



CITY OF BAINBRIDGE ISLAND

# ISLAND WIDE MOBILITY PLAN

*April 2026*

# ISLAND-WIDE MOBILITY PLAN

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April 2026



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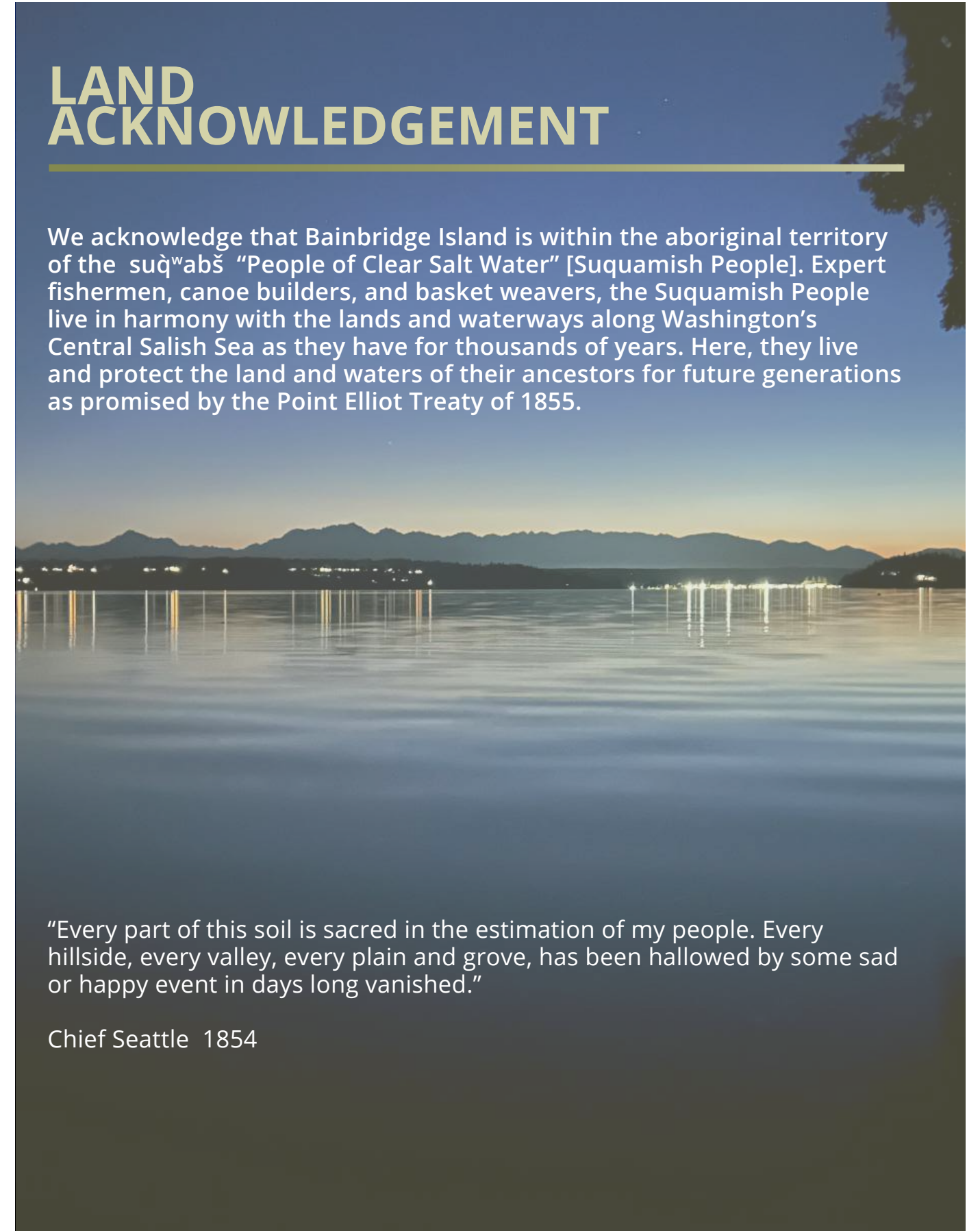
## LAND ACKNOWLEDGEMENT

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We acknowledge that Bainbridge Island is within the aboriginal territory of the suq̓w̓abš “People of Clear Salt Water” [Suquamish People]. Expert fishermen, canoe builders, and basket weavers, the Suquamish People live in harmony with the lands and waterways along Washington’s Central Salish Sea as they have for thousands of years. Here, they live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.

“Every part of this soil is sacred in the estimation of my people. Every hillside, every valley, every plain and grove, has been hallowed by some sad or happy event in days long vanished.”

Chief Seattle 1854



# ACKNOWLEDGEMENTS

The Island-Wide Mobility Plan advances our climate and mobility goals by building out networks of safe, connected, and accessible routes for all user types. This plan is the culmination of significant efforts by many across our Island including City staff, residents, and community partners. The contributions of following individuals were invaluable in the development of this plan.

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# 1 INTRODUCTION

## INTRODUCTION

The Island-Wide Mobility Plan is a composite of previous transportation planning efforts providing an updated approach to transportation planning that incorporates the City’s climate and equity goals.

The City of Bainbridge Island (City) is a unique community with a distinct set of transportation needs. The Island includes a variety of land uses from the downtown Winslow area to farmlands and suburban communities. Each of these land uses has different transportation needs; however, the entire mobility network must operate as a system that accommodates all users.

(IWMP) includes information about existing and desired future conditions and outlines a prioritized long range project plan. In addition, the IWMP establishes multimodal transportation standards based on recent traffic counts, land use data, and roadway information.

State Route (SR) 305 and the adjacent Sound to Olympic Trail (STO) serves as the central spine of the mobility network. This corridor, which runs from the Bainbridge Island Ferry Terminal north to the Agate Pass Bridge, not only provides regional travel to and from the Island, but also provides important local connections.

The IWMP incorporates information from recent transportation planning efforts, including the Sustainable Transportation Plan and Island-Wide Transportation Plan, to provide a consistent approach to transportation issues. The IWMP uses information from the Comprehensive Plan to provide direction to transportation planning efforts throughout the community.

Downtown Winslow and other neighborhood centers commonly have sidewalks and bicycle lanes which facilitate active transportation. By contrast, the rural and suburban areas of the Island feature verdant winding roads where pedestrians and bicyclists must frequently share travel lanes with motorists or walk on narrow shoulders.

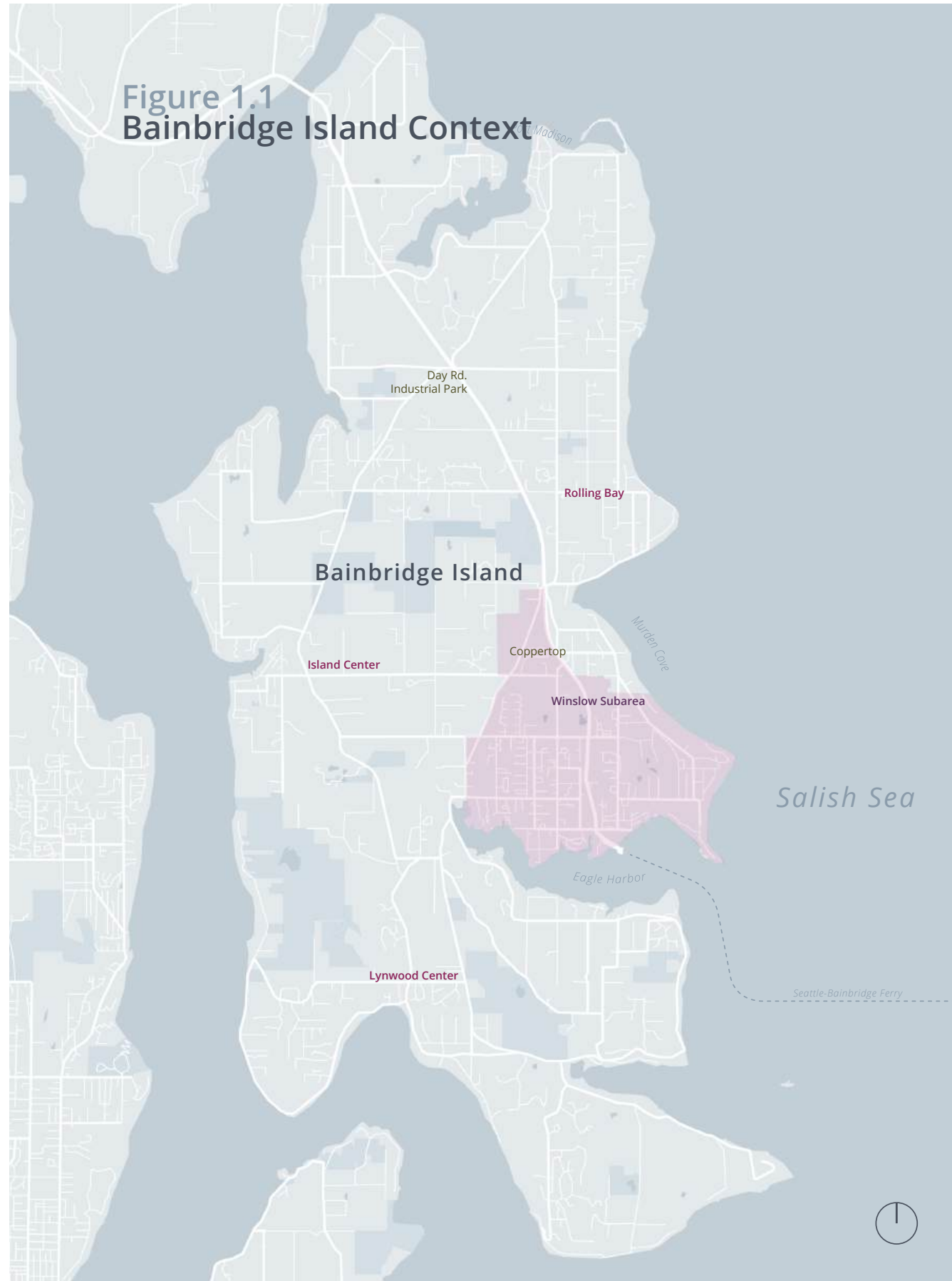
### 1.2 Planning History

In 1994, the City’s Transportation Plan provided discussion and analysis of the transportation needs of the Island. The final study was adopted and incorporated into the Transportation Element of the City’s 1994 Comprehensive Plan. In 1995, the Winslow Master Plan (now referred to as the Winslow Subarea Plan), as a sub-element of the Comprehensive Plan, provided focus on the transportation needs in the Winslow and ferry terminal areas.

### 1.1 Plan Purpose

The purpose of this plan is to provide a framework of overarching goals as well as the technical data and analysis that facilitates the implementation of the Transportation Element of the Comprehensive Plan. To achieve this, the **Island-Wide Mobility Plan**

Since 2002, the City has made focused efforts at planning specifically for the needs of active transportation users. The 2002 **Non-Motorized Transportation Plan** was adopted



**Figure 1.1**  
**Bainbridge Island Context**

to propose a transportation system to meet the needs of pedestrians, bicyclists, and other active transportation users. This work was followed by the development of the 2004 Island-Wide Transportation Study.

The City's Non-Motorized Transportation Advisory Committee (NMTAC) and staff worked together to further advance the City's level of thinking for active transportation planning. This work was reflected in the development of the 2016 **Island-Wide Transportation Plan (IWTP)**.

In 2022, the City adopted the **Sustainable Transportation Plan (STP)**. The STP built on the success of previous active transportation planning efforts to establish a consistent set of goals that more closely aligned with the City's Climate Action Plan.

### 1.3 Relationship to Comprehensive Plan

The **Transportation Element** of the **Comprehensive Plan** provides transportation policy guidance. This includes identification of transportation issues, establishing a comprehensive vision for transportation, and setting overarching goals. The IWMP provides the technical data and analysis to facilitate transportation planning and provides for implementation of the vision, goals, and policies established in the Transportation Element. The IWMP is adopted by Council as a reference document to the Transportation Element of 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

## HOW TO USE THIS DOCUMENT

### GOALS + PLAN PRIORITIES

Chapters 1 and 2 establish the context and goals for this plan which are carried throughout the entirety of the document. Look for the goal icons scattered throughout this document that indicate what the intended outcomes of proposed actions are.

### EXISTING CONDITIONS

Chapter 3 considers Bainbridge Island's existing conditions and provides an inventory of the Island's active transportation facilities.

### FUTURE MOBILITY NETWORK

Chapter 4 imagines the future conditions of Bainbridge Island and suggests strategies that can be employed to reach the goals established in this plan. Chapter 4 is informed by community input and is intended to create community discussion about how to achieve our shared goals.

### TECHNICAL SUPPORT

Chapter 5 establishes level of service standards for the Island's mobility network. This chapter provides the technical support for City staff to implement projects.

### IMPLEMENTATION

Chapter 6 establishes the implementation plan for the realization of the mobility network vision. This chapter includes project lists, funding strategies, and project selection criteria that help the City move the needle on achieving the community's goals.

deficiencies, develop improvement projects and strategies to mitigate deficiencies, and analyze projected revenues to ensure that necessary improvements will be constructed concurrent with demand.

## 1.4 Plan Engagement

To aid in the development of the Island-Wide Mobility Plan, City staff gathered feedback from the community and a variety of key partners. City committees were leveraged for their expertise and staff shared information and solicited feedback from the newly-formed Sustainable Transportation Coalition. Multiple in-person community engagements were held and comparable online engagements were made available. The summarized results from the engagement sessions are included in Appendix B.

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# 2 GOALS + STRATEGIES

## GOALS + STRATEGIES

The IWMP includes six overarching goals that respond to the unique transportation context on Bainbridge Island and align with shared community values.

The intersections between transportation and climate, safety, equity, accessibility, and natural systems are important for understanding the full scope of the Island's mobility network. This chapter establishes a framework of overarching goals that touches on these intersections and identifies objectives that help us achieve these goals. Together, these goals and objectives help to achieve an improved quality of life for Bainbridge Island residents and visitors. This chapter provides additional context to support the transportation issues, policies, and goals in the Transportation Element of the Comprehensive Plan.

The existing mobility network of Bainbridge Island has a significant impact on the quality of life for Bainbridge Island residents. The Seattle-Bainbridge ferry route and the Agate Pass Bridge are the only two options for accessing off-Island destinations. The current level of service results in long commute times for off-Island trips and traffic back-ups are frequent along the SR305 corridor.

Transportation and mobility alternatives, such as dedicated bicycle and pedestrian facilities and transit services, lack convenience and connectivity. Despite the challenges that have slowed building out a more complete active transportation network, an increasing number of Island residents are choosing to walk and bike to education, employment, cultural, and recreation opportunities.

How people choose to travel is a key element of both environmental sustainability and quality of life. The City's 2020 Climate Action Plan reports that transportation-related emissions account for nearly one-third of all of the Island's greenhouse gas emissions. This justifies the need to prioritize making diverse transportation and mobility options available to Island residents and visitors in order to mitigate the negative impact of greenhouse gas emissions on the climate and public health.

The City's 2025 Comprehensive Plan update focuses growth in Winslow and the neighborhood centers. The implementation of mixed-use development and higher densities within these areas can lead to more sustainable growth. Investments in infrastructure for active transportation modes and public transit allow for reduced dependence on automobiles and present opportunities for greater mobility between the neighborhood centers. These strategies and targeted investments will help the Island to develop more sustainably and improve the quality of life for Island residents.

In response to the unique challenges and opportunities of Bainbridge Island, this plan establishes six overarching goals that align with the Transportation Element of the Comprehensive Plan. These goals are informed by the STP and IWTP.

## Climate Action



### GOAL:

Reduce transportation-related greenhouse gas emissions to achieve a 90% reduction in overall emissions by 2045.

Transportation is the second-largest contributor of greenhouse gases on the Island and accounts for nearly one-third of the Island’s total greenhouse gas (GHG) emissions. Reducing the number of vehicle miles traveled (VMT) and encouraging the adoption of low- and no-emission transportation modes is critical in achieving the City’s 90% by 2045 GHG emissions reduction goal.

The City has taken steps towards advancing climate action and sustainability. In 2020 the City adopted the Climate Action Plan (CAP) which sets forth goals and objectives for improving climate resiliency and reducing climate impacts. This effort was followed up by the adoption of the Sustainable Transportation Plan (STP) in 2022 and a report on the potential positive climate impacts resulting from the implementation of the STP.

### Climate Action Strategies:

- **Transportation Demand Management Programs** to encourage and incentivize the use of sustainable transportation modes.
- **EV Charging Infrastructure Expansion** to facilitate the adoption of electric vehicles and bikes
- **Safe Routes to School** to encourage sustainable transportation habits from a young age

## Community Vision



### GOAL:

Preserve the Island’s characteristic natural landscape and winding roads while providing mobility for all road users.

The Comprehensive Plan describes Bainbridge Island as being characterized by “... forested areas, meadows, farms, marine views and access, and scenic and winding roads supporting all forms of transportation.” These elements are the foundation for the vision that Bainbridge Islanders hold for the community. This vision emphasizes the importance of preserving natural features while intentionally creating an environment where residents and visitors of all ages and abilities can safely and comfortably experience Bainbridge Island regardless of transportation mode. Transportation and mobility improvements should support and advance this vision where practicable.

### Community Vision Strategies:

- **Road Development Guidelines** to ensure consistency in design and compatibility with surrounding development context
- **Complete Streets Design** to provide bike/ped/transit access on roads
- **Connecting Centers Approach** to create non-motorized access to the Island’s defining neighborhood centers

## Equity + Accessibility



### GOAL:

Ensure parity in mobility outcomes for all users regardless of race, gender, identity, age, or ability.

The City of Bainbridge Island aims to recognize the impact, regardless of intent, that our actions have in perpetuating inequities to marginalized groups. The City aims to meet the needs of all transportation users and consider how transportation policies, procedures, and systems can better serve minority communities.

Historically, transportation investments have been aimed at motorized users. This approach disadvantages minority groups, such as people of color and seniors who are more likely to be non-drivers. Minority populations are disproportionately killed while walking and biking. In 2023, 25% of non-motorized fatalities in Washington state involved someone over the age of 65 despite only accounting for 16% of the total population.<sup>1</sup> This points to the need to create facilities that serve the most at-risk users.

### Equity and Accessibility Strategies:

- **All Ages and Abilities Infrastructure** to provide safe and comfortable bicycle and pedestrian facilities regardless of experience or ability
- **Mobility Hubs and Transit** to increase available transportation options and create convenient connections between modes
- **Multimodal Level of Service** to prioritize development of multimodal infrastructure and improve access for non-drivers

1. <https://wtsc.wa.gov/dashboards/active-transportation-user-fatalities/>



## ALL AGES AND ABILITIES

All ages and abilities bicycle and pedestrian facilities provide comfortable separation from motor vehicles, both along a roadway and while crossing an intersection. To make biking and walking attractive and accessible to a broad range of people, Bainbridge Island needs facilities that meet the needs of our most vulnerable users. Many of Bainbridge’s existing bicycle facilities exclude people who are curious but cautious riders and favor confident riders. All ages and abilities infrastructure addresses this gap by considering the needs and comfort level of children, seniors, and folks who use adaptive mobility devices.

All ages and abilities facilities can be achieved by employing a variety of infrastructure interventions based on the road context. In higher speed and higher volume contexts, a greater level of separation between vehicle and bicycle and pedestrian traffic is needed to meet all ages and abilities standards. In low speed and volume contexts, lower touch interventions such as advisory shoulders can also achieve all ages and abilities facilities.

## Safety + Comfort



### GOAL:

Create mobility networks that protect and prioritize the most vulnerable travelers. Strive for Vision Zero.

Pedestrian and bicyclist fatalities nationwide increased by 75% between 2010 and 2022. This trend holds true in Washington state where pedestrian and bicyclist fatalities have more than doubled between 2014 and 2023. Both nationally and regionally, traffic accidents involving pedestrians or bicyclists have dramatically increased since the beginning of the COVID-19 pandemic. This trend underscores the importance of intentionally designing mobility networks to be safe for our most vulnerable road users.

Safety and comfort improvements enhance user experience for not only bicyclists and pedestrians, but also for motorists. Improving predictability in the mobility system ultimately enhances safety for all road users.

### Safety + Comfort Strategies:

- **All Ages and Abilities Infrastructure** to provide safe and comfortable active transportation facilities regardless of age or ability
- **Traffic Calming** to slow vehicle speeds and create safer conditions for all users
- **Bike and Pedestrian Level of Traffic Stress** to help inform infrastructure design decisions with the goal of reducing stress for all road users



## TRAFFIC CALMING

Traffic calming is the use of road design features to slow down vehicles as they move through neighborhoods. Traffic calming deemphasizes the movement of vehicles and instead prioritizes active transportation users.

Introducing traffic calming elements such as traffic circles, speed tables, and other visual and physical road elements serve to slow down vehicle traffic. Slower travel speeds prevent crashes with vulnerable road users and reduce the likelihood of serious injury or death when crashes do happen.

Besides improving safety for road users, traffic calming interventions can also have the following benefits:

- improve natural systems by providing green stormwater infrastructure (ex. median with planting area)
- encourage placemaking through the use of public art and street tree planting
- support local businesses by including on-street parking

## Connectivity



### GOAL:

Expand connectivity on the Island by providing a greater number of route and mode alternatives, especially for active transportation users.

Many of the Island's scenic roads are winding and do not provide convenient access to nearby destinations. A highly connected mobility network is desirable as it provides redundancy in the transportation network which can help to alleviate traffic congestion, aid in emergency response and evacuation, and provide a greater level of flexibility in route choice.

Focusing on non-motorized connectivity through the creation of trails and off-road paths expands route options and makes active transportation modes a more convenient option. Creating opportunities for active transportation users to connect to transit, car-share, and other mobility opportunities, users can reach a greater number of destinations than by a single transportation mode alone.

### Connectivity Strategies:

- **Trail Connection Zones** to provide non-motorized access between existing trails
- **Mobility Hubs** to improve access to multiple transportation modes and facilitate convenient mode transfers
- **Island-Wide and Winslow Circulator** to improve connections in and around the Island's neighborhood centers
- **Trail Easement Strategy** to establish priority trail connection areas across trail partner agencies and clearly identifies roles and process for developing trails

## Natural Systems



### GOAL:

Protect natural systems and local ecologies. Mitigate impacts on natural systems when disturbances are unavoidable.

Maintaining a healthy natural environment is a key value of Bainbridge Island community members. The Island's natural systems and features, including wetlands, forests, and shorelines contribute to the overall look and feel of Bainbridge Island and are a source of community pride. In addition, maintaining the Island's natural systems helps to achieve climate and sustainability goals by preserving the healthy function of carbon sequestering features such as wetlands and forested areas.

The Island has many sensitive resources such as ravines, parklands, open spaces, and shoreline and wetland areas that require creative and environmentally sensitive approaches to roadway and off-road facility development.

### Natural Systems Strategies:

- **Stormwater Management** to minimize impervious road surfaces
- **Native Plant Landscaping** to mitigate the impacts of run-off and improve aesthetics of the roadway
- **Context Sensitive Solutions** to roadway and bikeway design that consider the surrounding ecology and environmental resources

# 3 EXISTING CONDITIONS

## EXISTING CONDITIONS

The existing transportation network primarily serves motorists. While improvements have been made to active transportation infrastructure, connectivity and comfort remain a challenge.

This chapter on existing conditions provides an overview of the current transportation conditions and provides a baseline for future comparisons. The City of Bainbridge Island's mobility network is made up of roadways, pedestrian facilities, bikeways, trails, and the ferry terminal. Each of these elements is important to the movement of people and goods to destinations within and beyond the Island. A map of all existing active transportation facilities is shown in Figure 3.1

### 3.1 Existing Bicycle Network

Bainbridge Island's existing bicycle network consists primarily of on-road bike lanes and improved shoulders. In recent years, the City has shifted focus to provide bicycle facilities with a greater level of separation from vehicle traffic. These facilities include raised bike lanes (Madison Ave.), separated side paths (Eagle Harbor Dr.), shared use paths (Sound to Olympics Trail), and soft surface trails suitable for biking (Sportsman Club Rd.). In addition to dedicated bicycling infrastructure, the City has also improved conditions for cyclists through the implementation of traffic calming features such as traffic circles and radar feedback signs intended to slow down vehicle traffic and create safer conditions for cyclists.

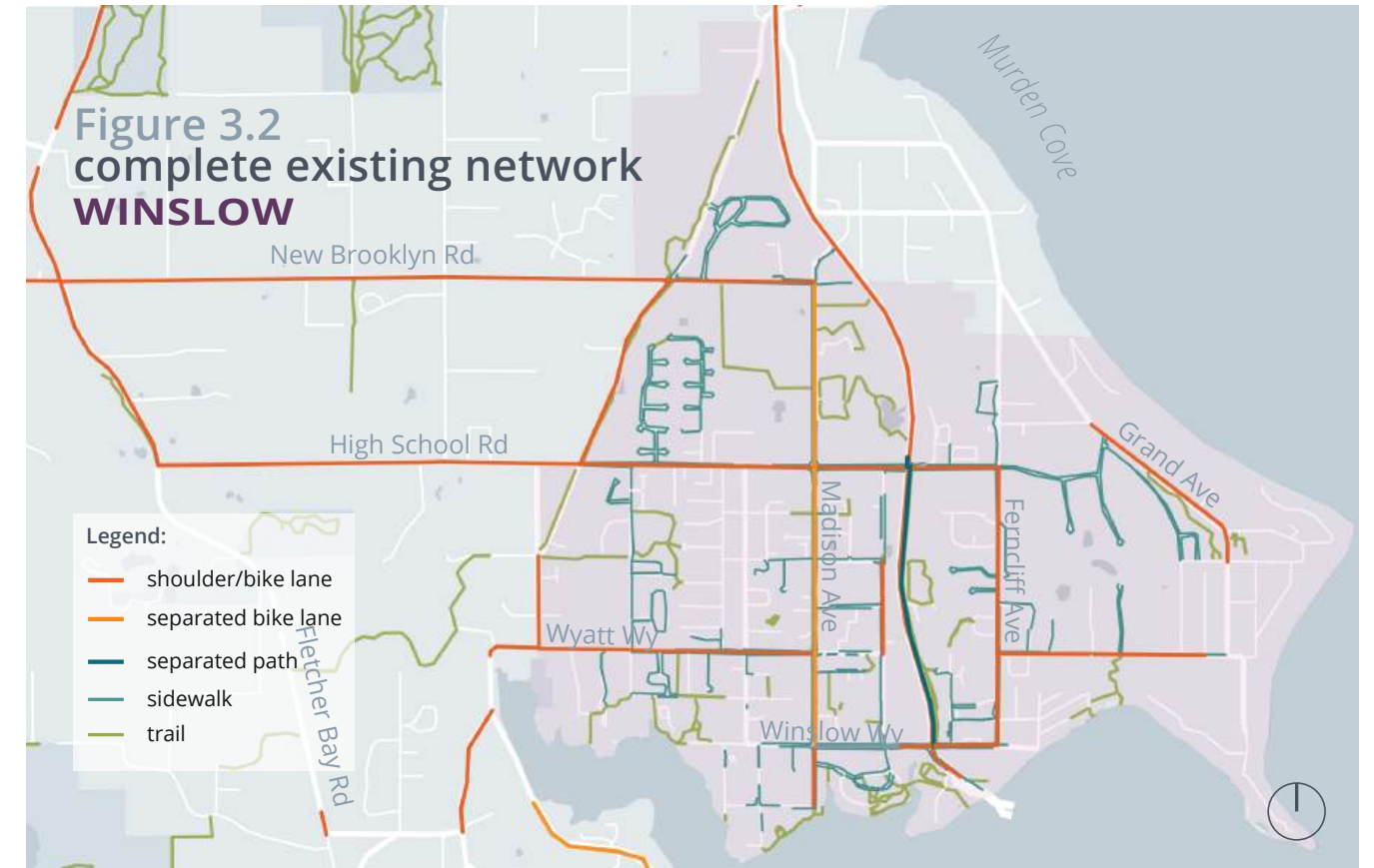
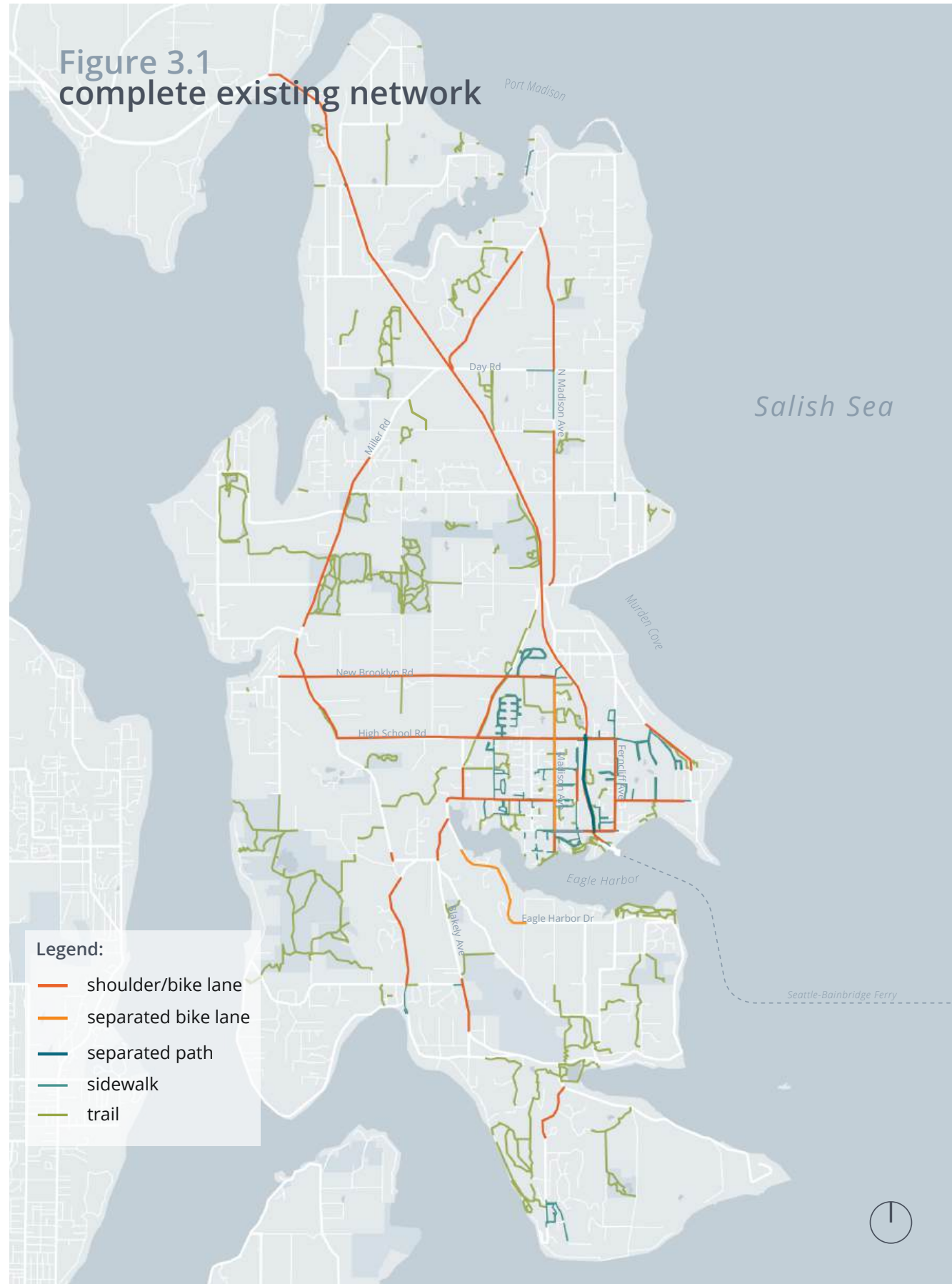
#### Connectivity

Much of City's existing bicycle network suffers from a lack of connectivity and poor safety conditions. Many of the Island's roads

lack dedicated bicycle facilities, and where facilities do exist, often there is little to no separation between user types. In some cases, bicycle facilities abruptly end, forcing bicyclists to negotiate for space with drivers. These conditions are discouraging to many bicyclists, especially children, seniors, and beginners. Figure 3.4 provides an analysis of existing connectivity gaps in the City's active transportation network. Gaps were identified where missing links between existing active transportation facilities occurred. Additionally, the analysis considered trail connection areas where opportunities exist to make connections between corridors with existing active transportation facilities. See Appendix C for the aligning Parks District Trail Vision Map.

Chapter 4 of this document proposes ways to address these challenges and makes suggestions for improving safety and comfort for all road users.





### 3.2 Existing Pedestrian Network

The City provides sidewalks for pedestrians primarily within Winslow and Lynwood Center. Sidewalks are also sometimes present in areas immediately adjacent to schools (Halits, Blakely/Islandwood). On most of the Island's roads, pedestrians must walk on the shoulder. A map of all existing sidewalks is included in Figure 3.4.

While not included in the pedestrian network map, improvements made to the bicycling network, including sidepaths and shared use paths also benefit pedestrians by providing additional spaces suitable for walking.

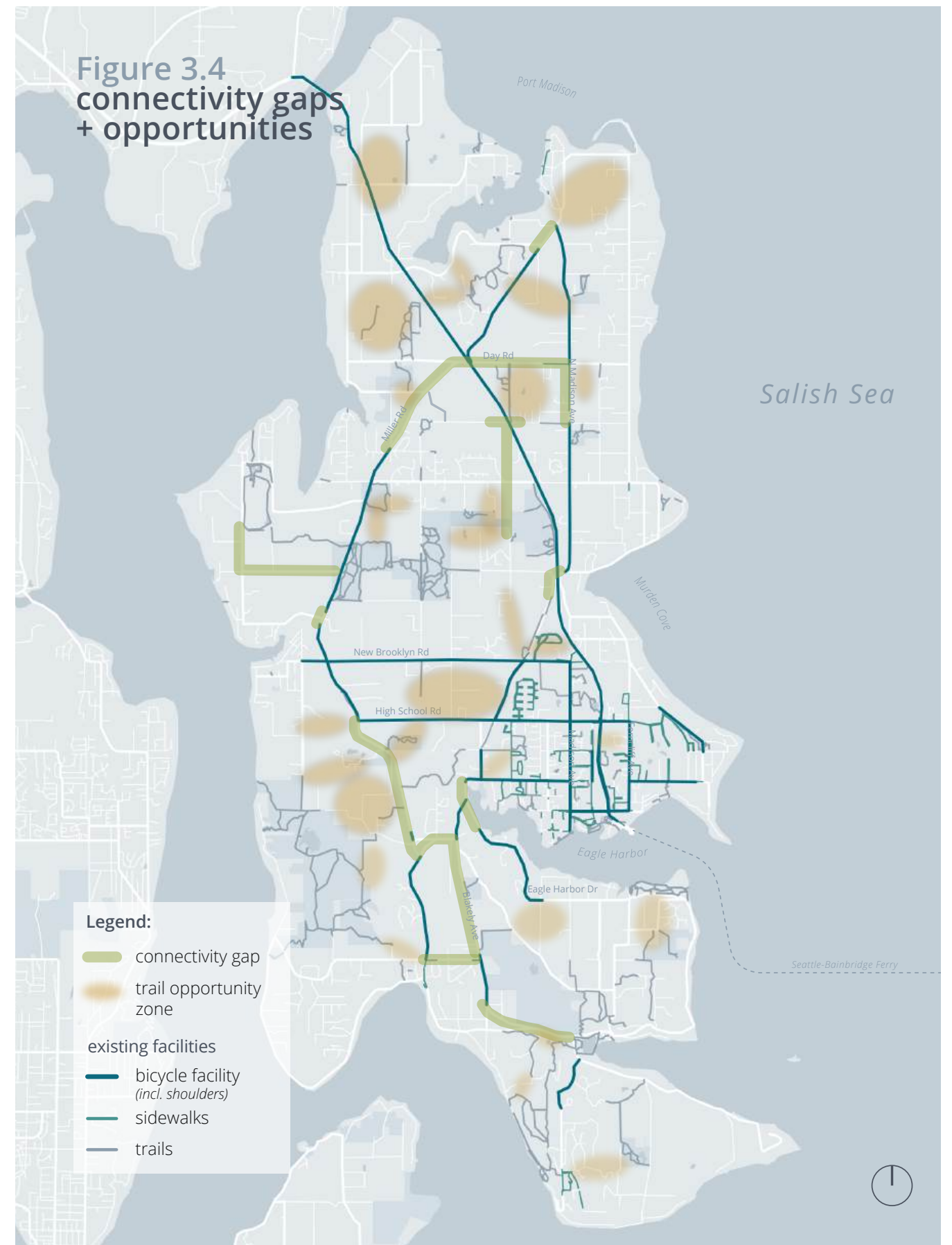
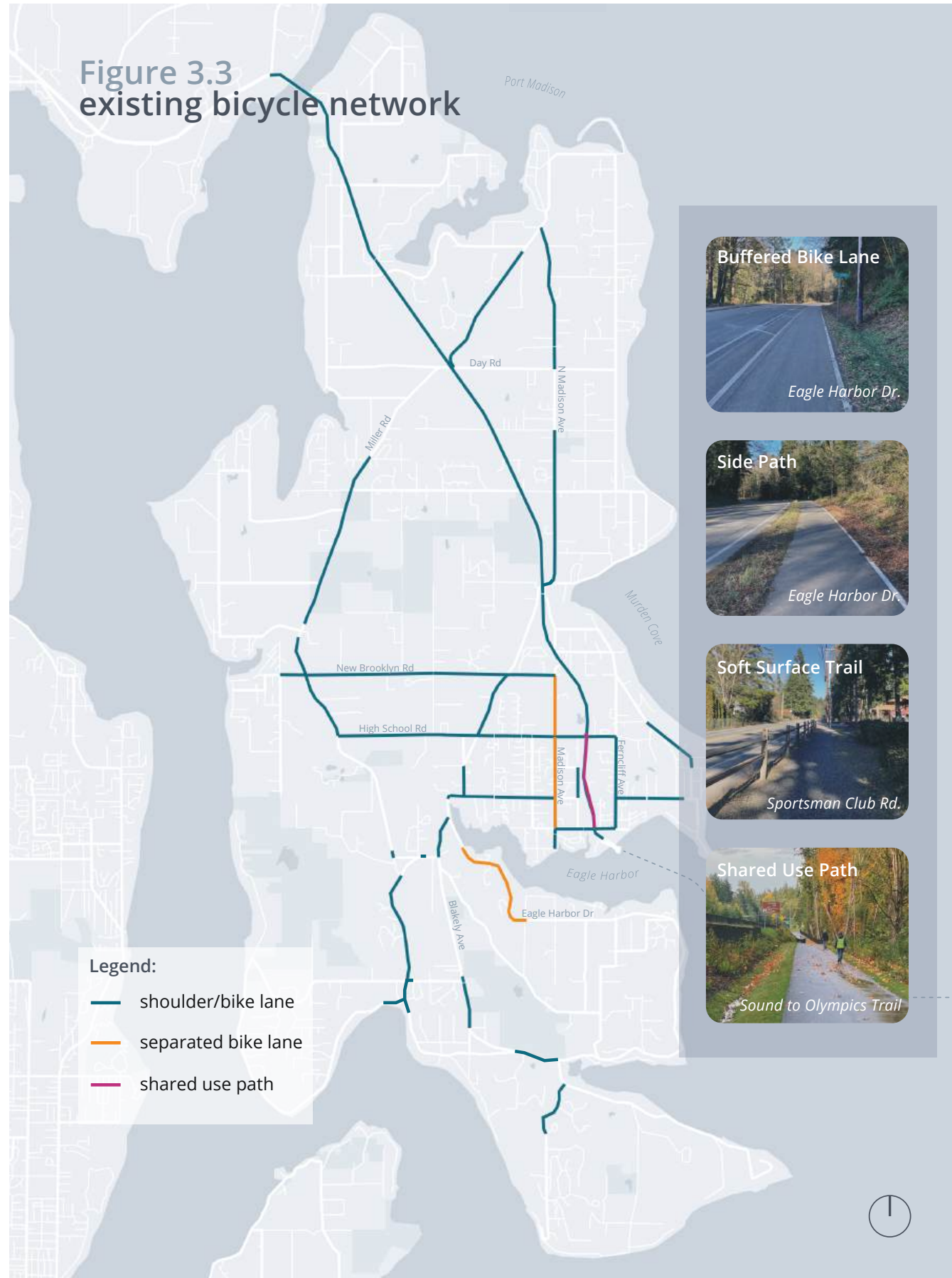
Significant sidewalk gaps exist in the pedestrian network within the neighborhood centers. The City should prioritize filling these

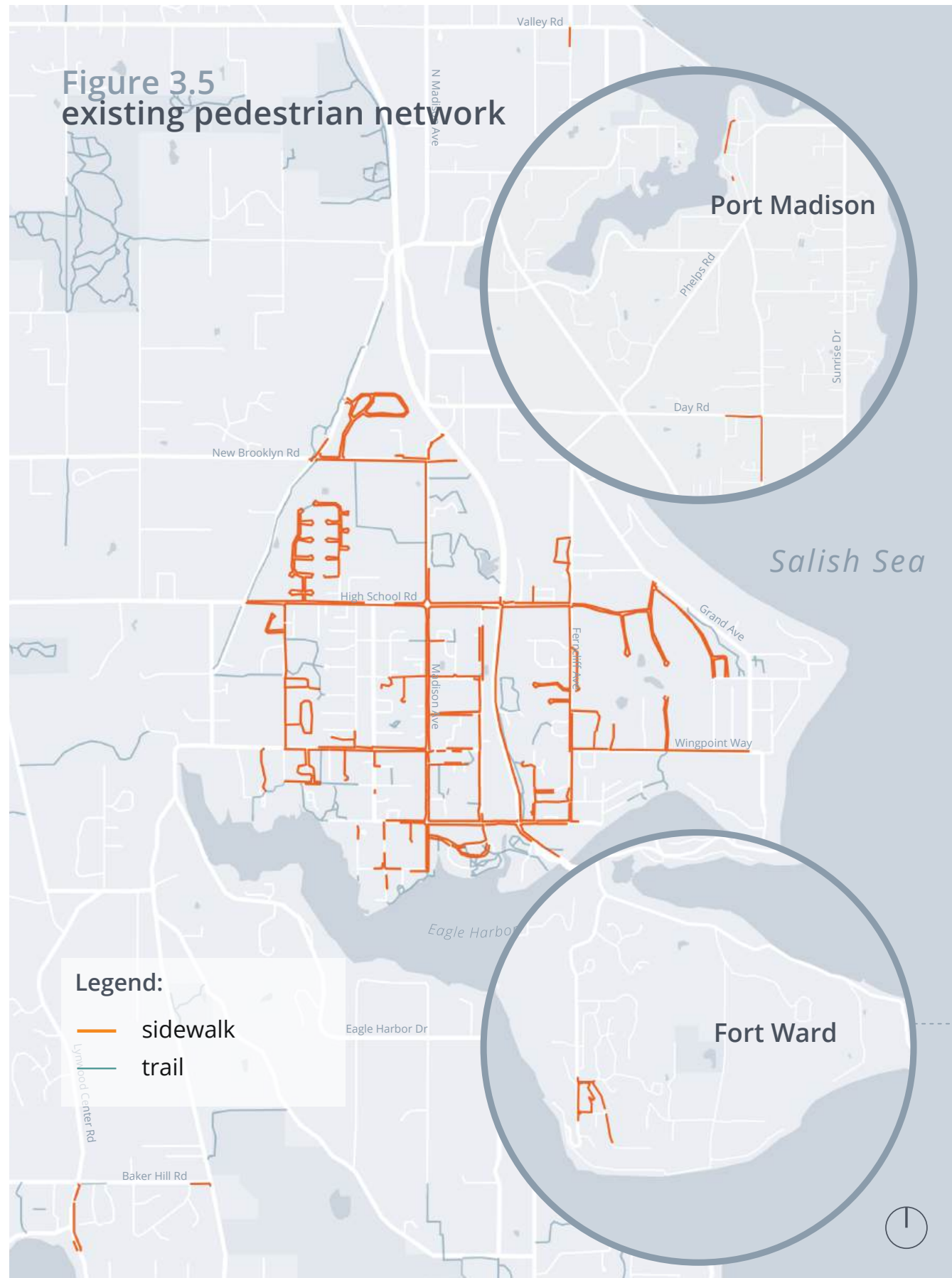
gaps as development occurs to improve connectivity and safety for pedestrians.

