

EXECUTIVE SUMMARY



The Island Wide Transportation Study (IWTS) is a long range study addressing the future transportation system of the City of Bainbridge Island. This study (Volume 1) together with the previously adopted Non-Motorized Transportation Plan (Volume 2) form the City's Transportation Plan. Information from the IWTS will be used to develop the Transportation Element that will be adopted as part of the City's Comprehensive Plan.

It consists of a technical analysis of the transportation system that is directed by the vision and goals of the community and provides specific guidance for local transportation needs.

The study was developed with the guidance of a Steering Committee, the Planning Commission, and the City Council. For each element of the study, the consultant team prepared information for the Steering Committee to review. The Committee's recommendations were included in the Preliminary Draft IWTS. The Preliminary Draft IWTS was reviewed by the Planning Commission and their concerns were forwarded to the City Council. The City Council formed a joint working group made up of three Planning Commissioners and three City Councilmembers to review the Preliminary Draft. Several additional recommendations were made by this group and incorporated into the Draft IWTS. These were reviewed by the Planning Commission, which then accepted the study. The City Council reviewed the study and received comment at a special meeting held February 4, 2004. At the end of this meeting the City Council also accepted the study.

Study Summary

The IWTS provides a comprehensive review of the City's transportation system. The study discusses each area included in the transportation goals and policies that were developed by the Steering Committee and adopted by the Planning Commission. Recommendations and implementation actions are also included.

The Island Wide Transportation Study is organized into nine chapters. These correspond to the goals and policies developed by the Steering Committee to guide the study. Each chapter address one or more of the study goals and discusses the relationship to transportation and how the polices are implemented by the City for each goal.

Chapter 1: Introduction. Background information is provided including the study purpose, planning history, relationship to the comprehensive plan, and study development process.

Chapter 2: Issues, Goals and Policies. Transportation issues that were identified by the Steering Committee are described. The transportation vision and transportation goals and policies establish direction for the study.



Chapter 3: Community Character, Neighborhoods, and Environment. The relationship of the important community issues to transportation is described.

Chapter 4: Operations and Mobility. A technical assessment of the City's transportation system is provided starting with a description of the existing system, and a discussion of roadway classifications and recommendations for reclassifications. The concept of level of service (LOS) is discussed and LOS standards are recommended. Existing and future traffic conditions are analyzed using the LOS standards. Based on the LOS analysis, improvements are recommended that are necessary to allow the City system to meet the minimum LOS thresholds. Other mobility issues including connectivity and access management are discussed, and recommendations are included for potential future connectivity improvements. Several special studies are summarized.

Chapter 5: SR 305. A special study of two possible scenarios for highway improvements to SR 305 is described. Detailed recommendations were made by the Steering Committee for further action.

Chapter 6: Safety and Maintenance. An analysis of City accident history is included with a description of on-going City maintenance programs.

Chapter 7: Non-Motorized System. A summary of the Non-Motorized Transportation Plan is provided.

Chapter 8: Other Transportation Systems. Ferry system and transit system operations and issues are described. Transportation demand management opportunities and the City's participation in regional planning are discussed.

Chapter 9: Financing. Potential funding sources for transportation projects are described including discussions of reassessment and concurrency.

Chapter 10: Community Involvement. The involvement opportunities for the study are detailed, as well as community involvement strategies for other transportation improvements or projects.

Study Highlights

The IWTS was jointly developed by a team of four parts: the Steering Committee, City staff from the Planning and Public Works Departments, the consultant team, and the elected and appointed officials from the City Council and Planning Commission. Each part of the team provided input into the study's content and use, representing their perspective and expertise.

The study used the 1994 Transportation Element of the Comprehensive Plan as a starting point. The development of the IWTS goals and policies from the goals and policies of that plan is a good example of the joint development process. The 1994 goals and policies were very carefully reviewed by the staff to see if they gave appropriate guidance, by the consultant to see if they met technical requirements, and by the Steering Committee to see if they met the needs of Island residents and represented appropriate direction.



This review process, which took place over several months, yielded major changes in the structure of the goals and policies. Goal categories were simplified so that each goal would speak to only one topic. Policies were also simplified and attached to only one goal rather than repeated in several different places. Finally, changes to the policy language made them more readable and easy to understand. The completed goals and policies were brought to the Planning Commission for review, and were adopted after some minor revision. Each of the four parts of the team contributed to the overall finished product.

