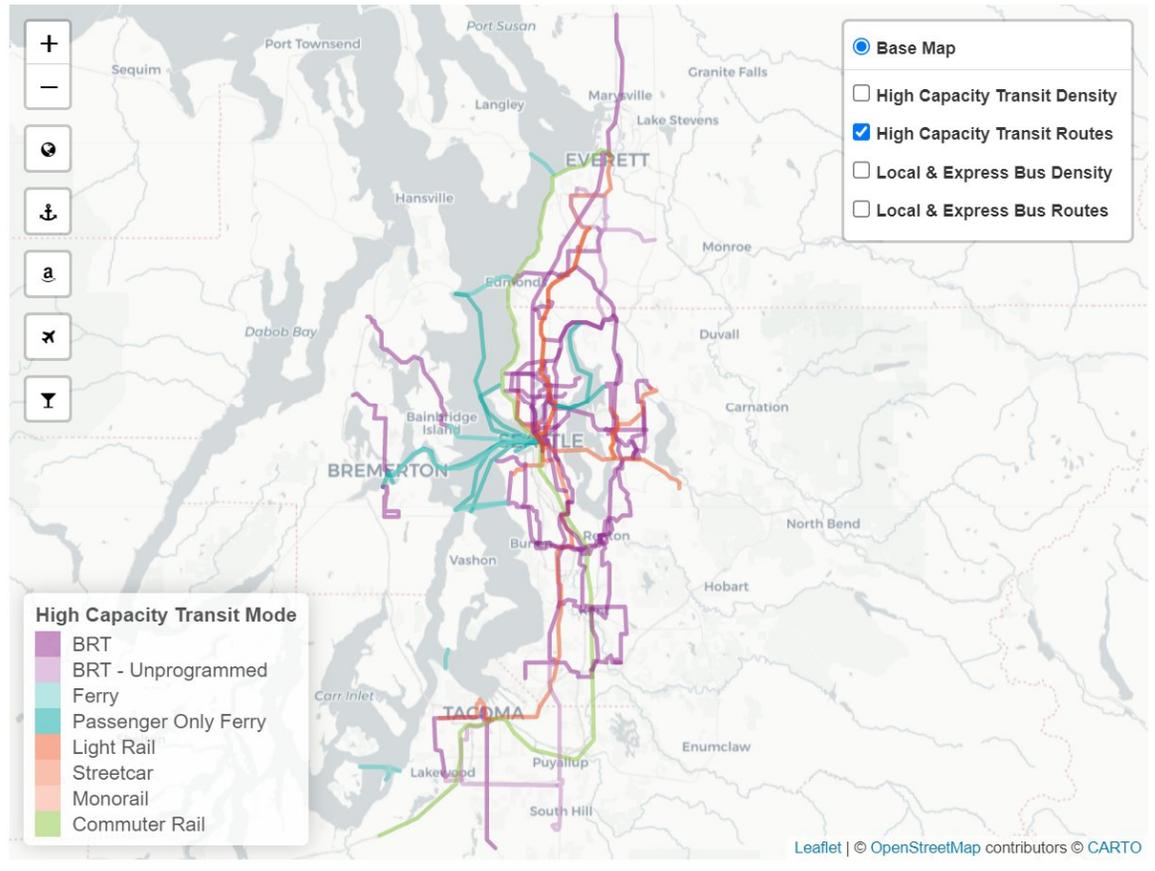
	BUS RAPID TRANSIT 7 Routes
	LIGHT RAIL 2 Light Rail Routes 2 Streetcar Routes 1 Monorail Route
	HEAVY RAIL 3 Commuter Rail Routes
	FERRIES 5 Passenger-Only Routes 11 Ferry Routes
	BUS 43 Frequent Bus Routes 88 Moderately Frequent Bus Routes 227 Low Frequency Bus Routes



2050 Regional Transit Network

	BUS RAPID TRANSIT 36 Programmed Routes 5 Unprogrammed Routes
	LIGHT RAIL 5 Light Rail Routes 3 Streetcar Routes 1 Monorail Route
	HEAVY RAIL 2 Commuter Rail Routes
	FERRIES 10 Passenger-Only Routes 11 Ferry Routes
	BUS 84 Frequent Bus Routes 117 Moderately Frequent Bus Routes 64 Low Frequency Bus Routes

Transit Routes and Density: 2050



Key Performance Measures



Centered on race and equity, different levels of geography analyzed: region, county, regional geographies, and equity focus areas