### 3.3 Existing Trail Network

Bainbridge Island boasts a vast network trails. These trails are frequently used by pedestrians, bicyclists, and equestrians for a variety of purposes including recreation and commuting. A map of all existing trails on the Island is included in Figure 3.6. Trails are owned and maintained by the City, the Bainbridge Island Metro Parks and Recreation District (BIMPRD), and the Bainbridge Island Land Trust (BILT).

The City recognizes the importance of trails as a part of the transportation network and as part of the culture of Bainbridge Island. While doing so, the City also acknowledges that different trails serve different purposes





and not all trails may be suitable for all users based on user ability and traveling mode. For example, some trails are too steep or technical to be well-suited to commute trips, while other trails do not provide convenient access to key destinations. Therefore, to support the goals established in this plan and to also help clarify the role of the City in trail development, the City prioritizes the planning and development of trails and trail connections that facilitate active transportation trips. The City will continue to rely on its partnership with BIMPRD to continue building out the recreational trail network.

The future mobility network that is presented in Chapter 4 attempts to improve these conditions by improving safe connections to trail areas and expanding trail connections on key cross-Island routes. The City will continue to use the BIMPRD’s trail development standards in its own trail development to maintain consistency in trails regardless of ownership.

### 3.4 Existing Transit and Shared Mobility Network

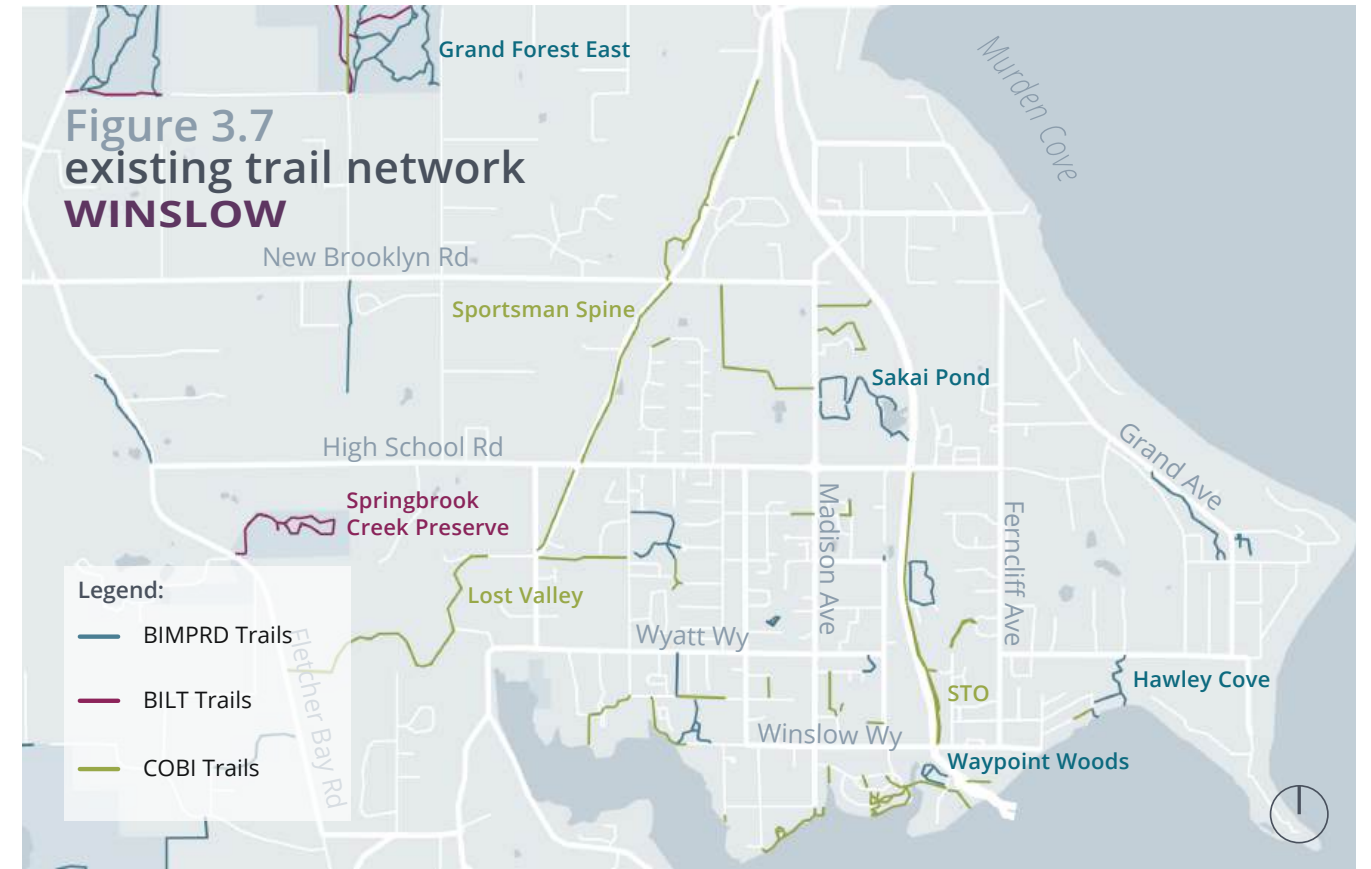
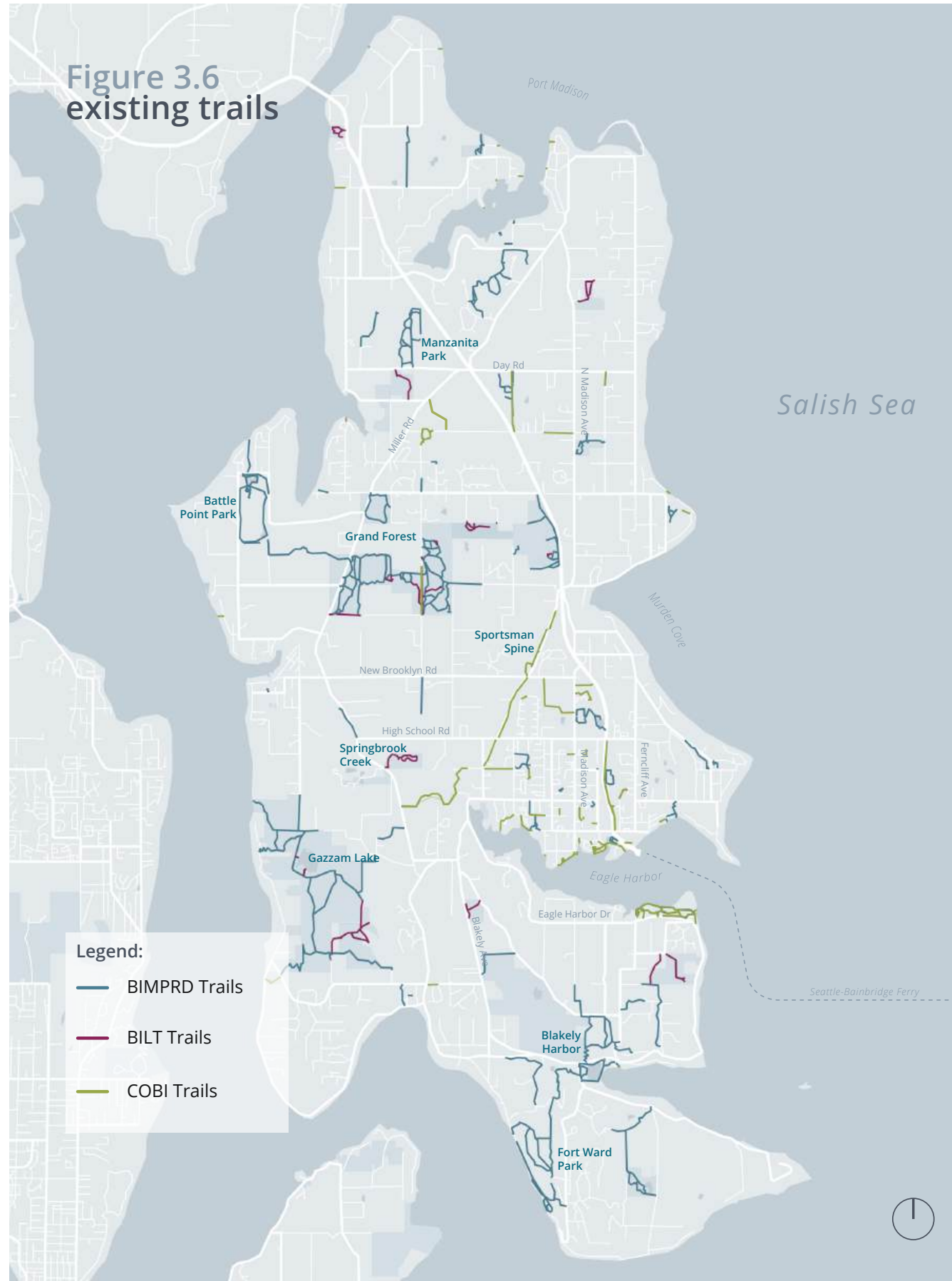
Kitsap Transit, Clallam Transit, and Washington State Ferries provide local and regional transit service on Bainbridge Island. Kitsap Transit is the primary transit service provider and operates approximately 110 miles of bus routes and 125 bus stops on the Island. The commuter transfer station for Kitsap Transit bus service is located in Winslow at the ferry terminal. There are no bus maintenance depots or fueling facilities located on the Island. Kitsap Transit also operates BI Ride, an on-demand service hailed through a digital booking app, or through a pick-up at designated stops and times Monday through Saturday. Existing

park and ride facilities are located at Bethany Lutheran Church, Island Church, American Legion Post, and Day Road park and ride lot on SR 305. A map of existing transit and mobility options is included in Figure 3.8. Washington State Ferries provides regional transit with approximately 21-23 sailings per day between Bainbridge Island and Seattle. The maximum passenger capacity per ship is approximately 2,500 people and the vessels can accommodate between 144 and 202 passenger cars. Clallam Transit offers regional bus service between Bainbridge Island, Poulsbo, Sequim, and Port Angeles with multiple daily trips.

### Transportation Demand Management (TDM)

In addition to traditional transit services, there are also several other smaller programs generally targeted at transportation demand management (TDM). TDM programs aim to encourage the adoption of non-single occupancy vehicle travel modes with the goal of reducing greenhouse gas emissions. Multiple agencies and organizations provide TDM programming on Bainbridge Island including Kitsap Transit and ZEV Co-op. ZEV Co-op operates an electric car sharing service in the region, and has multiple vehicles stationed at City Hall that are available for public use. Kitsap Transit currently offers the following TDM programs:

- **SCOOT the SCOOT** Program provides a free to use car for commuters who use some mode other than driving alone. This car is intended to encourage non-driving commutes by providing a vehicle that can be used for personal errands such as doctor’s appointments
- **Carpool + Vanpool** Kitsap transit provides carpooling and vanpooling resources for residents and workers in Kitsap County. Kitsap Transit provides vans (including gas and maintenance) to registered vanpools



### 3.5 Existing Roadway Network

The roadway network is designed for the movement of people and goods throughout the community. Major regional transportation features of the Island include the Washington State Ferry Terminal, which connects Bainbridge Island to downtown Seattle; and SR 305, which connects the Island to the Kitsap and Olympic Peninsula. SR 305 is the Island’s principal transportation corridor, providing an important north-south connection. The State system is supported by a City roadway network of approximately 210 miles that connects residential areas and neighborhood centers to WSDOT facilities.

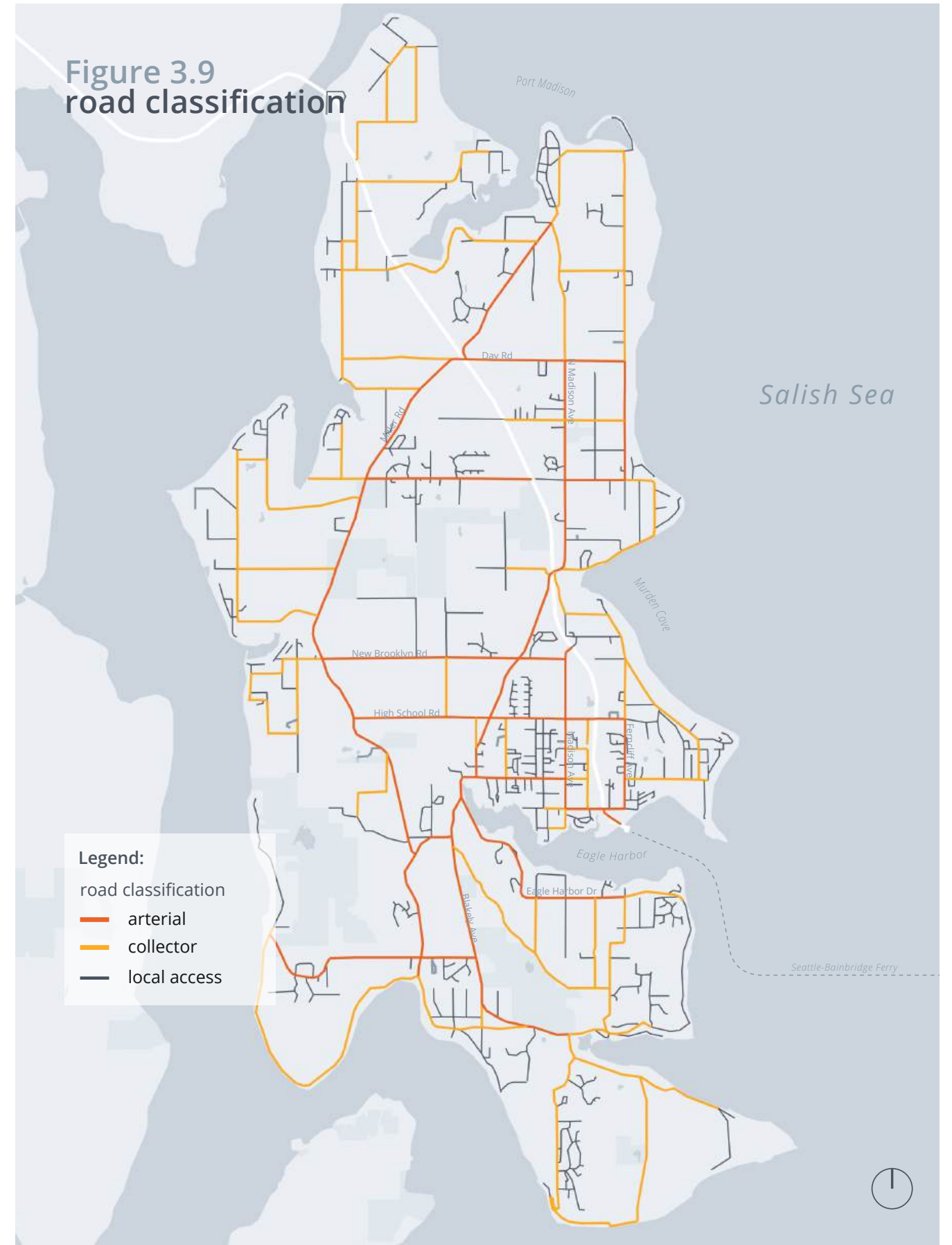
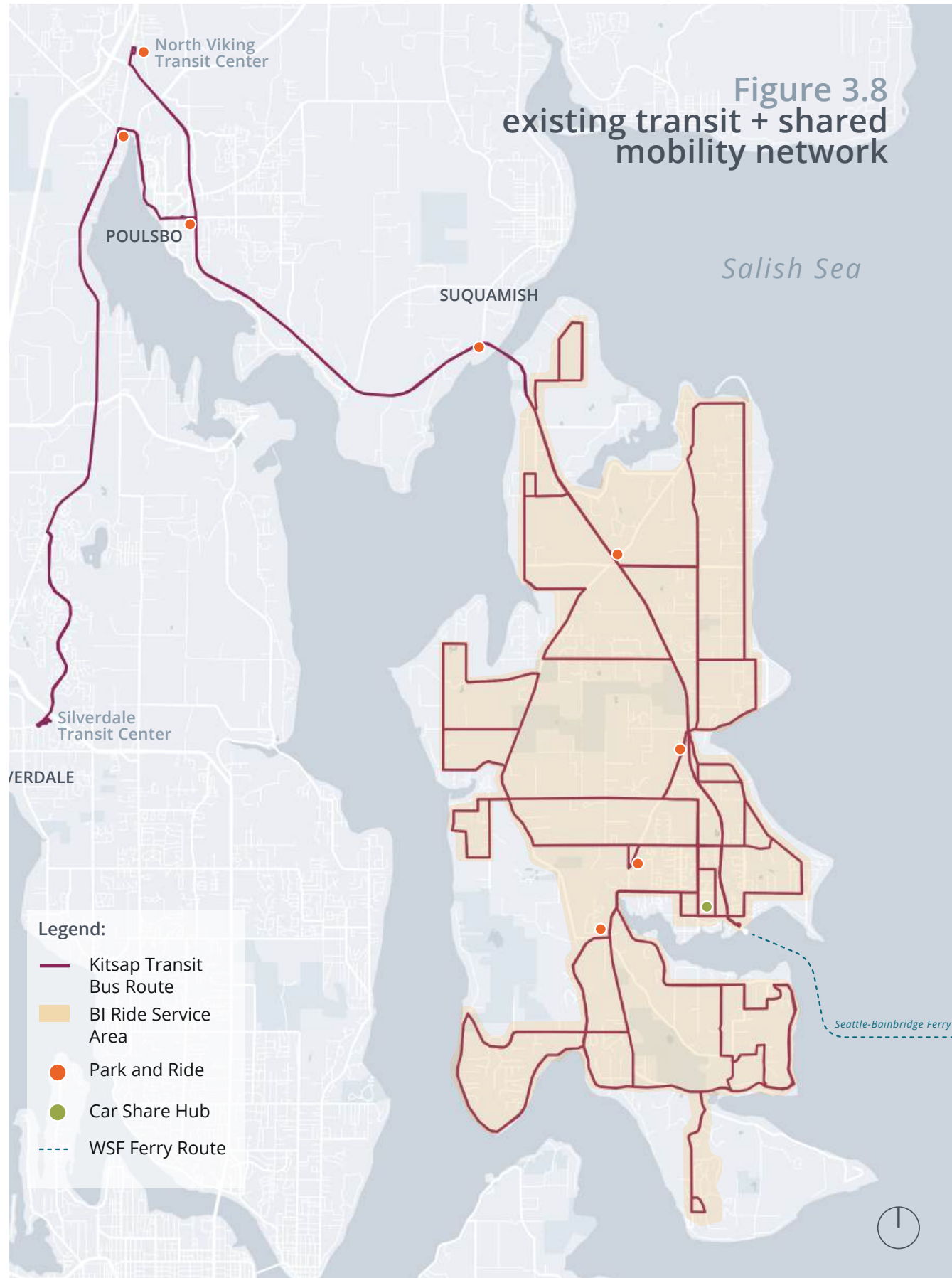
This section describes current operating conditions, which serves as a baseline for future comparisons. The vehicle and freight network analysis focuses on delay at

intersections under 2022 conditions, which is the base year for the Comprehensive Plan update.





#### Road Classification

The City’s roadway network is categorized into four functional classifications. These classifications indicate the level of traffic service that a roadway is intended to provide. Roadway functional classifications are used to determine roadway level of service standards and to support multimodal level of service analyses. The City’s roadway classifications are described in Table 3.1 below and displayed in Figure 3.9.

Road classification also plays an important role in emergency evacuation routes. Higher classes of roadways are better able to transport higher volumes of traffic off the Island in the event of an emergency.



**Table 3.1 Road Classifications**

Classification	Definition	Example
<b>Primary Arterial</b>	Carries the highest levels of traffic in the system at the greatest speed for the longest uninterrupted distance, often with some degree of access control. Used for through trips and connections within the system.	<p>SR 305</p> 
<b>Secondary Arterial</b>	Carries a high level of traffic at moderate speed, sometimes for through trips. Often serves as access to high-intensity land uses such as major employers or larger commercial centers; provides connections within the system.	<p>New Brooklyn Rd</p> 
<b>Collector</b>	Connects traffic from residential roads to arterials at a lower speed, carrying lower levels of traffic than arterials. Serves neighborhood centers.	<p>Bergman Rd</p> 
<b>Local Access</b>	Carries low levels of traffic at low speeds. Serves as access to residential and commercial areas. Not used for through trips.	<p>Mandus Olson Rd</p> 

**Table 3.2 2023 traffic counts**

Intersection	PM Peak Hour Volume
Lynwood Rd/Baker Hill Rd	924
Bucklin Hill Rd/Eagle Harbor Dr	1958
Wyatt Wy/Finch Rd	2060
Weaver Rd/Wyatt Wy	1422
Grow Ave/Wyatt Wy	1145
Madison Ave/Wyatt Wy	2328
Madison Ave/Winslow Wy	1750
SR305/Winslow Wy	2982
Ferncliff Ave/Winslow Wy	549
Ferncliff Ave/Wing Point Wy	680
SR305/High School Rd	3386
Fercliff Ave/High School Rd	1740
Madison Ave/High School Rd	3574
Grow Ave/High School Rd	1555
Weaver Rd/High School Rd	784
Sportsman Club Rd/High School Rd	1736
Fletcher Bay Rd/High School Rd	1105
Fletcher Bay Rd/New Brooklyn Rd	1560
Madison Ave/New Brooklyn Rd	1712
SR305/Madison Ave	3265
Sportsman Club Rd/SR305/Madison Ave	3972
Miller Rd/Koura Rd	1344
SR305/Koura Rd	3098
N Madison Ave/Valley Rd	1287
SR305/Lovgreen Rd	2912
SR305/Day Rd	3980
SR305/Hidden Cove Rd	3850
SR305/Port Madison Rd	3868
SR305/Agatewood Rd	3806
Madison Ave/Wallace Wy	1766
Winslow Wy/Ericksen Ave	1184
Bucklin Hill Rd/Blakely Ave	1490

Source: Fehr & Peers. 2024.

**Table 3.3**  
2024 intersection delay

Intersection Name	Level of Service (LOS) Standard	Existing LOS	Existing Delay (seconds)
Miller Rd NE & NE Koura Rd	C	C	17
Madison Ave & Valley Rd	C	B	12
Fletcher Bay Rd NE/Miller Rd & New Brooklyn Rd	D	B	12
Fletcher Bay Rd NE & High School Rd NW	C	B	12
Lynwood Center Rd & NE Baker Hill Rd	D	B	13
Madison Ave N & New Brooklyn Rd	C	C	19
Sportsman Club Rd & High School Rd NW	D	B	14
Weaver Rd NE & High School Rd NW	D	B	13
Grow Ave NW & High School Rd NW	D	C	15
Madison Ave N & High School Rd NW	D	B	14
Ferncliff Ave NE & High School Rd NE	D	A	10
Madison Ave N & Wallace Way NE	D	C	19
Bucklin Hill Rd NE & Blakely Ave NE	C	C	19
Bucklin Hill Rd & Eagle Harbor Dr	C	B	13
Wyatt Way NW & Finch Rd NE	D	D	29
Weaver Rd NE & Wyatt Way NW	D	C	17
Grow Ave NW & Wyatt Way NW/Wyatt Way NE	D	B	13
Madison Ave N & Wyatt Way NE	D	A	7
Ferncliff Ave NE & NE Wing Point Way	D	B	11
Madison Ave N & Winslow Way E	D	B	14
Winslow Way E & Ericksen Ave NE	D	C	17
Ferncliff Ave NE & Winslow Way E	D	A	9
SR 305 & Winslow Way E	D	C	25
SR 305 & High School Rd NE	D	D	48
SR 305 & Madison Ave N	D	C	32
SR 305 & Sportsman Club Rd/Madison Ave	D	D	54
SR 305 & NE Koura Rd	D	C	21
<b>SR 305 &amp; NE Lovgreen Rd</b>	D	<b>E</b>	<b>39</b>
SR 305 & Day Rd	D	D	39
<b>SR 305 &amp; NE Hidden Cove Rd</b>	D	<b>E</b>	<b>48</b>
SR 305 & Ne Seabold Rd/W Port Madison Rd	D	B	18
SR 305 & Agatewood Rd NE	D	D	26

Source: Fehr & Peers, 2024

However, the Island’s arterial roads are often lacking in dedicated active transportation facilities which creates dangerous conditions for vulnerable users during periods of traffic congestion. Figure 3.10 shows the Island’s priority evacuation routes.

### Existing Traffic Conditions

The City collects regular traffic counts to assess changes in travel behaviors, to collect information for its concurrency program, and to track the operational health of the City’s roadways. The City most recently collected traffic counts in 2024, the results of these counts are shown in Table 3.2. Additional information regarding level of service standards and how the City can mitigate traffic impacts is included in Chapter 5.

### Traffic Counts

The City collects periodic traffic counts in key locations across the Island to understand vehicle volumes on City roadways. This information is used to inform mobility network improvements and helps the City to better understand travel behavior on the Island. Traffic count data is collected at a roughly biennial cadence. 2023 traffic counts at selected intersections are provided in Table 3.2.

### Intersection Delay

In addition to collecting periodic traffic counts, the City also collects information on intersection delay— or the amount of time that a vehicle dwells, on average, at an intersection. This data is used to assess an intersection’s performance against adopted level of service standards. Table 3.3 provides the average intersection delay at 32 intersections across the Island. For information regarding roadway level of service standards, refer to Chapter 5.

## 3.6 Safety

The City is committed to creating safe conditions for all road users regardless of transportation mode. The City keeps records of all reported traffic accidents that occur on the Island and collects information regarding the type and severity of accidents. The City is responsive to resident feedback on safety concerns and conducts regular Traffic Operations Committee meetings to address these concerns and analyze solutions.

### Accident History

Between 2019 and 2024, the Bainbridge Island Police Department reported a total of approximately 1,250 traffic accidents for an average of about 200 accidents per year. While only 5% (61) of all accidents involved a pedestrian or bicyclist, they account for over 20% of traffic accident-related injuries. Of all traffic accidents involving active transportation road users, more than 90% resulted in injury (compared to just 20% of accidents involving only motor vehicles). These statistics provide justification for implementing strategies that improve safety conditions for vulnerable road users.

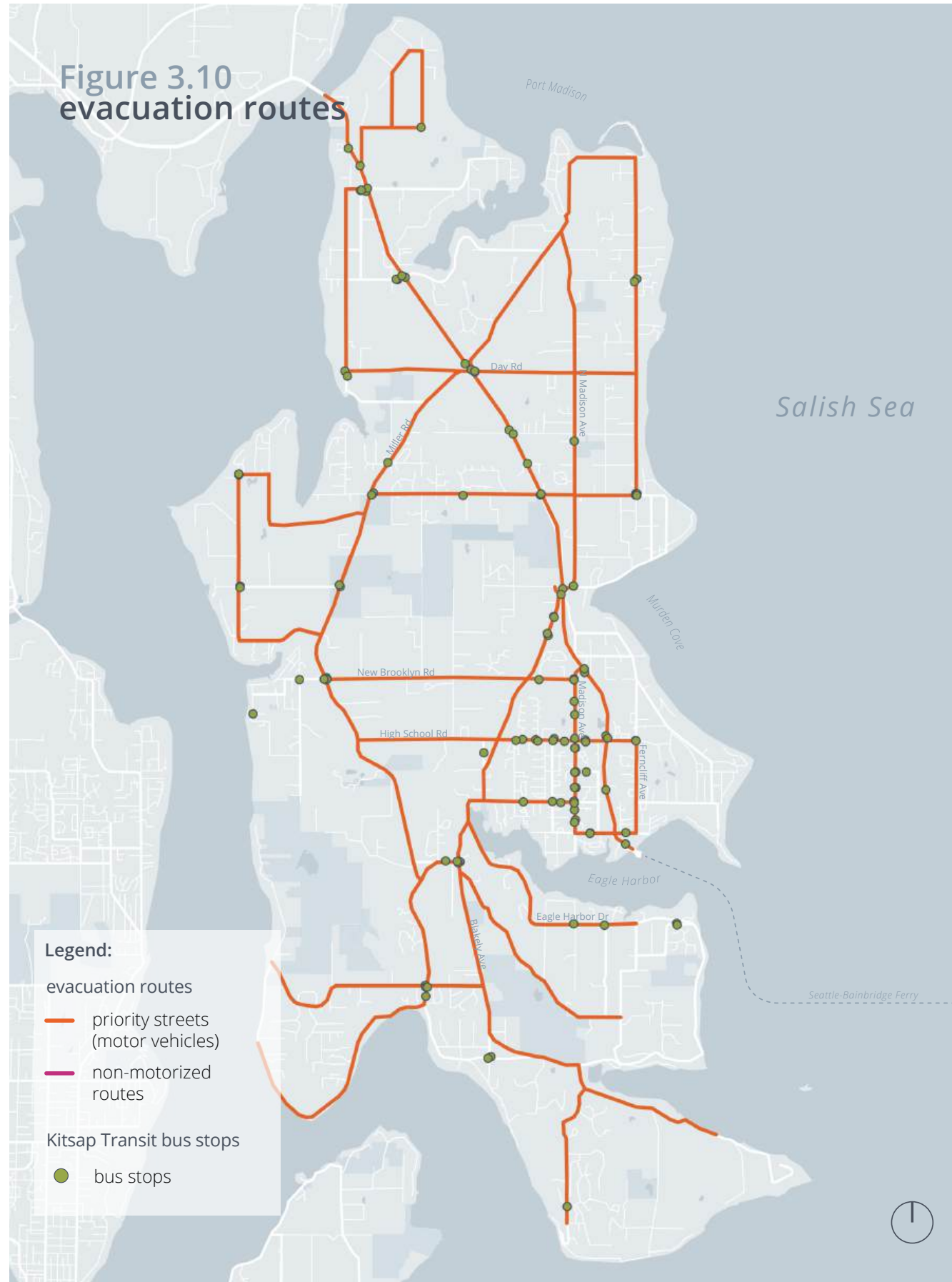
The charts shown in Figures 3.11 – 3.13 provide additional analysis on traffic accidents occurring on Bainbridge Island.

### Traffic Calming

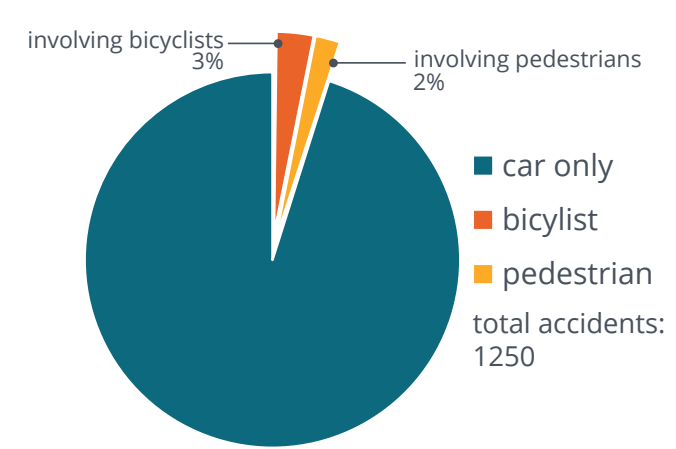
One strategy for improving transportation safety is traffic calming. Traffic calming is the use of road design features to slow vehicle traffic speeds. Traffic calming interventions may also be used to reduce traffic volumes.

### Speed

Reducing vehicle traffic speeds is one key strategy for improving safety for bicyclists and pedestrians. A 2023 study of National Highway Traffic Safety Administration (NHSTA) data indicates that a pedestrian



**Figure 3.11**  
traffic accidents by collision type  
2019-2024



**Figure 3.12**  
injuries by collision type  
2019-2024

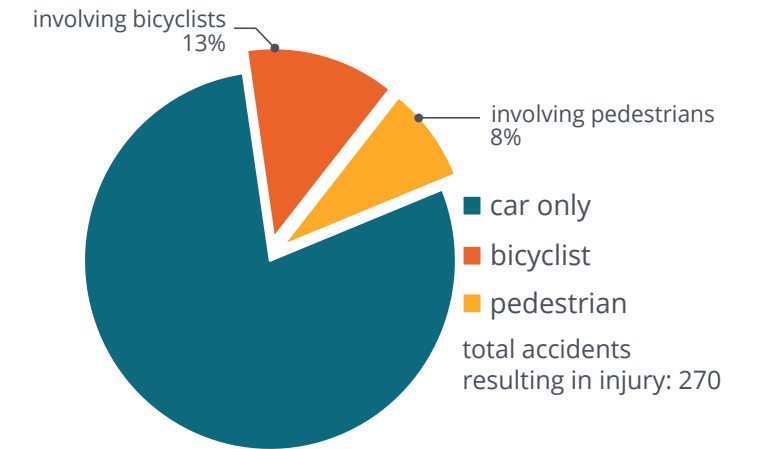


Figure 3.11 shows that approximately 5% of all traffic collisions on Bainbridge Island involve active transportation users. This is in contrast to Figure 3.12 which indicates that despite only making up 5% of all accidents, active transportation users account for over 20% of all traffic related injuries.

**Figure 3.13**  
traffic accidents by year and collision type  
2019-2024

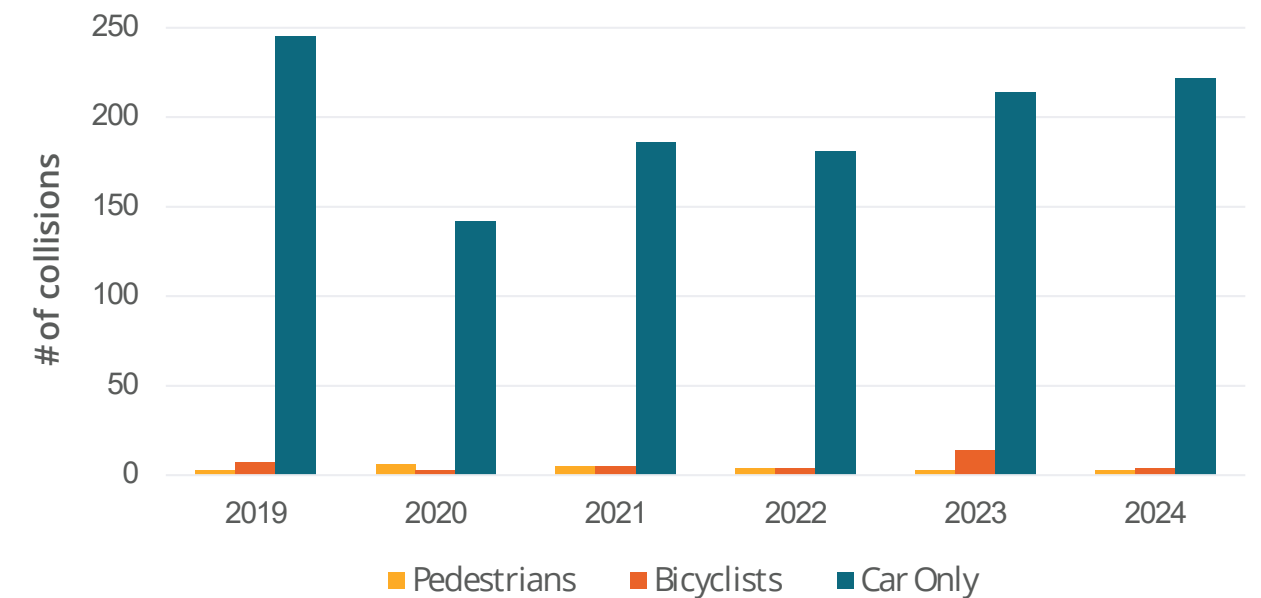


Figure 3.13 shows the number of collisions by year and collision type. While overall, the number of traffic accidents in 2020-2024 is fewer than the number of accidents in 2019, the number of accidents appear to be slowly increasing.

has a 75% survival rate when struck by a vehicle traveling at 32 miles per hour (mph). At speeds of 42 mph, just 10 mph faster, the survival rate drops to 50%.

Traffic calming strategies, such as chicanes, speed tables, and pinch points require motorists to slow down to safely navigate the road. Other traffic calming strategies such as raised center medians and raised crosswalks have the added benefit of increasing the visibility of pedestrians and bicyclists.

Traffic calming interventions may be implemented as spot treatments (Sakai Park), or they may be implemented along an entire corridor (Grow Ave.).

**Volume**

Traffic volume is one of the most useful indicators of the level of stress a bicyclist or pedestrian experiences while using a roadway. On lower volume roads, drivers tend to give active transportation users more space and pass bicyclists and pedestrians at safer speeds. Minimizing traffic volumes through road design often entails changing the roadway to limit through traffic. The existing mobility network on Bainbridge Island makes implementing these strategies difficult to accommodate. However, converting streets into one-way couplets and restricting roads to local traffic only present viable options for reducing traffic volumes on Bainbridge Island.

**Safety Spot Improvements**

The City frequently receives requests from residents to improve safety conditions on the Island’s roads. The City evaluates these requests and provides responses through the Traffic Operations Committee which is comprised of staff representatives from the Public Works, Police, and Executive

departments. Some of the safety challenges the City seeks to address are:

- High speed/high volume traffic
- Complex turning movements
- Sight distance challenges (blind curves, hills)
- Lack of visible active transportation facilities

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# 4 MULTIMODAL VISION

## MULTIMODAL VISION

Bainbridge Island’s multimodal network vision includes a rich variety of transportation options that meet the needs of drivers, pedestrians, bicyclists, and transit users.

This chapter focuses on the desired future conditions of Bainbridge Island’s multimodal transportation system. Multimodal systems include both motorized and active transportation modes. This chapter will focus on active transportation systems as well as transit and shared mobility. This chapter acknowledges the current challenges and gaps in the existing multimodal transportation system and suggests strategies for future development.

This chapter also emphasizes the importance of the development of new programs and policies that complement capital infrastructure projects and enhance their effectiveness.

Strategies and projects proposed in this plan are presented as the ideal for Bainbridge Island’s future mobility network. Implementation of the projects and programs included in this plan will be balanced against funding availability, physical design constraints including environmental features, and property availability.

### 4.1 Active Transportation Systems

Active transportation users – people walking, cycling, and using mobility devices – have an important place in Bainbridge Island’s mobility network. Facilities that accommodate these users provide safety and access, support density, reduce impact

to the environment, and ultimately provide an improved quality of life for residents, workers, and visitors. For a full list of planned and proposed active transportation projects and programs see Chapter 6.

### Future Mobility Network

The Island-Wide Mobility Plan proposes the development of a connected mobility network that provides non-motorized access to many of the Island’s key destinations. This proposed network builds on previous City planning efforts and the Island’s existing trail network to provide safe facilities for people of all ages and abilities. This work is relies, in part, on collaboration efforts with other agencies on the Island including the Bainbridge Island Metro Parks and Recreation District, the Bainbridge Island Fire District, and the Bainbridge Island School District.

The proposed network includes new bicycle and pedestrian facilities and upgrades to existing facilities that create a greater level of separation from vehicle traffic. Proposed projects include new sidewalks, side paths, separated bike lanes, as well as neighborhood greenways and traffic calming installations. Facility types are selected based on a variety of contextual factors including road classification, road speeds, traffic volumes, and connections to destinations.

