CHAPTER 1 INTRODUCTION

The City of Bainbridge Island is a unique community with a unique set of transportation needs. The City, which encompasses the entire island, is primarily residential and includes a variety of land uses and intensities of development from the urban Winslow area to farmlands and suburban communities. Each of these land uses has different transportation needs that ideally would be addressed separately; however, the entire roadway system operates as a system.

The backbone of the transportation system is the SR 305 Corridor that runs from the Bainbridge Island ferry terminal north to the Agate Pass Bridge. This State facility not only provides regional travel to and from the Island, but also is an important connection for local traffic needs. The Island's transportation system is truly multimodal, with commute, school, recreation, and shopping trips being commonly taken by, foot, bicycle, bus, auto, and ferry. While Winslow and other more urban areas have sidewalks, bicycle lanes, and widened shoulders, which facilitate non-motorized movement, there are many areas of the City where pedestrians and bicyclists must share the vehicle travel lanes or walk on narrow, unimproved shoulders. Non-motorized issues have been discussed as part of the City of Bainbridge Island's Non-Motorized Transportation Plan, which is part of this Plan.

Traffic has increasingly become an issue for the community. Traffic from growth has resulted in increased roadway volumes, often coupled with high vehicle speeds and congestion at intersections. This traffic increases conflicts with non-motorized users. In addition, the release of the ferry and other commuter traffic creates surges of vehicles onto the highway and the entire roadway system. During peak commute hours and tourist season, the highway can be overwhelmed, resulting in congestion and delays.

Plan Purpose

The Island-Wide Transportation Plan (IWTP) represents an update and expansion of the 2004 Island-Wide Transportation Study (IWTS) and the Transportation Element of the Comprehensive Plan. The IWTP focuses on the issues and desires of the Bainbridge Island community to develop a transportation system that will accommodate vehicle traffic patterns within a multimodal environment. Figure 1-1 shows the study area and primary transportation features in relationship to the surrounding region.

The purpose of this Plan is to provide an in-depth analysis of the existing and future traffic patterns to determine future transportation needs and solutions. The effort will include the development of a transportation model based on recent traffic counts, land use data, and roadway information that has allowed the analysis of existing and future travel needs. The emphasis in the model is to identify congested areas and the improvements needed to accommodate existing future vehicle traffic considering the needs of all the Island's transportation modes of travel.

Figure 1-1

Island Transportation Context

Credit: Microsoft Expedia

Island Wide Transportation Study
City of Bainbridge Island

The IWTP incorporates information from other transportation planning efforts to provide a consistent approach to transportation issues. The IWTP uses information from the Winslow Master Plan and Comprehensive Plan to provide a document that directs transportation planning efforts throughout the community.

Planning History

In 1994, the City's Transportation Plan provided discussion and analysis of the transportation needs of the Island, except for the Winslow subarea that was studied separately. The final study was adopted and incorporated in the Transportation Element of the City's 1994 Comprehensive Plan. Since that time, several Comprehensive Plan updates have occurred to clarify, modify, or revise various sections of the study, including those in the Transportation Element.

In 1995, the Winslow Master Plan, as a sub-element of the Comprehensive Plan, provided focus of the transportation needs in the Winslow and ferry terminal areas. In 2002, a Non-Motorized Transportation Plan was adopted to propose a transportation system to meet the needs of pedestrians, bicyclists, and other non-motorized transportation users.

The City's Non-Motorized Transportation Advisory Committee (NMTAC) and Staff have worked together to evolve the City's level of thinking for non-motorized planning. This work has been reflected in Comprehensive Plan updates.

The NMTAC and Staff recognize the substantial effort that was involved with creating the original 2004 Island-Wide Transportation Study and 2003 Non-motorized Transportation Plan. Each of these efforts was developed with extensive effort and time by members of the community through steering committees, public participation, workshops, and surveys. Their influence is part of this plan and represents the values and thoughts of the community. These studies are comprehensive and is still largely relevant today.

Since the development of these plans, the City has been successful in implementing transportation improvement projects with a focus on non-motorized projects, including a successful track record of procuring grant funding. At the time of this writing the City is undertaking several significant grant funded projects including the Sound to Olympics (STO) Trail, the Wing Point Way Reconstruction, and the Wyatt Way Reconstruction projects.

