

**AGENDA**

**Bainbridge Island Metropolitan Park & Recreation District  
Regular Board Meeting 6:00 pm  
Thursday – March 7, 2024**

**Bainbridge Island Recreation Center**  
11700 Meadowmeer Circle NE  
Bainbridge Is, WA 98110  
206-842-5661

Remote access options for board meetings available at [www.biparks.org](http://www.biparks.org).

**10. CALL TO ORDER**

- 10.1** Roll Call
- 10.2** Adjustments to the Agenda
- 10.3** Conflict of Interest Disclosure
- 10.4** Mission Statement: The mission of the Bainbridge Island Metropolitan Park & Recreation District is to build a healthy community through effective, sustainable stewardship of the District's parks and open space, and through the development and delivery of innovative cultural and recreation opportunities.

**20. PUBLIC COMMENTS**

**30. BOARD CONSENT**

- 30.1** Minutes: Regular Board Meeting of February 15, 2024  
Special Board Meeting of February 22, 2024
- 30.2** Financial: Approval of vouchers and payroll.

**40. GENERAL BUSINESS**

- 40.1** Preferred Route of Sound to Olympics Trail Through Sakai Park Hamlin (10 min)  
**Action:** Possible motion to approve a route.
- 40.2** Ray Williamson Pool Renovation Funding Options Discussion Swenson (45 min)  
**Action:** Possible motion to approve a funding option.
- 40.3** Board Policies Discussion Janow (20 min)  
**Action:** Information only.
- 40.4** Enterprise Lease Harry (10 min)  
**Action:** Motion to approve.

**50. STAFF REPORT**

**60. UPCOMING MEETINGS**

03/21/24	Regular Board Meeting	6 pm	Bainbridge Island Recreation Center
04/04/24	Regular Board Meeting	6 pm	Bainbridge Island Recreation Center
04/18/24	Regular Board Meeting	6 pm	Bainbridge Island Recreation Center
05/02/24	Regular Board Meeting	6 pm	Bainbridge Island Recreation Center
05/16/24	Regular Board Meeting	6 pm	Bainbridge Island Recreation Center

**70. BOARD MEMBER REMARKS**

**80. ADJOURNMENT**

**90. ADJOURN TO EXECUTIVE SESSION IF NEEDED**

- 100. EXECUTIVE SESSION
- 110. RECONVENE TO REGULAR SESSION
- 120. ADJOURNMENT

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**Board Committees**

Governance  
 Capital Facilities  
 Program  
 Budget & Finance  
 Personnel  
 Ad Hoc Committee: Forest Management  
 Ad Hoc Committee: Sakai Site Planning

**2024 Board Representatives**

Swolgaard/Janow  
  
 Janow/DeWitt  
 Kinney/Swolgaard

**Board Liaisons**

Park District Committees:  
 Trails Advisory Committee  
 Dog Advisory Committee  
  
 Community/Public Agencies:  
 Bainbridge Island Parks & Trails Foundation  
 Bainbridge Island School District  
 City of Bainbridge Island

Goodlin/DeWitt  
 Kinney/Janow

Goodlin/Janow

**BAINBRIDGE ISLAND METROPOLITAN PARK & RECREATION DISTRICT  
 REGULAR BOARD MEETING February 15, 2024  
 BAINBRIDGE ISLAND RECREATION CENTER**

**CALL TO ORDER:** A quorum being present, the meeting was called to order at 6:00 pm by Chair Swolgaard.

**BOARD MEMBERS PRESENT:** Ken DeWitt, Tom Goodlin, Dawn Janow, Jay Kinney, Tom Swolgaard.

**ADJUSTMENTS TO AGENDA:** Add item 40.05 for Kitsap Public Utility District and an executive session for legal for ten minutes.

**MISSION STATEMENT:** Chair Swolgaard read the Park District’s mission statement: The mission of the Bainbridge Island Metropolitan Park & Recreation District is to build a healthy community through effective, sustainable stewardship of the District’s parks and open space, and through the development and delivery of innovative cultural and recreation opportunities.

**PUBLIC COMMENTS**

Loanne Harmeling spoke to share that Bainbridge Community Tennis Association received a \$50,000 grant from the Rotary Club towards the two new tennis courts planned for Sakai Park. She said that she is hopeful that there could eventually be four tennis courts at Sakai Park as the tennis community has always wanted more courts and the two planned courts will be replacing the two at Battle Point Park.

**BOARD CONSENT**

**APPROVAL OF MINUTES:**

Upon hearing there were no corrections to the minutes of the February 1, 2024 regular board meeting, Chair Swolgaard stated the minutes stand approved as submitted.

**APPROVAL OF PAYMENTS: MSC: DeWitt/Janow: I have reviewed the following vouchers, warrants and electronic payments and move that they be approved for payment.**

Batch Date	Fund Number & Name	Warrant Numbers	Total Batch Amt	Pre-Approved
02/05/24	001 General Fund 300 Capital Improvement Fund	27398-27420	83,626.24	02/05/24
02/12/24	001 General Fund	27421-27448	152,294.96	02/12/24

**MSC: DeWitt/Janow: I have also reviewed the following voucher/warrant and move that it be approved for payment.**

Batch Date	Fund Number & Name	Warrant Numbers	Total Batch Amt	Pre-Approved
	300 Capital Improvement Fund	Pre-approval	123,396	

**GENERAL BUSINESS**

**KITSAP PUBLIC UTILITY DISTRICT:** Park Services Division Director Dan Hamlin introduced Civil Engineer Bryan Ransom from Kitsap Public Utility District. KPUD and the Park District signed an interlocal agreement to expand the KPUD easement at Gazzam Lake Nature Preserve so they could build a larger water storage tank. That ILA was approved by the board at the May 20, 2021 regular board meeting. KPUD staff found out on Tuesday that the large concrete tank they were planning to build is not constructable because there is a fault line running directly underneath the site. The solution that has been offered is to build three smaller concrete tanks in the general footprint of the originally proposed large tank. Smaller tanks are cheaper to build and easier to maintain. The project is federally funded so with that comes deadlines. He said if the board has any qualms about the design change KPUD should know now. The storm water plan is going to be the same as

the project is still under the 5,000 square foot threshold that requires more intensive storm water mitigation. The issue is the way the storm water manual is written and the way the City of Bainbridge Island code is written which views projects based on property rather than within an easement on the property. Within the code the property can be used for storm water dispersion even though the property owner is not the same as the easement owner and the easement is creating the storm water. The current plan is to do a curtain drain to a dry well and overflow from there, but there is some concern about whether COBI will agree to that. If COBI requires full dispersion a covenant with the Park District will be needed. Commissioner Janow asked if this plan will allow for more water storage and if it is cheaper why it was not originally an option. Bryan Ransom said yes, it will create more storage and that he inherited this project when he started at KPUD in 2022. Commissioner Swolgaard said visually the three tanks will be bigger because of the bigger footprint. Commissioner Goodlin asked for clarification about the storm water disbursement and if it has always been in the plan. Bryan Ransom said yes it has but he brought it up because he does not know if a project like this has ever come to COBI where there is a massive property with a tiny easement. If the size of the property is considered clearly the water can be dispersed but a covenant with the Park District as the property owner would then be needed saying the dispersion area would never be developed. Dan Hamlin said the interlocal agreement currently in place allows KPUD to move forward with this proposal but if there are any major reservations from the board they would like to know now. Commissioner DeWitt said what would require action is if COBI says KPUD needs to go outside their easement to expand the storm water system. Dan Hamlin said Bryan Ransom is also checking in with the Bainbridge Island Land Trust.

**RAY WILLIAMSON POOL RENOVATION UPDATE:** Park Services Division Director Dan Hamlin said staff are doing weekly check-ins with Stemper Architecture Collaborative regarding the Ray Williamson pool renovation. Last week there was a meeting with the City of Bainbridge Island planning department and a building official. Staff asked again if the 2018 International Building Code currently applied to the project would change to the 2021 IBC going into effect on March 15 if the original project scope was amended to the two-lane expansion. COBI staff confirmed verbally that if the project flows in a two-year progression starting in 2024 and continuing in 2025 it would not be moved under the 2021 IBC. Staff have asked for that answer in writing as it is significant. Dan Hamlin attended a Bainbridge Island Parks & Trails Foundation meeting to update them on this project. BIPTF has options ranging from not participating in the project, to acting as a fiscal agent and taking donations for the Park District or entering into a project agreement and actively helping fundraise. On February 28 staff will host a community meeting at the Aquatic Center to share information, answer questions, and try to rally support for a committee. Stemper has been asked for a Phase I price with any possible savings that could be realized by moving anything not necessary from Phase I to Phase II. This will determine the lowest dollar amount that is needed to start Phase I in 2024. Staff will meet with the Finance Committee tomorrow to discuss funding the project. How the project impacts the Capital Improvement Fund long term is among the many considerations. Commissioner Janow asked when the project would have to go out to bid. Dan Hamlin said the goal is to have Phase I out to bid by the end of April.

**BOARD RETREAT DISCUSSION:** Commissioner Janow said there are two things which the board needs a process to address. The first thing is board policies which could be discussed at board meetings. The second thing is how to fund the Ray Williamson pool renovation which should probably be a retreat. Commissioner DeWitt said the big thing is the Ray Williamson pool but also looking generally at what the Park District wants to have vs what it must have. If a decision is made to widen the Ray Williamson pool the question is how it will be funded. Priorities for capital improvement needs must be looked at as the pool renovation is going to take up a lot of resources for the next few years. After some discussion the board agreed on March 14 at 6:00 pm for a retreat regarding funding for the Ray Williamson pool renovation.

## **STAFF REPORT**

Recreation Division: Recreation Division Director Madison Collins said BIRC is up 205 memberships from the same time last year. BIRC is also up about \$60,000 in sales from the same time last year, which includes personal training, small group training, tennis lessons, and concessions. There was a middle school dance for Valentine's Day which had 15 more attendees than the December dance. Aquatic Program Administrator Jenette Reneau said Puget Sound Energy is working on the electrical grid in the area next week causing an Aquatic Center closure. Staff at the Aquatic Center are working towards giving the facility a facelift with furniture and deck equipment replacements, new banners and pictures, and updated signage.

Administrative Division: Administrative Division Director Amy Swenson said accounting staff are working with recreation staff to help with spring and summer hiring. Accounting staff are actively training on the new accounting software and are excited about the system. Work is being done to get all Park District facilities on the same phone system.

Park Services Division: Park Services Superintendent David Harry said he has been working on septic systems. He has also been learning about changes to the rules for drinking water systems. All the equipment that was stolen from the maintenance yard in the fall of 2023 has now been replaced other than the truck. Park Services Division Director Dan Hamlin said to clarify the January 18 board meeting minutes, the anonymous donor for the Comcast Property came through the Bainbridge Island Parks & Trails Foundation and the Park District is grateful for its partnership with BIPTF. Staff will meet with the Department of Ecology's restoration group next week regarding Blakely Harbor Park. Commissioner Goodlin asked if there are any updates on the tennis courts being built at Sakai Park. Dan Hamlin said staff are working through the potential stream buffer issue and anticipate having the permits submitted to the City of Bainbridge Island by early March.

**BOARD MEMBER REMARKS:**

- Commissioner Goodlin said that he has heard from users about parking challenges at Bainbridge Island Recreation Center and experienced it himself. Recreation Division Director Madison Collins said staff is meeting with Meadowmeer Golf & Country Club soon for idea planning as well as thinking internally about when classes and programs are offered to offset the busy times.
- Commissioner Goodlin said he attended a Bainbridge Island Parks & Trails Foundation meeting.
- Commissioner Goodlin said he attended a Trails Advisory Committee meeting.
- Commissioner Kinney said he has walked around the bike park area at Strawberry Hill Park. He asked when the bike park trail construction will start. Park Services Division Director Dan Hamlin said that is dependent on funding from Bainbridge Island Parks & Trails Foundation. The permits are getting close to being 100% construction documents and it is possible that construction could start as early as this summer.
- Commissioner Kinney said he had coffee with Asaph Glosser, who served as a Park District commissioner in 2021.
- Commissioner DeWitt attended the Bainbridge Island Land Trust's annual dinner.
- Commissioner DeWitt said he went to the recent Park District volunteer appreciation event, and it was a lot of fun.
- Commissioner DeWitt said he went to the Roses and Noses event on February 10.
- Commissioner DeWitt said he had a great time at Executive Director Terry Lande's retirement party February 10.
- Commissioner DeWitt said that he got a card from Chuck Field's widow, and she is amendable to naming something in the Park District in his memory. Chuck Field was the director of the Park District from 1980-1998.
- Commissioner Janow said that every time she picks up and looks at the National Recreation and Park Association magazine everything is exactly the same as what the Park District is doing. This agency is on the cutting edge doing everything one would expect and anticipate, it is almost like reading what is happening at this agency. She complimented everyone on a job well done.

- Commissioner Janow said she is interested in the Park District establishing a small scholarship for a Bainbridge High School senior. She said it could be a way to draw kids to jobs with the Park District and reward kids who have worked for the Park District.
- Commissioner Swolgaard said he took his grandson to the bike park area at Strawberry Hill Park. He had no idea how big that piece of property was until it was thinned out.
- Commissioner Swolgaard said there are two articles in the National Recreation and Park Association magazine that he mentioned to staff, one about federal funding and one about cell towers.

Executive Director Terry Lande said thank you to everyone who came to his retirement party. It was an incredible evening for him. Commissioner DeWitt brought a full circle moment to his attention. When he first started in the park and recreation business 46 years ago, he was already a Jimmy Buffet fan. He asked Commissioner Janow to read the back of his Jimmy Buffett t-shirt which said, “Changes in attitudes, changes in latitudes, nothing remains quite the same, through all of the islands and all of the highlands, if we couldn’t laugh, we’d all go insane.” These are lyrics from his daughter Michaela’s favorite song, and it is how he and his family have lived and enjoyed life every chance they have gotten. At the party on Saturday night Commissioner DeWitt gave him a shirt that says, “It’s five o’clock somewhere.” He said it is going to be five o’clock somewhere, sometime in his near future.

**MEETING ADJOURNED** to a five-minute recess at 7:11 pm with announced time to reconvene at 7:16 pm. **MEETING RECONVENED** at 7:16 pm.

**MEETING ADJOURNED TO EXECUTIVE SESSION** at 7:16 pm for discussion of legal with announced time to reconvene at 7:21 pm.

**MEETING RECONVENED** at 7:21 pm and **ADJOURNED** at 7:26 pm.

Helen M. Stone  
 Terry M. Lande  
 BAINBRIDGE ISLAND METROPOLITAN  
 PARK & RECREATION DISTRICT

BY: \_\_\_\_\_  
 John Thomas Swolgaard

BY: \_\_\_\_\_  
 Dawn Janow

BY: \_\_\_\_\_  
 Kenneth R. DeWitt

BY: \_\_\_\_\_  
 Jay C. Kinney

ATTEST: \_\_\_\_\_  
 Tom Goodlin

**BAINBRIDGE ISLAND METROPOLITAN PARK & RECREATION DISTRICT  
SPECIAL BOARD MEETING February 22, 2024  
BAINBRIDGE ISLAND RECREATION CENTER**

**CALL TO ORDER:** A quorum being present, the meeting was called to order at 6:00 pm by Chair Swolgaard.

**BOARD MEMBERS PRESENT:** Ken DeWitt, Tom Goodlin, Dawn Janow, Jay Kinney, Tom Swolgaard.

**MISSION STATEMENT:** Chair Swolgaard read the Park District's mission statement: The mission of the Bainbridge Island Metropolitan Park & Recreation District is to build a healthy community through effective, sustainable stewardship of the District's parks and open space, and through the development and delivery of innovative cultural and recreation opportunities.

**GENERAL BUSINESS**

**RAY WILLIAMSON POOL RENOVATION FUNDING OPTIONS:** Assistant Executive Director Amy Swenson said Phase I of the Ray Williamson pool renovation project addresses the critical items for an estimated cost of 3.2-3.8 million dollars. Phase II Option A has previously been described in board meeting minutes as the original scope of Phase II and includes the filter system, windows, deck, liner, and other additional items but does not expand the size or depth of the pool. Phase II Option A is estimated to cost 2.3 million dollars bringing the total estimated project cost to 5.5 million dollars. Phase II Option B (which encompasses Phase II Option 1 and Phase II Option 2 referred to in the February 1 board meeting minutes) covers everything in Phase II Option A and adds additional lanes and pool depth to the scope of work. The total project cost of Phase I and Phase II Option B is estimated at 8-11 million dollars.

Staff have met with the Finance Committee three times regarding funding options and there has been a lot of staff input into this entire project and this presentation. The numbers used tonight are all estimates. Actual reserve and Capital Improvement Fund costs will vary based on many factors including: inflation, unknown conditions, any emergency needs that arise for the Park District, interest rates, and opportunities that might arise.

The Ray Williamson pool was built in 1970. In 2016 discussion began about upgrades and renovation. In the public planning process for Sakai Park using Sakai Park to locate a new pool came up. In 2017 Sakai Park was deemed not a feasible option for a new pool. Meanwhile research and studies were continued on basic renovations which resulted in an estimated 1.4 million dollars to fix some items, but it would have basically been a band aid for the pool. The board decided to go out for a study in 2018 to look at building a new pool. In 2019 the cost was determined to be approximately 30-50 million dollars which would have required grants and/or bonds. The COVID-19 pandemic started in 2020 halting a lot of work. In 2021 the board decided to go out for a request for qualifications for a study to rehabilitate the Ray Williamson pool to extend its life for 20-50 years.

The total estimated cost for Phase I and Phase II Option A is 5.5 million dollars. This estimate includes a 10% contingency. The project would need to start in 2024 to avoid being moved from the 2018 International Building Code to the 2021 IBC which would increase the cost of the project. The work will not be a band aid, it will extend the life of the pool by 20-50 years. However, it will not increase space or capacity. Phase II Option B needs further public input before a decision is made about whether to pursue it.

Possible scenarios for funding Phase I and Phase II Option A in random order include: 1) utilize reserves and the Capital Improvement Fund budget to fund entire project, 2) borrow non voted debt to fund either just Phase I or both Phase I and Phase II Option A, 3) use voted debt to fund entire project, 4) use up to 3 million dollars from reserves and voted debt, loan, or donations to pay the remainder, and 5) do nothing. Staff does not recommend scenario 5.

The pros and cons were reviewed for all the scenarios. Amy Swenson asked if there were any funding scenarios that could be taken off the table tonight.

Commissioner DeWitt said his concerns with funding scenario 1 include dipping into operating reserves that are needed to run the Park District in the three-month periods between tax revenues being received, which would likely lead to the need to borrow that money which would incur a cost. Scenario 1 would also almost completely exclude every other project from funding for a time. Commissioner Goodlin said the Park District should not hamstring itself by committing all its funds to this one project when there are so many other needs. The board agreed to remove scenario 1 and scenario 5 as funding options.

Commissioner DeWitt said that regarding scenario 3 he does not think the Park District can wait for a bond to either pass or fail. The earliest opportunity to have a bond issue on the ballot is August which means the loss of a construction season and there is the possibility that the bond will not pass. The board agreed to remove scenario 3 from consideration.

After some discussion Commissioner Janow said the board requests that staff bring more information regarding scenarios 2 and 4 to the next regular board meeting. Commissioner DeWitt said one thing to keep in mind is that any money that is borrowed through non voted debt will impact operations by reducing the amount available in the CIF budget for a period of time while payments are made. Other sources of revenue could potentially go up, but that debt needs to be taken into consideration.

Commissioner Janow said one of the reasons this meeting is being held tonight is that if the board decides to take a bond to the voters in August for the renovation, they need to submit an adopted resolution by May 3 which will take staff about six weeks to craft. A bond could also be on the ballot in November, but it would delay the results which would delay the project. Commissioner Goodlin asked when the deadline would be for the board to take action on presenting a bond proposition to voters in August. Amy Swenson said the second regular board meeting in March. Commissioner Swolgaard asked if there are any grants the Park District could apply for. Senior Planner Matthew Keough said yes and that typically state grants would be for about \$500,000. Commissioner Swolgaard said there are federal grants for shovel ready projects, but you must get support from a senator or representative.

