



# Project, Program, and Policy Identification

**Draft for Sustainable Transportation Task Force Review**

**February 5, 2021**

## Introduction

Bainbridge Island's Sustainable Transportation Plan will define the island's mobility future. The plan will establish a new vision for mobility on Bainbridge Island to reduce carbon emissions by 90% by 2045 and improve safety and mobility for all. With a focus on complete and connected networks of all ages and abilities facilities that enhance the Island's natural systems, the Sustainable Transportation Plan will articulate a pathway to implementation that advances plan goals.

This memorandum outlines the methods the project team used to identify potential projects, programs, and policies that address gaps or unmet needs and opportunities for improvement in Bainbridge Island's transportation system. Potential projects, programs, and policies directly address the gaps identified in the Gap Analysis Findings Memo and respond to community and Sustainable Transportation Task Force (STTF) feedback.

Following review and revisions/additions to the draft list, the project team will screen and score potential investments with an evaluation framework to elevate those that best align with and advance plan goals. The list of investments represents a broad range of potential projects, programs, and policies to address gaps—not all will be recommended for near-term implementation.

## Definitions and Sources

The list of potential projects, programs, and policies is a comprehensive database that compiles projects identified in previous City of Bainbridge Island plans, projects identified through technical analysis conducted by the project team, and projects, programs, and policies recommended by STTF members and members of the community.

## Mix of Projects, Programs, and Policies to Advance Plan Goals

The Gap Analysis identified where investments are most needed to achieve plan goals and objectives. Not every unmet need or opportunity for improvement requires a capital project or a physical change to the Island's streets, trails, or networks. For example, a program that encourages people to travel by more sustainable modes would fill gaps and advance plan goals.

- **Projects** are physical changes to Bainbridge Island's streets and walking, bicycling, and shared mobility facilities that make traveling sustainably easier, safer, and more comfortable. Projects can address specific physical barriers to sustainable transportation, such as a missing sidewalk or a bike facility with high levels of traffic stress. Projects can also complete connections to community destinations and between elements of the sustainable transportation network. To align with plan goals, projects could focus investments along street segments with a history of collisions or near schools and other destinations that serve vulnerable travelers. Projects can be new facilities or upgrades to existing facilities. This memo outlines the methods the project team used to identify projects that provide maximum benefit in advancing plan goals.
- **Programs and policies** are targeted initiatives that may be led by the City but that generally require collaboration with partners and the involvement of community members to improve the accessibility, convenience, and comfort of travelling sustainably. Programs can educate people who live, work, and visit



Bainbridge Island about sustainable transportation networks and encourage them to try new options. Policies can change the approach Bainbridge Island uses to fund and manage its sustainable transportation system. Programs and policies can be integrated into City of Bainbridge Island departmental work programs and will require initial coordination, additional staff and funding, and ongoing monitoring. The potential programs and policies outlined in the draft list respond to community and STTF feedback and build upon existing City programs and partnerships that are already helping to improve sustainable transportation on the island.

## **Project, Program, and Policy Sources**

### **Established City of Bainbridge Island Planning and Policy Documents**

The Sustainable Transportation Plan builds on the foundation set by past island-wide transportation and land use planning efforts. Many of the investments in the project, program, and policy list originate from the planned sustainable transportation projects and networks identified in the following plans:

- City of Bainbridge Island, Island-Wide Transportation Plan (2017), including the Non-Motorized Transportation Advisory Committee (NMTAC) planned facilities and the Non-Motorized System Plan that identifies Core 40 shoulder improvements and future trail connections
- City of Bainbridge Island, Capital Improvement Plans (2017-2018, 2019-2020, 2021-2022), including funded NMTAC recommendations
- City of Bainbridge Island, Island Center Sub-Area Plan (Underway)
- City of Bainbridge Island, Climate Action Plan (2020)
- Bainbridge Island Metro Park & Recreation District, Comprehensive Plan – Parks, Recreation and Open Space (2020)

### **Community Feedback: Big Ideas for Sustainable Transportation (August 2020)**

During the first phase of engagement for the Sustainable Transportation Plan, community members shared their “Big Ideas for Sustainable Transportation,” highlighting a diverse range of opportunities across the island. The project team reviewed the big ideas and incorporated them into the project, program, and policy list. The community also identified barriers to sustainable transportation and important destinations for sustainable mobility connections, which were used to identify new projects to address the barriers and connect destinations.

