



Proposed Evaluation Framework Approach

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

- **Inventory of Planned Projects:** The Sustainable Transportation Plan will build upon the foundation set by past island-wide transportation and land use planning efforts by inventorying planned projects.
Outcome: Inventory of planned projects to inform the gap analysis and planning for complete networks
- **Gap Analysis and Project Identification:** To supplement planned projects, the gap analysis will help to highlight where there are unmet needs and opportunities for improvement in Bainbridge Island's transportation system.
Outcome: Gap analysis findings that demonstrate where projects and programs are most needed to achieve plan goals and objectives
- **Project and Program Identification:** With the support of the Sustainable Transportation Task Force (STTF), the project team will identify potential projects and programs to address unmet needs and advance plan goals.
Outcome: List of potential projects and programs that directly addresses unmet needs and opportunities for improvement and responds to community and STTF feedback
- **Evaluation Framework:** After assembling potential projects, programs, and policies, the project team will apply an evaluation framework to screen and score these potential strategies. The framework will help to elevate the projects, programs, and policies that best align with and advance plan goals.
Outcome: Ranked list of projects and programs based on metrics that advance Sustainable Transportation Plan goals
- **Scenario Development:** The project team will use the scored projects, programs, and policies to shape scenarios that illustrate tradeoffs and potential futures that could be expected with different combinations of investments.
Outcome: Scenarios, or groupings of high-scoring projects and programs that illustrate how investments interact to achieve plan goals and objectives
- **Prioritized Strategies:** Based on public and Council input, the project team will work with the STTF to identify a preferred scenario and priority projects, programs, and policies for the Sustainable Transportation Plan.
Outcome: Prioritized list of projects, programs, and policies to inform the near-term action plan

This memorandum outlines an updated evaluation framework approach for the Sustainable Transportation Plan. This approach reflects the final goals and objectives and incorporates feedback from the Council discussion of the approach in September 2020. **The project team is seeking Council affirmation of this proposed evaluation framework approach and direction for further refinement prior to Council approval in December 2020.**



FINAL PLAN GOALS AND OBJECTIVES

The Sustainable Transportation Plan’s goals translate Bainbridge Island’s shared mobility values into specific outcomes. Establishing goals and objectives help to make the Island’s vision for sustainable transportation measurable. The project team will use plan goals and objectives as the basis for the evaluation framework and to identify criteria for scoring and prioritizing potential investments.

Table 1 Final Plan Goals and Objectives (11/03/2020)

