



CITY OF BAINBRIDGE ISLAND

ISLAND WIDE MOBILITY PLAN

June 2025

ISLAND-WIDE MOBILITY PLAN

June 2025



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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 have different transportation needs; however, the entire mobility network must operate as a system that accommodates all users.

The central spine of the mobility network is the SR305 corridor which runs from the Bainbridge Island Ferry Terminal north to the Agate Pass Bridge. This State facility not only provides regional travel to and from the Island, but also provides important local connections.

Downtown Winslow and other neighborhood centers commonly have sidewalks and bicycle lanes, which facilitate non-motorized movement. 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.

1.1 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 (IWMP)** includes information about existing

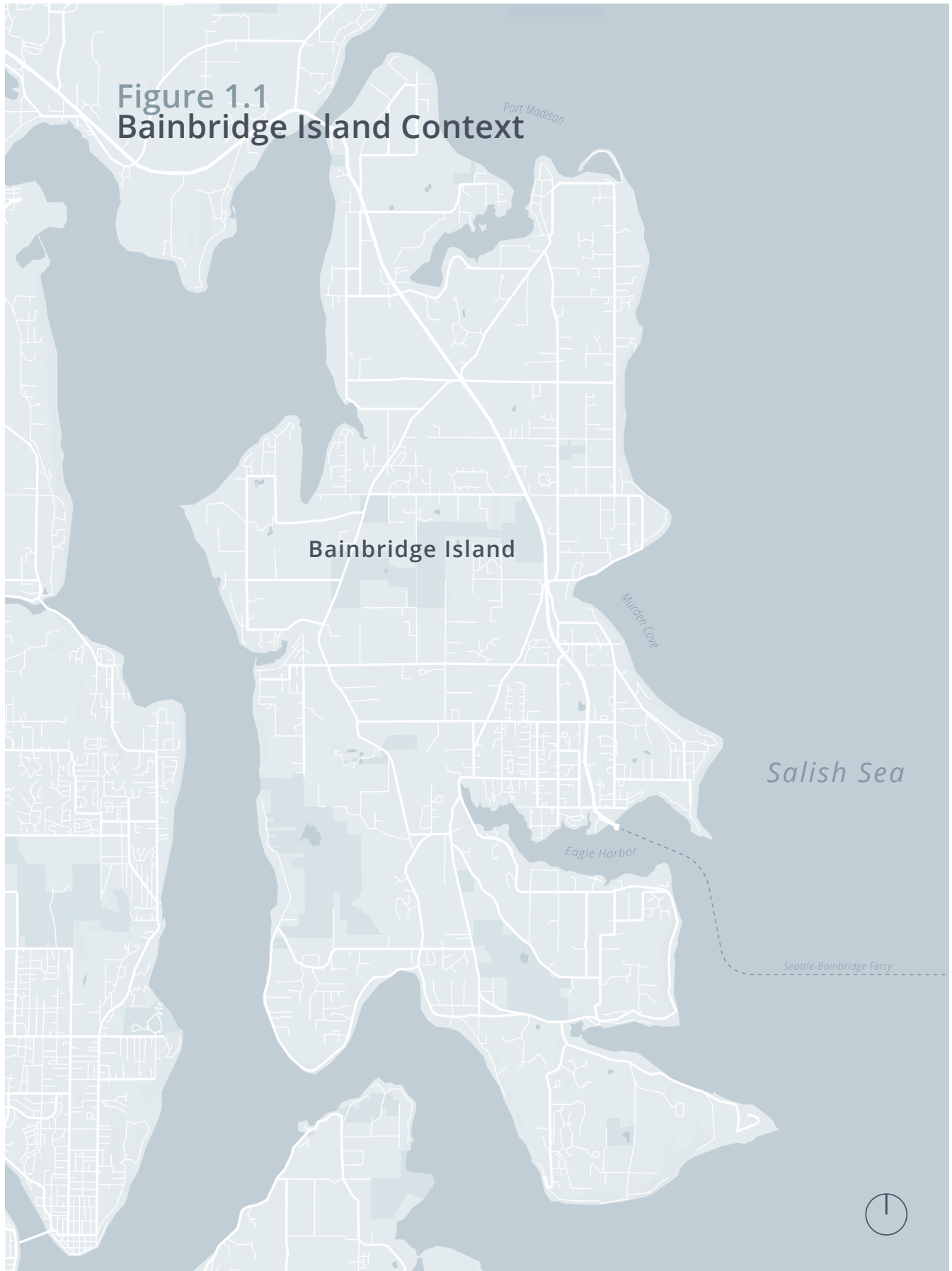
and desired future conditions and outlines a prioritized long range project plan. In addition, the IWMP establishes multimodal transportation standards based on recent traffic counts, land use data, and roadway information.

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.

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.

Since 2002, the City has made focused efforts at planning specifically for the needs of non-motorized users. The 2002 **Non-Motorized Transportation Plan** was adopted to propose a transportation system to meet the needs



of pedestrians, bicyclists, and other non-motorized 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 non-motorized 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 non-motorized 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 deficiencies, develop improvement projects

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 non-motorized 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.

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.

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 on climate action and equity, 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 is included in Appendix B.

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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 non-motorized 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 non-motorized 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:

Improve mobility outcomes for minority groups including people of color, low-income people, disabled people, and women.

Transportation equity highlights the importance of meeting the needs of all transportation users and considers how transportation systems can better serve disadvantaged groups. Historically, transportation investments were aimed at improving travel times for motorized users and often ignored the needs of non-drivers. This approach disadvantages minority groups who are more likely to be non-drivers or rely on alternative forms of transportation.

Vulnerable populations are disproportionately killed while walking and biking. In 2023, 25% of pedestrian and bicyclist fatalities in Washington state involved someone over the age of 65 despite only accounting for 16% of the total population. 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 more convenient connections between modes
- **Multimodal Level of Service** to prioritize the development of multimodal infrastructure and improve access for non-drivers



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 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 non-motorized 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 non-motorized 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 non-motorized 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:

Improve connectivity on the Island by providing a greater number of route and mode alternatives, especially for non-motorized users.

Bainbridge Island is primarily a residential community. Many of the Island's 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 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 non-motorized modes a more convenient option. Connectivity can also be improved by increasing the opportunities to connect to multiple transportation modes. By creating opportunities for non-motorized 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

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 non-motorized 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

Bainbridge Island has an existing transportation network that primarily serves motorists. While the improvements have been made to non-motorized facilities, 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 non-motorized 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 (STO), and soft surface trails suitable for biking (Sportsman Club Rd.) (Fig. 3.2). 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 non-motorized and motorized road users. 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 3.3 provides an analysis of existing connectivity gaps in the City’s non-motorized network. Gaps were identified where missing links between existing non-motorized facilities occurred. Additionally, the analysis considered trail connection areas where opportunities exist to make connections between corridors with existing non-motorized facilities.

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



Figure 3.1
complete existing network

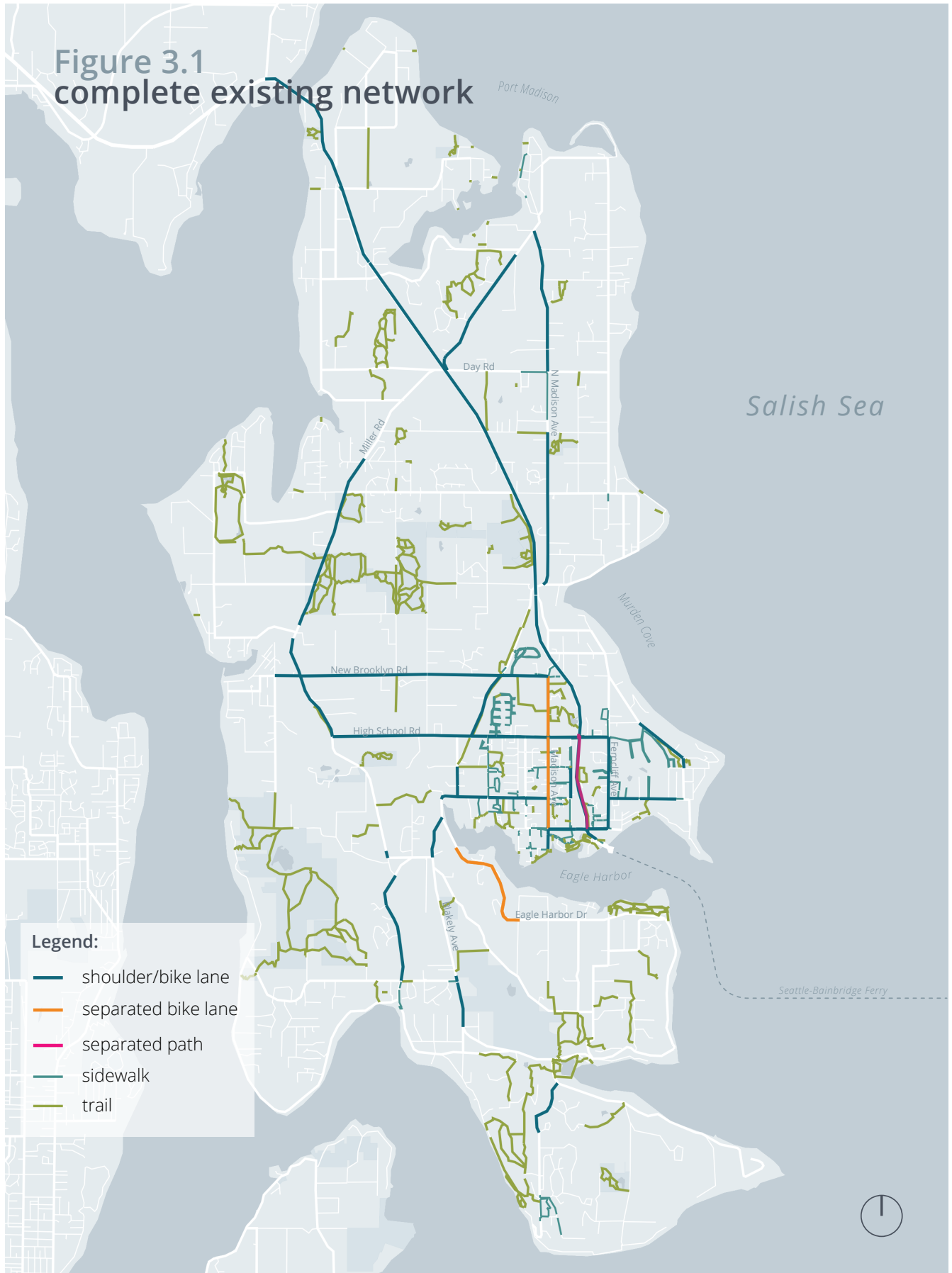
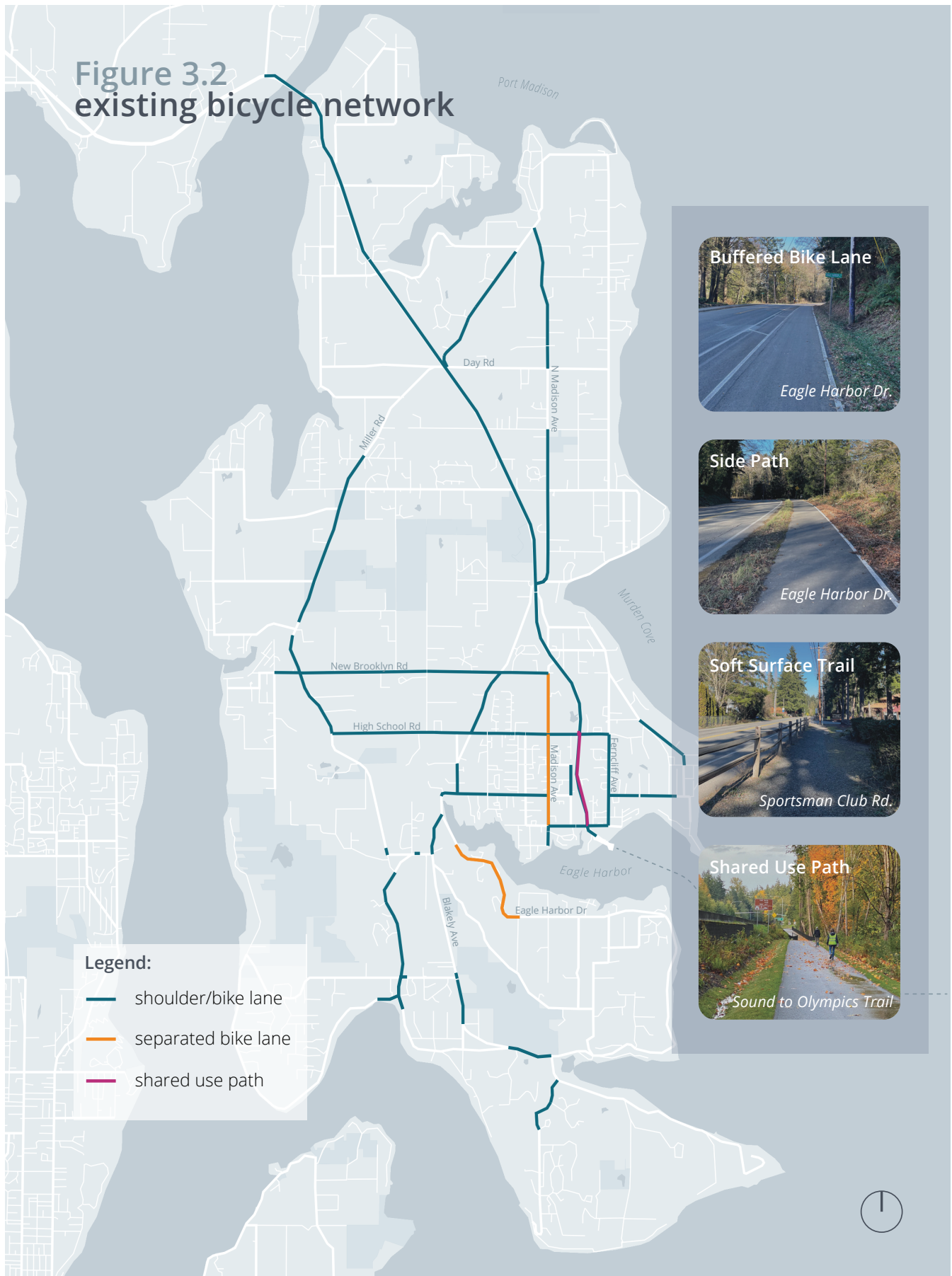