Commissioner Goodlin said if Phase II Option B is pursued it will require the Ray Williamson pool to be shut down for a longer period. There would be a natural movement of pool users to the Bainbridge Island Recreation Center pool if it could be kept open throughout the construction period by having a temporary seasonal cover over it, that cost could be considered as a package is put together.

Paul Webber asked if Kitsap Public Facilities District would fund a portion of this project. Matthew Keough said not unless one of their current commitments drops off and noted that there is no application process right now.

Commissioner Janow clarified that Phase II Option B cannot be completed without a bond. While Phase I and Phase II Option A would strap the Park District financially, it looks like Phase I can be completed and if Phase II Option A has to be bumped out it can be. She noted that a bond measure must attain 60% approval to pass.

Kim Screen said that including the cost for putting a bubble over the BIRC pool could help people get excited about voting for a bond.

Steve Letson said the Park District will have to answer the question of what Phase II Option B is going to mitigate for people who cannot get their kids in swim lessons or whose kids have late practice times.

**MEETING ADJOURNED** at 6:58 pm.

Helen Stone  
Dan Hamlin

BAINBRIDGE ISLAND METROPOLITAN  
PARK & RECREATION DISTRICT

BY: \_\_\_\_\_  
John Thomas Swolgaard

BY: \_\_\_\_\_  
Dawn Janow

BY: \_\_\_\_\_  
Kenneth R. DeWitt

BY: \_\_\_\_\_  
Jay C. Kinney

ATTEST: \_\_\_\_\_  
Tom Goodlin

DRAFT

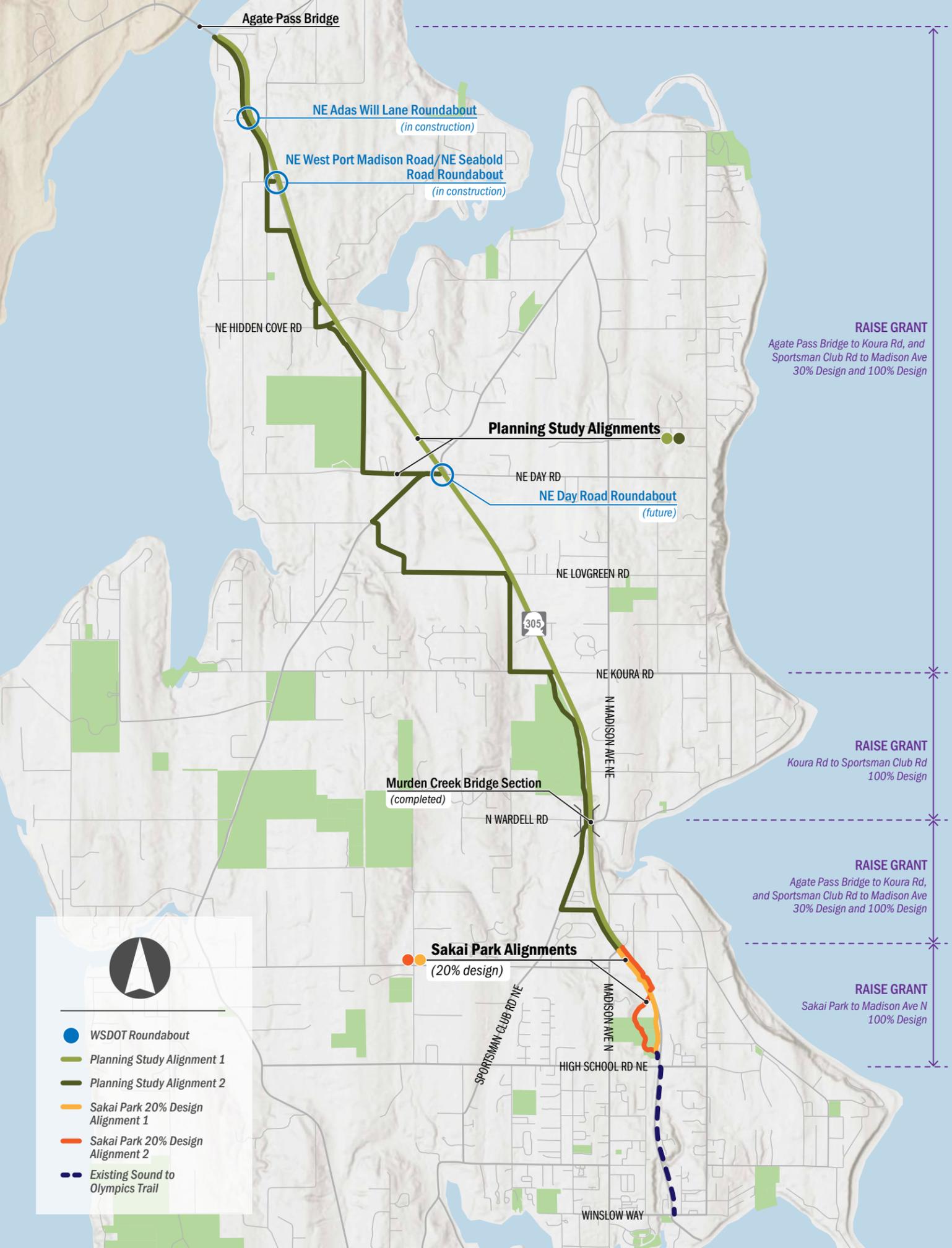
# Sound to Olympics Trail Design and Planning Study Executive Summary

The Sound to Olympics Trail (STO) design and planning work was initiated in October of 2023 by the City of Bainbridge Island, the Bainbridge Island Metropolitan Parks and Recreation District, and the Bainbridge Island Parks and Trails Foundation, as a jointly-funded venture to define the trail corridor through public engagement and engineering analysis. The work supports the securing of necessary easements, the future delivery of the trail construction, and enhances the project readiness from the perspective of upcoming grant opportunities.

During the development of the design and planning study work, the City and other partners in the region secured \$1.7M in federal grant funds (RAISE or Re-building American Infrastructure with Sustainability and Equity funds) to support the design and planning of the Puget Sound to Pacific Trail (PS2P), of which the STO is the originating segment. The purpose of this Executive Summary is to provide an overview of the work performed through the City, Parks, and the Trails Foundation effort, and show the relationship between those efforts and the upcoming federal RAISE grant work.

As identified on the map (left), the following design and planning work is included as a part of these materials:

- **Sakai Park 20% Design Alignment 1** (preferred) - a preliminary design of the Sakai Pond to Madison Avenue segment of the STO that follows the State Route 305 right-of-way. The 100% design of this segment is a funded, future RAISE grant project.
- **Sakai Park 20% Design Alignment 2** - a preliminary design of the Sakai Pond to Madison Avenue segment of the STO that travels inland from the State Route 305 right-of-way
- **Planning Study Alignment 1 and 2** - a preliminary alignment that extends from Madison Avenue to the Agate Pass Bridge. Each segment has a recommended alternative determined by cost, environmental impact and other factors. The 100% design of this entire recommended alignment is a funded, future RAISE grant project.



## TECHNICAL MEMORANDUM

DATE: January 8, 2024  
TO: Peter Corelis, PE, City of Bainbridge Island  
FROM: Tad Schwager, Parametrix  
SUBJECT: Sakai Pond Trail Segment Alternatives – Environmental Screening  
CC: Jennifer Dvorak, Parametrix  
PROJECT NUMBER: 214-2290-013  
PROJECT NAME: Bainbridge Island Sound to Olympics Trail

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### Sound to Olympics Trail

The Sound to Olympics Trail (STO) is a regional trail system that will connect Kitsap County to surrounding trail networks across Washington. The STO will provide a link to the Olympic Discovery Trail in the west, serving as the western terminus of the nationwide Great American Rail Trail, which will span from Washington to Maryland. STO's two eastern termini are in Bainbridge Island and Kingston, where users can take the Washington State Ferries to connect to trails east of the Puget Sound, such as Burke-Gilman Trail and Sound to Mountains Greenway. As part of a \$16 million Rebuilding American Infrastructure with Sustainability and Equity (RAISE) grant from the U.S. Department of Transportation, the City of Bainbridge Island (City) will acquire \$1.7 million in federal funding for the STO from Agate Pass Bridge to the existing STO near Winslow. The broader initiative will plan and design 100 miles of new multiuse trails in the Puget Sound to Pacific (PS2P) corridor, extending from Bainbridge Island to La Push.

An existing 1-mile segment of STO on Bainbridge Island connects the Bainbridge Island Ferry Terminal north to Sakai Park. The proposed remainder of the STO throughout the city will mostly parallel SR 305, which is relatively flat with existing right-of-way for the trail. The STO is designed as a two-way shared-use path with a preferred 12-foot paved surface, accommodating users of all ages and abilities.

### Environmental Screening Memo

The project will determine the next steps for the STO on Bainbridge Island. A planning-level alignment will be identified from Agate Pass Bridge to Madison Avenue NE in a separate report. A 20% engineered design will be prepared for the section of trail from Madison Avenue NE to Sakai Park near High School Road (Sakai Pond Segment). **This memo focuses on the Sakai Pond Segment only.**

This memo provides a screening-level assessment of environmental impacts, critical area permitting, and mitigation requirements for two alternative trail alignments along the Sakai Park Segment. The City will select a preferred alignment after review of this assessment.

## Background

The City and partnering organizations identified two alternative alignments from which a preferred alternative will be selected. The alignments will pass through or adjacent to a 23-acre Category II wetland complex (based on a 2017 delineation), which is associated with a fish-bearing (Type F) stream (Bainbridge Island 2023). Mitigation ratios and buffers would be larger for Category I wetlands. The wetland buffer is assumed to be 225 feet and the ~~200-foot~~200-foot stream buffer would overlap with the wetland buffer. This wetland complex is referred to as Sakai Pond. Alternative 1 follows the east side of Sakai Pond, at the base of or on top of the road fill associated with SR 305. Alternative 2 skirts the west side of Sakai Pond, meandering through a wetland complex and crossing the stream before adjoining the Alternative 1 alignment north of the pond (Figure 1). Both alternatives would have varying impacts to critical areas. Critical areas are defined in the Bainbridge Island Municipal Code (BIMC) and include: aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, geologically hazardous areas, and wetlands. Detailed roll plots of each are provided in Attachment A.

This screening-level memorandum is for informative purposes only and does not suffice for a critical area permit application with the City. Critical area reports are required for a critical area permit and shall be prepared by qualified professionals in the respective areas of concern once the preferred alternative has been selected.

## PERMIT REQUIREMENTS

The City will be the lead agency for project review under the State Environmental Policy Act (SEPA) and will determine whether the project would have a “probable significant, adverse environmental impact” or whether an exemption or determination of non-significance (DNS) will apply. The SEPA review process will ensure a broad suite of federal, state, and local environmental laws are considered.

Many of the governing laws and required permits would apply to both alternatives, with significant differences for mitigation as a result of impacts. These impacts and mitigation differences are highlighted in the summary Table 2, at the end of this report, with descriptions of the impacts for each alternative provided below.

### Alternative 1 Impacts and Permits

The Alternative 1 trail alignment parallels SR 305, roughly following the toe of the road fill prism on the west side of the highway. It follows the east side of Sakai Pond/wetland complex, intermittently crossing over wetland habitat. This Alternative proposes approximately 125 linear feet of trail through wetland with an estimated of 2,500 square feet of permanent wetland impact and 1,450 linear feet of trail through wetland buffer with an estimated impact of 29,000 square feet of buffer impact. Approximately 1,180 linear feet of the trail would impact healthy and/or mature tree stands, and 1,060 linear feet would impact moderately healthy tree stands of fair quality in the buffer. Additionally, the trail would be within an aquifer recharge area.

Alternative 1 will require federal and local permits, and potentially a state permit. These include U.S. Army Corps of Engineers (USACE) authorization under Section 404 of the Clean Water Act (CWA). Before authorization can be obtained, the project must also demonstrate compliance with Section 401 of the CWA, Section 106 of the National Historic Preservation Act (NHPA), and Section 7 of the Endangered Species Act (ESA). A Hydraulic Project Approval (HPA) issued by the Washington Department of Fish and Wildlife (WDFW) may be required if project work is to occur below the ordinary high water mark (OHWM) of the mapped

stream in the vicinity. Locally, requirements would include a site assessment review if the project has the potential to generate stormwater runoff that could contaminate or affect aquifer recharge rates, a critical areas permit, as well as other typical development permits issued by the City.

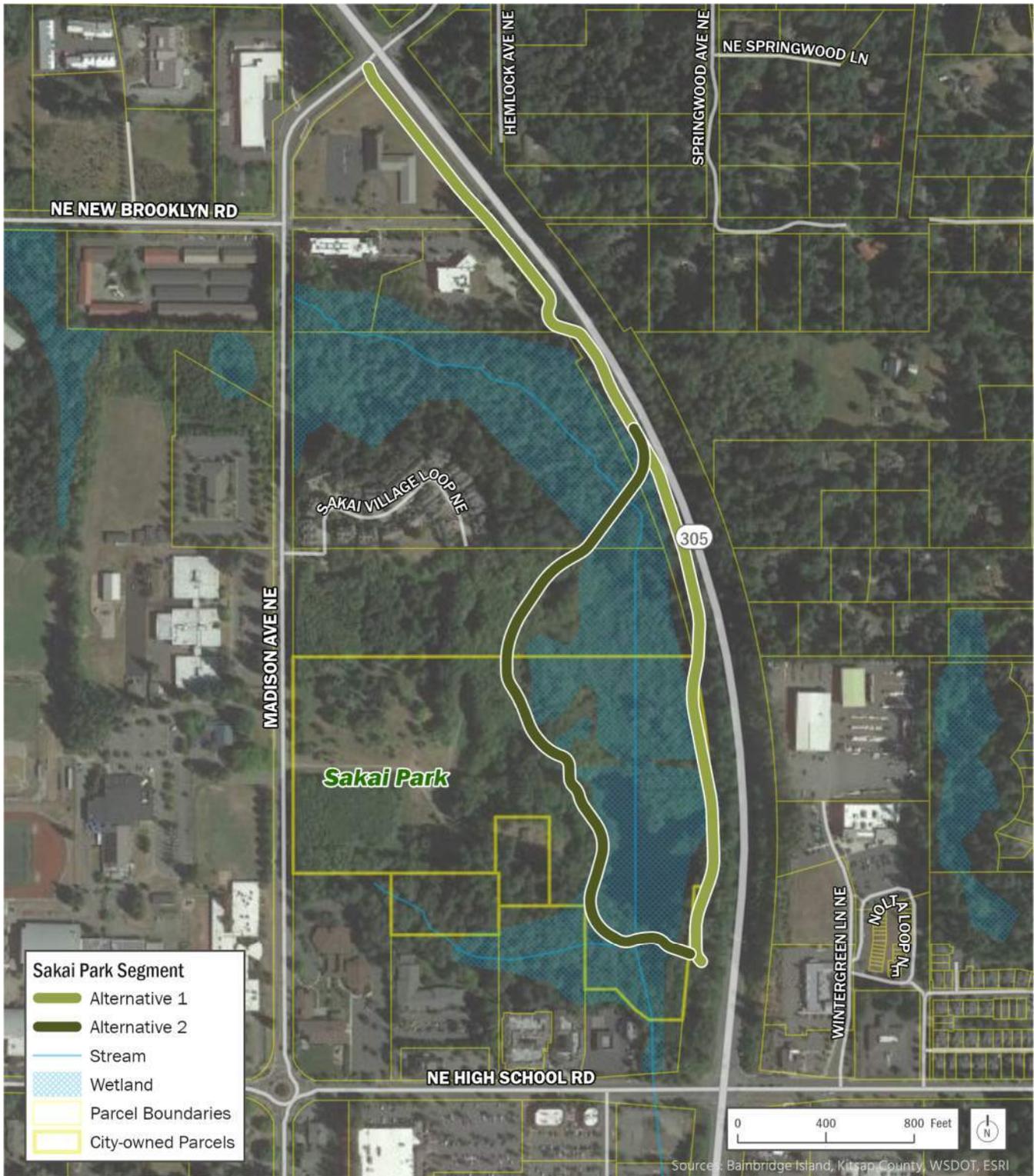


Figure 1. Sakai Park Segment: Alternative Alignments

## Alternative 2 Impacts and Permits

From the existing trail, the Alternative 2 trail alignment would extend west, crossing wetland and stream habitat within the Sakai Pond/wetland complex and continue north along the wetland boundary before heading back east to end at the junction of Madison Avenue North and SR 305. This alternative proposes approximately 950 linear feet of trail with 19,000 square feet of permanent wetland impact and 1,000 linear feet of trail with 20,000 square feet of wetland buffer impact, along with potential stream crossings. Approximately 1,120 linear feet of the trail would impact healthy and/or mature tree stands and 1,930 linear feet would impact moderately healthy tree stands of fair quality in the buffer. Additionally, the trail would be within an aquifer recharge area.

Alternative 2 will require federal, state, and local permits, including Section 404/401 of the CWA, Section 106 of the NHPA, Section 7 of the ESA, HPA, a site assessment review if the project has the potential to generate stormwater runoff that could contaminate groundwater or affect aquifer recharge rates, a critical areas permit, and other typical development permits issued by the City.

## CRITICAL AREA DEVELOPMENT REQUIREMENTS AND MITIGATION

Mitigation requirements are set forth in BIMC Chapter 16.20 within the critical areas section. See Figure 1, above, for an illustration of mapped critical areas in relation to the alignment alternatives.

### Aquifer Recharge Areas

The entirety of Bainbridge Island is classified as an aquifer recharge area. Any development that has the potential to change surface water hydrology or aquifer recharge rates, or to generate pollutants identified as a potential source of drinking water contamination must complete a site assessment review (SAR) in accordance with BIMC 15.19 and the listed elements identified in BIMC 16.20.180.

### Fish and Wildlife Habitat Conservation Areas

Fish and wildlife habitat conservation areas include:

- Streams;
- Habitats recognized by federal or state agencies for federal- and/or state-listed endangered, threatened, sensitive and candidate/monitored species;
- Areas that contain habitats and species of local importance, biodiversity areas and corridors as defined in the Washington Department of Fish and Wildlife (WDFW) Priority Habitats and Species (PHS) list (WDFW 2023); and
- And all areas within the city meeting one or more of the preceding criteria.

Alternative 1 does not cross any known streams, although the alignment may infringe below the OHWM of the pond and wetland. This impact cannot be quantified until more detailed design and resource delineations are available. Alternative 2 crosses over a mapped Type F stream (Bainbridge Island 2023), which will require approvals from WDFW. Local development standards are listed in BIMC 16.20.110(G).

Both alternatives will impact fish and wildlife habitat conservation area buffers. Buffers for Type F streams are 200 feet (BIMC 16.20.110(E)(2)) and are increased to include streamside wetlands. These buffers

would overlap and be included in the wetland buffer. Buffer impacts shall be mitigated at a 1:1 ratio. Modifications to buffers may be made to reduce or eliminate the impacts. These include buffer width averaging or reduction, as described below.

**Buffer Width Averaging** – The width of a required buffer may be averaged if the applicant can demonstrate that averaging can provide equal or greater functions and values as would be provided under the required buffer and all of the following conditions are met:

- The total area of buffer after averaging is equal to the area required without averaging.
- Averaging cannot result in any portion of the buffer being reduced more than 25% of its required width.

**Buffer Width Reduction** – The width of a required buffer may be reduced if the applicant can demonstrate that the reduction would provide equal or greater functions and values as would be provided under the required buffer and all of the following conditions are met:

- The buffer may not be reduced more than 25% of its required width.
- Native vegetation on other portions of the site is retained in order to offset habitat loss from buffer reduction.

### Frequently Flooded Areas

The project area does not occur within a designated frequently flooded area.

### Geologically Hazardous Areas

Geologically hazardous areas include erosion hazard areas, landslide hazard areas, and seismic hazard areas (including fault and liquefaction hazard areas). Both trail alternatives are outside the boundaries of the mapped hazard areas in proximity to the project.

### Wetlands

Both project alternatives will impact wetland and wetland buffer areas. The wetland complex within the project footprint is assumed to be a Category II based on a 2017 delineation but will need to be re-delineated because the delineation is more than five years old. Mitigation ratios and buffers would be larger for Category I wetlands.