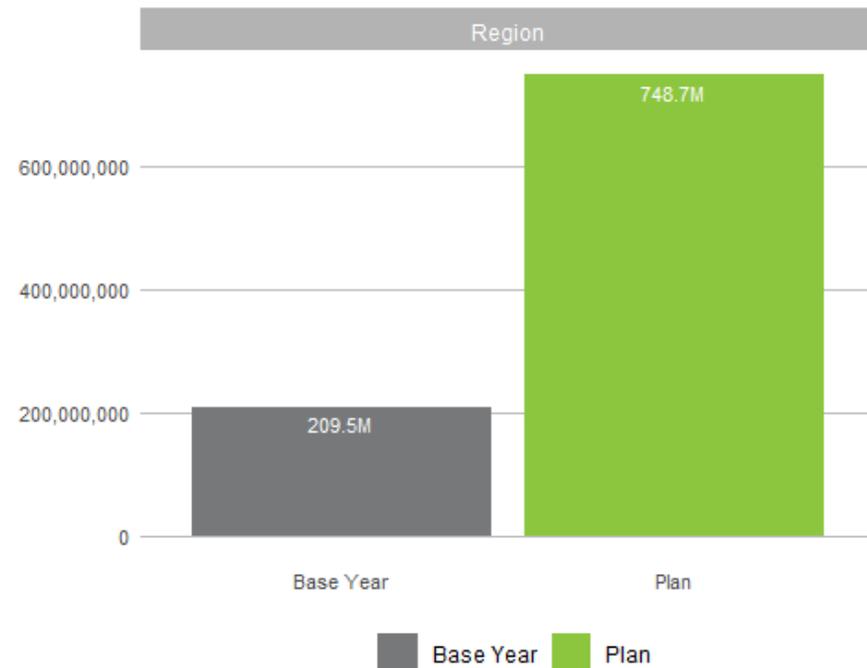
- Above 50% / Above Regional Average People of Color
- Above 50% / Above Regional Average People with Low Incomes
- Above Regional Average Youth (age 5-17)
- Above Regional Average Older Adults (aged 65+)
- Above Regional Average People with Limited English Proficiency
- Above Regional Average People with Disabilities



Key Highlights: What will the Plan Deliver?

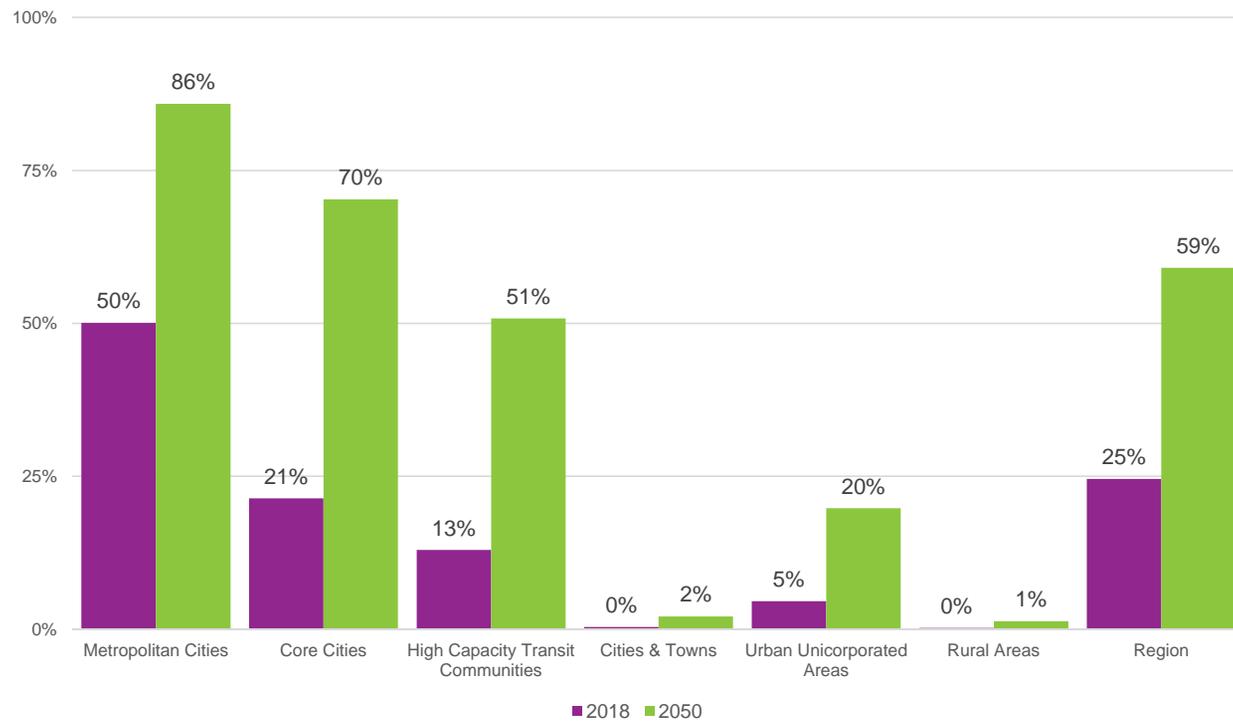
Transit boardings are forecasted to **more than triple** by 2050 with expansion of High-Capacity Transit investments in rail, bus rapid transit and passenger only ferries