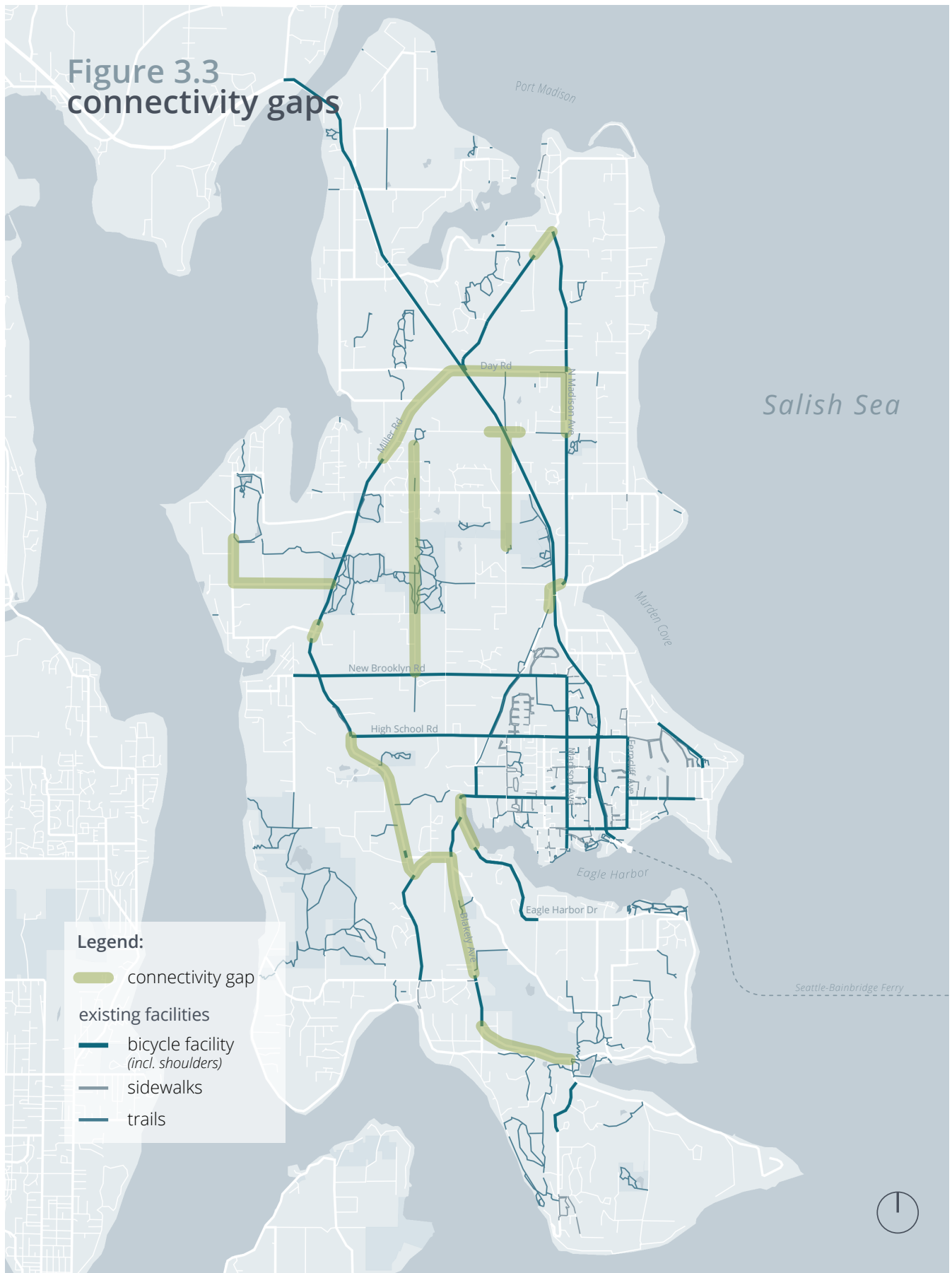
Figure 3.2
existing bicycle network



- Legend:**
- shoulder/bike lane
 - separated bike lane
 - shared use path



Figure 3.3
connectivity gaps



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 (Halilts, 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. In addition, pedestrians, bicyclists, and motorists all benefit from increased clarity and predictability in the way road users travel.

3.3 Existing Trail Network

Bainbridge Island boasts a vast network of formal and informal trails. These trails are frequently used by both pedestrians and bicyclists for a variety of purposes including recreation and commuting. A map of all existing trails on the Island is included in Figure 3.5.

While this existing trail network is extensive, it is not without its challenges. Some trails are too steep or technical to be well-suited to commute cycling, while other trails do not provide convenient access to key destinations. 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.

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 3.6.

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.

In addition to traditional transit services, there are also several other smaller programs generally targeted at commute trip reduction. These programs include employee-sponsored carpool/vanpool programs and vehicle pool rentals. 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.