### **Sustainable Transportation Task Force Collaboration**

STTF members both reviewed existing project ideas and identified new projects, programs, and policies to improve sustainable transportation on Bainbridge Island. The list of potential investments includes projects and programs identified by STTF members through fieldwork and in collaboration on the Gap Analysis. The STTF’s insights about the Island’s current transportation networks and the needs of Bainbridge Island residents, workers, and visitors are instrumental in ensuring that potential projects and programs address the realities of the Island’s existing transportation system.

## **Project, Program, and Policy Identification Methods**

The project team used the findings of the Gap Analysis to identify potential projects, programs, and policies that could advance Sustainable Transportation Plan goals and objectives. This section outlines specific identification methods by sustainable transportation mode: bicycling, walking and rolling, and transit and shared mobility. The rolling network and rolling facilities refer to pathways and routes that are accessible to people using mobility devices, such as a wheelchair.

Each section highlights key gaps from the Gap Analysis relevant to that mode. The project team used these mode-specific gaps to guide the identification of projects, programs, and policies. Holistically, the list of potential investments addresses all key gaps and advances all plan goals. However, mode-specific investments address the barriers and opportunities highlighted by the gaps described in the following sections.

The project team used an interactive map of sustainable transportation network layers and technical analyses as one tool to identify potential investments across the island, especially in places lacking sustainable transportation options or network connections. All draft projects are currently shown in a [Google Map](#), which is separate from the more robust interactive map. (This is to keep draft materials separate from final materials and to support quick revisions and adjustments.) Potential programs and policies are not shown on the map, as they are not specific to single destination or geography.

## Bicycling

Bainbridge Island's existing bicycle facilities are limited and do not accommodate riders of all ages and abilities, except for the Sound to Olympics trail. The planned bicycle network includes multi-use trails (e.g., extensions of the Sound to Olympics trail) and projects that widen roadway shoulders. However, wide roadway shoulders without separation from adjacent traffic are not all ages and abilities facilities. The bicycle project identification methods described in this section focused on establishing safe and comfortable facilities for people of all ages and abilities and creating a connected network that supports equitable access to island destinations. The project team carefully considered balancing impact to the green and scenic character of the island's rural roadways by identifying off-street alternatives to on-street bike facilities when possible.

### Key Bicycling Gaps

The project team used the key bicycle-specific gaps listed below to guide the identification of bicycling projects, programs, and policies that address barriers and opportunities to improve the experience of bicycling on the island:

- People walking or biking were involved in 8% of the total collisions on Bainbridge Island between 2007 and 2019. However, more than half the collisions resulting in a fatality or serious injury involved someone walking or bicycling.
- SR 305 is a high-crash corridor that is uncomfortable to walk and bicycle along and across.
- Nearly a third of Bainbridge Island roads have the highest levels of bicycle traffic stress.
- Many of the roads within a 10-minute walk or bike ride to schools lack all ages and abilities walking and bicycling facilities.
- The Sound to Olympics Trail is the Island's only all ages and abilities bicycle facility.

