

Transportation Chapter

The Transportation Chapter is divided into the following sections:

The Introduction describes the intent of the Transportation Chapter, the process used to develop the Transportation Plan, and its relationship to Kitsap County’s vision of the future and other Comprehensive Plan Chapters.

Public Awareness and Participation policies address citizen and business participation in transportation planning.

C. **Mobility** policies addresses the need to provide a transportation system that emphasizes ease of movement.

D. **Environmental** policies address the relationship between the environment and the transportation system.

E. **Transportation Safety** policies discuss the need for a safe transportation system.

F. Economic and Cost Efficiency

G. Land Use/Transportation Planning

H. Mass Transit Service and Commute Trip Reduction

I. **Marine Transportation Service** policies address the relationship between the ferry system and the county’s transportation network.

J. **Nonmotorized Travel** policies address pedestrian, bicycle and equestrian

The Planning Context discusses how the Transportation Chapter addresses the requirements of the Growth Management Act and other federal, state and regional requirements.

The Transportation Goals and Policies are divided into the following areas:

A. **Intergovernmental Coordination** policies address issues relating to coordination among various agencies which perform transportation planning.

B. facilities.

K. **Transportation System Planning and Implementation** policies address implementation of a comprehensive transportation network.

L. **Level of Service** policies address the need to establish minimum level of service standards for transportation facilities.

M. **Roadway Access** policies discuss how to manage access to the transportation system.

N. **Roadway Aesthetics** policies addresses the financial costs associated with planning and development, the need to make the transportation system aesthetically compatible with neighborhoods.

O. **Funding Strategy** policies address the need to develop a funding strategy and financing plan to meet the needs identified in the transportation plan.

P. **Aviation Transportation** policies address the air t

Introduction

More than 86,600 new residents and 34,000 new jobs are expected in Kitsap County between 1992 and 2012. Major investments in transportation will be required to maintain acceptable conditions on roadway, transit and ferry systems, and to maintain the quality of life enjoyed by the residents of the County.

The intent of the Transportation Chapter is to provide a long-range plan to meet the transportation demands of future growth in ways that support Kitsap County's vision of the future.

Transportation Plan Development Process

Kitsap County's transportation plan has been taking shape since 1990, when the Public Works Department began the process of forecasting future travel demand and developing alternative transportation projects, programs and policies to accommodate or manage that demand.

Public Involvement: The transportation planning process included a strong public involvement program which began in February 1991, and has continued throughout the planning process. In 1991, community representatives were appointed to four citizen advisory committees (CAC's) to help evaluate needs and develop the county's Transportation Plan. CAC's were established for the North, Central and South subareas of the county; and a countywide committee looked at transportation issues from a systemwide perspective. The committees assisted in the development of the County's transportation goals and objectives, identification of

transportation issues and needs, and in the development and evaluation of potential solutions. The committees met on a monthly basis from early 1991 through May 1993. Since that time they have met on an "as needed" basis to review and respond to emerging issues.

The CAC's played a key role in the identification of an initial set of transportation issues they felt should be addressed in the Transportation Chapter of the Comprehensive Plan. The CAC's also sponsored a series of public meetings in each of the three county subareas to discuss transportation issues with the broader community.

The draft of the Transportation Chapter was revised a number of times based on comments from County staff, agency staff represented on the Kitsap Regional Council, County Commissioners, the Transportation CAC's and other citizen input.

Several versions of forecasts of population, employment, traffic and long-range needs have been completed during the planning period based on updates to the county's demographic forecasts.

Travel Demand Forecasts: The Transportation Chapter is based on the Kitsap County Department of Community Development's most recent forecast of population and employment. Travel demand forecasts were prepared using the county's population and employment forecasts relative to a base year of 1994. These forecasts were then used to identify current and future transportation needs and deficiencies. Alternative strategies were developed to address the identified needs and deficiencies, and were evaluated to determine their effectiveness and costs. Based on this evaluation, the final list of transportation improvements was developed.

The travel demand forecasts based on the planned land use (described in the Land Use

Chapter of this Comprehensive Plan) have made one thing very clear: Transportation improvements are needed to meet the travel demand that will result from the projected population and job increases. If the projected growth is redistributed within the county, a few projects may be eliminated, and some new projects may be added. But overall, the transportation needs in the major corridors in the county will remain the same unless these are major changes in the assumptions for countywide growth and land use.

Transportation Plan Objectives: The Transportation Chapter is based on four major objectives:

1. To provide a policy framework to guide short-range and long-range transportation decisions through multimodal goals, objectives and policies;
2. To identify a prioritized list of multimodal transportation improvements to be implemented by the County, its neighboring jurisdictions and the Washington State Department of Transportation;
3. To identify action strategies to implement the transportation policies and improvements; and
4. To comply with state and federal requirements, including the Washington State Growth Management Act (GMA), as amended.

Planning Context

The Washington State Growth Management Act, along with other ~~federal and state~~ federal and state legislation, has changed the context of transportation planning for Kitsap County. The federal Intermodal Surface Transportation Efficiency Act (ISTEA) and Clean Air Act (CAA), for instance, require Kitsap County to change its administrative, technical and coordination processes to implement the new requirements for transportation planning.

In short, this new era of transportation planning means *not* doing business as usual. This Comprehensive Plan fully addresses all the mandates in a fashion which is consistent with the intent of the Growth Management Act and other requirements and, at the same time, is consistent with the vision of Kitsap County.

Growth Management Act

The GMA, under, RCW 36.70A.070, requires the Transportation Chapter to include the following elements:

Land use assumptions used in estimating travel.