Figure 3.4
existing pedestrian network

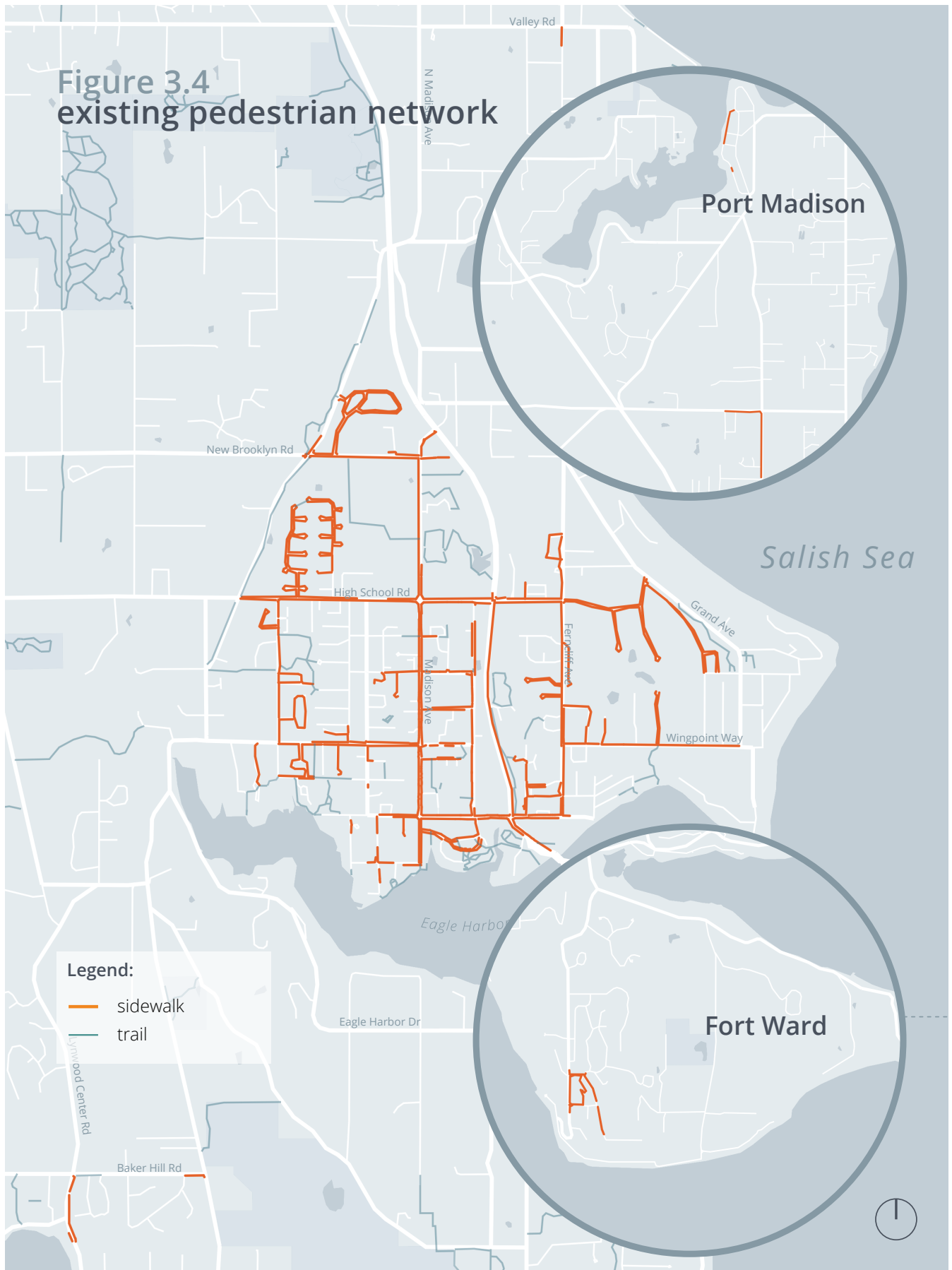
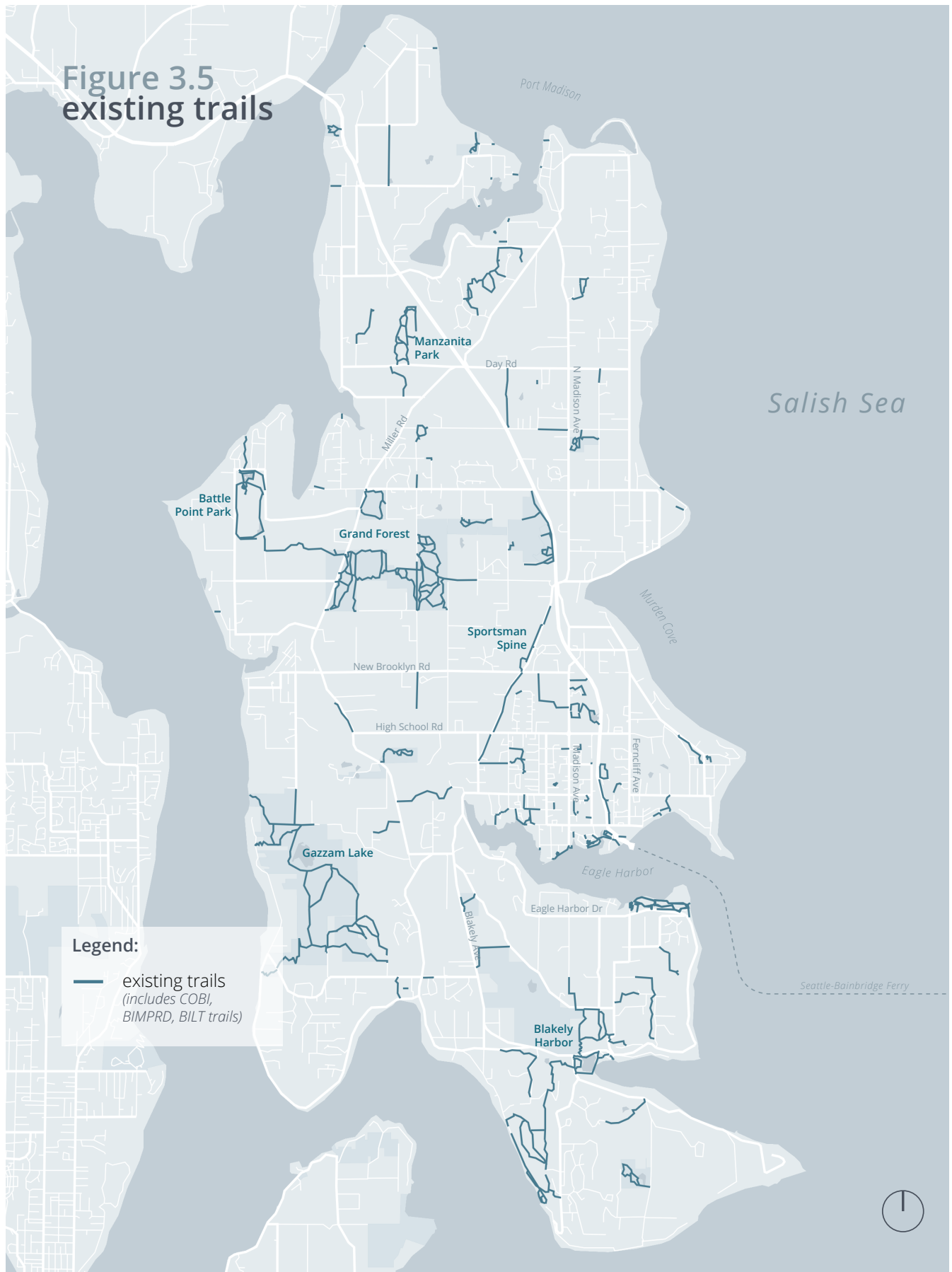
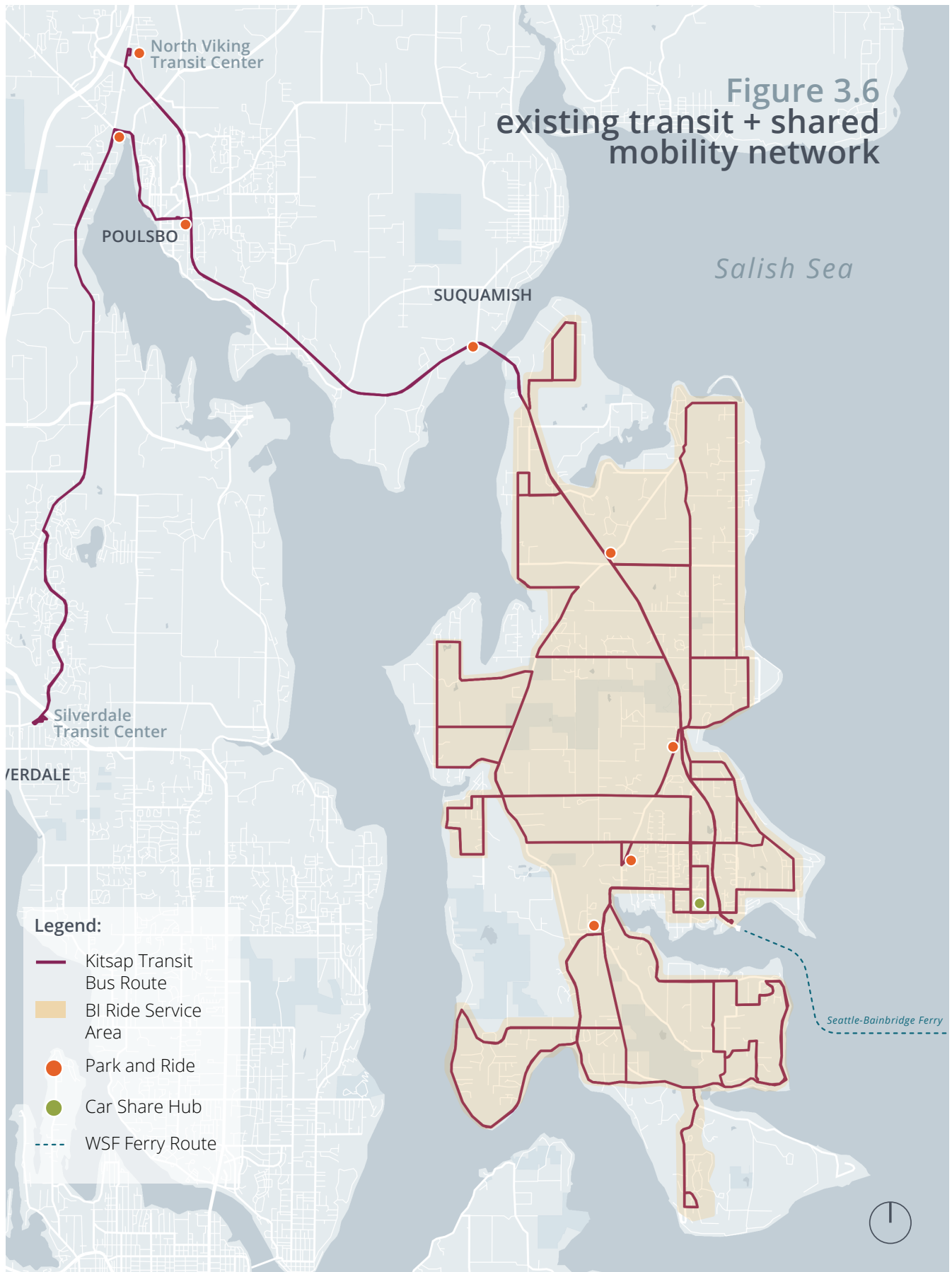


Figure 3.5
existing trails





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 non-motorized level of service analyses. The City’s roadway classifications are described in Table 3.1 below and displayed in Figure 3.7.

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 non-motorized and motorized improvement design 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 both motorized and non-motorized road users. 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.

Figure 3.7
road classification

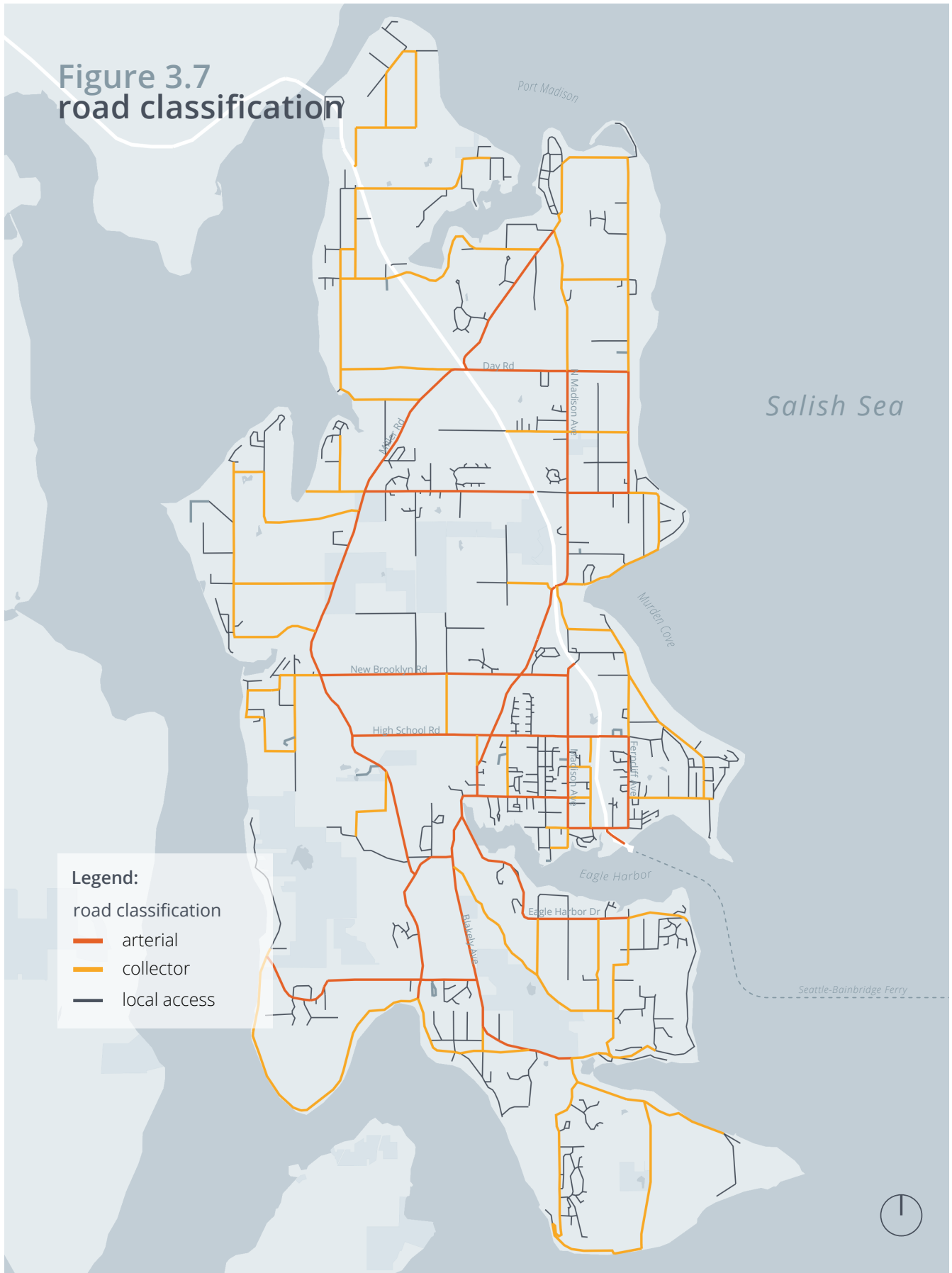


Table 3.1 Road Classifications





Classification	Definition	Example
<p>Primary Arterial</p>	<p>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>	<p>SR 305</p> 
<p>Secondary Arterial</p>	<p>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>	<p>New Brooklyn Rd</p> 
<p>Collector</p>	<p>Connects traffic from residential roads to arterials at a lower speed, carrying lower levels of traffic than arterials. Serves neighborhood centers.</p>	<p>Bergman Rd</p> 
<p>Local Access</p>	<p>Carries low levels of traffic at low speeds. Serves as access to residential and commercial areas. Not used for through trips.</p>	<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
SR 305 & NE Lovgreen Rd	D	E	39
SR 305 & Day Rd	D	D	39
SR 305 & NE Hidden Cove Rd	D	E	48
SR 305 & Ne Seabold Rd/W Port Madison Rd	D	B	18
SR 305 & Agatewood Rd NE	D	D	26

Source: Fehr & Peers, 2024

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 non-motorized 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 such as traffic calming and safe routes to school programming to improve safety conditions for non-motorized users.