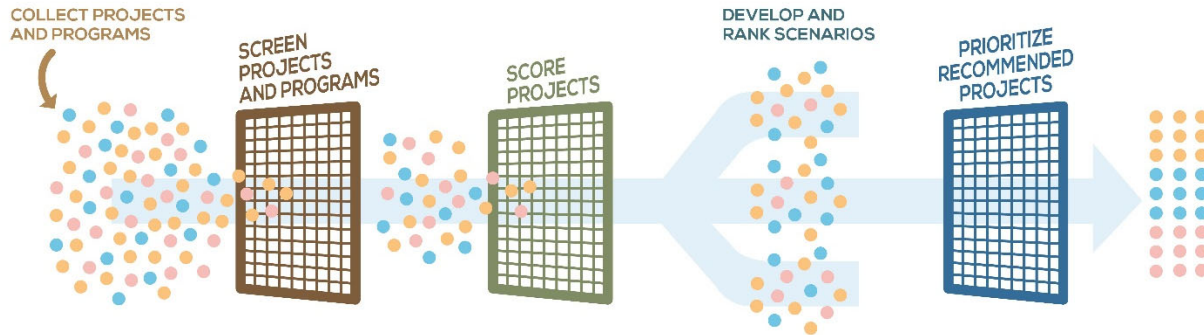
Goals <i>What we want to achieve</i>	Objectives <i>What must be accomplished</i>
Climate Action and Resilience Address the climate crisis to create a more resilient Bainbridge Island	<ul style="list-style-type: none"> ▪ Primary Objective: Reduce transportation-related emissions to help achieve the Island-wide goal of 90% greenhouse gas (GhG) emissions reduction by 2045 ▪ Reduce drive-alone trips to 40% of the Island’s mode share by 2045 ▪ Increase the proportion of electric vehicles and plug-in hybrid electric vehicles on the Island to 80% by 2045 ▪ Increase the number of short trips on the Island (less than 5 miles) made by sustainable modes
Natural Systems and Rural Character Enhance the health of Bainbridge Island’s natural systems and honor its rural character	<ul style="list-style-type: none"> ▪ Minimize environmental impact and complement the Island’s scenic and rural character through project design and implementation ▪ Preserve the Island’s tree canopy and expand green stormwater infrastructure
Safety and Comfort Create transportation networks that protect and prioritize the most vulnerable travelers	<ul style="list-style-type: none"> ▪ Achieve zero collisions by 2045 ▪ Implement a complete all ages and abilities walking, rolling, and biking network tailored to the local context by 2045 ▪ Ensure that all students attending first grade and higher can safely walk or bike from home to school
Equity and Accessibility Eliminate disproportionate burden in our mobility system, focusing on younger and older people, people of color, low-income people, and women	<ul style="list-style-type: none"> ▪ Ensure equal access to mobility options for all people on Bainbridge Island ▪ Increase affordability and reduce overall household transportation costs ▪ Increase the percentage of roadways and paths that are fully accessible ▪ Increase miles of dedicated, buffered cycling, walking, and rolling pathways for all ages and abilities ▪ Achieve a 50/50 gender mode split for bicycling on the Island by 2045
Connected and Convenient Develop an integrated mobility system that connects destinations with sustainable travel options	<ul style="list-style-type: none"> ▪ Increase street, trail/greenway, and sidewalk network connectivity to reduce walking and biking travel time ▪ Increase physical activity by making it easy and safe to walk, bike, and roll daily ▪ Increase access to schools, jobs, parks, essential services, affordable and senior housing, and basic life needs ▪ Create community gathering places that connect high-quality infrastructure and service with amenities
Implementation and Funding Expand available resources to advance community priorities and complete networks	<ul style="list-style-type: none"> ▪ Align City-wide investment decisions with Sustainable Transportation Plan goals through the annual budgeting process ▪ Balance cost-effective, “quick win” projects with high impact, “big move” projects ▪ Eliminate administrative barriers to rapid implementation ▪ Bring the existing system into a state of good repair by 2045

EVALUATION FRAMEWORK FOR PROJECTS AND PROGRAMS

The evaluation framework process depicted in Figure 1 uses Sustainable Transportation Plan goals and objectives to shape a decision-making approach that elevates investments that are most closely aligned with Bainbridge Island’s desired sustainable mobility future. The project team recommends a four-step process to screen, score, and prioritize projects, programs, and policies for funding and implementation.

The steps are described below, including specific criteria based on the project goals and objectives. These criteria will be used to support the scoring and prioritization steps in the process.

Figure 1 Evaluation Framework Process



Step 1: Screening

Purpose: Filter potential projects, programs, and policies for alignment and appropriateness

Once projects, programs, and policies have been identified by the project team and the Sustainable Transportation Task Force and affirmed by Council for evaluation, the team will screen the list. Screening focuses on organizing investments and sorting them by potential funding sources. The screening process will remove any projects, programs, and policies that are misaligned with the plan’s goals and objectives. Projects that fall outside of Bainbridge Island’s jurisdiction will be maintained through the screening process to provide a full picture of investments for the scenarios. Questions to consider during screening include the following:

- Is the improvement a project, program, or policy?
- Is the improvement redundant with another? Should they be consolidated or defined differently?
- Is the improvement attached to a specific geography? If so, is it on a state, county, or local road?
- Is the improvement within the purview of Bainbridge Island’s responsibilities?
- Is the improvement one that is included within an ongoing program (e.g., filling potholes through regular maintenance)?

Outcome: “Clean” set of projects, programs, and policies

Step 2: Scoring

Purpose: Rank potential projects and programs to elevate those most aligned with plan goals

Scoring is used to assess how well projects and programs align with plan goals and objectives. The project team is seeking feedback from Council on the geographic criteria (i.e., those that can be mapped) and the qualitative criteria (i.e., those that require judgement) that would be used to score potential projects and programs. These criteria are outlined in Table 2. As the criteria are used, Council may choose to weight goals or criteria in different ways to best match Bainbridge Island’s values, needs, and technical priorities.