Assumptions regarding future land use are discussed in the Transportation Appendix (Section II, Land Use and Transportation). Section II of this Transportation Appendix provides information on future growth in Kitsap County, including the land use alternatives that were considered for this *Comprehensive Plan*, general growth strategies for the County, the population and employment forecasts derived from the land use element of the *Comprehensive Plan*, and the travel demand forecasts resulting from the planned growth.

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The assumptions about future land use also are discussed in the Land Use Chapter.

Population projections for the 2012 target year are discussed in “Population Projections and Allocations” and the “Population Appendix” of the Land Use section of the Comprehensive Plan. The population forecast allocations used in the transportation plan are listed by subarea in Table TR-8.

An inventory of air, water, and land transportation facilities and services, including transit alignments, to define existing capital facilities and travel levels as a basis for future planning.

The Transportation System Inventory is found in the Transportation Appendix, Section I. It describes the existing transportation system in Kitsap County. Information in this chapter describes each element of the system and its utilization, including: highways, streets and roads; public transportation; Washington State ferries; bicycle and pedestrian; and other modes such as rail, air transportation and freight movement.

Level of service (LOS) standards for all arterials and transit routes to serve as a gauge to judge performance of the system.

Kitsap County’s LOS standards were coordinated with other jurisdictions and the two regional planning agencies, the Peninsula Regional Transportation Planning Organization (PRTPO) and the Puget Sound Regional Council (PSRC). They are listed by mode in the following sections:

Arterials and roadways: Table TR-4, Draft Roadway Capacity/Congestion LOS Standards, found in the Capital Facilities Plan, Part II of the Comprehensive Plan.

Transit: Table TR-5, Transit Level of Service

in Kitsap County, found in the Capital Facilities Plan, Part II of the Comprehensive Plan.

Ferries: Table TR-6, KRPC Recommendations for Auto Ferry Level of Service in Kitsap County, found in Capital Facilities Plan, Part II of the Comprehensive Plan.

Specific actions and requirements for bringing into compliance any facilities or services that are below an established level of service standard.

The Transportation Appendix, Section III, Transportation Needs and Deficiencies, describes current and future transportation needs for the County transportation system and the State transportation system. Specific needs documented in this chapter include capacity and congestion needs, inadequate facilities, needs for pedestrians and bicyclists, public transportation needs, and ferry-related needs and deficiencies.

Current deficiencies in the Kitsap County road system can be determined by applying the LOS standards for arterials and roads noted above with the 1994 volume-to-capacity ratios on existing roadways listed in Table TR-1, Roadway Facility Inventory, of the Capital Facilities Plan, Part II of the Comprehensive Plan. Actions to remedy these deficiencies are listed in Table TR-7, CFP Projects and Financing Plan, of that document.

Forecasts of traffic for at least 10 years based on the adopted land use plan.

The traffic forecasts for 2012 based on the Comprehensive Plan Land Use Map are discussed in section II.B. “Travel Demand Forecasts” and summarized in Tables TR-9 through TR-11 of the Transportation Appendix. Detailed plots of future traffic volumes on Kitsap County roadways are

available in the Kitsap County Public Works' offices.

Identification of system expansion needs and transportation system management needs to meet current and future demands.

The Transportation Appendix, Section IV, Transportation System Improvements, describes the specific transportation system improvements planned for Kitsap County. This chapter includes the following plans: Roadways, Public Transit, Park and Ride, Nonmotorized, Ferry System, and, Commute Trip Reduction. In addition, needs on state roadways are described.

Proposed county roadway solutions are listed in Table TR-28, Kitsap County 2012 Proposed Roadway Solutions. This table lists the actions and identifies the lead agency responsible for implementing each proposed transportation improvement. Costs for these actions are listed in Table TR-31, Kitsap County 20-Year Project Costs, which also summarized costs by urban and rural portions in each major subarea (North, Central, South) of the county. Regional transportation improvements affecting Kitsap County are shown in Table TR-30 PSRC Metropolitan Transportation Plan (1995). Deficiencies on state highways are listed in Table TR-30, 2012 Transportation Needs on State Facilities in Kitsap County.

Analysis of funding capability to judge needs against probable funding resources.

This is addressed in the Capital Facilities Plan, Part II of the Comprehensive Plan, and in the Transportation Appendix, Section V, Financing and Implementation. This section of the Transportation Appendix includes a summary of the financial analysis and revenue forecasts, and strategies and guidelines to implement the identified transportation system improvements. Table TR-31 is included to identify the urban and rural cost components

for individual transportation projects included in this Chapter.

A multi-year financing plan based on the needs identified in the comprehensive plan.

This requirement is addressed in the Capital Facilities Plan, Part II of the Comprehensive Plan, and in Section V.D., "Transportation Revenue Forecasts."

A discussion of how additional funding will be raised (if necessary).

The forecasts of transportation revenues and costs indicate that the county will be able to fully fund the required transportation system improvements by the year 2012. However, if additional revenues are needed, potential sources are listed in section V.E., "Additional Funding Sources," of the Transportation Appendix.

Intergovernmental coordination efforts.

Intergovernmental coordination of the Kitsap County Transportation Chapter with the transportation plans of other jurisdictions was accomplished through the Kitsap Regional Planning Council (KRPC).

Demand management strategies.

Demand management strategies for Kitsap County are discussed in sections IV.D., "Public Transportation," and IV.F., "Commute Trip Reduction Plan," of the Transportation Appendix.

Kitsap County Comprehensive Plan

The GMA requires direct links among the land use, transportation and capital facilities elements of the Comprehensive Plan. Existing and planned future land uses generate the travel demand that must be accommodated or managed by the transportation system. Transportation deficiencies are identified where today's transportation facilities and services are not adequate to meet future demand within the adopted level of service standards (LOS). Deficiencies can be addressed through one or more of the following strategies:

1. Expand the capacity of the transportation system through provision of new facilities or services, or expand existing facilities or services;
2. Manage transportation demand to reduce total demand, shift demand from private automobiles to transit or other travel modes, shift travel from peak travel times to less congested times, or shift travel from congested corridors to less congested corridors;
3. Limit future growth to reduce the demand for travel; or
4. Revise the transportation level of service standards.