The charts shown in Figures 3.8 – 3.10 provide additional analysis on traffic accidents occurring on Bainbridge Island.

Traffic Calming

One strategy for improving transportation safety is through the implementation of traffic calming measures. 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 (NHTSA) data indicates that a pedestrian 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 non-motorized users more space and pass bicyclists and pedestrians at safer speeds. Minimizing traffic volumes through road design often entails changing the roadway network to limit through traffic. The roadway 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. More information about proposed greenway and traffic calming projects is included in the following chapter.

Figure 3.8
 traffic accidents by collision type
 2019-2024

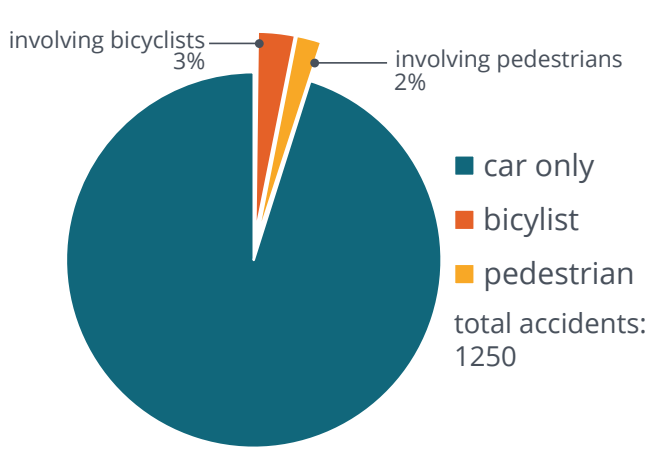


Figure 3.9
 injuries by collision type
 2019-2024

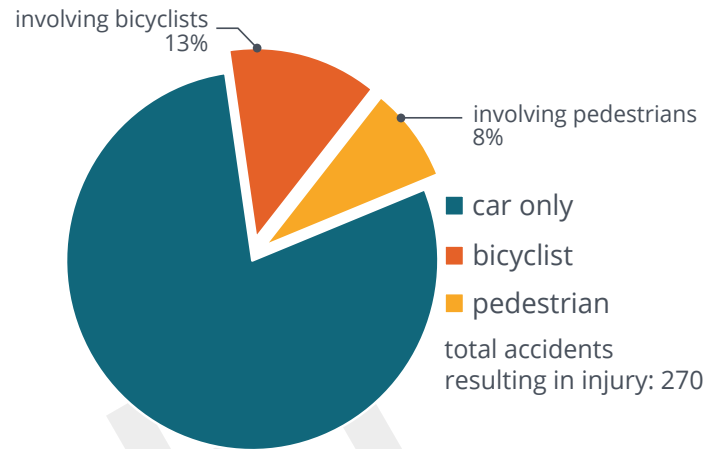


Figure 3.8 shows that approximately 5% of all traffic collisions on Bainbridge Island involve non-motorized users. This is in contrast to Figure 3.9 which indicates that despite only making up 5% of all accidents, non-motorized users account for over 20% of all traffic related injuries.

Figure 3.10
 traffic accidents by year and collision type
 2019-2024

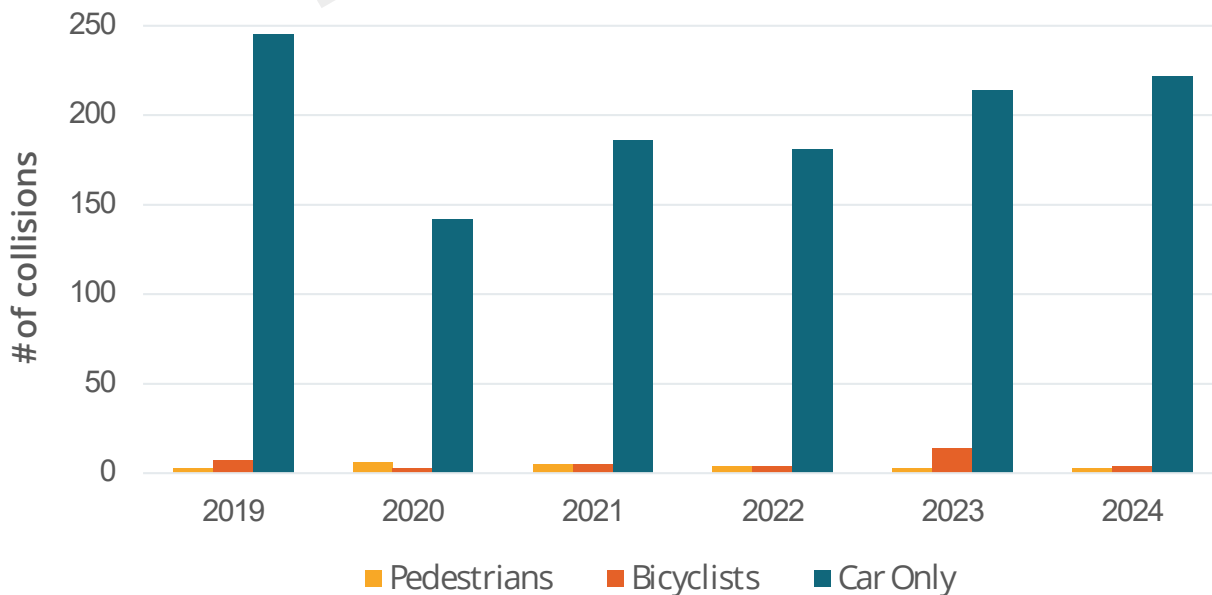


Figure 3.10 shows the number of collisions by year and collision type. While overall, the number of traffic accidents in 2020-2024 is fewer than the number of accidents in 2019, the number of accidents appear to be slowly increasing.



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 non-motorized transportation modes. This chapter will focus on non-motorized systems as well as transit and shared transportation systems. 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 Non-Motorized Systems

Non-motorized users – people walking, cycling, and using mobility devices – have an important place in Bainbridge Island’s mobility network. Facilities that accommodate non-motorized users provide safety and access, support density, reduce impact to the environment, and ultimately

provide for improved quality of life for residents, workers, and visitors. For a full list of planned and proposed non-motorized projects, programs, and policies 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.

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 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 pages is intended to create a safe and functional non-motorized network that provides convenient connections to neighborhood centers and key Island destinations, including education,

Figure 4.1 facility typology

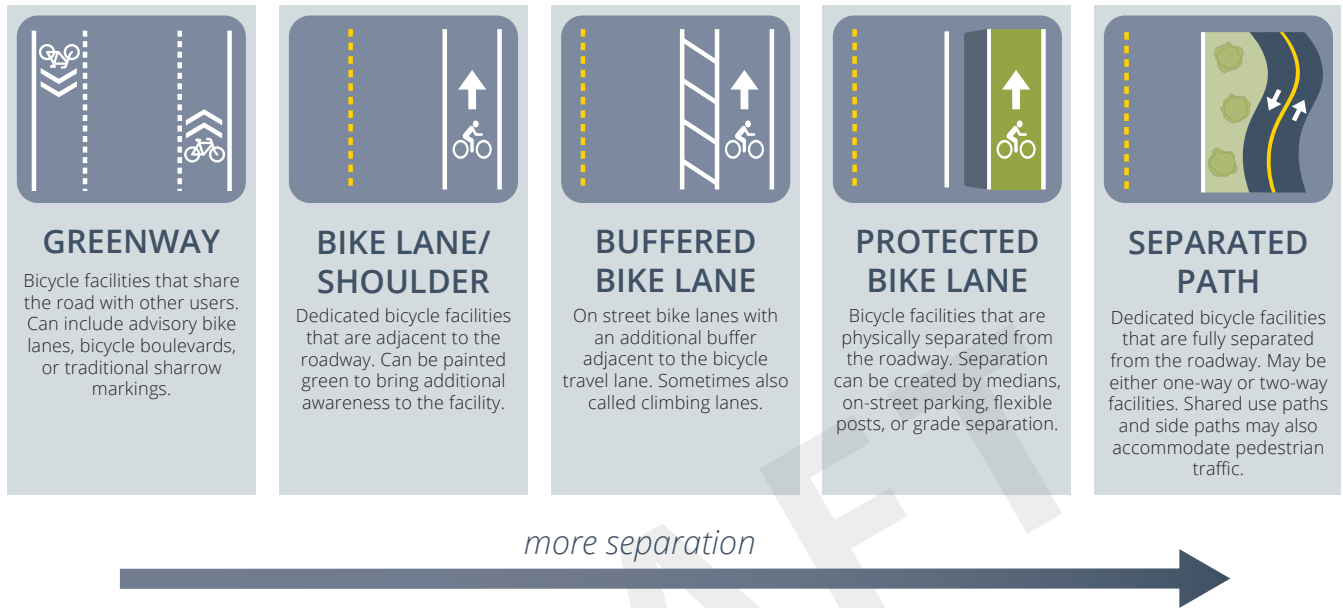


Table 4.1 facility selection considerations

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

Table 4.2 facility design guidelines

facility type	design guidelines			
	lane width	buffer width	markings	other considerations
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 ft	none	bike lane marking; green striping at intersections recommended	pair with traffic calming strategies
buffered bike lanes	5 ft	2 ft painted buffer	bike lane marking; green striping at intersections recommended	pair with traffic calming strategies; consider adding road signage
protected bike lanes	5 ft	2 ft physical buffer, horizontal or vertical	bike lane marking; green striping at intersections	consider corner islands or medians at intersections
protected bike lanes : 2-way	8 ft	2 ft physical buffer, horizontal or vertical	bike lane marking; yellow centerline; green striping at intersections	consider corner islands, medians, and/or bike signals at major intersections
separated paths	8-11 ft <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

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 4.2 on the following page.