### Bicycling Project Identification Methods

- **Implement the island-wide planned bicycle network.** The project team referenced Bainbridge Island's planned bicycle network from the Island-Wide Transportation Plan (IWTP), including the Non-Motorized System Plan, Core 40 network, and supporting Non-Motorized Transportation Advisory Committee (NMTAC) documentation.<sup>1</sup> Additionally, the project team used feedback from STTF members to identify bicycling projects that connect to or expand upon the Island's planned bicycle network.
- **Improve or provide alternative routes to segments with high levels of traffic stress and/or with a history of collisions involving people bicycling.** The project team used both crash and bicycle level of traffic stress (LTS) analyses to identify segments of the existing and planned bicycle

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<sup>1</sup> City of Bainbridge Island, Multi-Modal Transportation Advisory Committee (formerly NMTAC), <https://www.bainbridgewa.gov/237/Multi-Modal-Transportation-Advisory-Comm>

network for improvement. If a parallel route with lower traffic stress was available, the project team identified that route for bicycle facility improvements to provide a low-stress alternative to the high-stress or high-crash segment on the existing or planned bicycle network. If an alternate route was not available, the project team proposed projects that would upgrade existing or planned bicycle facilities to an all ages and abilities facility with the lowest levels of traffic stress.

- **Provide fully separated, off-street bicycle facilities wherever feasible.** The project team identified opportunities for off-street bicycle facilities by evaluating whether an existing or planned trail connection could be a feasible alternative to an on-street bikeway. Segments of the planned and existing bicycle network with high LTS or a history of collisions involving people bicycling were evaluated for off-street facilities.
- **Connect destinations, including schools, designated centers, commercial nodes, and parks with all ages and abilities bike facilities.** The project team evaluated Bainbridge Island's existing and planned bicycle network to identify projects that could provide all ages and abilities bicycle connections to community destinations. Where connections to important destinations did not exist in the planned bicycle network, the project team identified new bicycle network connections.
- **Provide connections across SR 305 and connect to existing bike facilities, including the Sound to Olympics trail.** SR 305 is a barrier in the island's bicycle network with limited crossings and no bicycle facilities north of High School Rd NE. The project team identified enhanced bicycle crossings of SR 305 as well as connections between SR 305 and existing facilities, especially the Sound to Olympics trail.
- **Connect the island's bicycle network to other elements of the sustainable transportation network.** The project team identified bicycle projects that connect to transit stops, trails, and other potential sustainable transportation facilities on the island to ensure maximum network connectivity and provide people with sustainable mobility choices.

## Walking and Rolling

Bainbridge Island's walking and rolling network is comprised of formal sidewalks concentrated in the Winslow area, the Sound to Olympics trail, and off-street soft surface trails in natural areas. The island's existing walking and rolling network does not provide widespread accessible connections to community destinations outside of Winslow, including schools, designated centers, healthcare facilities, and other essential services. Unimproved roadway shoulders and soft-surface natural trails are not accessible for people with mobility limitations. Traffic-controlled crossings of SR 305 and other busy arterials are limited for people walking and rolling.

The walking and rolling project identification methods described in this section aim to fill gaps between existing sidewalks, formalize and improve the accessibility of the island's trail network, and create connections between trails, community destinations, and bus stops. The project team looked for opportunities to provide new walking connections—both pathways and street crossings—at street ends or through available right-of-way where new connections could make walking more direct and convenient. Finally, the project team gave special attention to identifying walking and rolling projects both along and across streets with high traffic volumes and speeds and near destinations such as schools, bus stops, and community services that attract vulnerable travelers.

## Key Walking and Rolling Gaps

The project team used the key walking-specific gaps listed below to guide the identification of projects, programs, and policies that could address barriers and opportunities to improve walking and rolling on the island:

- Bainbridge Island's accessible pathways are concentrated in Winslow.

- Bainbridge Island’s trail network includes more than 50 miles of trails. However, trails are disconnected from each other, which can limit their use for transportation.
- People walking or biking were involved in 8% of the total collisions on Bainbridge Island between 2007 and 2019. However, more than half the collisions resulting in a fatality or serious injury involved someone walking or bicycling.
- SR 305 is a high-crash corridor that is uncomfortable to walk and bicycle along and across.
- Many of the roads within a 10-minute walk or bike ride to schools lack all ages and abilities walking and bicycling facilities.
- First/last mile connections to transit are challenging due to limited sidewalks and bike facilities near bus stops.
- Access to sustainable transportation options is inconsistent across the island.