### Wetland Impacts

For wetland impacts, mitigation requirements are determined by wetland category and type of mitigation, with the first number in the ratio indicating the amount of wetland area to be restored and the second number specifying the amount of wetland area lost (Table 1) (BIMC 16.20.140(J)(4)).

**Table 1. Mitigation Requirements Ratios for Wetland Impacts**

CATEGORY AND TYPE	REESTABLISHMENT OR CREATION	REHABILITATION	1:1 REESTABLISHMENT OR CREATION (R/C) AND ENHANCEMENT (E)	ENHANCEMENT ONLY
I – Mature Forested	6:1	12:1	1:1 R/C and 10:1 E	24:1
I – Based on functions	4:1	8:1	1:1 R/C and 6:1 E	16:1
<b>II</b>	<b>3:1</b>	<b>6:1</b>	<b>1:1 R/C and 4:1 E</b>	<b>12:1</b>
III	2:1	4:1	1:1 R/C and 2:1 E	8:1
IV	1.5:1	3:1	1:1 R/C and 2:1 E	6:1

Mitigation requirements can also be achieved through use of the credit/debit tool described in Calculating Credits and Debits for Compensatory Mitigation in Wetlands of Western Washington: Final Report (Ecology 2012).

Compensatory mitigation may occur on- site or at an off-site location if it is determined that the off-site location is preferable (BIMC 16.20.140(J)). Considerations for a preferable off-site location may include:

- On-site conditions do not favor mitigation success due to soil conditions, hydrology, or adverse impacts of adjacent land uses.
- On-site conditions are isolated from other aquatic or riparian habitats.
- An off-site location is beneficial to larger ecosystems or watershed functions.
- An off-site location has greater likelihood of success or will provide greater functional benefits.
- The proposal for an off-site location uses a watershed approach consistent with Selecting Wetland Mitigation Sites Using a Watershed Approach (Ecology 2009).

An off-site mitigation area can include a wetland mitigation bank or an in-lieu fee program.

**Wetland Buffer Impacts**

Wetland buffer widths are determined based on wetland category, habitat function, and impact of land use (BIMC 16.20.140(I)). A Category II wetland with high level of function for habitat and moderate level of impact for a paved trail has a standard buffer width of 225 feet. The impact to wetlands and buffers cannot be quantified until more detailed design and resource delineations are available. For wetland buffer impacts, buffer modification options are available. See buffer modifications under the Fish and Wildlife Habitat Conservation Areas section above.

**Shading Impacts**

Shading impacts can result from the installation of a raised boardwalk. This will cause a reduction in the level of light reaching the wetland surface and, therefore, modify the vegetation cover and structure. The effects on vegetation vary depending on the height, aspect, and design of the structure. Shaded impacts are based on the anticipated shaded area, not the area of the structure, and ratios are half of the recommended ratios for permanent impacts (Ecology 2021). For this purpose of this project, it was assumed the shaded area was the same as for direct wetland impacts (estimated linear feet of trail by 20 feet).

## SUMMARY

A summary of potential mitigation needs and permit requirements for each alternative is provided below in Table 2. Three scenarios are provided for wetland mitigation is based on 2,500 square feet of permanent or shading wetland impact for Alternative 1 and 19,000 square feet of permanent or shading wetland impact for Alternative 2. The estimated areas are approximate based on linear footage through the wetland and wetland buffer multiplied by an estimated trail width of 20 feet.

Table 2. Summary of Environmental Screening

		ALTERNATIVE 1	ALTERNATIVE 2
REESTABLISHMENT OR CREATION (3:1) for CATEGORY II WETLAND		7,500 ft <sup>2</sup> or <i>3,750 ft<sup>2</sup></i>	57,000 ft <sup>2</sup> or <i>28,500 ft<sup>2</sup></i>
REHABILITATION (6:1) for CATEGORY II WETLAND		15,000 ft <sup>2</sup> or <i>7,500 ft<sup>2</sup></i>	114,000 ft <sup>2</sup> or <i>57,000 ft<sup>2</sup></i>
ENHANCEMENT ONLY (12:1) CATEGORY II WETLAND		30,000 ft <sup>2</sup> or <i>15,000 ft<sup>2</sup></i>	228,000 ft <sup>2</sup> or <i>114,000 ft<sup>2</sup></i>
WETLAND BUFFER (1:1)		29,000 ft <sup>2</sup>	20,000 ft <sup>2</sup>
STREAMS		No crossings	2 Type F crossings
TREE IMPACTS	Healthy/Mature	23,600 ft <sup>2</sup>	22,400 ft <sup>2</sup>
	Moderately Healthy/Fair	21,200 ft <sup>2</sup>	38,600 ft <sup>2</sup>
	Young/Unhealthy	6,800 ft <sup>2</sup>	0 ft <sup>2</sup>
	Clear/Poor Quality	10,000 ft <sup>2</sup>	10,000 ft <sup>2</sup>
PERMITS REQUIRED	FEDERAL	<ul style="list-style-type: none"> <li>Clean Water Act, Section 404/401</li> <li>Endangered Species Act, Section 7</li> <li>National Historic Preservation Act, Section 106</li> </ul>	<ul style="list-style-type: none"> <li>Clean Water Act, Section 404/401</li> <li>Endangered Species Act Section 7</li> <li>National Historic Preservation Act, Section 106</li> </ul>
	STATE	<ul style="list-style-type: none"> <li>Hydraulic Project Approval (probable)</li> </ul>	<ul style="list-style-type: none"> <li>Hydraulic Project Approval</li> </ul>
	LOCAL	<ul style="list-style-type: none"> <li>Site Assessment Review</li> <li>Critical Areas Permit</li> </ul>	<ul style="list-style-type: none"> <li>Site Assessment Review</li> <li>Critical Areas Permit</li> </ul>

Note: *Italicized blue numbers indicate amount of mitigation needed if impact is a shaded impact only.*

ft<sup>2</sup> = square feet.

## REFERENCES

Bainbridge Island. 2023. Critical Areas Web Application. City of Bainbridge Island, Washington. Available at Critical Areas Web Application (arcgis.com).

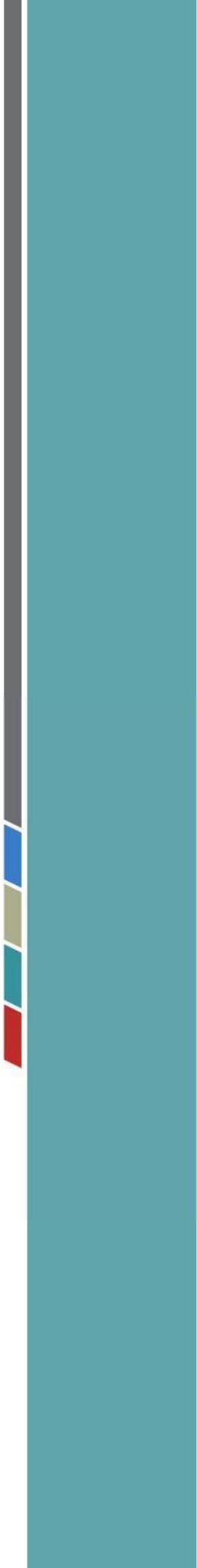
Ecology (Washington State Department of Ecology) 2012. Calculating Credits and Debits for Compensatory Mitigation in Wetlands of Western Washington: Final Report. Washington State Department of Ecology Publication No. 10-06-011.

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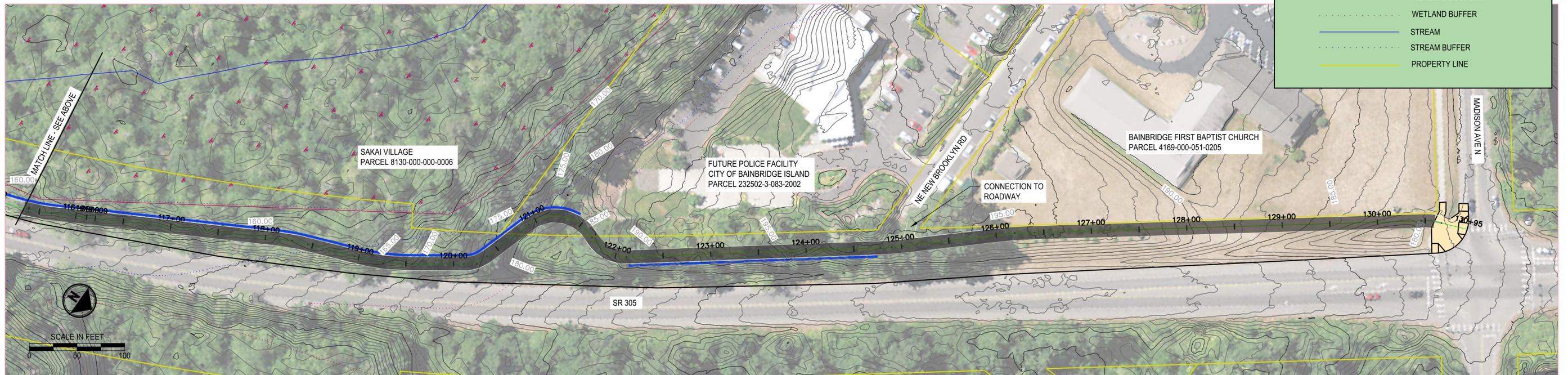
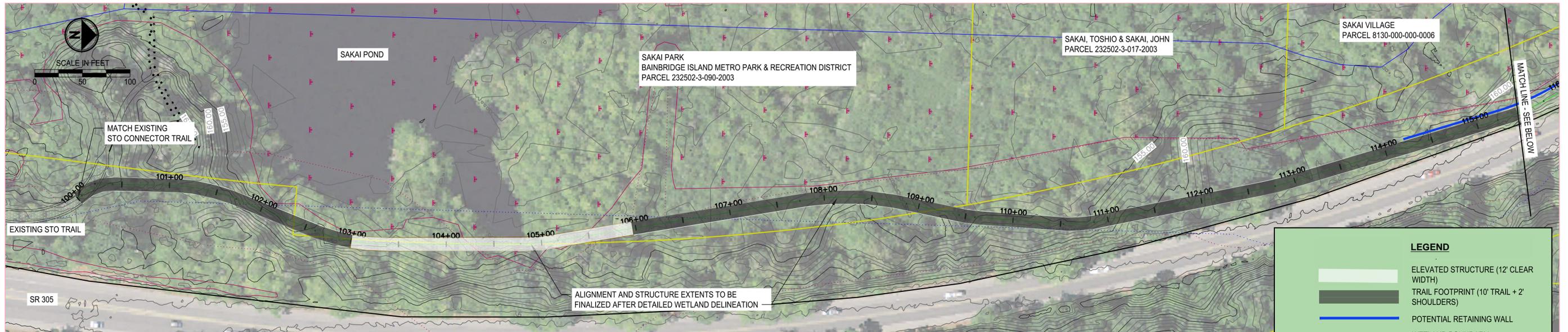
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WDFW (Washington Department of Fish and Wildlife). 2023. PHS on the Web: An interactive map of WDFW priority habitats and species information for project review. Available at <http://wdfw.wa.gov/mapping/phs/>.

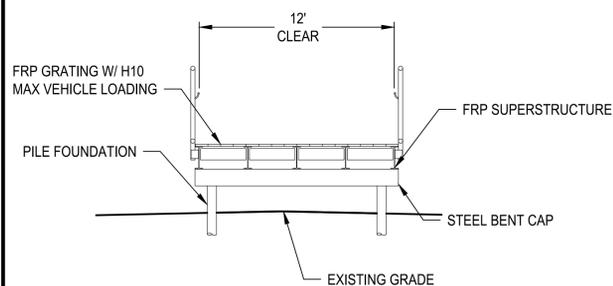
Attachment A  
Detailed Roll Plots



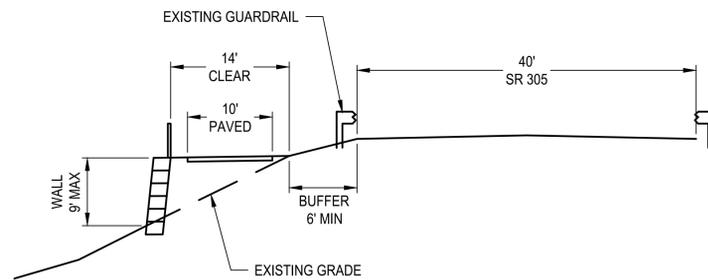
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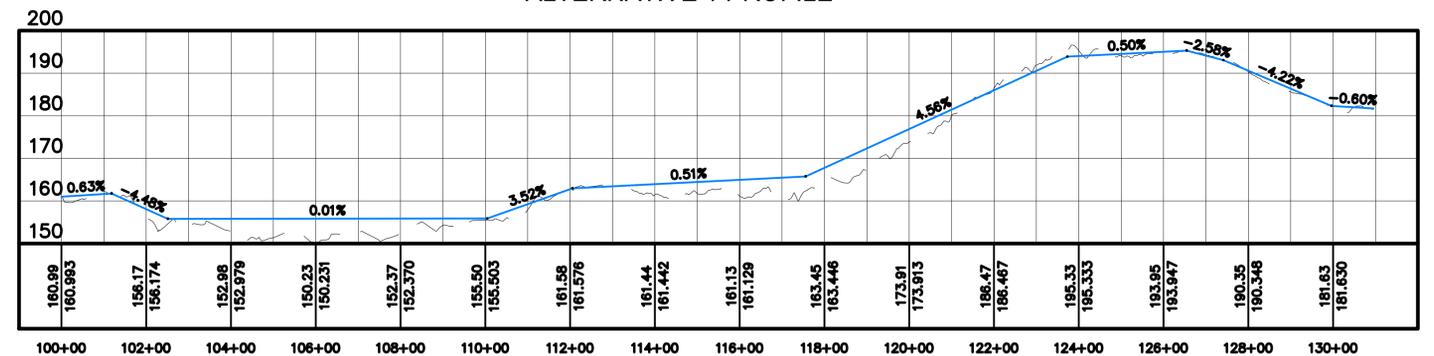
**TYPICAL BOARDWALK CROSS SECTION  
STA 103+00 TO 106+00**



**TYPICAL CROSS SECTION ADJACENT SR305  
STA 114+00 TO 120+00**



**ALTERNATIVE 1 PROFILE**



PRELIMINARY

REVISIONS	DATE	BY	DESIGNED	DRAWN	CHECKED	APPROVED
			####	####	####	####

**ONE INCH AT FULL SCALE.  
IF NOT, SCALE ACCORDINGLY**  
 FILE NAME: ALTI-Trailplot  
 JOB No.: XX  
 DATE: XX/XX



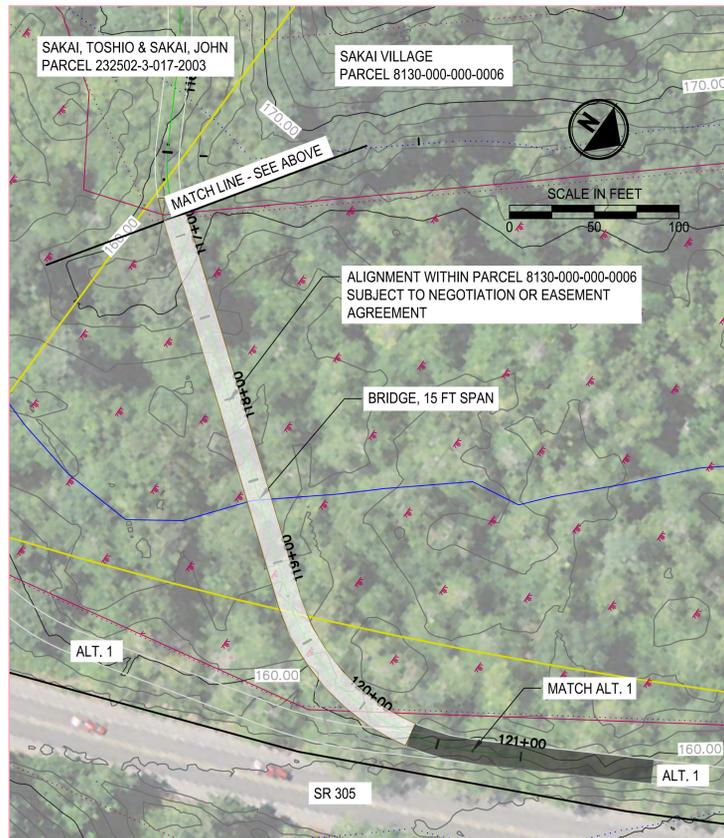
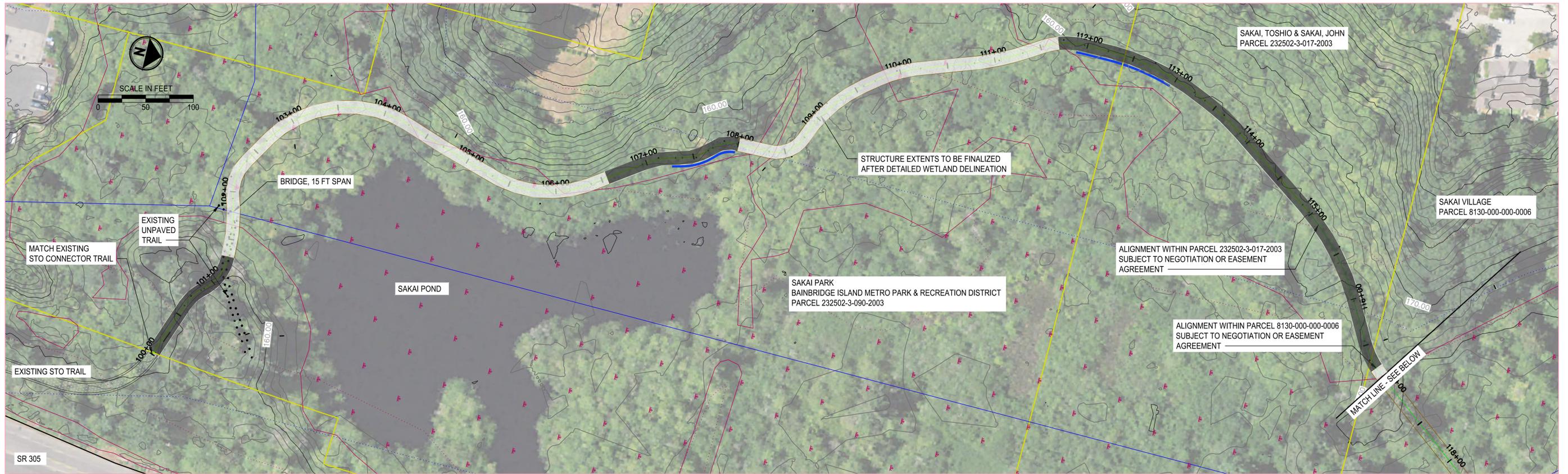
PROJECT NAME  
**BAINBRIDGE SOUND TO OLYMPICS TRAIL**

**ALTERNATIVE 1**

DRAWING NO.  
 #### OF XX  
**####**

NOT FOR CONSTRUCTION

LAYOUT: ALT.2  
 PATH: U:\FSO\Projects\Clients\2280-City of Bainbridge\land\214-2280-013 ST0 - Trail\Concept\Design\995\res\CAD\FIGURES  
 PLOTTED BY: ElWang DATE: Wednesday, March 29, 2023 10:27:08 AM

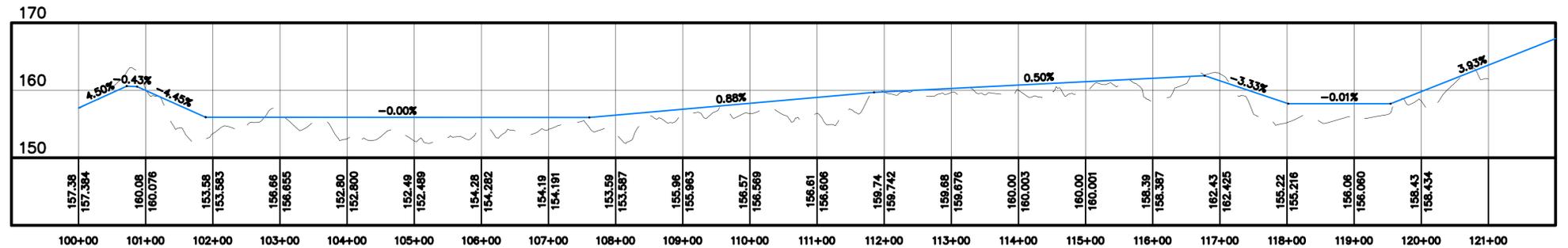


LEGEND	
	ELEVATED STRUCTURE (12' CLEAR WIDTH)
	TRAIL FOOTPRINT (10' TRAIL + 2' SHOULDERS)
	POTENTIAL RETAINING WALL
	WETLAND BOUNDARY
	WETLAND BUFFER
	STREAM
	STREAM BUFFER
	PROPERTY LINE

**ALTERNATIVE 2 NOTES:**

1. Wetland and stream locations are based on a combination of GIS and limited delineation efforts by others. A detailed delineation and hydraulic analysis would be required to verify the exact locations and extents of all structures.
2. The proposed trail follows existing park paths between stations 100+00 and 104+00. Existing paths are obscured by the tree canopy.
3. Elevated structures are assumed for all wetlands and stream crossings. The trail would be constructed at-grade at all other locations, including within buffers.