After the adoption of the County's Comprehensive Plan, the County will take appropriate legal measures to ensure that future development does not cause transportation service levels to dip below the adopted standards of the Plan. For transportation system improvements included in the Comprehensive Plan to meet LOS standards, the financing for their implementation must be reasonably guaranteed and the improvements themselves must be in place or financially committed to within six years.

As required by the GMA, proposed land use actions will be evaluated in the context of systemwide transportation service levels. Service levels for individual transportation facilities will be dealt with in the context of State Environmental Policy Act (SEPA) reviews for individual development proposals.

Regional and State Planning Requirements

Through this plan, Kitsap County will continue to play an active role in the regional planning that affects transportation. Not only is this required by state law, but it is needed to address the inter-relationships and opportunities that affect the future character and quality of life in the County.

Ongoing regional planning actions include: PSRC's Vision 2020 process, Washington's Transportation Plan, the PSRC Transportation Plan Certification Process, the Washington State Commute Trip Reduction Law, and the Kitsap Transit Long-Range Plan. Each is described below.

Vision 2020

The Puget Sound Regional Council and its member jurisdictions created *Vision 2020* as a long-range strategy for growth and development in the central Puget Sound Region. *Vision 2020* updated the 1982 *Regional Transportation Plan*. The *Vision 2020* strategy created a hierarchy of "centers" based on different levels of development and activity. The largest, most-dense level is a "regional center," followed by "metropolitan centers," "sub-regional centers," "activity clusters," "small towns," and "pedestrian pockets."

Seattle is the only city named as a regional center in *Vision 2020*. Several Kitsap County cities and unincorporated areas are identified in *Vision 2020* as “metropolitan” or lower level centers. Bremerton is classified as a metropolitan area; Silverdale, a sub-regional center; and Port Orchard, an urban center. Other areas of Kitsap County, such as Kingston, Poulsbo, and Suquamish, are identified as either pedestrian pockets or small towns.

Vision 2020 recognizes the dynamic relationship between transportation and land use, and coordinates transportation and land use strategies in its long range vision. *Vision 2020* emphasizes transit and ridesharing investments, including enhanced passenger-only ferry services for Kitsap County. Enhanced passenger-only ferry service to downtown Seattle is envisioned at Kingston, Winslow, Bremerton, Port Orchard, central Kitsap and Southworth. This service is an integral link in the regional transit system.¹ *Vision 2020* also indicates the need for auto-ferry capacity improvements. These involve improvements to existing terminals and routes, since new auto-ferry routes or cross-Sound bridges are not identified in *Vision 2020*.

Metropolitan Transportation Plan Update

The 1995 Metropolitan Transportation Plan² (MTP) expands the scope of the long-range transportation plan in *Vision 2020* and provides more detail on the region’s long-term transportation strategies and investments. It responds directly to the mandates of the Intermodal Surface Transportation Efficiency Act (ISTEA), the federal 1990 Clean Air Act Amendments, and the State Growth Management Act. Some of the key new

features of the MTP include:

- ! Elements on goods movement, non-motorized transportation and marine/ports facilities;
- ! Project-specific air quality conformity analysis;
- ! A financially realistic program of projects, marked for priority, plus a second program of unfunded projects to be considered as funding becomes available; and
- ! Transportation management systems required by ISTEA, particularly to address the congestion management system.

The Kitsap County Public Works department took part in the development of the MTP, helping to:

- ! Define regionally important parts of the transportation system for each mode;
- ! Determine performance expectations for each mode;
- ! Identify possible short-range and long-range investment programs; and
- ! Assess the interrelation between forecasted land use and the transportation system.

Washington’s Transportation Plan

¹*Vision 2020*, Growth and Transportation Strategy for the Central Puget Sound Region, October 1990, pages 30-32.

² Regional View, Puget Sound Regional Council, January 1994

Washington's Transportation Plan (WTP) identifies state-owned facilities and services, defines service objectives and identifies strategies for maintaining, preserving and improving the state's transportation system. The *WTP* includes a component for "State-Owned" elements (state highways, the Washington State Ferry System and state-owned airports), and a component for "State-Interest" elements (public transportation, intercity passenger rail, freight rail, marine ports and navigation, non-motorized transportation, and aviation.)

Each of the *WTP* elements includes background information, service objectives, and action strategies. Transportation needs in each jurisdiction are also identified.

Addressing these needs will cost more than the state's projected revenues over the next 20 years. Achieving the service objectives in the *WTP* will require substantial efforts by state, regional and local governments as well as the private sector. WSDOT has analyzed three different funding options: (1) fully fund the service objectives over 20 years; (2) fund the service objectives at the historical rate of tax increases; and (3) fund the service objectives with no increased taxes.

WSDOT refined its preliminary list of projects to develop a fiscally constrained project list for the *WTP*.

Regional Review and Certification

The PSRC is charged with reviewing and certifying transportation chapters of local comprehensive plans for consistency with the region's growth and transportation plans.³ The PSRC will check Kitsap County's Comprehensive Plan for consistency with other local plans and policies, and for

³ The text and consistency factors to be evaluated by PSRC have been extracted from a PSRC memorandum dated December 8, 1993 from Jerry Dinndorf, Director, Growth Management Planning Department.

compliance with the State's GMA.