Relationship to Comprehensive Plan

The Transportation Element of the Comprehensive Plan provides transportation policy. This includes identification of transportation issues, establishing a comprehensive vision for transportation, and setting overarching goals. Elements of the IWTP were used to develop the Transportation Element. The IWTP provides the technical data and analysis to facilitate transportation planning and provides for implementation of the vision, and goals, and policies established in the Transportation Element, as well as a detailed analysis of a variety of

transportation issues affecting the community. It is intended that the IWTP be adopted by Council as a reference document to the Transportation Element in the Comprehensive Plan.

The City of Bainbridge Island has developed its Comprehensive Plan under the requirements of the Growth Management Act (GMA). The GMA requires that jurisdictions identify existing transportation system characteristics, establish level of service ratings, identify existing and future deficiencies, develop improvement projects and strategies to mitigate deficiencies, and analyze projected revenues to ensure that necessary improvements will be constructed concurrent with demand.

The City is currently undergoing an update to its Comprehensive Plan, to be completed in early 2017. The Island-Wide Transportation Study (now IWTP) was last updated in 2004, and is being updated concurrently with the Comprehensive Plan.

Plan Update Process

This update Island-wide Transportation Plan was designed to be more limited in scale than the prior efforts to develop the original plans. With resources largely focused on implementation, this update was accomplished by Staff working with the NMTAC to review and comment on a chapter by chapter basis. The City engaged the services of Transportation Solutions Incorporated (TSI) to support the City Council in considering implementation of Transportation Impact Fees. This effort involved extensive traffic counts and the creation of a transportation model. This information was utilized for editing the write up and updating the exhibits in the IWTP. TSI was consulted to support updates to Chapters 3, Chapter4, and for pier review.

Public involvement of the Plan has been oriented around regular NMTAC meetings and the review of the Plan along with the Transportation Element of the Comprehensive Plan by the Planning Commission. Public comment was taken at these meetings starting in early 2015 and continuing to the City Councils review in the fourth quarter of 2016. A project page on the City's web site for the Plan was provided to facilitate public engagement.

Plan Organization

The Island-Wide Transportation Plan is organized in chapters. Each chapter addresses one or more of the Plan goals and discusses how the policies are to be implemented by the City. The chapters are as follows:

Chapter 1: Introduction
Chapter 2: Sustainability and Quality of Life
Chapter 3: Operations and Mobility
Chapter 4: SR 305
Chapter 5: Safety and Maintenance
Chapter 6: Non-motorized Transportation
Chapter 7: Other Transportation Systems
Chapter 8: Financing

A matrix is provided below showing where in the IWTP the information is contained to address Growth Management Act requirements for transportation planning in accordance with RCW 36.70A.070(6).

Table 1 -1, GMA requirements for Transportation Planning.	
Land use assumptions used in estimating travel. (i)	Refer to Chapter 3.
Estimated traffic impacts to State owned transportation facilities. (ii)	Refer to Chapter 4.
Inventory of transportation facilities and services. (iii-A)	Refer to Figure 3-1, Roadway Classifications, Figure 7-1, Ferry Routes and Figure 7-5 Kitsap Transit Routes.
Level of service standards for locally owned arterials and transit routes. (iii-B)	Refer to Chapter 3 and Chapter 7.
Level of service standard for state highways. (iii-C)	Refer to Chapter 3.
Actions to correct current level of service deficiencies. (iii-D)	Refer to Chapters 3 and 4.
Traffic forecasts. (iii-E)	Refer to Chapters 3 and 4.
Identification of needs to meet future local and state system demands. (iii-F)	Refer to Chapters 3 and 4.
Probable funding capacity (iv-A)	Refer to Chapter 8.
Multi-year financing plan to meet road and transit level of service standards over the next 6 years. (iv-B)	Refer to Chapter 8.
Probable funding shortfalls and strategies to address funding needed to meet or reassess level of service standards. (iv-C)	Refer to Chapter 8.
Assessment of impacts of plan on neighboring jurisdictions. (v)	Refer to Chapters 3, 4, and 7.
Demand Management Strategies. (vi)	Refer to Chapter 7.
Non-Motorized element planned improvements. (vii)	Refer to Chapter 6 and 8.