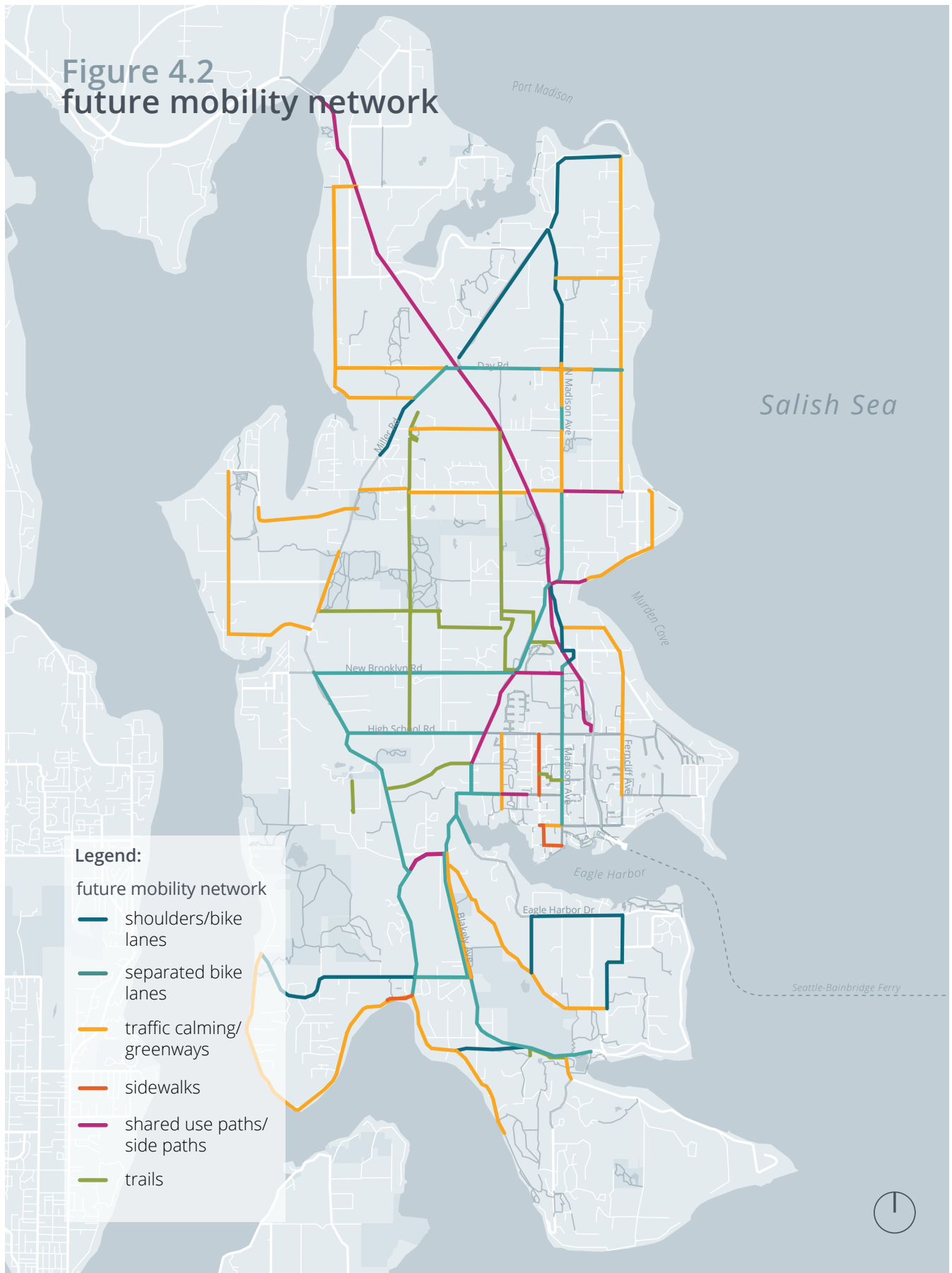
Connecting Centers

The Connecting Centers projects are a key element of the future mobility network. This collection of projects proposes to create a non-motorized spine that connects Lynwood Center to Rolling Bay via Winslow. 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 neighborhood centers will help facilitate non-motorized 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 biking facilities within downtown Winslow and Lynwood Center, however, these

Figure 4.2
future mobility network



- Legend:**
- future mobility network
 - shoulders/bike lanes
 - separated bike lanes
 - traffic calming/greenways
 - sidewalks
 - shared use paths/side paths
 - trails

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 non-motorized transportation modes, especially for vulnerable users such as children and seniors.

Other identified barriers to creating connected non-motorized 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 map 3.3 for a map of the Island's existing non-motorized 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 non-motorized 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 are especially catered 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 non-motorized trips. Increased non-motorized trips reduce traffic congestion, improve air quality, provide more equitable access to jobs, and bolster local economies. Creating all ages and abilities non-motorized 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 non-motorized 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.

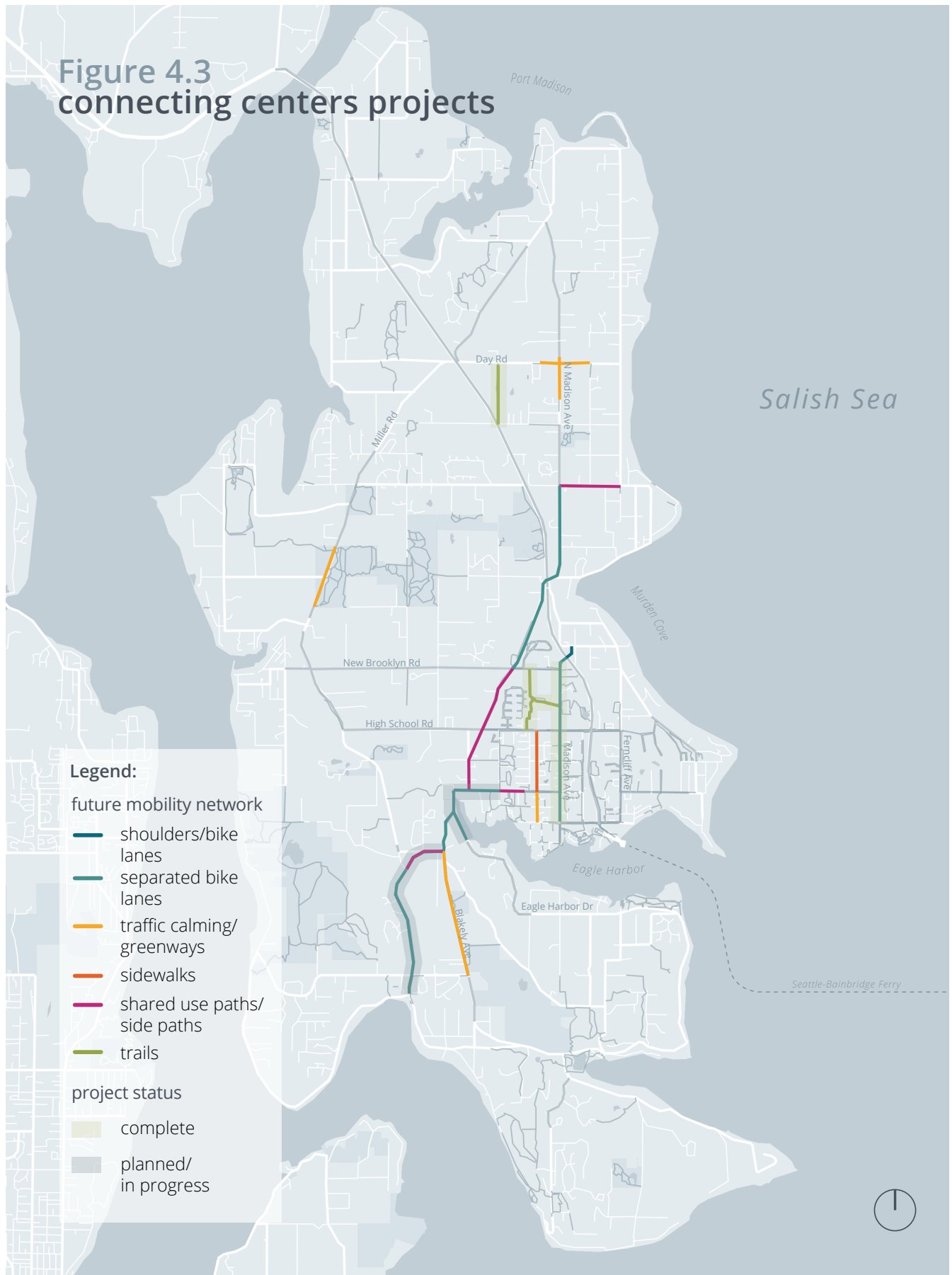
Map 4.3 shows the proposed Connecting Centers and All ages and Abilities non-motorized network.

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

Figure 4.3
connecting centers projects



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 to providing an important non-motorized connection for Bainbridge Island residents, 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 C.

4.2 Transit and 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

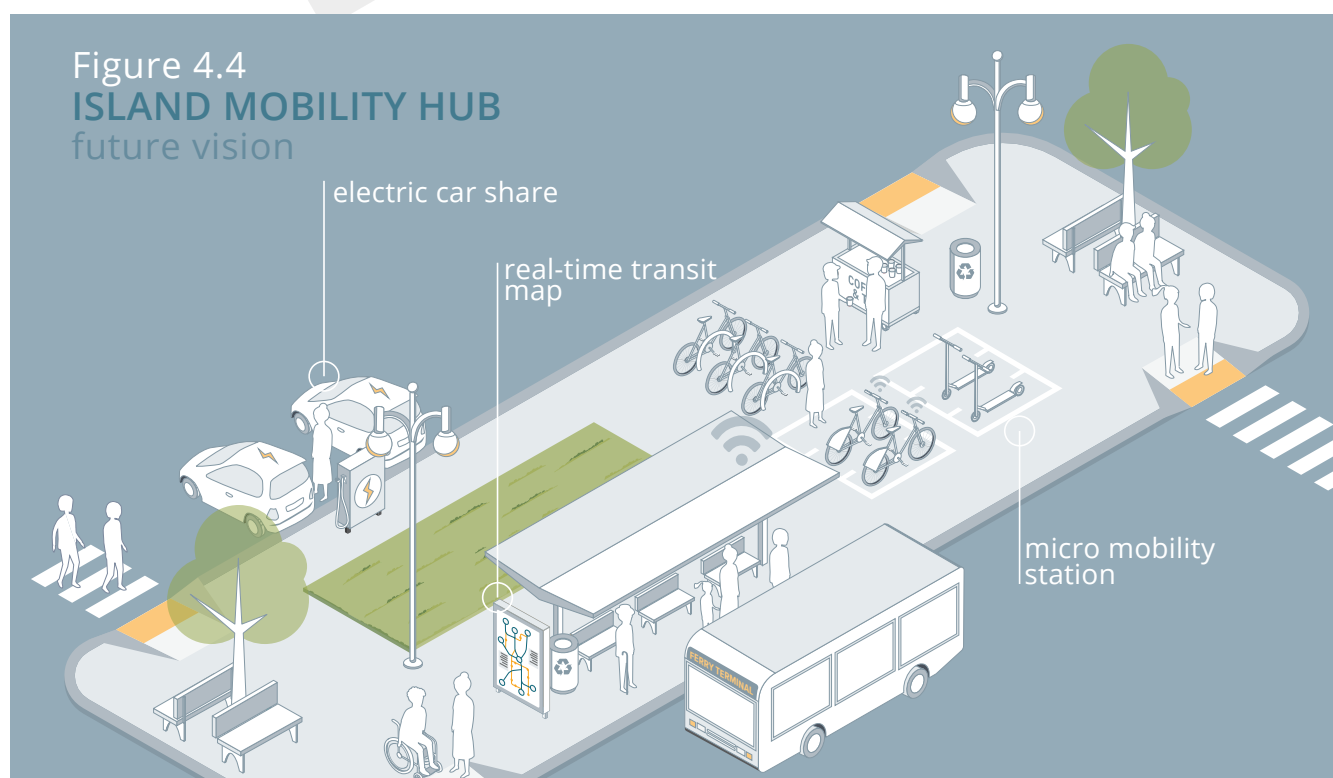
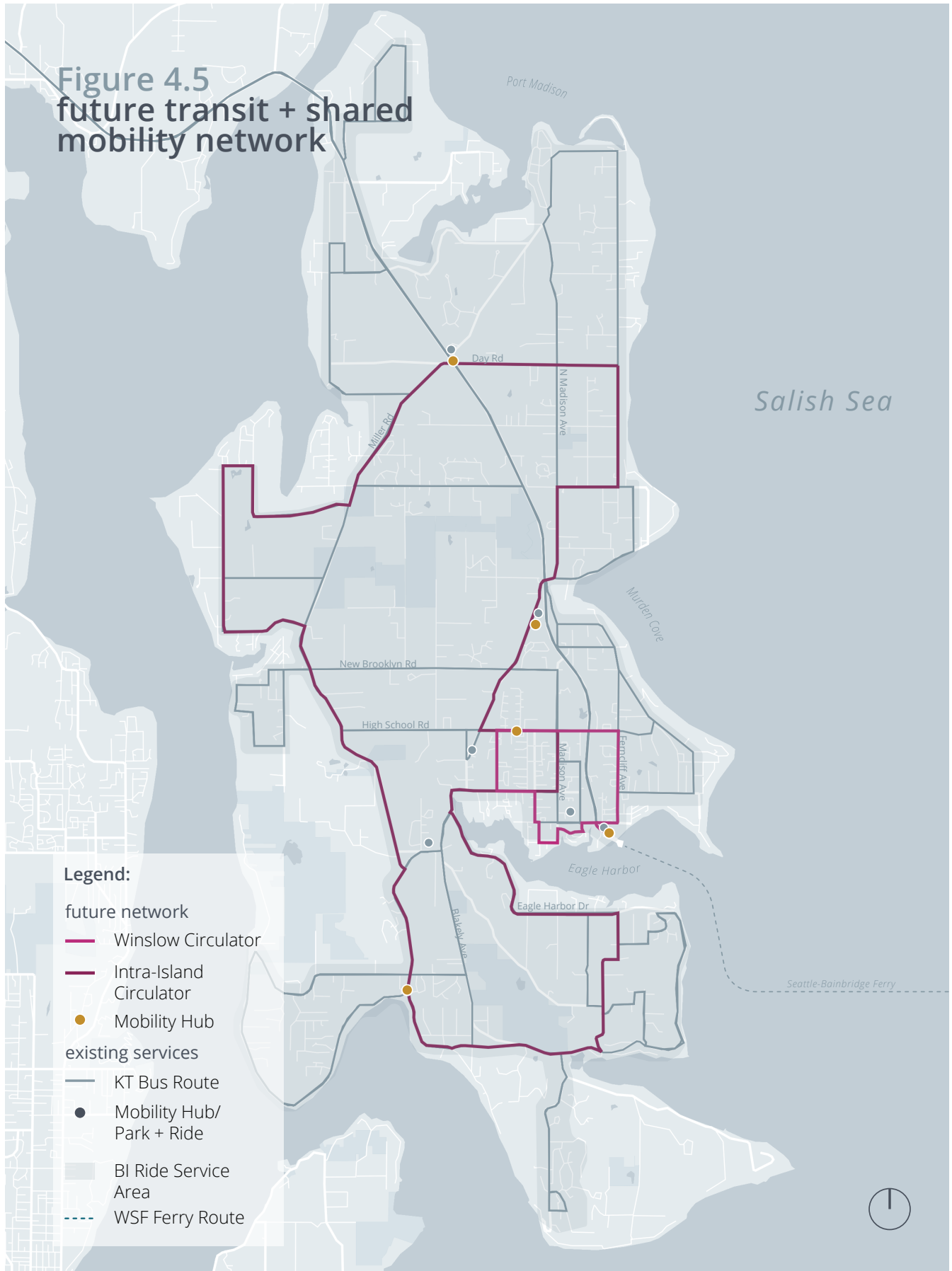