2022-2050
REGIONAL TRANSPORTATION PLAN



Key Highlights: What will the Plan Deliver?

2022-2050
REGIONAL TRANSPORTATION PLAN

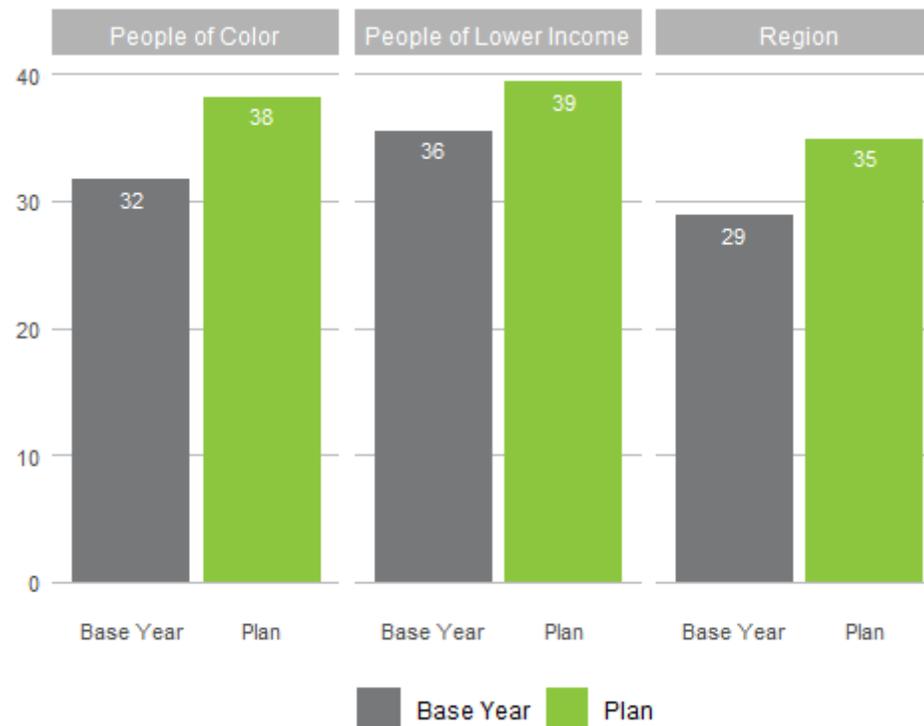


By 2050, **59% of households will live within a 1/2 mile** of high-capacity transit service



Key Highlights: What will the Plan Deliver?

