



**City Council Study Session
Tuesday, March 17, 2026**

Council Chambers
280 Madison Ave N
Bainbridge Island, WA

and

Remote Meeting on Zoom
<https://bainbridgewa.zoom.us/j/92947338351>
or Telephone: US: +1 253 215 8782
Webinar ID: 929 4733 8351

Agenda

- 1. Call to Order / Roll Call - 6:00 pm**
- 2. Approval of Agenda / Conflict of Interest Disclosure - 6:05 pm**
- 3. Regular Business**
 - A. (6:10 pm) Receive 2025 Report and 2026 Workplan for the Utility Advisory Committee
 - B. (6:25 pm) Receive 2025 Report and 2026 Workplan for the Race Equity Advisory Committee
 - C. (6:40 pm) Receive Report on Mobility for Islanders: Recommendations to Address Transportation Access Gaps
- 4. Committee Reports - 7:10 pm**
- 5. Adjournment - 7:20 pm**

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City Council Study Session Agenda Bill **Tuesday, March 17, 2026**

Agenda Item: (6:10 pm) Receive 2025 Report and 2026 Workplan for the Utility Advisory Committee

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 15 Minutes

Recommendation:

I move to forward the Utility Advisory Committee's 2026 work plan to a future business meeting for consideration of approval.

Narrative:

The purpose of this presentation is to inform the City Council of the work performed by the Utility Committee (UAC) in 2025 and to propose a work plan of activities for 2026. One or more members of the Committee will present the work plan to the City Council.

The Committee serves to make recommendations to the City Council on actions to develop plans and address issues related to City utilities. The UAC works closely with the Public Works Director on developing the year.

A link to the administrative duties of the UAC can be found here:<https://www.codepublishing.com/WA/BainbridgeIsland/#!/BainbridgeIsland02/BainbridgeIsland02>

Staff concurs with the work plan as presented.

Fiscal Impact:

N/A

Community Engagement and Outreach:

None planned at this time.

Attachments:

1. Utility Advisory Committee 2025 Summary_2026 Work Plan



Department of Public Works Memorandum

Date: March 13, 2026

To: City Council

From: Utility Advisory Committee
Christopher Wierzbicki, PE, Public Works Director

Subject: **Utility Advisory Committee 2025 Summary and 2026 Work Plan**

Summary of 2025 Activities

- A. Larger work:
 - 1. Provided guidance and support for the 2025 Utility Rate Study and utility rate recommendations
 - 2. Provided guidance, support and recommendations for updates to the 2025-2030 Utility Capital Improvement Plan
 - 3. Provided guidance, support and recommendations for the adoption of the Stormwater System Plan
 - 4. Provided guidance, support and recommendations for the adoption of the Puget Sound Energy franchise agreement
 - 5. Provided guidance and support for updates to the Utility Element of the Comprehensive Plan
- B. Guidance on other issues: (ordered chronologically)
 - 1. Wastewater Treatment Plan (WWTP) capacity upgrades
 - 2. Winslow Water Tank Replacement project
 - 3. Waste Management Study
 - 4. Water System Business Plan
- C. Participated in sub-committee and offline discussions related to the following:
 - 1. Electrical Utility (Puget Sound Energy) Franchise and Memorandum of Understanding
 - 2. Ground Water Management Plan (GWMP)
 - 3. Evaluation of the future status of the Meadowmeer water system (private)

2026 Proposed Work Plan

- A. Recurring / Continuing Efforts
 - 1. Water System**

- a) Provide guidance and make final recommendations on adoption of the Water System Business Plan
- b) Provide guidance, support and recommendations for an interlocal agreement with KPUD on water system cooperation and inter-connections
- c) Provide guidance, support and recommendations for the 2027-28 Biennial Budget and the 2028-2032 Water Utility Capital improvement Plan

2. Sewer System

- a) Provide guidance, support and recommendations for an interlocal agreement with KPUD regarding the South Island Sewer System and Fort Ward Wastewater Treatment Plant
- b) Provide guidance and support for the ongoing work on the wastewater beneficial reuse project
- c) Provide guidance and make recommendations on adopting fat, oils and grease (FOG) / pre-treatment ordinance
- d) Provide guidance, support and recommendations for the 2027-28 Biennial Budget and the 2028-2032 Sewer Utility Capital improvement Plan

3. Storm and Surface Water Management (SSWM)

- a) Provide guidance, support and recommendations for the 2027-28 Biennial Budget and the 2028-2032 Sewer Utility Capital improvement Plan
 - b) Provide guidance and support on the development of the stormwater source control program
4. Provide guidance and support on the execution of utility capital projects
 5. Provide guidance and support for the adoption of the Groundwater Management Plan
 6. Provide guidance, support and final recommendations on Utility Element for Winslow Subarea Plan and Comprehensive Plan
 7. Provide guidance on the City's approach to solid waste management
 8. Continue subcommittee consultations with other COBI committees
 - a) ETAC and CCAC on Groundwater Management Plan
 - b) CCAC on PSE Memorandum of Understanding
 9. Host tour of utility facilities with new Council members

B. Emergent Issues

1. Respond to inquiries and requests from citizens, COBI staff and Council

Approved by UAC on November 20, 2025

Andy Maron
Wanda Schulze
Svend Brant-Erichsen
Charles Averill, Co-Chair
Sheina Hughes
Martin Pastucha
Ted Jones, Co-Chair



City Council Study Session Agenda Bill **Tuesday, March 17, 2026**

Agenda Item: (6:25 pm) Receive 2025 Report and 2026 Workplan for the Race Equity Advisory Committee

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 15 Minutes

Recommendation:

I move to forward the 2026 Workplan for the Race Equity Advisory Committee to a future business meeting for consideration of approval.

Narrative:

The purpose of this presentation is to inform the City Council of the work performed by the Race Equity Advisory Committee (REAC) in 2025 and to propose a work plan of activities for 2026.

REAC serves to provide informed recommendations to the City Council on programmatic, community, and legislative options to address and rectify systemic and structural racism and bias within government and law enforcement. REAC works closely with the Equity and Inclusion Manager on developing a work plan for the year.

Staff concurs with the work plan as presented.