Figure 4.5
future transit + shared
mobility network



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. 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 4.4.

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 4.5 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 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 service hours for BI Ride. Extending service 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 X 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 non-motorized first- and last-mile connections. As Bainbridge Island continues to grow its mobility network, the City should proactively plan for 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 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 achieve consistency across the Island. By providing consistency in the mobility network, these programs can help to enhance predictability and safety for all road users.

- **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.

Policies

In addition to developing new programs to encourage transportation behavior change and increase sustainable 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.
- **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.





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 non-motorized 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 non-motorized 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 X.

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 in addition to the speed limit and treatment type. The modifiers in these circumstances are outlined in Table 5.2.

Future 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

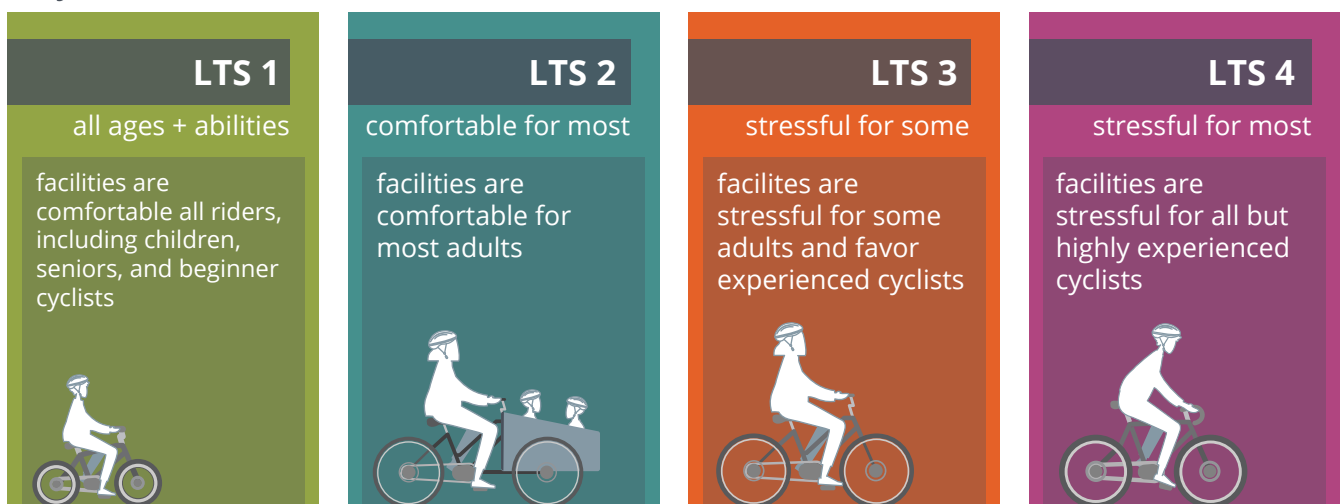


Table 5.1
bicycle level of traffic stress

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	1 or 2	1 or 2	1 or 2	1	1	1
25	3	3	2 or 3	2	1	1
30	4	4	3	2 or 3	1 or 2	1
35	4	4	4	3	3	1
>35	4	4	4	4	3	1

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	No Marking Sharrow Striped Bike Lane/Shoulder	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.	N/A
25	Striped Bike Lane/Shoulder	N/A	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.
30	Buffered Bike Lane	N/A	Few driveways, good sight distance, and minimal roadway slopes	Numerous driveways, sight distance concerns, and/or significant roadway slopes.
30	Protected Bike Lane (Vertical)	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

network will impact LTS results. The City aspires to create a skeleton network of all ages and abilities facilities. 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.

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 5.3 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

Table 5.3
pedestrian level of service (LOS)

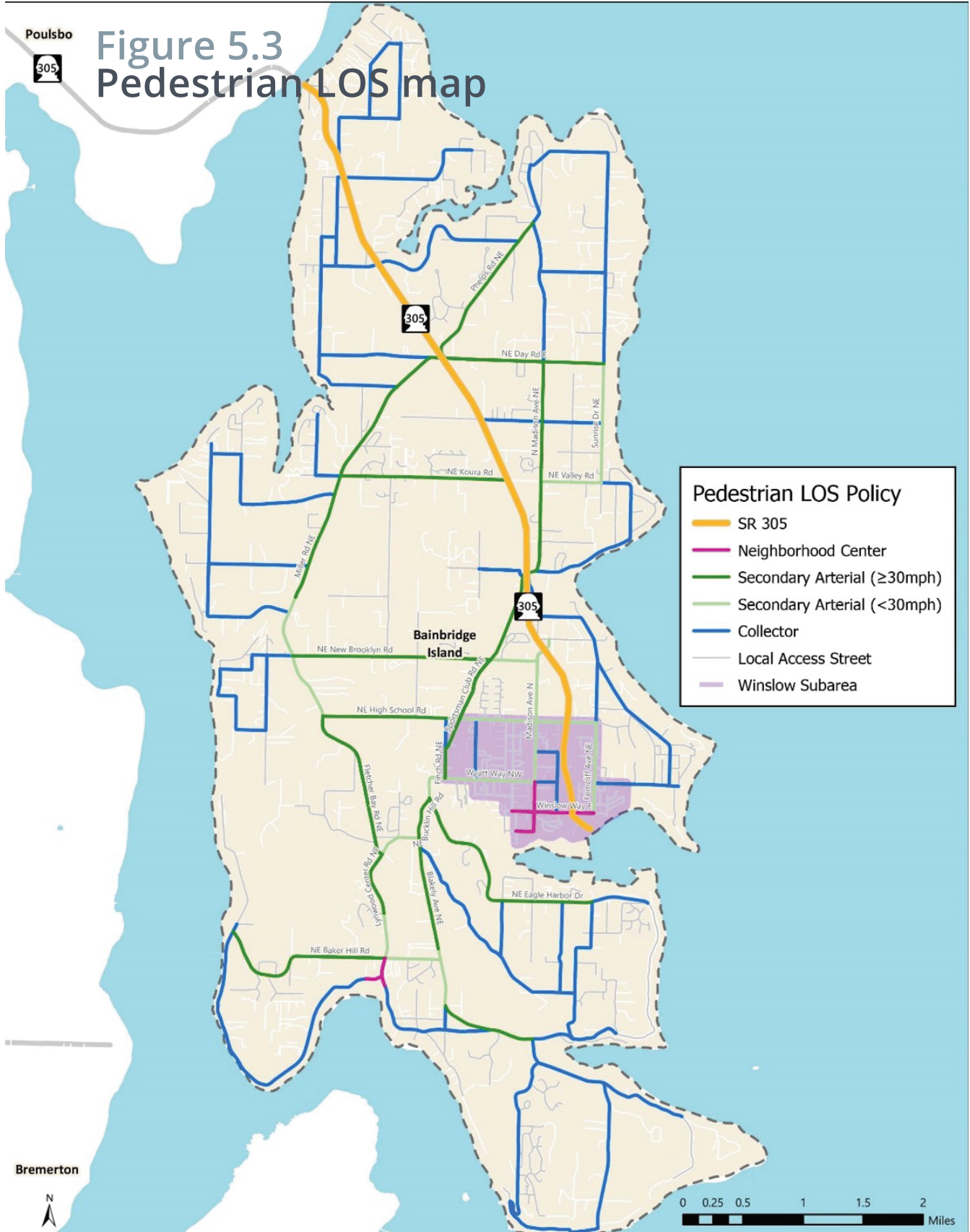
Corridor Types	Treatment Type	Side of Street	Minimum Width ¹	Amenity Zone ²
Neighborhood Centers	Sidewalk	Both Sides	6 ft	4 ft
Local Access Street (suburban)	Shoulder	Both Sides	6 ft	None
Local Access Street (urban)	Sidewalk	Both Sides	5 ft	None
Suburban Collector	Shoulder	Both Sides	6 ft	None
Urban 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:

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

² 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.



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 non-motorized modes and transit, and shifting more investments to these modes as opposed to adding vehicle capacity.

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 5.4 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 5.4).

