



KITSAP COUNTY DEPARTMENT OF PUBLIC WORKS

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Staff Report & Recommendation Update to Kitsap County Code Chapter 11- Roads, Highways and Bridges

Report Date: March 3, 2020

Hearing Date: April 21, 2000

Background

- Title 11 of the Kitsap County Code defines the County road system and outlines roles, responsibilities and minimum standards that apply to publicly maintained roads in Kitsap County. RCW 36.75.020 requires all road work shall be done in accordance with adopted county standards. These requirements do not apply to private roads or existing privately maintained rights of way.
- Portions of Title 11 have not been updated in nearly 50-years and many basic definitions, roles and responsibilities are no longer applicable or pertinent to today's roadway system. Generally, the proposed Title 11 amendments have no connection to land use or development activities (see attached).
- Kitsap County's Road Standards were first adopted in 2003 and updated in 2007. These requirements are incorporated into Chapter 11.22 of the Kitsap County Code. The Road Standards were developed to provide minimum design requirements for the safety, welfare and convenience of the travelling public. The primary audience for the Standards is engineers actively involved in road design and utility providers with infrastructure situated in County rights of way.
- The design criteria outlined in the Standards are based largely on guidance furnished by the Association of State and Highway Transportation Officials (AASHTO), The Manual of Uniform Traffic Control Devices (MUTCD) and City/County Design Standards included in Local Agency Guidelines provided by the State of Washington (LAG Manual). These industry standards are established industry guidelines and standards familiar to local engineers, utilities and affected parties. Local agencies deviating significantly from established standards could increase liability for the County if the result was a perceived roadway defect or hazard.
- Application of the Road Standards is not a substitute for competent design or sound engineering practice. The intent of the Standards is to provide roadway designers the flexibility to implement context sensitive solutions to specific design challenges. This is especially important when designing improvements to existing County roadways.
- The principal internal Public Works team responsible for this update included the County Road Engineer, County Traffic Engineer and Road Safety Engineer. A steady stream of input and review was also performed by the Roads Engineering design, construction and real estate services groups.



Department Recommendation

The Department of Public Works recommends that the Planning Commission consider the proposed changes in a public hearing, deliberate as necessary and recommend approval.

Justification of Recommendation

The Department of Public Works believes that the proposed amendments to Title 11 are in the public interest. The updated Road Standards assure that County roads are designed and constructed in a high quality, safe and efficient manner. In addition, the Standards provide development interests with the clarity, certainty and flexibility necessary to promote economic vitality.

The following items may be of special interest to the Planning Commission:

- Local road safety and speed enforcement is a constant concern for local communities. Given funding constraints and competing demands for law enforcement, residential traffic calming frequently falls to the Department of Public Works. This program had been administered under a policy adopted by resolution 143-1999. Because the policy was out of date and contained inconsistencies, it was repealed in 2016 (Res. 097-2016). The Neighborhood Traffic Calming Program was re-written in its entirety and is now Chapter 9 of the proposed Road Standards.
- Requirements for on street parking can be a contentious and troublesome issue. This is especially true in densely developed residential lots where there may not be adequate lot frontage to accommodate parallel parking. Parking can also be an issue in business districts. In general, on street parking reduces roadway capacity, reduces travel times and increases the number of accidents. For that reason, on street parking on arterial roads is discouraged. Section 2.7 of the proposed Road Standards provides requirements for on street parking, including angled parking and the provisions for off street private lots. The 2007 Standards required parallel parking on one side of a residential road when lot density exceeded 4 units per buildable acre and parking on both sides when the density exceeded 7 units per acre.
- Given the history and evolution of the County road system, permits and standards governing the use and improvements of existing County rights of way can be complex and difficult to manage in a consistent manner. This is especially true with unopened or partially opened right of way. Because newly dedicated County roads are required to be constructed, this is an issue affecting old dedicated rights of way that were never constructed. KCC Chapter 11.36 contained standards for required improvements but the proposed action repeals this section and requirements for opening rights of way are now included in Chapter 10 of the Road Standards. The Road Standards also clarifies and simplifies this topic to make it easier for the public to understand and more consistent for plan reviewers.