In addition, WSDOT's Office of Urban Mobility will review the Transportation Element for consistency with state plans. Inconsistencies will be resolved through discussions and negotiations among Kitsap County, PSRC, WSDOT, and local jurisdictions and agencies.⁴

Specific areas to be examined for consistency with the Metropolitan Transportation Plan includes the following (with accompanying MTP policy numbers):

- ! Transportation connections to centers (RF-1);
- ! Standards, guidelines, and incentives for center development related to transportation (RT-1, RT-2),
- ! Level-of-service standards for transportation facilities (RC-2),
- ! Efficient movement of people, goods and freight (RF-4, RT-3),
- ! The coordinated phasing of development with the provision of transportation facilities and services (RF-3),
- ! Mitigated impacts associated with regional transportation facilities (RF-2, RT-3),
- ! Federal and state air quality regulations and regional air quality objectives (RT-4),
- ! Energy conservation (RT-4),
- ! Alternative travel options to the

⁴ The terms Regional Transportation Plan and Metropolitan Transportation Plan are interchangeable. Metropolitan Transportation Plan is used in the federal *Intermodal Surface Transportation Efficiency Act*. Regional Transportation Plan is used in the *Washington State Growth Management Act*.

- ! automobile (RF-4, RT-3),
- ! Mobility needs of business and industry (RT-11), and
- ! Mode-split goals for non-single occupancy travel. (RT-12)

Any changes to local transportation elements also will require PSRC certification.

Washington Administrative Code

The Washington Administrative Code (WAC 365-195-530, Procedural Criteria for Adopting Comprehensive Plans and Development Regulations) requires “that jurisdictions assess the impacts of their transportation and land use decisions on adjacent jurisdictions. Impacts should be identified and discussion of strategies to address inconsistencies should be included. Local jurisdictions should define their community’s role in regional transportation and land use strategy, and produce transportation and land use plans and development regulations which promote that role. All transportation projects which have an impact on the regional transportation system must be consistent with the Regional Transportation Plan as defined by RCW 47.80.30.”

The Code (WAC 365-195-325 [2][k][i], Procedural Criteria for Adopting Comprehensive Plans and Development Regulations) also indicates that “the designation of levels of service in the transportation area will be influenced by regional considerations. For transportation facilities subject to regional transportation plans under RCW 47.80.030, local levels of service should conform to regional plans. Other transportation facilities, however, may reflect local priorities.”

Washington State Clean Air Conformity Act

The Washington State Clean Air Conformity Act (WAC 173-420-050[1]) states that

“Conformity review will include transportation plans, improvement programs and projects on the regional transportation system. The review utilizes requirements from the federal Clean Air Act, the Washington Clean Air Act, the Growth Management Act, the State Environmental Policy Act, and the Federal ISTEA.”

Federal Clean Air Act

(Federal Clean Air Act Public Law 101-549; 42 U.S.C. 7401, Air Quality Conformity Assessment) “Any transportation plan or program...shall implement the transportation provision of any applicable implementation plan approved under this Act applicable to all or part of the area covered by such transportation plan or program. No transportation plan or transportation improvement program may be adopted by a metropolitan planning organization...or found to be in conformity by an MPO until a final determination has been made that emissions expected from implementation of such plans and programs are consistent with estimates of emissions from motor vehicles and necessary emissions reductions contained in the applicable implementation plan...no MPO or other recipient of federal funds...shall adopt a transportation improvement program of projects until it determines that such program provides for timely implementation of transportation control measures...”

Washington State Commute Trip Reduction Law

In 1991, Washington’s Commute Trip Reduction Law was passed as part of a bill that also called for mandating Transportation Demand Management (TDM) programs. The law focuses on work-related commuting where traffic congestion is typically heaviest. Kitsap County and the cities within the county have a number of specific responsibilities under the law. Kitsap County and the cities have entered into an inter-local agreement with Kitsap Transit to provide services as

required by the legislation, designed to:

- ! Reduce solo commuting and vehicle miles traveled,
- ! Designate “Commuter Trip Reduction Zones,”
- ! Identify employers affected by the legislation,
- ! Develop a TDM program for County employees,
- ! Review and revise parking policies and ordinances in accordance with the TDM program,
- ! Review and approve commuter trip reduction programs of affected employers,
- ! Review the performance and results of the TDM programs on an annual basis,
- ! Coordinate the TDM programs of all adjacent jurisdictions to ensure regional consistency, and
- ! Enforce the plans, including the adoption of civil penalties for those employers who fail to implement a program or modify a program that is not working.

Affected employers began implementing their TDM programs in October 1993. Employer program review and assessment will be conducted by Kitsap Transit annually.

Kitsap Transit Long-Range Plan

Elements of the *Kitsap Transit Long-Range Plan* have been included in various sections of this Transportation Chapter to ensure that the Transportation Chapter is consistent with Kitsap Transit’s philosophy for transit services and facilities throughout the County. As Kitsap Transit updates various sections of its long-range plan, the County will respond with

updates to its Transportation Chapter.

Key Planning Themes

In order to meet the federal, state and regional requirements, three key themes are woven throughout the Transportation Plan:

Kitsap County's Transportation Element is multimodal, not just a highway plan.

Just building more roads is not the answer. To be effective, the Transportation Chapter must consider the entire transportation system, and the role of individual transportation modes within that system, including public transit, public and private ferry systems, bicycling and walking. Projects that provide for several travel modes will be more effective than ones that simply add capacity for general auto travel.

While there may be conflicts among projects, and competition among travel modes for use of public rights-of-way, these conflicts can be resolved among the agencies and jurisdictions responsible for different modes. The Kitsap Regional Council (KRC) and its technical advisory committee will play a critical role in resolving such conflicts, coordinating actions among agencies, and setting priorities for expenditures for transportation system improvements.