### Walking and Rolling Project Identification Methods

- **Ensure all community destinations are served by accessible walking and rolling pathways.** The project team used existing sidewalk network data along with a 10-minute walkshed analysis to highlight streets within a 10-minute walk of community destinations that are missing accessible sidewalk connections. Community destinations include the island’s top employers, designated centers, commercial nodes, schools, parks, healthcare centers, and civic destinations, such as libraries and community centers. The team identified potential projects to provide new sidewalk connections, connect segments of existing sidewalk, or upgrade trail connections to accessible pathways.
- **Connect and improve the visibility of the island’s walking network.** The project team reviewed the island’s existing sidewalk and trail network for potential connections between walking and rolling facilities. Project ideas include new walking and rolling connections at street ends and through available right-of-way to create direct connections that make walking and rolling more convenient. The project team identified opportunities to make the walking and rolling network more visible with wayfinding or signage improvements. Where trail access points are overgrown or difficult to recognize, the project team identified projects to improve route visibility through natural areas.
- **Improve the safety and comfort of walking and rolling along corridors with high traffic volumes and speeds and high-crash corridors.** The project team reviewed crash data, average vehicle volumes, and prevailing speeds along the island’s arterial roadways to highlight opportunities to make walking and rolling safer and more comfortable. The project team identified opportunities to build sidewalks or create more separation from traffic along corridors with high speeds and traffic volumes. Intersections with a history of collisions involving people walking and rolling are candidates for crossing improvements, as are long stretches of roadway near destinations that lack safe crossings.
- **Ensure safe walking and rolling connections for students traveling to school.** The project team identified potential walking and rolling improvements within the 10-minute walkshed of schools to improve network connectivity and safety for students. The project team identified projects on streets within a 10-minute walk of schools that would enhance connections from schools to nearby destinations, bus stops, and the trail network. Programs to improve the student journey to school include a formal Safe Routes to School program to encourage and educate families about safe walking and rolling to school and an ongoing school zone improvement program to install safety treatments, such as traffic calming, speed enforcement, and school zone signage.
- **Improve walking and rolling connections along and across SR 305, especially connecting to Kitsap Transit stops.** Walking and rolling facilities extend the reach of transit when people can safely and conveniently begin or end their transit trip with an active transportation connection. SR 305 is



Bainbridge Island's highest ridership transit route. The project team reviewed the walking network connectivity to bus stops along SR 305 and identified projects where walking and rolling facilities do not connect to bus stops. Additionally, SR 305 is a barrier in the walking and rolling network because it lacks facilities along and across the corridor. The project team integrated recommendations from STTF members and past planning efforts to include SR 305 crossing improvements and opportunities to build sidewalks or trails along the SR 305 corridor.

- **Improve connections in areas with higher concentrations of people who may rely on walking and rolling.** The project team identified areas where walking and rolling facilities are lacking near community destinations that provide essential services or serve vulnerable travelers. Destinations like senior housing, pharmacies, healthcare facilities, social service providers, and employers with predominantly low-income jobs are places that may be frequently accessed by people who rely on walking or rolling. The project team used demographic analysis to highlight areas of Bainbridge Island that are home to higher concentrations of people of color, people with low incomes, people with disabilities, younger people, and older people to identify walking and rolling improvements that could help to alleviate the disproportionate burden these populations may experience in the island's mobility system.

## Transit and Shared Mobility

Bainbridge Island's transit and shared mobility network includes bus and BI Ride services operated by Kitsap Transit and ferry service operated by Washington State Ferries. BI Ride is a shared-ride service that operates on Bainbridge Island by rider request and by serving scheduled stops. Kitsap Transit and Washington State Ferries are key partners already working to advance the Sustainable Transportation Plan goals to reduce transportation-related greenhouse gas emissions, provide alternatives to driving alone, and improve the comfort and convenience of traveling by transit and shared modes. Bainbridge Island's sustainable transportation network accommodates both local and regional travelers who regularly make trips to and through the island.