A combination of the facility types described in the figure and tables on the following

Figure 4.1 facility typology

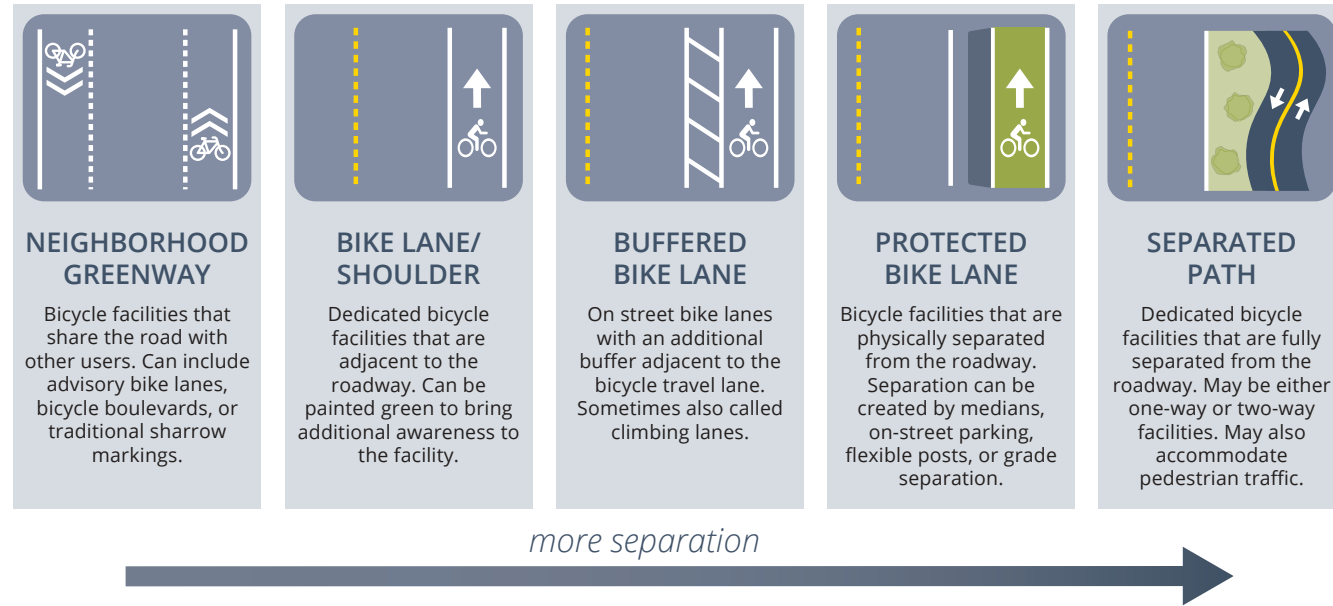


Table 4.1 facility selection considerations

facility type	road context		
	vehicle speed	traffic volume	sight distance
neighborhood greenways/ advisory bike lanes	≤ 20 mph	low volume <i>(eg. Old Mill Rd)</i>	not recommended if road has poor vertical or horizontal sight distances
striped bike lanes/ shoulders	≤ 25 mph	low volume <i>(eg. Old Mill Rd)</i>	not recommended if road has poor vertical or horizontal sight distances
buffered bike lanes	≤ 25 mph	medium volume <i>(eg. Eagle Harbor Dr)</i>	suitable for roads with poor vertical or horizontal sight distances
protected bike lanes	≤ 30 mph	high volume <i>(eg. Madison Ave.)</i>	suitable for roads with poor vertical or horizontal sight distances
separated paths	any speed	any volume	any road context

Table 4.2 facility design guidance

facility type	design guidelines			
	lane width	buffer width	markings	other considerations
neighborhood greenways/ advisory bike lanes	not applicable	none	sharrows or advisory bike lane striping	consider restricting vehicle access; pair with traffic calming
striped bike lanes/ shoulders	6'	none	bike lane marking; green striping at intersections recommended	pair with traffic calming strategies
buffered bike lanes	5'	2' painted buffer	bike lane marking; green striping at intersections recommended	pair with traffic calming strategies; consider adding road signage
protected bike lanes	5'	2' horizontal buffer with physical barriers or 3' vertical buffer	bike lane marking; green striping at intersections	consider corner islands or medians at intersections
protected bike lanes : 2-way	8'	2' horizontal buffer with physical barriers or 3' vertical buffer	bike lane marking; yellow centerline; green striping at intersections	consider corner islands, medians, and/or bike signals at major intersections
separated paths	8'-15' <i>(based on bike/ ped volumes)</i>	none	bike/ped markings and/or yellow centerline in high traffic areas	avoid the use of bollards; use flashing beacons and/or bike signals at intersections

pages is intended to create a safe and functional active transportation network that provides convenient connections to neighborhood centers and key Island destinations, including education, employment, recreational, and cultural opportunities across the Island. Facility types should be chosen based on the surrounding roadway and land use context. The full future mobility network vision is shown in Figure 4.3 on the following page.

### People Safe Intersections

In addition to creating safe and context appropriate linear facilities, the City's multimodal vision includes people safe intersections that improve the visibility and predictability of all road users as they travel through the intersection. Well-designed intersections are intuitive to navigate, encourage slow driving and turning speeds, improve visibility of users, and give priority to active transportation users. Intersection features such as lighting, raised crosswalks, curb extensions, and pedestrian islands can

help to minimize conflict at the intersection. Intersection treatments should be selected to fit the surrounding roadway context.

Figure 4.2 identifies common intersection treatments and design elements.

### Connecting Centers

The Connecting Centers projects are a key element of the future mobility network. This collection of projects proposes to create a active transportation corridor that connects Lynwood Center to Rolling

Bay via Winslow and provide connections to Island Center. Together, these projects create non-motorized access to many of the Island’s key destinations including schools and employment centers. Focusing on connections between the Island’s designated neighborhood centers will help facilitate active transportation trips throughout the Island by creating safe and convenient routes for walking and biking. The connecting centers projects were adopted by City Council for implementation in 2022.

Existing conditions provide safe walking and

**Figure 4.2**  
intersection treatment examples

**RAISED INTERSECTION**

Raised intersections provide a visible, comfortable, and low-speed crossing environment for bicyclists and pedestrians.

**CURB EXTENSIONS**

Curb extensions, or bulbouts, decrease turning radii for motor vehicles and slows down vehicle turning speeds.

**CROSSING ISLANDS**

Crossing islands allow non-motorized users to focus on crossing one direction of traffic at a time. Crossing islands may be used at intersections as well as mid-block crossings and trail crossings.

**PEDESTRIAN ISLANDS**

Pedestrian islands provide a safe space for people walking between bicycle and vehicle traffic. They reduce the crossing distance for pedestrians and reduce turning radii.

**COMMON INTERSECTION TREATMENTS**

The following treatments are commonly used at intersections to improve the safety and visibility of non-motorized users, and to communicate to users how they should proceed through an intersection.

**Detectable Warning Surface (DWS)**

Raised patterns that alert visually impaired users of a potential hazard such as an intersection crossing.

**Shark Teeth**

White triangles on road surface used to indicate where road users should yield.

**Sharrow**

Road markings that indicate that motorists should share the travel lane with bicyclists.

**Crossbike**

Green painted crossing used to indicate bicycle crossing at intersections.

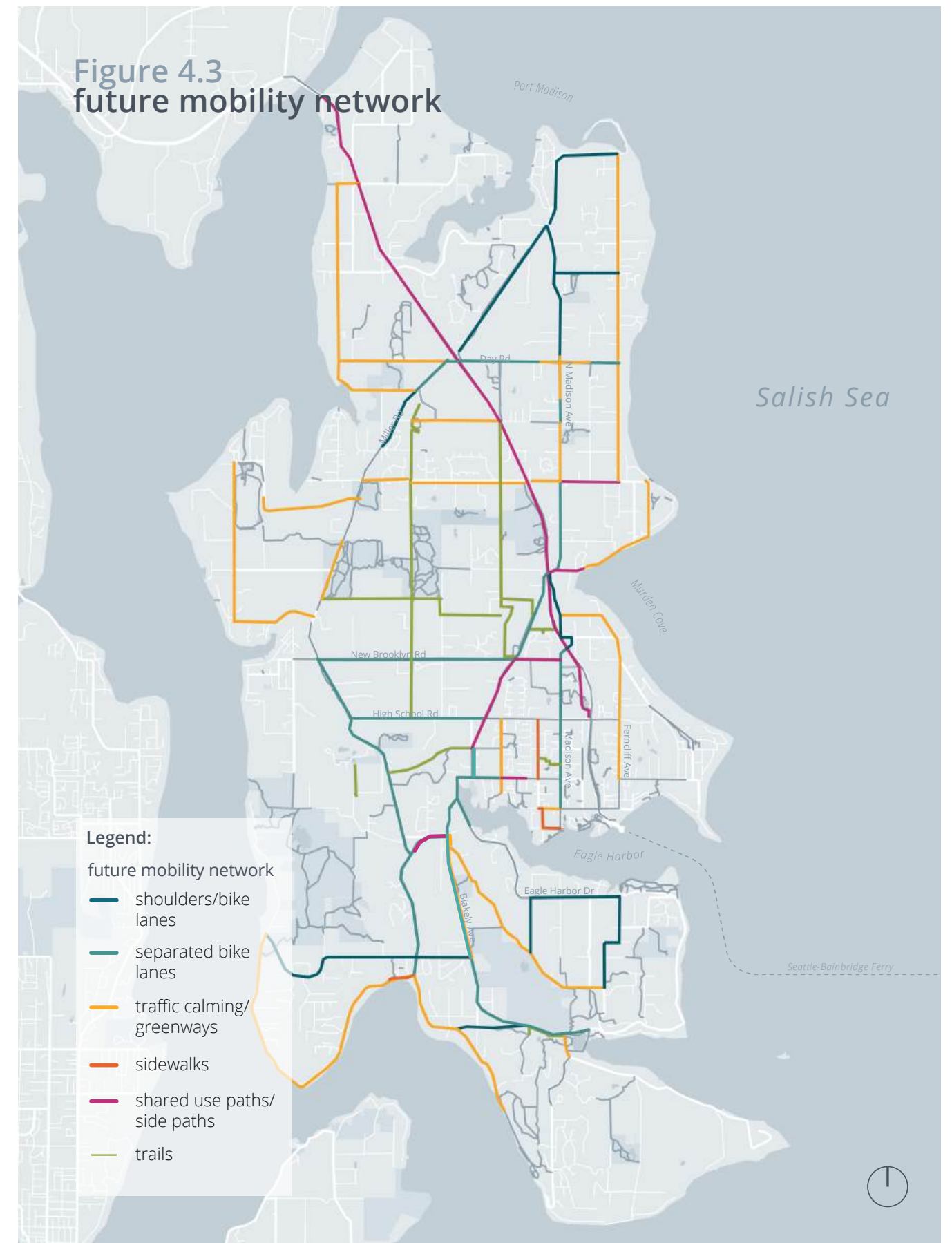
**Crosswalk**

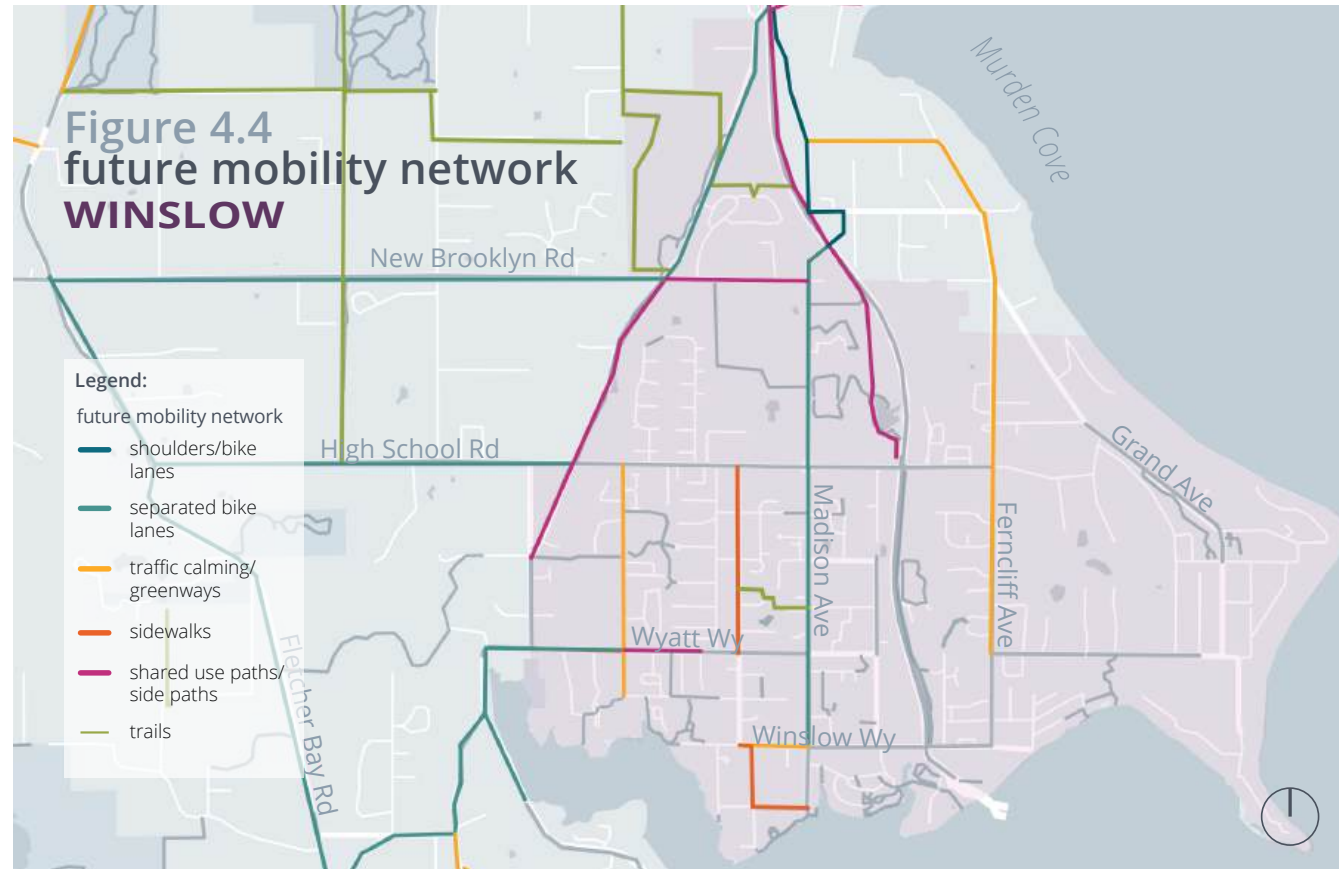
White painted crossing used to indicate pedestrian crossing at intersections.

**Rectangular Rapid Flashing Beacon (RRFB)**

Traffic control devices that emit a flashing light at crosswalk when turned on by a pedestrian.

**Figure 4.3**  
future mobility network





biking facilities within downtown Winslow and Lynwood Center, however, these facilities abruptly end outside of these areas forcing bicyclists and pedestrians to mix with vehicle traffic. This lack of continuous facilities creates a barrier to adopting active transportation modes, especially for vulnerable users such as children and seniors.

Other identified barriers to creating connected active transportation facilities are:

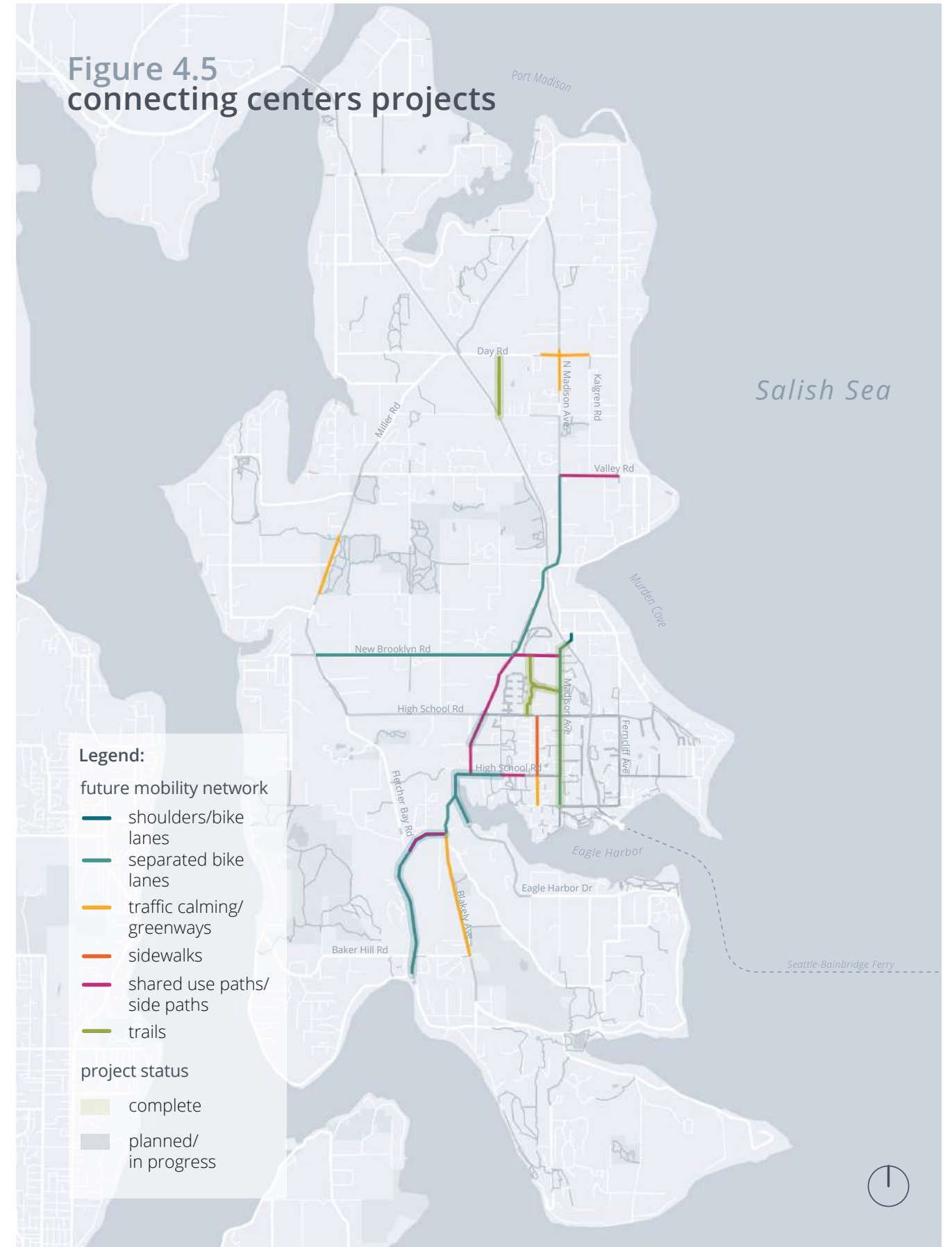
- **Deficiencies in ADA-compliant facilities**
- **Inadequate and unsafe crossing conditions at roadway intersections**
- **Facilities that do not extend far enough to meet users' needs**

Refer to Figure 3.3 for a map of the Island's existing connectivity gaps.

Creating safe and convenient connections for bicyclists and pedestrians is a crucial strategy for reducing vehicle miles traveled (VMT). A 2021 study determined that 70% of all vehicle trips that occur on Bainbridge Island start and end on the Island and are between 2-6 miles long. These short on-Island trips are particularly well-suited for replacement by a active transportation mode. The completion of the Connecting Centers projects is estimated to reduce total vehicle miles traveled by roughly 5%, or approximately 4,500 miles daily.

**All Ages and Abilities**

All ages and abilities facilities provide comfortable separation from motor vehicles, both along a roadway and while crossing an intersection. All ages and abilities facilities are designed to meet the needs of all users but especially cater to the most vulnerable



road users who may otherwise not feel comfortable biking or walking to their destinations. This group includes seniors, women, children, and people with disabilities. Providing safe and low-stress facilities that all bicyclists and pedestrians can feel comfortable using empowers people to take more active transportation trips. Increased active transportation trips reduce traffic congestion, improve air quality, provide more equitable access to jobs, and bolster local economies. Creating all ages and abilities infrastructure not only benefits current cyclists and pedestrians, but also benefits future bicyclists and pedestrians, motorists, local economies, and the environment.

The IWMP proposes the creation of an all ages and abilities network that connects active transportation users to destinations across the Island. All ages and abilities facilities are defined as bicycle and pedestrian facilities that achieve a level of traffic stress (LTS) of one. More information about LTS is included in Chapter 5.

Figure 4.5 shows the proposed Connecting Centers and All ages and Abilities network.

### Sound to Olympics Trail

The IWMP supports the continued development and implementation of the Sound to Olympics (STO) Trail. The STO is a regional trail which, once completed, will run from the Bainbridge Island Ferry Terminal through the Kitsap Peninsula to Port Gamble. The STO will connect with the Olympic Discovery Trail to provide seamless non-motorized access to the Pacific Coast.

The STO provides an all ages and abilities facility from the ferry terminal to the Agate Pass Bridge along the SR305 corridor and is an important part of the Island’s future

mobility network. Combined with the Connecting Centers projects, this would create a complete all ages and abilities connection from Lynwood Center to the Agate Pass Bridge. The STO will improve non-motorized access to destinations such as the Bainbridge Island Recreation Center, Meigs Park, and the Day Road business-industrial area. In addition, the STO will also provide safe, convenient, and low-cost access to off-Island destinations.

In 2024 the Bainbridge Island City Council approved a preliminary alignment for the STO. The preferred route alternatives can be found in Appendix D.

The STO is particularly reliant on strong partnerships with local and regional agencies and organizations such as the Bainbridge Island Parks and Trails Foundation and the Leafline Coalition. Maintaining and strengthening these partnerships is a priority.

## 4.2 Transit + Shared Mobility

Transit and shared mobility—programs such as carshare or bike share—play an important role in Bainbridge Island’s mobility network. These transportation options provide sustainable alternatives to using a personal vehicle for both long and short-distance trips. These options may also be preferred by users who are unable to, or uncomfortable with, walking or biking to their destinations. Providing a variety of transit and shared mobility options improves access for a wide range of users and increases the resiliency of the mobility network by providing alternatives for reaching a destination.

### Island Mobility Hubs

Mobility hubs are designed to connect users to a variety of multimodal transportation options and travel amenities. Mobility hubs

ease the burden of transferring between travel modes and make adopting sustainable transportation options more convenient by clustering services and amenities in one location. Importantly, mobility hubs integrate public and private mobility services such as transit, bike share, and ride-hailing, to allow users to seamlessly access first and last mile connections which can make sustainable transportation modes a more desirable travel option.

This plan calls for the creation of multimodal mobility hubs in Lynwood Center and the Coppertop business park as well as in Rolling Bay and the High School Road commercial area. Additional mobility hubs within the Island’s neighborhood centers may be warranted to meet the needs of the community. Mobility hubs are intended to be flexible in scale and design to respond to the current and anticipated needs of the community. Examples of potential mobility

hub configurations are shown in figure 4.6.

### Island Circulator

Two new all-electric circulator services are proposed—a Winslow circulator that operates in and around the Winslow area and an Island-Wide Circulator that provides access to destinations in Lynwood Center and other parts of the Island. These proposed circulators are intended to complement the existing transit services provided by Kitsap Transit by addressing current service gaps such as weekend and evening service. Figure 4.6 shows the proposed circulator routes.

### Kitsap Transit Service

Currently, Kitsap Transit (KT) is the sole transit service provider on Bainbridge Island. Kitsap Transit operates fixed-route buses, paratransit services, flexible on-demand services, and provides vanpools to eligible groups commuting to or from anywhere in

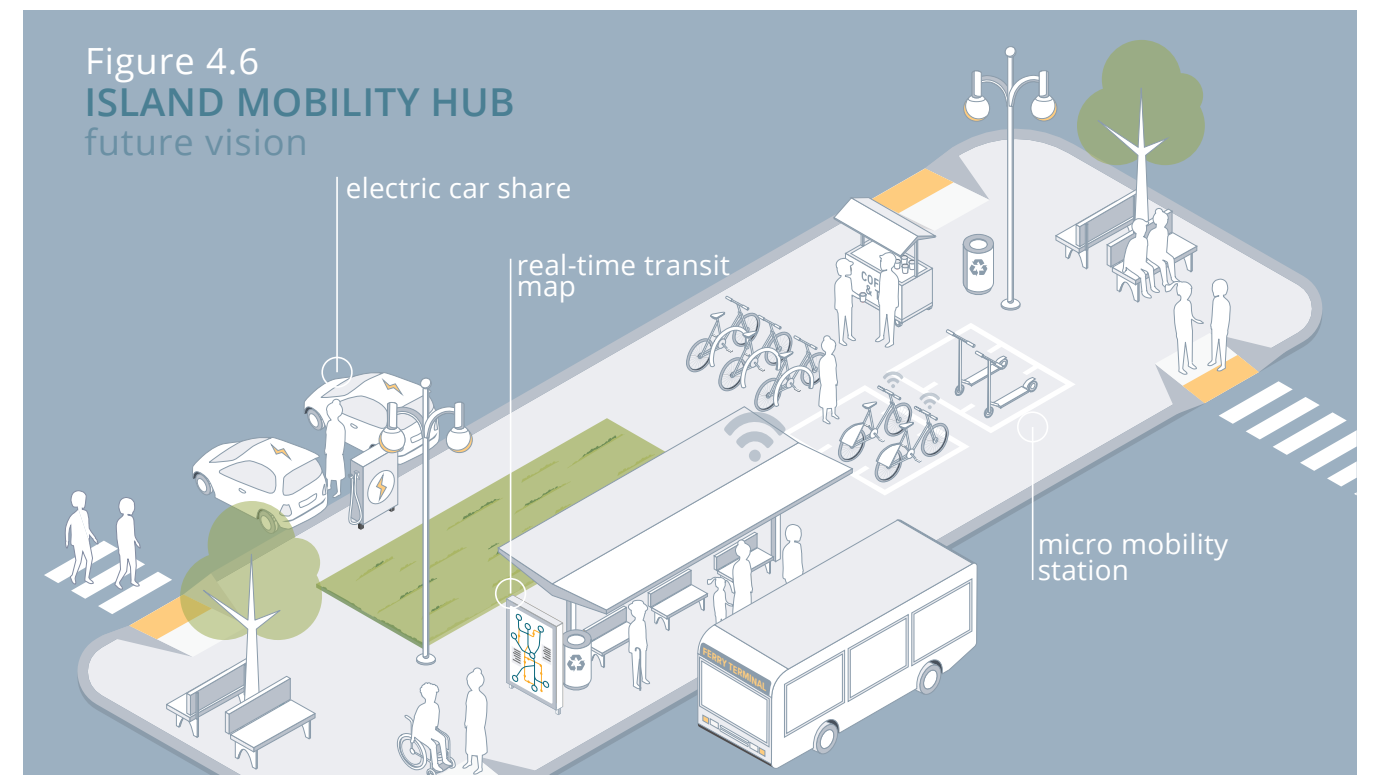
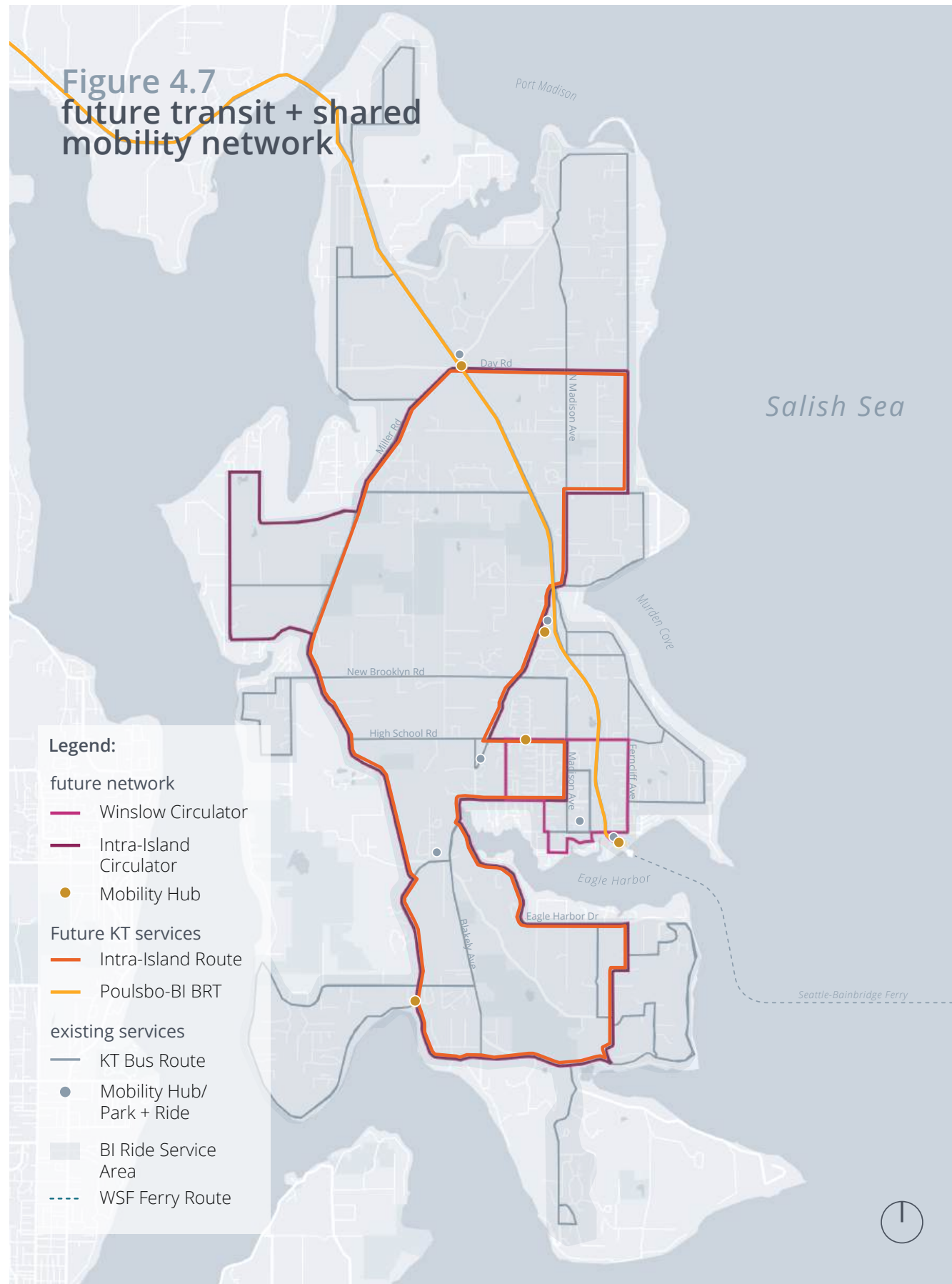


Figure 4.6  
**ISLAND MOBILITY HUB**  
future vision



the County.

Kitsap Transit publishes periodic updates to its Long Range Transportation Plan (LRTP) that establishes the agency's guiding goals and includes proposals for service and capital infrastructure improvements. The most recent Kitsap Transit Long Range Plan update was completed in 2022 and includes a variety of system improvements that directly impact transportation on Bainbridge Island. Transit improvements included in the LRTP include the following:

- **High Capacity Transit Routes** The new Bainbridge-Poulsbo-Viking Transit Center would be the Island's first bus rapid transit (BRT) route. This proposed route is also identified in Puget Sound Regional Council's Vision 2050 Plan.
- **New Local Routes:** The proposed Bainbridge Intra Island Route would create a new fixed route bus that connects Lynwood Center and Rolling Bay via Winslow and Island Center.
- **Expanded on-demand ride service:** The Kitsap Transit LRTP proposes expanded hours would help capture after-school travel and improve the usefulness of the service.
- **New Circulator Route:** The Kitsap Transit LRTP proposes the creation of a Winslow Circulator that would facilitate trips in the Winslow commercial areas. This service would improve access from the ferry terminal to downtown Winslow and the High School Road commercial area.
- **Multimodal Hubs:** In addition to new services, the Kitsap Transit LRTP includes the addition of a new multimodal hub in Lynwood Center. This hub would service a variety of transportation modes including transit, biking, and rideshare.

See Appendix E for the transit service and capital investments identified in Kitsap

Transit's Long Range Plan.

### Micro-Mobility

Micro-mobility services such as bike-sharing programs can supplement transit and shared mobility services by providing first- and last-mile connections. As Bainbridge Island continues to grow its mobility network, the City should proactively plan for the introduction of micro-mobility services.

### 4.3 Programmatic Support

Infrastructure improvements should be complemented with programmatic support and policy change. Education and incentive programs can help inform and encourage future multimodal transportation users while policy changes help to evolve and refine City processes that impact transportation planning.

### Programs

#### Implementation Oversight

The implementation of this plan will rely on the continued support and guidance provided by oversight bodies such as a Transportation Commission and/or Transportation Working Group. These oversight groups should be made up of Councilmembers and interested residents and would provide implementation recommendations to the City Council. Topics considered by these groups should be constrained to the projects, policies, and programs included in this plan.

#### Travel Options Programs

One key strategy for achieving the goals outlined in this plan is to provide incentives and educational resources to residents and visitors to encourage the adoption of sustainable transportation modes. This plan recommends the development of the



## SAFE ROUTES TO SCHOOL

The goal of Safe Routes to School (SRTS) is to encourage more students to walk and bike by improving safety in areas around schools and by giving students and their parents the tools and resources they need to feel comfortable walking and biking. SRTS includes both improvements to the built environment and education and incentive programs.

SRTS is intended to improve health and well-being of students and their families, lower GHG emissions, and foster a generation of active transportation users.

Some Safe Routes to Schools projects and programming could include the following:

- LTS I facilities within 1/2 mile of schools
- Youth bicycling education program
- Bike and Walk Buses
- Improved lighting and intersections near schools to facilitate safe crossings
- Traffic calming in school zones
- Bike and helmet giveaways to low-income youth

following incentivization and education programs.

- **Safe Routes Programs** focus on developing travel options and eliminating barriers to help children, older adults, low-income residents, and other vulnerable members of the community reach their destinations safely and comfortably. Examples of safe routes programming include biking and walking buses, safe cycling education courses, and volunteer crossing guard programs.
- **Rideshare Programs** facilitate trips on the Island without the need for a personal vehicle. Programs could include the development of carpooling and vanpooling incentives or the development of carsharing services like ZEV Co-op.
- **E-Bike Voucher Program** to accelerate e-bike adoption amongst Bainbridge Island residents. This program proposes to provide a subsidy in the form of a voucher for the purchase of an e-bike. Studies have shown that e-bikes may reduce vehicle use by nearly 40% amongst adopters.
- **First/Last-Mile Transportation Programs** such as bike and scooter share and Transportation Network Companies (TNC) such as Uber and Lyft can help Island residents bridge the gap between transit services and their destinations.

### Island-Wide Programs

The following program recommendations aim to provide consistency and safety in the mobility network across the Island.

- **Wayfinding Program** to develop a consistent wayfinding system across the Island. The development of this program should be done in collaboration with partner organizations such as the Park District, the Chamber of Commerce, and the School District. This program should include the development of print and on-line map resources including pedestrian and bicyclist route maps.

- **Gravel Shoulder Maintenance Program** to provide safe spaces for travel and preserve asphalt life. There are many locations along the Island's roads that have gravel shoulders with enough room for people to safely walk, roll, or ride and off-road bike. This program would invest more staff time and funding into regular maintenance of these gravel shoulders.
- **Traffic Calming Program** that plans and implements road design features such as chicanes, traffic circles, and pinch points that encourage motorists to drive at slower and safer speeds. Traffic calming projects included in this program may be temporary or permanent and should respond to the local context and resident feedback.
- **Project selection criteria** that provides a systematic approach to selecting and prioritizing projects and programs for planning and implementation. This process change is intended to ensure that projects and programs included in this plan and future plans align with adopted City goals. Refer to Chapter 6 for more information on project prioritization.
- **Trail easement strategy** that establishes priority trail connection areas across trail partner agencies and clearly identifies roles and process for acquiring easements and developing trails.

## Policies

In addition to developing new programs to encourage transportation behavior change and improve transportation options for Bainbridge Islanders and visitors, the IWMP recommends new and updated policies that support the goals of this plan. These policies are intended to provide a decision-making framework for City staff to better direct development and resources in a way that supports the goals of this plan including reducing VMT and embedding equity considerations into projects. This following policy changes are supported by this plan:

- **Multimodal level of service standard** that updates the way the City evaluates transportation mitigation efforts needed to accommodate new development. Current level of service standards do not consider bicycle, pedestrian, or transit level of service. Using a multimodal approach would allow transportation improvements such as new bike lanes and sidewalks to be used to mitigate transportation impacts from new developments. Refer to Chapter 5 for more information on multimodal level of service.

# 5 OPERATIONS + MOBILITY

## OPERATIONS + MOBILITY

Updating Bainbridge Island’s level of service standards to a multimodal approach represents a shift in thinking away from automotive efficiency to multimodal network completeness that better aligns with adopted city goals.

Following the adoption of the 2022 Sustainable Transportation Plan (STP), Bainbridge Island is aligning its transportation plan and policies with goals established in the STP, including greenhouse gas reductions, safety, accessibility, and connectivity. These goals and the Connecting Centers scenario were adopted by City Council in 2022. The proposed multimodal level of service (MMLOS) framework integrates the STP goals and identifies a layered network of facilities for active transportation modes. This section outlines the MMLOS framework and standards. The section first describes the standards set as part of the 2017 IWTP before describing the updated MMLOS standards for active modes.

### 5.1 Prior LOS Standards

The facility types and associated LOS for active transportation infrastructure were previously established in the 2017 IWTP. The minimum bicycle level of service (BLOS) and pedestrian level of service (PLOS) for development is LOS C. PLOS and BLOS were calculated using the 2010 Highway Capacity Manual (HCM 2010) methodology. The LOS is based on quality of facilities as well as traffic volume and vehicle speeds. LOS measures are graded A through F based on a numerical score with the letter A representing facilities that are the most comfortable for walking or biking. Additional information about prior LOS standards can be found in Appendix F.

While the 2017 IWTP provides a framework for calculating MMLOS, the plan does not identify target LOS scores along specific roadways. In other words, it does not define if Bainbridge Island is striving to achieve a certain PLOS or BLOS on a given roadway. To streamline the application of these LOS standards, the proposed LOS approach outlines the desired LOS across the multimodal network. By setting a target, the City can assess the current condition and determine the type of improvement that could achieve the desired MMLOS standard.

### 5.2 Revised Multimodal Level of Service Approach

The subsequent sections outline the updated MMLOS metrics, standards, and guidelines for each modal network. Fundamentally, this approach to MMLOS is built off the concept of layered networks: the understanding that each mode has its own modal network, but the overall network must integrate and consider all modes simultaneously. Previous planning efforts, including the 2022 STP, outline the City’s goals for greenhouse gas reduction and building out sustainable modes that are safe, accessible, and connected. Building on MMLOS efforts from the previous Comprehensive Plan, this plan revises MMLOS metrics and defines standards to clearly outline what the City, partner agencies, and developers need to implement to fulfill Bainbridge Island’s multimodal network.

### Bicycle Level of Traffic Stress

Level of traffic stress (LTS) is the current state of the practice in planning bike facilities. This metric is termed “level of traffic stress” instead of “level of service” to acknowledge that the same bicycle treatment can have varying levels of stress depending on the street context. In this case, the standard is measured against the level of comfort a person may experience on the facility in a specific location. This approach provides a framework for designing bike facilities that meet the needs of the intended users of the system. Figure 5.1 describes the four typical categories of cyclists, each requiring different levels of accommodation to feel comfortable using the system.

Table 5.1 displays the various treatments required for each LTS designation along corridors. With this approach, treatments required to meet each LTS designation along a corridor vary based on speed limit and traffic volume. The contextual nature of the LTS approach acknowledges that the same bike treatment under different street conditions can evoke different levels of stress. For example, a striped bike

lane without a buffer may be comfortable for all ages and abilities on slow streets. However, as speeds increase and corridor conditions change, a striped bike lane would no longer meet the needs of those in the LTS 1 category. Utilizing the LTS approach for bike conditions provides the City with the opportunity to plan bike networks that address the varying comfort levels of people who bike.

The cells in Table 5.1 that contain bold text indicate where “roadway condition modifiers” affect the score. These modifiers apply under some circumstances and there may be other factors influencing LTS such as significant slopes and challenging sight distances. The modifiers in these circumstances are outlined in Table 5.2.