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 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

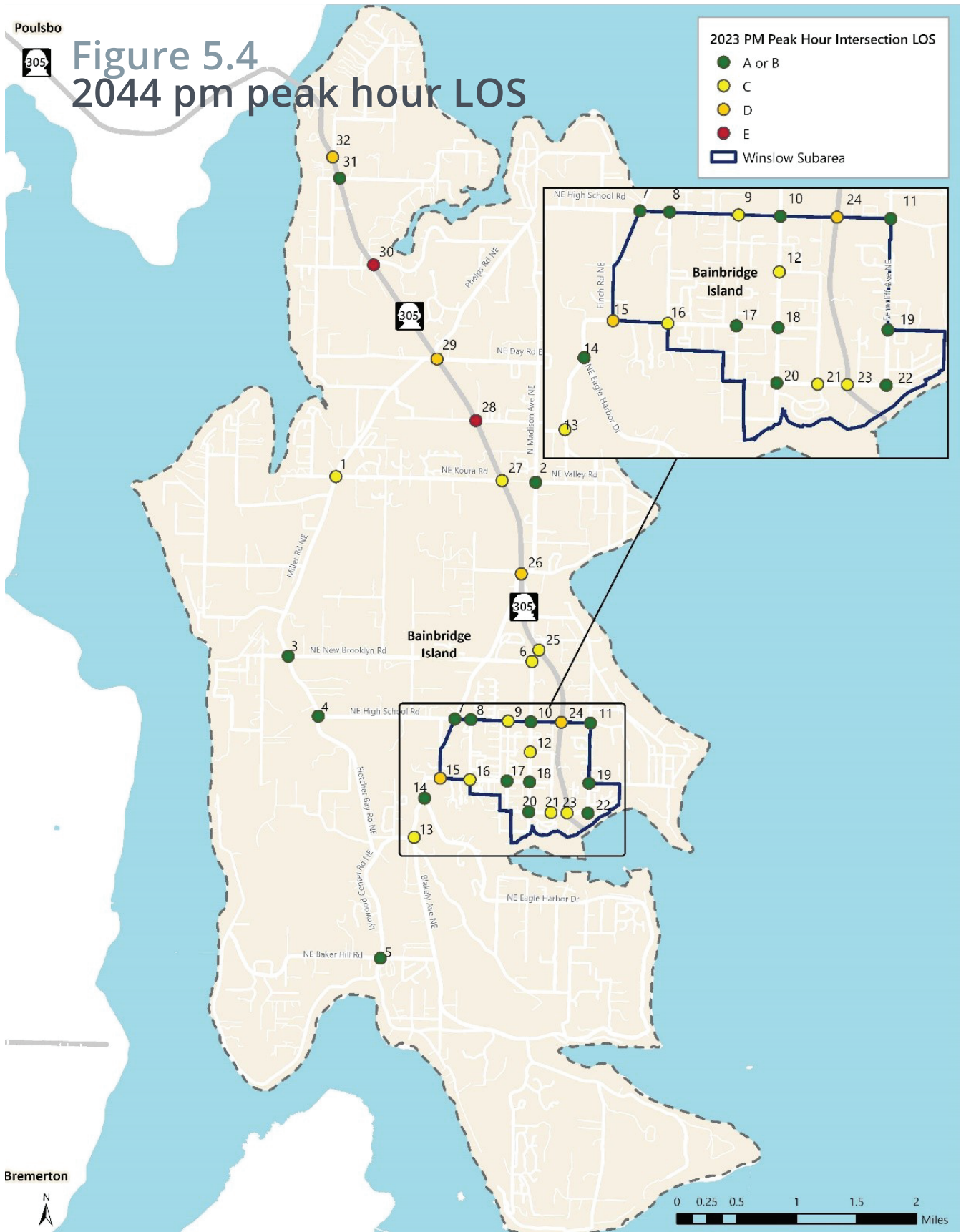
With Bainbridge Island clearly identifying LOS standards for pedestrian and bicycle LOS in addition to the updating the roadway LOS standards, the City can better identify areas that are not meeting the desired MMLOS standards and develop a plan to address gaps in the system.

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

Table 5.4
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	Fernduff 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	Fernduff 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	Fernduff 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
28	SR 305 & NE Lovgreen Rd	D	E	39
29	SR 305 & Day Rd	D	D	39
30	SR 305 & NE Hidden Cove Rd	D	E	48
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.



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 Transportation Element and that these 5 projects constitute 20 percent of the City's planned future transportation capital project investment. In that case, the City can issue permits for up to 20 percent of all the planned growth anticipated in the Comprehensive Plan.

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 X.

With the updated multimodal concurrency

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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 G for a full description 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 which are weighted based on staff expertise and comments and feedback received from community partners.

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.

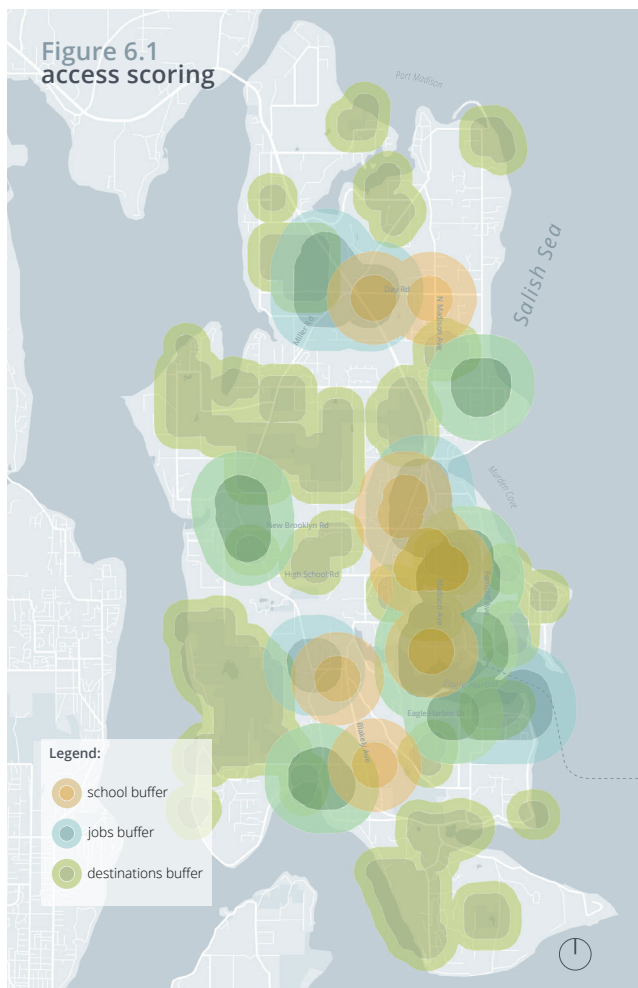


Figure 6.1 shows a selection of the access variables used to determine each projects access score. For this analysis buffers of either 1/8, 1/4, or 1/2 mile were placed around access destinations. Layering the buffers as shown in the map allows us to understand where key destinations overlap.

Variables + Scoring

Education Access

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

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

Projects are assessed on their proximity to popular destinations including 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

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

Projects are assessed for their ability to improve non-motorized 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 a non-motorized user.

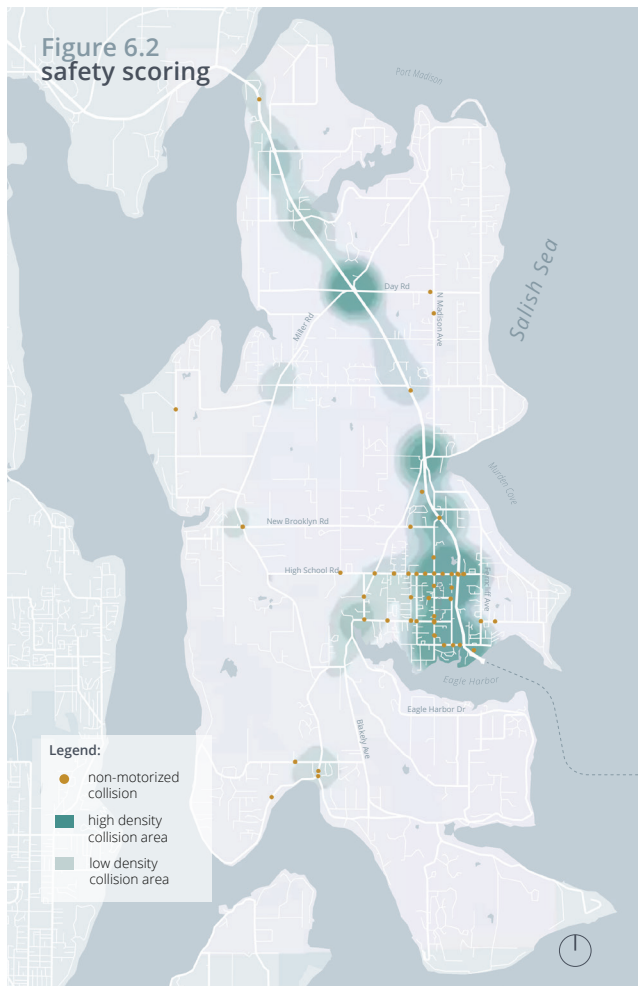


Figure 6.2 shows the location of high and low density collision areas as well as the location of collisions involving bicyclists and pedestrians. This data indicates that most traffic collisions on the Island occur in close proximity to Winslow and the SR305 corridor. Projects that are located in high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

Variables + Scoring

Level of Traffic Stress

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

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

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.

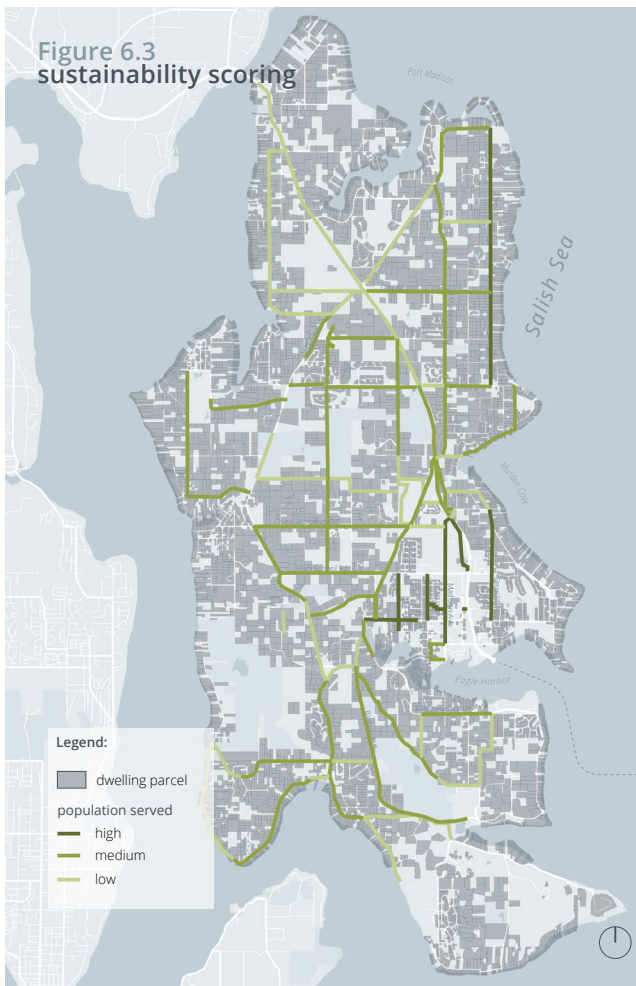


Figure 6.3 indicates how large of a population each project serves. Projects shown in dark green on the map receive the most points for GHG emissions reductions potential.

Variables + Scoring

Behavior Change

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

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.