This is an intermodal plan directed toward “seamless” movement among travel modes. The location of Kitsap County requires a careful look at how connections among different modes are made, within and beyond the county. One of the major goals of the Comprehensive Plan’s Transportation Chapter is to provide travelers with “seamless” movement among the various modes. This means providing easier access for people and goods transferring from one travel mode to another.

Intermodal transportation projects will look at how connections among travel modes occur, e.g., how personal, commercial and public transit vehicles are handled at ferry terminals, how pedestrians and bicycles use transit, how transit and ferries work together, and how transit serves residential areas.

Kitsap County’s Transportation Chapter will be consistent with regional transportation strategies.

A regional transportation strategy is important for all of the jurisdictions that comprise the Kitsap Regional Council. Washington’s Transportation Plan (WSDOT), and the Metropolitan Transportation Plan (PSRC) provide a regional framework for transportation planning and coordination in Kitsap County. A countywide transportation strategy is not in place yet. Some of the cities in Kitsap County have different goals and priorities than the County or other regional transportation system stakeholders. Kitsap County is working to build consensus among these parties, and determine common ground. Finding areas of regional agreement will be a large step in establishing regional transportation system needs and priorities. Regional cooperation will further the interests of all jurisdictions and agencies, and place Kitsap County and local jurisdictions in a better position to secure funding for regionally desirable transportation improvements.

The Transportation Chapter includes standards for transportation system level of service (LOS) and roadway cross-sections.

The Transportation Chapter sets specific LOS and roadway standards for systemwide planning and to help the system keep pace with future development. These tools can be applied locally or systemwide.

Kitsap County's Transportation

Element calls for increased local resources.

Trained staff, dedicated to transportation, as well as up-to-date computer software and hardware are needed to keep the County's planning program current. Tasks that will may require more resources are: travel forecasting for specific projects and areas, ongoing review and coordination with developers and other jurisdictions and agencies, and monitoring of progress and updating of the Transportation Chapter.

Goals and Policies

The goals and policies contained in this chapter provide a framework for short-range and long-range transportation planning and implementation decisions required of the County.

The North, Central, and South Kitsap County Transportation Plan Citizens Advisory Committees (CAC’s) were directly involved in developing the goals and policies. The committees have played a key role in creating a framework and vision for transportation planning in Kitsap County.

The framework focuses on coordination between land use and transportation planning and programming. Two ideas were shared by the committees and the County. One was that land use plans should drive the transportation system. The other was that the use of single-occupant vehicles should be de-emphasized by implementing multimodal transportation services and transportation demand management programs.

The committees and the County support the Growth Management Act, the Commute Trip Reduction Act, and Vision 2020; these goals

and policies of the Kitsap County Transportation Plan are in accordance with these acts. The committees also stress the importance of intergovernmental coordination, public participation, environmental preservation, and coordinating transportation with land use.

A. Intergovernmental Coordination

The following goal and policies are intended to help Kitsap County to coordinate transportation planning activities among local, tribal, regional, and state agencies, as well as coordinate transportation planning with the land use element of Kitsap County's comprehensive plan.

In addition, it is the intent of this section to encourage all jurisdictions in Kitsap County to develop a common roadway functional classification system.

Goal

1. Encourage efficient multimodal transportation systems based on regional priorities, and in coordination with county, tribe, and city comprehensive plans.

Policies

T-1 Implement Vision 2020 as adopted by the Puget Sound Regional Council.

T-2 Actively participate in the Puget Sound Regional Council (PSRC) and the Peninsula Regional Transportation Planning Organization (PRTPO).

T-3 Coordinate appropriate transportation issues with the Kitsap Regional Coordinating Council (KRCC).

T-4 The Transportation Improvement Program (TIP) for Kitsap County

shall continue to be a part of the regional TIP adopted by the PSRC. Local review, comment, and recommendations shall be coordinated through the BOCC.

T-5 Work with the PSRC and the PRTPO to identify all regionally significant transportation issues.

T-6 Work with all jurisdictions to mitigate inter-jurisdictional traffic impacts.

B. Public Awareness And Participation Goals

The intent of the goals and policies of this section is to encourage citizen and business participation in the planning and implementation of transportation facilities and services, and to encourage municipalities to develop citizen advisory transportation committees.

Goals

2. Ensure that the public is involved in transportation planning.
3. Ensure that the public has both the opportunity to participate in and understand the implications of transportation planning decisions.

Policies

T-7 Develop enhanced public involvement programs through the Citizens Advisory Committee and neighborhood group interaction.

T-8 Develop and enhance public communications programs when changes to the Transportation Plan are being considered.

T-9 Establish a procedure similar to the Department of Community Development variance notification system of regularly and effectively notifying affected residents when a transportation project is being designed.

C. Mobility

The intent of the goals and policies of this section are to improve transportation mobility by minimizing congestion and travel time on the arterial street system for transit and high occupancy vehicles.

The goals and policies also are intended to provide convenient and affordable means of travel for all citizens.

Additionally, this section addresses the need for a transportation system which supports and encourages HOV and transit use; and a transportation system that allows people to get to and from their destination in an acceptable time period.

Goals

- 4. Provide the public with the opportunity to make choices among modes of travel.
- 5. Emphasize moving people rather than vehicles.

Policies

- T-10** Establish and monitor signal timing, phasing, and progression to give transit and HOV travel an advantage in designated locations.
- T-11** Develop a hierarchy that allows for a prioritized system of signalization.

D. Environmental

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The goal and policies in this section are intended to minimize energy consumption; minimize air, light, water, and noise pollution, and minimize destruction of ecosystems and impacts on wildlife habitat when developing new transportation facilities.

Goal

- 6. Minimize negative environmental impacts by the transportation system.