**ALTERNATIVE 2 PROFILE**



PRELIMINARY

NOT FOR CONSTRUCTION

REVISIONS	DATE	BY	DESIGNED ####
			DRAWN ####
			CHECKED ####
			APPROVED ####

ONE INCH AT FULL SCALE.  
IF NOT, SCALE ACCORDINGLY

FILE NAME  
ALT.1 - Rollplot

JOB No.  
XX

DATE  
XX/XX



PROJECT NAME

**BAINBRIDGE SOUND TO OLYMPICS TRAIL**

**ALTERNATIVE 2**

DRAWING NO.  
#### OF XX

####



# Sound to Olympics Trail

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## Alternatives Evaluation Memo

Agate Pass Bridge to Madison Avenue NE

February 2024

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## SOUND TO OLYMPICS TRAIL

The Sound to Olympics Trail (STO) is a regional trail system that will connect Kitsap County to surrounding trail networks across Washington. The STO will provide a link to the Olympic Discovery Trail in the west, serving as the western terminus of the nationwide Great American Rail Trail, which will span from Washington to Maryland. STO’s two eastern termini are in Bainbridge Island and Kingston, where users can take the Washington State Ferries to connect to trails east of the Puget Sound, such as Burke-Gilman Trail and Sound to Mountains Greenway. As part of a \$16 million Rebuilding American Infrastructure with Sustainability and Equity (RAISE) grant from the U.S. Department of Transportation, the City will acquire \$1.7 million in federal funding for the STO from Agate Pass Bridge to the existing STO downtown. The broader initiative will plan and design 100 miles of new multiuse trails in the Puget Sound to Pacific (PS2P) corridor, extending from Bainbridge Island to La Push.

The existing 1-mile segment of STO on Bainbridge Island connects the Bainbridge Island Ferry Terminal north to Sakai Park. The proposed remainder of the STO throughout the city will mostly parallel SR 305, which is relatively flat with existing right-of-way (ROW) for the trail. The STO is designed as a two-way, shared-use path with a preferred 12-foot paved surface, accommodating users of all ages and abilities.

### Alternatives Evaluation Memo

The project will determine the next steps for the STO on Bainbridge Island. An engineered 20% design will be developed for the section of trail from Madison Avenue to Sakai Park (Figure 1). Two planning-level alignments were identified for the remainder of the STO from Agate Pass Bridge to Madison Avenue. Two alignments were identified for the planning-level segments based on existing conditions, environmental constraints, and land availability. This memo documents the existing conditions and evaluation criteria used to determine a preferred alignment.

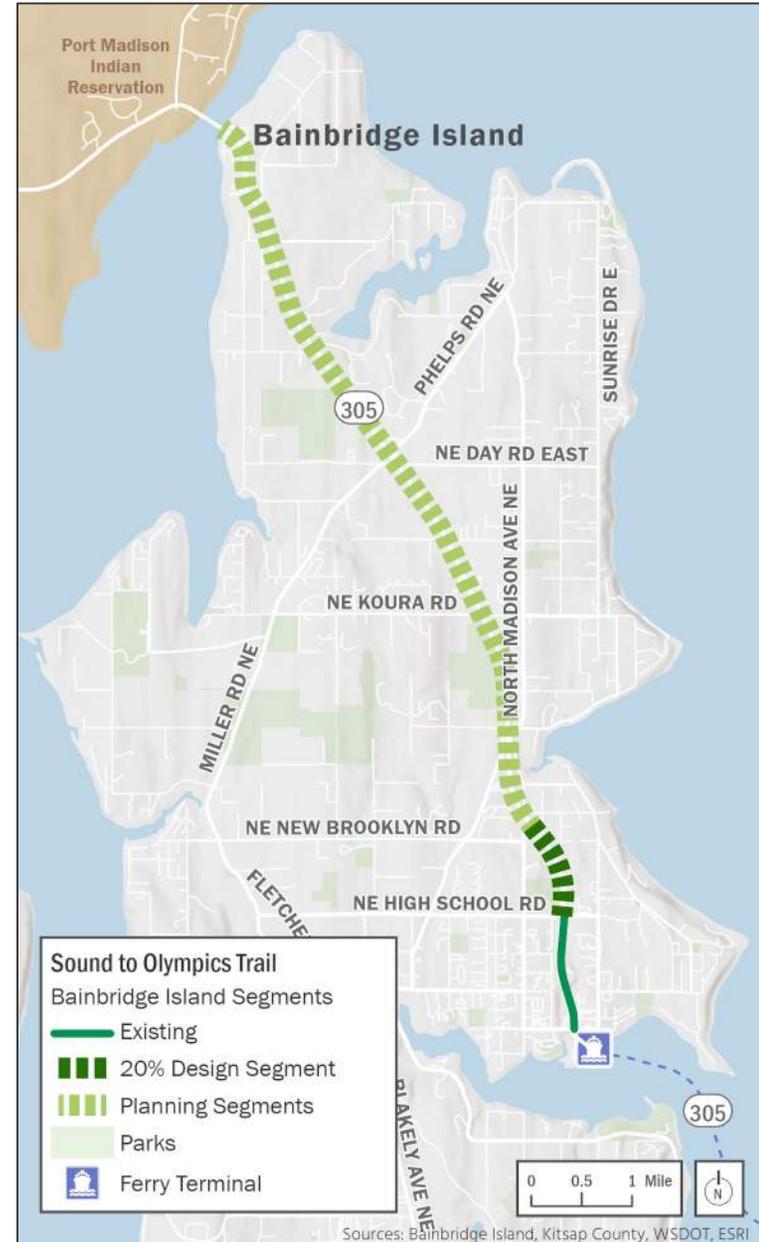


Figure 1. Project Segments

## EXISTING CONDITIONS

Consistent with previous plans, the planning-level section of the STO (Figure 2) was divided into the following seven segments:

1. Local Connector Segment
2. Bloedel Segment
3. Hidden Cove Segment
4. Business-Industrial North Segment
5. Business-Industrial South Segment
6. Meigs Park Segment
7. Middle Schools/Coppertop Segment

### Alignment Alternatives Development

The project team used geospatial data and analysis to map and document existing conditions along the SR 305 corridor for each of the segments. Opportunities and challenges were identified through site visits to determine potential locations for the trail alignments. The suggested alignments were crafted to fit entirely within the existing ROW or city-owned properties, considering connections to community areas and destinations. Additional consideration was given to minimize the impacts on existing trees and vegetation. The City then engaged the public in assessing these proposed alignments through an interactive web map.



Figure 2. Planning-Level STO Segments

### Transit Connections

Bainbridge Island's transit is managed by Kitsap Transit, with key routes along State Route 305, such as 390 (Poulsbo/Bainbridge) and 333 (Silverdale/Bainbridge). Additional routes like 94 (Agate Point), 93 (Manzanita), and 96 (Sunrise) intersect with the study area, enhancing accessibility. The Washington State Ferries operate from the Bainbridge Island Ferry Terminal at the southern end of Route 305. Once the Sound to Olympic Trail is completed, it will connect to the Bainbridge Island Ferry and provide a connection across the Puget Sound to Seattle.

Park-and-ride lots on Bainbridge Island include Bethany Lutheran Church, Island Church, and Day Road. Although not within the Bainbridge Island city limits, Clearwater Park & Ride is just over the Agate Pass Bridge and provides access to the island. Figure 3 shows key transit routes and the park-and-ride locations.

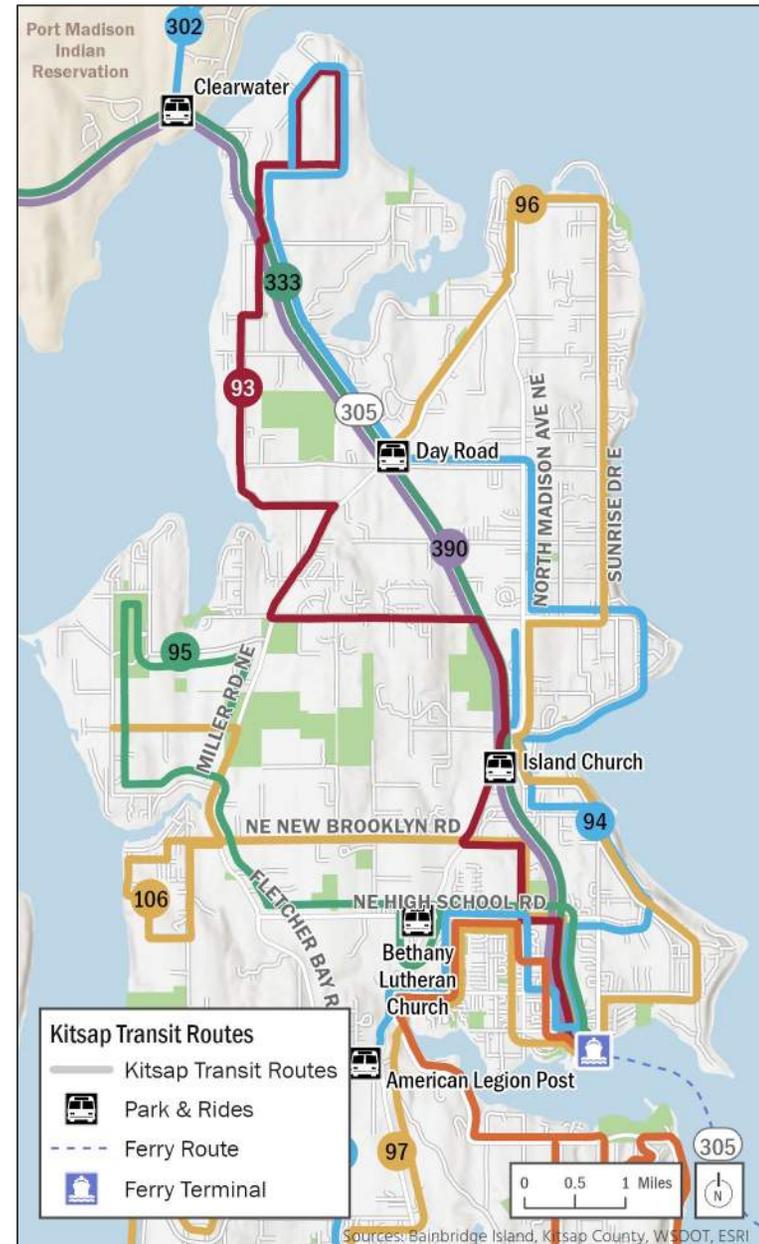


Figure 3. Transit Connections

### Existing Topography

Building a trail adjacent to the SR 305 highway corridor is a strategic choice driven by several considerations, primarily the steepness of the terrain and the availability of land. This highway's ROW follows one of the longest continuous stretches of relatively flat land on the island, making it more feasible for a trail compared to the hilly terrain found elsewhere.

The STO alignments are intended to fall largely within the SR 305 ROW since it is already public land and would eliminate the need to secure easements through private property, a challenge in other locations. As portions of the corridor have already undergone grading, an alignment along SR 305 can minimize overall construction costs and preserve the unique topography of the area. In various locations, SR 305 follows a trapezoidal pattern, either elevated on fill or traversing through a cut. This characteristic will influence the construction of the trail, potentially necessitating extra cut and fill operations to add width for the trail.

Figure 4 shows elevation contours in areas surrounding the planning-level segments. Areas in red are over 40% slope and are classified as geohazard due to the susceptibility of steep slopes to erosion, landslides, and earthquakes. The area along SR 305 generally avoids some of these concerns.

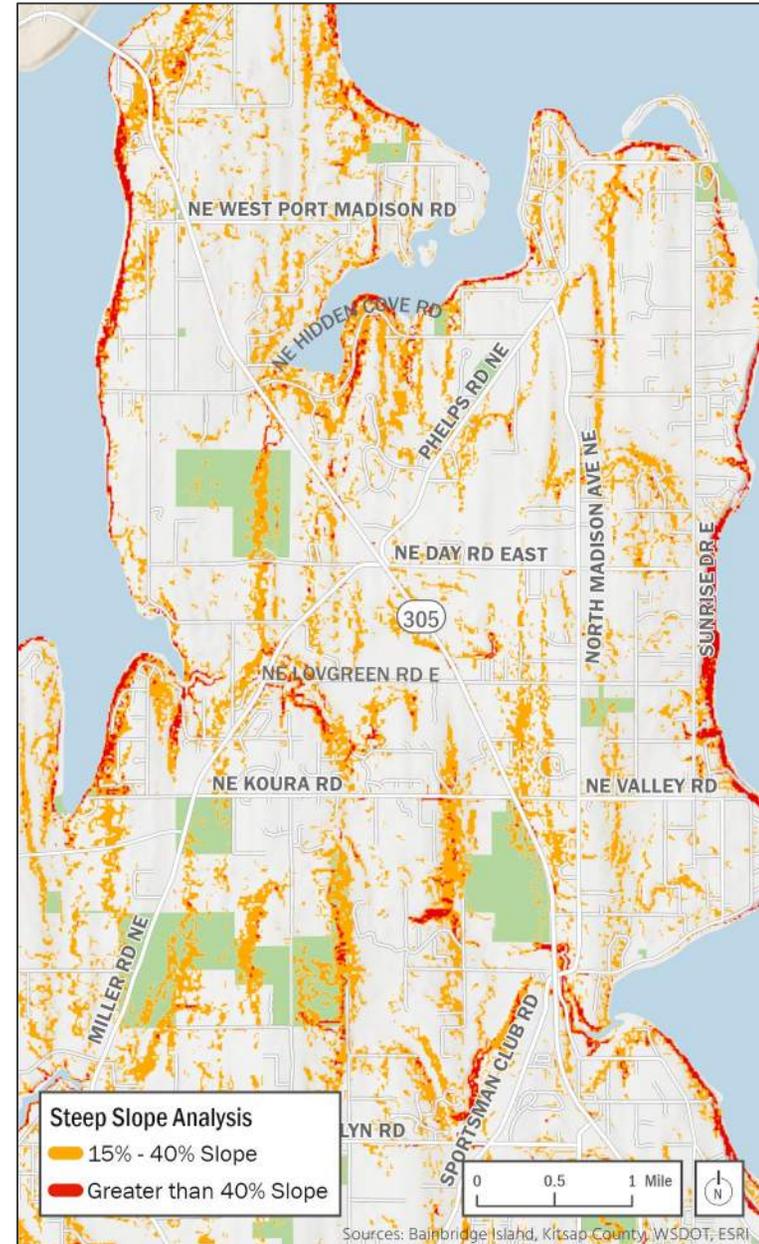


Figure 4. Existing Topography

## Local Connector Segment

The Local Collector Segment extends south from the Agate Pass Bridge, which marks the northern boundary of Bainbridge Island, to NE Seabold Road/NE West Port Madison Road. Signs on the bridge and along the highway indicate shared use of the road for bicyclists and vehicles. There is limited or no shoulder on the eastern side of the road for approximately 1,000 feet south from Agate bridge, which restricts northbound access for bicyclists. South of Agatewood Road, the shoulders widen to 6 feet for the remainder of SR 305, consistent with Design Type B Shoulders in the City's *Nonmotorized Transportation Plan* (2001).

There is an existing Puget Sound Energy (PSE) utilities easement within the SR 305 ROW. The easement extends south from Agate Pass Bridge to Rotary Centennial Park on the west side of SR 305 within the public ROW.

In 2012, the Bainbridge Island Land Trust acquired two parcels north of NE Adas Will Lane and created the Agate Passage Preserve. The 7.5-acre Preserve includes mixed, mature second-growth forest, open meadows, an intermittent stream without fish, and wetlands. The trail network at the Preserve is open to the public during daytime hours. There is no parking at the preserve, so users are instructed to park at Rotary Centennial Park and walk along an existing informal, unmarked trail to access the Preserve through a gravel road off NE Adas Will Lane. There is one existing trail through Rotary Centennial Park.

The northern end of the segment has an existing wetland west of SR 305, with a wetland buffer extending into the ROW. There is one stream crossing near Agate Preserve that is not known to be used by fish. A portion of the ROW along the northern end of the segment is within a geohazard risk area due to steep slopes. There are WSDOT roundabout projects in construction at NE Adas Will Lane/SR 305 and NE West Port Madison Road/NE Seabold Road/SR 305. Figure 5 shows key features of the Local Connector Segment.



Figure 5. Local Connector Segment: Existing Conditions

### Bloedel Segment

The Bloedel Segment extends south from NE Seabold Road/NE West Port Madison Road to NE Hidden Cove Road. The trails within Rotary Centennial Park do not extend outside of the park’s boundaries. Bicyclists and pedestrians use the existing Design Type B shoulder, which is about 6 feet in either direction, along SR 305 throughout the Bloedel Segment.

Most parcels surrounding the segment are rural, single-family residential dwellings. Most public ROW in this area is along SR 305, with minimal ROW along the adjacent collector streets. Seabold United Methodist Church is northwest of the NE Seabold Church Road intersection with SR 305. Available ROW surrounding the church varies from 8 feet to 30 feet on either side of the road.

Wetlands are present northwest of the NE Hidden Cove Road intersection with US 305. A fish-bearing stream crosses SR 305 north of NE Manual Road. Topography is relatively flat in this area, with steep slopes indicating a geohazard risk just south of NE Hidden Cove Road. Figure 6 shows the existing conditions of the Bloedel Segment.