Fiscal Impact:

Community Engagement and Outreach:

Attachments:

1. 2026 REAC Workplan

Race Equity Advisory Committee

2025 Annual Report and 2026 Workplan

Members

Position 1: Lynn Beck

Position 2: Eric Stahl

Position 3: Caitlin Lombardi

Position 4: Olivia Hall

Position 5: Dashiell Tibballs

Position 6: Nora Kim

Position 7: Jing Fong

Council Liaison: Brenda Fantroy-Johnson

Staff Liaison: Anshu Wahi

2025 Activities

- Responded to and initiated discussions with Council on recommendations for policy, actions, and community engagement, including issues arising on a national level
- Urged and supported Council's reaffirmation of the Welcoming and Inclusive City ordinance and the BIPD immigration policy
- Collaborated with the Climate Change Advisory Committee on providing recommendations to City Council for Zero Emissions Hand Tools Ordinance
- Scheduled and participated in a Racial Equity Toolkit workshop with Scott Winn and council members
- Toured some LIHI Seattle buildings with Council and staff
- Submitted recommendations to Council regarding affordable housing on Bainbridge Island
- Organized one Bystander Training workshop and one cross-cultural communication workshop attended by about 80 community members
- Collaborated with the Planning Commission to revise the Guiding Principles, and sent recommendations to Council
- Welcomed a recent high school graduate as a REAC member
- Drafted and presented language to the Planning Commission for Proposed WSP Goal LU 6:
Intentionally prioritize diversity, equity, inclusion, and belonging in the Winslow subarea through the built environment

- Submitted a recommendation urging Council to oppose efforts by federal agencies to condition COBI's receipt of grant funds on cooperation with federal immigration enforcement, and on representations about City DEI programs
- Developed recommendation to update city code for who can serve on REAC to include off-island business owners and those who have significant ties to the community
- Collaborated and communicated with COBI's Equity and Inclusion Manager
- Supported COBI's sponsorship of events such as MLK Day, Juneteenth, and Indigenous Peoples Day
- Met regularly with Equity and Inclusion Manager, City Manager, and Chief of Police
- Responded to community instances of racism and bias both publicly and personally

2026 Workplan Priorities

- Respond to and initiate discussions with Council on recommendations for policy, actions, and community engagement, including issues arising on a national level
- Meet regularly with Equity and Inclusion Manager, Police Chief, and City Manager
- Encourage Council to apply a racial equity lens to policy decisions and guide them through the process
- Initiate and produce community engagement events such as bystander trainings, educational events, and events responsive to anticipated hate behavior
- Work with Planning Commission, Steering Committee, and City Council regarding revised Comprehensive Plan Guiding Principles
- Re-engage with youth
- Provide REAC representatives for city-sponsored community-focused initiatives
- Maintain awareness of the Council's Gasoline Powered Leaf Blower Ordinance Ad Hoc Committee
- Support community engagement efforts for the Comprehensive Plan and Winslow Subarea Plan
- Support Council's commitments to immigrant rights and community safety
- Support Council's commitments to affordable housing on Bainbridge Island
- Support the City Manager hiring process by encouraging a racial equity lens
- Provide ongoing support to COBI staff in their use of the racial equity toolkit in outreach efforts
- Support COBI's sponsorship of events such as MLK Day, Juneteenth, and Indigenous Peoples Day



City Council Study Session Agenda Bill **Tuesday, March 17, 2026**

Agenda Item: (6:40 pm) Receive Report on Mobility for Islanders:
Recommendations to Address Transportation Access Gaps

Department: City Council Study Session

Agenda Section: Regular Business

Estimated Time: 30 Minutes

Recommendation:

I move to accept the Mobility for Islanders report, and refer this topic to the Mobility Advisory Committee's 2026 workplan to make recommendations on next steps.

Narrative:

Introduction

This report, consistent with ongoing discussions related to sustainable transportation and mobility, considers Bainbridge Island mobility issues as identified by the City and evaluates possible actions that could be taken to address them. It does not seek to identify or resolve all of Bainbridge Island's mobility challenges; rather, it serves as an example of how action can be taken that results in mobility improvements that are equitable, sustainable, and efficient.

Transportation gaps identified for inclusion in the report :

- After hours and weekend public transportation, specifically focused on the Ferry Landing.
- Convenient, easily accessible public transportation that connects the

Winslow business area, e.g. High School Road, Coppertop, and Winslow.

- Connectivity between Winslow and Lynwood Center.

Recommendations for the Council to consider include:

- Take no immediate City action and look to Kitsap Transit to improve services
- The City could hire Kitsap Transit to run a pilot mobility program to address one or more mobility gaps with expanded Kitsap Transit service
- The City could hire Kitsap Transit to run a pilot mobility program to address one or more mobility gaps with contracted service providers
- The City could develop and operate a pilot mobility program to address one or more mobility gaps.
- The City could develop and contract operations of a pilot mobility program to address one or more mobility gaps.

Background

On July 16, 2024, at a Study Session, the City Council considered how to implement several goals concerning the development and implementation of public transportation initiatives contained in the Sustainable Transportation Plan. Council was provided with background information concerning several projects and initiatives of the Sustainable Transportation Plan (STP). Through the development of the STP, and other city documents, a variety of needed improvements to the public transportation system have been identified. At the July 16, 2024, meeting the Council voted to take no action prior to the August 13, 2024, budget presentation.

Subsequently, three members of the City Council approached the city manager to suggest the information provided to the City Council on July 16 was not complete, specifically, not addressing the 2022 increase in the vehicle license fee dedicated by the City Council to sustainable transportation. Consequently, these members of the Council asked to review its direction with the knowledge that funding was available in the Transportation Benefit Fee Fund balance from Vehicle License Fees dedicated to sustainable transportation.

On August 13, 2024, at a Business Meeting, the City Council passed a motion to direct the City Manager to conduct a gap analysis and initial research.

Proposal

This item requests the City Council consider information and recommendations presented.

Next Steps

The report contains a number of recommended steps and cost estimates. It is recommended that this item be referred to the newly formed Mobility Advisory Committee to review and provide recommendations on next steps.

Fiscal Impact:

To be considered within the budget.

Community Engagement and Outreach:

In preparation of this report, the Consultant met with the City Manager, City staff, Kitsap Transit staff, the Bainbridge Island Chamber of Commerce, the Bainbridge Island Senior & Community Center, mobility companies focused on end-to-end software solutions, and residents.

Attachments:

1. Final Presentation_Mobility Gaps
2. Final Report_Mobility Gaps

Mobility for Islanders: Recommendations to Address Transportation Gaps



2/26/26

What is Mobility?

Mobility = Access

- Access to education, housing, employment, recreation, food, healthcare, entertainment, and other goods and services
- Integration of modes, schedules, payment
- Bidirectional
- Technology makes improved mobility possible

“The freedom to move”



What is Mobility?