Policies

- T-12** Maintain the same environmental standards and mitigation requirements that are placed upon the private sector.
- T-13** Consider adjacent land use, scenic values, neighborhood impacts, and natural features in the review of road improvement projects.
- T-14** Promote pedestrian paths, greenbelt links, and compatible street orientation to link activity centers.
- T-15** Develop a traffic management strategy that minimizes through traffic in residential neighborhoods.
- T-16** Work with commerce companies to minimize through-truck traffic on the local road network.

E. Transportation Safety

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he intent of the goals and policies of this section is to provide for a safe transportation system. Objectives include developing safety and lighting standards that protect transportation facility users and maintain rural, neighborhood, and community identities; reducing accidents and the potential for accidents; providing adequate lighting for pedestrians and cyclists, where appropriate, and providing safe access for disabled individuals in accordance with the requirements set forth in the Americans with Disabilities Act.

Goals

7. Maximize transportation system safety for people of all abilities.
8. Provide a safe, comfortable, and reliable transportation system.

Policies

- T-17 Analyze accident data to determine where safety-related improvements are necessary. Prioritize and implement safety-related improvements.**
- T-18 Provide adequate lighting for roadway and intersection visibility in accordance with adopted standards in hierarchical order.**
- T-19 Coordinate with Kitsap Transit to provide adequate lighting and telephones at major transit stops and park-and-ride facilities.**
- T-20 Design pedestrian, bicycle, and equestrian facilities with the following safety considerations:**
- # Minimize adjacent opaque areas, such as vegetation and overhangs; and

Pathway surfacing should be compatible with use.

T-21 Establish and implement sight distance and visibility standards for pedestrian facilities.

T-22 Locate traffic signs in the most visible location. Sign illumination will be considered where there are visibility concerns in hierarchical order.

T-23 Adopt and implement roadway/intersection site distance standards. Eliminate site obstructions such as utility poles, signs, parked vehicles and vegetation where site distance standards are not met.

T-24 Develop safety standards for interior parking and circulation at commercial developments.

F. Economic And Cost Efficiency

The intent of this section is to provide efficient, feasible, and equitable mobility for people and goods, while considering both the long- and short-term total financial costs when planning and developing the transportation system.

Goal

9. Encourage travel patterns and mode choices that efficiently use available physical, financial, environmental, and energy resources.

Policies

T-25 Locate new facilities to minimize right-of-way acquisitions and construction costs.

T-26 Develop and maintain an equitable system of transportation impact fees.

G. Land Use and Transportation Planning

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The intent of the goals and policies of this section are to recognize the relationship between land use and transportation planning. Objectives include to encourage compatibility between transportation facilities and surrounding development, and to recognize that transportation is a function of land use.

In addition, the policies and goals are intended to increase the percentage of Kitsap County residents located within reasonable walking distance of designated transit stops; increase the percentage of residents who can reach neighborhood retail centers using transit, and who can reach major retail shopping centers without excessive transit/transfer delay; increase the time advantage and convenience of transit as compared to SOV travel; and to encourage the location of development to minimize vehicle miles of travel.

Goal

10. Coordinate land use and transportation planning to help manage growth.

Policies

T-27 Work with DCD to establish the transportation element of a development proposal during the early phase of project development.

T-28 Work with property owners to encourage land use and transportation links such as shared parking.

T-29 Encourage multi-modal connections between major buildings/activity areas both within and outside a development.

T-30 Implement and acquire needed right-of-way based on the County's roadway design standards.

T-31 Develop and implement transit-supportive design standards and facilities for all residential, commercial and institutional developments.

T-32 Encourage pedestrian linkages between parking lots and adjacent land uses.

H. Mass Transit Service And Commute Trip Reduction

The goals and policies of this section are intended to improve the county's mass transit system and experience for riders. The objectives include trying to minimize walking distances to arterials in order to serve bus transit users; provide continuous and direct bus routes to serve the maximum number of riders; develop smooth connections between the mass transit and ferry transit modes and optimize transit links to pedestrian and bicycle paths. In addition, the goals and policy address ways to encourage increased automobile occupancy and reduce vehicle trips by encouraging reduced SOV travel.

Goals

11. Support mass transit.

12. Use mass transit to the greatest extent

feasible as an alternative to the single-occupant vehicle.

Policies

T-33 Design roadways classified as minor arterial or higher to accommodate transit vehicles.

T-34 Work with Kitsap Transit to develop a transit supportive transportation system, including the following:

- # Designating regional travel corridors for bus, rail, and/or HOV use;
- # Identifying and acquiring future park-and-ride lots which support transit corridors;
- # Providing direct transit service, shuttle service, or other paratransit services in larger developments to connect areas in the development with the bus and ferry transit systems;
- # Locating transfer centers in higher density activity centers, including shopping centers;
- # Planning for and providing exclusive transit access to high density centers and ferry terminals; and
- # Developing transit advantage systems, queue bypass lanes, opticom systems, and unrestricted bus pullouts.

T-35 Work with Kitsap Transit to design transfer centers that:

- # Minimize traffic and parking conflicts;
- # Provide safe, convenient access for pedestrians and cyclists; and
- # Minimize negative environmental impacts on surrounding area.

T-36 Support the development of a regional park-and-ride lot system.

T-37 Consider the following criteria when planning and constructing regional park-and-ride lots:

- # Convenient access to the roadway system and to pedestrian and bicycle trails;
- # Bicycle storage;
- # Retail services which can function to provide conveniences, reduce trip making and serve as a crime deterrent. *Any retail services provided should be consistent with existing zoning;*
- # Provide incentives to retailers to provide park-and-ride spaces; and
- # Smooth intermodal connections to all modes of travel including transit, auto, rail, and non-motorized travel.