Using geographic criteria to score potential capital improvement projects makes it possible to evaluate many projects quickly. Adding qualitative criteria to project scoring provides an opportunity to capture more nuance in this step of the process; this is recommended for the Sustainable Transportation Plan due to the unique character of Bainbridge Island and the diversity of projects the team expects to evaluate. All projects, regardless of their type, will be scored with the same geographic and qualitative criteria. Programs and other non-infrastructure recommendations that are not tied to a specific location will be scored using the qualitative criteria only.

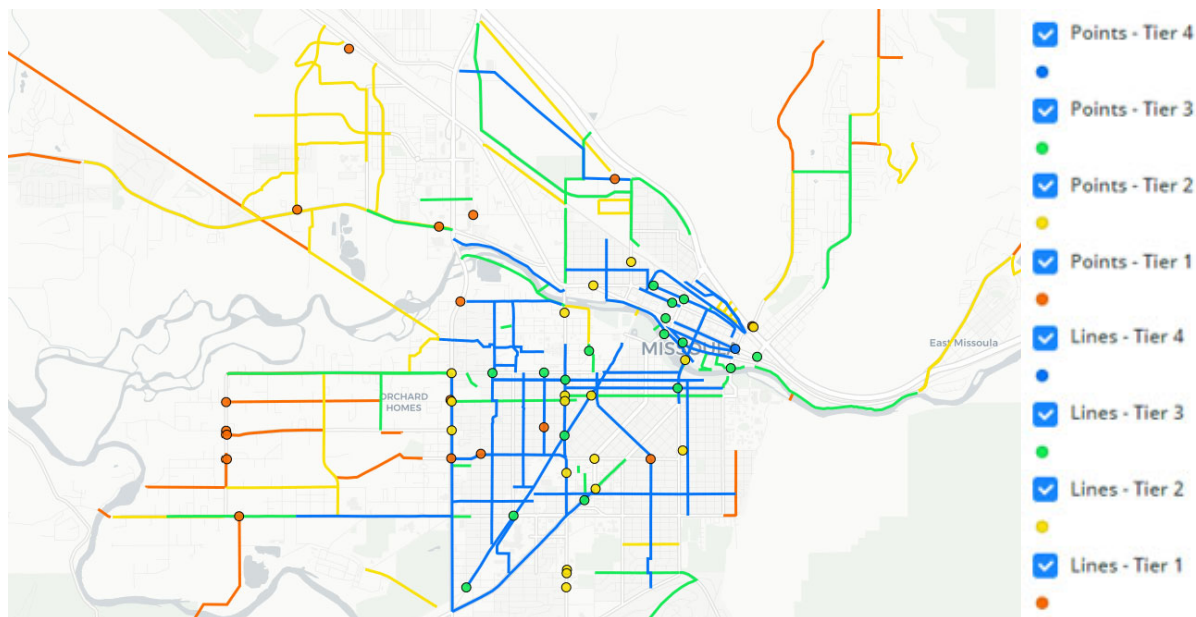
The project team will use a GIS-based tool to support the geographic project scoring. The tool will assign point values across criteria based on a project's type and description; this helps to assess a project's ability to advance the Sustainable Transportation Plan goals and achieve the objectives. Qualitative scores—which will be developed by the project team in partnership with the Sustainable Transportation Task Force—will be added to the geographic scores. Scores will be normalized to reflect the different number of criteria used for projects and programs.

Rather than reporting individual project or program scores, the team will create “tiers” to identify the groups of projects and programs that do the most to advance the plan's goals. This approach allows Council and the public to understand relative value rather than focusing on what could be a rather meaningless difference of a single point between two very valuable projects. If Council is interested in weighting specific Sustainable Transportation Plan goals to reflect a greater degree of priority, the project team will develop weighted scores to illustrate how projects perform relative to specific outcomes.

Figure 2 and Figure 3 depict example outputs from similar project scoring processes. Projects scored with geographic criteria are mapped by tier in Figure 2. The matrix in Figure 3 reflects projects that were scored against weighted criteria, both geographic and qualitative.