The project team identified opportunities to extend the reach and convenience of transit and shared modes for both intra-island trips and regional travel, including using the water for transportation with passenger-only ferry service. Bridging transit connection gaps, improving passenger facilities, enhancing the convenience and reliability of transit, and making travel by shared modes accessible to all were areas of focus in identifying potential transit and shared mobility projects, programs, and policies.

## Key Transit and Shared Mobility Gaps

The project team used the key transit- and shared mobility-specific gaps listed below to identify projects, programs, and policies that address barriers and opportunities to improve the experience of taking the bus and traveling by shared modes on the island:

- Bainbridge Island's transit routes focus on connections to the ferry terminal with few direct connections between island destinations outside of Winslow.
- Only half of the island's 10 highest ridership bus stops have a sheltered place to wait for the bus.
- Several important community destinations do not have sustainable transportation connections.
- Bainbridge Island lacks widespread electric vehicle (EV) charging infrastructure to support electric, zero-emission mobility options.
- Many people who work on Bainbridge Island live off-island due to a limited number of high-wage jobs coupled with very high housing costs. This translates to longer commutes that are often difficult to make by sustainable modes.
- Lack of convenient alternatives to driving alone and free parking contribute to parking pressure in downtown Winslow and at the ferry terminal.

- Limited regional connectivity contributes to congestion on SR 305 and puts pressure on the Agate Pass Bridge and the Bainbridge Island ferry terminal.

### Transit and Shared Mobility Project Identification Methods

- **Improve transit and shared mobility connections between island destinations.** The project team reviewed the existing transit routes that serve Bainbridge Island and highlighted opportunities where transit connections between island destinations are lacking. Most areas of the island are well-served by existing Kitsap Transit routes; however, travelers are required to connect through the ferry terminal, which makes trips longer and much less direct. Key destinations for direct transit connections include designated centers, commercial nodes, parks, and schools. Changes to existing Kitsap Transit routes, new routes, or Bainbridge Island-operated circulator shuttles are among the potential investments that could provide more transit and shared mobility connections between island destinations.
- **Increase the convenience of transit with more service on Bainbridge Island.** Currently, Kitsap Transit service on Bainbridge Island runs only during peak hours on weekdays. The project team identified potential investments in midday, evening, and weekend transit service to improve the convenience of transit throughout the day and week. A partnership between the City of Bainbridge Island and Kitsap Transit to fund more service is a potential programmatic investment that would attract more riders for intra-island travel.
- **Electrify transit and shared mobility to provide carbon-neutral mobility choices.** Both Kitsap Transit and Washington State Ferries are implementing ambitious work plans to electrify their bus and ferry fleets that serve Bainbridge Island. The City of Bainbridge Island could be a partner in providing electric mobility choices and increasing access to electric transit on the island. The project team identified opportunities for widespread electric vehicle and e-bike charging infrastructure along with more electric, shared mobility options and a network of mobility hubs to improve access to carbon-neutral mobility options.
- **Provide and support shared mobility choices.** Currently, BI Ride and bus services provided by Kitsap Transit are the only shared mobility choices on Bainbridge Island. The project team documented big ideas from community members and feedback from the STTF that identified e-bike and car-sharing programs, incentives for shared-ride services, and first/last mile on-demand rideshare connecting to transit as potential shared mobility programs.
- **Connect sustainable mobility choices with a network of mobility hubs.** Mobility hubs are connection points where sustainable transportation choices come together to support seamless connections between modes. The project team used STTF feedback to identify potential mobility hub locations across the island. These points of connection would be well-served by transit and shared mobility options, connected to neighborhoods and nearby destinations by the walking and bicycling network, and designed to provide a high-quality experience with amenities, wayfinding, and real-time information. Winslow, the ferry terminal, and the island's designated centers are natural mobility hubs. Transit stops, park-and-rides, commercial centers, and schools are potential secondary hubs.
- **Ensure all of Bainbridge Island's top ridership bus stops and stops along SR 305 have high-quality passenger amenities.** The project team reviewed transit ridership on Bainbridge Island to identify stops with the highest number of average daily riders. These stops are candidates for passenger facility improvements, such as installation of a bus shelter, lighting, and furnishings. The high volume of high-speed traffic along SR 305 makes waiting for the bus an unpleasant experience. As the island's top transit ridership corridor, all stops along SR 305 should have a sheltered, well-lit place to wait for the bus. The project team also identified projects to improve accessible walking, rolling, and bicycling connections to transit stops along with end-of-trip facilities such as secure long-term bicycle parking to support connections to transit.