T-38 Encourage Kitsap Transit to develop ongoing marketing for its transit and inter-modal connections.

T-39 Kitsap Transit will implement the County's CTR program.

T-40 Provide and help fund increased security measures at park-and-ride lots. Security measure may include, but are not limited to, the provision of: surveillance cameras, lighting and private security personnel.

I. Marine Transportation Service

T

he intent of this section is to address the intermodal relationship between the state ferry system and Kitsap County's transportation plan.

Objectives of the goals and policies include: to encourage and facilitate intermodal coordination and connections with all inter- and intra-county auto and passenger-only ferry service; support development of intra-county marine transit service; develop an objective way to evaluate and provide for ferry system needs throughout Kitsap county and the Puget Sound Region, and minimize traffic and parking impacts of ferry service in the vicinity of terminals.

Another objective is to facilitate the improvement of customer relations between Kitsap County residents and the Washington State Ferry System.

Goal

13. Ensure that the marine transportation system meets commuter, commercial and recreational demands in the most efficient and reliable manner.

Policies

T-41 Provide Kitsap County with more direct and more frequent auto and passenger-only ferry service.

T-42 Encourage Washington State Ferries to provide more frequent and more reliable auto and passenger-only ferry service between Seattle and Bremerton.

T-43 Coordinate with the necessary agencies to develop feasibility studies and a potential implementation plan for intra-county ferry service.

T-44 Support increased passenger-only ferry service between downtown Seattle and Southworth, Kingston and Bremerton.

T-45 Work with Kitsap Transit and

Washington State Department of Transportation, including the Marine Division, to achieve the following:

- # To coordinate increased passenger-only ferry service with express transit service;
- # To strategically locate satellite park-and-ride facilities in lieu of new parking facilities at ferry terminals;
- # To provide priority access systems at ferry terminals for all registered carpools, vanpools and other mass transportation vehicles;
- # To provide the necessary facilities for bicycles to access ferries and transit (i.e., racks on buses and ferries and bike lock areas); and
- # To develop appropriate level of service standards for those ferry routes serving Kitsap County.

T-46 Continue to work with Kitsap Transit to improve transit connections to ferry terminals.

T-47 Establish regular contact with Washington State Ferries to improve customer service and public relations with ferry users.

J. Nonmotorized Travel

The goals and policies in this section support improvements and development of opportunities for nonmotorized travel. The objectives include to enhance pedestrian connections to commercial areas, employment areas, community centers, and public facilities, and to encourage and support development of off-road pedestrian, bicycle, and equestrian facilities.

Additionally, the intent is to coordinate linkages between off-road and on-road pedestrian and bicycle facilities; consider impacts on pedestrian and bicycles when designing and engineering roadways; and

emphasize continuous pedestrian and bicycle linkages to transit facilities.

Goals

- 14.** Maximize the opportunity for nonmotorized travel, including development of greenways.
- 15.** Encourage development of rights-of-way to safely accommodate motorized and nonmotorized travel.
- 16.** Create a continuous nonmotorized transportation system which integrates on- and off-road facilities.

Policies

- T-48** Incorporate pedestrian, bicyclist, and equestrian needs throughout the planning and design of transportation projects and development proposals.
- T-49** Incorporate greenway projects into the overall transportation plan.
- T-50** Link greenway systems to bus, water transit, pedestrian, bicycle, and equestrian facilities.
- T-51** Develop and implement pedestrian and bicycle access standards for new developments in conjunction with County pedestrian, bicycle, and greenway plans.
- T-52** Provide adequate and secure bicycle parking at all ferry terminals, park-and-ride lots, and public facilities.
- T-53** Preserve public access to public shoreline areas that are under jurisdiction of government entities.
- T-54** Incorporate bicycle parking requirements for employment, institutional and retail uses, in

Kitsap County's zoning regulations. Zoning regulations will include the requirements for developments to provide secure bicycle facilities, which may include bicycle racks and secure rooms within buildings.

K. Transportation System Planning and Implementation

The intent of this section is to implement a complete transportation network, including elements from land, water, and air transportation systems.

Goal

- 17.** Develop a comprehensive and coordinated multimodal transportation system.

Policies

- T-55** Use the transportation planning process to identify current and future transportation system needs throughout the County.
- T-56** Use the transportation planning process to support network connectivity.
- T-57** Identify specific transportation corridors and alignments for public roads, transit and rail service, pedestrian and bicycle facilities, and water routes.
- T-58** Improve the existing road network before considering new corridors.
- T-59** Adopt an alignment plan for the new transportation corridors and facilities identified in the transportation plan.
- T-60** Secure necessary rights-of-way for

transportation improvements.

- T-61** Make it a priority to protect public rights-of-way.
- T-62** Locate transportation projects away from habitat, recharge areas, stream corridors, and sensitive areas wherever possible.
- T-63** Encourage the creation and preservation of right-of-way for future rail or other transportation purposes, such as greenways or bicycle facilities.
- T-64** Develop innovative roadway design standards which enhance neighborhood identities but do not infringe on the safety of motorized and non-motorized traffic.
- T-65** Implement the roadway design functions shown on the County's transportation plan during development review and transportation project development.

L. Level of Service

The intent of this section is to ensure that new transportation facilities are planned in conjunction with the development process and implemented when required.

In addition, goals and policies address the objective of providing adequate transportation capacity to link major transportation corridors with residents and jobs.

Goals and policies also address the objective of minimizing roadway expansions by the use of multimodal improvements and Transportation Demand Management.

Goal

18. Establish minimum level of service standards for transportation facilities in

accordance with the requirements of the Growth Management Act.