### Resulting LTS Network

The updated LTS standards for bicycle facilities were applied to all currently planned projects included in this plan (for more information on planned projects, see Ch. 6). The results of this LTS analysis are shown in Figure 5.2. This analysis can provide additional understanding of how the future

Figure 5.1 bicycle level of traffic stress

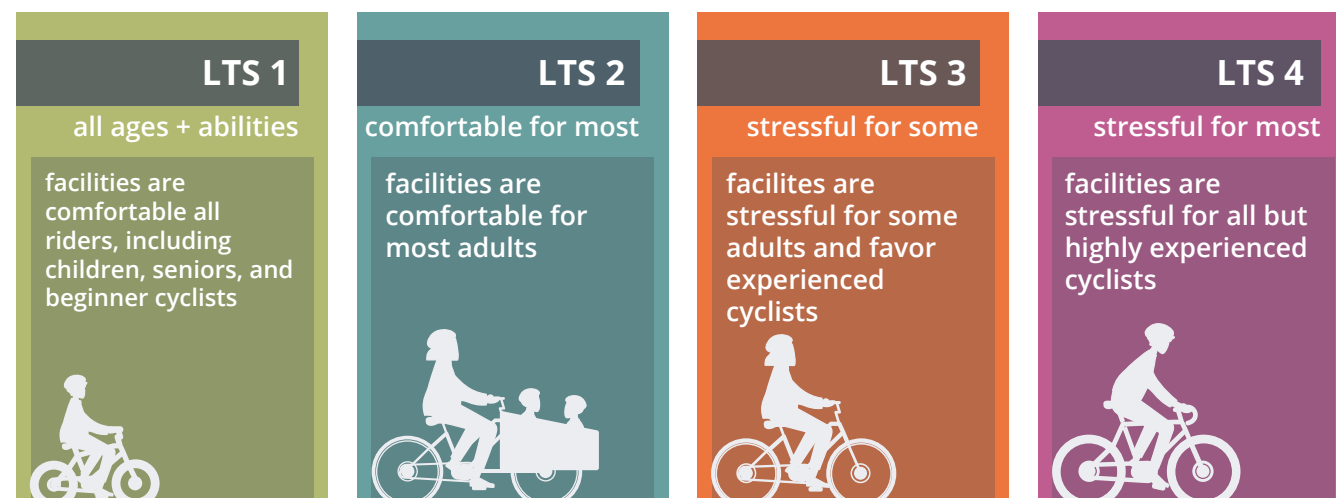


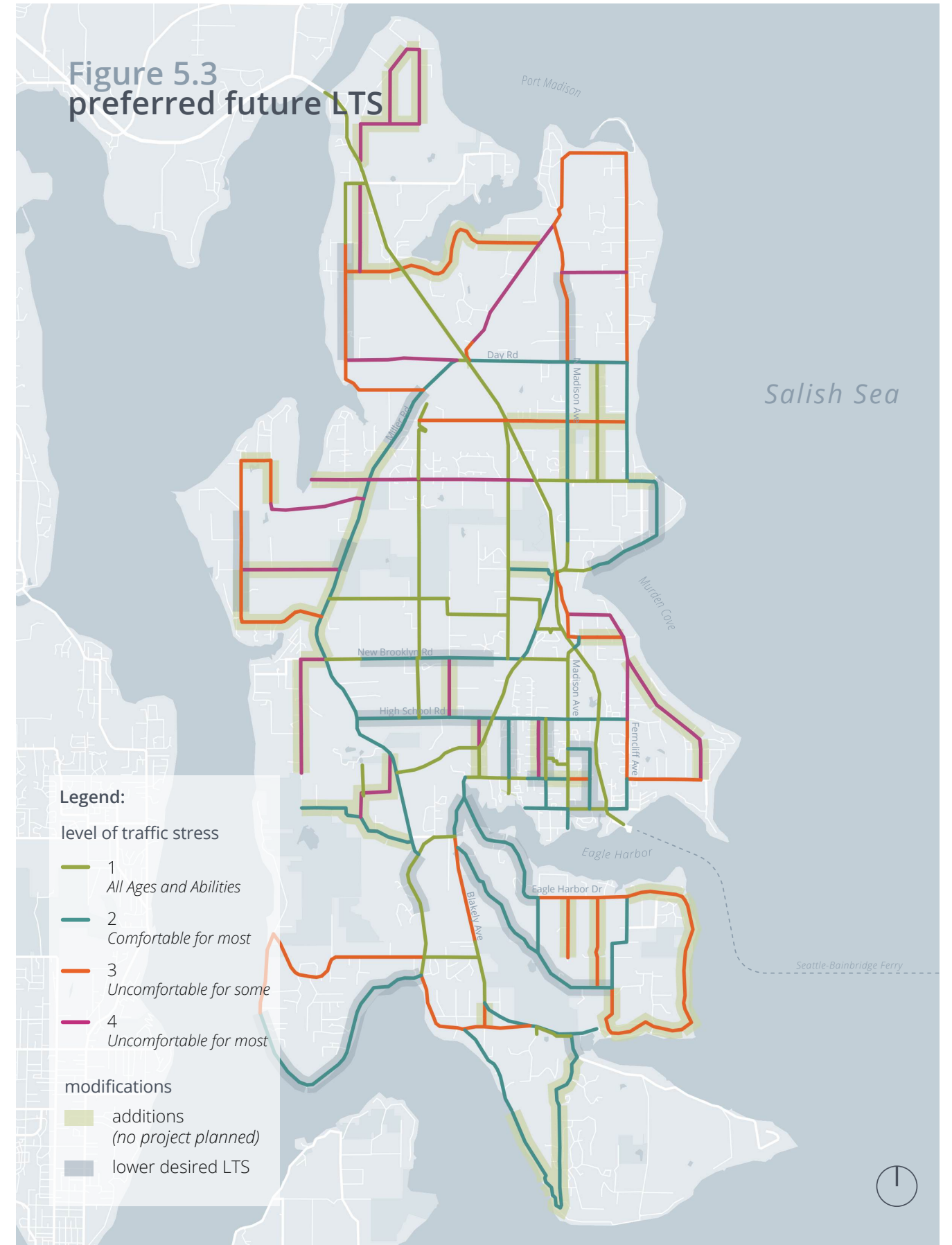
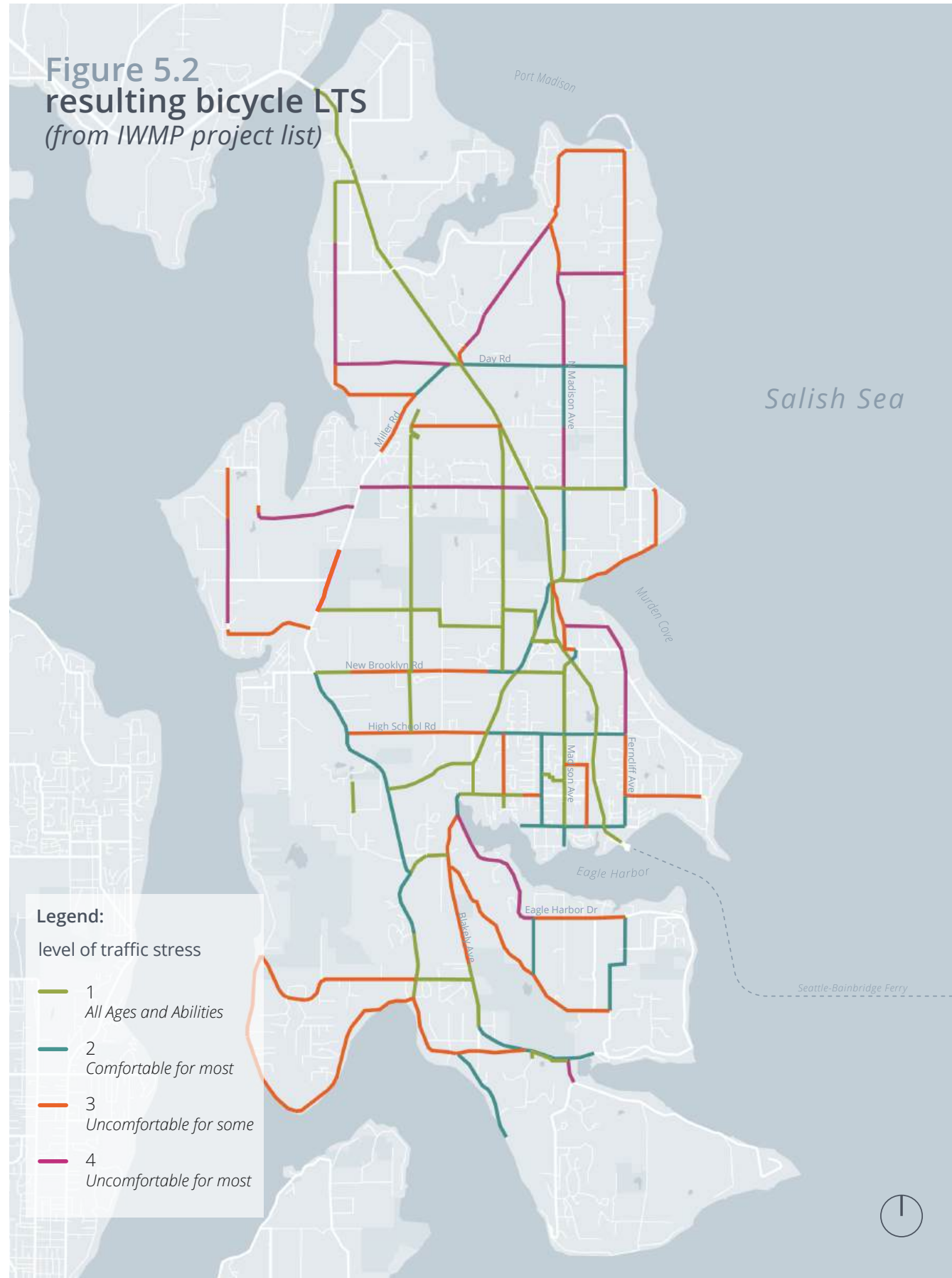
Table 5.1 bicycle level of traffic stress

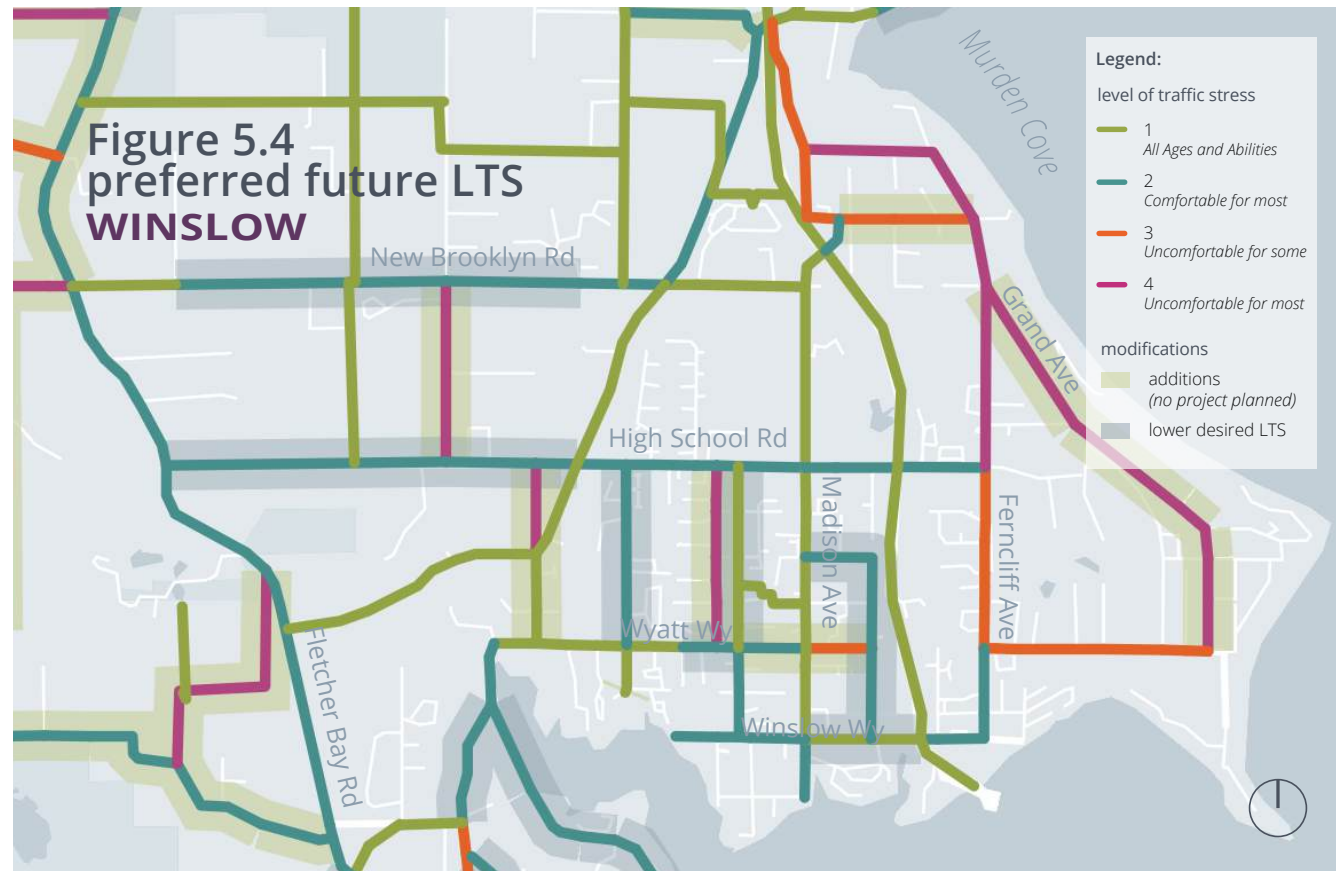
speed limit (MPH)	no markings	sharrows/ traffic calming/ greenways	striped bike lane/ shoulder	buffered bike lane	separated bike lane (vertical)	separated path/ shared use path/ side path
≤ 20	<b>1 or 2</b>	<b>1 or 2</b>	<b>1 or 2</b>	<b>1</b>	<b>1</b>	<b>1</b>
25	<b>3</b>	<b>3</b>	<b>2 or 3</b>	<b>2</b>	<b>1</b>	<b>1</b>
30	<b>4</b>	<b>4</b>	<b>3</b>	<b>2 or 3</b>	<b>1 or 2</b>	<b>1</b>
35	<b>4</b>	<b>4</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>1</b>
>35	<b>4</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>3</b>	<b>1</b>

Note: **Bold** text indicates that there is a modifier. Source: City of Bainbridge Island, Fehr & Peers, 2024

Table 5.2 bicycle LTS score modifiers

Speed Limit (MPH)	Treatment	LTS 1 if...	LTS 2 if...	LTS 3 if...
≤ 20	<b>No Marking Sharrow Striped Bike Lane/Shoulder</b>	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.	N/A
25	<b>Striped Bike Lane/Shoulder</b>	N/A	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.
30	<b>Buffered Bike Lane</b>	N/A	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.
30	<b>Protected Bike Lane (Vertical)</b>	Vertical element that prevents vehicles from entering the bike lane (vertical curb, concrete planters, etc.).	Vertical element that limits but does not prevent vehicles from entering the bike lane (vertical flex-posts).	N/A





**Figure 5.4**  
preferred future LTS  
**WINSLOW**

network and planned facilities will impact LTS results. The City aspires to create a core network of all ages and abilities facilities that connect the neighborhood centers to common destinations. To further build out this network, the City can work to expand and update the project list to meet desired LTS along each corridor. Awareness of the varying needs of people who bike can provide insight into the inclusivity of each bike route. Establishing multiple options for people who bike at any level of experience allows people to efficiently reach desired destinations while acknowledging it may take a long time and require significant resources to build an LTS 1 network across the entire community.

### Intersection Stress

While Bainbridge Island’s LTS framework focuses on linear treatments such as bike lanes and shoulders, the City recognizes

that intersections are critical components of the biking experience and often represent the highest-stress points in a network. Intersection treatments address the specific challenges and stressors that bicyclists encounter at intersections, which is crucial to supporting the all-ages-and-abilities network that Bainbridge Island is striving for. Therefore, the City is actively considering the influence of intersection design on user experience and overall level of traffic stress. Treatments such as high-visibility crossings, parking prohibitions to improve sight distance, and refined right-turn lane interactions are being evaluated as key strategies to reduce conflict and improve safety. Table 5.3 displays recommended intersection treatments by bike facility type based on guidance from the Federal Highway Administration (FHWA) for Rural Multimodal Networks.

These measures help reduce the risk of conflict between bikes and vehicles and minimize the stress experienced by people who bike. By addressing the unique challenges at intersections into project designs, Bainbridge Island can foster a more seamless, low-stress, and inclusive network for people of all ages and abilities who bike.

Intersection design guidelines can be found in Chapter 4.

### Desired LTS Network

In response to feedback received from our community partners and members of the public, City staff developed a desired LTS network map. This map is in addition to the resulting LTS map described in the preceding section. The desired LTS network used the resulting network as a base and incorporated additional corridors that currently do not have planned project. Corridors that were identified by the community as priority low-stress routes were assigned a lower desired LTS score based on the following criteria:

- **Low-Stress connectivity** routes that provide a connection between existing or proposed low-stress facilities
- **Proximity to parks and schools** routes that provide low-stress access to parks and schools
- **Traffic speeds and volumes** routes that are located on high speed or high volume corridors
- **Route alternatives** routes that do not have a low-stress alternative route

The map in Figure 5.3 indicates the desired LTS bicycle network. This map is provided as an aspirational vision for the Island’s bicycle network and is not representative of current or future planned projects.

### Pedestrian Level of Service

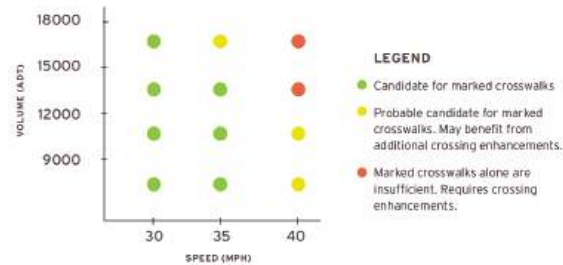
Pedestrian LOS standards and guidelines provide the fundamental expectations for physical space, modal separation, and street crossing amenities. These metrics are informed by the street characteristics as well as the neighborhood and land use context of a given street. Accordingly, pedestrian LOS standards typically involve design standards applied to each of the various pedestrian environments represented within the City.

Table 5.4 presents a new pedestrian LOS policy, which would apply minimum standards to all streets on Bainbridge Island. The current pedestrian network has not been compared against the proposed sidewalk policies. However, these policies can serve as a tool when considering frontage improvements and new projects as development occurs. Where existing conditions do not meet minimum requirements, the City aims to provide sidewalk/shoulder on at least one side of each roadway in the interim. Figure 5.4 maps the pedestrian level of service standards on all streets in the City. Utilizing a simplified approach to pedestrian LOS standards allows for flexibility in addressing critical concerns while deferring design-specific nuances to a future date when project details are identified.

### Roadway Level of Service

As part of the Transportation Element update process, the City also developed new criteria to evaluate roadway LOS across Bainbridge Island. This includes changes to roadway LOS standards. The change in roadway LOS also reflects the City’s goal of increasing the share of travel by active transportation modes and transit, and shifting more investments to these modes as opposed to adding vehicle capacity.

**Table 5.3**  
FHWA recommended intersection treatments for rural roads

Facility Type	Suggested Treatments
<b>Bicycle Boulevard</b>	<ul style="list-style-type: none"> <li>- Consider parking prohibitions of 20–50 ft in advance of intersections.</li> <li>- Design treatments at minor roadway intersections to offer priority for bicyclists over cross-street traffic (stops or yield signs should be oriented to favor the bicycle boulevard).</li> <li>- At major intersection crossings, refer to National Cooperative Highway Research Program's <i>NCHRP 562 Improving Pedestrian Safety at Unsignalized Crossings Appendix A</i>.</li> </ul>
<b>Advisory Shoulder</b>	<ul style="list-style-type: none"> <li>- At minor street crossings, use a dotted line extension on both sides of the advisory shoulder to maintain delineation of the advisory shoulder space.</li> <li>- If contrasting pavement material is used, maintain the material through driveway crossings and minor intersections.</li> <li>- Where the road is controlled by a stop sign or traffic signal, discontinue the advisory shoulder 50 ft (15 m) in advance of the intersection (at these locations, provide a bicycle accessible paved shoulder outside of the travel lanes or design for operation as a shared roadway).</li> </ul>
<b>Paved Shoulder</b>	<p>Either</p> <ul style="list-style-type: none"> <li>- Consider as an on-street bike lane (A right turn lane should be added to the right of the bike lane. Dotted line extensions should be used to define the tapered entrance into the right-turn lane, and signs should direct motorists to yield to bicyclists.</li> <li>- Configure as a separated bike lane or shared use path (Where a high degree of user comfort is desired, the shoulder may transition into a one-way separated bike lane or shared use path in advance of intersections. Once established, the separated facility may maintain separation up to the crossing. This increased separation provides an opportunity for motorists to slow in advance of the turn and yield to bicyclists.)</li> </ul>
<b>Bike Lane</b>	<ul style="list-style-type: none"> <li>- Under most conditions, bicyclists have priority over turning traffic. Markings and signs should support this priority and remind motorists of the obligation to yield.</li> <li>- Where special emphasis is desired, green pavement color may be used within bike lanes and at merging or weaving areas where motor vehicles may cross bike lanes.</li> </ul>
<b>Shared Use Path</b>	<ul style="list-style-type: none"> <li>- Implement either a marked crosswalk, median enhanced crosswalk, or active enhanced crosswalk depending on volume and speed conditions.</li> </ul> 
<b>Sidepath</b>	<p>The AASHTO Bike Guide 2012 lists a variety of design strategies for enhancing sidepath crossings including:</p> <ul style="list-style-type: none"> <li>- Reduce the frequency of driveways.</li> <li>- Design intersections to reduce driver speeds and heighten awareness of path users.</li> <li>- Encourage low speeds on pathway approaches.</li> <li>- Maintain visibility for all users.</li> <li>- Provide clear assignment of right-of-way with signs and markings and elevation change.</li> </ul>
<b>Separated Bike Lane</b>	<ul style="list-style-type: none"> <li>- Prohibit parking within 20ft of the intersection to improve visibility</li> <li>- Blend-In: Position bicyclists closer to turning vehicles to increase visibility prior to the turn.</li> <li>- Blend-Out: Provide space for right-turning vehicles to yield to bicyclists.</li> <li>- Mixed Zone: Shared turn lane with motor vehicles and bicyclists</li> <li>- Protected Signal Phase: Separate conflicting movements in time.</li> </ul>

Source: Small Town and Rural Multimodal Networks, FHWA: [https://www.fhwa.dot.gov/environment/bicycle\\_pedestrian/publications/small\\_towns](https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/small_towns)

This plan updates the City's roadway LOS standards to simplify the LOS evaluation process. The update sets LOS C as the standard for intersections outside the Winslow Subarea, except for intersections along SR 305. WSDOT sets the LOS standard for state-controlled facilities, so SR 305 intersections will continue to have a LOS D standard. Within the Winslow Subarea, LOS E is the updated roadway LOS standard. This change acknowledges that greater vehicle delay is expected in the Winslow Subarea compared to the rest of the City.

The future 2044 PM peak hour intersection level of service and delay are included in Table 5.5 and mapped in Figure 5.5. Under the preferred alternative 2044 conditions,

only two intersections fall below the City's level of service standards (shown in bold in Table 5.5).

### Transit Network Performance Measures

Kitsap Transit and Washington State Ferries provide transit service to Bainbridge Island. Although the City of Bainbridge Island is not directly responsible for maintaining transit service, the transit LOS standard can be met by coordinating and supporting the work of local transit agencies as well as tracking roadway LOS measures to track transit performance, speed, and reliability. Measuring and tracking roadway LOS can support transit performance: transit service on Bainbridge Island relies heavily on

**Table 5.4**  
pedestrian level of service (LOS)

Corridor Types	Treatment Type	Side of Street	Minimum Width <sup>1</sup>	Amenity Zone <sup>2</sup>
Neighborhood Centers	Sidewalk	Both Sides	6 ft	4 ft
Local Access Street (suburban)	Shoulder	Both Sides	6 ft	None
Local Access Street (urban)	Sidewalk	Both Sides	5 ft	None
Suburban Collector	Shoulder	Both Sides	6 ft	None
Urban Collector	Sidewalk	Both Sides	5 ft	None
Secondary Arterial (<30mph)	Sidewalk or Shoulder	Both Sides	6 ft	None
Secondary Arterial (≥30mph)	Sidewalk or Shoulder	Both Sides	8 ft	None
SR-305	Sidewalk or Asphalt Path	One Side	12 ft	6 ft

Notes:

<sup>1</sup> The minimum sidewalk width refers to the pedestrian through zone, which serves as an accessible pathway, clear of obstacles.

<sup>2</sup> The amenity zone provides additional space for pedestrians and/or serves as a buffer from vehicle traffic, separate from the minimum sidewalk width. This space may include street furniture, landscaping, or trees.

Source: City of Bainbridge Island, Fehr & Peers, 2024.

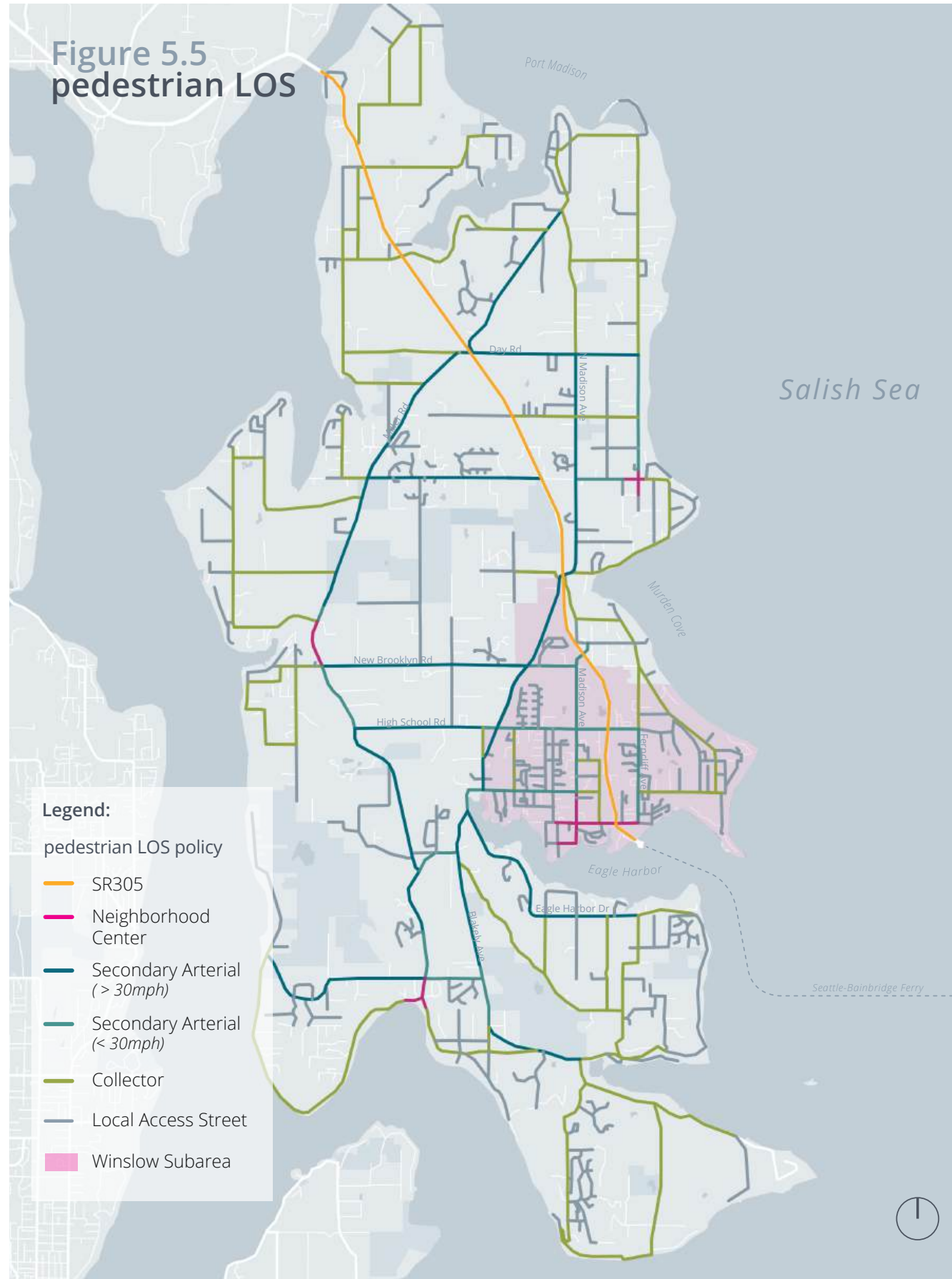
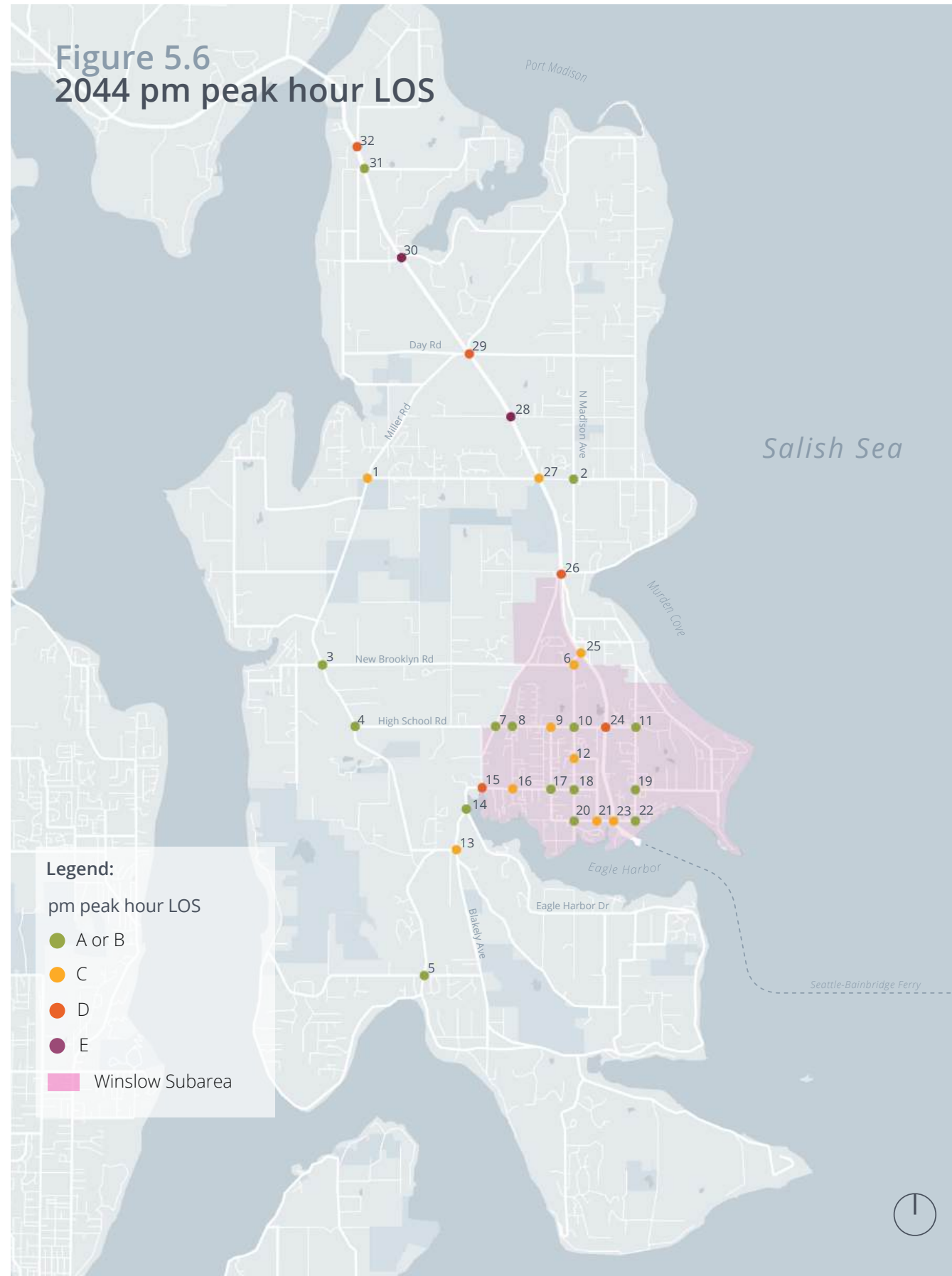


Table 5.5  
future 2044 pm peak hour level of service results

ID	Intersection Name	LOS Standard	2044 LOS	2044 Delay (seconds)
1	Miller Rd NE & NE Koura Rd	C	C	17
2	Madison Ave & Valley Rd	C	B	12
3	Fletcher Bay Rd NE/Miller Rd & New Brooklyn Rd	C	B	12
4	Fletcher Bay Rd NE & High School Rd NW	C	B	12
5	Lynwood Center Rd & NE Baker Hill Rd	C	B	13
6	Madison Ave N & New Brooklyn Rd	C	C	19
7	Sportsman Club Rd & High School Rd NW	E	B	14
8	Weaver Rd NE & High School Rd NW	E	B	13
9	Grow Ave NW & High School Rd NW	E	C	15
10	Madison Ave N & High School Rd NW	E	B	14
11	Ferncliff Ave NE & High School Rd NE	E	A	10
12	Madison Ave N & Wallace Way NE	E	C	19
13	Bucklin Hill Rd NE & Blakely Ave NE	C	C	19
14	Bucklin Hill Rd & Eagle Harbor Dr	C	B	13
15	Wyatt Way NW & Finch Rd NE	E	D	29
16	Weaver Rd NE & Wyatt Way NW	E	C	17
17	Grow Ave NW & Wyatt Way NW/Wyatt Way NE	E	B	13
18	Madison Ave N & Wyatt Way NE	E	A	7
19	Ferncliff Ave NE & NE Wing Point Way	E	B	11
20	Madison Ave N & Winslow Way E	E	B	14
21	Winslow Way E & Ericksen Ave NE	E	C	17
22	Ferncliff Ave NE & Winslow Way E	E	A	9
23	SR 305 & Winslow Way E	D	C	25
24	SR 305 & High School Rd NE	D	D	48
25	SR 305 & Madison Ave N	D	C	32
26	SR 305 & Sportsman Club Rd/Madison Ave	D	D	54
27	SR 305 & NE Koura Rd	D	C	21
<b>28</b>	<b>SR 305 &amp; NE Lovgreen Rd</b>	D	<b>E</b>	<b>39</b>
29	SR 305 & Day Rd	D	D	39
<b>30</b>	<b>SR 305 &amp; NE Hidden Cove Rd</b>	D	<b>E</b>	<b>48</b>
31	SR 305 & Ne Seabold Rd/W Port Madison Rd	D	B	18
32	SR 305 & Agatewood Rd NE	D	D	26

Source: Fehr & Peers, 2024.



roadways. In the case of transit, however, it may be desirable to optimize the roadway LOS in the direction of transit travel to reduce transit delays, even if the overall intersection does not perform as well. This type of consideration will be made on a case-by-case basis as Bainbridge Island coordinates with Kitsap Transit.

### 5.3 Concurrency Program

With Bainbridge Island clearly identifying LOS standards for pedestrian and bicycle LOS in addition to the updating the roadway LOS standards, the City can better identify areas that are not meeting the desired MMLOS standards and develop a plan to address gaps in the system.

By defining a full suite of MMLOS standards, Bainbridge Island will find that many facilities will not meet the LOS standard for a given mode, which is particularly true for pedestrian and bicycle LOS. The STP goes a long way toward identifying facilities that will improve pedestrian and bicycle LOS, but it will take time, funding, and participation from private developers to meet the MMLOS standards identified in this document.

As Bainbridge Island strives to update its MMLOS standards, the transportation concurrency standard required by the Growth Management Act must be updated to reflect this new multimodal perspective. Prior to this plan, transportation concurrency only focused on roadway LOS and it was possible, although financially challenging at times, to ensure there were no facilities that did not meet the roadway LOS standard. Under the new transportation concurrency standard, the City will make progress on implementing the projects identified in the Transportation Element concurrent with planned growth in Bainbridge Island. Failing to meet a mode-

specific LOS standard will not constitute a concurrency violation since the City will need to balance financial resources to implement a multimodal system and address LOS gaps across all modes and the entire city.

The simplest way to understand the new multimodal concurrency system is through the following example:

Let's say that Bainbridge Island commits to build five projects identified in the Plan and that these five projects constitute 20% of the City's needed capital investment to meet growth demand. In that case, the City can issue permits for up to 20% of all the planned growth anticipated in the Comprehensive Plan.

With the updated multimodal concurrency program, so long as the transportation investments (as measured by the proportion of planned future investments) stay ahead of allowed growth (measured as the proportion of all growth anticipated in the Comprehensive Plan), the City meets its concurrency requirements.

More information about the updated concurrency program can be found in Appendix G.

# 6 IMPLEMENTATION

## IMPLEMENTATION

The efficient implementation of this plan requires a combination of carefully and intentionally selected projects, robust funding sources, and a strong network of community support.

The successful realization of the goals and objectives outlined in this plan relies on a clear and concise implementation strategy. This final chapter of the Island-Wide Mobility Plan establishes a framework for project selection and prioritization as well as identifies funding sources and financing strategies for completing projects and developing new sustainable transportation programs. This framework is intended to provide decision-making guidance to City staff and City Council which will improve consistency in plan implementation.

Partnerships with local, regional, and state organizations and agencies will support the implementation of the IWMP. This chapter describes how the City of Bainbridge Island is currently engaged in coordination efforts and presents opportunities for expanding and strengthening partnerships.

### 6.1 Project Selection + Prioritization

Projects and programs recommended in this plan should be reflective of the goals and objectives stated in the plan. To ensure that projects align with the goals of the plan, project selection and prioritization criteria can be used to assess project and program proposals. A well-defined project prioritization methodology provides a structured framework to evaluate, rank, and select projects based on their alignment with City goals and objectives. The following

project prioritization methodology was created through thoughtful collaboration with community partners, see Appendix H for a diagram of the methodology.

### Methodology Development

The project prioritization methodology described in the sections below was developed through an iterative and collaborative process. City staff engaged key partners and stakeholder groups to create a list of variables and scoring values that align with adopted City goals. These variables and scoring values were fine-tuned through a series of feedback sessions. Multiple iterations of the prioritization methodology were tested using a small sample of existing projects to understand how the methodology functioned.

### Prioritization Variables

The project prioritization methodology used in this plan collects data from a variety of sources and measures project proposals against a diverse set of variables. Variables are assigned scores between -5 – 10 points. Negative points were intentionally included to deprioritize projects that do not advance City goals. The variables used in the methodology are broken down into five categories and each variable is weighted based on staff expertise and comments and feedback received from community partners. The sum of each category's variable weights are indicated.

## Access 40% of Score

Access to key destinations improves the convenience and desirability of the multimodal network which may encourage more people to choose a sustainable transportation mode. Projects are evaluated for their capacity to serve a variety of destinations including employment centers, schools, recreation opportunities, transit services, and neighborhood centers. In addition, this scoring category also considers network connectivity. Access variables describe the relationship between land use and transportation which is critical to creating a multimodal network that supports the needs of the community.

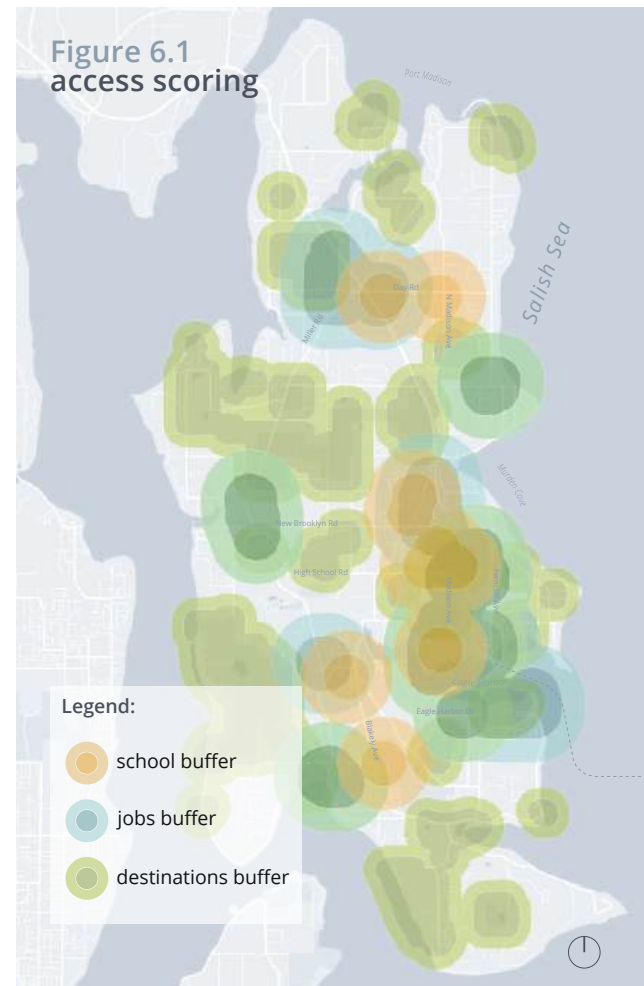


Figure 6.1 shows a selection of the access variables used to determine each project's access score. For this analysis buffers of either 1/8, 1/4, or 1/2 mile were placed around access destinations. Layering the buffers as shown in the map allows us to understand where key destinations overlap.

\* neighborhood center boundaries based on 2017 Winslow Subarea Plan

### Variables + Scoring

#### Education Access (.1)

Projects are assessed on their proximity to schools.

- 0 points > 1/2 mile from school
- 5 points < 1/2 mile from school
- 10 points < 1/4 mile from school

#### Jobs Access (.05)

Projects are assessed on their proximity to employment areas.

- 0 points > 1/2 mile from job center
- 5 points < 1/2 mile from job center
- 10 points < 1/4 mile from job center

#### Destinations Access (.1)

Projects are assessed on their proximity to parks and neighborhood centers\*.

- 0 points > 1/2 mile from destinations
- 5 points < 1/2 mile from destinations
- 10 points < 1/4 mile from destinations

#### Transit Access (.05)

Projects are assessed on their proximity to transit routes and stops.

- 0 points > 1/4 mile from transit
- 5 points < 1/4 mile from transit
- 10 points < 1/8 mile from transit

#### System Connectedness (.1)

Projects are assessed for their ability to improve network connectivity.

- 0 points no connectivity improvement
- 5 points extends existing facility
- 10 points completes network gap

## Safety 25% of Score

Actual and perceived safety of roadways plays a large role in whether or not a person decides to walk or bike to their destination. High-stress environments, such as roads with fast-moving traffic, discourage walking and bicycling due to fear of accidents with vehicles. Each proposed project is scored on three safety criteria: bicycle and pedestrian level of stress, accident history, and traffic speeds. These criteria indicate the likelihood of a severe crash and describe the experience of using the facility as an active transportation user.

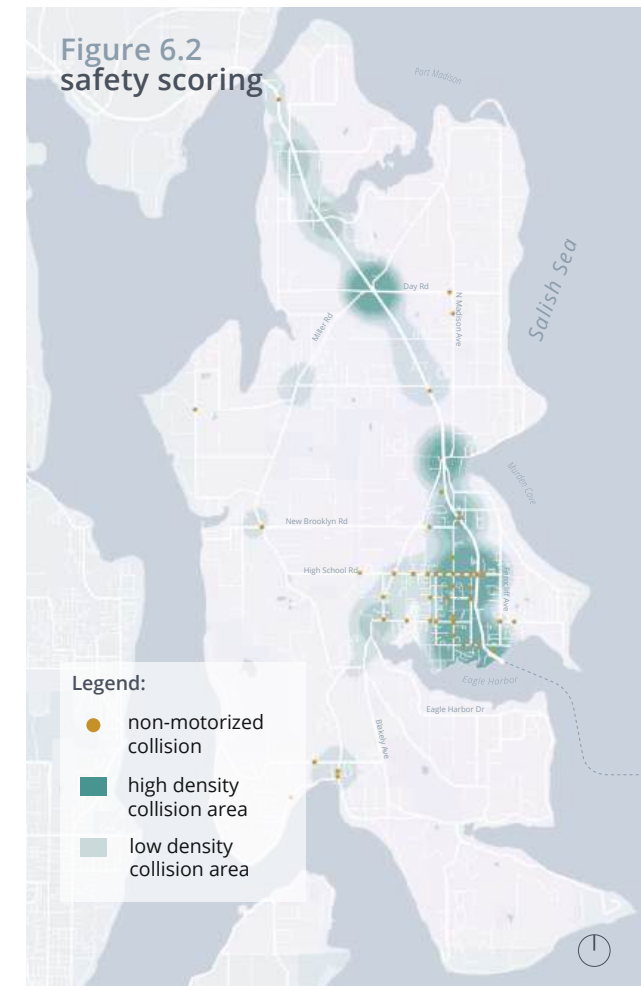


Figure 6.2 shows the location of high and low density collision areas as well as the location of collisions involving bicyclists and pedestrians (2019-2024). This data indicates that most traffic collisions on the Island occur in close proximity to Winslow and the SR305 corridor. Projects that are located in high density collision areas (dark teal on map) receive 10 points.

### Variables + Scoring

#### Level of Traffic Stress (.1)

LTS scores based on road speed and proposed facility type were calculated for each project. LTS describes the user experience of a facility and assesses the perceived safety of a facility. Full LTS tables and descriptions are included in Chapter 5.

- 5 points LTS 3 or higher
- 5 points LTS 2
- 10 points LTS 1

#### High Speed Roads (.1)

Higher traffic speeds increase the likelihood of serious injury for both motorists and non-motorists. The City should prioritize projects that improve safety conditions on high speeds roads.

- 0 points low speed road
- 5 points high speed road

#### Accident History (.05)

Previous collision history is an indicator of high traffic volumes and/or sub-optimal road design (sight distance, lane markings, etc.) that may contribute to traffic collisions. Investments should be made in areas with known safety deficits.

- 0 points no collision history
- 5 points low density collision area
- 10 points high density collision area

## Climate + Sustainability 20% of Score

Reducing vehicle miles traveled through the increased adoption of sustainable transportation options is a critical piece of the City's climate action strategy. Proposed projects will be evaluated for the inclusion of incentivization or encouragement strategies that reduce reliance on single occupancy vehicles. In addition, projects will be evaluated for their greenhouse gas emission reduction capacity by measuring how many residents live within a half mile of the project location.