Transportation = Physical Modes and Systems

- Cars, ferries, buses, rideshare, bikes....
- Transportation is the means, while mobility is the outcome
- Or... transportation is something that happens to you, while mobility is something you have



Objective

- **Evaluate several mobility gaps on Bainbridge**
- **Consider possible actions that can be taken to improve them**
- **Consider costs, impacts, implementation**

(Does not seek to identify or resolve all of Bainbridge's mobility issues.)



Gaps

- **Afterhours and weekend transportation for pedestrians arriving Bainbridge from the ferry**
- **Transportation outside of commute hours to connect the Winslow business area (e.g. High School Road, Coppertop, and Winslow Way)**
- **Connectivity between the Winslow business area and Lynwood Center**



Boundaries

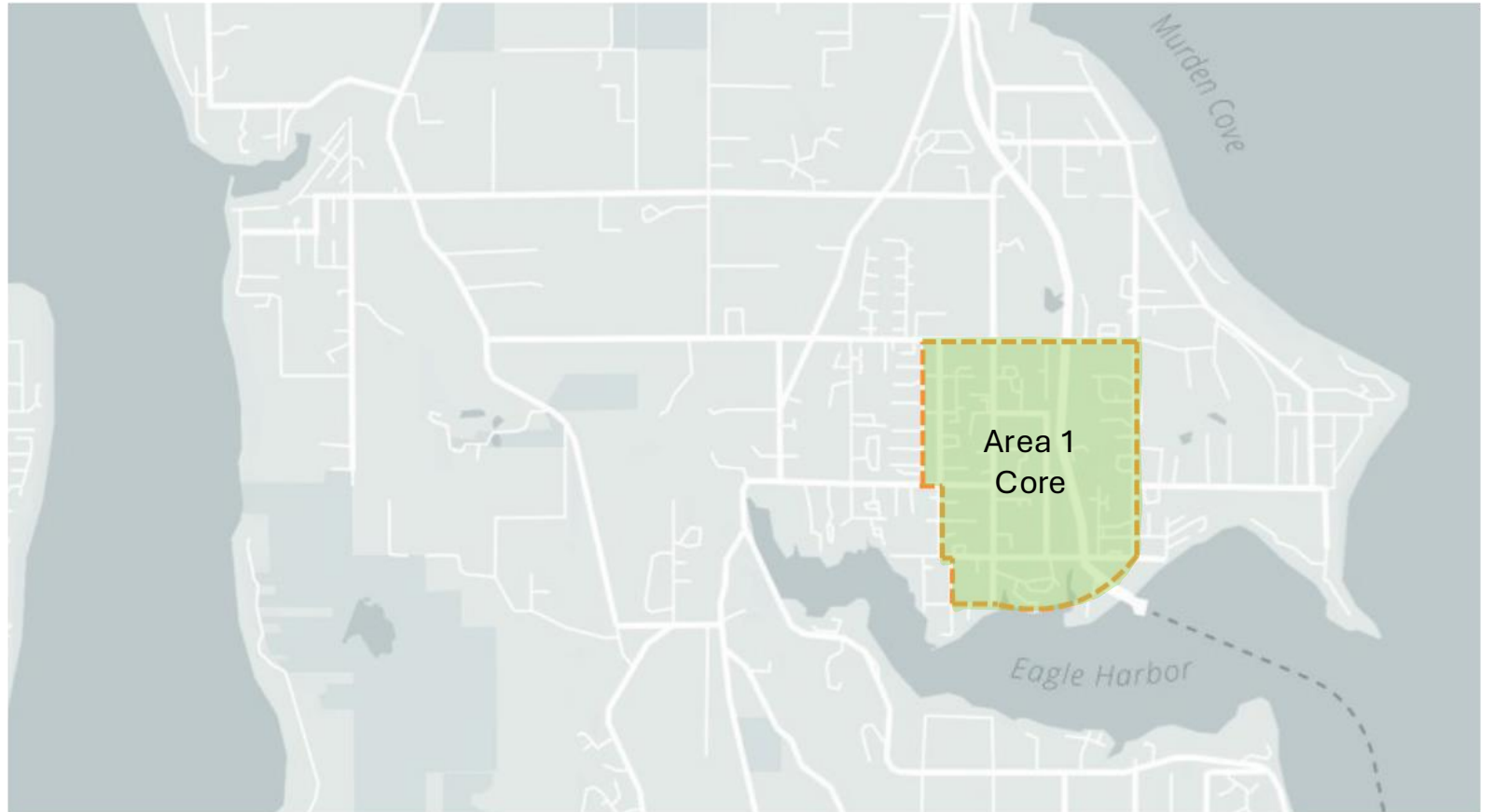
- **Limit to mobility gaps provided**
- **Proposed services to integrate with public transit**
- **Geographic boundaries of the existing Sub Area, and Lynwood Center and Coppertop Park**
- **Consider year-round mobility concerns**
- **Propose zero-emission mobility solutions**
- **Must be in alignment with existing and emerging COBI plans**
- **Identify actions that can be taken in the near-term**