Outcome: Scored list of projects and programs—presented in tiers—to be used for scenario development

Figure 2 EXAMPLE Map of Project Scoring with Geographic Criteria (Source: Missoula, MT)



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Figure 3 *EXAMPLE* Matrix of Project Evaluation Framework and Scores (Source: Seattle, WA)

ID	Project Name	Safety			Connectivity and Mobility			Equity			Livability			Implementation			Community Input			Total Unweighted	Total Weighted Score	Sector	Tier
		2	2		2	2	2	2	2	2	2	2	2	2	2	2	2	2	2				
1	NE 130th St Overpass and Shared use Sidewalk	0	2	2	2	2	2	2	0	0	0	0	0	1	0	2	2	2	17	0.78	W	1	
2	N 145th St Crossing (West of I-5)	0	2	0	1	1	2	2	0	0	2	2	1	1	0	2	2	1	14	0.55	W	1	
3	N 130th St Corridor Improvements (SR 99 to the NE 130th St Overpass 1st Ave NE Improvements (South of N 130th St)	Y	2	2	2	1	2	2	2	0	2	2	2	2	2	2	2	2	22	0.85	W	2	
4	Corliss Ave N Neighborhood Greenway	0	2	2	1	1	2	2	2	0	0	2	1	1	2	2	1	2	19	0.75	W	2	
5	Roosevelt Way N Neighborhood Greenway	0	1	2	1	1	2	2	0	0	0	0	2	1	2	2	1	2	15	0.61	W	2	
6	N 137th St Neighborhood Greenway	0	2	2	1	1	2	2	0	0	2	2	1	1	2	2	1	2	17	0.68	W	3	
7	Ashworth Ave N Neighborhood Greenway	0	2	2	1	1	2	2	0	0	2	2	1	1	2	2	1	2	19	0.71	W	3	
8	Jackson Park Trail Improvements	0	1	2	1	0	2	2	0	0	0	0	2	1	2	2	1	2	14	0.57	W	3	
9	Jackson Park Trail Improvements	0	2	2	2	2	0	2	2	0	1	2	1	1	2	2	0	2	19	0.71	NE	1	

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Table 2 Proposed Scoring Criteria for Council Feedback

Goal	Geographic Criteria	Qualitative Criteria
Climate Action and Resilience	<ul style="list-style-type: none"> ▪ Climate Change: Investment will reduce vehicle miles traveled (VMT), single-occupancy vehicle (SOV) trips, or emissions ▪ Resilience and Adaptation: Investment includes plantings, green stormwater infrastructure, or other treatments that mitigate the anticipated impacts of climate change 	<ul style="list-style-type: none"> ▪ Electrification: Investment supports the use of shared electric mobility options ▪ Climate Change: Investment contributes to improved air quality outcomes ▪ Mode Share: Investment includes education or encouragement elements to change behavior
Natural Systems and Rural Character	<ul style="list-style-type: none"> ▪ Environmental Protection: Investment minimizes impact on critical areas and protected habitat areas ▪ Scenic and Rural Character: Investment improves off-street sustainable transportation connections to minimize impact to the green and scenic character of the Island's roadways 	<ul style="list-style-type: none"> ▪ Scenic and Rural Character: Investment includes opportunities for native species and tree plantings, habitat enhancements, and/or green stormwater infrastructure
Safety and Comfort	<ul style="list-style-type: none"> ▪ Crash Reduction: Investment is located at or within ¼ mile of a high-crash corridor or intersection ▪ Bicycle/Pedestrian Safety: Investment will improve bicycle/pedestrian safety within ¼ mile of a high-crash or high level of stress corridor or intersection ▪ Access to School: Investment is within ½ mile of or provides direct access to a school ▪ Access to Senior Housing: Project provides direct access to existing or planned senior housing 	<ul style="list-style-type: none"> ▪ Sense of Safety: Investment improves perceived sense of safety and/or addresses public feedback on near-miss collisions ▪ Dedicated Space: Investment creates dedicated space separate from traffic for walking, rolling, and bicycling
Equity and Accessibility	<ul style="list-style-type: none"> ▪ Equity: Investment is in an area with a high concentration of younger or older people, low-income people, people of color, or people with disabilities ▪ Affordability: Investment is in an area with a high concentration of rent-burdened households or low-income residents ▪ Accessibility: Investment helps to create an ADA-accessible connection or facility 	<ul style="list-style-type: none"> ▪ Affordability: Investment provides low-cost mobility options and/or specifically serves low-income residents or workers ▪ Gender Mode Split: Investment specifically serves women and female-identifying people
Connected and Convenient	<ul style="list-style-type: none"> ▪ Modal Density: Investment increases network density for non-auto modes (sidewalk, bike, trail, transit network) ▪ Link-Node Ratio: Investment increases street connectivity and intersection density ▪ Transit Access: Investment closes a gap, removes a barrier, or improves transit operations within ½ mile of a Kitsap Transit stop or the ferry terminal ▪ Sustainable Growth: Investment is located within or provides direct access to a designated center ▪ Access to Destinations: Investment provides multimodal access within ½ mile of or expands multimodal access to an essential service, childcare facility, park, trail, or health provider 	<ul style="list-style-type: none"> ▪ Ease of Access: Investment removes a barrier to and/or enhances the experience of accessing and using sustainable transportation ▪ Physical and Digital Connections: Investment supports physical and/or digital connections between sustainable mobility options
Implementation and Funding	<ul style="list-style-type: none"> ▪ Leverage Planned Investments: Investment connects to a planned capital project ▪ State of Good Repair: Investment improves pavement or transit facility with fair or poor condition rating 	<ul style="list-style-type: none"> ▪ Feasibility: Investment is cost-effective, feasible, and not overly complex ▪ Near-Term: Investment could be implemented in the next five years ▪ Interagency Partnership: Investment leverages interagency resources