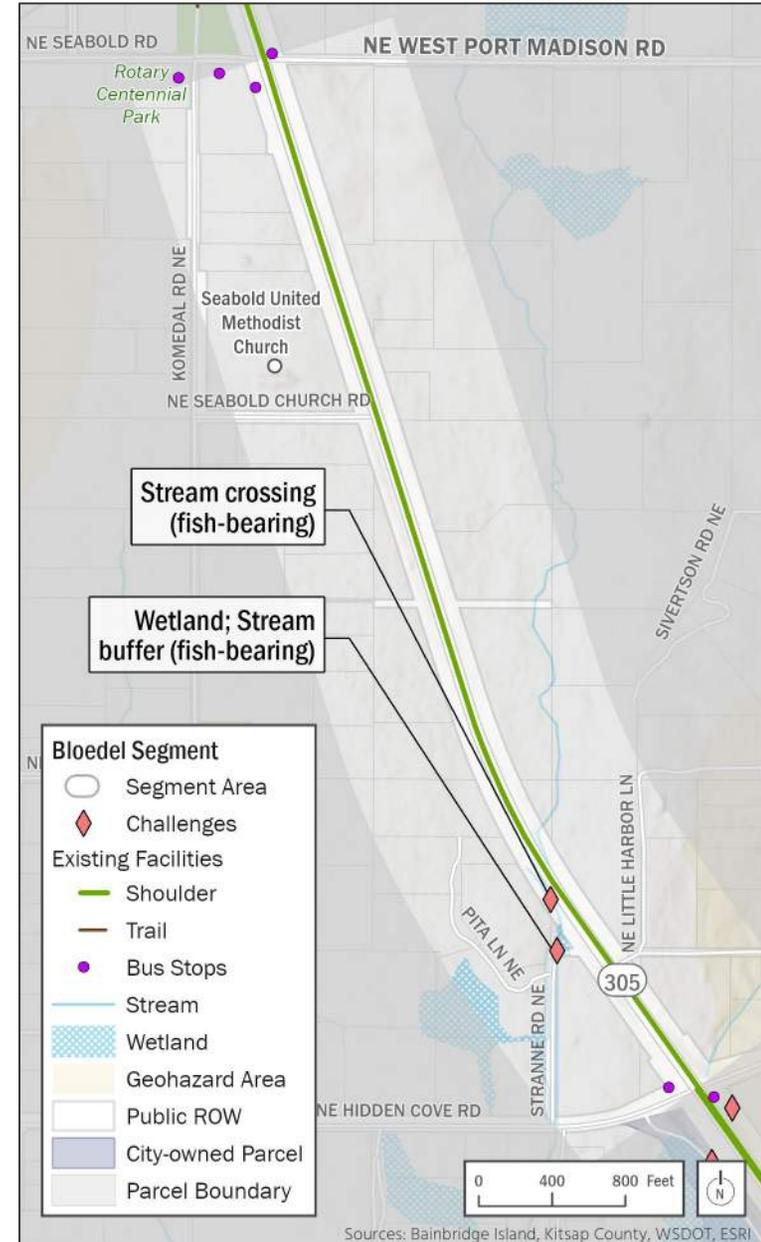


Figure 6. Bloedel Segment: Existing Conditions

### Hidden Cove Segment

The Hidden Cove Segment extends south from NE Hidden Cove Road to NE Day Road (Figure 7). Bicyclists and pedestrians use the existing Design Type B shoulder, which is about 6 feet in either direction, along SR 305. One 4-foot bike lane is present on SR 305 for northbound bicyclists approaching the NE Day Road intersection. “Share the Road” signage is present along Phelps Road NE, which connects to NE Day Road near the intersection with SR 305.

The four parcels southwest of SR 305/NE Hidden Cove Road intersection are owned by the city. Bainbridge Island Public Works has a maintenance facility on the large parcel adjacent to SR 305, which connects to NE Hidden Cove Road via an access road across the parcel. A PSE substation is located at the southern end of the segment.

Manzanita Park is a popular community destination that is accessed via NE Day Road W. The park has 2 miles of equestrian and walking trails and connects directly to the Bainbridge Island Saddle Club, which is east of the park. The Bainbridge Island Saddle Club is a membership nonprofit organization dedicated to promoting good horsemanship and fostering amateur equestrian sports in the Bainbridge Island community through educational activities schooling shows, clinics, and member-only events and providing a supportive environment for horse enthusiasts while partnering with other nonprofit organizations and serving as the home for the Bainbridge Island Pony Club.

A large wetland is present in the northeast corner of the Hidden Cove Segment, extending south through the western side of Manzanita Park. A fish-bearing stream crosses SR 305 just north of the intersection with NE Day Road. There is a geohazard risk along the northwest corner of SR 305, with significantly steep slopes between the maintenance facility access road and SR 305.

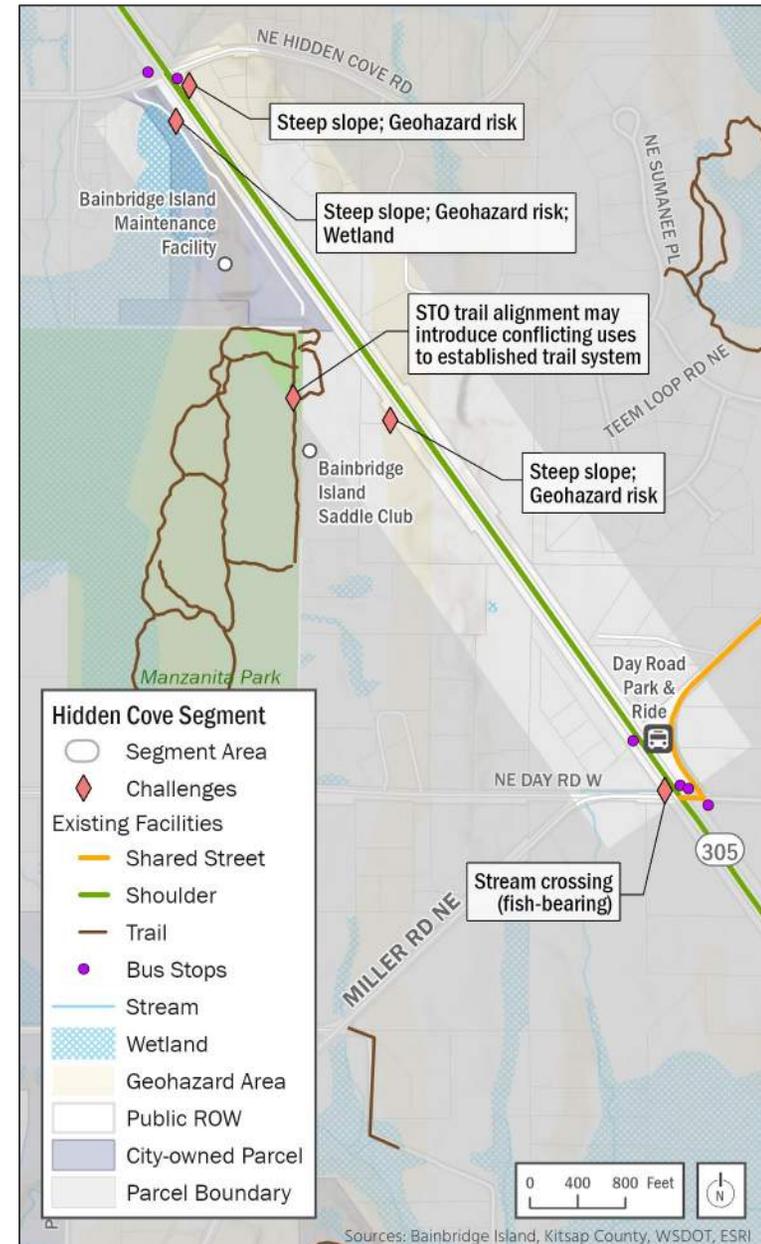


Figure 7. Hidden Cove Segment: Existing Conditions

### Business-Industrial North Segment

The Business-Industrial North Segment extends south from NE Day Road to NE Lovgreen Road (Figure 8). One 4-foot bike lane is present on SR 305 for northbound bicyclists approaching the NE Day Road intersection. Bicyclists and pedestrians use the existing Design Type B shoulder, which is about 6 feet in either direction, along SR 305.

In 2022, the Bainbridge Island Parks & Trails Foundation started work on the Farm Trail. The trail, which was identified through the City’s Sustainable Transportation Plan, will connect NE Lovgreen Road to NE Day Road E along a strip of unopened ROW and easements east of SR 305. The trail borders city-owned and private farmlands and vineyards. Other destinations in the area include the Island School, a private elementary school on NE Day Road E.

Wetlands are present in the southern section of the Business-Industrial North Segment, west of SR 305. Manzanita Creek is a fish-bearing stream that crosses SR 305 just north of NE Lovgreen Road. There are some geohazard areas along the segment.



Figure 8. Business-Industrial North Segment: Existing Conditions

### Business-Industrial South Segment

The Business-Industrial South Segment extends south from NE Lovgreen Road to NE Koura Road (Figure 9). Bicyclists and pedestrians use the existing Design Type B shoulder, which is about 6 feet in either direction, along SR 305. A 30-foot-wide strip of public ROW extends directly south from SR 305 to Koura Road.

The Bainbridge Island Recreation Center is accessed via NE Koura Road. The Recreation Center serves as a comprehensive facility within the Bainbridge Island Metro Park & Recreation District, offering diverse recreational opportunities, such as fitness rooms, sports gymnasiums, indoor tennis courts, a pool, and children's programs. The facility provides a versatile space for fitness, sports, and family-oriented programs for users of all ages.

Wetlands are present in the southern half of the Business-Industrial South Segment, west of SR 305. A fish-bearing stream crosses west of SR 305, with additional non-fish streams and perennial streams crossing to the east of the roadway. Approximately half of the SR 305 ROW in this segment is within a stream buffer. Some geohazard risks due to steep slopes are present at the SR 305 intersection with NE Koura Road/NE Valley Road.

NE Koura Road/NE Valley Road offer a potential east-west pedestrian and bicycle connector. NE Koura Road/NE Valley Road have low traffic volumes.

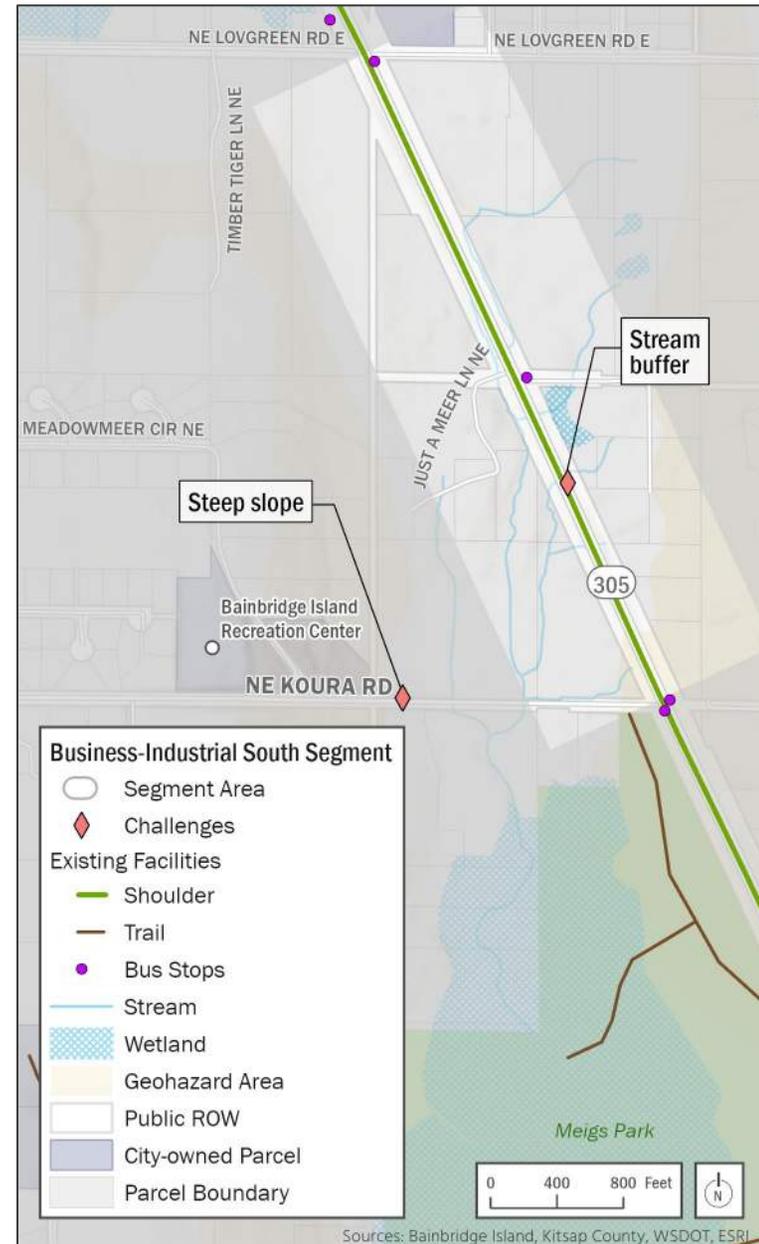


Figure 9. Business-Industrial South Segment: Existing Conditions

## Meigs Park Segment

The Meigs Park Segment extends from NE Koura Road/NE Valley Road to Sportsman Club Road /N Madison Avenue NE (Figure 10). Two bike lanes are present for northbound and southbound bicyclists along SR 305 at the intersection with Sportsman Club Road NE/N Madison Avenue NE. Along the corridor, bicyclists and pedestrians use the existing Design Type B shoulder, which is about 6 feet in either direction. As mentioned above, NE Koura Road/NE Valley Road offer a potential east-west pedestrian and bicycle connector.

Meigs Park is located at the southwest corner of Koura Road and SR 305, spanning nearly 100 acres and featuring a rich ecosystem, including wetlands, ponds, native plants, wildlife habitat, and old-growth spruce. Founded in 1992 with the acquisition of the 67-acre parcel, Meigs Park expanded through the subsequent purchase of three additional parcels, collectively known as Meigs Farm, totaling 20 acres. The Bainbridge Island Metro Park & Recreation District (BIMPRD) holds conservation easements on both Meigs Park and Farm.

An existing trail parallels SR 305 along the eastern side of the park and is accessed via a small parking lot on NE Koura Road. Over half of the park is a designated wetland, with access near the delicate bog limited to the public. There is no existing access from the southbound terminus of the trail to SR 305.

Murden Creek, a fish-bearing stream and tributary to Murden Cove, extends through Meigs Park and crosses SR 305 north of Sportsman Club Road NE. WSDOT’s SR 305/Murden Creek project (completed November 2023) replaced an existing culvert with a new bridge at SR 305, which would accommodate a future shared-use path crossing. There is a Type A pedestrian facility on the west side and a Type B pedestrian facility on the east side. Steep slopes are present along the northern half of the segment and near the stream crossing. Additional wetlands are present east of SR 305 near N Madison Avenue NE.

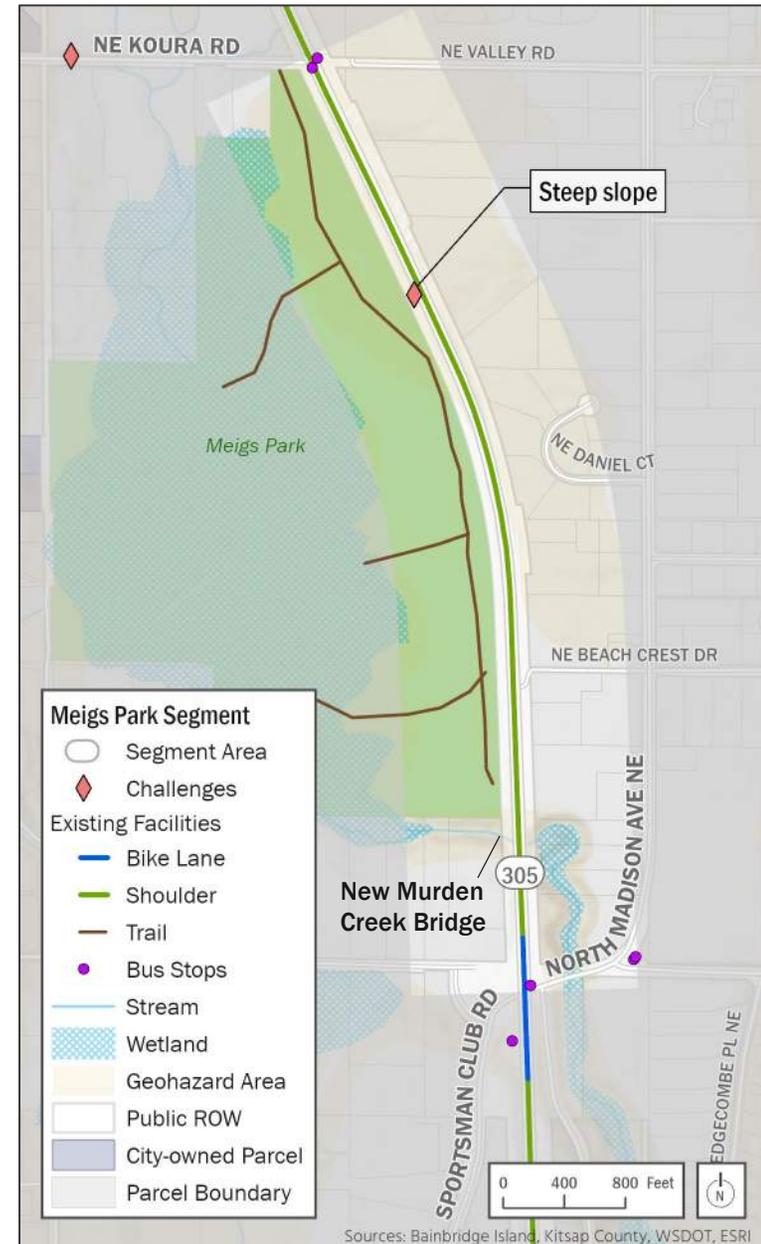


Figure 10. Meigs Park Segment: Existing Conditions

### Middle Schools/Coppertop Segment

The Middle Schools/Coppertop Segment extends south from Sportsman Club Road/N Madison Avenue NE to Madison Avenue NE (Figure 11). This marks the southernmost section currently under consideration for planning purposes, while the remaining portion of the corridor, extending from Madison Avenue NE south to Sakai Park, will be planned with engineering design to 20%.

Two bike lanes are present at the intersection for northbound and southbound bicyclists along SR 305 at the intersection with Sportsman Club Road NE/N Madison Avenue NE. Along the corridor, bicyclists and pedestrians use the existing Design Type B shoulder, which is about 6 feet in either direction.

Coppertop Park is a commercial business complex between Sportsman Club Road and SR 305, including office space, dining, entertainment, and gyms. There is no existing nonmotorized or vehicular access that connects Coppertop Park to SR 305. There is an existing path adjacent to Sportsman Club Road from Coppertop Park to the crosswalk connecting to Sakai Intermediate School. Woodward Middle School is just south of Sakai Intermediate School. Sidewalks are present along some residential neighborhoods and south of the Middle Schools/Coppertop Segment.

A fish-bearing stream and wetland are present northeast of the corridor, with steep slopes creating a geohazard risk in some sections of the SR 305 ROW.

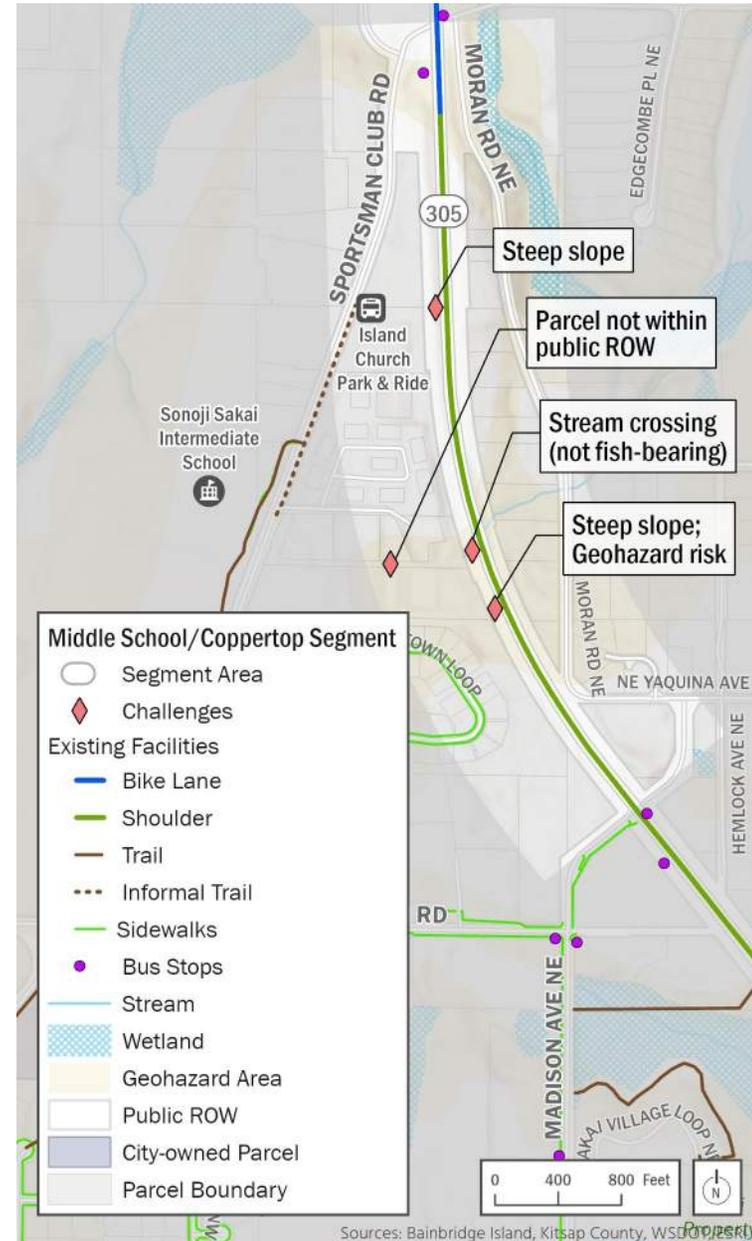


Figure 11. Middle Schools/Coppertop Segment: Existing Conditions

## ALIGNMENT ALTERNATIVE EVALUATION

Two preliminary alternative alignments were developed for each planning-level segment from Agate Pass Bridge to Madison Avenue N based on existing conditions, available ROW, and environmental constraints (Figure 12). Alignments were developed to optimize route directness and utilize existing access via public ROW or easements. Upcoming projects along SR 305 were taken into consideration since they may present the opportunity to incorporate the trail. There are WSDOT roundabout projects in construction at NE Adas Will Lane and NE West Port Madison Road along SR 305, and another roundabout is planned at NE Day Road. Both alternative alignments are west of SR 305 due to significant slope challenges on the east side of the roadway.