Service Areas

Area 1

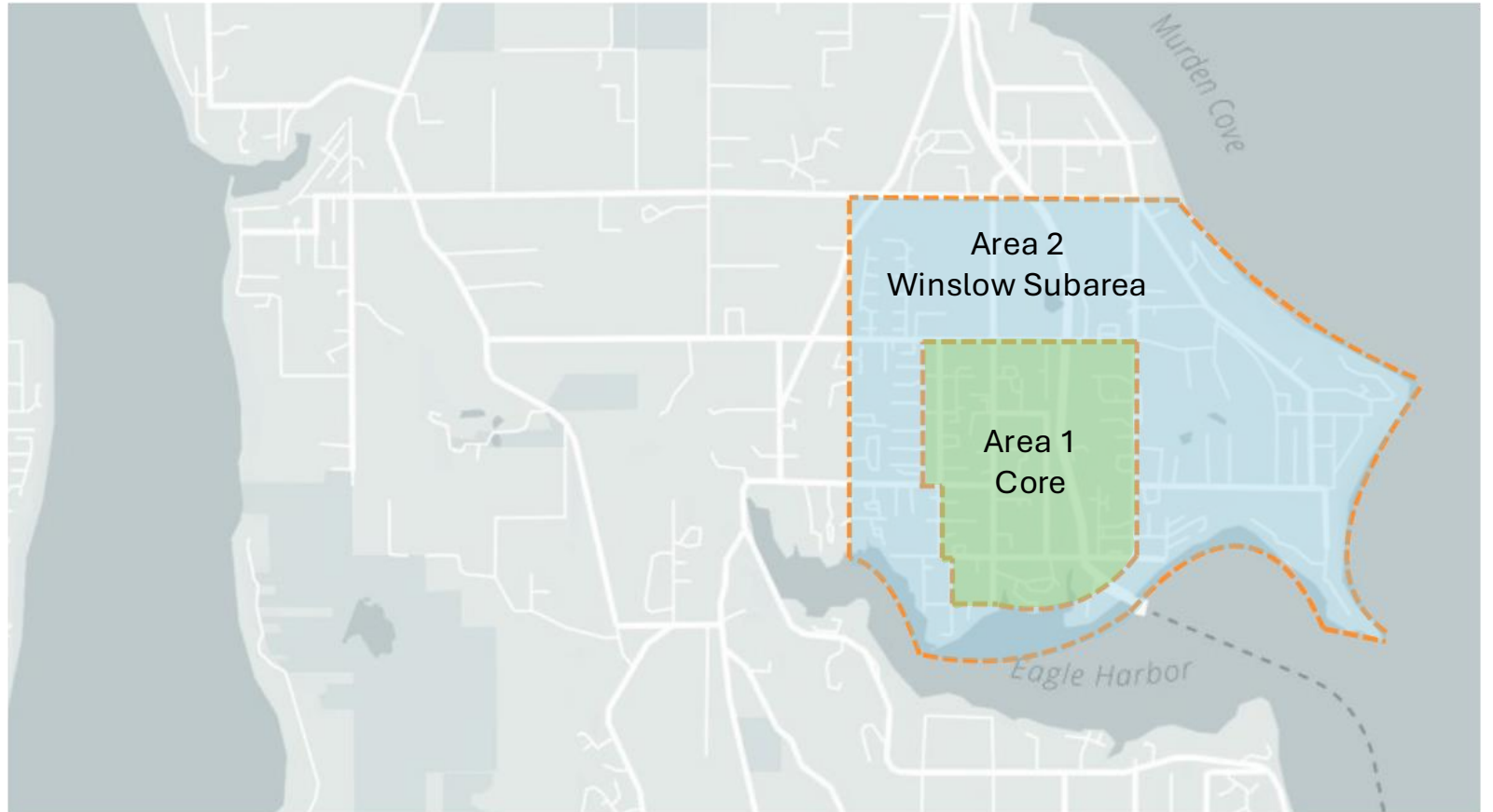
- Downtown Business Area “Core”