Step 3: Developing Scenarios

Purpose: Envision Bainbridge Island’s mobility future through different combinations of modal investments and programmatic and policy changes

After scoring projects and programs, the team will work with the Sustainable Transportation Task Force and Technical Advisory Team to shape top-scoring investments (i.e., those in the top two tiers) into three scenarios. The scenarios will include capital projects as well as programs and policies. Scenarios will help the Bainbridge Island community understand how specific combinations of investments can advance the Sustainable Transportation Plan goals in different ways. Scenarios support objective, transparent, and informed decision-making about where to invest resources to achieve plan goals.

A key opportunity in developing the Sustainable Transportation Plan is to evaluate and communicate the benefits of a future multimodal transportation system. *The scenario planning approach will support analysis of possible investments to illustrate how Bainbridge Island can maximize value in its transportation decisions.* Scenario planning will help the Bainbridge Island community:

- Understand how specific multimodal strategies interact to improve performance and help the Island meet its sustainable transportation goals;
- Illustrate the relative tradeoffs associated with transportation performance goals and targets; and
- Identify performance measures, develop baseline data, and confirm methods Bainbridge Island can use to monitor and track progress.

There are many ways to shape transportation scenarios, including by modes, by desired outcomes, and by community priorities. The approach to scenario development and evaluation for Bainbridge Island must be tailored to the Island’s specific needs and reflect the values and goals expressed by the community. Therefore, we recommend using a **community priorities approach** to shape the scenarios.

In collaboration with City Council, the Task Force, and the Technical Advisory Team, the project team will create three scenarios that illustrate the types of projects and programs that will “move the needle” on Bainbridge Island’s goals. The scenarios must be distinct enough from one another to generate measurable results and differences in the analysis. The scenario analysis will allow Council and the public to understand how different types of investments advance the Sustainable Transportation Plan goals.