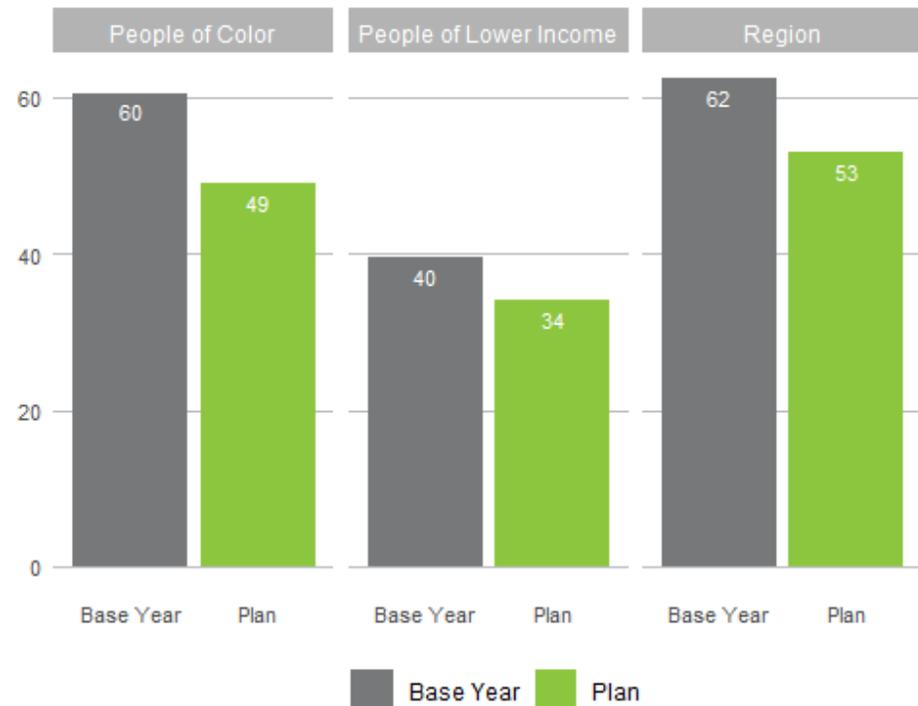
By 2050, the average person will **walk or bike 21% more** than today



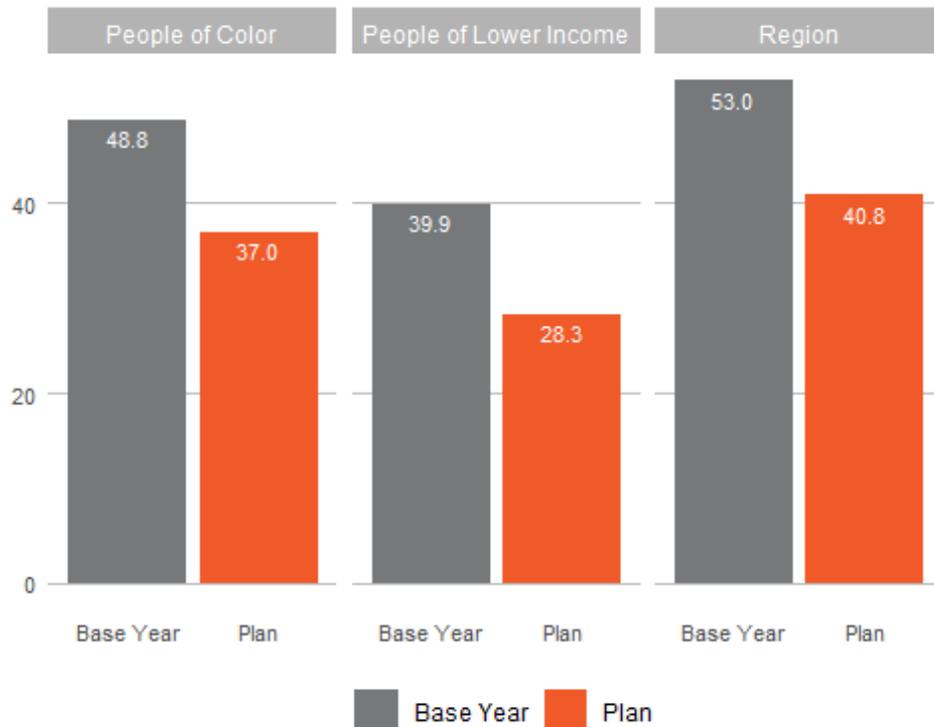
Key Highlights: What will the Plan Deliver?

In 2018, the average household spent an additional 62 hours a year traveling due to congestion. By the year 2050, the average household is forecast spend 53 additional hours each year traveling, a **-15%** reduction over the Base Year.

2022-2050
REGIONAL TRANSPORTATION PLAN



Key Highlights: What will the Plan Deliver?