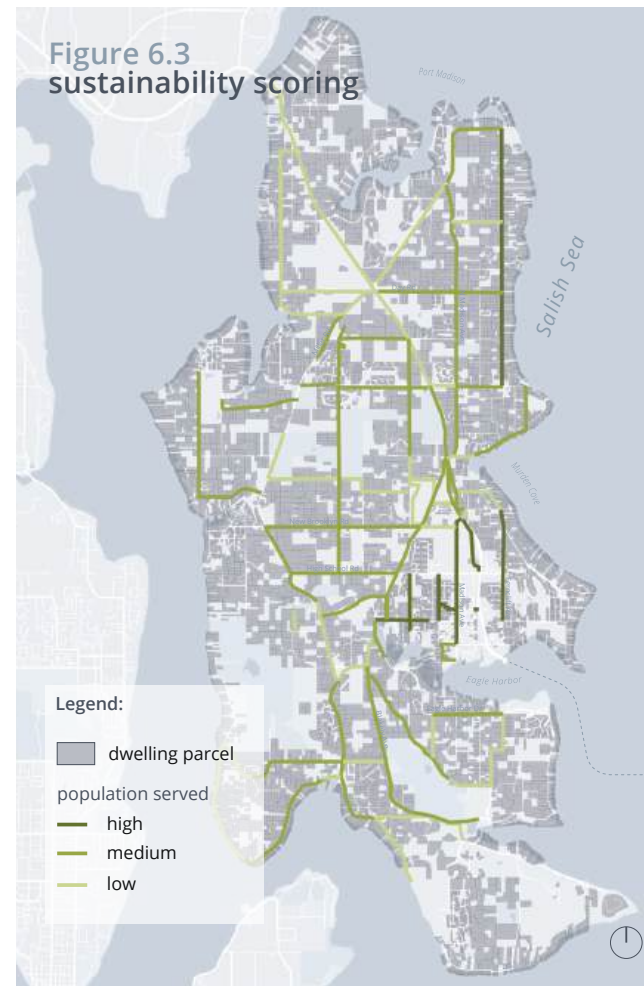


Figure 6.3 indicates how large of a population each project serves. Projects shown in dark green on the map receive the most points for GHG emissions reductions potential.

### Variables + Scoring

#### Behavior Change (.1)

Projects are evaluated for their capacity to encourage mode shift. Projects that provide incentives and increase the availability of sustainable transportation options will be prioritized over projects that do not encourage behavior change.

- 0 points** no mode shift incentives or increase in the availability of sustainable transportation options
- 5 points** increases availability of options but does not provide incentives
- 10 points** increases availability of options and provides incentives

#### Greenhouse Gas Emissions Reduction Potential (.1)

To approximate a project's capacity to reduce GHG emissions, staff performed a population density analysis. This analysis involved counting the number of parcels with dwelling units within a one-half mile radius of each project then multiplying that number by the average Bainbridge Island household size to produce a population estimate.

- 5 points** low population served <1000
- 5 points** medium population served <1800
- 10 points** high population served >1800

## Equity 15% of Score

To assess the equity impact of each proposed project and program, this methodology uses a social vulnerability index (SVI). This index compiles a variety of demographic variables including race, income, age, disability, education, and housing characteristics. These variables are measured and ranked for each census block group on Bainbridge Island and combined to create a composite social vulnerability score for each block group. This method allows staff to understand where more vulnerable residents are located and where transportation projects may have the biggest social impact.

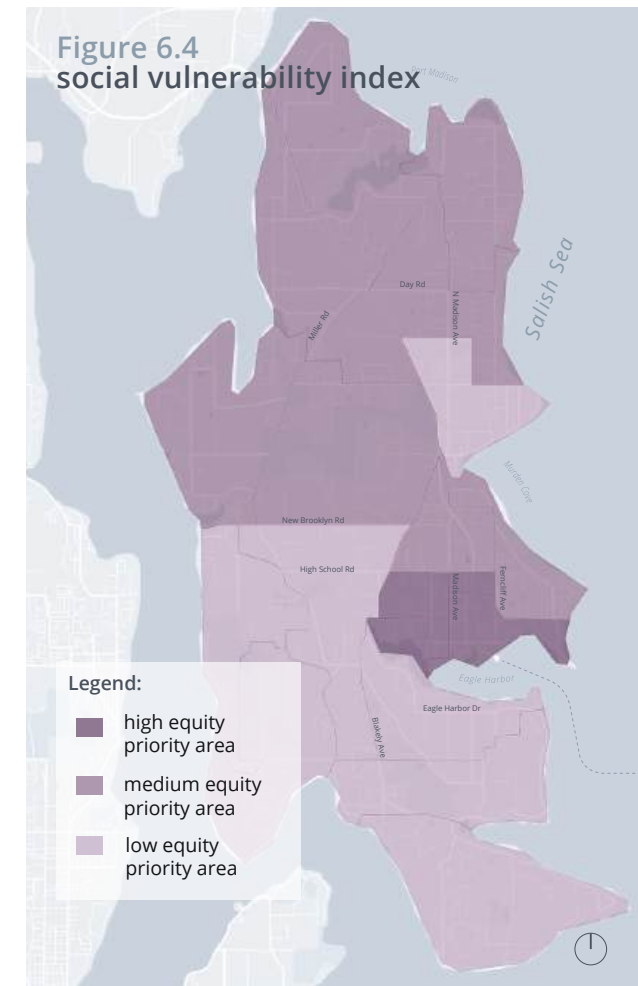


Figure 6.4 shows the social vulnerability of each census block group on Bainbridge Island. This analysis combines several tract level demographic variables with parcel-level housing variables to create a nuanced understanding of vulnerability on the Island. Projects in high equity priority areas (dark purple on map) receive 10 points.

### Variables + Scoring

To create the social vulnerability index, each census block group on Bainbridge Island was ranked on the following variables:

- % Population below poverty
- % Population unemployed
- Median household income
- % Population 65 or older living alone
- % Population with a disability
- % Population single parents
- % Population speaks English less than well
- % Population under 16 years
- % Population no college degree
- % Households rent burdened
- % Households no vehicle
- % Households no internet
- % Households crowded
- % Households mobile home

These rankings were added to create a composite SVI score for each block group. Projects are scored based on if they are in a high, medium, or low equity priority area. If a project spans across multiple equity priority areas, it is scored based on the highest priority area.

#### Social Vulnerability Index (.15)

- 5 points** low equity priority area
- 5 points** medium equity priority area
- 10 points** high equity priority area

### Fine Tuning Variables

In addition to the prioritization scoring variables, the project prioritization methodology includes a set of fine-tuning variables. These variables were developed to provide additional flexibility in project prioritization. These variables allow staff to “normalize” results based on known existing and future conditions that may not be fully captured by the variables included in the prioritization scoring. These variables do not contribute to the overall score of each project, however, they can influence a project’s overall priority level.

### Funding Availability

Projects with known funding availability, including grant funding, may be prioritized over projects that do not have an identified funding source. Especially costly transportation projects may be prioritized less due to the opportunity cost associated with the project. Projects that are likely to be competitive for state and federal grants may be prioritized more.

### Community Feedback

Projects with high levels of community support may be prioritized over projects that lack broad community support. Community support is determined through feedback sessions held with members of the public and key partners.

### Connecting Centers

Projects that are included in the connecting centers scenario are not included in prioritization scoring. All connecting centers projects will be prioritized for near-term implementation in alignment with Council direction. In 2022 City Council adopted the Connecting Centers Scenario and directed staff to pursue its implementation.

### Methodology Workflow

The methodology’s variables and their associated weighting were informed by adopted City goals and feedback received from key partners and stakeholders. The project list was created using existing proposed projects included in the Island-Wide Transportation Plan and the Sustainable Transportation Plan. Where project areas overlapped between these two plans, the design proposed in the more recently adopted Sustainable Transportation Plan was favored. The draft prioritized project list was shared with key partners and members of the public and was further refined based on feedback received from those engagement processes.

Each project on the proposed project list was run through the prioritization methodology and a score was assigned to each project. Project scores were visualized in a histogram chart to analyze the distribution of scores. High, medium, and low-priority categories were created based on this distribution, and projects were sorted into these prioritization categories based on their score.

The results of the prioritization were analyzed by staff and key partners and the fine-tuning variables were used to shift projects into a higher or lower prioritization category where appropriate.

## 6.2 Project + Program List

The proposed projects and programs shown in the tables on pages 70-73. Projects and programs are listed in priority order and categorized by project type. Figure 6.5 shows a map of proposed projects and their priority level.

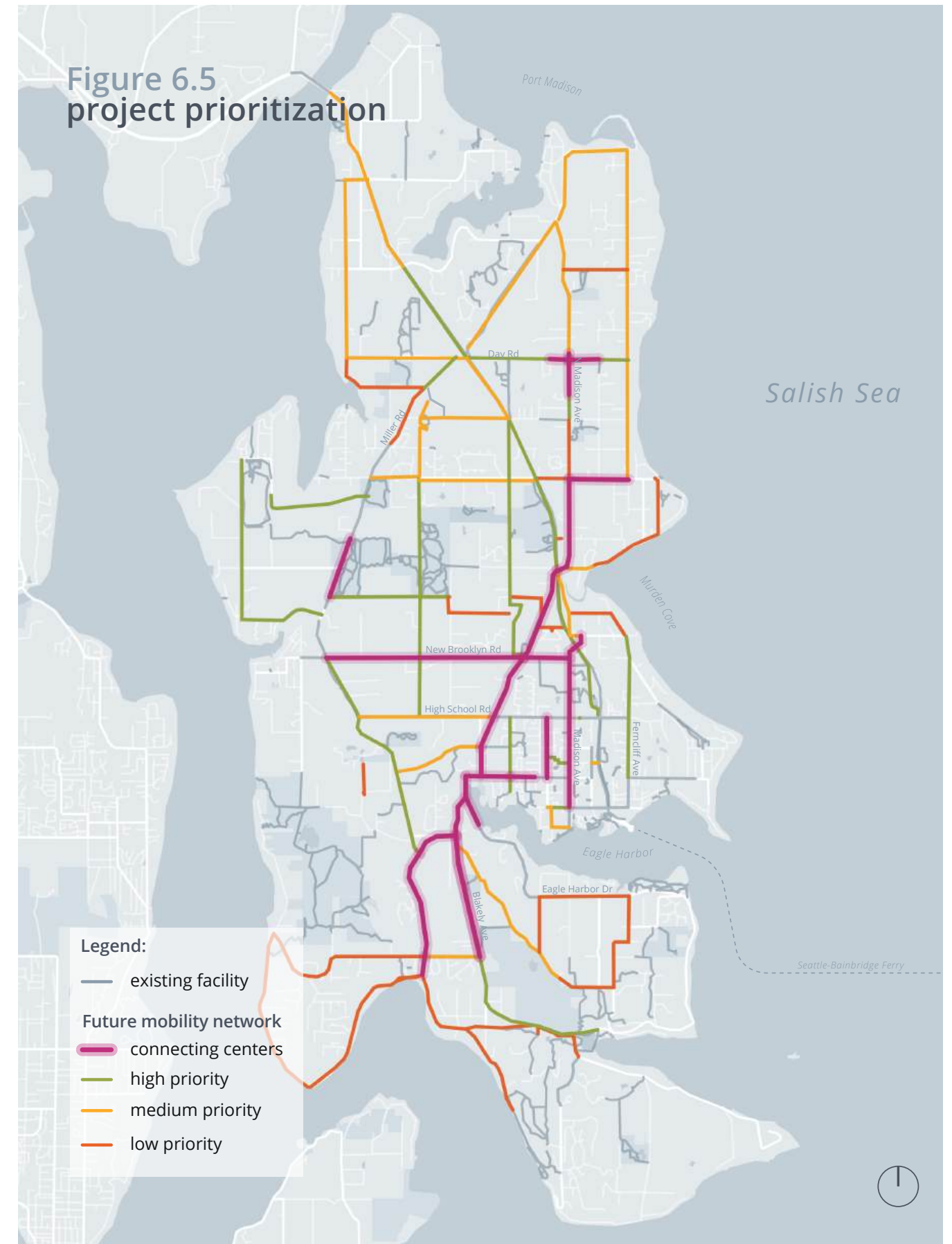


Table 6.1  
connecting centers projects

Connecting Centers Projects			
Project Name	Project Extents	Project Description	Resulting LTS
Pt. White Drive	Pleasant Beach to Crystal Springs	Traffic calming	3 or 4
Manitou Beach	Loop to Falk	Traffic Calming, advisory shoulders/greenway	3 or 4
Miller	Tolo to Grand Forest	Traffic calming islands and crossing enhancements @ Forest to Sky Trail	3 or 4
Winslow Way	Grow to Wood	sidewalks, intersection improvements	1
Bucklin Hill Road	Eagle Harbor to Blakely	separated bike lanes both sides	1
Eagle Harbor Phase 1	Adams to Finch	separated bike lanes both sides	3
Finch Rd	Wyatt to Sportsman	separated bike lanes both sides	1
Lynwood Center Rd	Pt White to Fletcher	separated bike lanes both sides	2
N. Madison Ave	305 to Valley	separated bike lane	2
New Brooklyn Rd	Fletcher to Sportsman	separated bike lanes both sides	1
Sportsman Club Rd	New Brooklyn to 305	Vertically separated bike lanes, 6'-wide northbound and both sides north of Sakai	2
Wyatt Way	Finch to Weaver	separated bike lanes both sides	1
Valley Rd	Madison to Sunrise	Vertically separated bike lanes, 6'-wide both sides	1
Bucklin Hill Road - Hyla Path	Fletcher to Blakely	vertically separated side paths	1
New Brooklyn Rd	Sportsman to Madison	Widen existing side path for bi-directional travel	1
Sportsman Club Rd	Finch to High School	Widen exist. side path for bi-directional travel; intersection improvements	1
Sportsman Club Rd	High School to New Brooklyn	Widen existing side path for bi-directional travel; southbound visual separation	1

Table 6.2  
high priority projects

High Priority Projects			
Project Name	Project Extents	Project Description	Resulting LTS
Ferncliff	Wing Pt. to Yaquina	traffic calming	3 or 4
Shepard Way Greenway	Grow to Weaver	greenway	1
Weaver	High School to Shepard	greenway	3 or 4
Winslow Way	Grow to Madison	greenway	1
Battle Pt.	Miller to B.P. Park	Traffic calming on stretch adjacent to B.P. Park	3 or 4
Arrow Point Dr	BP Park to Miller	traffic calming	3 or 4
Bus Stop Improvements	Island wide	bus stop improvements including shelters and other amenities	n/a
Ferry Terminal Mobility Hub	Ferry Terminal	see mobility hub description pg. 41	n/a
Island-wide/Winslow Shuttle	tbd	electric shuttle providing evening/weekend transit service in Winslow and/or Island-wide	n/a
High School Rd Crossing	High School Rd	midblock crossing on High School Rd between Madison Ave and SR305	n/a
Baker Hill Rd	Lynwood to Blakely	complete sidewalk gap between Lynwood Rd and Blakely Elementary	1
Wyatt Way	Weaver to Finch	sidewalks	1
Fletcher	Isl. Ctr.Rd. to New Brook.	8' wide vertically separated path southbound	1
Fletcher	Lynwood to Isl. Ctr. Rd.	8' wide vertically separated path southbound	1
Blakely Ave	Baker Hill Rd to Blakely Harbor	8' wide vertically separated path northbound	2
Day	SR305 to Sunrise Dr	8' wide vertically separated path eastbound, traffic calming east from Madison	2
Madison	Winther Rd to Day Rd	8' wide vertically separated path northbound; traffic calming	2
Miller	Bergman Rd to SR305	6' wide vertically separated bike lanes both sides	2
STO - Day to Hidden Cove	Day Rd to Hidden Cove Rd	10' separated paved trail	1
STO - High School to Madison	High School Rd to Madison Ave	10' separated paved trail	1
STO - Koura to Lovegreen	Koura Rd to Lovegreen Rd	10' separated paved trail	1
STO - Madison to Sportsman	Madison Ave to Sportsman Club Rd	10' separated paved trail	1
STO - Sportsman to Koura	Sportsman Club Rd to Koura Rd	10' separated paved trail	1
Wyatt Wy Sidepath	Weaver to Ashbury Ct	Infill sidepath north side; Weaver intersection improvements	1
Knechtel Trail Connector	Knechtel to Fir Acres	new trail connection	1
Mandus Olson Trail	Koura to Bergman	off-road path connecting Koura to Bergman via Yukio Ln and Minnie Rose Lane	1
Wardwell	Wardwell to Lovgreen	8' off-road gravel path	1
Wardwell	New Brooklyn to Wardwell	8' off-road gravel path	1

Table 6.3  
medium priority projects

Medium Priority Projects				
Project Name	Project Extents	Project Description	Resulting LTS	
Blakely	Bucklin to School zone	traffic calming	3 or 4	traffic calming/ greenways
Day	Manzanita to Miller	Traffic calming	3 or 4	
Day	school zone	traffic calming	3 or 4	
Koura	Miller to Mandus	Traffic calming	3 or 4	
Lovegreen	305 to new trail	greenway	3 or 4	
Manzanita	Day to Pt. Madison	Traffic calming; greenway	3 or 4	
Old Mill Rd	Blakely to Island Wood Trail	Traffic calming; greenway	3 or 4	
Sunrise	Valley to Lafayette	Traffic calming; gravel shoulder enhancement	3 or 4	
Yaquina	Madison to Ferncliff	Traffic calming	3 or 4	
Coppertop Mobility Hub	Coppertop/Sportsman Club Mobility Hub	see mobility hub description pg. 41	n/a	
Day Rd Park and Ride Improvement	Day Rd and SR305	EV charging stations, bike racks, etc	n/a	
E-vehicle share/subsidy	island wide	EV/e-bike	n/a	
Safe Routes Program	island wide	safe routes program for children and seniors	n/a	crossing improvement
Koura Rd	Valley Rd to Koura Rd	SR305 crossing	3 or 4	
Knechtel Trail Connector	Vineyard Ln to Knechtel Trail	grade separated crossing over SR305	1	sidewalks
Winslow Way	Grow to Wood	sidewalks, intersection improvements	1	
Wood Ave	Parfitt to Winslow Way	sidewalks	1	shoulders/ bike lanes
Lafayette Rd	Sunrise to Phelps	paved shoulders 2 sides	3 or 4	
Moran Rd	Yaquina to Madison	improved shoulder northbound side	3 or 4	
N Madison Ave	Day to Phelps	paved shoulders 2 sides	3 or 4	
Phelps Rd	Day to Madison	paved shoulders 2 sides	3 or 4	separated bike lanes
Baker Hill Rd	Lynwood to Blakely	8'-wide vertically separated path eastbound	1	
Blakely	Baker to Bucklin	8'-wide vertically separated path southbound	3 or 4	
Day Rd	Miller to SR305	separated bike lanes	3 or 4	
High School	Fletcher to Sportsman	Visual separation of existing facilities both sides	2	separated paths
Manitou	305 to Loop	eastbound separated side path	1	
STO - Hidden Cove to Port Madison	Hidden Cove to Port Madison	10' separated paved trail	1	
STO - Lovegreen to Day	Lovegreen to Day	10' separated paved trail	1	
STO - Pt. Madison to Agate Pass	Port Madison to Agate Pass Bridge	10' separated paved trail	1	

Table 6.4  
low priority projects

Low Priority Projects					
Project Name	Project Extents	Project Description	Resulting LTS		
Koura	Mandus to 305	Traffic calming	3 or 4	traffic calming/ greenways	
Lofgren Rd	Yaquina to Moran	Traffic calming	3 or 4		
Madison	Valley to Winther	Traffic calming	3 or 4		
Old Mill Rd	Briar Rose Ln to Taylor Ave	greenway	3 or 4		
Pl. Beach	Oddfellows to Ft. Ward Park	greenway; traffic calming	3 or 4		
Pl. Beach	Oddfellows to Pt. White	Traffic calming; advisory shoulder striping	3 or 4		
Torvanger	Sunrise to Madison	greenway	3 or 4		
Valley	madison to 305	gravel shoulder	3 or 4		
Lynwood Center Mobility Hub	Lynwood Center Neighborhood Center	see mobility hub description pg. 41	n/a		mobility
Pt. White Dr	Lynwood Center Rd to Schel Chelb Park	sidewalks	1		
Eagle Harbor Dr	McDonald to Pritchard Park	paved shoulders both sides	3 or 4	shoulders/ bike lanes	
Madison Ave	SR305 to Yaquina	paved shoulders both sides	3 or 4		
McDonald Rd	Eagle Harbor to Old Mill	paved shoulders both sides	3 or 4		
Miller Rd	Peterson Hill to Day	paved shoulders both sides	3 or 4		
Oddfellows Rd	Pleasant Beach to Blakely	paved shoulders both sides	3 or 4		
Taylor Ave	Eagle Harbor to Old Mill	paved shoulders both sides	3 or 4	trails	
Grand Forest Connector	Miller to Sands Ave	new trail connection	1		
Middle Schools	STO to Sportsman club to Bucsit	trail	1	programs	
Gravel shoulder program	Island-wide	new program to expand the availability of gravel shoulders	n/a		
Sound to Olympics - Planning South	n/a	planning for Sound to Olympics Trail - south of Koura Rd	n/a		
Sound to Olympics Grant Match	n/a	Grant match for current and future grants supporting the development of the STO	n/a		
Sound to Olympics/305 Advocacy	n/a	advocacy at regional, state, and federal levels for future funding	n/a		
STO Planning - North	n/a	planning for Sound to Olympics Trail - north of Koura Rd	n/a		
Transportation Committee	n/a	create new sustainable transportation committee to assist with implementation	n/a		

### 6.3 Funding

The City of Bainbridge Island uses a variety of funding resources for the design, right-of-way procurement, and construction of transportation facilities. Local funds, developer fees, and County, State, and Federal grant programs all contribute to the development of the Island’s mobility network. The City routinely prepares and adopts a biennial budget, financial capacity analysis, and a Capital Improvement Plan (CIP). These documents provide a multi-year outlook that allows the City to make decisions about the pace of project implementation.

This chapter describes the funding sources and financing strategies that the City will use to support the implementation of the projects and programs included in the Island-Wide Mobility Plan. In accordance with Washington State GMA requirements, this chapter will also describe the City’s funding capabilities, the 20-year mobility improvement plans, and a reassessment strategy.

#### Current Funding Sources

The City of Bainbridge Island uses different revenue sources for transportation capital projects and operations. Bainbridge Island’s transportation funds come from eight main sources outlined below.

- **Real Estate Excise Tax (REET)** is an optional tax collected on the sale of qualifying real estate sales. REET is dependent on the amount of real estate sales and tends to fluctuate from year to year. Since this revenue is derived from a percentage of the sale price, an increase or decrease in property values has a direct impact on it. Currently, the City receives approximately \$2.2M annually from REET funds.

- **Grants** are a competitive revenue source where projects must meet certain criteria. Federal, state, and regional agencies release grants to help fund transportation projects. This revenue source is highly dependent on the grant opportunities available each year and the City’s capacity to respond to grant funding opportunities. The City competes with other jurisdictions to receive each grant, based on need, service population, project potential, project deliverability, and expected impact/value. Historically, there are significantly more grant opportunities (and funding available) in even years than odd years. Currently, the City receives an average of \$1.4M annually in grant funding for transportation projects.
- **Traffic Impact Fees (TIF)** are authorized as a revenue source by the Washington State Growth Management Act. These fees are levied on new development as a method to pay for the increased demand that development puts on infrastructure. Accordingly, TIF revenue is dependent on development activity. TIF funds can only be spent on transportation capital projects that add capacity to the system. Maintenance, operations, safety, and other types of investments cannot be funded by TIF funds. Currently, the City collects approximately \$100K annually in traffic impact fees.
- **Transportation Benefit District (TBD)** is a mechanism that local agencies can use to raise funds for transportation capital, maintenance, or operations projects. TBD funding can be drawn from different types of taxes or fees, but sales taxes and vehicle license (car tab) fees are the most common. Bainbridge Island has a \$40 car tab fee that was established in 2012. \$10 of this car tab fee is currently reserved for sustainable transportation projects and programs. Currently, the City receives approximately \$800K annually in TBD funding.

- **Commercial Parking Tax** is levied on commercial parking businesses within the city. The tax amounts to 30% of the gross proceeds of the business. In practical terms, this amounts to a tax on vehicles parking for ferry access. Commercial parking tax revenues can be used to fund all types of transportation projects. Currently, the City collects approximately \$600K annually in commercial parking taxes.
- **Motor Vehicle Fuel Tax** is a tax collected at the state level and distributed to jurisdictions. The funds allocated to Bainbridge Island are generally used for maintenance and operational expenses of the transportation systems on the Island. Currently, the City receives approximately \$450K annually in motor vehicle fuel tax payments.
- **Right of Way (ROW) Permits** are required when right of way is being utilized. The revenue generated by collecting the permits is generally used to fund operational expenses of the transportation system. Currently, the City collects approximately \$32K annually in ROW permits.
- **Multimodal Funds** are collected at the state level. These funds are derived from the Motor Vehicle Fuel Tax and are distributed by WSDOT to jurisdictions via a formula. Multimodal funds must be directed towards multimodal projects. Currently, the City receives approximately \$33K annually in multimodal funds.

In addition to these funding sources, the City also uses operational revenue to fund street maintenance expenses, as well as to fund annual operational/programmatic needs such as pedestrian improvements and traffic calming. Between 2019 and 2024, the City’s operational expenditures averaged about \$1.1 million annually. The total estimated revenues for transportation projects between 2024-2044 is shown in Table 6.5.

#### Transportation Funding Challenges

In recent years, the City of Bainbridge Island has been faced with structural challenges that have restricted the amount of revenues available for transportation, including a decreased ability to raise revenues from previously relied upon sources:

- **Commercial Parking Tax** revenue peaked in 2019 and declined in 2020 due to COVID-19 and the shift towards remote work. This revenue’s sharp drop in 2020 and 2021 has not yet fully recovered and may take many years to return to 2019 levels.
- **Motor Vehicle Fuel Tax** revenues will continue to decrease as vehicle fuel efficiency improves, and electric vehicle adoption increases.

#### Transportation Funding Trends

Bainbridge Island has a relatively robust mix of transportation funding sources compared to other cities, which will help it balance economic cycles that can impact some funding sources. However, as noted earlier, funding sources that rely on fuel taxes will invariably decline in value as the fuel tax loses relevance in the face of vehicle electrification. This is most clear for the motor vehicle fuel tax and multimodal funds, which are drawn directly from state gas taxes. However, many grants are also funded by fuel taxes. Unless the legislature and federal government enact a replacement for the gas tax, these sources are at risk and the City should be prepared to evaluate replacement funding sources, if necessary.

#### 20-year Forecast

If the City were to continue business as usual with current funding sources, and assuming no long-term increases or decreases, the estimated amount of transportation revenue that would be generated over the

**Table 6.5**  
**total estimated available funds 2024-2044**

Revenue (20-year period)	
Transportation Benefit Fund (TBF) – Operational Revenue	\$16,000,000
Commercial Parking Tax	\$13,200,000
Motor Vehicle Fuel Tax	\$6,010,000
ROW Permits	\$650,000
Multimodal Funds	\$660,000
Real Estate Excise Tax (REET)	\$30,000,000
Grants	\$28,220,000
Traffic Impact Fees (TIF)	\$3,000,000
<b>Total Revenues</b>	<b>\$97.75 million</b>
Expenditures (20-year period)	
<b>Operational Expenditures</b>	<b>\$22 million</b>
<b>Capital Project List Total Cost</b>	<b>\$75.75 million</b>
<b>Total Expenditures</b>	<b>\$97.75 million</b>

Table 6.5 provides forecasted transportation revenues and expenditures. Forecasted values are shown in 2024-dollar terms which allows for the potential that costs and revenue inflation track together. This tends to be true for revenue sources like sales tax and REET but is not true for fixed fees like car tabs or fixed per-gallon fuel taxes. Forecasted revenues are subject to change based on a variety of factors including, but not limited to inflation and changing regulatory landscapes.

next twenty years is estimated to be \$97.75 million in 2024-dollar terms. However, this estimate may be an overly-optimistic funding prediction if the City does not raise TBD funds periodically to match inflation and if the systemic issues with the gas tax are not addressed. Assuming a consistent level of funding in operations and capital expenditures, the City is forecasted to spend \$22 million on operations and maintenance expenses and approximately \$75 million on capital projects and improvements over the

next 20 years (cost estimates in 2024-dollar terms). The full 20-year forecasted revenues and expenditures is shown in Table 6.5.

The City will pull from the overarching IWMP prioritized project list to implement capital improvements. As funding availability changes, the City will continue to prioritize the most important projects that maximize the ability to leverage external funding while balancing the IWMP goals.

**Potential Future Funding Sources**

Although the City may fall a bit shy of the full cost for operations and capital projects, it is reasonable for the City to identify additional funding sources to close the funding gap. Additional funds can be generated through grants, state funding, state road usage charge, or other new sources documented in this section.

This section describes potential approaches the City could take to generate additional revenues for its transportation program. These new fund sources could be used to support construction of capital projects and programs identified in the IWMP.

**Transportation Benefit District Fund**

The City’s Transportation Benefit District (TBD) is a special fund that is limited in use for transportation projects. The TBD fund can fund a variety of transportation improvements including road maintenance, transit services, and transportation demand management programming. The City’s TBD fund is currently supported by the City’s \$40 car tab fee. Currently, this fee generates approximately \$800,000 annually.

The City can increase TBD funding through the following:

- **0.1% Local Sales Tax** : \$800,000/year in revenue
- **0.2% local sales tax**: \$1.6M/year, requires voter approval
- **\$10 car tab fee increase**: \$200K/year, subject to referendum

**Property Tax Levy Lid Lift**

Cities can levy either a single-year or multiyear levy lid lift, temporary or permanent, to increase property taxes in taxing districts without banked capacity beyond the 1% limit.

With a permanent, single-year lid lift, cities can increase general property taxes beyond the 1% limit in the first year, and then that amount is used to calculate all future 1% levy limitations. The measure never expires, and the levy lid never reverts. Single-year lid lifts may be submitted to voters at any special, primary, or general election. With a permanent, multiyear lid lift, cities can increase general property taxes beyond the 1% limit (up to a limit factor specified in the ballot measure), for six consecutive years up to a rate equal to or less than the statutory maximum, which is \$2.25 per \$1,000 of assessed value. After the required six years, the total levy can increase by up to 1% annually. Multiyear lid lifts must be submitted at the primary or general election.

With a temporary, single-year lid lift, cities can increase general property taxes beyond the 1% limit in a single year. Following the initial lid lift “bump,” property tax rates increase at the 1% limit for the number of years specified in the lid lift ballot measure. Once the lid lift expires, the property tax rates revert to what they would have been without the lid lift. Temporary, multiyear lid operate similarly and allow cities to increase general property taxes beyond the 1% limit for up to six consecutive years. Once the lid lift expires, the property tax rates revert to what they would have been without the lid lift.

As with all property tax revenue, revenue generated from a property tax levy lid lift can pay for operational or capital expenditures. Several cities have successfully passed single-year levy lid lifts (both temporary and permanent) for transportation improvements since 2011, including Bellevue, Bothell, Kirkland, Seattle, and Snoqualmie.

**Utility Taxes**

Cities can impose a business and occupation tax on most utilities that operate within the city boundaries. For many utilities, the City Council can pass a tax of up to 6% without a vote of the public. A higher tax requires a public vote for electricity, natural gas, or telephones (cell phones and land lines can be taxed, but not internet connections). There are no restrictions on how utility tax revenues can be spent.

**Tax Increment Financing and Local Improvement Districts**

Cities can impose a special property tax to finance the capital costs of transportation improvements that benefit properties within a city-defined benefit area. Sometimes this strategy is used to improve roads to a business district, or add sidewalks across an entire community, for example. For tax increment financing, the increase in property tax is excluded from the typical property tax increase limits and is calculated separately from standard property tax levies. Tax increment financing does not require a vote but has specific public hearing and notification requirements.

Local Improvement Districts are similar to tax increment financing but are allowed under a different and older state statute. Local Improvement Districts require a vote of affected property owners. Both tax increment financing and local improvement districts require detailed studies to calculate the cost of the improvements, and an estimated value of the revenues expected to be raised by the new property taxes. These programs can be more complex to establish and maintain compared to other revenue sources. The property tax ends when there are no additional capital project costs or when the districts sunset clause is reached. Often, these funding mechanisms are used to pay

back bonds over time, although the revenue stream can be used directly as well.

**6.4 Partnerships + Regional Coordination**

In addition to clearly prioritizing projects and identifying funding sources to support project implementation, the creation and maintenance of local and regional partnerships is critical to effectively implementing this plan. Generating widespread local and regional support for projects accelerates project implementation and increases the likelihood of project success.

**Local Partnerships**

In 2023 the City worked with City Thread, a national, non-profit organization, to develop an Accelerated Mobility Playbook (Playbook) that outlined strategies the City could take to advance the implementation of the Sustainable Transportation Plan. Many of the Playbook’s recommended strategies highlight the importance of building local partnerships and creating support for projects from the ground up. The City maintains several existing local partnerships with organizations and agencies such as the Bainbridge Island Metro Parks and Recreation District, Bainbridge Island School District, and the Senior Center. Additionally, to build widespread and consistent support for transportation projects, in late 2024 the City convened a coalition of multiple key local partners. The Sustainable Transportation Coalition represents a broad array of interests on the Island, including, but not limited to, seniors, parents, students, trail users, cyclists, pedestrians, and mobility experts. The purpose of this coalition is to provide a forum for providing feedback and building consensus on transportation projects.

**Regional Coordination**

The City is required by the Washington State Growth Management Act to coordinate planning efforts with adjacent jurisdictions. The City is committed to fulfilling and exceeding this requirement and frequently interfaces with regional agencies to proactively coordinate planning efforts on upcoming transportation projects. The City often communicates with WSDOT and Kitsap Transit to ensure consistency between regional planning efforts. Where practicable, the City and our regional partners aim to align overlapping projects to minimize construction impacts to the community.

**Washington State Department of Transportation**

The Washington State Department of Transportation (WSDOT) manages both SR305 and the Washington State Ferries (WSF) Bainbridge Island Ferry Terminal. As these two facilities are the only access points to Bainbridge Island, coordination and communication with WSDOT and WSF are critical for maintaining a operational mobility network on the Island.

**SR305**

SR305 is the only primary arterial on Bainbridge Island and offers the only two entrance points where vehicles from other jurisdictions connect to Bainbridge Island. Accordingly, SR305 is a critical piece of the Island’s transportation network. SR305 is managed by WSDOT and WSDOT defines the LOS standard for SR305. SR305 is also a “Highway of Statewide Significance,” which means local LOS and transportation concurrency standards do not apply to the facility.

SR305 is distinct from other City-owned and operated roadways on Bainbridge Island.

Operational challenges unique to SR305 are described below:

- **Multi-Agency Coordination** WSDOT is the lead agency and has primary decision-making and financial responsibility for improvements to the highway.
- **Multiple User Groups** SR305 is used for both local and regional trips, especially by vehicles traveling to and from the ferry terminal. WSF controls the ferry schedules and therefore influences the traffic patterns on SR305.
- **Substandard Level of Service** A substantial portion of the seven-mile length of the highway on the Island experiences a substandard level of service. Improvements to the level of service would require several large projects along the length of the highway.

In 2017, Kitsap County, Kitsap Transit, Suquamish Tribe, City of Bainbridge Island, City of Poulsbo, and WSDOT partnered on a Needs and Opportunities Study to identify transportation issues and ideas along the corridor. The study was conducted to assess constraints on the corridor and identify a prioritized list of strategies to improve mobility and safety. The study connected with partner agencies as well as the community throughout the timeline of the study using both in person and online engagement tools. As a key corridor on the Island, the City plans to continue working with WSDOT to make improvements to the corridor that align with the vision of the IWMP and improve mobility and safety.

**Kitsap Transit**

As the primary provider of transit service on Bainbridge Island, Kitsap Transit plays an important role in providing sustainable transportation alternatives to Bainbridge Island residents and visitors. The City’s

Comprehensive Plan development process takes into consideration future transit and mobility services as proposed in Kitsap Transit’s Long Range Transportation Plan.

## 6.5 Maintenance

After building transportation facilities, the City must dedicate time and resources to their upkeep to ensure they remain safe and functional. Proper maintenance preserves the infrastructure’s utility, prevents deterioration, enhances safety, and optimizes the use of City resources. As off-road, active transportation facilities expand, the City must prioritize their maintenance to uphold safety and comfort for users.

### Maintenance Challenges

The City’s mobility network faces several maintenance challenges that City staff work to address. These issues require consistent and routine attention to manage effectively. Key maintenance challenges include:

- **Vegetation Growth** Overgrown vegetation requires the trimming of foliage to improve roadway safety and sight distances.
- **Pavement Damage** As roadways age, the pavement surface and underlayment can be damaged by traffic, heavy vehicles, weather, and water seepage if not properly maintained. Poor pavement conditions can affect the safety of the road for all road users.
- **Gravel Road Grading** The surface of gravel roadways can deteriorate quickly, producing potholes in the roads and creating unsafe and uncomfortable conditions for road users. These roads need regular regrading to maintain the surface.
- **Roadway and Shoulder Sweeping** Regular sweeping of roadways is necessary to

provide a clean, smooth surface for travel. Bicyclists are particularly concerned about gravel, dirt, and debris accumulating on shoulder areas.

- **Stormwater** Maintaining good roadway stormwater drainage is important to protect roadway conditions and to prevent flooding hazards.
- **Roadway erosion** Prevention of roadway erosion on shoreline and steep slope areas is important to avoid significant roadway damage. Repair of these severely eroded roadways is costly and may require special permits and mitigation efforts to maintain consistency with shoreline management goals and objectives.

### Maintenance Programs

The City has several maintenance programs aimed at preserving the functionality and safety of the Island’s mobility network. These programs prevent major infrastructure failures that could necessitate extensive and costly reconstruction.

- **Street Sweeping Program** Street sweepers remove debris and litter to prevent them from entering stormwater collection systems or roadside ditches. This process protects stormwater runoff from roadway pollutants and ensures a safe surface for vehicles and bicyclists.
- **Vegetation Management Program** Roadway vegetation is mowed to maintain roadway clearance and ensure clear sightlines for drivers, bicyclists, and pedestrians.
- **Roadway Ditches and Shoulders:** These elements are regularly maintained, cleaned, and reshaped to function as designed and support the roadway system effectively.
- **Road Preservation Program:** Bainbridge Island conducts an annual program to

preserve, maintain, and repair roadway infrastructure. Streets are assessed for reconstruction, overlay, seal coat, or patching. For roads not requiring full reconstruction, the City can repair damaged sections with asphalt patches, apply a chip seal, or overlay new asphalt on existing pavement.

- **Gravel Grading Program:** Each year, the City regrades and fills the surfaces of a select number of gravel roads to ensure their usability.
- **Trail and Pathway Maintenance Program** Maintenance activities include brush cutting and trail surface restoration to uphold the quality of the City’s network of separated pathways and trails

### Spot Improvements

The City frequently responds to requests from residents to improve travel conditions on the Island. These requests range from filling pot holes to adding stop signs to creating off-road paths for pedestrians and bicyclists.

The City responds to these requests through the Traffic Operations Committee which is comprised of staff representatives from the Public Works, Executive, and Police departments. At present, this group meets on an ad-hoc basis to discuss requests for spot improvements and assess whether the City has capacity to address them.

Recent spot improvements that the City has made in response to community requests include:

- **Sportsman Club Rd trail and fence improvements**
- **New crosswalk at Winslow Way and Bjune**
- **Valley Rd shoulder improvements**
- **New stop signs in Seabold neighborhood**

### Trail Maintenance and Development

The City controls ownership of approximately 10.5 miles of mixed use trails such as the Farm Trail and the Waterfront Trail. These trails are managed and maintained through an interlocal agreement with BIMPRD. Trails are maintained and developed according to Parks District standards and the City works closely with the Parks District to identify areas of improvements and opportunities for cross agency collaboration.

# A APPENDICES

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## appendix a : IWMP Change Log

The following change log tracks changes made to the Island-Wide Transportation Plan (IWTP) and the Sustainable Transportation Plan (STP) through the course of the development of the Island Wide Mobility Plan. The following tables indicate where changes or modifications were made to each plan and where the information can be found in the Island Wide Mobility Plan.

Where information included in the IWTP and the STP conflicted with each other, the IWMP favors the STP as it is the more recently adopted plan. City Council have directed staff to implement the Connecting Centers Scenario of the STP which is reflected in the content and project/program list included in the IWMP.