- Land development activities frequently impact the level of service, safety and efficiency of existing roads. Where an assessment of potential development impacts demonstrates the need for frontage or offsite improvements, Section 1.7 of the proposed Road Standards affords the Department of Public Works the opportunity to condition projects accordingly.

Other Alternatives Considered

N/A

Policy Implications

The proposed amendments to Title 11, specifically the Road Standards (Chapter 11.22), are consistent with the goals and policies outlined in the Transportation Element of the Comprehensive Plan. The Standards provide this consistency as follows:

- The amended Road Standards afford efficiency and flexibility to roadway designers while promoting enhanced mobility and interconnectivity.
- The Standards preserve the urban and rural character of Kitsap County by applying differing technical guidance to the urban, rural and transitional zones while affording the flexibility required to respect community desires and needs.
- The Standards require sidewalks in all urban areas and bike lanes where identified in the County's Non-motorized Plan. The typical roadway section in rural areas provide adequate shoulder area for walkers and bicyclists in accordance with industry standards.
- The proposed Road Standards encourage efficient multi-modal transportation based on regional priorities and coordination with outside agencies.
- While required design criteria is largely based on AASHTO and the MUTCD, the Standards closely align with Kitsap County cities and the values of local communities.
- The Standards contain access management requirements that improve safety and traffic flow on arterial roads. The Standards also assure the accommodation of public transportation.
- The proposed Standards address the priority of public safety while promoting context sensitive, green street and low impact design concepts. In addition, the Standards (Section 3.1) encourage innovative techniques for preserving natural areas and minimizing impervious surfaces.

The proposed Title 11 amendments are consistent with the mission and vision of the Comprehensive Plan as outlined below:

- The Title 11 amendment promotes **effective and efficient County services** by clarifying the Road Division's purpose, boundaries and objectives. Secondly, the proposed Road Standards update provides clarity to County staff and private developers involved in the plan development, review and inspection of road projects.

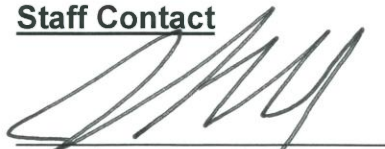
- These amendments promote a **thriving local economy** by ensuring that the County's transportation system meets the present and future needs, values and objectives of the community.
- The proposed amendments to the Road Standards are focused on the safety and desires of all County road users, encouraging **safe and healthy communities**.
- The proposed Title 11 amendments demonstrate the Public Works Road Division's continued commitment to **inclusive government**. The public, industry and external agencies are continually afforded the opportunity to provide input and insights related to County road operations, improvements and programs. The Department maintains a very active public outreach program intended to promote the public's understanding and enhance trust.
- The Title 11 amendments promote the **protection of natural resources and systems** by minimizing environmental impacts to the maximum practical extent possible. The Standards require that any development impacts are mitigated for in accordance with local, state and federal requirements.

We believe that the proposed Title 11 amendments address the challenge of maintaining and improving the existing built environment while promoting healthy and vibrant communities.

Public Involvement and Outreach

Following the 2007 Road Standards update, Public Works identified several minor items in the Road Standards that required clarification or modification. At that time, and through the present, comments were solicited and welcomed. Comments were solicited by reaching out to the press, social media outlets and the County's website. Comments were received from the general public, local engineers, the Kitsap Builder's Association (KBA) and the Department of Community Development (DCD) (see attached). Members of the KBA Developer's group have been a steady source of thoughtful and professional input.

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Attachments

Planning Commission Executive Summary
Title 11 Amendment-Redline/Strikeout Format
Road Standards Amendment-Redline/Strikeout Format