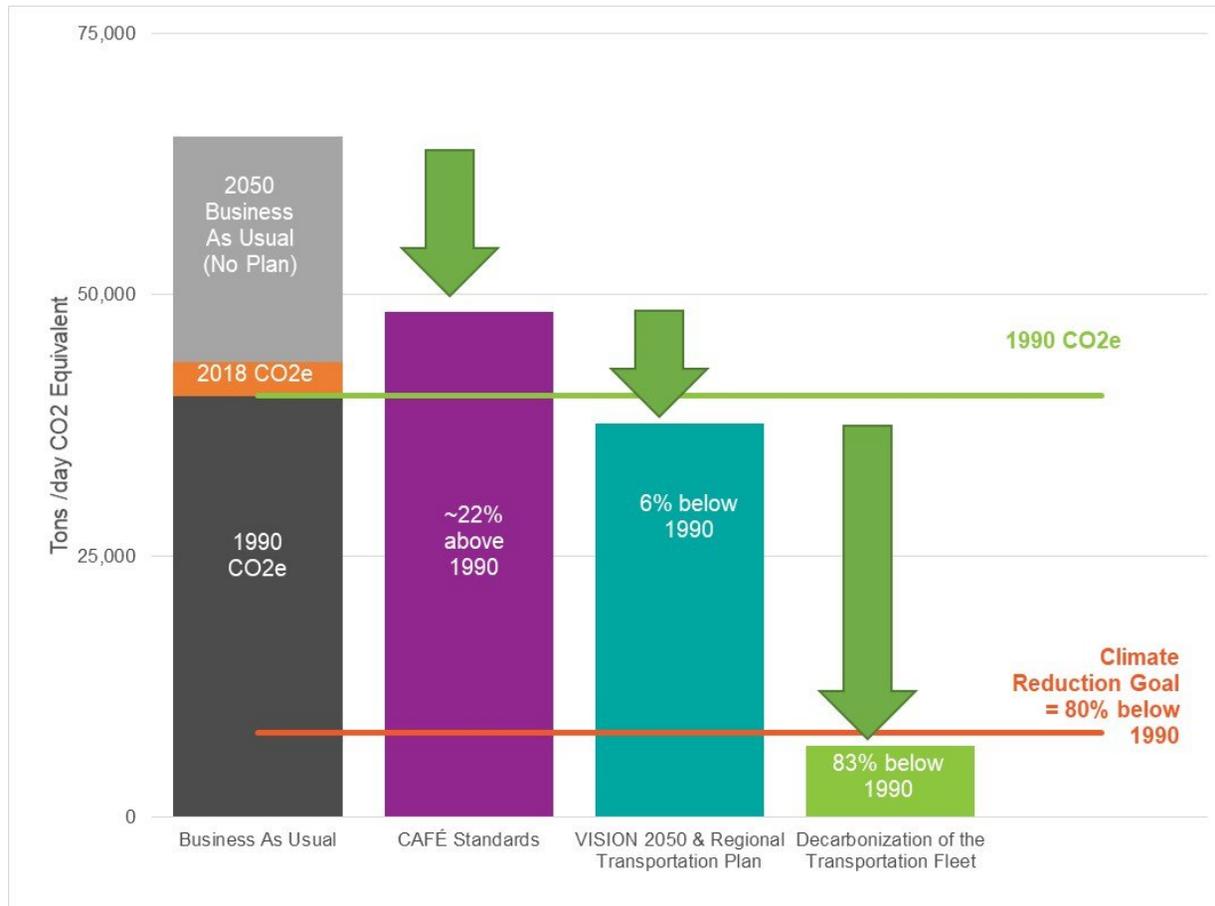


In 2018, the average household drove more than 15,900 miles per year. By the year 2050, the average household is forecast to drive approximately 12,300 miles per year, a **-23%** reduction over the Base Year.



Key Highlights: What will the Plan Deliver?

Steps to Meeting Regional Climate Goals



2022-2050
REGIONAL TRANSPORTATION PLAN

Reflecting:

- VISION 2050
- RTP investments
- Fuel economy improvements
- Transition to zero emission transportation system



What Have We Heard?



Online Engagement Platform



Virtual Outreach Meetings



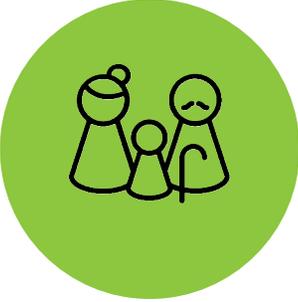
Survey



Personal Interviews



Social Media



Focus Groups



Puget Sound Regional Council
on Thursday

We want to hear from you! Take a survey to help plan the future of transportation in Puget Sound: <https://engage.psrc.org/regional-transportation-plan>



HOW WILL YOU GET AROUND?



ENGAGE.PSRC.ORG
Regional Transportation Plan
PSRC is developing the next Regional Transportation Plan, which will des...