- **Create sustainable transportation choices for off-island connections and regional travel.** Bainbridge Island’s transportation system—especially SR 305, the Agate Pass Bridge, and connections to the ferry terminal—carries many regional trips to and from Kitsap County destinations and beyond. The project team documented both STTF and community feedback regarding a need for enhanced regional travel options. Potential projects could provide alternatives to traveling through the Bainbridge Island ferry terminal, such as passenger-only ferry service connecting Bainbridge Island to regional destinations such as Bremerton or additional ferry service connecting Poulsbo to downtown Seattle. Shuttles connecting to the ferry terminal, enhanced park-and-rides, and mobility hubs could incentivize transfers to transit and connect regional travelers to and from the ferry terminal.
- **Implement transportation demand management (TDM) strategies to alleviate congestion and parking pressure.** The project team documented public feedback and identified a range of strategies to alleviate congestion along SR 305 and alleviate parking pressure in downtown Winslow and near the ferry terminal. TDM strategies range from incentives to walk, bike, take transit, or use shared mobility to disincentives to driving alone, including charging for road use or parking. For example, providing free transit passes for students, residents, or employees could incentivize transit use. STTF feedback was used to identify a potential program focused on circulation improvements and curbspace management strategies for downtown Winslow.

## Programs and Policies

Programs and policies complement projects by supporting sustainable travel behavior with initiatives and regulations that encourage or compel people to use sustainable transportation, educate people about mobility choices, reinforce safe travel behavior, or disincentivize unsustainable travel choices. Programs and policies are opportunities for partnerships with community organizations and agencies to support ongoing, active management of strategies to advance sustainable transportation. The project team documented public feedback and ideas from the STTF on education, encouragement, and enforcement programs and policies that would address the unique barriers to sustainable transportation on Bainbridge Island. The project team also integrated local and national best practices for sustainable transportation programs and policies, including Vision Zero, Safe Routes to School, programs to support electric shared mobility, policies to integrate land uses and funding mechanisms, and partnerships with agencies, including Washington State Ferries and Puget Sound Energy.

The list of potential programs and policies addresses the barriers to sustainable transportation and unmet needs identified in the Gap Analysis. Ranging from community education and demonstration programs to strategies to improve multimodal access in Winslow and near the ferry terminal to incentives for emissions-free travel, programs and policies are based on community feedback and tailored to the unique needs of Bainbridge Island residents, workers, and visitors. Programs and policies are predominantly island-wide, but may be targeted in high priority areas, such as near schools, at transit stops, along high-crash corridors, or in areas of new development.

## Next Steps

City of Bainbridge Island staff will meet with Sustainable Transportation Task Force members and other stakeholders to review the draft list of projects, programs, and policies. Following this review and final revisions to the evaluation framework, the project team will score potential investments to elevate those that best align with and advance plan goals. The project team will then work with the STTF to assemble potential investments into scenarios that will illustrate tradeoffs and potential futures that could be achieved with different combinations of projects, programs, and policies. These scenarios will be shared with the community to gather feedback and shape a recommended list of near-term and longer-term actions for the Sustainable Transportation Plan.