Island Wide Transportation Plan			
	IWTP content	where to find in IWMP	description of change
IWTP Ch. 1	Island Context Map	Chapter 1 Introduction	updated maps to have consistent style
	Planning History	Chapter 1 Introduction	updated to include STP planning process
IWTP Ch. 2	Community Character	Chapter 2 Goals + Objectives	renamed to Community Vision
	Neighborhoods	Chapter 2 Goals + Objectives	included in Connectivity goal
	Environment	Chapter 2 Goals + Objectives	renamed to Natural Systems
	Balancing Community Needs	n/a	section not included in IWMP
IWTP Ch. 5	Level of Service	Chapter 5 Operations + Mobility	adopts new multimodal level of service standards
	Non-Motorized LOS Standard	Chapter 5 Operations + Mobility	adopts level of traffic stress based LOS standard for bike facilities
	Existing Traffic Conditions	Chapter 3 Existing Conditions	updated with more recent traffic data
	Existing LOS	Chapter 3 Existing Conditions	updated with more recent traffic data
	Land Use Forecast	n/a	not included in IWMP; refer to Comp Plan
	Future Traffic Conditions	Chapter 5 Operations + Mobility	updated to match new LOS standards
IWTP Ch. 3	Mobility Issues	Chapter 3 Existing Conditions	information included in connectivity gaps assessment
IWTP Ch. 4	SR305 LOS	Chapter 3 Existing Conditions Chapter 5 Operations + Mobility	updated with more recent traffic data
	SR305 Recommendations	Chapter 6 Implementation	modified to include information about coordination with WSDOT
IWTP Ch. 5	Collision History	Chapter 3 Existing Conditions	updated to include more recent data
	Safety Programs	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	updated to include traffic calming and safe routes to school programming
	Maintenance	Chapter 6 Implementation	no changes made

## Island Wide Transportation Plan (cont.)

	IWTP content	where to find in IWMP	description of change
IWTP Ch. 6	System Inventory	Chapter 3 Existing Conditions	updated inventory for all modes
	Non-Motorized Use	n/a	not included in IWMP
	Connectivity Barriers	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	updated connectivity gap analysis; identification of barriers
	Non-Motorized Network	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to include Connecting Centers approach; updated project lists
	Facility Types	Chapter 4 Multimodal Vision	updated and simplified facility typology and design guidelines
	Levels of Service	Chapter 5 Operations + Mobility	adopts level of traffic stress based LOS standard for bike facilities
	Non-Motorized Improvement Plan	Chapter 6 Implementation	updated project lists to include STP projects; updated maps
	Design Considerations	Chapter 4 Multimodal Vision	updated to align with goals and new LOS standards
	Education, Encouragement and Enforcement	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to include STP programs
IWTP Ch. 7	Washington State Ferry Operations	n/a	not included in IWMP
	Kitsap Transit Bus and Other Services	Chapter 3 Existing Conditions Chapter 4 Multimodal Vision	existing routes updated, improvements updated to match Kitsap Transit Long Range Transportation Plan
	Multimodal - Transportation Demand Management	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to match STP programs
IWTP Ch. 8	Regional Coordination	Chapter 6 Implementation	no significant changes
	Funding Capabilities	Chapter 6 Implementation	20-year revenue forecast updated
	Funding Needs	Chapter 6 Implementation	20-year expenditure forecast updated
	Proposed Sources of Funding	Chapter 6 Implementation	updated to include more detailed information

Sustainable Transportation Plan

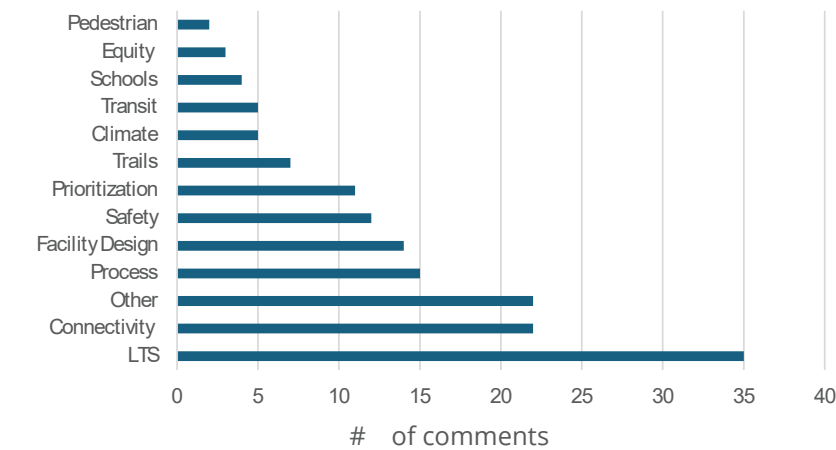
	STP content	where to find in IWMP	description of change
STP Vision + Goals	Who developed this plan?	Chapter 1 Introduction	updated to reflect IWMP process
	Transportation Assets	Chapter 3 Existing Conditions	section expanded to include inventory of existing facilities
	Transportation Gaps	Chapter 3 Existing Conditions	section expanded to include connectivity and safety analyses
	Sustainable Transportation Goals	Chapter 2 Goals + Objectives	renamed goals, eliminated funding goal from goal framework
	Walking and Rolling Network	Chapter 4 Multimodal Vision	updated map, see Figure 4.2
	Sound to Olympics Trail	Chapter 4 Multimodal Vision	updated to include current status
	Transit and Shared Mobility Network	Chapter 4 Multimodal Vision	updated mobility hub locations to match connecting centers project list
STP Scenarios	Scenario 1: Status Quo	n/a	not included in IWMP
	Scenario 2: Connecting Centers	Chapter 4 Multimodal Vision Chapter 6 Implementation	no changes made to projects
	Scenario 3: Island Wide Stretch	Chapter 6	select projects included in IWMP project list
	Programs and Policies	Chapter 4 Multimodal Vision Chapter 6 Implementation	updated to reflect implemented policy changes

appendix b :  
Engagement Summary

The City collected community feedback on the draft of the Island-Wide Mobility Plan in Spring 2025. An in-person engagement event was hosted on March 24, 2025 at City Hall; approximately 30 residents attended this meeting. In addition to the in-person engagement opportunity, the City opened an online feedback form. This online comment period was open for three weeks and received approximately 75 comments. Residents and community partners were also encouraged to reach out to City staff directly with any questions, or feedback they had regarding the IWMP. In total, the City logged 159 comments from members of the public.

An analysis of these engagements is provided below as well as a list of frequently asked questions. The following pages catalog the comments received and indicate the City's response to each comment.

Top Comment Categories



IWMP FAQs

Based on the feedback and questions received from community partners and residents, staff compiled a list of frequently asked questions. These questions respond to the questions and comments received and aim to provide additional clarity and direct readers to the chapters in the IWMP where additional information on the topic can be found.

**What does level of traffic stress account for?**

Level of traffic stress (LTS) describes the user experience of a particular bicycle facility. It considers roadway features such as speed, slopes, sight distances, and number of driveways as well as how much separation is provided by the bicycle facility. See Chapter 5 for more information.

**How does LTS account for intersections?**

The current LTS measurement does not account for stress at intersections. However, the IWMP has been revised to include design guidelines and best practices for creating safe intersections for non-motorized users. For more information, refer to Chapter 4 of the IWMP.

**What is a neighborhood greenway ?**

A neighborhood greenway refers to a low-volume/ low-speed road that has design features that prioritize non-motorized users. One way in which a road can be converted to a neighborhood greenway is through the implementation of traffic calming features such as chicanes and traffic circles.

**How is access to schools prioritized in this plan?**

Projects that are ½ mile or closer to a school score higher than projects that are further than ½ mile from a school. Additionally, the plan provides for a Safe Routes to School (SRTS) program. More information can be found in Chapter 6.

**Why are the Connecting Centers projects prioritized over others in this plan?**

The Island-Wide Mobility Plan is a combination of previous planning efforts. The transportation planning priorities that City Council most recently adopted were included in the Connecting Centers scenario of the Sustainable Transportation Plan. When compiling projects to be included in the IWMP, staff prioritized the connecting centers projects in order to align with Council direction.

**How does the plan address spot improvements?**

Spot improvements are typically addressed on an ad-hoc basis. The City has existing and ongoing transportation maintenance programs that address these shorter term projects, such as shoulder improvements and vegetation management. More information about the City's maintenance programs and how it addresses requests for spot improvements can be found in Chapter 6.

**How were projects selected?**

Projects were compiled from the existing Sustainable Transportation Plan (STP) and the Island-wide Transportation Plan (IWTP). Projects that have been completed were eliminated. Where projects were duplicated between the two existing plans, the facility type proposed in the STP was given preference.

**How can the City speed up implementation of this plan?**

The capacity of the City to implement capital projects is dependent on funding availability, staff resources, and community support. Partnerships, especially those with local and regional organizations, can help to increase the speed of implementation by sharing resources and accruing a broad base of community support for the project. Several recommendations on how to accelerate implementation are provided in the City Thread Report in Appendix I.

*continued on next page*

City of Bainbridge Island | Island Wide-Mobility Plan

Comment ID	Comment Summary	Comment Type	Response
Public Works COBI	01 Fig. 3.3: How were connectivity gaps identified?	Connectivity	Additional details added to section 3.1 of the IWMP.
	02 Ch. 4: Clarify that proposed network represents an ideal outcome that is balanced against funding availability, property availability, and design feasibility.	Process	Clarification made in Chapter 4 of the IWMP.
In-Person Engagement March 2025	03 Intersection design and level of stress should be more of a focus (multiple)	LTS	Added intersection design guidance to Chapter 4 of the IWMP.
	04 Topography should be considered in LTS measurements	LTS	Current LTS measurement does account for vertical and horizontal sight distance.
	05 School access is important, how is this incorporated into plan?	Schools	Included in prioritization methodology. See Chapter 6 of the IWMP.
	06 LTS varies along project extents - creates challenges	LTS	Noted.
	07 How is the City planning for pedestrian mobility (multiple)	Pedestrian	Information about pedestrian level of service included in Chapter 5 of the IWMP.
	08 Clarify typology of greenways	Facility Design	Noted. Typology clarified in Chapter 4 of the IWMP.
	09 How does the plan address spot projects and improvements	Process	Information included in Maintenance section of Chapter 6 of the IWMP.
	10 Network should be cohesive and target specific users (multiple)	Connectivity	Noted.
	11 Consider increasing capacity by adding lanes	Other	Noted.
	12 Gaps in shoulder network should be improved	Connectivity	Network gaps and connectivity is addressed in prioritization methodology.
	13 IWMP prioritizes commuters	Equity	Noted.
	14 Inadequate funding can result in patchwork of projects and facilities	Connectivity	Noted.
	15 How do trails fit into the LTS map?	Trails	Trails are considered off-road facilities and would be categorized as LTS 1 (eg. STO).
	16 Consider equity for people who use mobility devices (wheelchairs, walkers, etc)	Equity	Additional accessibility language added to Equity goal in Chapter 2 of the IWMP.

Comment ID	Comment Summary	Comment Type	Response
In-Person Engagement March 2025	17	Proposed BRT routes and Island Circulators should be mapped to understand transit priorities and access	Transit Added to Figure 4.5 in Chapter 4 of the IWMP.
	18	What options does the City have to encourage easements for non-motorized infrastructure and connections?	Connectivity Exploring options could be included in scope of IWMP project "Off-Road Easement Strategy"
	19	Connecting Centers projects should be visually distinguished in maps to indicate high priority	Other Changes made to Figure 4.3 in Chapter 4 of the IWMP.
	20	Consider setting LTS minimums for corridors to avoid varying LTS across projects on the same corridor	LTS Added intersection design guidance to Chapter 4 of the IWMP.
	21	Intersections should include traffic calming and spot improvements	Safety Noted.
	22	Henderson Rd has poor road surface, suggest alternate route Komedal to Ralston	Other Noted.
	23	Grow Ave traffic calming is inadequate, preference for sidewalks	Pedestrian Noted.
	24	Add additional traffic calming on Miller Rd	Safety Noted.
	25	Separated bike lanes feel dangerous in certain contexts	Safety Noted.
	26	How does the City identify/meet the needs of "recreational" cyclists vs. "transportation" cyclists?	Equity No distinction is made in the IWMP between recreational and commute cyclists.
27	How can the City spend funds more efficiently to speed up implementation?	Process Refer to City Thread Accelerated Mobility Playbook. See Appendix I.	
Bainbridge Island Parks and Trails Foundation	28	Supports the continued development of the Connecting Centers Projects connecting Winslow to Lynwood Center, Island Center, and Rolling Bay	Connectivity Noted.
	29	Emphasize the development of the Sound to Olympics Trail, southern segments from Sakai Park to Koura should be high priority	Trails Adjusted prioritization of STO segments between Sakai Park and Koura Rd to reflect community feedback.
	30	Develop Safe Routes to Schools trails within half-mile of schools	Schools Included in scope of Safe Routes to School project included in the IWMP.
	31	Improve roadside connections and crossings to improve safety for trail users. Especially Lost Valley and Kojima trail connection on Fletcher Bay Rd and Day Rd between Farmland Trails	Connectivity Noted.

Comment ID	Comment Summary	Comment Type	Response
Bainbridge Island Parks and Trails Foundation	32	Consider bike and pedestrian use from Farmland Trail to Day Rd between 305 and Sunrise	Connectivity Noted.
	33	Consider Wallace trail connector instead of Knechtel	Other Noted.
	34	Remove Bucsit trail connection from STO to Sportsman trail connection project	Other Separated into separate projects.
	35	Wardwell to Lovgreen should be medium priority	Prioritization Noted.
	36	consider sidewalk only at south end of Baker Hill Rd from Blakely Heights	Facility Design Noted.
	37	Have all 305 crossings been approved by WSDOT? Are they feasible?	Process Projects are in conceptual phase and have not been reviewed by partner agencies.
	38	Lovgreen to Farmland trail, important for trail access	Connectivity Noted.
	39	New Brooklyn, Fletcher to Sportsman important student connection from schools to Strawberry Hill Park	Schools Project priority has been adjusted to respond to multiple public comments.
	40	Consider sidepath from Old Mill Trail to Blakely for students	Schools Project segment currently calls for a separated bike path, design has not been finalized.
	41	Sands/Sakai connector should be low priority	Prioritization Prioritization adjusted.
	42	Valley Rd sidepath from Madison to Sunrise should be high priority, lots of community interest	Prioritization This project is included in the Connecting Centers scenario and is considered highest priority.
	43	Eagle Harbor: consider focusing on shoulder just east of McDonald, blind hill and very dangerous for peds/cyclists	Facility Design Noted.
	44	STO Port Madison to Agate Pass should be prioritized higher, connection to N. Kitsap for commuters	Prioritization Noted.
	45	Consider safety improvements at intersection of Sportsman and Finch "y" intersection	Safety Section added in Chapter 6 to address safety and spot improvement projects.
	46	Consider improving sidepath in ROW from Grand Forest to New Brooklyn on Mandus Olson	Other Noted.
	47	Consider adding sidepath on Koura between Fieldstone and Miller for parks and trails access	Connectivity Noted.
	48	How does greenway typology different from trails	Facility Design Project typology has been clarified, see Chapter 4 of the IWMP.

Comment ID	Comment Summary	Comment Type	Response
49	New bike infrastructure should be LTS1 to address needs of children	LTS	Noted.
50	STO to Sportsman Club Road should be high priority, LTS 1	LTS	Project priority has been adjusted to respond to multiple public comments.
51	High School Rd from 305 to Finch, LTS 1	LTS	Noted.
52	Lynwood Center to Eagle Harbor Dr via bucklin, LTS 1	LTS	Noted.
53	Wardwell route from New Brooklyn on west edge of Sakai and Woodward heading north to Lovgreen and 305, LTS 1	LTS	Noted.
54	Grow Ave between High School Rd and Winslow Wy, LTS 1	LTS	LTS map has been adjusted. Note that no project is currently proposed for this location.
55	Baker Hill Rd from Lynwood Center Rd to Blakely, LTS 1	LTS	Noted.
56	Sportsman Club Rd from Wyatt and Finch, New Brooklyn crossing to SR 305, LTS 1	LTS	Project priority has been adjusted to respond to multiple public comments.
57	Day Rd from SR 305 to Sunrise, LTS 1	LTS	Noted.
58	High School Rd from Finch to Strawberry Hill Park, LTS 1	LTS	LTS has been adjusted to LTS 2 respond to multiple public comments.
59	Lost Valley Trail, 8-10 ft bikeable surface	Facility Design	Noted.
60	Valley Rd between Sunrise and N. Madison Ave, LTS 1	LTS	Noted.
61	Fletcher Bay Rd between Bucklin and Lost Valley Trail, LTS 1	LTS	Noted.
62	Wyatt Wy from Finch to Weaver, LTS 1	LTS	Noted.
63	Eagle Harbor Dr Ph. 1, LTS 1	LTS	Noted.
Resident	64 Concerns about proposed Bucsit Lane trail, poor road conditions and unstable shoulders, private road	Trails	Project priority has been adjusted to respond to multiple public comments.
Resident	65 Concerns about proposed Sands/Sakai Connector. Environmental concerns regarding wetland in the area and beaver habitat. Property concerns regarding private road on Bucsit.	Trails	Project priority has been adjusted to respond to multiple public comments. Project included in IWMP as a legacy project from the IWTP.

Comment ID	Comment Summary	Comment Type	Response
66	What are the overall GHG emissions; how much transportation related GHG reduction do we expect by 2035? 2045?	Climate	Transportation related emissions totaled 78,723 MTCO <sub>2</sub> e in 2021. For a detailed analysis on GHG reduction potential refer to Appendix J.
67	do equity and all-ages ability goals conflict with GHG emission goal? Since all-ages and abilities facilities are likely costlier to construct meaning fewer facilities being built per year.	Climate	All ages and abilities infrastructure is shown to be effective at lowering VMT by providing facilities that the greatest number of people feel comfortable and encouraged to use.
68	Connectivity is essential to reducing VMT because it is essential to safety. What is the relationship, in the plan, between connectivity, access, and safety?	Connectivity	Noted.
69	There are safety gaps in every arterial and collector on the Island. What percentage of the existing network is unconnected?	Connectivity	The percentage of disconnected network was not calculated. See Figure 3.3 for a visualization of connectivity gaps.
70	Where can we learn more about the GHG reduction analysis of the connecting centers scenario? How does this compare to the Island-Wide Stretch scenario?	Climate	Refer to Appendix J of the IWMP.
71	What are the assumptions about the rate of growth in Island Center and Rolling Bay? How does this compare to the soon-to-be updated land use element in the Comp Plan?	Process	Expected future growth of neighborhood centers not addressed in the IWMP. Refer to the Comprehensive Plan.
72	How much will the STO cost? What are the VMT impacts of the STO compared to other projects?	Climate	Total cost of the STO including construction and design is not calculated. Project level VMT reductions have not been calculated due to unavailability of precise measurement tools.
73	What is the average cost per mile of the treatments listed in Table 5.2? How much would be saved by reducing speed limits to achieve LTS goals versus constructing separated bike lanes?	LTS	Cost/mile of treatment types was not calculated. Costs are highly variable based on a number of factors outside of facility design.
74	What are the benefits of "access" as described in the prioritization methodology? How does it relate to connectivity?	Connectivity	See response to comment 67.
75	Who were the key partners and stakeholders involved in the project prioritization process? How were they chosen?	Process	Input was provided by the Sustainable Transportation Coalition and the Climate Change Advisory Committee.
Resident	76 Why are projects in the Connecting Centers scenario of the STP prioritized over others? Why is the Council bound to the STP, which was not even part of the comp plan?	Process	The STP is the current direction provided to staff by City Council and therefore was identified as highest priority.

Comment ID	Comment Summary	Comment Type	Response
Resident (cont.)	77	How will the City address the Agate Pass Bridge as it continues to plan for the STO?	Trails The City currently and will continue to collaborate with WSDOT as it develops the STO.
	78	Will Lost Valley Trail be accessible to bikes, too?	Trails Bikes will be allowed on Lost Valley Trail.
	79	Where will mobility hubs be located for transferring from bikes to buses, taxis, etc?	Connectivity See Figure 4.6 in the IWMP.
	80	How will/does the City coordinate with Kitsap Transit?	Process Refer to section 6.4 of the IWMP.
	81	Why is the City not considering a water taxi across Eagle Harbor?	Other No new projects were considered in the development of the IWMP.
	82	Is Mandus Olson going to be available to bike?	Facility Design Yes, bikes currently allowed on Mandus-Olson.
	83	To improve connectivity, any plans to gain more easements through private property (e.g. Lovgreen for STO, road next to Hyla School to get to Lynwood)	Connectivity In scope of "Off-Road Easement Strategy" project proposed in the IWMP.
Online Engagement	84	COBI should be moving toward as many miles as possible of LTS below 4. It would be great to get to LTS 2 on most of our unavoidable well-traveled roads.	LTS Noted.
	85	The difference between LTS1 and LTS2 is so large. One family and ability differences included the next only adults and just some adults at that! In order to foster a future that encourages a healthy and climate friendly future for the island, we need to help children and older adults especially!	LTS Noted.
	86	I would prefer more miles of "less than perfect" bike routes. Not sure why Miller is labeled with LTS 4 - currently has 30mph limit with striped bike lane which per chart is LTS 3?	LTS Noted.
	87	Please increase the speed of construction. These improvements are very important for allowing individuals to begin to experience the island by means beyond personal vehicle	Process Noted.
	88	Miller Road-Fletcher Bay road needs a corridor plan so that all the segments are coherent and connected	Connectivity Noted.

Comment ID	Comment Summary	Comment Type	Response
Online Engagement	89	I drive New Brooklyn daily at all times of the day and I rarely come across anyone on a bike. The plan for separated bike lanes seems excessively in favor of the handful of bicyclists who would use that. Not to mention the "citifying" effect this will have on our country roads. People do live in a rural community for a reason.	Other Noted.
	90	Relying on sidewalks and shared trails for bikes is concerning. E-bikes are becoming more prevalent and pedestrian/bike interactions will happen at higher speed and be less safe than today.	Safety Noted.
	91	Henderson Rd is a great choice for the bike mobility route, but you need to slow down the cars to make it safe for cyclists. During rush hour, cars routinely ignore the speed limit, frequently passing law abiding cars at high rates of speed. It is almost guaranteed that if you drive that road during rush hour and go the speed limit, someone will be on your bumper and fly around at the first opportunity, even if it's not a safe or legal one. Happens almost every day!	Safety City Traffic Operations Committee has recently deployed traffic data collectors on Henderson Rd. In response to the traffic conditions experienced and measured in the Seabold neighborhood, new stop signs were installed at multiple intersections in Winter 2025. Additional improvements, including traffic calming, may be considered in the future.
	92	I don't support LTS because it focuses on perceived hazards as opposed to real hazards. Expensive separated bike paths are too expensive to build and maintain and limit the amount of non motorized improvements that can be done within the limited funding. Speed limits, along with enforcement, is an important part of safety for non motorized users. As is volume of traffic. More growth means more volume of traffic and diminished non motorized safety.	LTS Noted.
	93	Even if this doesn't happen for another 20-40 years, I think magnetic rail or electric rail from ferry to Poulsbo with stops along 305 should make sense. Any improvements along 305 should consider the potential of rail in the future. If we do eventually replace or modify the Agate pass bridge, keep rail in mind. This planning might change what we do and might save \$\$\$ in the long run.	Transit Noted.

Comment ID	Comment Summary	Comment Type	Response
94	please just do more quickly. Again - I feel like proposals or aiming for "perfect" and so nothing gets done.	Process	Noted.
95	As you acknowledge, this project has been in the works since 2017 and has little to show for the thousands of hours of public employees time and labor. Please start projects. Please increase your speed of construction	Process	Noted.
96	You're making this too complicated. For all the fanfare around the sustainable transportation plan there's been very little non motorized improvements. The facilities recently built on Madison were part of a sewer project and not particularly well design. Experienced bike riders will be riding on the road instead of the lumpy narrow path.	Process	Noted.
97	Bucsit Lane (public and private sections) need to be widened and paved to accommodate pass through traffic, even if it is just on foot and bike, because it is already unsafe to do those things on our road. .	Safety	Noted.
98	Having a route that connects around from STO back to the ferry to give a protected loop for visitors would be a potential win.	Connectivity	Noted.The IWMP did not consider any new projects not included in previous planning efforts.
99	The safety category [of the prioritization methodology]should consider the collision rate, not just the # of collisions.	Safety	Noted.
100	[Projects should be prioritized based on] community feedback and relying on previously developed plans makes the most sense (ie core 40 and the newer sustainable transportation plan)	Prioritization	City staff have revised the prioritization of proposed projects based on community feedback received.
101	Your equity score is zero until you have any projects to show for the countless planning and outreach meetings	Other	Noted.
102	You've made this way too complicated. Equity? While you dither and pander to special interest groups simple widened shoulders are not being build. The CF on Eagle Harbor drive North of McDonald Street is a good example of pandering to one person and ending up with a really bad design.	Other	Noted.

Comment ID	Comment Summary	Comment Type	Response
103	No one is going to choose to ride on 305! If you prioritize the side roads, you'll get a lot more cyclists choosing to ride over driving. Riding on 305 is miserable!!	Other	Noted.
104	I actually think completing Miller should be prioritized higher. The "middle" was done and then nothing else leaving a common biking corridor dangerous at either end. (But to Lynnwood should be highest priority now), otherwise this entire section is too busy and unrealistic given current pace of projects.	Prioritization	Prioritization of Miller Rd projects have been prioritized higher in response to comments received from members of the community.
105	Install widened shoulders. It might mean less work for City staff but we'd all be safer.	Facility Design	Noted.
106	In general I feel that the plan gives a lower priority to west-side residents.	Prioritization	Some projects on the west side have been assigned a higher priority level based on feedback received.
107	Concerning connecting city centers, why no discussion about connecting Island Center to Winslow or Lynnwood Center. Anyone biking or walking to/from Battle Point Park to these locations has to navigate very unsafe conditions. This is especially true from the Park to these locales using Battle Point or Arrow Point roads	Connectivity	Connecting centers projects were included in the Sustainable Transportation Plan scenario adopted by City Council in 2022. Some projects on the west side connecting to Island Center have been re-prioritized higher in response to community feedback.
108	why is doing something about unsafe multi-modal use of Fletcher Bay Road and Lynnwood Center Road south of High School Road almost to Lynnwood Center such a low priority? The route connects city centers and is very unsafe currently. The lack of infrastructure here does not make sense. They are shown as connectivity gaps in Figure 3.3.	Safety	Refer to response provided to comment 106.
109	funding to keep the pathways accessible (free of debris, branches, wet/slimy/slippy decaying leaves etc) needs to be factored in. You can't consider paths viable without the maintenance required to keep them in useable condition. Many times I see bicyclists forced to ride outside the paths our taxes paid for because its too hazardous to stay in them.	Other	Refer to section 6.5 of the IWMP.

Comment ID	Comment Summary	Comment Type	Response
110	there are more transportation options than autos and bikes. Consider rail as an option along 305 corridor in our future at some point and plan ahead for best outcome. I am also a big fan of the expansion of dial a ride bus service on the island. It serves everyone and provides vital access.	Transit	Noted.
111	Stop with the never ending public outreach. Administrations turn over while zero projects occur.	Process	Noted.
112	Years go by without simple widened shoulders being installed where it could easily be done, like on Blakely Avenue. It's really kind of pathetic.	Process	Noted.
113	Regarding sustainability, it's assumed the Sustainable Transportation Plan will reduce greenhouse gas emissions related to transportation. That should not be assumed. All projects should be subjected to an objective, non green washing, climate lens to evaluate their relative benefits.	Climate	Noted.
114	Battle Point Park is a very highly used park, perhaps more than any other Island park, and almost everyone is forced to drive there. That makes Battle Point Drive unsafe for pedestrians and bikers along a very flat, straight, remote stretch of road (without shoulders or sidewalks) where almost no one adheres to the 25 mph speed limit. At night some use the road to drive VERY fast. A couple of years one of our neighbors, walking by the west entrance to the park was hit by a car and sent to the hospital with a head injury.	Safety	Projects around Battle Point Park have been re-assigned higher priority levels in response to community feedback.
115	Bainbridge cannot maintain the roads it has; and will not adopt private roads that have continuous housing construction on them. Seems the city priorities are not geared to current conditions..... just always looking to spend money on new stuff. shame shame	Other	Noted.
116	It would be great if an email address were provided so that a more thoughtful respond can be submitted.	Other	Point of contact for this project is Hannah Boettcher, hboettcher@bainbridgewa.gov. Contact information has been provided on the City website and the Engage Bainbridge page for this project.

Comment ID	Comment Summary	Comment Type	Response	
Online Engagement	117	Generally like the idea of trying to prioritize lots of safe connections to STO separated trail	Connectivity	Noted.
Resident	118	Distinguish more clearly the difference between LTS 1 and 2	LTS	Noted.
	119	More specificity is needed in the design guidelines provided in table 4.2; increased separation for vertically separated bike lanes, emphasize the use of barriers for decreasing user stress	Facility Design	Design guidelines included in Chapter 4 of the IWMP have been updated to provide greater specificity.
	120	Avoid the creation of "island deserts" i.e. disconnected facilities that dump users out onto unsafe roads	Connectivity	Noted.



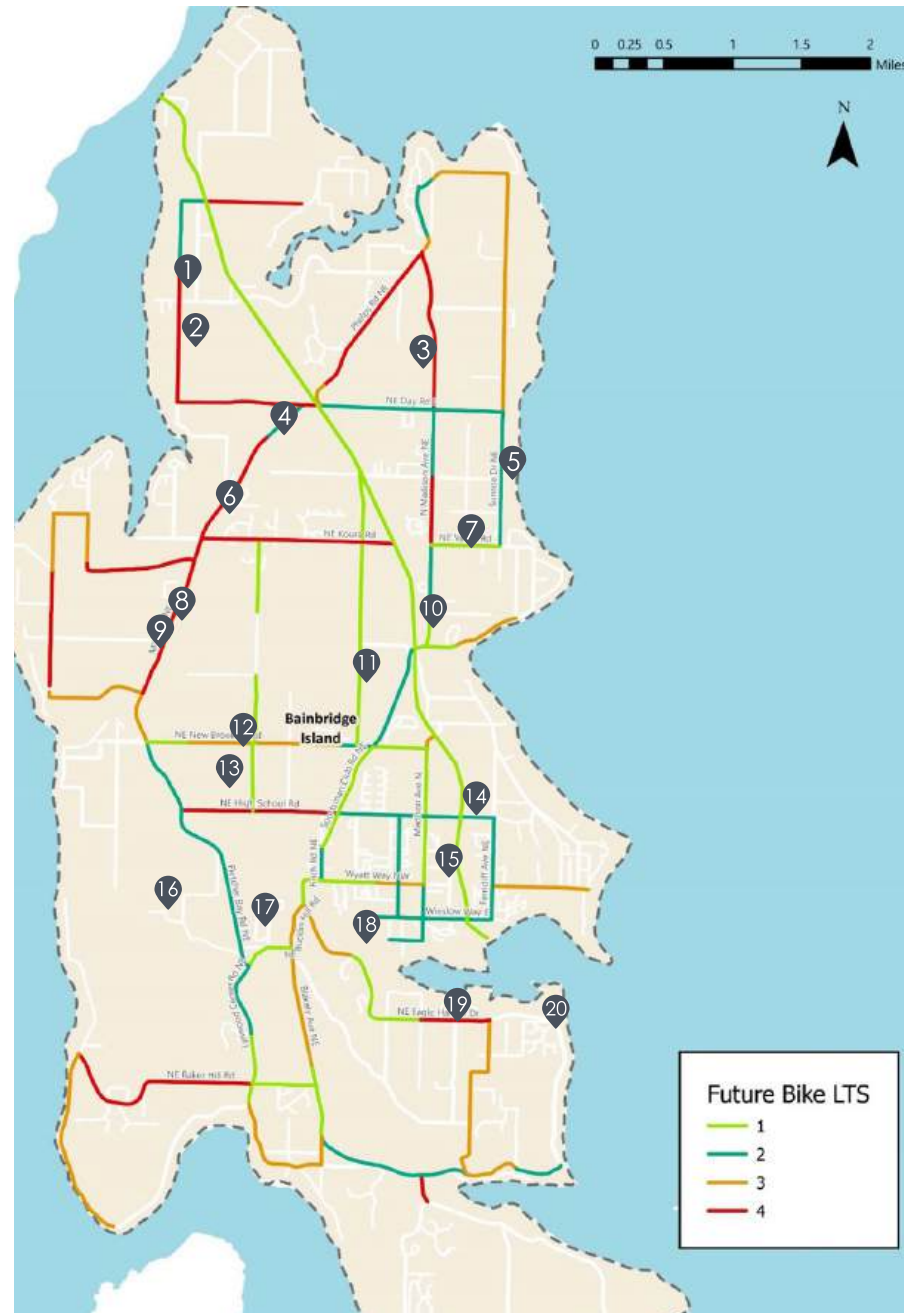
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
1	Main route for cyclists	Noted.
2	Battle Point Drive needs widened shoulders for bikes and peds	Minimum LTS for Battle Point Dr. lowered to 3
3	LTS 2 or 3 - there are portions of Madison that have wide shoulders. Take advantage of the width and upgrade to more protected lanes	Minimum LTS on N Madison Ave between Torvanger and Day lowered to 3
4	Miller road is heavily traveled roadway partially served with widened shoulders. Widened shoulders for bikes and peds need to be extended to the intersection at Day Road and SR305.	Noted.
5	Sunrise drive is dangerous for bikes. Widened shoulders need to be installed on the most dangerous sections, which include close to Rolling Bay.	Noted.
6	Another important route for cyclists.	Noted.
7	Valley road needs widened shoulders for bikes and peds that retain the semi-rural feel of this stretch. City engineers should be deterred from over-designing road improvements on Valley that would impact its character.	Noted.
8	LTS 2-this area has a lot of pedestrian and bike activity on account of the access to the grand forest and the crossing from the grand forest to the trail going to battle point park.	Speed limit on Miller Rd makes LTS 2 difficult to achieve. Modified minimum LTS to 3.



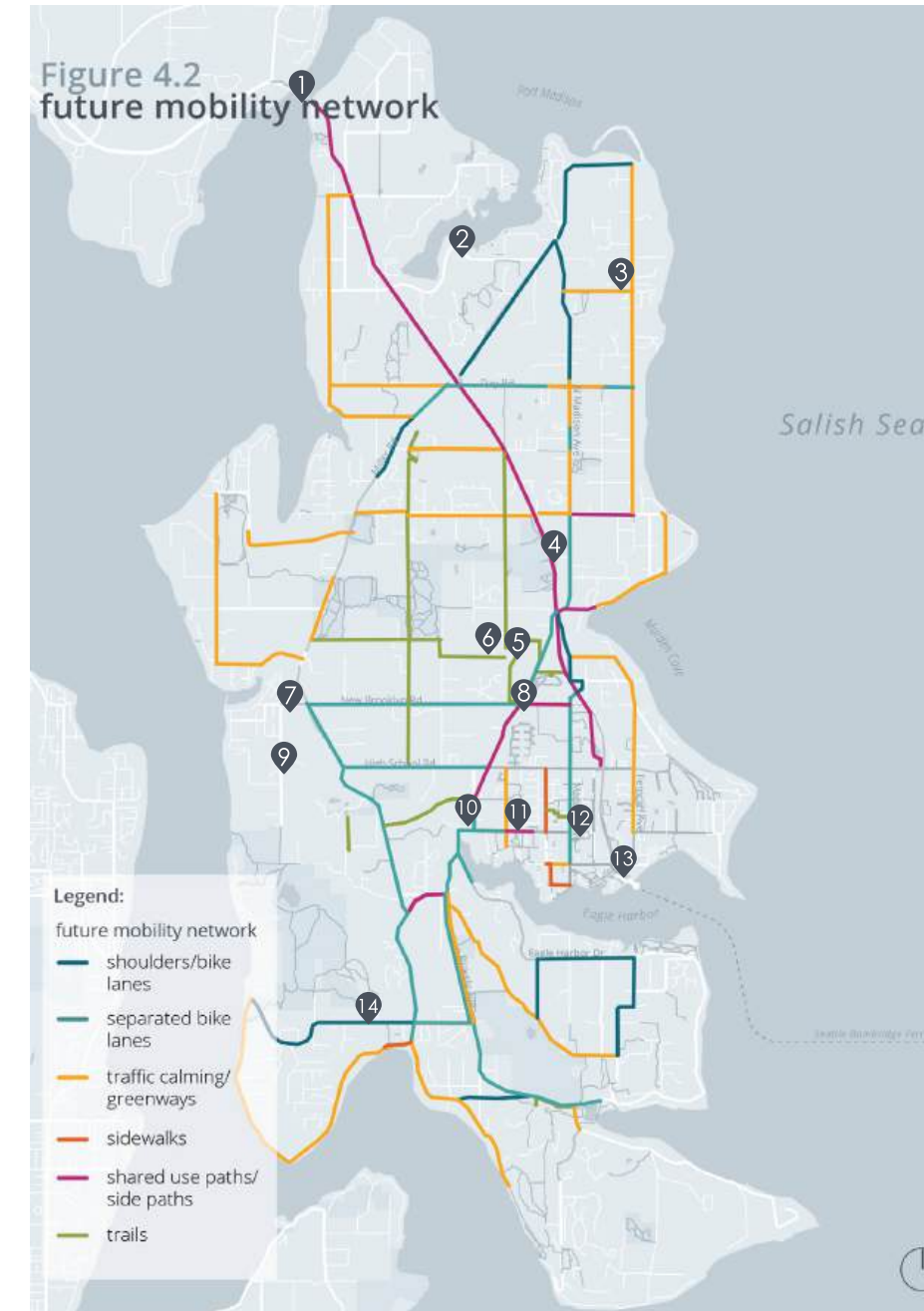
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
9	Miller is a critical route for people outside of Winslow. And should be 3 or lower to encourage safe travel	LTS modified to LTS 3 on Miller
10	The Sound to Olympics Trail: It should not plow through the scenic buffer. Widened shoulders would be just fine.	Noted.
11	this is a private road that I have to maintain. Will city take over maintenance ?	Future LTS is based on proposed projects. Many projects are in conceptual phase and subject to modification.
12	Either New Brooklyn or HS Rd should have continuous LTS of 2 to make a comfortable east west route from island center	Noted. High School Rd upgraded to be LTS 2 between Miller and Sportsman Club Rd
13	Intersection of Finch and Madison: This is a difficult intersection for bikes going East and then turning left onto Finch. This needs to be corrected, possibly by making the intersection a 3-way stop.	Noted. Section on intersection design guidelines added to Chapter 4 of IWMP
14	The State is planning to build a roundabout at the HS road and SR305 intersection. COBI should be advocating for the project to include a non motorized passage under the new roundabout.	Noted. Section on intersection design guidelines added to Chapter 4 of IWMP
15	Currently a great street for bikes and peds. A possible connection with Hildebrand threatens to degrade non motorized LOS here.	Noted.
16	Lynwood Center Road needs widened shoulders for bikes and peds. This is a heavily used roadway with a low LOS for bikes.	Noted. Separated bike path planned on Lynwood Center Rd.



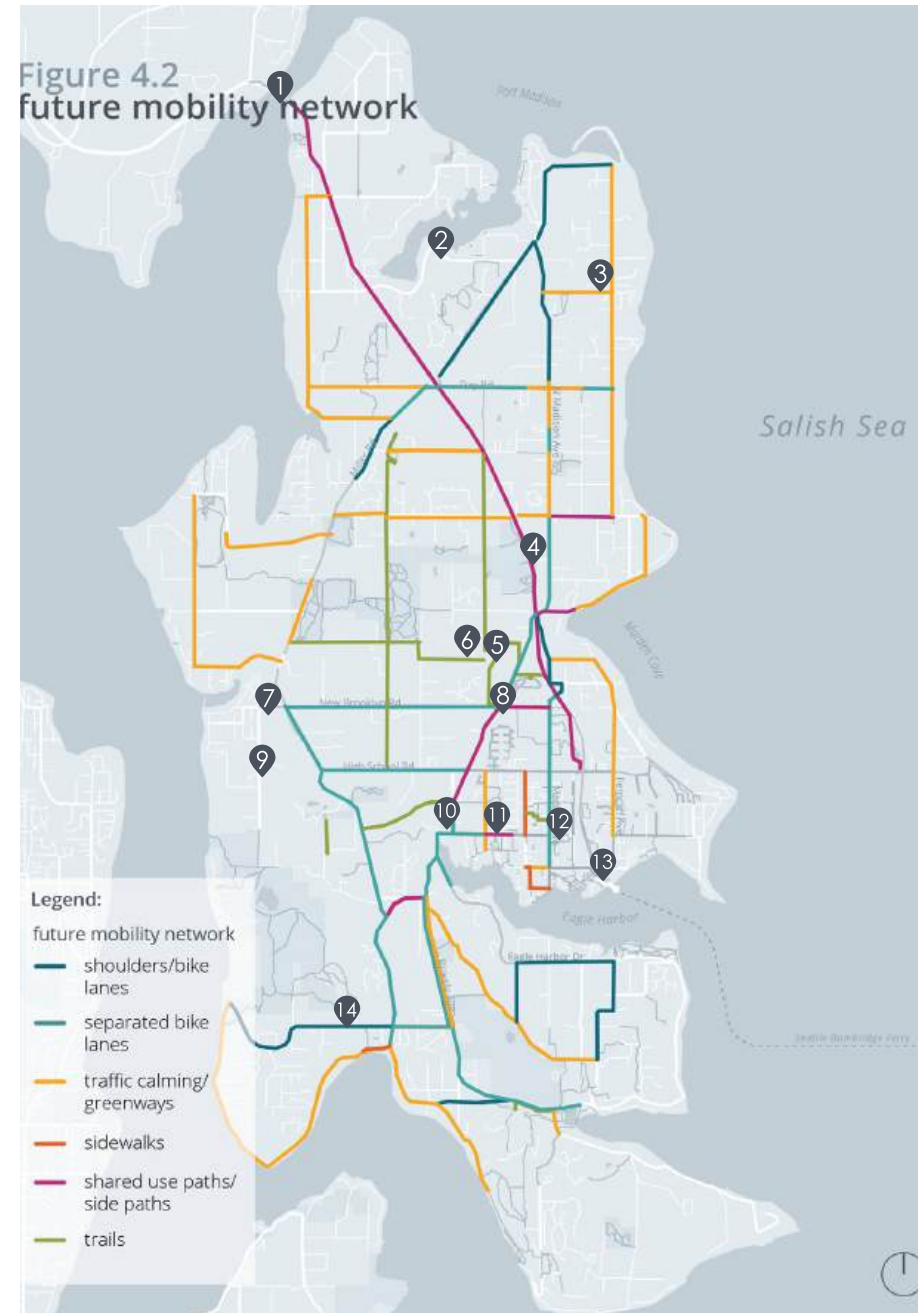
What do you think the minimum LTS should be?

ID#	Comment Summary	Response
17	Blakely Avenue needs widened shoulders for bikes and pedestrians. The level of feasibility on this section of road for a widened shoulder is high.	Noted. Separated bike lane and traffic calming planned on this corridor.
18	The stretch of Eagle Harbor Drive by the Blue Light Garage needs to be expanded with a boardwalk on the West side of the road to minimize encroachment of the garage business.	Noted.
19	The Easterly stretch of Eagle Harbor is dangerous for non motorized users, which hills and NO wide shoulders. Feasibility for adding wide shoulders is challenging but should be explored. Traffic calming measures should be considered to reduce motor vehicle speeds, which would increase the LOS for non motorized users.	Modified LTS on this segment to LTS 3.
20	Places with blind hills and significant bike traffic deserve improvements. It often leads to close passes, delays and stress to inexperienced bikers	Vertical and horizontal sight distances accounted for in LTS methodology.