Policies

- T-66** Take into account the tolerance of communities to accept certain levels of congestion on non-regional roadways.
- T-67** Develop a transportation concurrency management system.
- T-68** Develop requirements for traffic impact studies that:
 - # Set threshold requirements;
 - # Carry out a multi-modal level of service analysis (i.e. assessing a development's impacts on the transit, ferry and non-motorized systems);
 - # Identify ways to mitigate development-related transportation impacts in accordance with the State Environmental Policy Act [SEPA], and
 - # Allow evaluation of the cumulative effects of numerous small developments.
- T-69** Develop level of service standards in coordination with the Puget Sound Regional Council (PSRC), the Kitsap Regional Council (KRC), and the Peninsula Regional Transportation Planning Organization (PRTPO).
- T-70** Participate in the PSRC and the PRTPO to seek consistent level of service standards between the County, cities, and the State of Washington for identified regional system components.
- T-71** Develop a consistent way to define baseline capacities on regional facilities.

- T-72** Use urban growth management agreements to designate levels of service on regional transportation facilities.
- T-73** Transportation improvements shall be available to support planned growth at adopted levels of service concurrent with development. “Concurrent” shall mean that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years. Proposed development shall not be approved if a development causes the adopted level of service to decline below the standards adopted in the Comprehensive Plan.

M. Roadway Access

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his section addresses the transportation objective that access should be based on land use type and roadway functional classification.

Goal

- 19.** Manage access to the transportation system.

Policies

- T-74** Promote the consolidation of access along State Highways and the County arterial system.
- T-75** Develop design criteria for comprehensive access plans that emphasize efficient internal circulation.

- T-76** Adopt driveway spacing standards based upon roadway functional classification.
- T-77** Provide incentives to adjacent property owners to establish mutually shared driveways. *Incentives should not include density bonuses.*
- T-78** Implement access standards for all roadway types.

N. Roadway Aesthetics

The goal and policies of this section address the need to provide landscape enhancement of existing and new roads to support the local character.

Goal

- 20.** Design an intermodal transportation system which supports and enhances neighborhood identities.

Policies

- T-79** Provide streetscape designs in urbanized areas.
- T-80** Develop rural design standards which enhance strong rural characteristics while providing adequate safety.
- T-81** Retain native vegetation as a priority.
- T-82** Support greenway planning.
- T-83** Encourage placing utilities underground rather than above ground.
- T-84** Designate scenic or waterfront roadways and develop appropriate design standards.

O. Funding Strategy

This section addresses the issues of financing the transportation plan. The goal and policies are based upon the following objectives: to allocate resources equitably to all areas of the County; to ensure that transportation expenditures are consistent with the Transportation Plan goals, and to develop a transportation plan which takes advantage of opportunities for state and federal funding. At this time, the goals cannot be fully realized without legislation that balances the requirements of the GMA and the funds allocated to the WSDOT.

Goal

- 21. Develop a funding strategy and financing plan to meet the multimodal project and programmatic needs identified in the transportation plan.

Policies

- T-85 **Distribute transportation funds using an equitable priority process.**
- T-86 **Secure adequate long-term funding sources for transportation system improvements.**
- T-87 **Identify multimodal, multi-jurisdictional projects that support economic development.**
- T-88 **Coordinate efforts by Kitsap County and other jurisdictions, the Washington State Department of Transportation, the State legislature and the private sector to increase state and federal funding for transportation.**
- T-89 **Provide sufficient flexibility in the funding process to maximize the use of County and other funding sources.**

- T-90 **The Transportation Improvement Program (TIP) will represent the priorities for transportation expenditures in Kitsap County.**
- T-91 **Conduct a regular comprehensive evaluation and assessment of Kitsap County's transportation priorities. Annual updates will be incorporated into the Capital Improvement Program, the Transportation Improvement Program, and the County Budget.**
- T-92 **If the funding and/or revenue assumptions used in this plan as the basis for identified or programmed capital improvements prove to be erroneous, because of changed conditions or otherwise, Kitsap County will (a) identify alternative sources of funding for needed improvements; (b) revise its level of service standards to match available revenues; and/or © reassess the land use plan and revise it as appropriate to achieve a balance between land use, revenues and levels of service.**

P. Aviation Transportation

The following goals and policies recognize airports as essential public facilities under the state's growth management act and are intended to ensure the establishment of an appropriate air transportation system in Kitsap County and to preserve the County's aviation facilities such that they can change with the community to meet the needs of the County, its residents, businesses and the military community. Objectives include the protection of airport environs from incompatible uses, the safety of aviation facility users and continued air transport services for Kitsap County.

Goals

- 22. Cooperate with entities within the County to establish an air transportation system

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appropriate to serve the residents, businesses and military activity within the community.

- 23.** Preserve the County's existing aviation facilities such that they are able to retain and augment their role in the regional, national and international transportation system, recognizing the importance of this system to the viability of Kitsap County in the global community.
- 24.** Ensure that the safety of the community and the users of the County's air transportation system is maintained as its aviation facilities evolve.

Policies

- T-93** Acknowledge the value of aviation facilities to the maintenance and evolution of the economic well being of the Kitsap community.
- T-94** Actively assert the role of County's air transport system and its needs in local and regional aviation planning activities.
- T-95** Incorporate aviation transportation planning considerations in all land use decisions reviewed within airport environs. Ordinances and procedure will be established within the County's development review system to ensure that projects are reviewed for their appropriateness in airport environs and to determine if Federal Aviation Administration established airport vicinity height limits are exceeded.
- T-96** Consider the compatibility of new uses with the aircraft activity when new development is being considered for location near aviation facilities.
- T-97** Notify the Port of Bremerton of projects planned and proposed construction within a two mile radius of Bremerton National Airport. *(This is a concept that has been in place since the 1982 SK subarea plan.)*