Alignment 1 largely parallels SR 305, leveraging the existing ROW for the highway. This alternative minimizes land acquisition and offers a more straightforward route compared to using side roads. Alignment 2 utilizes existing open space or easements outside of the SR 305 ROW, offering a longer route but additional separation from the roadway.

This section of the report details each of the two alternatives considered for each segment. Opportunities identified by the project team are highlighted for each segment.



Figure 12. Preliminary Alignments

### Evaluation Criteria

Evaluation criteria were developed to provide a comprehensive framework for assessing the suitability and viability of the different trail alignments for each segment. Criteria were grouped into three categories: feasibility, user experience, and environmental impacts. Table 1 shows the rankings applied for each segment, with detailed methodology and scoring included in Appendices A and B. Further field investigations would be required to determine a nexus with known cultural resources.

#### 1. Feasibility

- **Capital Costs:** Initial costs and major improvements related to topography or environmental features, such as streams, wetlands, bridges, boardwalks, culverts, or retaining walls.
- **ROW Acquisition:** Capital costs associated with acquiring additional ROW.
- **Maintenance:** Anticipated ongoing maintenance costs for the trail.
- **Directness:** The efficiency of the trail route from the starting point to the endpoint.

#### 2. User Experience

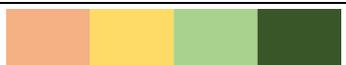
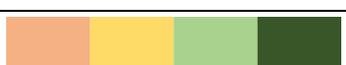
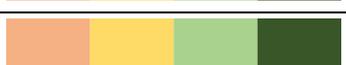
- **Accessibility:** Ease of access for users of all ages and abilities, including those with assisted mobility devices.
- **Destinations:** Access to local destinations, such as parks, schools, and businesses, and the opportunity to improve access to transit stops.
- **Aesthetics:** User proximity to scenic views or significant ecosystems, considering the impact of visual and sound elements and the proximity to SR 305 ROW.

#### 3. Environmental Impacts

- **Trees:** Evaluation of impacts on trees, considering factors like age, health, and quantity.

- **Critical Areas:** Assessment of impacts on various environmental features, including wetlands, streams, sources of fresh drinking water, wildlife habitats, frequently flooded areas, and geologically hazardous areas.

Table 1. Evaluation Criteria Ranking

CATEGORY	MEASURE	RANKING
Feasibility	Capital Costs	
	ROW Acquisition	
	Maintenance	
	Directness	
User Experience	Accessibility	
	Destinations	
	Aesthetics	
Environmental Impacts	Tree Impacts	
	Critical Areas	

#### SEGMENT RANKING



### Local Connector Segment

Alternative 1 parallels SR 305, positioned west of the road within the existing ROW using the informal trail alignment. Alternative 2 generally aligns with the SR 305 ROW but is farther west in the northern section than Alternative 1, passing under existing power lines to create additional separation from the road. The lower section of Alternative 2 crosses through Rotary Centennial Park, providing riders separation from SR 305 (Figure 13). There are unresolved issues regarding connecting the trail to Agate bridge that will be addressed in the future.

Alternative 1 ranked higher for the Local Connector Segment, driven by the ease of building adjacent to SR 305’s existing ROW. User experience was comparable, as both alternatives include connections to key destinations—Agate Passage Preserve and Rotary Centennial Park—in the study area. While Alternative 2 offers the option to cut through the park, it predominantly parallels the highway, resulting in similar noise levels. Alternative 1 parallels SR 305 and may have a greater impact to trees compared to Alternative 2, which follows the utility easement (Table 2).

Table 2. Local Connector Segment Evaluation

CATEGORY	MEASURE	LOCAL CONNECTOR SEGMENT	
		ALTERNATIVE 1	ALTERNATIVE 2
Feasibility	Capital Costs	Yellow	Green
	ROW Acquisition	Dark Green	Dark Green
	Maintenance	Dark Green	Yellow
	Directness	Dark Green	Green
User Experience	Accessibility	Green	Yellow
	Destinations	Dark Green	Dark Green
	Aesthetics	Orange	Yellow
Environmental Impacts	Trees	Orange	Green
	Critical Areas	Green	Yellow

Least Suitable    Suitable    Desirable    Excellent

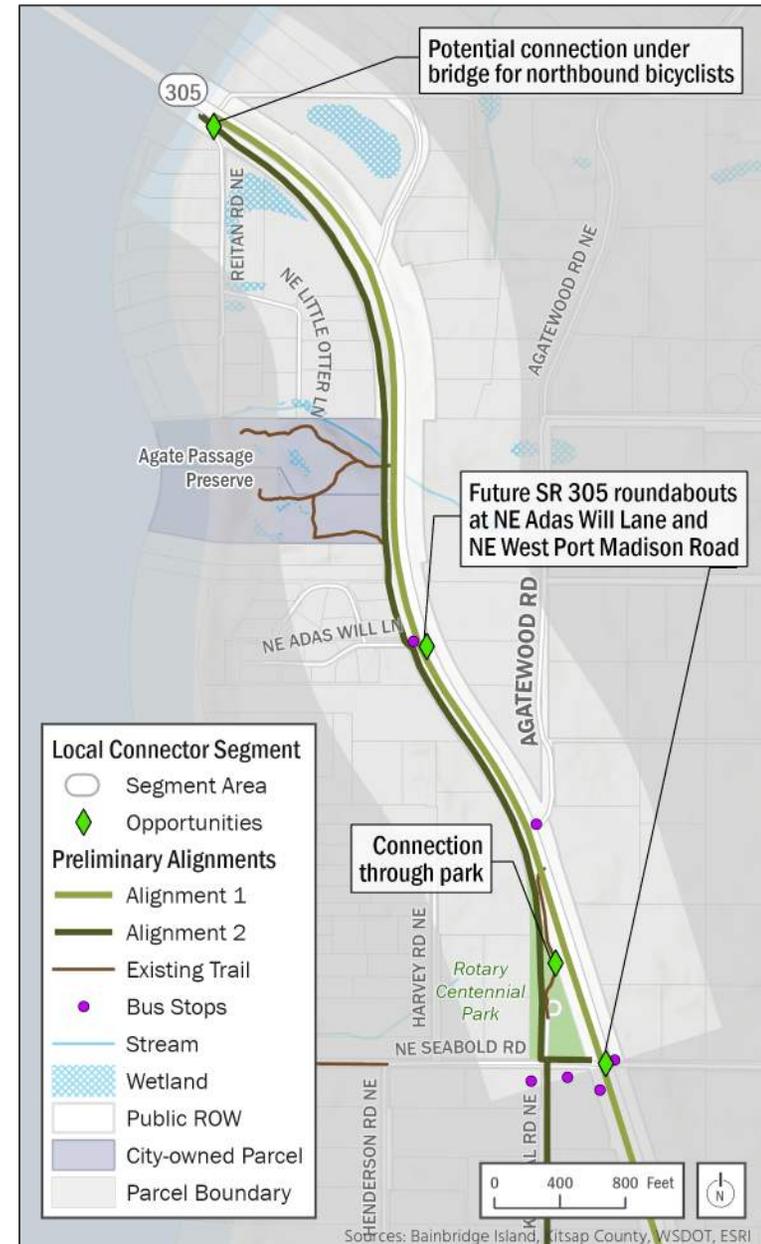


Figure 13. Local Connector Segment: Alignment Alternatives

### Bloedel Segment

Alternative 1 parallels SR 305, positioned west of the road within the existing ROW (Figure 14). Alternative 2 adheres to the SR 305 ROW for approximately half of the segment but takes two detours along Komedal Road NE and Stranne Road NE.

Alternative 1 was ranked as the more suitable alignment given the existing ROW. Some additional maintenance outside of scheduled programs may be necessary due to stream and wetland crossings. Alternative 1 also earned a higher user experience ranking, primarily attributed to its shorter length and fewer turns compared to Alternative 2.

Alternative 2 would likely require ROW acquisition along Komedal Road NE and NE Seabold Church Road. Alternative 1 is anticipated to have fewer environmental impacts as it utilizes the existing ROW, while Alternative 2 involves traversing through existing wetland areas. See Table 3 below for details of the evaluation.

Table 3. Bloedel Segment Evaluation

CATEGORY	MEASURE	BLOEDEL SEGMENT	
		ALTERNATIVE 1	ALTERNATIVE 2
Feasibility	Capital Costs	Excellent	Desirable
	ROW Acquisition	Least Suitable	Least Suitable
	Maintenance	Desirable	Least Suitable
	Directness	Least Suitable	Desirable
User Experience	Accessibility	Desirable	Least Suitable
	Destinations	Desirable	Least Suitable
	Aesthetics	Least Suitable	Desirable
Environmental Impacts	Trees	Least Suitable	Least Suitable
	Critical Areas	Desirable	Least Suitable

Least Suitable	Suitable	Desirable	Excellent
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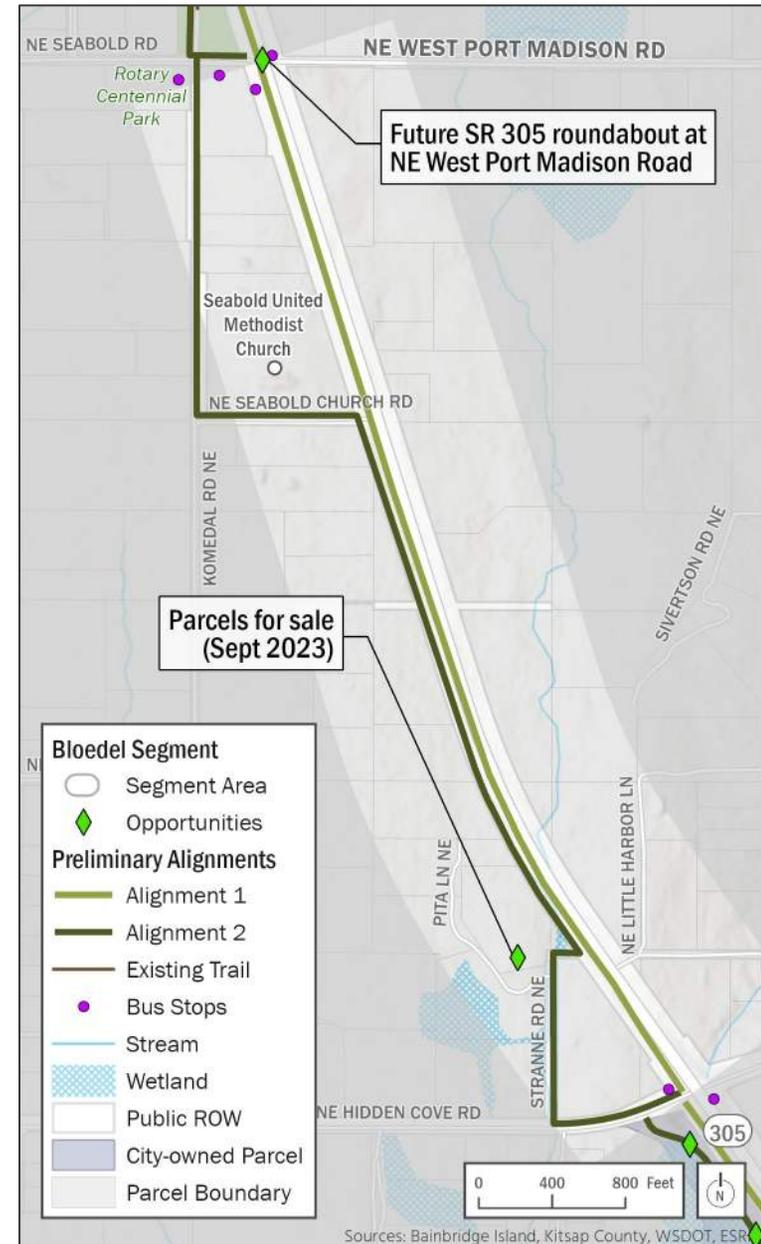


Figure 14. Bloedel Segment: Alignment Alternatives

### Hidden Cove Segment

Due to the intricacies of the Hidden Cove Segment, the alignments for Alternatives 1 and 2 were subdivided into 1A, 2A, 1B, and 2B (Figure 15). Alternative 1 parallels SR 305, positioned west of the road within the existing ROW. Alternative 2 follows the Bainbridge Island Maintenance Facility access road and cuts south through Manzanita Park, building on existing equestrian and walking trails before reconnecting to SR 305.

In the northern portion of the segment, Alternative 2A was ranked higher as it leveraged the use of an existing access road that could be converted to a shared-use facility, with minimal additional impacts on the environment or grading. For the southern section of the segment, Alternative 1B received a higher ranking (Table 4). The slopes at the south end of the maintenance facility are gentle, where a transition from 2A to 1B would be feasible. The access road and SR 305 are similar in elevation with a ~7' ditch in between. The existing trails in Manzanita Park are tailored for equestrians and pose challenges in adapting them to accommodate multiple user types needed for the STO.

Table 4. Hidden Cove Segment Evaluation

CATEGORY	MEASURE	HIDDEN COVE SEGMENT			
		ALTERNATIVE 1A	ALTERNATIVE 1B	ALTERNATIVE 2A	ALTERNATIVE 2B
Feasibility	Capital Costs	Least Suitable	Excellent	Excellent	Excellent
	ROW Acquisition	Excellent	Excellent	Excellent	Excellent
	Maintenance	Desirable	Desirable	Excellent	Excellent
	Directness	Excellent	Least Suitable	Excellent	Excellent
User Experience	Accessibility	Least Suitable	Desirable	Excellent	Excellent
	Destinations	Desirable	Desirable	Excellent	Least Suitable
	Aesthetics	Least Suitable	Least Suitable	Desirable	Excellent
Environmental Impacts	Trees	Desirable	Desirable	Least Suitable	Least Suitable
	Critical Areas	Desirable	Desirable	Least Suitable	Least Suitable

Least Suitable    Suitable    Desirable    Excellent

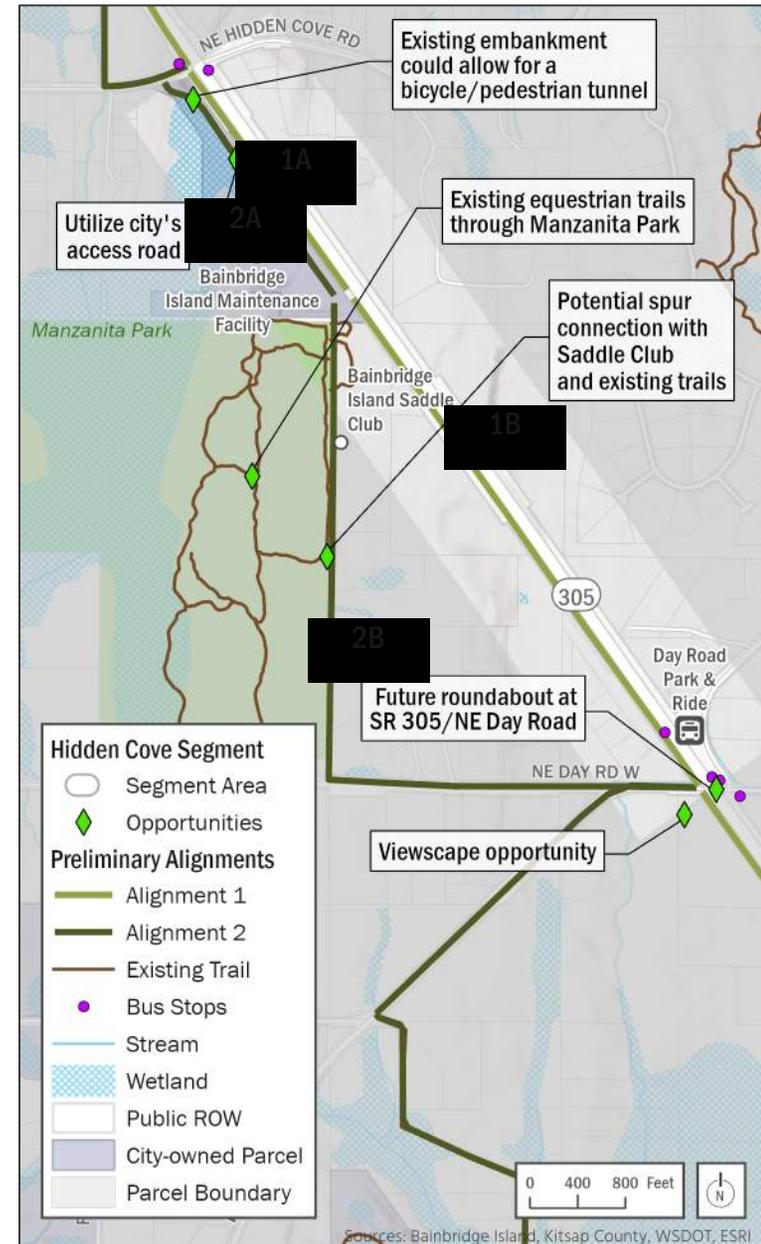


Figure 15. Hidden Cove Segment: Alignment Alternatives

### Business-Industrial North Segment

Alternative 1 parallels SR 305, positioned west of the road within the existing ROW. Alternative 2 follows Miller Road NE and connects to NE Lovgreen using public open space (Figure 16).

Alternative 1 ranked higher given its direct route with fewer crossings through environmentally sensitive areas. Alternative 2 was significantly longer, with indirect turns and crossings through wetlands, steep slopes, and fish-bearing streams. Both had connections to transit and the Farm Trail, though Alternative 1 provided more direct connections between destinations. Alternative 2 included six fish-bearing stream crossings, as well as crossings through over wetlands, liquefaction areas, and priority habitats and species areas. Table 5 provides evaluation details.

NE Lovgreen Road offers a potential east-west pedestrian and bicycle connector. Based on the FHWA pedestrian crossing guide, given the speed limit (50mph) and traffic volumes (18,000 ADT), a pedestrian hybrid beacon (PHB) is recommended. A full signal could also be considered, dependent on warrants.

Table 5. Business-Industrial North Segment Evaluation

CATEGORY	MEASURE	BUSINESS-INDUSTRIAL NORTH SEGMENT	
		ALTERNATIVE 1	ALTERNATIVE 2
Feasibility	Capital Costs		
	ROW Acquisition		
	Maintenance		
	Directness		
User Experience	Accessibility		
	Destinations		
	Aesthetics		
Environmental Impacts	Trees		
	Critical Areas		

Least Suitable    Suitable    Desirable    Excellent



Figure 16. Business-Industrial North Segment: Alignment Alternatives

### Business-Industrial South Segment

Alternative 1 parallels SR 305, positioned west of the road within the existing ROW. Alternative 2 uses a strip of public ROW between residential houses that connects south to NE Koura Road, just east of the Bainbridge Island Recreation Center (Figure 17).

Alternative 1 received a higher suitability ranking for the Business-Industrial North Segment. From a feasibility perspective, it would likely have lower capital costs due to its shorter and more direct route, which could be aligned with the existing maintenance program for SR 305. The existing ROW along Koura Road is approximately 45 feet. NE Koura Road/NE Valley Road offer a potential east-west pedestrian and bicycle connector. The existing public ROW immediately east of the Meadowmeer neighborhood is approximately 30 feet and requires further investigation regarding ownership and encroachments. Alternative 2, despite offering a more visually pleasing view, would extend the time and distance for the segment significantly and traverse more environmentally critical areas. Table 6 provides evaluation details.