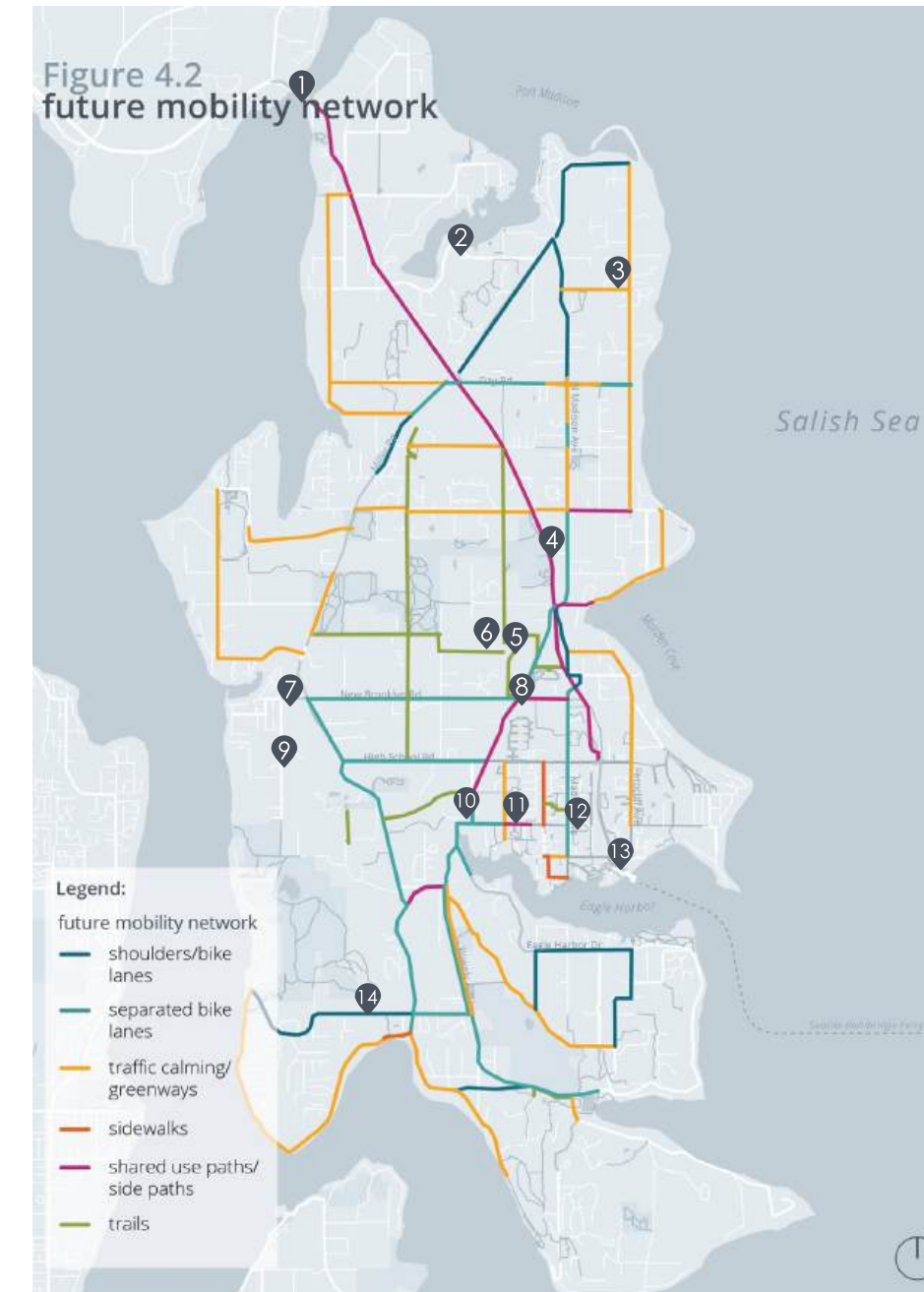
What should Bainbridge Island's future mobility network look like?

ID#	Comment Summary	Response
1	Connecting the dots for the future of light rail on Bainbridge Island.	Noted.
2	Consider bike lanes on Hidden Cove. It is a convenient east west cycling route for more confident riders, but could use some improvement to bring visibility to cyclists on the roadway	Noted. Added to LTS map.
3	[no comment made]	
4	I believe there would be value in thinking more long term. Imagine how much Seattle would have saved in finances and resources if they had kept passenger rail services from the past, or planned for "subway/light rail" when city was first growing. One we should think about, plan for potential of this type of transport before we need to replace the Agate pass bridge. This type of alternative transportation would serve all ages, abilities, our environment and our budgets in the long run.	Noted.
5	I am concerned about the proposals for the trails converging on Bucsit Lane. When folks are walking/bike riding on the road, it is difficult to give them safe space as we drive around them. Our potholes are devastating and when you are forced to maneuver around people walking and biking, you have no choice but to drive into potholes or dangerously close to the end of the ditch which is unstable at certain points. I am all in favor of improved mobility on the island but	Project lowered in prioritization.



**What should Bainbridge Island's future mobility network look like?**

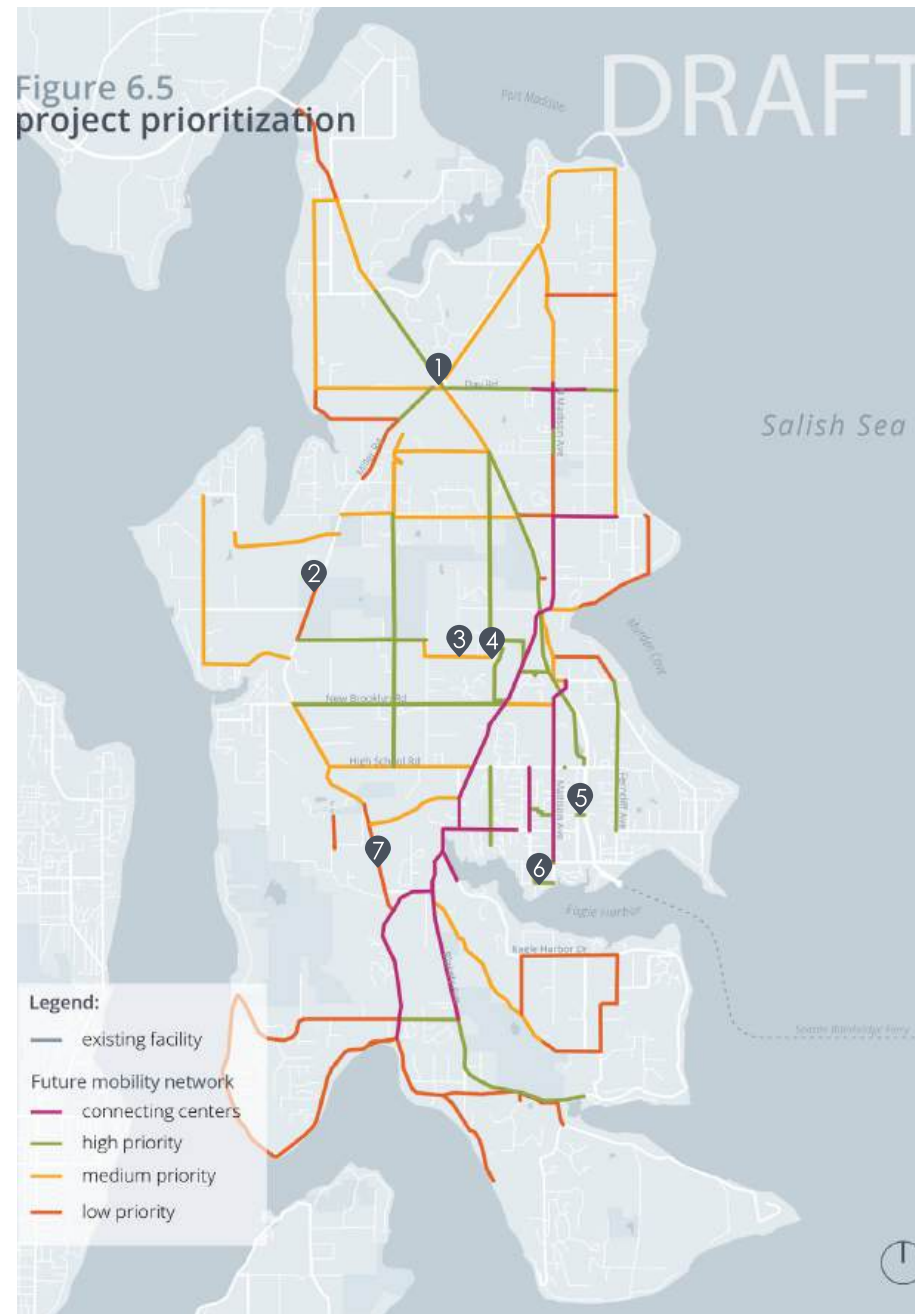
ID#	Comment Summary	Response
5	our road is not in a condition to take on so much additional foot and bike traffic if it became a through passage, vs the current dead end road.	
6	this is a huge swamp. How would a path go through this and who maintains it?	Project in conceptual phase, exact route tbd.
7	When the Springbrook fish passage and bridge is upgraded, consider an uphill bike lane on Fletcher Bay Rd to improve cyclist connectivity from the Fletcher Bay neighborhoods to the path proposed on New Brooklyn	Project in conceptual phase, exact project extents to be determined.
8	The intersection at Sportsman and New Brooklyn was poorly designed by bikes, forcing uphill riders traveling North to use the sidewalk to avoid cars coming up from behind.	Noted.
9	Consider adding Springridge as a potential greenway, particularly south of Hansen. This corridor serves as an important non auto connection from Lynwood to Island Center through Gazzam.	Noted.
10	No 2-way non motorized separated path coming up the hill West of the intersection of Finch and Madison Ave. No 2-way non motorized paths next to traffic. Really bad idea, especially on a hill.	Noted.
11	No 2-way paths on Madison, or anywhere next to a major road. It's dangerous and restricts options for turning onto side roads by making that maneuver non intuitive compared to driving a motor vehicle.	Noted.



**What should Bainbridge Island's future mobility network look like?**

ID#	Comment Summary	Response
12	The roundabout at Madison and Wyatt was poorly designed by bikes, forcing uphill riders to use the sidewalk to avoid cars coming up from behind.	Noted.
13	[no comment made]	
14	Provide and uphill climbing lane for cyclists on Baker Hill	bike lane proposed on Baker Hill, facility is not designed.

appendix c :  
BIMPRD Trails Vision Plan

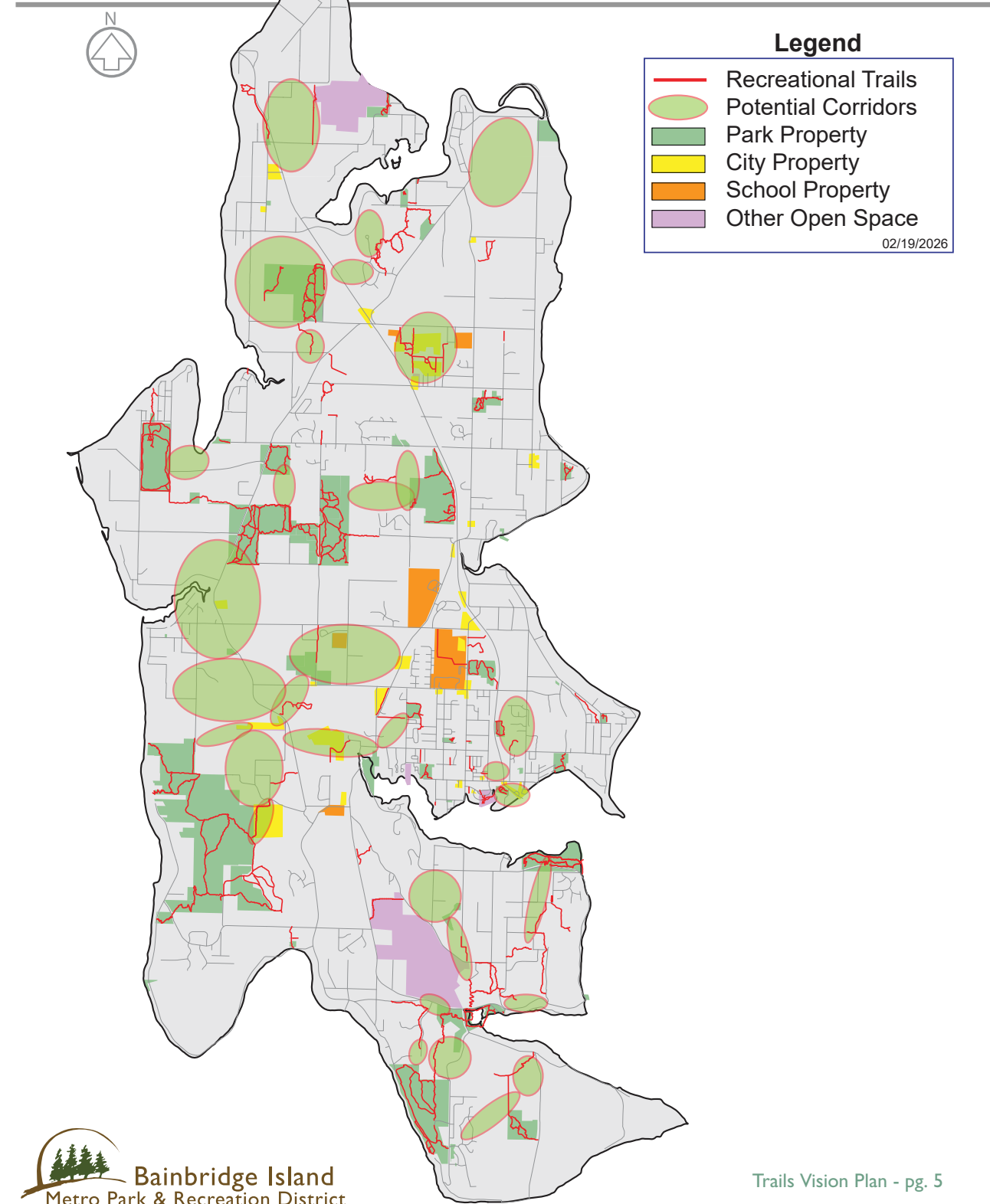


Do you agree with these project priorities?

ID#	Comment Summary	Response
1	The day road roundabout project needs to happen soon! This intersection is a mess	The Day Rd roundabout project is a WSDOT project.
2	This is a major park entrance and it should be high on priority lists to reflect the actual usage	Project priority modified to reflect community feedback.
3	this is a swamp	Noted.
4	this is my private road. NO changes please, I am here because I like privacy and NO ONE bothers me.	Project priority modified to reflect community feedback.
5	This crossing will be expensive and seems to serve relatively few people	Noted.
6	These are low volume streets that probably only score highly because of the math of the prioritization not actual usage or need	Project priority modified to reflect community feedback.
7	The prioritization over weights Winslow and the connecting centers projects. While I support the focus on connecting centers, the plan also needs to address other corridors that might be easy wins with routine striping or maintenance projects. Also, Fletcher bay road is important north south route on the west side of the island	Connecting Centers projects are intentionally prioritized at the highest level. Some projects on the west side of the Island have been re-prioritized in response to community feedback.

Trails Vision Plan

Attachment 1



## appendix d : STO Preferred Alignment

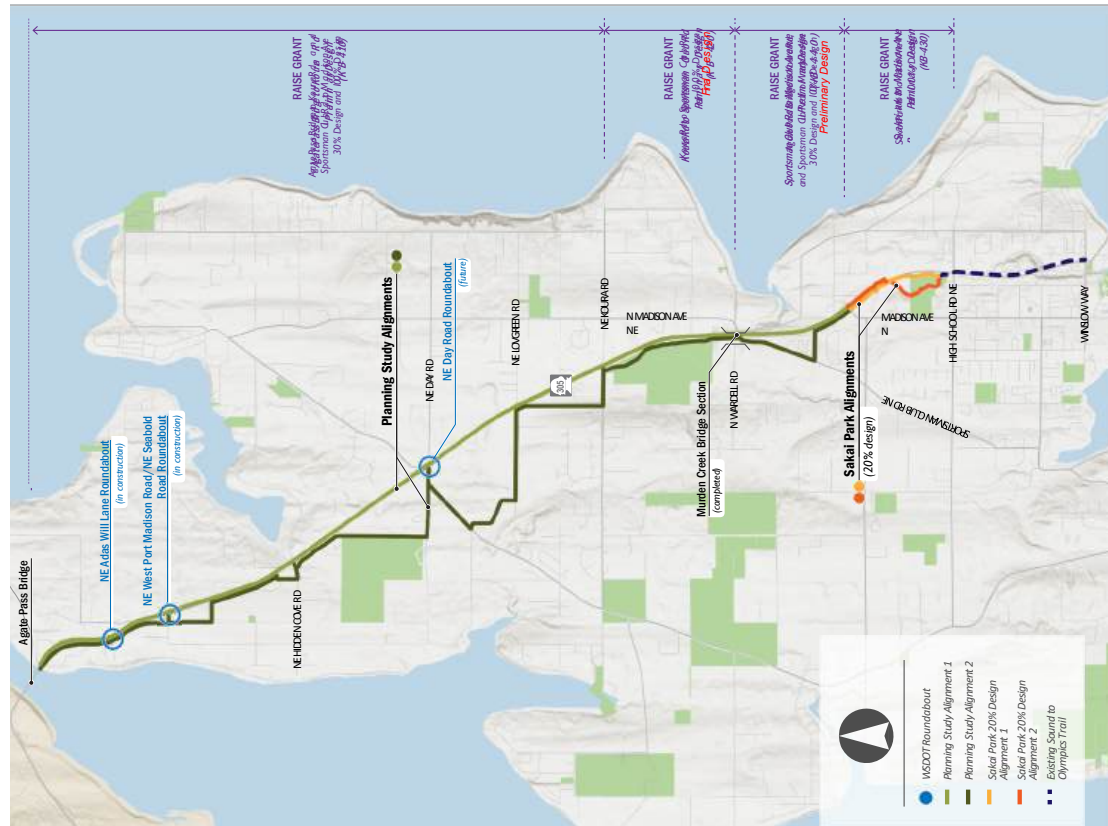
### Sound to Olympics Trail Design and Planning Study Executive Summary

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.



## appendix e : Kitsap Transit Long Range Transportation Plan

visit: [https://www.kitsaptransit.com/uploads/pdf/planning/lrtpreport\\_6dec2022.pdf](https://www.kitsaptransit.com/uploads/pdf/planning/lrtpreport_6dec2022.pdf)

## appendix f : Prior LOS Standards

The following pages from the Island-wide Transportation Plan (2017), detail the City's previous Level of Service (LOS) standards. These LOS standards were used in the 2025 Comprehensive Plan Update.



City of Bainbridge Island – Island-Wide Transportation Plan  
Chapter 3 Operations and Mobility

Streets and highways are assigned one of these classes, depending on the character of the traffic (i.e., local or long distance) and the degree of land access that they allow. Typically, a trip will use a combination of different road classes, with each classification having a specific function with regard to access and travel speed. Arterials provide a high degree of mobility and less access, while local access roads provide a high level of access and less mobility. Collectors provide a balance between access and mobility and connect the system.

### Road Standards

The City of Bainbridge Island has established its roadway street and design standards as part of its *Engineering Design and Construction Standards and Specifications*. These standards set the minimum requirements for constructing roadways and are applicable to all new roadway construction and modifications to existing roadways within the City of Bainbridge Island. The road and street design standards follow the functional classification system described above and establish separate standards for designated centers and the conservation area of the Island.

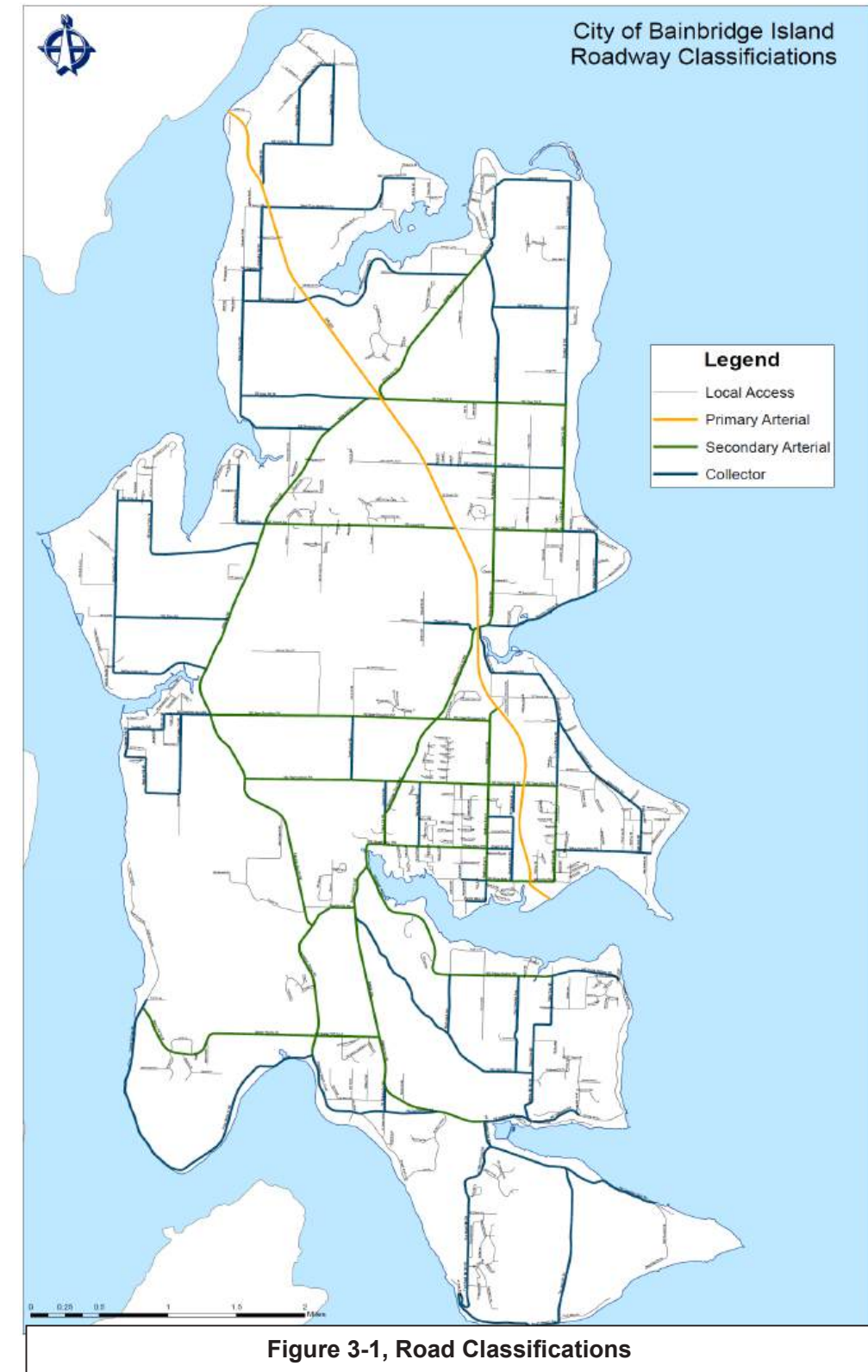
The City has both urban and suburban standards. Urban standards are intended to apply within the designated center of Winslow, the neighborhood centers including Lynwood, Island Center, and Rolling Bay, and the Day Road Industrial Center. Urban standards apply in all locations with R2.9 and greater zoning and/or effective density. The City may require urban standards to be applied in other areas in close proximity for system continuity.

### Level of Service

This section describes the Level of Service (LOS) standards used in this document. LOS provides a method for measuring the performance of the transportation system. The City uses a standard for LOS that determines if adequate mobility is being provided on the roadway system. LOS standards and method of measurement have been coordinated with Washington State Department of Transportation, Washington State Ferries, Kitsap County, and Kitsap Transit to ensure that standards used in this document are consistent with these other entities.



City of Bainbridge Island – Island Wide Transportation Plan  
Chapter 3 - Operations and Mobility





**LOS Defined**

LOS is a measurement used in transportation planning to assess the operating performance of the transportation system. For roadways, LOS measures the degree of traffic congestion along a roadway varying from LOS A (free-flow traffic with minimal delays) to LOS F (highly-constrained traffic with long delays).

The Highway Capacity Manual (HCM) (Transportation Research Board, Special Report 209) establishes quantitative methodologies for determining level of service for differing types of facilities. The methodologies vary for intersections, roadways, freeway, and highway, but all follow the LOS A - F classification and provide a consistent method of measuring the performance of the transportation system. Table 3-2 describes the operation of the transportation system at each LOS ranking.

**Table 3-2: Level of Service Descriptions**

Level of Service	Description
LOS A	Free flow traffic conditions with very low delay at intersections.
LOS B	Reasonably unimpeded traffic operations with only short traffic delays at intersections.
LOS C	Stable operating conditions with average traffic delays at intersections
LOS D	Operating conditions result in lower travel speeds and higher delays at intersections.
LOS E	Travel speeds are substantially restricted with problems likely to occur at intersections.
LOS F	Roadway operations are over capacity with extreme delays likely at intersections.

LOS is measured differently for roadways and intersections. For roadways, LOS is measured as a function of traffic volume and roadway capacity. For intersections, LOS is measured as a function of vehicle delay in clearing the intersection.

**Roadway LOS Measurement**

Roadway LOS is measured by the relationship between traffic volume (V) and capacity (C) of the roadway. As the volume of traffic using the roadway approaches, the capacity of the roadway (V/C approaching 1.0), the level of service deteriorates. Table 3-3 relates volume/capacity to LOS measurements for roadways.



**Table 3-3. Roadway Level of Service and Volume/Capacity Ratio**

LOS	Volume/Capacity (V/C) Ratio
A	Less than 0.6
B	0.60 to less than 0.70
C	0.70 to less than 0.80
D	0.80 to less than 0.90
E	0.90 to less than 1.00
F	More than 1.00

Traffic volumes can be counted or they can be calculated using the traffic model by analyzing land uses that are served by the roadway. Bainbridge Island’s roadway capacity policy is defined in the City’s Design and Construction Standards; see Table 3-4. No policy is currently defined for arterial roadway capacity. There is some inconsistency between the City’s current capacity policy and an engineering-based approach to roadway capacity calculation which would typically consider the physical structure of the roadway, including the number of lanes, type of intersection controls, widths of lanes and shoulders, and design speed. The City’s capacity standards will be reviewed and updated during the roadway design standard update process.

The roadway levels of service described in this plan are based upon current capacity policy. In lieu of an arterial capacity policy, this plan calculated arterial segment LOS based on an approach which is currently used by other small cities and which is consistent with the state of engineering practice.

**Table 3-4. Existing Roadway Capacity Policy**

Functional Classification	Area Type	Capacity *
Secondary Arterial	Urban	> 3,000
Secondary Arterial	Suburban	>2,000
Collector	Urban	2,000 to 3,000
Collector	Suburban	1,000 to 2,000
Residential	Urban	< 2,000
Residential	Suburban	< 1,000

\* Capacity is measured using the Average Daily Traffic (ADT)

To improve the LOS for a roadway, either the capacity must be increased or the volume of traffic using the road must be decreased. To increase the capacity, the City can look at several options such as roadway improvements ranging from adding signals or separated turn lanes to an intersection to roadway widening. To reduce traffic volumes, the City can explore options such as changing allowable land uses or modifying individual travel behavior. This section focuses on capacity improvements. Chapter 7 discusses other travel modes and methods of transportation demand management.



**Intersection LOS measurement**

Intersection LOS is measured by the amount of delay experienced by a vehicle waiting to clear an intersection. Delay at a signalized intersection can be caused by waiting for the signal or waiting for the queue ahead to clear the signal. Delay at un-signalized intersections is caused by waiting for a break in traffic or waiting for a queue to clear the intersection. Table 3-5 shows the amount of delay used to determine LOS for signalized and un-signalized intersections. Roundabout controlled intersections use the same LOS thresholds as signalized intersections.

**Table 3-5. Intersection LOS and Delay**

LOS	Signalized Delay per Vehicle (sec/veh)	Unsignalized Delay per Vehicle (sec/veh)
A	0-10	0-10
B	>10-20	>10-15
C	>20-35	>15-25
D	>35-55	>25-35
E	>55-80	>35-50
F	>80	>50

*Generally, speaking...*

*Roadways that are LOS E or F fail the standard.*

*LOS D is okay for certain arterials and collectors in urban areas*

*LOS A, B or C are within the standard for all arterials and collectors*

Different delay standards are used for signalized (stop light controlled) and un-signalized (stop sign controlled) intersections. For signalized and all-way stop controlled intersections, the LOS is the amount of delay per vehicle caused by control and is reported for the intersection. For un-signalized intersections, where there are controls only on the minor approaches, the LOS is estimated by the average delay per vehicle and is reported for only minor approaches to the intersection.

**City LOS Standard**

The City of Bainbridge Island’s LOS standard designates the minimum operational performance of the roadway system that must be maintained. If traffic volumes cause a roadway to fall below the minimum LOS standard, improvements or other mitigation must be made to bring the facility back to the designated LOS standard. Level

of service standards are normally prescribed for the afternoon or p.m. peak hour (most congested hour) of the traffic system, which typically occurs between 4:45 and 5:45 in the evening on Bainbridge Island.

The recommended minimum LOS standard uses the City’s roadway classification system, and four zones that reflect the differences in the Island’s character: designated centers including Winslow and Neighborhood Centers, Conservation Area, and the SR 305 Corridor. Within each of these categories, individual minimum LOS standards were established for secondary arterials, collectors, and residential roadways. These are shown in Figure 3-2 and described below.



**Winslow – (applies to roadways and intersections in the greater Winslow area)**

- Secondary Arterial – LOS D
- Collector – LOS D
- Local Access – LOS C

**Neighborhood Centers – (applies to roadways and intersections within the City-defined centers of Rolling Bay, Island Center, and Lynwood Center)**

- Secondary Arterial – LOS D
- Collector – LOS C
- Local Access – LOS C

**Conservation Area – (applies to roadways and intersections in areas outside of the Winslow core and the Designated Centers – the remainder of the Island)**

- Secondary Arterial – LOS C
- Collector – LOS C
- Local Access – LOS B

**SR 305 Corridor – (applies to state highways and is established by the State)**

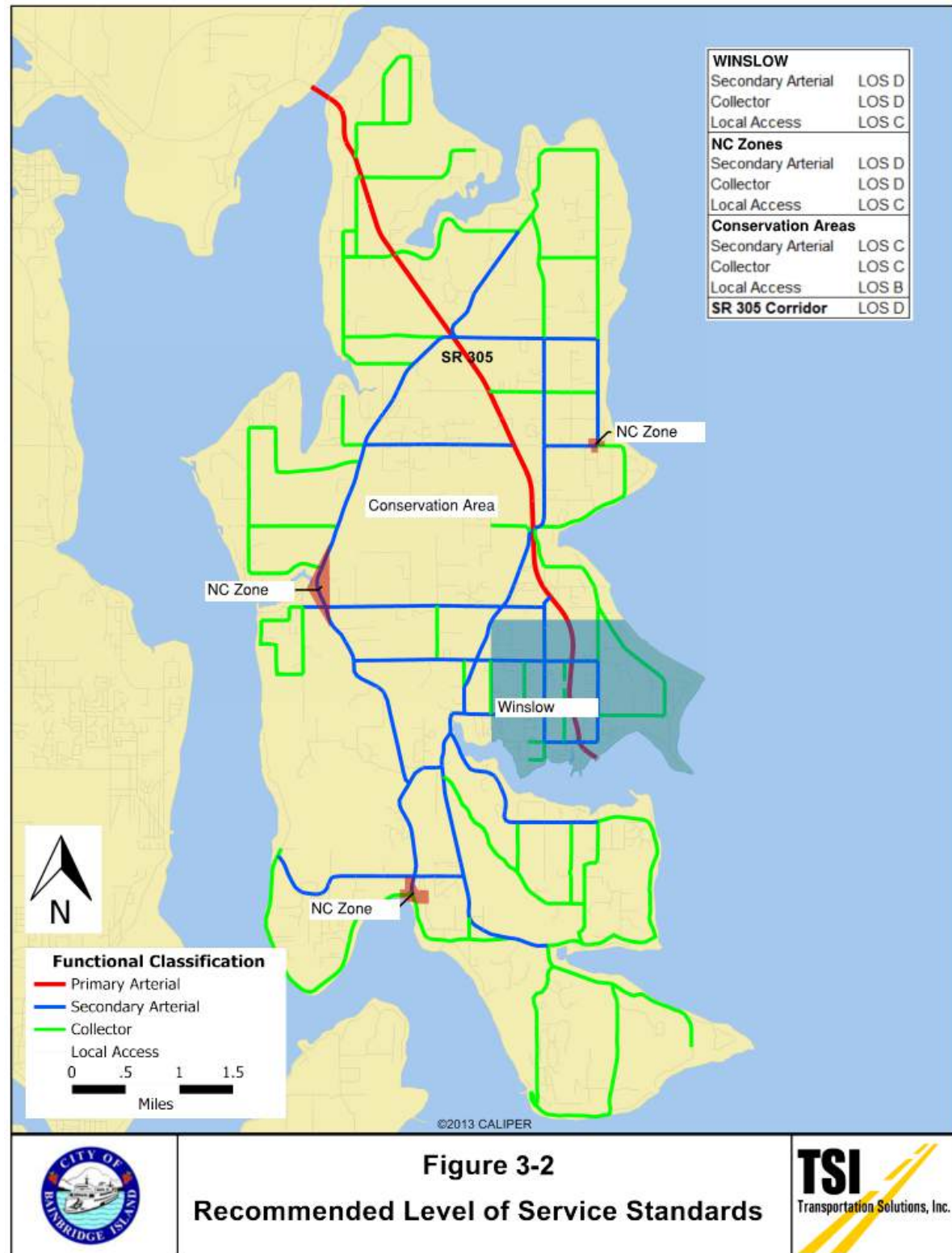
- All Roadways– LOS D

**SR 305 LOS Standard**

The LOS standard for state facilities is set by the Washington State Department of Transportation as a Highway of Statewide Significance (HSS) under RCW 47.06.140. The HSS designation requires that SR 305 be evaluated using a LOS Standard designated by WSDOT. While WSDOT internally evaluates roadways using its own methodology, WSDOT has assigned a level of service standard for SR 305 as LOS D-mitigate for City planning purposes. This standard requires that congestion be mitigated when the peak period operation of the state facility falls below LOS D.

**Non-Motorized LOS Standard**

The facility types and associated level of service for non-motorized transportation elements for secondary arterial and high volume collector (ADT 1500 or greater) roadways are established in Chapter 6, “Non-Motorized Systems” of this plan. The minimum Bicycle Level of Service (BLOS) and Pedestrian Level of Service (PLOS) for development is level of service C. PLOS and BLOS is calculated using the methodology in the latest edition of the Highway Capacity Manual. The 2010 Highway Capacity Manual (HCM 2010) provides a detailed methodology for calculating level of service for pedestrians and cyclists. The level of service is based on quality of facilities as well as traffic volume and speeds. LOS measures are graded A through F based on a numerical score with the letter A representing the highest-grade facility.



**Levels of Service**

Bicycle Level of Service (BLOS) and Pedestrian Level of Service (PLOS) are established for each of the facility types for Secondary Arterial Streets and High Volume Collector Streets over 1500ADT with posted speeds up to 35mph..

Table 6-6, Non-motorized LOS Guideline

LOS	Description
A	Separation from vehicular modes that is comfortable for the majority of users. Minimum 7 feet of separation or curb with 3 feet of separation.
B	Separation from vehicle modes that may not be comfortable for some users. Minimum curb or two feet of separation.
C	Space provided for non-motorized modes. Meets AASHTO minimums.
D	Space provided for non-motorized modes but may be sub-standard and not considered a non-motorized facility.

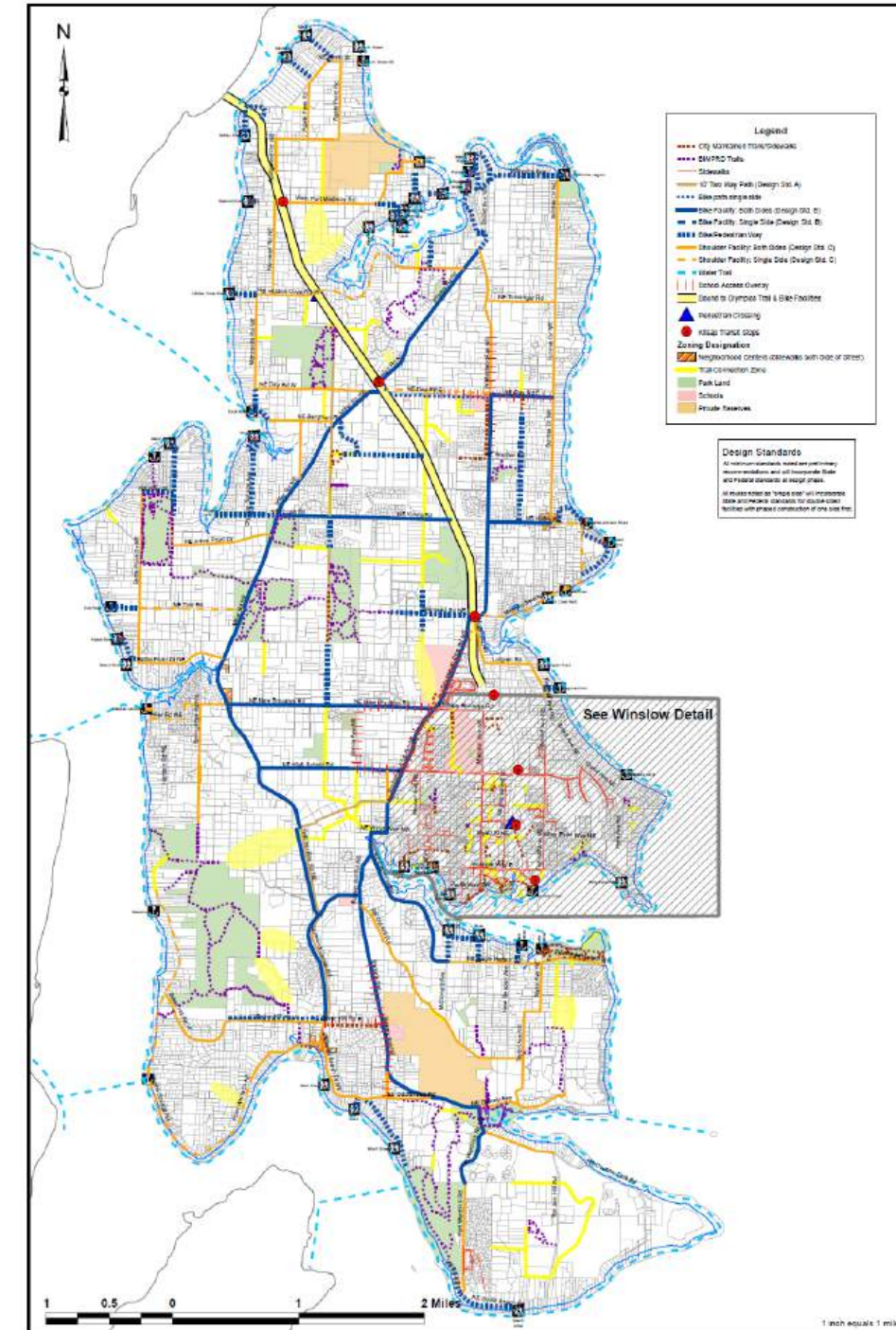
Table 6-7a, Non-Motorized Level of Service for Designated Centers

Facility Description	BLOS	PLOS
10-foot wide multi-use pathway separated 7 or more feet from the roadway or separated by physical barrier	A	A
6-foot wide trail separated 7 or more feet from the roadway	C	A
5-foot wide sidewalk or trail with curb and gutter and planter strip 3 or more feet wide	N/A	A
5-foot wide sidewalk	N/A	B
5-foot wide paved shoulder w/ 2 foot buffer	B	C
5-foot wide paved shoulder (6 foot total width)	C	C

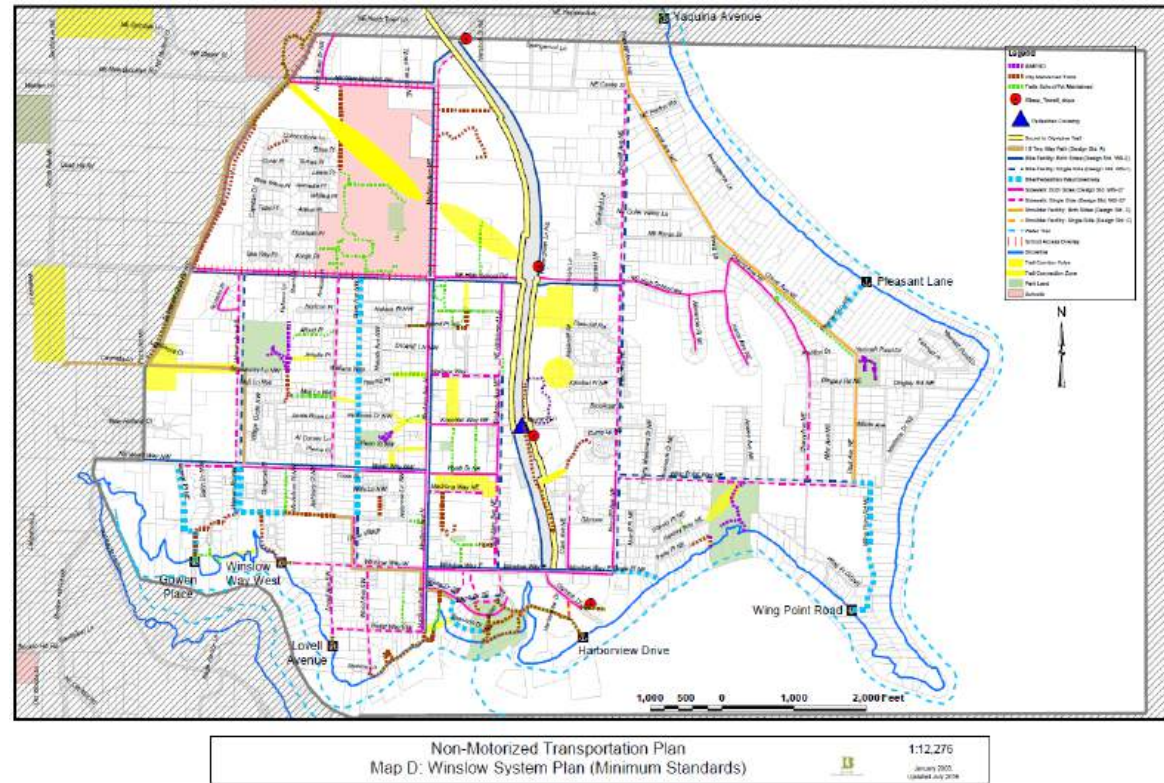


Facility Description	BLOS	PLOS
10-foot wide multi-use pathway separated 7 or more feet from the roadway or separated by physical barrier	A	A
6-foot wide trail separated 7 or more feet from the roadway	C	A
5-foot wide paved shoulder w/ 2 foot buffer	B	C
5-foot wide paved shoulder (6 foot total width)	C	C
8-foot wide shoulder	N/A	B
6-foot wide shoulder	N/A	C
3-foot wide shoulder *	N/A	D

\* 3 foot shoulders are not intended as a non-motorized facility but may provide space to avoid run out into a ditch or vegetation for non-motorized users, as well as recovery for vehicular traffic.



Non-Motorized System Plan  
Map C: (Minimum Standards)  
January 2003 Updated July 2016



Non-Motorized Transportation Plan  
Map D: Winslow System Plan (Minimum Standards) 1:12,276  
JANUARY 2015, UPDATED JULY 2018

**Non-Motorized Improvement Plan**

Programs and projects to achieve the proposed Non-motorized Transportation System Plan are identified in Maps E and F and Appendix K.

appendix g :  
Concurrency User Guide

# Concurrency Tool User Guide

Prepared for:  
City of Bainbridge Island, WA

March 2025



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- Appendix A – How to Use the Summary Tab**
- Appendix B – Updating Capital Projects Tab Example**
- Appendix C – Updating Frontage Improvement Projects Tab Example**
- Appendix D – Permitting Development Projects Example**

# Introduction

Along with updating its Transportation Element and Transportation Impact Fee program, the City of Bainbridge Island is updating the way it assesses transportation concurrency. This concurrency program update moves to a City-wide multimodal capacity assessment based on the supply and demand of person trips. The new system tracks whether the implementation of new transportation infrastructure (supply) is keeping pace with land use development, which generates person trips (demand). Under the Washington Growth Management Act (GMA), the City of Bainbridge Island is required to ensure that the transportation system capacity is expanded “concurrent with the development.” This is defined by the GMA under RCW 36.70A. 070(6)(b) to mean that any needed "improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years."