Service Areas

Area 2

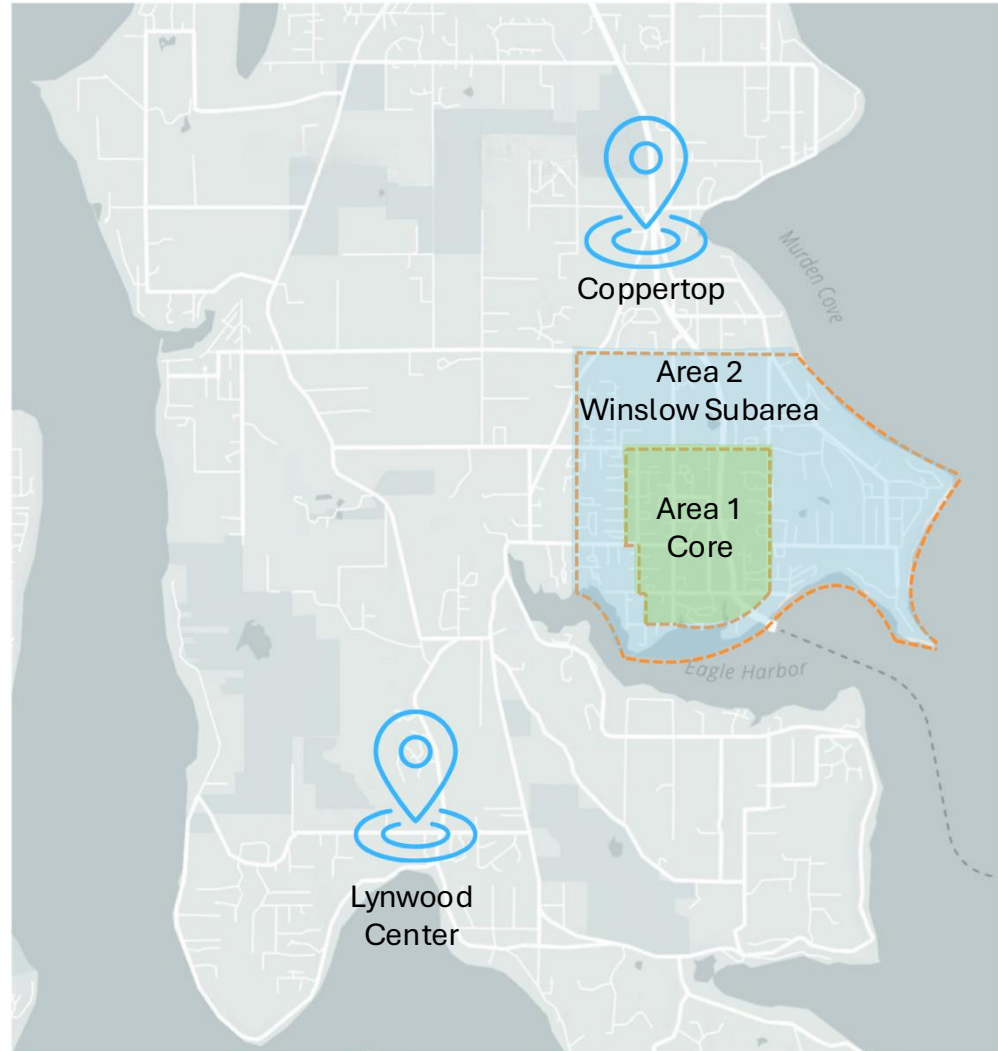
- COBI Subarea



Service Areas

Area 3 - The Study Area

- The existing COBI subarea
- Plus -
- Coppertop Park and Lynwood Center



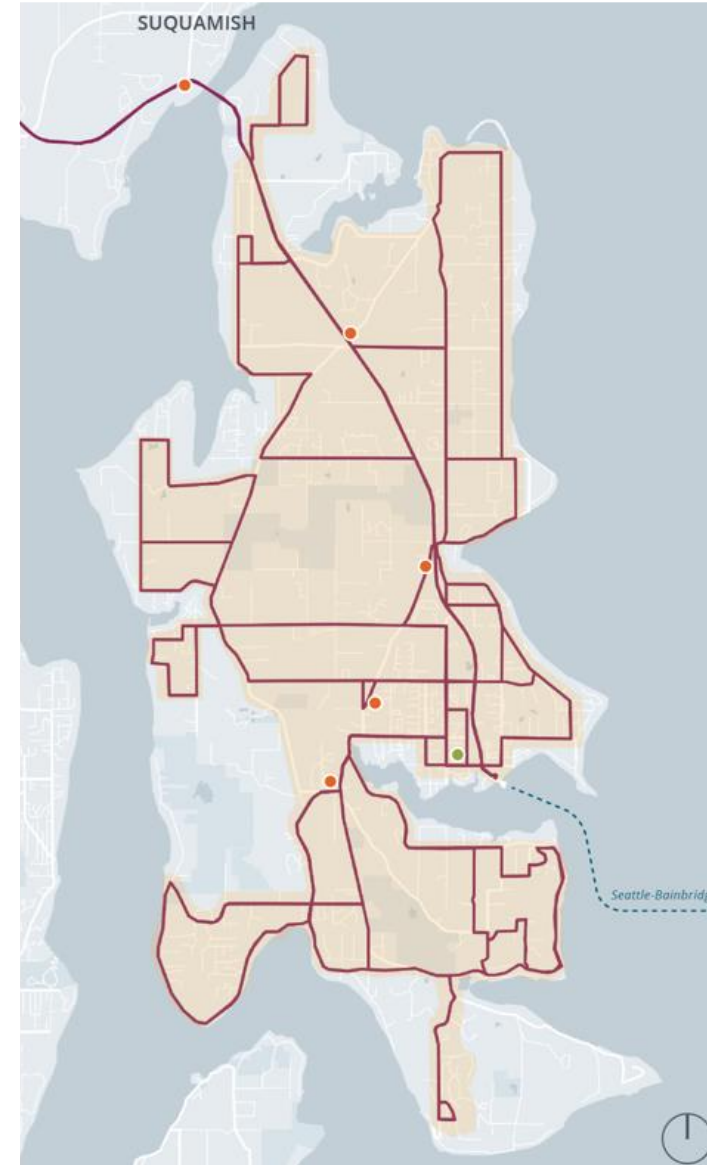
Service Areas

Area 4

- Kitsap Transit BI Ride Area

Area 5

- All accessible areas on BI



Scope

- **Regulatory framework**
- **Transportation providers**
- **Transportation demand**
- **Approaches to addressing gaps**
- **Estimated costs**
- **Estimated ridership**
- **Estimated revenue**
- **KPIs**
- **Next steps**



Service Concept

Phases

Phase 1 - Pilot Project

Phase 2 - Service Expansion

Phase 3 - Optimization



Phase 1 - Pilot

Scope

- New service in downtown core (Area 1)
- KT continues to cover Subarea and Town Centers (Area 3)
- New service covers Area 3 after hours

Schedule

- 6 months planning and procurement
- 12 months operations
- 3 months analysis and findings

Budget

- \$1.45M

Service (during Phase 1)



	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
4:00 AM	Fixed Routes						
5:00 AM							
6:00 AM							
7:00 AM							
8:00 AM							
9:00 AM	Demand Responsive						
10:00 AM							
11:00 AM							
12:00 PM							
1:00 PM							
2:00 PM							
3:00 PM							
4:00 PM	Fixed Routes						
5:00 PM							
6:00 PM							
7:00 PM							
8:00 PM							
9:00 PM							
10:00 PM							
11:00 PM							
12:00 PM							

Service (during Phase 1)



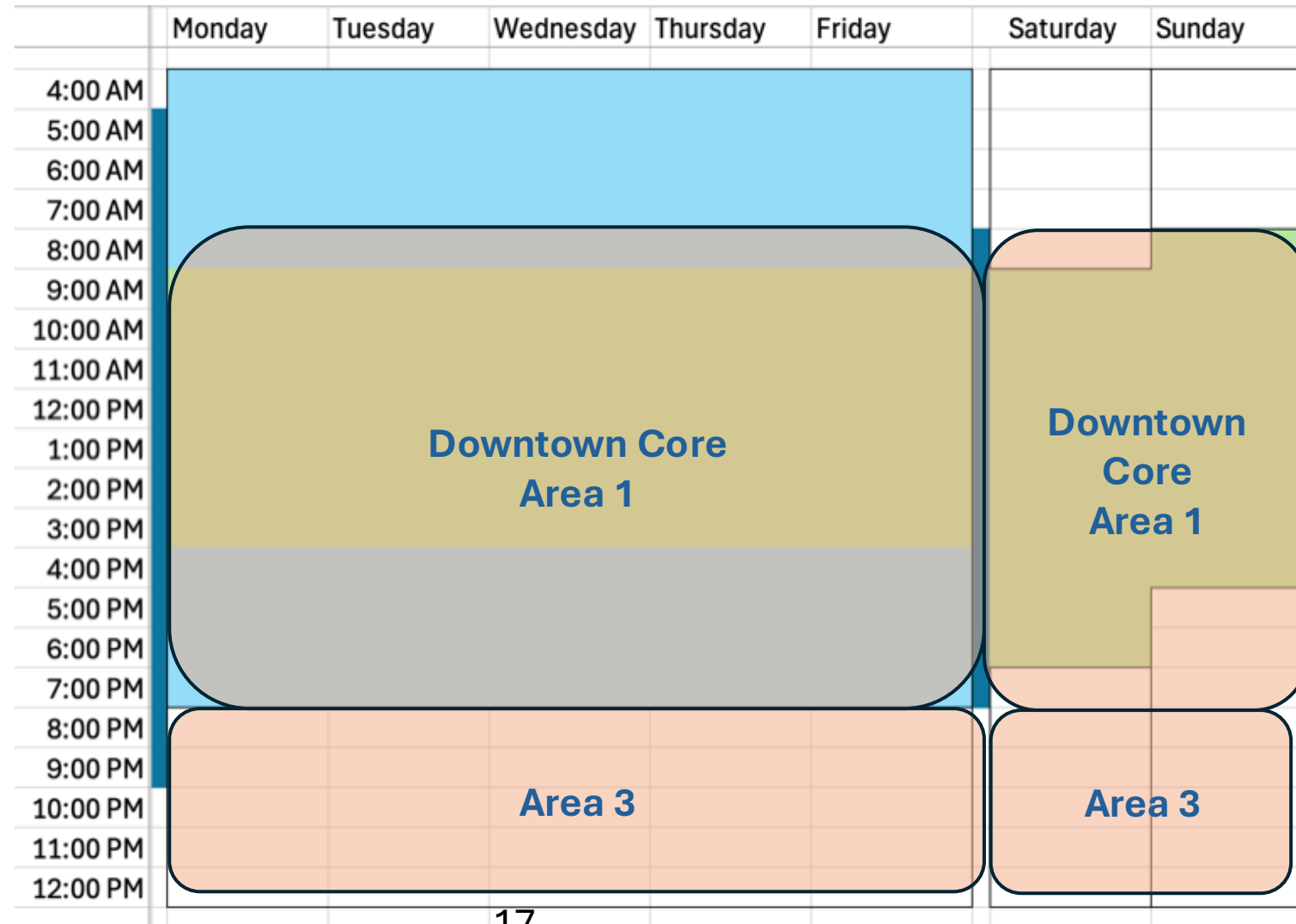
	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
4:00 AM							
5:00 AM							
6:00 AM							
7:00 AM							
8:00 AM							
9:00 AM	Downtown Core Area 1						
10:00 AM							
11:00 AM							
12:00 PM							
1:00 PM							
2:00 PM							
3:00 PM							
4:00 PM							
5:00 PM							
6:00 PM							
7:00 PM							
8:00 PM							
9:00 PM							
10:00 PM							
11:00 PM							
12:00 PM							