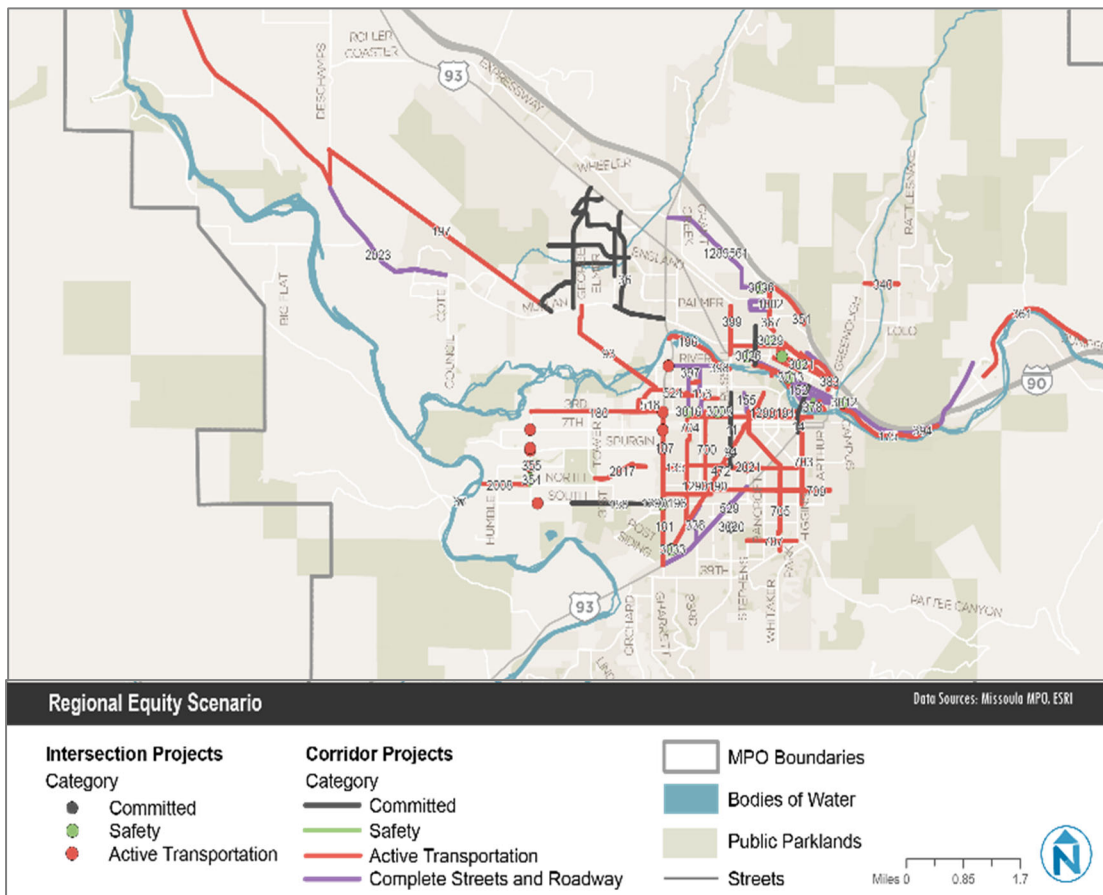
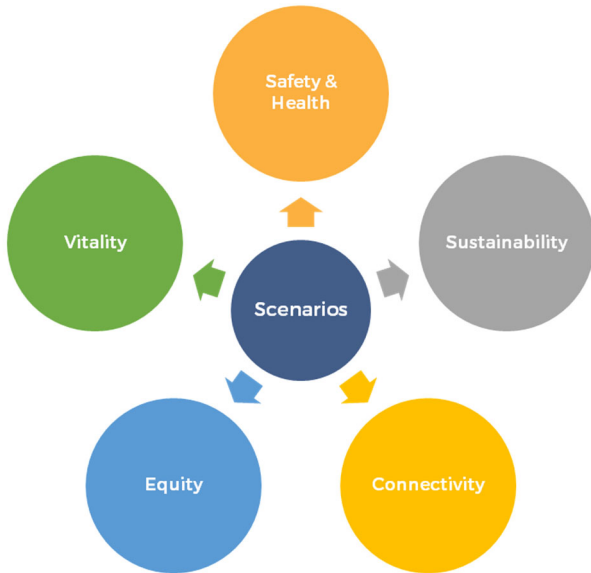
One example of how community priorities can be used to develop scenarios comes from a multimodal transportation plan in Missoula, MT. Missoula’s community priorities approach combines projects and programs that cover all modes of transportation to maximize desired outcomes. Although the scenarios are not yet final, the project types that are under consideration for Missoula’s scenarios include the following:

- **Safety Scenario** — This may include a particularly heavy emphasis on active transportation projects, especially those that provide physical separation between modes or advance a slow-speed network for walking and biking. This scenario could also include a focus on intersection improvements at high-crash locations, including crossing projects, new signals, and lighting.
- **Equity and Affordability Scenario** — This scenario could place a significant focus on transit investments, including new service, connections to transit, and stop and station amenities. Projects that feature accessibility improvements, such as ADA curb ramps and filling network gaps, might also be prioritized for this scenario.
- **Climate Scenario** — While this scenario would include projects that support all modes, it could focus on higher levels of investment in intelligent transportation system (ITS) projects to keep people moving, as well as programmatic investments such as demand management. Other project types for this scenario might include electric vehicle charging infrastructure and maintenance projects to preserve existing infrastructure.