## Purpose of the Tool

Fehr & Peers developed a spreadsheet tool that provides the following key functionalities:

1. It allows the City to track its concurrency status over time, measuring whether there is adequate transportation capacity either built or funded within the next six years to support proposed development projects.
2. It estimates frontage improvement concurrency value associated with development projects.

The concurrency program is built around the assumption that the City is committed to spending \$55 million (in 2025 dollars) on capital transportation investments by 2044. In the spreadsheet, this is represented as the 2025-2044 Total Concurrency Commitment (cell C5 on the Assumptions tab). This number is 75% of the expected capital revenue (in 2025 dollars) over the course of the plan, which accounts for uncertainty associated with funding sources such as state and federal grants. If the City can invest more funding, then it allows for additional growth capacity. Because the concurrency tool tracks project costs in current dollar terms, the \$55 million is inflated to an estimated 2044-dollar cost (approximately \$71 million as of March 2025, but this value will fluctuate slightly as annual inflation values for years 2025 and beyond are updated). This approach ensures that projects completed later in the plan horizon do not contribute disproportionately towards the concurrency progress just because of inflated project costs.

The **Total Forecasted Investment (2022 – 2044)**, which is cell AC11 on the Summary tab, and cell B5 on the Assumptions tab, is the overall concurrency value which the City will continue to track progress towards over the next 20 years. This includes the completed Bundled Madison Avenue project to align the investment with the plan horizon 2022 – 2044.

$$\text{Total Forecasted Investment (2022 – 2044)} = \text{Total Concurrency Commitment (2025 – 2044)} + \text{Completed Project Costs (2022 – 2024)}$$

# Using the Concurrency Tool

## Overview of the Tool

This spreadsheet tool consists of five tabs:

- **ReadMe:** The ReadMe tab should be used to track updates.
- **Summary:** An auto-generated summary of concurrency status. Identifies whether the concurrency threshold is met based on the multimodal capacity projects and development projects loaded in the Capital Projects, Frontage Improvement Projects, and Development Projects tabs. Refer to **Appendix A** for details about this tab.
- **Capital Projects:** This tab lists investments projects based on the City's most recent Capital Improvement Plan (CIP). This list is updated as the CIP is refreshed.
- **Frontage Improvement Projects:** This user-input tab lists all frontage improvements built by developers and calculates the total frontage improvement cost in the current dollar value.
- **Development Projects:** A user-input list of land use development projects. This list is updated periodically to account for new trip generating land use projects in Bainbridge Island.
- **Assumptions:** Underlying data assumptions that dictate calculations in this tool, including the total planned investment and new person trips (as defined by the Comprehensive Plan and long-range financial forecasts). This sheet also contains CCI adjustments used to adjust values into current dollars. In addition, a trip generation table based on the 11th edition of the ITE Trip Generation Manual also resides in this tab. The last few rows allow customizations from City staff if necessary. In general, cells in this tab should not be modified unless City staff have valid reasons to do so.

This tool is also color-coded in the following conventions:

- Cells in beige accept input by typing or selecting from a drop-down list.
- Cells in white have preset formulas and should not be modified by a user.
- Cells in green are headers.

## Updating and Maintaining the Tool

There are three circumstances in which the tool needs to be updated:

- Permitting development projects
- Updating frontage improvements
- Updating transportation capital investment projects

Every time the "current year" is updated, the file should be saved (or archived) as an independent version. However, new updates should always start from the most current version of the file (e.g. the file with the

most up-to-date current year entry). A summary of the timeline for updating each user input element of the spreadsheet is included below:

Tab	Element(s)	Frequency
CapitalProjects	Add new rows for new projects in the CIP	Annually with new CIP
	Update 6-year spending estimate	Annually with new CIP
	Enter Project close-out Year and Cost	Annually upon project completion
FrontageImprovementProjects	Add new rows for new frontage improvement projects	Annually, or as permitted
DevelopmentProjects	Add new rows for new development projects	As permitted (or annually for single family development)
Assumptions	CCI Adjustments (starting below cell C11)	Annually with ENR inflation data
	TE Net New Trips (2022 - 2044)	Update to match the preferred alternative of the current comprehensive plan
Summary	Current Year	Annually

In addition to the regular updates outlined above, the City should update the concurrency tool in its entirety when there is a major revision to the land use element of the comprehensive plan or when the plan horizon changes.

The following subsections serve as guides for updating the tool to reflect changes to capital projects, frontage improvement projects, and development permits. Examples of each circumstance will be provided in **Appendix B**, **Appendix C**, and **Appendix D**.

### Updating Capital Projects

#### Enter/Update Capital Project(s)

When this tool was delivered to the City in March 2025, the “Capital Projects” and “Frontage Improvement Projects” tabs have been filled with latest information from the City’s 2025 CIP and Nonmotorized CIP. However, City staff should update the columns in this tab at least once per year, when the City adopts a new CIP for the next six years.

- **ID:** Input the CIP ID for the investment project.
- **Project/Location:** Input the project name or project location.
- **Description/Comments:** Input the description of the project.
- **Source:** Input the document where the project is referenced
- **6-year Spending (Current \$):** Obligated project dollars over the next 6 years in the latest CIP. A project should only be added if funds are obligated within the CIP timeframe. “Placeholder” funding that is reliant on grants or other unsecured funding should not be included. The amount entered will be the estimate from the CIP, so the value will always be set to “current” dollar value and the estimate is not adjusted for inflation. For CIP projects that carry over from the previous CIP to the latest CIP, update the cost to the latest estimate and adjust six-year range under “Source” to match the latest CIP. Once funding is obligated, all sources of funding (grants, local funds, developer contributions, etc.) should be included to ensure the full value of the project is captured.
- **Project Close-Out Year:** Input the year that the project is completed.
- **Project Cost (Close-Out Year \$):** Input the total project cost once the project is completed. The dollar value should be included in the close-out year dollar value. When the project is completed and this cell is filled out, the obligated funding amount (6-year Spending) can be removed. Project costs should include design, right-of-way, and construction costs.

After all columns above are filled, the “Total Cost (Current \$)” column will automatically calculate the total investment amount for each project by pulling the obligated “6-year Spending” value or adjusting the “Project Cost (Close-Out Year \$)” into current dollar value.

#### Enter/Update Frontage Improvement Project(s)

Frontage improvement projects can be entered in the “Frontage Improvement Projects” tab of the spreadsheet. The following columns will be updated on an annual basis:

- **ID:** Input the ID for the frontage improvement project.
- **Permit Year:** Input the year that the project was permitted.
- **Frontage Improvement Project Location:** Input the project name or project location.
- **Description/Comments:** Input a description of the project.
- **Frontage Improvement Type:** Select from the drop-down menu one of the potential types of frontage improvements.

- **Length (feet) or Number:** Input the length in feet of the project or the number of improvements made.

With this information, the Unit, Raw Frontage Improvement Cost (2025 \$), and Total Frontage Improvement Cost (Current \$) will auto-populate.

### Permitting development projects

#### Enter New Development Project(s)

When a developer comes to the City to apply for land use project development permits, City staff should make updates in the “Development Projects” tab. As development occurs, the City should first fill out details in the following columns from the left to the right:

- **ID:** Enter the permit ID for the project. Once a permit ID is entered, the row will be “activated” and will start showing numbers or dashes in white cells.
- **Description:** Enter a description about the project.
- **Date:** Enter the year associated with the project.
- **Project Status:** From the dropdown list, choose “Paid/Active”, “Assessed”, or “Scoping” based on the project’s current status. “Paid/Active” means the TIF has been paid or the development project is moving forward. In either case, trips generated from the project will be counted as planned trips for concurrency. “Assessed” means the City has evaluated the development project’s application and has come up with the TIF to be collected. In this case, trips generated from the project will be counted as planned trips for concurrency. “Scoping” means the development project is still in a “pre-application” phase, so trips generated from the project will not be considered for concurrency.

Moving to the right, City staff should skip the column “Person Trips” and fill out land use information under the “Land Use Type #1” header. Two columns need to be filled out by the user:

- **Code:** From the dropdown list, choose the appropriate land use code. Once a land use code is selected, a unit designated to the land use type would pop up in the “Unit” column.
- **Qty:** Enter the quantity of units that this development is adding or subtracting. The type of unit associated with the type of development is automatically populated based on the ITE Land Use Code. See the Assumptions tab for the Units by ITE Land Use Code.

Once the land use type and its quantity are filled out, the “Unit” column will auto populate and the person trips generated from this specific land use would be calculated and reflected in the “Trips” column under the “Land Use Type #1” header.

For any project that has more than one type of land use, such as a mixed-use development, the tool is designed to accommodate up to ten land use types per project. City staff can select different codes under land use headers #1 to #10 and enter desired exemption type and quantity for each land use type.

In a situation where a land use code cannot be found from the dropdown list, City staff can customize their own land use information in the “Assumption” tab. At the bottom of ITE Trip Generation table, City staff can customize the row(s) starting from code 991 and then go back to the “Development Projects” tab to select the customized land use from the dropdown list.

The City’s concurrency methodology tracks the change of land use. The “Development Projects” tab can be used to understand the net new person trips associated with development. This is calculated by subtracting the number of person trips associated with the previous land use from the number of new person trips associated with the new land use. If there is a net reduction in planned trips, the methods above will derive negative numbers under “Trips” with respect to the prior land use. The reduced trips will be taken away from the planned trips for concurrency. In other words, the City will not pay developers for reducing planned trips under any circumstance, however they will count toward the City’s overall concurrency accounting.

**Check Concurrency Status**

After updating all of the tabs, City staff can track the concurrency status by going to the “Summary” tab and updating the Current Year. The other cells on the “Summary” tab will be automatically updated to reflect changes on the input tabs. This tab is where the City can track concurrency status.

- **Current Year:** This is a manual input of the current year. This is used to auto-calculate currency values to the current dollar value.
- **Investment Projects Summary:** Auto-populates the following information:
  - **Obligated to Date:** The current dollar value of the total spending obligated to date.
  - **6-Year Forecast:** The current dollar value of the spending expected over the next six years.
  - **Frontage Improvements Cost:** The current dollar value of the completed frontage improvements.
  - **Total for Concurrency:** The sum of the Obligated to Date funds, the 6-year Forecast, and Frontage Improvement Costs.
- **Development Projects Summary:** Auto-populates to show total person trips generated from all the development projects by their status, including the one(s) just got entered.
- **Capital Projects:** Auto-populates the following information:
  - **Total Forecasted Investment:** The total value of the expected investment throughout the plan horizon.
  - **Planned Person Trips:** The net new trips expected from the Comprehensive Plan horizon. This value can be updated in the Assumptions tab.
  - **Investment per Person Trip:** Total Forecasted Investment divided by Planned Person Trips.
- **Concurrency Summary:** Auto-populates the following information:
  - **Planned Investment:** The sum of the Obligated to Date funds, the 6-year Forecast, and Frontage Improvement Costs.

- **Allowed Person Trips:** Planned Investment divided by the Investment per Person Trip.
- **Permitted Person Trips:** Total person trips generated from all “Paid/Active” or “Assessed” development projects, including the one(s) just got entered.
- **Remaining Trips / Results:** The number of person trips that still could be allowed under currently planned investments. If the value is positive, concurrency would be met. If the value is negative, development projects would exhaust all person trip supply from the currently planned investment, and the negative number would indicate how many person trips are still needed to meet concurrency. The cell will also show “PASS” or “FAIL” to indicate whether the current list of development projects complies with concurrency under currently planned investments.

**Assumptions**

The “Assumptions” tab is core to calculating key pieces off the concurrency summary. This tab is referenced in formulas throughout the tool and if assumptions change, calculations will be automatically populated. This tab documents the following content:

- Total Forecasted Investment (2022-2044), which is the sum of the Total Concurrency Commitment, and the cost of projects completed prior to 2025
- Total Concurrency Commitment (2025-2044)
- Comprehensive Plan estimated growth in Net New Trips
- CCI Adjustments
- Frontage Improvement Cost Estimates (2025 \$)
- PM Peak Hour Net New Person Trips by ITE Land Use Code

The concurrency tool adjusts costs to the current dollar value, unless otherwise noted. Costs are updated by adjusting for inflation based on the Engineering News Records (ENR) Construction Cost Index (CCI) 2-year rolling average for October. This technique is consistent with the inflation adjustments applied to Bainbridge Island’s impact fees. The City will need to update the inflation values annually for 2025 and later years. To do so, the City should update the values in Column C under the heading “CCI Adjust” in the Assumptions tab where the text is red (2025 and beyond). Once updated, text can be changed back to black to show that the update has been made.

# Appendix B – Updating Capital Projects Example

ID	Project/Location	Description/Comment	Source	5-year Spending (by 2019) (Current \$)	Project Close-Out Year	Project Cost (Close-Out Year \$)	Total Cost (Current \$)
	Bundled Madison Project				2024	\$5,800,000	\$5,990,800
TR-3	Pleasant Beach Drive Extension (Pari Creek to Pleasant Beach)		2025 CIP	\$375,000			\$375,000
TR-4	Window Way West and Frish Place Improvements (Frish to Crew and Window Way West)		2025 CIP	\$875,000			\$875,000
NonMotorized CIP-1	Connecting Centers Eagle Harbour/Wyatt Non-Motorized Improvements (Shoreline to Nicholson)		2025 Nonmotorized CIP	\$0			\$0
NonMotorized CIP-2	Connecting Centers Burdick Hill Non-Motorized Improvements (Baker's Factory Bay)		2025 Nonmotorized CIP	\$250,000			\$250,000
NonMotorized CIP-3	Sound to Olympia Trail Long Range Ben (O Trail)		2025 Nonmotorized CIP	\$0			\$0
NonMotorized CIP-4	Connecting Centers Lynwood Center (Burdick to Lynwood)		2025 Nonmotorized CIP	\$4,500,000			\$4,500,000
NonMotorized CIP-5	Connecting Centers Valley Road (Madison to Sunnild)		2025 Nonmotorized CIP	\$750,000			\$750,000
NonMotorized CIP-6	Connecting Centers Burdick Hill and Frish to High School Road (Burdick Hill Road and Frish Road)		2025 Nonmotorized CIP	\$5,200,000			\$5,200,000
NonMotorized CIP-7	Lot Valley Trail (head of Bay to Frederick Bay Road)		2025 Nonmotorized CIP	\$0			\$0

- Delivered in March 2025, the “Capital Projects” tab is pre-loaded with the 2025-2030 Transportation CIP and 2025-2030 Non-Motorized Transportation CIP project list. This tab should be updated annually when a new TIP is adopted, starting from 2025.
- Enter/Update project “ID,” “Location,” and “Description,” if necessary.
- Update the source and the six-year spending estimate every year when a new CIP is adopted and updated in this tab.
- If the project has closed out, enter the “Project Close-Out Year” and “Project Cost (close-out year \$)”
- Total investments from a project is adjusted to current dollar value.

# Appendix A – How to Use the Summary Tab

City of Bainbridge  
 Concurrency Tool  
 Date Last Updated: 3/11/2025  
 Current Year  
 2025

ALL CONTENT PRELIMINARY AND DRAFT  
 NOT FOR PUBLIC USE



**1 Investment Projects Summary**

Spending Category	Cost
Obligated to Date (current \$)	\$5,950,800
6-year Forecast (current \$)	\$11,950,000
Frontage Improvements (current \$)	\$512,538
<b>Total for Concurrency</b>	<b>\$18,413,338</b>

**3 Plan Horizon (2022-2044)**

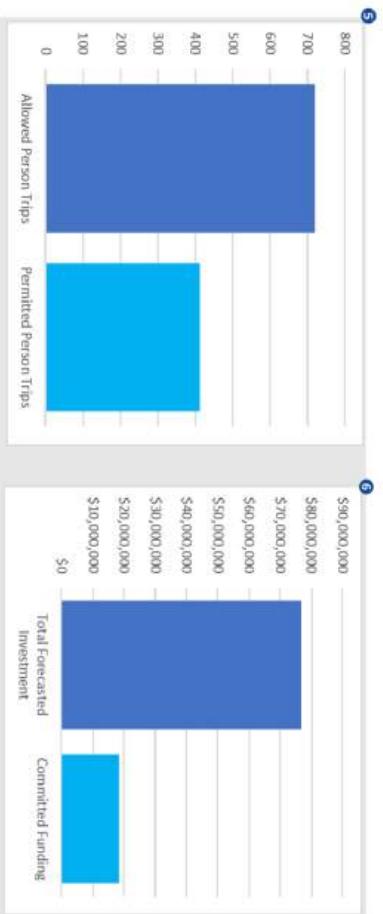
Total Forecasted Investment	\$76,759,257
Planned Person Trips	3,000
Investment per Person Trip	\$25,596

**2 Development Projects Summary**

Project Status	Person Trips
Paid/Active	412

**4 Concurrency Summary**

Planned Investment	\$18,413,338
Allowed Person Trips	719
Permitted Person Trips	412
Remaining Trips / Result	307 / PASS



- Summary from the “Capital Projects” and “Frontage Improvement Projects” tabs
- Summary from the “Development Projects” tab
- Assumptions forming the concurrency standard, based on planned projects by the 2044 planning horizon
- Concurrency check would be passed if the planned person trips were not to exceed allowed person trips
- Comparison chart of Permitted Person Trips to the total Allowed Person Trips.
- Comparison of the Committed Funding to date out of the Total Forecasted Investment.

# Appendix D – Permitting Development Projects Example

ID	Description	Location	Project Status	Total Person Trips	Land Use Type #1 Code	Qty	Unit	Trips
VAR	Wintergreen Phase I		Paid/Active	17.0	220 - 1-3 Story Multi/Townhome/ADU	23	per DU	17.0
BLD28628	Strawberry Hill Bike Park		Paid/Active	0.2	411 - Public Park	1.75	acres	0.2
BLD25689	Hyla High School		Paid/Active	19.8	525 - High School	70	students	9.9
BLD26583	Bainbridge Dog Club		Paid/Active	8.1	565 - Day Care Center	2.3	per KSF	8.1
BLD25815	Fort Ward Stables		Paid/Active	5.1	715 - Single Tenant Office	2,335	per KSF	5.1
BLD25089	Ted Spearman Justice Cir		Paid/Active	37.0	730 - Government Office Building	17,739	per KSF	37.0
BLD25915	Sisters Cider House		Paid/Active	11.3	975 - Drinking Place	1.22	per KSF	11.3
BLD28446	Benny Bagels		Paid/Active	16.4	936 - Coffee/Donut Shop w/o Drive-Thru	0.795	per KSF	16.4
BLD26790	Yoyo Poke		Paid/Active	3.6	931 - Fine Dining Restaurant	0.66	per KSF	3.6

- Delivered in March 2025, the "Development Projects" tab is pre-loaded with the planned development from 2022 to 2024. This tab should be updated annually to reflect newly approved developments, starting from 2025.
- Enter/Update project "ID," "Description," "Location," and "Project Status" to reflect the new project.
- Select the ITE Land Use Code from the drop-down menu.
- A "Unit" will pop up when a "Code" is selected.
- Enter a "Qty" based on the "Unit". Enter a negative "Qty" to account for a prior land use.
- The number of person "Trips" will populate based on the "Code" and "Qty."
- If there are multiple land use code changes as part of a singular project, populate the "Code" and "Qty" for each change in the same row, scrolling to the right.
- The "Total Person Trips" will populate based on the trips generated from each land-use change as part of the project.

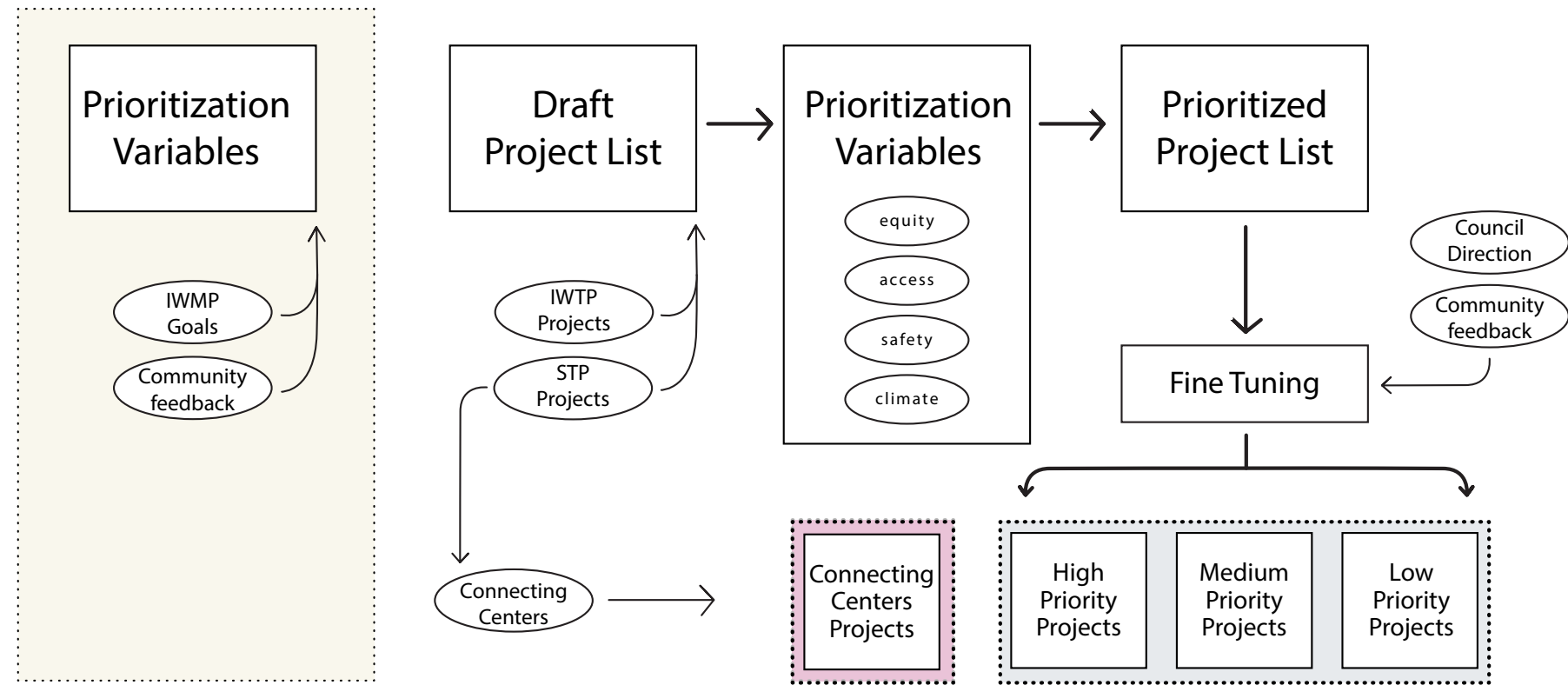
# Appendix C – Updating Frontage Improvement Projects Example

ID	Permit Year	Frontage Improvements Project Location	Description/Comment	Frontage Improvement Type	Length (feet) or Number	Unit	Raw Frontage Improvement Cost (2023 \$)	Total Frontage Improvement Cost (Current \$)
PLN52091	2024	Baker Woods 7 SUB	asphalt shoulder, gravel shoulder on Baker Hill Road (see below)	Asphalt shoulder	145	Linear Feet	\$ 21,750	\$22,316
PLN52091	2024	Baker Woods 7 SUB	asphalt shoulder (see above), gravel shoulder on Baker Hill Road	Widen Shoulder (Gravel Shoulder Enhancement)	145	Linear Feet	\$ 1,450	\$1,488
PLN52001	2024	Nishi 3 lot SPT	gravel shoulder only on Sunrise (critical area prevents additional asphalt shoulder)	Widen Shoulder (Gravel Shoulder Enhancement)	300	Linear Feet	\$ 3,000	\$3,078
PLN51737	2024	Pippinger 4 lot SPT	gravel shoulder on Koura at Miller	Widen Shoulder (Gravel Shoulder Enhancement)	350	Linear Feet	\$ 3,500	\$3,591

- Delivered in March 2025, the "Frontage Improvement Projects" tab is pre-loaded with the permitted frontage improvements that were approved between 1/1/2022 and 1/1/2025. This tab should be updated annually to reflect newly permitted projects, starting from 2025.
- Enter/Update project "ID," "Permit Year," "Location," and "Description/Comment" to reflect the new project.
- Update the "Frontage Improvement Type" and "Length (feet) or Number" for every frontage improvement project.
- The input of "Frontage Improvement Type" is used to determine the unit.
- The input of "Length (feet) or Number" is used as an input to calculate the "Raw Frontage Improvement Cost (2025 \$)". The assumptions tab details the cost estimates by unit.
- "Total Frontage Improvement Cost (Current \$)" is calculated by scaling to the Raw Frontage Improvement Cost (2025 \$) to reflect inflation.

## appendix h : Prioritization Methodology

The following diagram illustrates the prioritization methodology and how the final prioritized project list was created for this document. For more specific information about the scoring variables, see Chapter 6 of the IWMP.



## appendix i : Project Prioritization Scoring Results

project prioritization scoring			Equity (15%)					Access (40%)				Safety (25%)			Climate (20%)		Results	
Project Information			Equity Focus Area (.15)	Job Access (.05)	Education Access (.1)	Transit Access (.05)	Destinations Access (.1)	System Connectedness (.1)	Level of Traffic Stress (.1)	Accident History (.05)	Traffic Speeds (.1)	Behavior Change (.1)	Population Served (.1)	Weighted Score	Project Priority			
Arrow Point Dr	Extents BP Park to Miller	Description traffic calming	5	0	0	10	10	5	-5	5	5	0	5	3.5	med			
Baker	Lynwood to Blakely	8'-wide vertically separated path eastbound	-5	10	10	10	10	10	10	5	0	5	-5	4.5	med			
Baker Hill Rd	Lynwood Center to Palimino	Climbing Lane	-5	10	0	10	10	5	-5	5	5	0	5	2.5	low			
Battle Pt. Bergman	Miller to B.P. Park	Traffic calming on stretch adjacent to Battle Point Park	5	10	0	10	10	0	-5	5	0	0	5	3	med			
Blakely	Miller to Day Rd	shoulder improvements	5	10	0	10	0	0	-5	5	0	5	-5	1.5	low			
Blakely	Bucklin to School zone	traffic calming	-5	5	10	10	5	10	-5	5	5	0	5	3.25	med			
Blakely	Baker to Blakely Harbor	8'wide vertically separated path northbound	-5	5	10	10	10	5	5	5	5	5	5	4.75	high			
Blakely	Baker to Bucklin	8'-wide vertically separated path southbound	-5	5	10	10	5	10	-5	5	5	5	5	3.75	med			
Bucklin Hill	Fletcher to Blakely	vertically separated side paths	-5	10	10	10	0	10	10	5	0	5	-5	3.5	med			
Bucklin Hill	Eagle Harbor to Blakely	separated bike lanes both sides	-5	5	10	10	0	0	-5	5	5	5	-5	1.25	low			
Bus Stop Improvements			10	10	10	10	0	0	0	0	0	5	10	5	high			
Community Educ. / Signage			0	0	0	0	0	0	0	0	0	5	10	1.5	low			
Coppertop Mobility Hub			5	10	10	10	0	0	0	0	0	10	-5	3.25	med			
Country Club	Blakely to Fort Ward	Traffic calming at Blakely Harbor Park	-5	0	0	10	10	5	-5	5	5	0	-5	1	low			
Crystal Springs	Pt. White to Baker	Traffic calming; advisory shoulder striping	-5	0	0	10	10	0	-5	5	0	5	-5	0.5	low			
Dana's Trail		Trail enhancements across School property Madison to New Brooklyn	5	10	10	10	0	10	10	5	0	5	5	6	high			
Day	school zone	traffic calming	5	5	10	10	10	5	-5	5	5	0	5	4.75	med			
Day	305 to Sunrise	8'-wide vertically separated path eastbound, traffic calming east from Madison	5	10	10	10	0	10	5	10	5	5	5	6.25	high			
Day	Manzanita to Miller	Traffic calming	5	10	5	10	10	0	-5	10	5	0	-5	3.25	med			
Day Rd	Miller to 305	bike lanes	5	10	10	10	0	5	-5	10	5	5	-5	3.75	med			
Day Rd Park and Ride		EV charging stations, bike racks, etc	5	10	10	10	0	0	0	0	0	5	5	3.75	med			
Eagle Harbor Phase 1	Adams to Finch	separated bike lanes both sides	5	5	5	10	0	10	-5	5	5	5	5	4.25	med			
E-vehicle share/subsidy		EV/e-bike	10	0	0	0	0	0	0	0	0	10	10	3.5	med			
Extend Transp. Benefit Dist. Fees			0	0	0	0	0	0	0	0	0	0	0	0	low			
Farm Trail		off-road path	0	0	0	0	0	0	10	0	0	5	5	2	low			
Fernclyff	Wing Pt. to Yaquina	Traffic calming	10	10	5	10	10	5	-5	10	5	0	10	6	high			
Ferry Terminal Mobility Hub			10	10	5	10	0	0	0	0	0	10	10	5	high			
Finch	Wyatt to Sportsman	separated bike lanes both sides	10	0	0	10	0	0	10	0	5	5	10	5	high			
Fletcher	Lynwood to Isl. Ctr. Rd.	8'wide vertically separated path southbound	-5	10	10	10	0	0	10	5	5	5	-5	3	med			
Fletcher	Isl. Ctr.Rd. to New Brook.	8' wide vertically separated path southbound	-5	10	0	10	10	0	10	5	5	5	5	4	med			
Gravel shoulder program	winslow to HS	sidewalks	0	0	0	0	0	0	0	0	0	0	0	0	low			
grow		Visual separation of existing facilities both sides	10	10	10	10	10	10	10	10	0	5	10	8.5	high			
High School	Fletcher to Sportsman	trail connection	-5	5	5	10	10	0	5	5	5	0	5	3.25	med			
High School Rd	Mid block crosswalk (ACE hardw.	crosswalk	10	10	10	10	0	0	0	10	0	0	10	5	high			
Island Center Rd	Island Center to Twin Ponds	trail connection	-5	5	0	0	0	0	10	0	0	5	-5	0.5	low			
Island-wide/Winslow Shuttle			10	10	10	10	0	0	0	0	0	10	10	5.5	high			
Kalgreen Connector	rolling bay to Hatlits	trail	0	0	0	0	0	0	10	0	0	5	5	2	low			
Knechtel Trail Connector	305 to Knechtel	vineyard lane crossing at Knechtel and 305	10	10	5	10	10	10	0	10	5	5	10	7.5	high			
Koura	Mandust to 305	Traffic calming	5	0	0	10	10	5	-5	5	5	0	5	3.5	med			

City of Bainbridge Island | Island-Wide Mobility Plan

City of Bainbridge Island | Island Wide-Mobility Plan

Koura	Miller to Mandus	Traffic calming	5	0	0	10	10	5	-5	5	5	0	5	3.5	med
Land-use Code Updates			0	0	0	0	0	0	0	0	0	0	0	0	low
Lost Valley Trail		new trail	-5	5	0	10	0	5	10	5	5	5	5	3.25	med
Lovegreen	305 to new trail	off-road trail	5	5	5	10	0	5	-5	5	0	5	5	3.25	med
Lynwood Center Mobility Hub			-5	10	0	10	0	0	0	0	0	10	5	1.75	low
Lynwood Center Rd	Pt White to Fletcher	separated bike lanes both sides	-5	10	10	10	10	5	5	5	5	5	5	5	med
Madison	Winslow to 305	new sidewalks and bikelanes	10	10	10	10	10	0	10	10	0	5	10	7.5	high
Madison	Valley to Winther	Traffic calming	-5	5	5	10	10	0	-5	5	5	0	5	2.25	low
Madison	305 to Yaquina		5	10	5	10	5	5	-5	10	0	0	-5	2.75	med
Madison	Winther to Day	8'wide vertically separated path northbound; traffic calming	5	0	10	10	10	10	5	5	5	5	5	6.5	high
Maintenance Equipment			0	0	0	0	0	0	0	0	0	0	0	0	low
Maintenance Staff			0	0	0	0	0	0	0	0	0	0	0	0	low
Mandus Olson Trail	Koura to High School Rd	8' off-road gravel path off-road path connecting Koura to Bergman via Yukio Ln and Minnie Rose Lane	5	0	0	10	10	10	10	5	0	5	5	5.5	high
Mandus Olson Trail	Koura to Bergman		5	10	0	10	10	0	10	5	0	5	5	5	med
Manitou	Loop to Falk	Traffic Calming, advisory shoulders eastbound separated side path	-5	10	0	10	10	0	-5	5	0	5	5	2	low
Manitou	305 to Loop	Traffic calming; advisory shoulder striping	-5	10	5	10	10	5	10	5	0	5	-5	3.5	med
Manzanita	Day to Pt. Madison		5	0	0	10	10	5	-5	5	5	5	-5	3	med
Middle Schools	STO to Sportsman club to Bucsit	trail	5	10	10	10	0	5	10	10	5	5	-5	5.25	high
Miller	Tolo to Grand Forest	Traffic calming islands and crossing enhancements @ Forest to Sky Trail	5	10	0	10	10	0	-5	5	5	0	-5	2.5	low
Miller	Bergman to 305	6'wide vertically separated bike lanes both sides	5	10	5	10	10	5	5	10	5	5	-5	5.25	high
Mobility Manager			0	0	0	0	0	0	0	0	0	0	0	0	low
Moran Rd	Yaquina to Madison	improved shoulder northbound side	5	10	5	10	10	0	-5	10	5	0	5	4.25	med
Multi-modal level of service			0	0	0	0	0	0	0	0	0	0	0	0	low
Phelps	Day to Madison	shoulder/bike lanes	5	10	5	5	10	5	-5	5	5	0	-5	3.25	med
New Brooklyn	Fletcher to Sportsman	separated bike lanes both sides	5	10	10	10	10	0	-5	5	5	5	5	5	high
New Brooklyn	Sportsman to Madison	Widen existing side path for bi-directional travel	5	10	10	10	5	0	10	10	0	0	-5	4.25	med
Off-Road Easement Strategy			0	0	0	0	0	0	0	0	0	0	0	0	low
N Madison	Day to Phelps	paved shoulders 2 sides	5	0	10	10	0	10	-5	5	5	0	5	4	med
Pt. Beach	Oddfellows to Pt. White	Traffic calming; advisory shoulder striping	-5	10	0	10	10	0	-5	5	0	0	5	1.5	low
Project Manager			0	0	0	0	0	0	0	0	0	0	0	0	low
Pt White	Pleasant Beach to Crystal Spring	Traffic calming	-5	10	0	10	10	0	-5	5	0	0	5	1.5	low
Pt. White	lynwood to park	sidewalks	-5	10	0	10	10	0	10	5	0	0	-5	2	low
Safe Routes Program			5	0	10	0	0	0	0	0	0	10	10	3.75	med
Shepard Way Greenway	grow to weaver	greenway	10	10	10	10	0	0	10	10	0	0	10	6	high
Sound to Olympics - Planning South			0	0	0	0	0	0	0	0	0	0	0	0	low
Sound to Olympics Grant Match			0	0	0	0	0	0	0	0	0	0	0	0	low
Sound to Olympics/305 Advocacy			0	0	0	0	0	0	0	0	0	0	0	0	low
Sportsman	Finch to High School	Widen exist. side path for bi-directional travel; intersection improvements	5	0	5	10	10	10	10	5	5	0	5	6	high
Sportsman	High School to New Brooklyn	Widen existing side path for bi-directional travel; southbound visual separation	5	10	10	10	10	0	10	5	5	0	5	6	high
Sportsman	New Brooklyn to 305	Vertically separated bike lanes, 6'-wide northbound and both sides north of Sakai	5	10	10	10	10	10	5	5	5	5	5	7	high

Sportsman/New Brooklyn		crossing enhancements, new multi-use sidewalks, side path extensions	5	10	10	10	0	0	0	0	0	0	0	0	5	5	0	5	4	med
STO Planning - North			0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	low
Sunrise	Valley to Lafayette	Traffic calming; gravel shoulder enhancement	5	10	0	10	10	0	-5	5	5	0	10	4	med					
Torvanger	Sunrise to Madison	shoulder	5	0	0	10	0	5	-5	0	5	5	-5	1.75	low					
Translate STP to Comp Plan			0	0	0	0	0	0	0	0	0	0	0	0	low					
Transportation Commission			0	0	0	0	0	0	0	0	0	0	0	0	low					
Updated Impact Fees			0	0	0	0	0	0	0	0	0	0	0	0	low					
Valley	madison to 305	gravel shoulder	-5	5	0	10	10	5	-5	5	0	0	-5	0.75	low					
Valley	Madison to Sunrise	Vertically separated bike lanes, 6'-wide both sides	-5	10	0	10	10	10	10	5	0	5	5	4.5	med					
Wardwell	New Brooklyn to Wardwell	8' off-road gravel path	5	10	10	10	10	5	10	5	5	5	-5	5.5	high					
Wardwell	Wardwell to Lovgreen	8' off-road gravel path	5	5	5	10	10	5	10	5	5	5	5	6.25	high					
Winslow Way	Grow to Wood	sidewalks, intersection improvements	10	10	10	10	10	0	10	10	0	0	5	6.5	high					
Wood Ave	parfitt to Winslow	sidewalks	10	10	10	10	10	5	10	10	0	0	5	7	high					
Wyatt	Finch to Weaver	separated bike lanes both sides	10	5	0	10	10	0	10	5	0	5	10	6	high					
Wyatt	Weaver to Ashbury Ct	Intersection improvements	10	10	5	10	10	0	10	5	0	5	10	6.75	high					
Wyatt Way	Weaver to Finch	sidewalks	10	5	0	10	5	0	10	5	0	5	10	5.5	high					
Yaquina	Ferncliff to 305	sidewalks	5	10	5	10	0	0	-5	10	0	0	5	2.75	med					
Koura	Valley to Koura	305 crossing	-5	0	0	10	10	0	0	5	5	5	-5	1.5	low					
Beach Crest Dr	305 crossing	formalize existing path	-5	5	0	10	10	0	0	5	5	5	-5	1.75	low					
Winslow Way	Grow to Madison		10	10	10	10	10	5	10	10	0	0	5	7	high					
Weaver	High School to Shepard		10	5	5	10	10	10	-5	5	0	5	10	6	high					
Pl. Beach	Oddfellows to Ft. Ward Park		-5	5	0	10	10	0	-5	5	0	5	-5	0.75	low					
Old Mill Rd	Blakely to Island Wood Trail		-5	5	10	10	10	0	-5	5	0	5	5	2.75	med					
Old Mill Rd	Briar Rose Ln to Taylor Ave		-5	0	0	10	10	0	-5	5	0	5	-5	0.5	low					
Madison	305 to Valley		-5	10	5	10	10	10	5	5	5	5	5	5	med					
STO - Koura to Lovegreen	koura to lovegreen		5	5	5	10	10	0	10	5	5	5	-5	4.75	high					
STO - Day to Hidden Cove	day to hidden cove		5	10	10	10	10	0	10	10	5	5	-5	5.75	high					
STO - Pt. Madison to Agate Pass	pt madison to agate pass		5	0	0	10	0	0	10	5	5	5	-5	3	med					
STO - High School to Madison	high school to madison		5	10	10	10	10	0	10	10	5	5	10	7.25	high					
STO - Madison to Sportsman	m madison to sportsman		5	10	10	10	10	0	10	10	5	5	5	6.75	high					
STO - Sportsman to Koura	(Meig sportsman to koura		5	10	5	10	10	0	10	5	5	5	5	6	high					
STO - Lovegreen to Day	lovegreen to day		5	10	10	10	0	0	10	10	5	5	-5	4.75	med					
STO - Hidden Cove to Port Madi	hidden cove to port madison		5	5	0	10	10	0	10	5	5	5	-5	4.25	med					
Miller	Peterson Hill to Miller		5	10	0	10	0	5	-5	5	5	0	5	3	med					
Oddfellows	Pleasant Beach to Blakely		-5	5	0	10	10	0	-5	5	0	0	-5	0.25	low					
Lafayette	Sunrise to Phelps		5	0	0	10	10	5	-5	5	5	0	5	3.5	med					
Baker Hill Rd	Palamino to Crystal Springs		-5	0	0	10	10	0	-5	0	5	0	-5	0.25	low					
Taylor Ave	Eagle Harbor to Old Mill		-5	10	0	10	10	0	-5	5	0	0	-5	0.5	low					
McDonald	Eagle Harbor to Old Mill		-5	5	5	10	10	5	-5	0	0	0	-5	1	low					
Eagle Harbor Dr	McDonald to Pritchard Park		-5	10	0	10	10	5	-5	5	5	0	5	2.5	low					
Blakely Ave	school zone		-5	5	10	10	5	0	5	5	5	5	-5	2.75	med					
Baker Hill Rd	Lynwood to Blakely		-5	10	10	10	10	10	10	5	0	5	5	5.5	high					
Lofgren Rd	Yaquina to Moran		5	10	5	10	5	0	-5	10	5	0	-5	2.75	med					
Blakely Ave	Country Club to Tani Creek		-5	0	0	10	10	0	10	5	5	5	-5	2.5	low					
Grand Forest Connector	Miller to Sands Ave		5	10	0	10	10	5	10	0	5	5	-5	4.75	high					
Sands/Sakai Connector	Sands to Sakai via Paulanna Ln		5	5	10	0	10	0	10	0	5	5	-5	4.5	med					
Knechtel Trail Connector	Knechtel to Fir Acres		10	10	5	10	10	5	10	10	0	5	10	7.5	high					
Wyatt	weaver		-5	0	0	10	10	0	10	5	5	5	-5	2.5	low					

**appendix j :**  
City Thread Accelerated Mobility Playbook

visit: <https://www.bainbridgewa.gov/DocumentCenter/View/17548/City-Thread-Accelerated-Mobility-Playbook-Report-for-Bainbridge-Island---May-2023?bidId=>

**appendix k :**  
Sustainable Transportation & Greenhouse Gas  
Emissions Report

visit: [https://www.bainbridgewa.gov/DocumentCenter/View/17823/FandP\\_VMT\\_GHG-Emissions\\_Final-Report\\_with\\_Appendix\\_August-2023?bidId=](https://www.bainbridgewa.gov/DocumentCenter/View/17823/FandP_VMT_GHG-Emissions_Final-Report_with_Appendix_August-2023?bidId=)



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