Service (during Phase 1)



	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
4:00 AM	Downtown Core Area 1						
5:00 AM							
6:00 AM							
7:00 AM							
8:00 AM							
9:00 AM	Downtown Core Area 1						
10:00 AM							
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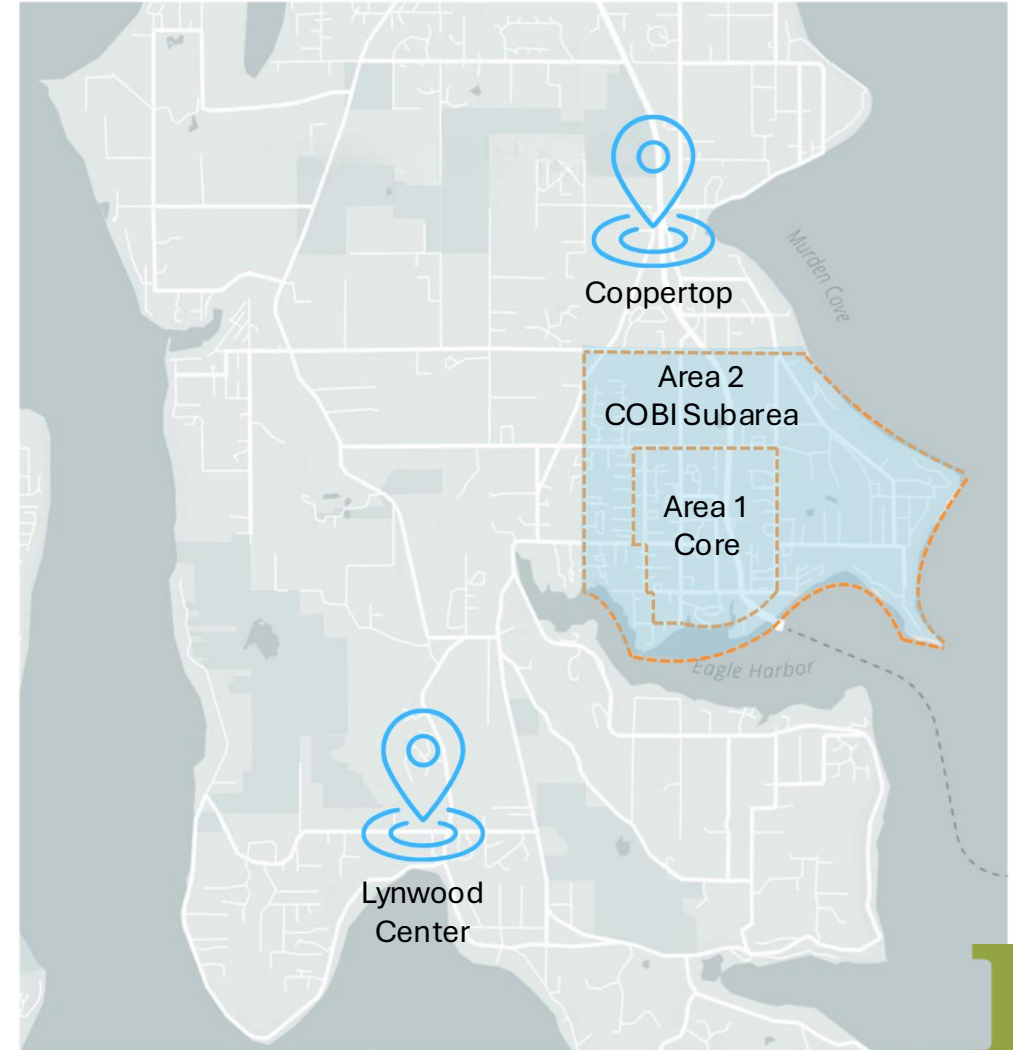
Service (during Phase 1)



Mobility for Islanders Service (during Phase 1)

**Subarea + Copper Top
+ Lynwood (Area 3)**

**KT Operates Fixed and
Demand Responsive
Services on Existing
Schedule**



Service (during Phase 1)