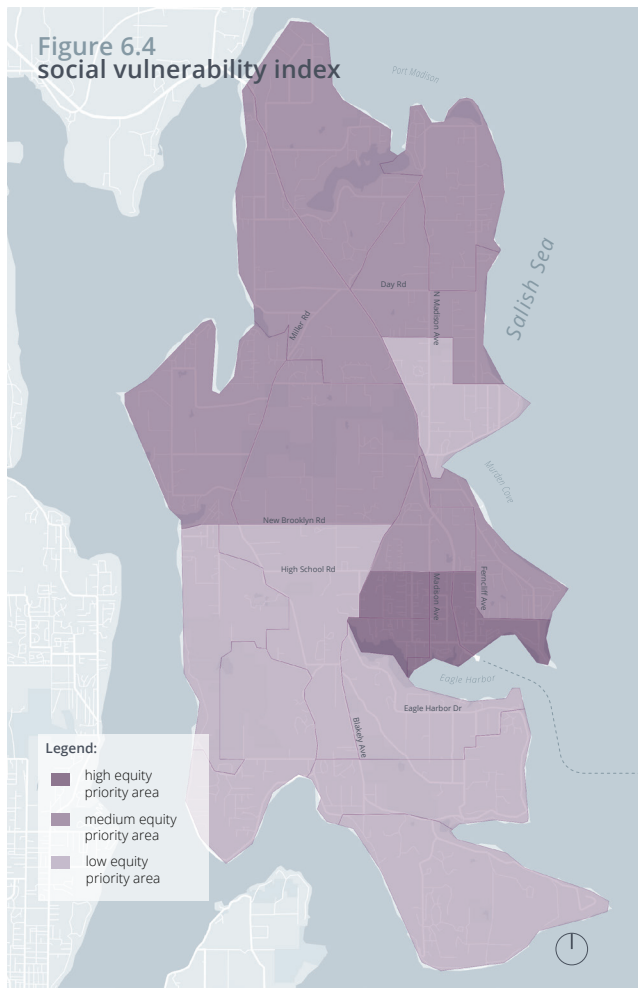


Figure 6.4 shows the social vulnerability of each census block group on Bainbridge Island. This analysis combines several tract level demographic variables with parcel-level housing variables to create a nuanced understanding of vulnerability on the Island. Projects in high equity priority areas (dark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

Scoring

- 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 (see Appendix X for more details).

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. The full results of the prioritization methodology are included in Appendix X.

6.2 Project + Program List

The proposed projects and programs shown in the tables on pages 66-68. 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.

Figure 6.5
project prioritization

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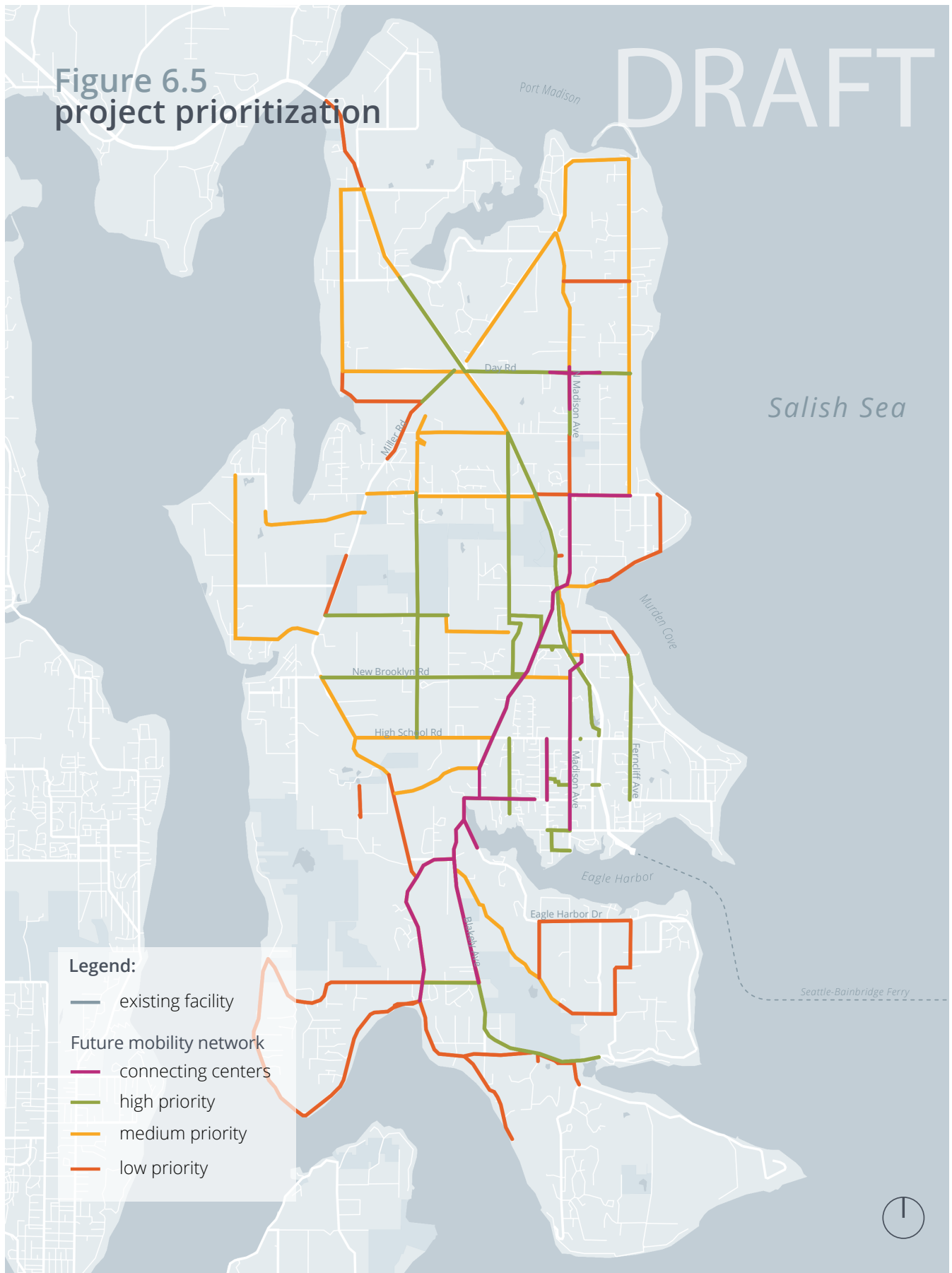


Table 6.1
connecting centers projects

Connecting Centers Projects				
Project Name	Project Extents	Project Description	Resulting LTS	
Pt. White Drive	Pleasant Beach to Crystal Springs	Traffic calming	3 or 4	traffic calming
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	sidewalks
Bucklin Hill Road	Eagle Harbor to Blakely	separated bike lanes both sides	1	separated bike lanes
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	1	
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	separated paths
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	2	

Table 6.2
policies + operations (DRAFT)

Policies + Operations		
Project Name	Description	
Extend Transp. Benefit Dist. Fees		policies
Land-use Code Updates		
Multi-modal level of service		
Off-Road Easement Strategy	work with proposed transportation commission a	
Project Manager		operations + staff
Maintenance Equipment		
Maintenance Staff		
Mobility Manager		

Table 6.3
high priority projects (DRAFT)

High Priority Projects				
Project Name	Project Extents	Project Description	Resulting LTS	
Ferncliff	Wing Pt. to Yaquina	traffic calming	3 or 4	calming/ greenways
Shepard Way Greenway	Grow to Weaver	greenway	1	
Weaver	High School to Shepard	greenway	3 or 4	
Winslow Way	Grow to Madison	greenway	1	
Bus Stop Improvements	Island wide	bus stop improvements including shelters and other amenities	n/a	mobility
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	crossing improvement
Knechtel Trail Connector	Vineyard Ln to Knechtel Trail	grade separated crossing over SR305	1	
Baker Hill Rd	Lynwood to Blakely	complete sidewalk gap between Lynwood Rd and Blakely Elementary	1	sidewalks
Winslow Way	Grow to Wood	sidewalks, intersection improvements	1	
Wood Ave	Parfitt to Winslow Way	sidewalks	1	
Wyatt Way	Weaver to Finch	sidewalks	1	
Blakely Ave	Baker Hill Rd to Blakely Harbor	8'wide vertically separated path northbound	2	separated bike lanes
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	separated paths
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	
Grand Forest Connector	Miller to Sands Ave	new trail connection	1	trails
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	
Middle Schools	STO to Sportsman club to Bucsit	trail	1	
Wardwell	Wardwell to Lovgreen	8' off-road gravel path	1	
Wardwell	New Brooklyn to Wardwell	8' off-road gravel path	1	

Table 6.4
mid priority projects (DRAFT)

		Medium Priority Projects			
Project Name	Project Extents	Project Description	Resulting LTS		
Arrow Point Dr	BP Park to Miller	traffic calming	3 or 4	traffic calming/ greenways	
Battle Pt.	Miller to B.P. Park	Traffic calming on stretch adjacent to Battle Point Park	3 or 4		
Blakely	Bucklin to School zone	traffic calming	3 or 4		
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		3 or 4		
Sunrise	Valley to Lafayette	Traffic calming; gravel shoulder enhancement	3 or 4		
Yaquina	Madison to Ferncliff	sidewalks	3 or 4		
Coppertop Mobility Hub	Coppertop/Sportsman Club Mobility Hub	see mobility hub description pg. 41	n/a	mobility	
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		
Koura Rd	Valley Rd to Koura Rd	SR305 crossing	3 or 4	crossing improvement	
Lafayette Rd	Sunrise to Phelps	paved shoulders 2 sides	3 or 4	shoulders/ bike lanes	
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		
Baker Hill Rd	Lynwood to Blakely	8'-wide vertically separated path eastbound	1	separated bike lanes	
Blakely	Baker to Bucklin	8'-wide vertically separated path southbound	3 or 4		
Day Rd	Miller to SR305	separated bike lanes	3 or 4		
Fletcher	Isl. Ctr.Rd. to New Brook.	8' wide vertically separated path southbound	1		
High School	Fletcher to Sportsman	Visual separation of existing facilities both sides	2		
Manitou	305 to Loop	eastbound separated side path	1	separated paths	
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		
Lost Valley Trail	Wyatt Wy to Fletcher Bay Rd	new trail	1	trails	
Mandus Olson Trail	Koura to High School Rd	8' off-road gravel path	1		
Sands/Sakai Connector	Sands to Sakai via Paulanna Ln	new trail	1		

Table 6.5
low priority projects (DRAFT)

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	sidewalks
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 Miller	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	
Fletcher	Lynwood to Isl. Ctr. Rd.	8'wide vertically separated path southbound	1	separated bike lanes
STO - Pt. Madison to Agate Pass	Port Madison to Agate Pass Bridge	10' separated paved trail	1	separated paths
Gravel shoulder program	Island-wide	new program to expand the availability of gravel shoulders	n/a	programs
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.

- 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.
- 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.

- **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 6.6.

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 6.3 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
<i>Motor Vehicle Fuel Tax</i>	\$6,010,000
ROW Permits	\$650,000
<i>Multimodal Funds</i>	\$660,000
Real Estate Excise Tax (REET)	\$30,000,000
<i>Grants</i>	\$28,220,000
Traffic Impact Fees (TIF)	\$3,000,000
Total Revenues	\$97.75 million
Expenditures (20-year period)	
Operational Expenditures	\$22 million
Capital Project List Total Cost	\$73 million
Total Expenditures	\$95 million
Funding Surplus	\$2.75 million

Note: All figures rounded to nearest \$10,000 and shown in 2024\$.
 Source: Fehr & Peers, 2024.

Table 6.3 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 6.3.

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 6 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 6 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, multi-year lid operate similarly and allow cities to increase general property taxes beyond the 1% limit for up to 6 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 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 key organizations such as the Bainbridge Island School District and Chamber of Commerce, however, in the spirit of building widespread and consistent support for transportation projects, in late 2024 the City convened a coalition of multiple key local partners. This 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

SR 305 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, SR 305 is a critical piece of the Island’s transportation network. SR 305 is managed by WSDOT and WSDOT defines the LOS standard for SR 305. SR 305 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 exerts control over 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 to

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, non-motorized 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 ongoing 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 manages several maintenance programs aimed at preserving the functionality and operability of the Island's mobility network. The purpose of these programs is to 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