Public Comments

Formal public comment period ran from January 13, 2022 – February 28, 2022

113 respondents

- **17** PSRC member agencies
- **22** other organizations – tribal governments, public agencies, non-profit and community-based organizations
- **74** individuals

554 individually coded comments



Top 10 Themes

- Bicycle/Pedestrian – 48
- Climate/Environment – 74
- Financial strategy – 29
- Freight – 26
- Growth Management – 21
- Project Specific – 23
- Safety – 31
- Streets and Highways – 23
- Transit – 71
- Water Quality – 31



Board Actions and Next Steps

- Transportation Policy Board and Executive Board actions:
 - Approved a total of 28 amendments
 - Unanimously recommended plan adoption



**General Assembly
May 26, 2022
10am**



Thank You!

Kelly McGourty
kmcgourty@psrc.org
206-971-3601



Puget Sound Regional Council



CITY OF
BAINBRIDGE ISLAND

City Council Study Session Agenda Bill

MEETING DATE: May 17, 2022

ESTIMATED TIME: 20 Minutes

AGENDA ITEM: (6:40 PM) Discuss March 22, 2022, Response from Kitsap Regional Coordinating Council Executive Committee - Planning,

SUMMARY: Following the January 11, 2022 City Council regular business meeting, the City Manager sent a letter to the Kitsap County Board of County Commissioners to verify the City's understanding of definitions and intent of the Updated Countywide Planning Policies that were ratified by the Council on December 14, 2021.

The Kitsap Regional Coordinating Council (KRCC) subsequently responded. From its response, it is difficult to determine whether KRCC provided the comfort the City Council was seeking concerning whether Winslow was required to be a Countywide Growth Center, what is the definition of substantial new population, and the degree to which the KRCC will support the City if the City should find itself at odds with the KRCC.

AGENDA CATEGORY: Letter

PROPOSED BY: Planning & Community Development

RECOMMENDED MOTION: Discussion and direction requested

STRATEGIC PRIORITY:

FISCAL IMPACT:

Amount:	
Ongoing Cost:	
One-Time Cost:	
Included in Current Budget?	

BACKGROUND: Following a January 11, 2022 City Council regular business meeting, the City Manager sent a letter to the Kitsap County Board of County Commissioners to verify the City's understanding of definitions and intent of the Updated Countywide Planning Policies that were ratified by the Council on December 14, 2021.

The Kitsap Regional Coordinating Council (KRCC) responded with a brief letter dated March 22, 2022. Whether the response from KRCC addressed the City Council's concern is unclear. The Council removed this item from the April 12, 2022, Consent Agenda for further discussion at a future study session.

The purpose of the the City's January 20, 2022 letter was to seek comfort concerning the following:

- (1) Acknowledgement of the "bottom up" planning process and public participation and assurance of the land use powers of cities;
- (2) That COBI's Designated Centers will be considered Local Centers;
- (3) Whether or not Winslow, which is designated a "Candidate Countywide Growth Center" will be required to be a "Countywide Growth Center;" in the future;
- (4) Confirmation that the word "attraction" under the Countywide Planning Policies is synonymous with the word "accommodate."

The Council may conclude that the March 22, 2022 response from KRCC was responsive, or not, to the City's January 20, 2022 letter, or that the issues raised do not rise to a level of concern, or accept the Countywide Planning Policies and direct staff to work with Land Use Technical Advisory Committee to address possible issues of the concern in the future.

ATTACHMENTS:

[Final Exec Comm Letter to COBI March 2022.pdf](#)

[CPP Clarification Letter to Kitsap County \(Jan. 20 2022\).pdf](#)

FISCAL DETAILS: No fiscal impact is incurred with receiving the response.

Fund Name(s):

Coding:



Kitsap Regional Coordinating Council

From: The Kitsap Regional Coordinating Council Executive Committee

To: City of Bainbridge Island Manager Blair King

Date: March 22, 2022

Subject: Countywide Planning Policies Clarification Letter from City of Bainbridge Island

To the City of Bainbridge Island,

On January 20, 2022, the City of Bainbridge Island sent a letter and requested a response from the Kitsap County Commissioners and Kitsap Regional Coordinating Council (KRCC) regarding the Kitsap Countywide Planning Policies (CPPs). Below is a response from the KRCC Executive Committee.