The goals and policies which serve as the basis for the development, use and maintenance of the City's transportation system, also serve as the basis for the IWTS. Each chapter addresses one or more of the goals and discusses issues that are contained in the policies. In some cases, the chapters provide a review and consolidation of existing information. In others, new information is developed through analysis.

The major areas of new analysis are Chapter 4 Mobility and Chapter 5 SR 305 which use the updated traffic model to forecast future system impacts. The traffic model, also originally developed for the 1994 Transportation Element, was updated in a major effort by the consultant team. The model uses existing population and land use to calibrate a base condition and is time-sensitive in its accuracy. The aging baseline data was revised to reflect current conditions, and the forecasting population and land use data was also revised.

Another area which received a major revision is the LOS standards. These standards are used to establish the minimum threshold level of traffic congestion that is acceptable in the system. Roadways or intersections that fall below the standards must be mitigated. LOS standards are used both by the City to maintain acceptable congestion levels in the system over time, and by developers to identify and mitigate impacts caused by projects that change traffic volumes and patterns. Level of service analysis of the base year and short- and long-term forecasts showed that expected growth and development would require mitigation at some intersections to meet the threshold LOS.

On SR 305, the level of congestion and impacts to City streets intersecting the highway are so significant that an additional major analysis is needed to determine how to proceed. Two potential scenarios were analyzed and determined that improvements could provide relief to City streets, both with and without affecting the highway LOS. The Steering Committee reviewed this information, also presented along with other information at an Open House, and recommended that the City take the lead to get WSDOT and others stakeholder agencies to participate in a preliminary study that would lead to a corridor-wide Environmental Impact Statement to fully explore impacts and solutions.

Other areas of system analysis included a comprehensive update of the City's road classification system and a review of the system's connectivity and recommendations for reclassifications and potential connectivity improvements.

Following completion of the Preliminary Draft IWTS, the study was presented to the City Council and Planning Commission. The Planning Commission reviewed the



study, then a joint committee of Planning Commissioners and City Councilmembers reviewed it together and made some additional revisions and recommendations (included as Appendix B) which were incorporated into the Draft IWTS for Council review.

Summary of Plan Recommendations

As part of the study the project Steering Committee made a number of recommendations. The following recommendations remain in the study:

Recommendations for City Transportation System

- Adoption of LOS standards as shown in 4-2
- Adoption of proposed reclassifications of roadways
 - Review of Grow Avenue classification in 5 years
- Adoption of general connectivity improvement map.
 - Consider other connections as traffic patterns and emergency response needs warrant
- Completion of near term City intersection improvements

Recommendations for SR 305

- Study, design, and construct interim intersection improvements for streets crossing SR 305 by 2005
- Partner with Kitsap Transit to aggressively reduce vehicle demand on SR 305
- Consider and fund projects to improve emergency response times
- Fund a preliminary study plan of the SR 305 corridor in 2006
- Coordinate with WSDOT to complete a detailed corridor study and EIS process. Consider a wide range of alternatives including high-capacity transit options and the scenarios considered in this study as preliminary options.

The Planning Commission/City Council IWTS Working Group made the following recommendations:

1. Process for reviewing the Hildebrand-Ericksen connection.

Working Group recommendation: Modify the Steering Committee recommendation to proceed with design for this connection; recommend to allow the Public Works and Transportation Committee to oversee updating and revisions to the previous report regarding the connection and make a recommendation after additional study at such time as the City Council requests the issue be reconsidered.

2. Possible implementation of a Transportation Impact Fee.

Working Group recommendation: Charge the Public Works and Finance Departments to perform the necessary financial analysis and prepare an impact fee report and ordinance for Council consideration of an impact fee.



3. Review the Commute Trip Reduction program.

Working Group recommendation: Charge the Public Works and Planning Departments to create and develop a plan for funding a City-sponsored CTR program that expands the State-mandated program to serve City businesses with fewer than 100 employees (exploring several options between 20 and 100) for review by the Public Works and Transportation Committee and City Council.

No further revisions or recommendations were requested by the City Council during their review.