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The five priorities Missoula is using to shape the transportation scenarios are shown in Figure 4 along with a map of the proposed regional equity scenario.




Figure 4 *EXAMPLE* Scenarios Based on Community Priorities (Missoula, MT)

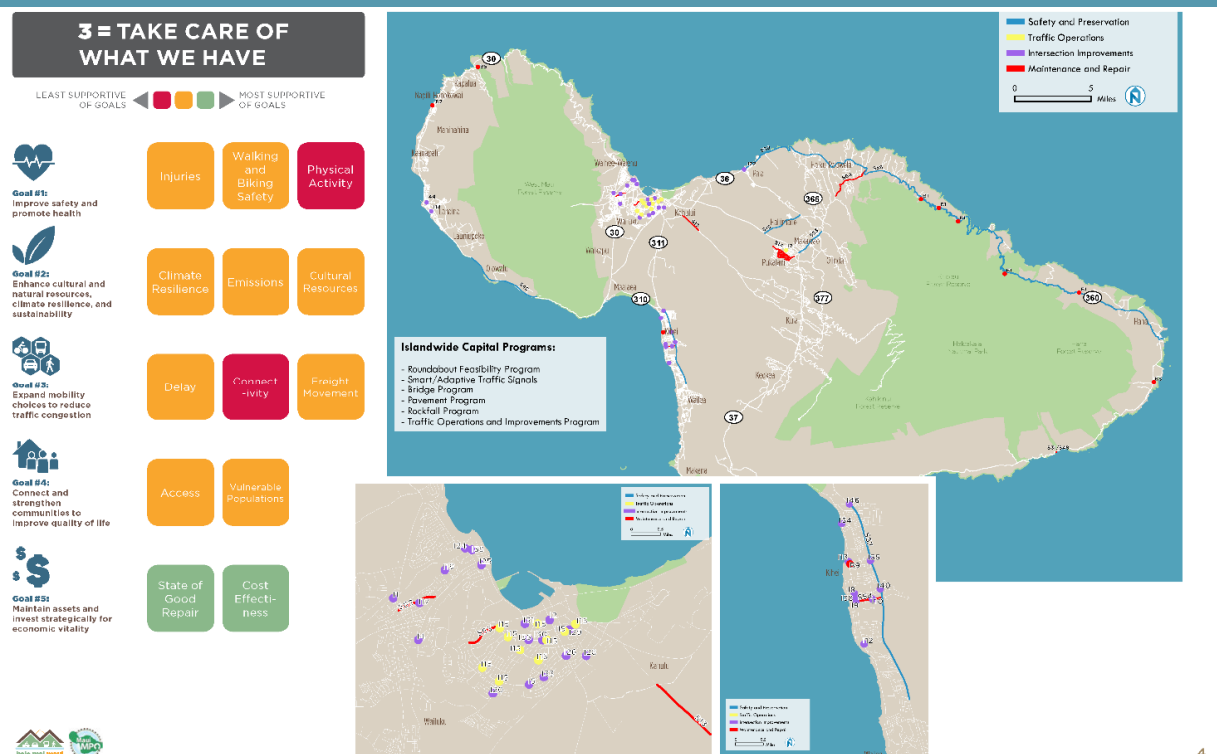


Public Engagement on Scenarios

The scenario process is designed to be responsive to stakeholder input and to incorporate direction in ways that foster productive dialogue about potential futures and tradeoffs. The Sustainable Transportation Plan's Phase 2 engagement in early 2021 will focus on sharing results by presenting packages of goal-focused, high-priority projects and programs. Public input will confirm whether the mix of priority projects and programs accurately reflects and advances the community's top mobility needs.

Example materials developed to support the public review of scenarios for Maui's Long-Range Transportation Plan are shown below. The top image illustrates how well each scenario addresses the project's goals, and the bottom image shows the projects and individual criteria that were assessed as part of one scenario.