Centers of Growth

The City of Bainbridge Island was fully engaged in the process of developing the Kitsap CPPs through its participation in the KRCC Land Use Technical Advisory Committee (LUTAC), KRCC Planning Policy Committee (PlanPOL), the KRCC Executive Committee, and the KRCC Board.

KRCC suggests the following:

- Revise the boundaries to reduce the size of the Winslow Candidate Countywide Growth Center to achieve the appropriate number of activity units per acre to qualify as a designated a Countywide Growth Center.
- Engage early with PSRC if the City is not going to plan for substantial growth within the Candidate Countywide Growth Center area and also not move forward with the planning to convert this area into a Countywide Growth Center.
- The City's Interim Planning Director can discuss other aspects of designating a Countywide Growth Center with LUTAC. In turn, LUTAC can advance concerns or considerations to PlanPOL.

Growth Targets

As Bainbridge Island recognizes that Element B of the CPPs (UGA-5(a)) provides that the County and cities must work together to concentrate growth in urban areas, KRCC is in agreement with the City that growth targets are a local policy matter and must align with community vision. KRCC encourages the City to take part in the LUTAC High-Capacity Transit Community Sub-Group, LUTAC meetings, PlanPOL meetings, and KRCC Board meetings to set the City's population and employment growth targets in alignment with local priorities.

Thank you,

Kitsap Regional Coordinating Council Executive Committee



CITY OF
BAINBRIDGE ISLAND

January 20, 2022

Kitsap County Board of County Commissioners
Kitsap County Commissioner's Office
614 Division St. MS-4
Port Orchard, WA 98366
kitsapcommissioners@co.kitsap.wa.us

Dear County Commissioners,

As you are aware, on October 11, 2021, the Kitsap County Board of County Commissioners adopted Ordinance No. 601-2021, amending the Kitsap County Countywide Planning Policies (CPPs) based on recommendations from the Kitsap Regional Coordinating Council (KRCC). Soon thereafter, these 2021 amendments were ratified by each of the KRCC member cities, including the City of Bainbridge Island with Resolution No. 2021-20 on December 14, 2021.

The Washington State Growth Management Act (GMA) provisions cited in the *Introduction (UR) Element* of these CPPs include that pursuant to Section 36.70A.210, Countywide Planning Policies, of the Revised Code of Washington (RCW), the countywide planning policies are intended solely to establish a countywide planning framework from which counties and cities develop and adopt their respective comprehensive plans. Additionally, RCW 36.70A.210 further states that this planning framework shall ensure that city and county comprehensive plans are consistent as required in RCW 36.70A.100 and that nothing in this Section shall be construed to alter the land use powers of cities.

Therefore, as next steps moving forward from CPP ratification and with the emphasis of the GMA framework toward a local, "bottom up" planning process and public participation, the City of Bainbridge Island is initially herein seeking clarity and assurances from Kitsap County and the KRCC regarding: the CPP provisions and requirements applicable to Centers of Growth; and, the distribution of growth and target setting within regional roles with local control of land use policy and regulations. Early coordination would assist and inform the City's priority planned efforts with our community to update the Winslow Master Plan, to create a city-wide Housing Action Plan, and then begin the required periodic update to the Bainbridge Island Comprehensive Plan due per RCW by June 30, 2024.

Centers of Growth Amended CPP Element C, *Centers of Growth* (Policy excerpt C-3 below), integrates the Puget Sound Regional Council (PSRC) 2018 Regional Centers Framework and the multi-county planning policies of Vision 2050 for Centers into the CPPs, together with amended CPP Appendices C and D. This framework describes all levels of centers, from small *Local Centers*, to large *Regional Growth Centers*.

C-3 A *Center of Growth's* purpose is to implement the PSRC Regional Growth Strategy embodied in Vision 2050 and the 2018 PSRC Regional Centers Framework Update.

- a. Each incorporated City *shall* have at least one Center designation intended and sized to accommodate a concentration of the jurisdiction's growth target (residential and employment). Unincorporated Urban Growth Areas may have a Center designation.
- b. The number of Center designations is determined by the jurisdiction as necessary to accommodate its growth target as demonstrated within its comprehensive plan and/or subarea plan.