Table 6. Business-Industrial South Segment Evaluation

CATEGORY	MEASURE	BUSINESS-INDUSTRIAL SOUTH SEGMENT	
		ALTERNATIVE 1	ALTERNATIVE 2
Feasibility	Capital Costs	Suitable	Least Suitable
	ROW Acquisition	Suitable	Least Suitable
	Maintenance	Suitable	Least Suitable
	Directness	Suitable	Least Suitable
User Experience	Accessibility	Suitable	Suitable
	Destinations	Suitable	Suitable
	Aesthetics	Least Suitable	Suitable
Environmental Impacts	Trees	Least Suitable	Least Suitable
	Critical Areas	Suitable	Least Suitable

Least Suitable    Suitable    Desirable    Excellent

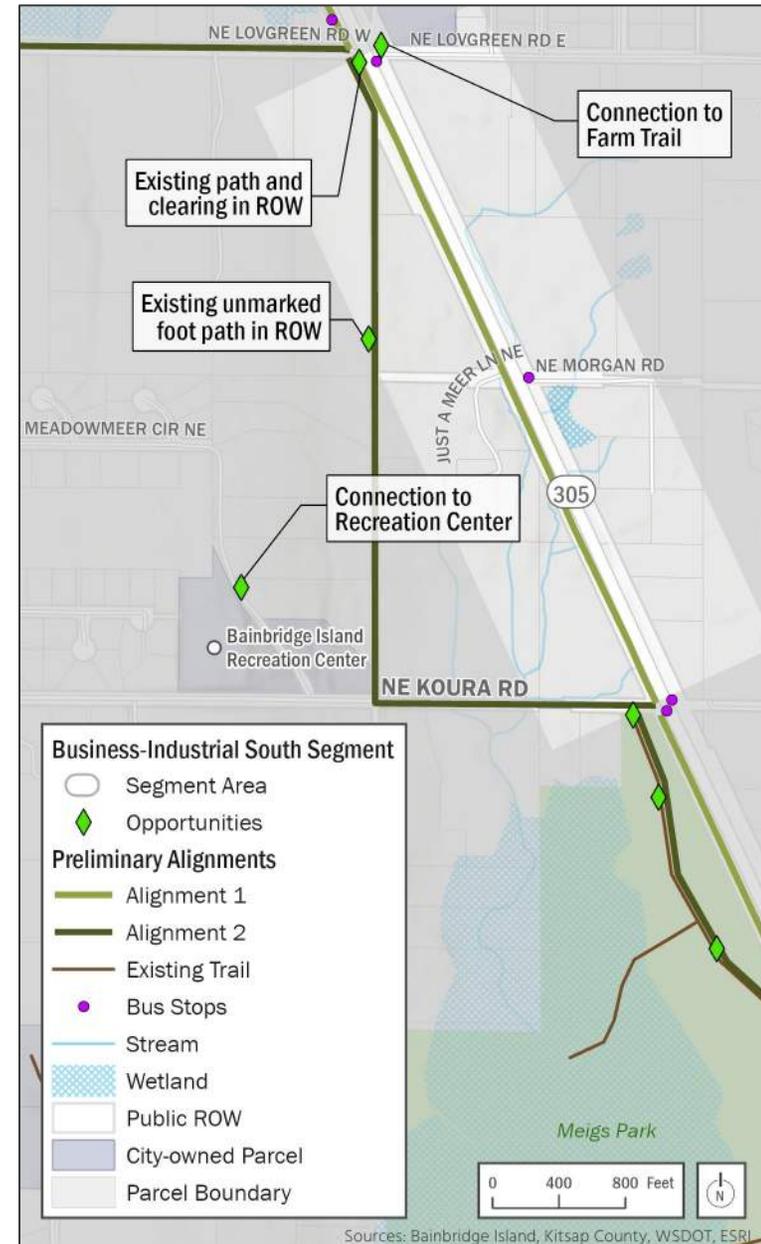


Figure 17. Business-Industrial South Segment: Alignment Alternatives

### Meigs Park Segment

Alternative 1 parallels SR 305, positioned west of the road within the existing ROW. Alternative 2 follows the existing walking trail through Meigs Park and Meigs Farm, joining back to SR 305 near the southern terminus of the segment (Figure 18).

Alternative 2 was ranked more suitable for the Meigs Park Segment, as the implementation and capital costs could be reduced by leveraging the existing trail and old road grade network along the eastern side of Meigs Park. Improved access to destinations, including Meigs Park itself and several bus stops, along with other parks within a 1-mile radius, would be facilitated. Alternative 2, situated outside the SR 305 ROW for most of the segment, offers scenic views of the park and wetland areas. While both alternatives involve impacts to some trees, Alternative 2 is likely to have fewer impacts. Both options include a fish-bearing stream crossing (utilizing WSDOT’s new Murden Creek bridge), a wetland buffer crossing, steep slopes, and are within the potential liquefaction zone. Table 7 provides evaluation details.

Table 7. Meigs Park Segment Evaluation

CATEGORY	MEASURE	MEIGS PARK SEGMENT	
		ALTERNATIVE 1	ALTERNATIVE 2
Feasibility	Capital Costs	Yellow	Green
	ROW Acquisition	Dark Green	Dark Green
	Maintenance	Light Green	Light Green
	Directness	Dark Green	Light Green
User Experience	Accessibility	Light Green	Dark Green
	Destinations	Light Green	Dark Green
	Aesthetics	Orange	Dark Green
Environmental Impacts	Trees	Orange	Yellow
	Critical Areas	Light Green	Light Green

Least Suitable    Suitable    Desirable    Excellent

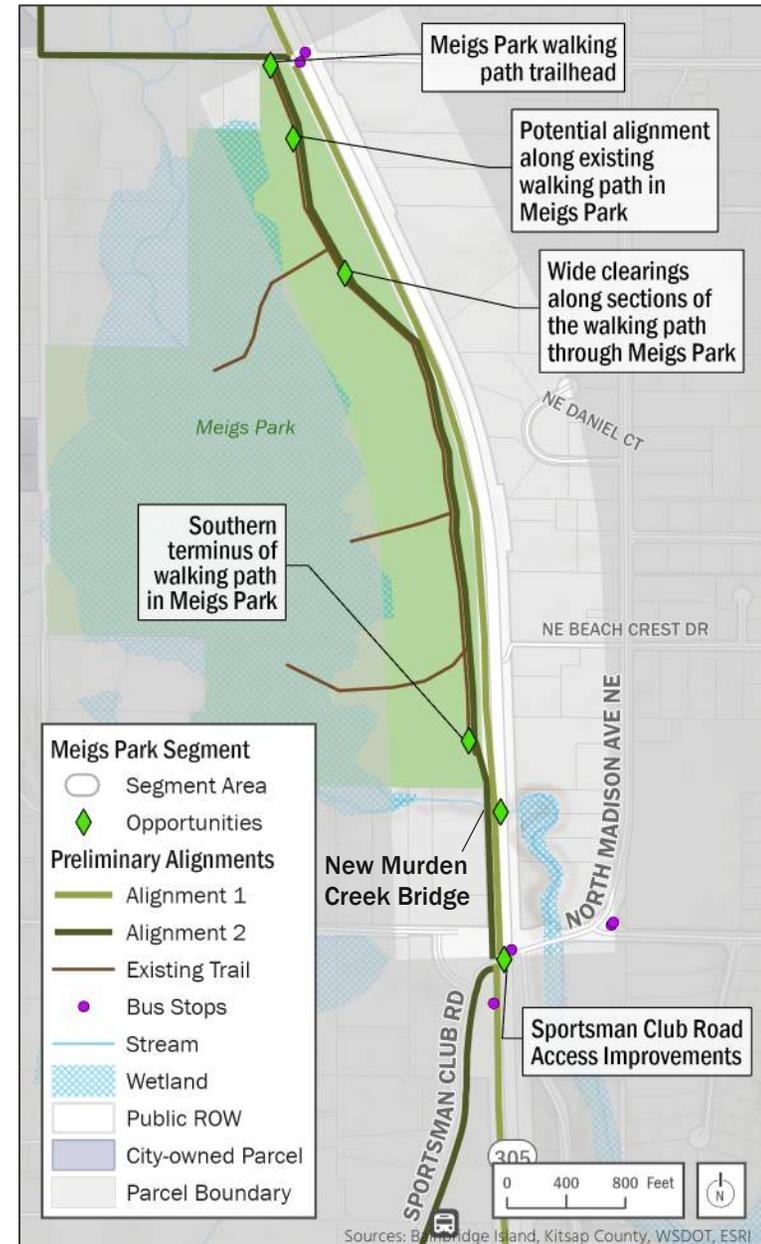


Figure 18. Meigs Park Segment: Alignment Alternatives

### Middle Schools/Coppertop Segment

Alternative 1 parallels SR 305, positioned west of the road within the existing ROW. Alternative 2 follows Sportsman Club Road to the crosswalk accessing Sonoji Sakai Intermediate before crossing through private open space to join back to SR 305. Alternative 2 follows a private, 20-foot-wide corridor connecting SR 305 to Business Park Lane through the business park. Figure 19 shows the alignment alternatives for the Middle Schools/Coppertop Segment.

Alternative 1 ranked higher for the Middle Schools/Coppertop Segment, given the route directness and connections to existing transit. Although Alternative 2 would establish community connections to businesses, schools, bus stops, and residential areas, it would require the acquisition of ROW in the open space to link Sportsman Club Road with SR 305. This alternative also offers users additional space from the road, which would be more comfortable for users. Alternative 1 would likely have a greater impact on trees along the segment.

Table 8. Middle Schools/Coppertop Segment Evaluation

CATEGORY	MEASURE	MIDDLE SCHOOLS/COPPERTOP SEGMENT	
		ALTERNATIVE 1	ALTERNATIVE 2
Feasibility	Capital Costs	Excellent	Excellent
	ROW Acquisition	Least Suitable	Suitable
	Maintenance	Desirable	Suitable
	Directness	Excellent	Desirable
User Experience	Accessibility	Excellent	Excellent
	Destinations	Excellent	Excellent
	Aesthetics	Suitable	Desirable
Environmental Impacts	Trees	Suitable	Desirable
	Critical Areas	Desirable	Desirable

Least Suitable	Suitable	Desirable	Excellent
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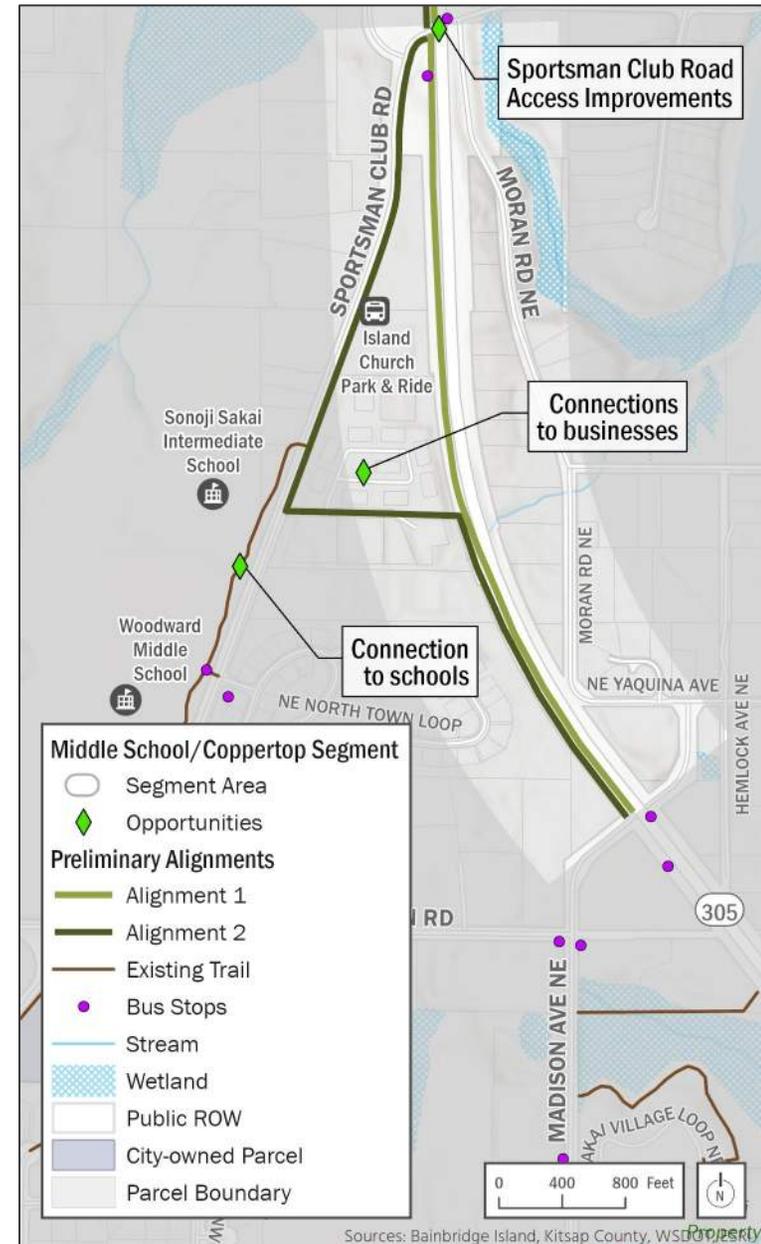


Figure 19. Middle Schools/Coppertop Segment: Alignment Alternatives

## RECOMMENDED ALIGNMENT

Using the evaluation criteria, a draft preferred alternative alignment (Figure 20) was identified from Agate Pass Bridge to Madison Avenue NE. The preferred alignment primarily adheres to the existing ROW on the west side of SR 305 (Alternative 1) due to considerations for existing grading, topography, and the opportunity to bypass the need for private property acquisition. Exceptions are in the Hidden Cove Section, where the trail would use the existing city access road and through Meigs Park. The recommended alternative alignment will be reviewed with the City. Following internal review and confirmation, the preferred alignment will be shared through public engagement efforts.



Figure 20. Preferred Alignment

## APPENDIX A: EVALUATION CRITERIA METHODOLOGY

Table A-1. Feasibility Criteria

MEASURE	DESCRIPTION	METHODOLOGY	
Capital Costs	Initial costs and major improvements related to topography or environmental features, such as streams, wetlands, bridges, boardwalks, culverts, or retaining walls	1	Significant length of segment includes steep topography and/or critical areas
		2	Multiple locations along segment includes steep topography and/or critical areas
		3	Some topography or critical areas to navigate
		4	Minimal or flat topography and no critical areas
ROW Acquisition	Capital costs associated with acquiring additional right-of-way (ROW)	1	Significant acquisition needed
		4	Limited or no acquisition needed
Maintenance	Anticipated ongoing maintenance costs for the trail	1	Significant maintenance effort due to access limitations and specialized building materials and structures
		2	Significant maintenance effort due to access limitations
		3	Some routine maintenance activities may be coordinated with scheduled maintenance program
		4	Most routine maintenance activities can be coordinated with scheduled maintenance program
Directness	The efficiency of the trail route from the starting point to the endpoint	1	Indirect route with many turns and significantly longer travel distance
		2	Somewhat indirect route with turns
		3	Some indirect portions with few turns
		4	Shortest and most efficient route with few or no turns

**Table A-2. User Experience Criteria**

MEASURE	DESCRIPTION	METHODOLOGY	
Accessibility	Ease of access for users of all ages and abilities, including those with assisted mobility devices	1	Significant design interventions to meet accessibility requirements (structures, grading)
		2	Moderate design interventions to meet accessibility requirements (grading, switchbacks)
		3	Rolling topography with some longer climbs
		4	Mostly flat topography with short climbs
Destinations	Access to local destinations, such as parks, schools, businesses, and the opportunity to improve access to transit stops	1	Does not connect to or support major destinations or transit stops along segment
		2	Within proximity to local destinations or transit stops that could be supported by trail
		3	Connects to and supports local destinations and transit stops
		4	Connects to and supports significant local destinations and transit stops
Aesthetics	User proximity to scenic views or significant ecosystems, considering the impact of visual and sound elements, and the proximity to State Route 305 ROW	1	Within SR 305 ROW with no visual separation from roadway and limited viewshed
		2	Within SR 305 ROW with visual separation from roadway
		3	Outside of SR 305 ROW with scenic views but impacted by noise
		4	Outside of SR 305 ROW and not impacted by sound, with scenic views that appeal to visitors and residents

**Table A-3. Environmental Impacts Criteria**

MEASURE	DESCRIPTION	METHODOLOGY	
Trees	Evaluation of impacts on trees, considering factors like age, health, and quantity	1	Impacts to healthy and/or mature tree stands
		2	Impacts to lower quantity of moderately healthy or middle-aged or fair-quality trees
		3	Impacts to some younger or unhealthy stands of tree
		4	No impacts to healthy or mature trees stands
Critical Areas	Assessment of impacts on various environmental features, including wetlands, streams, wildlife habitats, frequently flooded areas, and geologically hazardous areas	1	Considerable conflict with critical areas that would require mitigation
		2	Some constraints due to adjacent critical areas that may require mitigation
		3	Few or no environmental constraints expected
		4	Is not adjacent to any critical areas and no environmental constraints

## APPENDIX B: DETAILED EVALUATION RESULTS

MEASURE		LOCAL CONNECTOR SEGMENT		BLOEDEL SEGMENT		HIDDEN COVE SEGMENT				BUSINESS-INDUSTRIAL NORTH SEGMENT		BUSINESS-INDUSTRIAL SOUTH SEGMENT		MEIGS PARK SEGMENT		MIDDLE SCHOOLS/COPPERT OP SEGMENT	
		ALT 1	ALT 2	ALT 1	ALT 2	ALT 1A	ALT 1B	ALT 2A	ALT 2B	ALT 1	ALT 2	ALT 1	ALT 2	ALT 1	ALT 2	ALT 1	ALT 2
Feasibility	Capital Costs	2	3	4	3	1	4	4	2	3	1	3	2	2	3	3	3
	ROW Acquisition	4	4	4	1	4	4	4	4	4	1	4	1	4	4	4	1
	Maintenance	4	2	3	2	3	3	4	2	3	1	2	2	3	3	3	1
	Directness	4	3	4	3	4	2	4	2	4	1	4	2	4	3	4	2
User Experience	Accessibility	3	2	3	2	1	3	4	4	3	2	3	3	3	4	3	4
	Destinations	4	4	3	4	3	3	3	1	3	2	3	4	3	4	3	4
	Aesthetics	1	2	1	3	1	1	3	4	1	4	1	4	1	4	1	3
Environmental Impacts	Trees	1	3	1	1	3	3	2	2	1	2	1	1	1	2	1	2
	Critical Areas	3	2	3	2	3	3	1	1	3	1	2	1	3	3	3	3
TOTAL		26	25	26	21	23	26	29	22	25	15	23	20	24	30	25	24

Alternative	Description	Total Length (ft)	Section A: Forest/Terrain/B		Section B: Cleared, No Buff		Section C: Structure		SUBTOTAL
			Length (ft)	Cost/LF	Length (ft)	Cost/LF	Length (ft)	Cost/LF	
1	Trail Parallel SR305	4000	2300	\$975	1400	\$300	300	\$4,875	\$4,125,000
2	Trail Interior of Sakai Park	4410	1760	\$975	1400	\$300	1250	\$4,875	\$8,229,750

TOTAL

Section	Description	Cost/LF	Cost basis
A	Forest/Terrain/Buffers	\$ 975	See SSB Ph 1 tab, incl. soldier pile wall, rock wall, gravity block, terrain.
B	Cleared, no buffers	\$ 300	See G2CR Trail Seg A tab. At grade, no critical areas or walls, structures removed from estimate, includes paving
C	Structure	\$ 4,875	See Structure Tab. Assume 13' wide structure, 12' clear width (10' path, 1' shoulders, 0.5' add'l structure width for railing)

ALTERNATIVE	1	2	
CONSTRUCTION COST (INCL. CONTINGENCY)	\$4,125,000	\$8,229,750	← Year 2024
RW ACQUISITION <sup>(4)</sup>	\$9,300	\$70,000	
DESIGN AND PERMITTING <sup>(1)(5)</sup>	\$1,237,500	\$2,057,438	
MITIGATION <sup>(2)</sup>	\$296,000	\$1,448,000	← Assumed higher range of costs
CONSTRUCTION MANAGEMENT <sup>(3)</sup>	\$825,000	\$1,646,000	
<b>PROJECT TOTAL</b>	<b>\$6,492,800</b>	<b>\$13,451,188</b>	
<b>RANGE (LOW, ROUNDED TO 10,000)</b>	<b>\$6,500,000</b>	<b>\$13,460,000</b>	
<b>RANGE (HIGH = LOW x 1.2)</b>	<b>\$7,800,000</b>	<b>\$16,152,000</b>	

ALT 1	% of Project		ALT 2	% of Project	
	(by length)	(by cost)		(by length)	(by cost)
Section A	58%	54%	Section A	40%	21%
Section B	35%	10%	Section B	32%	5%
Section C	8%	35%	Section C	28%	74%
	100%	100%		100%	100%
<b>Total Cost/LF*</b>	\$1,031		\$1,866		

\* Project Comparison: Lake to Sound Trail, Segment C (City of Seatac): 9,500 LF (at grade, adjacent to road, open forested area, some walls Included 800 LF of boardwalk, wetland mitigation, 3 signal upgrades. Project bid \$8M, or \$850/LF, Year 2022

(1) DESIGN AND PERMITTING:

LOW RISK/COMPLEXITY: 15-25% RANGE

MEDIUM RISK/COMPLEXITY: 20-30% RANGE

HIGH RISK/COMPLEXITY: 25-35% RANGE

(2) SEE MITIGATION TAB

(3) 20% OF CONSTRUCTION COSTS

(4) SEE BACKUP TAB

(5) BOTH HIGHER RISK, BUT ASSUMED 30% FOT ALT 1, 25% FOR ALT 2. PERMITTING ROUGHLY THE SAME \$\$, REGARDLESS OF CONSTRUCTION COSTS.