**Subarea + Copper Top +
Lynwood (Area 3)**

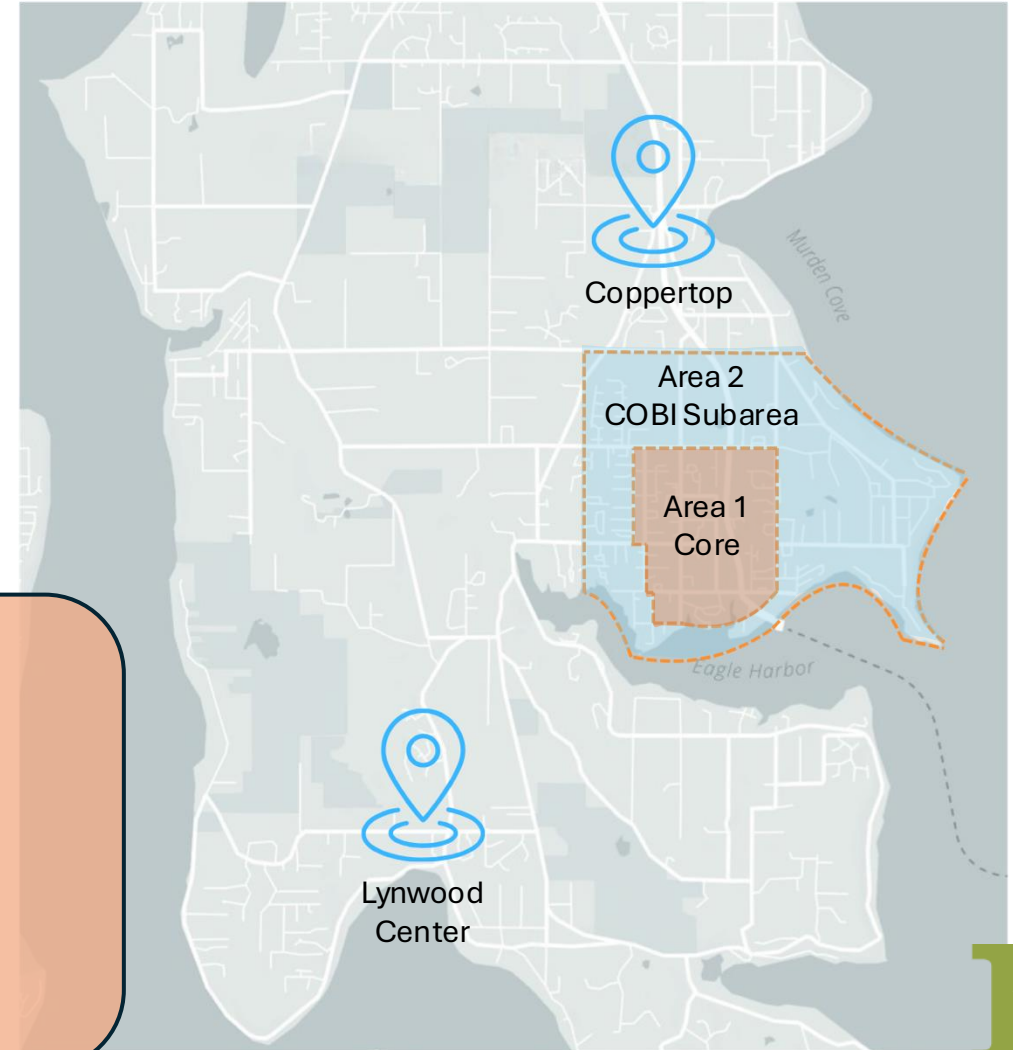
**KT Operates Fixed and
Demand Responsive Services
on Existing Schedule**



**Downtown Core
(Area 1)
New Service**



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Service (during Phase 1)

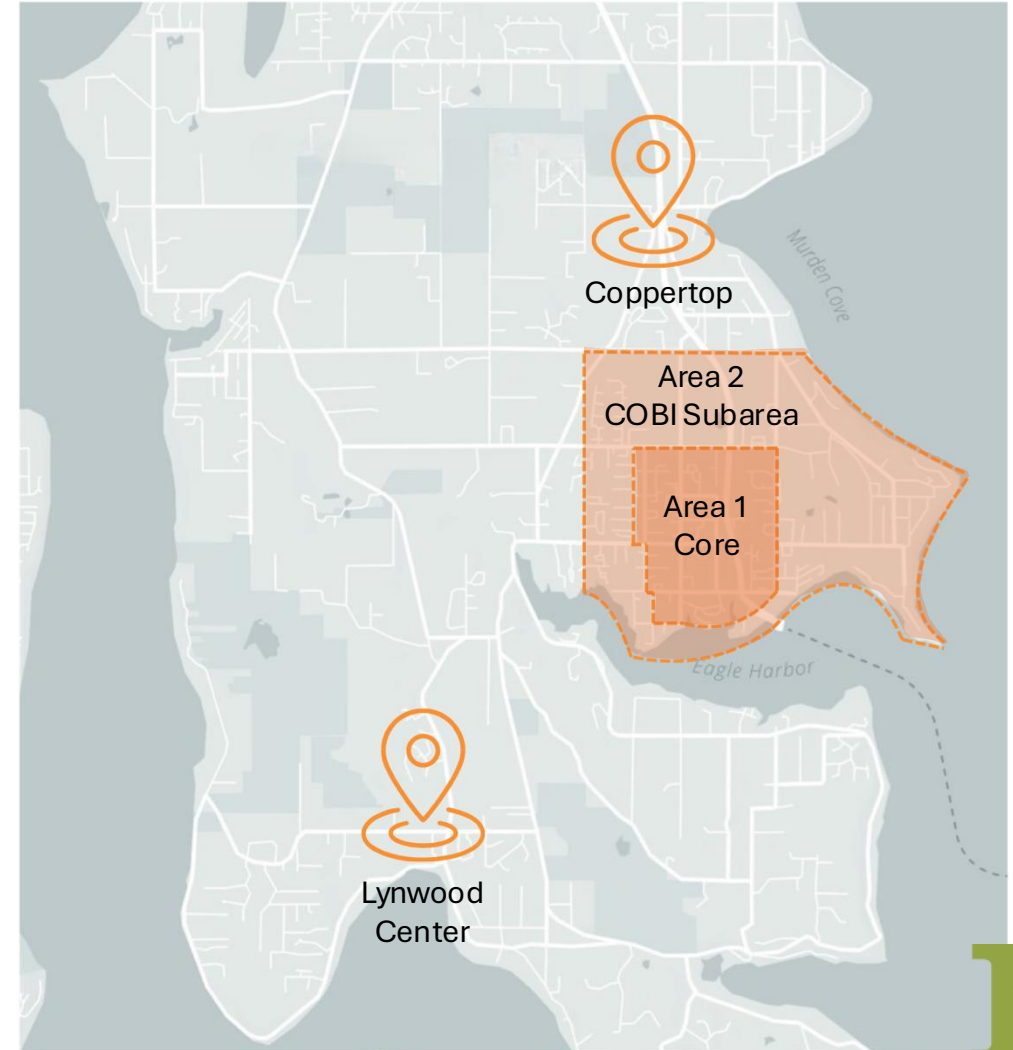
**Subarea + Copper Top
+ Lynwood (Area 3)**

**New Shuttle and Other
Flex Service**

After KT Hours



**CITY OF
BAINBRIDGE ISLAND**



Mobility for Islanders

Service Types (Electric)

Van Shuttle (15 and less pax)

- Flexible - Fixed
- Demand Responsive



Mini Van (think ID. Buzz)

- Demand Responsive

Auto (think Uber)