Because the CPPs define "shall" as meaning implementation of the policy is mandatory, the City seeks confirmation that it is currently in compliance with the requirement of amended CPP Policy C-3(a) to *have at least one Center designated* in the following ways:

1. The City's growth strategy, as described in the adopted Bainbridge Island Comprehensive Plan, focuses residential and commercial growth in six *Designated Centers* (see Land Use Element as a whole, and Figure LU-3 specifically). The City holds that these six *Designated Centers* will be considered as *Local Centers* under the amended CPPs (see CPP Appendix C, Table C-5).
2. The City's largest *Designated Center*, Winslow, is listed as a "Candidate" Countywide Growth Center in the amended CPPs (Appendix D, List of Centers). It is our understanding that the Winslow area as currently described in the adopted subarea plan, the Winslow Master Plan, does not qualify as a Countywide Growth Center at this time because it does not have enough "activity units" per acre (see amended CPP Appendix C, Table C-3). Per the CPPs, Countywide Centers need to have 10 activity units/acre. According to a technical memo submitted in 2020 from the City for designation of a Candidate Countywide Growth Center, the Winslow area only had 8 activity units/acre. Additionally, Countywide Centers need to be 160 acres – 500 acres in area. The technical memo said the "Winslow Study Area" was 1,527 acres, exceeding the maximum size.

The Winslow area may very well qualify as a Countywide Growth Center in the future, but possibly will not be so envisioned by the community in the upcoming Winslow Master Plan update nor the extended 20-year planning period to 2044 for the upcoming

periodic update of the Comprehensive Plan. The City finds it important that the six *Designated Centers* and a *Candidate Countywide Growth Center* ensure compliance with amended CPP policy for designating a “Center” without further requiring the City to designate a larger and possibly inappropriate Countywide Growth Center or a Regional Growth Center.

Distribution of Growth and Targets Amended Element B, Urban Growth Areas, of the CPPs includes policies directing how the county and cities work together on the distribution of projected population and employment growth prior to updating comprehensive plans. CPP Policy UGA-5(a) includes that “... The County and the Cities recognize that the success of this development pattern requires not only the rigorous support of Kitsap County in the rural areas, but also Cities’ comprehensive plans being designed to attract **substantial** new population growth.” (bold and underline emphasis added).

Entirely designated under GMA as Urban Growth Area (UGA), Bainbridge Island is also designated for growth distribution in the amended CPPs as a High Capacity Transit Community (along with Kingston, Port Orchard and Port Orchard UGA, Poulsbo and Poulsbo UGA). In working together to distribute planned growth consistent with the policies for a countywide growth pattern (Element A of the amended CPPs) and the Regional Growth Strategy of the multi-county planning policies in PSRC’s Vision 2050, the City seeks assurance from the County that the high-level GMA framework policies for localized control of land use planning are carried through clearly into implementing these amended CPP policies locally.

The Washington Administrative Code (WAC) Section 365-196-010 includes that, through the GMA, the legislature provided a new framework for land use planning and the regulation of development in Washington state. A major feature of GMA’s framework includes the concept that the planning process should be a “bottom up” effort, involving early and continuous public participation, with the central locus of decision-making at the local level, bounded by the goals and requirements of the Act.

The CPP policy calling for attraction of “substantial” new population growth in the comprehensive plans of cities, and the process for distributing 20-year projections and targets, must be understood in a context of regional and local variations and the diversity that exist among different counties and cities. What constitutes substantial should be decided locally and should honor local visioning, especially given Bainbridge Island’s unique island character, natural setting, scarce resources, and ground water recharge/drinking water resource protection needs. Additionally, we understand the word “attraction” under CPP policy to be synonymous with “accommodate” where it is elsewhere used and in the local setting of growth targets.

* * * * *

With the adoption and ratification of the 2021 amendments to the Kitsap CPPs, the City must ensure these Countywide Planning Policies are in line with Bainbridge Island priorities before our community embarks on multiple significant planning efforts. The policies for planning roles and responsibilities for the County, KRCC, and the City of Bainbridge Island are specified in CPP Element N. The City's role additionally includes proactively informing the community to maximize inclusive local feedback with informed input toward a collective vision.

Thank you for your early and continued collaboration and partnership in these important regional and local planning efforts. We look forward to your response and to working closely together to clarify these and other issues as they may arise. If you have any questions, please contact me at the City at your convenience.

Sincerely,



Blair King,
City Manager
City of Bainbridge Island

CC: City Council, City of Bainbridge Island
Executive Board of Directors, Kitsap Regional Coordinating Council (KRCC)
Mark Hofman, Interim Director, City of Bainbridge Island
Jennifer Sutton, Long Range Senior Planner, City of Bainbridge Island
Sophie Glass, Director, Triangle Associates