**Policy Name:** Board of Commissioner Policies  
**Section:** 2000 Board  
**Policy Number:** 2100-2610

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**Purpose:** To establish standards under which the Board of Commissioners operate in their role as the governing body of the Park District.

**Reference:** Applicable RCW's are cited in the paragraphs which follow.

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**Policy:**

**2100 Election of Commissioners**

The five commissioners of the Bainbridge Island Metropolitan Park & Recreation District shall be elected in accordance with RCW 35.61.050 *Composition of board*.

**2110 Term of Office**

All Commissioners shall be elected to serve a term of six (6) years, except elections to fill unexpired terms as set forth in Section 2130. The terms of office of Commissioners shall begin on the first day of January following their respective elections.

**2120 Qualifications**

Residence within the Bainbridge Island Metropolitan Park & Recreation District shall qualify an elector for any position on the Board of Commissioners.

Employees of the District are precluded from serving on the Board of Commissioners.

**2130 Vacancies**

Vacancies on the Board of Commissioners shall be filled by a majority vote of the remaining Commissioners. The person selected to fill a vacancy shall serve until the next general election when Commissioners are normally elected, at which time the qualified voters of the District will elect a Commissioner to serve the remainder of the unexpired term. If more than one position is vacant, provisions of RCW 42.12.070 *Vacancies* will be followed to fill those vacancies.

**2140 Public Disclosure Law**

Each Commissioner or candidate must comply with the provisions of RCW 42.17.240 *Elected and appointed officials, candidates and appointees--Reports of financial affairs and gifts* for public disclosure of financial affairs. Appropriate forms and detailed instructions may be found at the Washington State Public Disclosure Commission web site, [www.pdc.wa.gov](http://www.pdc.wa.gov). The forms may be filed electronically, by mail, or personally.

**2150 Reimbursement**

Although RCW 35.61.150 *Park Commissioners--Compensation* allows compensation to be paid to Commissioners for time devoted to business of the District, the Commissioners of the Bainbridge Island Metropolitan Park & Recreation District shall not receive compensation for their services to the District, but they may be reimbursed for necessary expenses while attending meetings of the Board or when otherwise engaged on District business.

## 2160 Statutory Duties of the Board of Commissioners

The Board shall operate under the provisions of RCW 35.61 *Metropolitan park districts*. As a part of the operation it shall also:

1. Elect its officers including a President, Vice-President, Clerk, and Treasurer. By tradition these titles carry the names of Chair, Vice-Chair, Secretary and Treasurer. Hereinafter, the titles President, Vice-President, Clerk, and Treasurer shall be referred to respectively as Chair, Vice-Chair, Secretary and Treasurer. The Board shall elect such other officers as it may determine it requires.
2. Hold regular meetings at least monthly.
3. Adopt policies governing transaction of Board business, keeping of records, resolutions, transactions, findings and determinations, which shall be of public record.
4. Initiate, direct and administer District park and recreation activities, and select and employ such properly qualified employees, as it may deem necessary.
5. Compile and execute a budget on an annual basis.
6. Election of Officers - The Board of Commissioners, at its first January meeting following the beginning of each year, shall elect from among its members a Chair, Vice-Chair, Secretary, and Treasurer. The Treasurer shall serve as ex-officio Assistant Secretary. All terms of office shall run for one year beginning when elected and until the election of a successor. Vacancies in an office arising from any cause may be filled at any regular or special meeting of the Board. The Treasurer of Kitsap County is designated by RCW 35.61.180 *Designation of district treasurer* as the ex officio Treasurer of the metropolitan park district. The duties of the Board Treasurer shall not conflict with the County Treasurer.

## **2200 Officers**

### 2210 Duties of Officers

The Chair shall preside at all public meetings of the Board of Commissioners and shall sign all resolutions, contracts and other instruments on behalf of the Board as authorized unless delegation of such approval authority shall be authorized by the Board. The Chair may also appoint committees and shall perform all other such duties as are incident to the office or are properly required by the Board.

The Vice-Chair shall, during the absence or disability of the Chair, exercise all the functions of the Chair. In addition, the Vice-Chair shall have such powers and discharge such duties as may be assigned from time to time by the Board of Commissioners.

The Secretary shall attest all resolutions, minutes, and expenditures and authorize the issuance of notices for all meetings of the Board of Commissioners. The Secretary shall also be responsible for the minutes of all meetings, shall make and retain a record of all motions and resolutions adopted by the Board, and shall supervise the safekeeping of the seal and minute books, and shall otherwise perform such further duties as are incidental to the office and as are properly required by the Board. Although the Secretary is ultimately responsible, many of these duties may be delegated to members of the District Staff.

The Treasurer shall have primary responsibility for reviewing and submitting to the Commissioners for approval all payroll and other expense vouchers submitted by the Executive Director. The Treasurer shall perform such further duties as are incident to the office and as are properly required by the Board.

## **2300 Committees**

The Board may establish standing, ad hoc and advisory committees for the purpose of assisting the Board of Commissioners in carrying out its responsibilities.

### **2310 Standing Board Committees**

Standing committees as established by the Board are listed below. All standing committees shall have two members. Board members shall be assigned to a committee for staggered two year terms. It shall be the responsibility of the Chair to insure that the proper rotation of members is maintained. Each committee shall determine annually who shall be its chair. Meetings shall be held as deemed necessary by the committee members and reports made to the Board at appropriate intervals. Notice of meetings will be given through normal channels when feasible. In addition to those duties outlined below, a committee may be assigned other duties and responsibilities as directed by the Board and the District's policies.

1. Budget and Finance Committee - Shall have oversight of budget development and perform a regular review of the status of the budget, reporting thereon to the Board. The Treasurer will be a member of this committee.
2. Capital Facilities Committee - Shall review proposals for significant changes/additions to the District facilities (e.g., buildings, fields, trails, etc.) and make recommendations for appropriate action to the Board.
3. Governance - Shall review Board policies annually with attention to any applicable legislative changes and shall coordinate District activities with other governmental agencies. The Chair and Vice-Chair shall be the members of this committee.
4. Personnel - Shall establish annual performance goals with the Executive Director, conduct a regular review of his/her performance, and make recommendations to the Board regarding the Executive Director's compensation package. Shall serve as a resource to the Executive Director with regard to personnel issues.
5. Program - Shall review proposals for significant changes/additions to the District programs and make recommendations for appropriate action to the Board.

### **2315 Ad Hoc Board Committees**

The Board may appoint, as needed, ad hoc Board committees to address specific policies, issues, or projects. All ad hoc Board committees shall have one or two members, or be a committee of the whole, with the Committee Chair appointed by the Board Chair. Direction to such committees shall include purpose, membership, duration and outcome. Membership may also include staff and/or citizens as appropriate.

### **2320 Citizens Advisory Committees**

The Board may establish citizens advisory committees to carry out a defined purpose or study and/or to provide input and support to the District on a specific topic of current relevance to the District. A citizens advisory committee may be a standing committee established to provide ongoing advice, assistance and support to the District in a specific area, or an ad hoc committee designed to address a specific topic over a defined period of time.

The Executive Director, citizens, or Board members may recommend to the Board the formation of a citizens advisory committee for a specific purpose. Standing citizens advisory committees shall be established by resolution of the board. Ad hoc citizens advisory committees shall be established by motion of the Board.

The Executive Director shall solicit membership for these committees and shall recommend the committee membership and its chair to the Board for approval. Where appropriate, the Board shall designate a Board member as an ex officio member of the citizens advisory committee.

The citizens advisory committees shall report to the Executive Director or his/her designate. Committees reporting to the Executive Director shall provide the Board with timely updates on their work through the Executive Director, except that from time to time the Board may request that the committee provide an update directly to the Board. If policy matters arise, the Executive Director shall bring these matters to the attention of the Board.

Direction to such committees shall include purpose, membership, responsibilities, duties, duration and outcome expected.

A citizens advisory committee may be dissolved through a vote of the Board, or by a sunset provision within the direction provided to the committee.

## **2400 Board of Commissioners Meetings**

All regular and special meetings of the Board shall be open to the public and news media, and public notice of meetings provided, as required by RCW 42.30 *Open public meetings act*.

### **2410 Types of Meetings**

#### **2411 Regular Meetings**

Regular meetings of the Board shall be held twice a month on dates as determined by the Board. Both meetings shall be business meetings at which Commissioners may take official action.

#### **2412 Special Meetings & Work Sessions**

A special meeting may be called at any time by the Chair or by a majority of the Board. A written notice will be delivered personally or by mail to each member of the Board and to the City of Bainbridge Island designated newspaper of record at least twenty-four hours in advance of the meeting. The call and notice shall specify the time and place of the special meeting and the business to be transacted. All other conditions of RCW 42.30.080 *Special meetings* shall pertain.

A work session may be called at any time by the Chair or by a majority of the Board. A written notice will be delivered personally or by mail to each member of the Board and to the City of Bainbridge Island designated newspaper of record at least twenty-four hours in advance of the meeting. The call and notice shall specify the time and place of the work session and the business to be transacted. A work session shall be limited to discussion of the announced topic, and unlike a special board meeting, no action will be taken.

#### **2413 Executive Session**

The Board, in either a regular or a special meeting, in accordance with the provisions of RCW 42.30.080 *Special meetings* and RCW 42.30.110 *Executive sessions*, may hold an executive session to consider matters as defined in RCW 42.30.110 (1). The Chair shall announce the purpose and time of the session as prescribed in RCW 42.30.110 (2).

#### **2414 Agenda**

All regular and special meetings shall be conducted from a written agenda.

The agenda will be prepared by the Executive Director in consultation with the Board Chair. The agenda and supportive material shall be mailed or delivered in advance to each Board member.

Board members who desire to place any item on the agenda should supply the topic and any backup material to either the Executive Director or the Chair in time to be included with other meeting materials being mailed or delivered to Board members.

Urgent or emergency matters may be placed on the agenda by the Chair or the Executive Director, waiving the requirement of advance notice.

Each Commissioner is expected to study agenda materials in advance of meetings so that discussion and board actions may proceed expeditiously.

#### 2415 Quorum

All meetings require at least three Commissioners present throughout the meeting to constitute a quorum.

#### 2416 Rules of Order

All meetings shall follow the stated agenda unless altered by the Chair.

Robert's Rules of Order, Revised shall be utilized for the conduct of all regular and special meetings of the Board unless superseded by rules set forth in these policies or the RCW's governing conduct of the Board.

Board decisions shall be determined by voice vote. The Chair may call for the vote by roll call if any uncertainty is present. The Chair may vote, unless wishing to abstain, as may any member.

Board decisions involving major issues require three positive votes. Major issues are defined as policy adoption, filling a vacant position on the board, personnel actions regarding the Executive Director, and budget resolutions.

#### 2417 Order of Business

Business of a regular meeting shall be conducted in accordance with a published agenda. This agenda shall consist of not less than the following:

Call to Order

Establishment of a Quorum

Public Comments

Approval of Minutes

Financial

General Business

Executive Director's Report

Board Member Items

Unfinished Business, Committee Reports, Written Communications and Business from Legal Counsel may also be agenda items as appropriate.

Resolutions submitted for Board action shall be prepared and placed on the agenda for a first reading and then again at a subsequent regular meeting for a final reading and adoption. Exceptions to this rule are resolutions of an urgent or emergency nature and those of a housekeeping or non-policy nature.

#### 2418 Minutes and Records of Minutes

The Board Secretary shall be responsible for the accurate recording of the proceedings of all regular and special meetings. The performance of this function may be delegated by the Board to the Executive Director. Confidential minutes or notes of executive sessions shall be prepared at the discretion of the Chair.

The District shall maintain in the District office, available for public inspection, a master file of all approved minutes and supporting documents.

Copies of the previous meeting's minutes shall be distributed to the Commissioners in advance of the next meeting.

Official voice or video recordings of Board meetings shall be retained for six years in accordance with the WA State Retention Schedule Disposition Authority Number GS50-05A-06.

## 2500 Relationships of the Board

The very nature of the Bainbridge Island Metropolitan Park & Recreation District, as an elected Board of Commissioners for a municipal corporation, necessitates that there be a variety of relationships established among itself, its professional Executive Director of staff and operations, its staff, related community organizations and agencies, interest groups, and other citizens of the Island. The following gives some specific guidelines as to how to ensure that these relationships can be developed and maintained.

The Board has the legal authority to delegate day to day administration of the District to its Executive Director, while retaining responsibility for the actions of the Executive Director performed within the scope of his/her authority.

The formulation and adoption of written policies shall constitute a basic method by which the Board shall exercise its leadership in the operation of the District. The development of such policies is recognized as being a primary function of the Board. The study and evaluation of reports concerning the execution of its written policies shall constitute the basic method by which the Board shall exercise its control over the operation of the District.

## 2505 Conflict of Interest and Appearance of Fairness

Commissioners have a duty to the people they serve to demonstrate high moral and ethical behavior. Their behavior is often scrutinized by the public and is therefore the subject of several laws designed to reduce or eliminate situations in which conflict or the appearance of conflict could occur between the interests of the public and that of individual Board members. RCW Title 42 *Public officers and agencies*; in particular, Sections 42.23 *Code of ethics for municipal officers - conflict of interest*, Section 42.36 - *Appearance of fairness doctrine - limitations*, and Section 42.52 - *Ethics in public services*; details these behaviors and is the definitive standard for them.

## 2510 Relationship of Individual Commissioners to the Whole Board

Individually, Commissioners have no legal authority except as they contribute to any action by the entire Board or a legal quorum thereof, which consists of three members. Individual Board members are often contacted by citizens with problems, issues, or suggestions. These should be brought before the entire Board or to the attention of the Executive Director of the District.

## 2520 Relationship with the Executive Director

The Board hires the Executive Director of the District, who serves at the pleasure of the Board. The Executive Director is regarded by the Board of Commissioners as the professional on matters of organization, administration, programs, and operations of the District. The Executive Director supervises and directs the staff in implementing Board policies and in the ongoing operation of the District. Commissioners are encouraged to meet with the Executive Director to discuss programs, facilities, plans, etc., at any time, not just at the time of the formal Board meetings.

## 2530 Relationship with Park District Staff

The Board shall officially interact with the staff through the District Executive Director. Individual Board members have no authority to direct or interfere with the work of any District employee. There are provisions in the Personnel Policies that provide for individual appeals of personnel actions to the Board.

## 2540 General Relationships

It shall be the policy of this Board to maintain an open, cooperative, working relationship with those interest groups that utilize the District facilities. It is further the policy of the Board that the District shall not, without due deliberation, develop or maintain sports, senior citizen, adult education, art or cultural programs that are duplicative of other interests on the Island, but will attempt to support others in their programming through providing appropriate facilities for these community activities. Where there are voids in the above areas, the District will investigate the need for such programs or facilities after the community has expressed sufficient interest.

### 2550 Relationship with Other Agencies

It shall be the policy of the Board to work cooperatively with other public agencies to the mutual benefit of the District, the other agencies, and, foremost, the citizens of Bainbridge Island.

### **2600 District Policies**

All policies of the District shall be assembled in an indexed master file maintained in the District office, and shall be available for public inspection. This is the ultimate responsibility of the Secretary, but may be delegated to the Executive Director as appropriate. All District policies shall be adopted by resolution of the Board. The definition of "policy" shall be that given in RCW 34.05.010 *Administrative law*.

### 2610 Administrative Rules

The Executive Director shall issue administrative rules and operating procedures for the day to day operation of the District.



## Memorandum

Date: 3/1/2024

To: BIMPRD Board of Commissioners

From: Dan Hamlin, Acting Executive Director  
Bainbridge Island Metropolitan Park & Recreation District

Subject: Enterprise Lease Program

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### **Background:**

1. The District's fleet has historically relied on the purchase of used vehicles and equipment. The budget was created originally as a separate cost center around the year 2006 and typically only utilized a budget of \$40,000 annually. District staff would find used equipment from sources like the state surplus auction, partnering agencies such as the City of Bainbridge Island, and from private parties. Many times, the staff had to repair and modify the items purchased to meet the District needs, adding operational cost to the final purchase of the vehicles or equipment.
2. In 2021 the budget was increased to \$75,000 annually.
3. Also, in 2021 the District's lid lift was approved which opened the opportunity for additional funds to be allocated towards a 10 year replacement schedule beginning in 2022. The replacement fund was increased to \$155,000 per year.
4. In 2022 the District purchased its first group of new maintenance vehicles (trucks) through the State Purchasing Cooperative program.

### **Current status:**

1. Cost of vehicles have skyrocketed since the pandemic. Trucks purchased for \$30,000 in 2021/2022 from the State Coop source are worth nearly \$50,000 each today. This has resulted in the District's replacement schedule being stretched beyond a 10 year estimation for replacement of each vehicle once again.
2. At this time, the District has 12 trucks that are over 20 years old. Gas mileage and maintenance costs continue to rise due to our aging fleet.
3. Typically, with all District vehicles and equipment on the schedule including boats,

tractors, mowers, etc. the District can only replace between two and three trucks per year.

4. The District Vehicle Fleet currently has 30 vehicles including, light trucks, heavy duty trucks, SUV's, Rec Vans, and a Bus.

**Potential solution:**

1. District staff have met multiple times with Enterprise Fleet Management, INC to discuss the possibility of leasing nearly all District vehicles, including the recreation vans.
2. The Program would put most of the District fleet on no more than 5 year replacement schedule.
3. Not all the District Fleet will be eligible for such a lease program. Any trucks with greater than a 26K GVWR and the Bus are not included.

**Update:**

1. At the Feb 1, 2024 Board meeting staff shared the following information:
  - a. Current fleet inventory
  - b. Pros and cons of the existing replacement schedule
  - c. Pros and cons of the leasing option
  - d. What we have heard from other clients who have participated in this type of lease program
2. Staff has completed it's review of the lease program with legal counsel and the finance team. Staff has determined that the program is consistent with the description provided by the Enterprise representatives. It is staff's recommendation that the District enter into the preliminary lease program replacing 10 District trucks through the lease program in 2024. The rest of the fleet will be leased in subsequent years with the estimation to have all eligible vehicles leased by 2026.