HELE MAI MAUI GOALS & OUTCOMES	SCENARIO EVALUATION RESULTS		
	1 = PROVIDE NEW CONNECTIONS	2 = CREATE A MULTIMODAL SYSTEM	3 = TAKE CARE OF WHAT WE HAVE
Goal #1: Improve safety and promote health  <ul style="list-style-type: none"> Eliminate injuries and fatalities Improve safety for people walking and biking Increase physical activity 	LOW	HIGH	MED
Goal #2: Enhance cultural and natural resources, climate resilience, and sustainability  <ul style="list-style-type: none"> Improve climate resilience and adaptability of infrastructure Reduce transportation-related air emissions Protect or enhance cultural resources 	LOW	HIGH	MED
Goal #3: Expand mobility choices to reduce traffic congestion  <ul style="list-style-type: none"> Reduce delay Increase street, trail/greenway, and sidewalk network connectivity Improve freight and transit movement 	MED	HIGH	MED



Following public engagement, the project team will shape a recommended scenario of projects, programs, and policies for review with the Task Force, Technical Advisory Team, and Council. The recommended scenario is likely to be a combination of the three scenarios provided for public review, although it is possible that the public would overwhelmingly support one scenario over the others. After it is established, the recommended scenario will be used for the final step in the evaluation process.

Outcome: Sustainable transportation network scenarios that illustrate how varying combinations of projects and programs achieve plan goals and objectives for public input to inform a recommended scenario

Step 4: Prioritization

Purpose: Prioritize projects within the recommended scenario and develop a prioritized project list to inform the near-term action plan

With a recommended scenario in hand, the project team will collaborate with the Task Force and the Technical Advisory Team to answer questions about each project, program, and policy. This exercise will help to determine which investments are the highest priority given their need and potential value for Bainbridge Island. Potential prioritization questions will be more fully developed after scoring is complete (i.e., after Step 2), which will provide the opportunity to better understand the questions that will best differentiate between investments.

Example questions are shown in Table 3; there is overlap with these sample questions and the qualitative criteria proposed in Table 2. That is intentional at this stage in the planning process, and the project team will work with Council to refine the questions for prioritization in early 2021.

Table 3 Example Prioritization Questions

Goal	Example Questions
Climate Action and Resilience	<ul style="list-style-type: none"> ▪ Will the project contribute to our primary objective and reduce transportation-related emissions? ▪ Is the investment likely to decrease single-occupancy vehicle (SOV) mode share? ▪ Does the project improve resilience by including climate adaptation elements? ▪ Does the investment support zero-emission mobility?
Natural Systems and Rural Character	<ul style="list-style-type: none"> ▪ Does the project enhance the rural and scenic character of the island through its design, maintenance of mature trees, or natural habitat protection? ▪ Does the project improve or restore the island’s natural systems with green stormwater infrastructure, enhanced tree canopy, or plantings?
Safety and Comfort	<ul style="list-style-type: none"> ▪ Does the project include proven countermeasures to reduce crashes? ▪ Is the project likely to increase bicycle or walking mode share or increase physical activity? ▪ Does the project include a protected or fully separated walking, rolling, or biking facility?
Equity and Accessibility	<ul style="list-style-type: none"> ▪ Does the project have the potential to reduce household transportation costs by supporting non-automobile trips? ▪ Does the project address existing deficiencies in accessibility or facility design?
Connected and Convenient	<ul style="list-style-type: none"> ▪ Does the project improve access in an area with a need for more regional connectivity? ▪ Does the project strengthen the transportation system to provide more choices for people?
Implementation and Funding	<ul style="list-style-type: none"> ▪ Is the project in an advanced state of readiness (e.g., shovel ready, preliminary design)? ▪ Does the project have an identified funding source?

Outcome: Prioritized list of final projects and programs for the near-term action plan based on the recommended scenario

NEXT STEPS

When the gap analysis is complete and Council affirms the findings of the analysis (December 2020), the project team will work with the Sustainable Transportation Task Force to identify potential projects, programs, and policies that address the gaps. Following Council affirmation of the identified projects and programs for evaluation (anticipated in February 2021), the project team will begin to apply this evaluation framework to screen and score potential investments. The project team will share evaluation results with Council in March 2021.