- Demand Responsive



Mobility for Islanders

Ops Options

- 1. Do nothing and wait for KT to improve services**
- 2. COBI hires KT to run pilot**
- 3. COBI hires KT – KT contracts out**
- 4. COBI operates pilot (in house)**
- 5. COBI contractors out**

Next Steps

- 1. Establish Funding and Partnerships**
- 2. Strengthen Policy and Institutional Support**
- 3. Leverage the Transportation Benefit District (TBD)**
- 4. Introduce Incentives and Demonstration Projects**
- 5. Enhance Public Awareness and Engagement**

Something we can do right now

Tech-enabled Carpool

- Initially limited to Bainbridge
- Ride-hailing app (think Uber)
- Can operate for free or with a fee
- Can create zones
- Can be both a driver or rider



City of Bainbridge Island

Mobility for Islanders: Recommendations to Address Transportation Gaps



**CITY OF
BAINBRIDGE ISLAND**

**280 Madison Avenue N
Bainbridge Island, WA 98110**

February 26, 2026

LAND ACKNOWLEDGEMENT

We respectfully acknowledge, we are on the ancestral lands of the Suquamish People, who have lived here for thousands of years. The Suquamish are the people of the clear salt water, living along the shores of the Kitsap Peninsula for generations. We honor their enduring connection to this land, their stewardship of its waters and resources, and their ongoing contributions to our community today.

This report was prepared by:



Mobility for All

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EXECUTIVE SUMMARY

This report reflects the findings and conclusions of the Mobility for All study team.

Goal of This Report

Bainbridge Island (“Bainbridge”)¹ is a unique community with unique opportunities and challenges. One example is mobility² which has great promise for improvements that would result in broad-ranging benefits for the entire community. This report (the Report) evaluates several mobility gaps on Bainbridge and considers possible actions that can be taken to improve them.

Based on the latest American Communities Survey (ACS) about 37.5% of Bainbridge residents drive alone to work, 33.7% work from home, and 17.8% of commuters use public transit.³ The Bainbridge - Seattle ferry accounts for a large portion of the commuters. A smaller share of residents carpool, walk, or bike. The 2022 National Community Survey found that approximately 43% of respondents answered that improving the overall quality of the transportation system on Bainbridge was “essential” and 41% rated it “very important”.

The Report does not seek to identify or resolve all of Bainbridge’s mobility issues. The focus of this report will remain on the gaps identified by the City of Bainbridge Island (“the City”) and presented to the study team. It proposes a community-driven approach that can be adopted to make progress on specific issues and can serve as a model to address other mobility issues in the future.

This report considers Bainbridge Island mobility issues and evaluates possible actions that could be taken to address several of them. It does not seek to identify or resolve all of Bainbridge Island’s mobility challenges; rather it serves as an example of how the community can take action that results in mobility improvements that are equitable, sustainable, and efficient.

Key Mobility Gaps

The Report investigates and analyses the following mobility gaps identified by the City.

¹ Bainbridge Island, or “Bainbridge” refers to the community that lives on the physical island. The local government is called City of Bainbridge Island, or the City.

² Mobility is the freedom to move and experience access to the essential aspects of life (e.g. employment, housing, education, recreation, entertainment, goods, and services.) The term “transportation” refers to the physical systems, modes, and infrastructure - such as roads, ferries, buses, trails, and bike lanes - that enable people and goods to move from one place to another. Throughout this Report, the term mobility is used instead of transportation where appropriate.

³ <https://datausa.io/profile/geo/bainbridge-island-wa>

- ***The need for afterhours and weekend public transportation specifically focused on serving arriving pedestrians from the Bainbridge Island Ferry Terminal***
- ***Convenient and easily accessible public transportation outside of commute hours to connect the Winslow business area (e.g. High School Road, Coppertop, and Winslow Way)***
- ***Connectivity between the Winslow business area and Lynwood Center***

Community Values

This Report was guided by Bainbridge community values that have been articulated in prior community studies and plans. Prior work completed by the City and the associated public input has been adopted into the Report. The following City plans were used to develop this Report:

- Comprehensive Plan (2016)
- Winslow Subarea Plan (2006)
- Climate Action Plan (2020)
- Housing Action Plan (2023)
- Sustainable Transportation Plan (2022)
- Draft Island-Wide Mobility Plan (2026)

Other plans considered were:

- Kitsap Transit (KT) Long Range Transit Plan (2022-2042)
- Washington State Ferries (WSF) 2040 Long Range Plan (2019)

Boundaries and Guidance

To keep this Report succinct and actionable, the following boundaries and parameters were established by the City and study team.

- This Report focuses on the mobility gaps provided and does not seek to identify or resolve all of Bainbridge’s mobility issues.⁴
- Public transit is the foundation of the local mobility ecosystem.
- New mobility services must integrate with and complement existing public transit to the greatest extent possible.
- The analysis in this Report is contained by geographic boundaries which include:
 - The existing Winslow Subarea, and

⁴ An inventory of Bainbridge’s mobility issues can be found in the Draft Island-Wide Mobility Plan.

- Lynwood Center and Coppertop Park
- The Report must consider year-round mobility concerns.
- The Report must propose zero-emission mobility solutions.
- The Report must be in alignment with existing and emerging plans developed by the City and the community input and findings therein.
- The Report needs to identify actions that can be taken in the near-term.

Report Findings

Analysis of the City's plans and documents, coupled with work sessions with the study team, generated these key findings:

Mobility Options

- Various mobility options currently exist on Bainbridge but do not resolve the gaps analyzed in the Report.
- KT plans do not address transportation gaps that present themselves after regular KT operating hours.
- Private (for profit) transportation providers have not and will not adequately address Bainbridge mobility gaps without active encouragement and incentives.
- Mobility technology (including demand response apps, ride-hailing apps, mobility integration apps, payments apps) is rapidly evolving and readily available to public and private operators.
- There are outside technology providers that have incubated new mobility services.⁵

Funding

- Public transportation costs exceed fare box revenue and therefore services are subsidized with the understanding that other social and economic benefits will result.
- KT has plans to address various mobility issues on Bainbridge but will not implement them without additional dedicated funding.⁶

⁵ For example: Via (www.ridewithvia.com) and Demand Trans (www.demandtrans.com)

⁶ Kitsap Transit Long Range Transit Plan

- Community organizations that have transportation capabilities could participate in broader solutions, but that would require additional funding.
- While federal funding for transportation and environmental programs is less available, there are Washington State and local utility funding opportunities related to transportation, equity, health, and the environment.

Community Outreach

- Lack of community awareness about existing mobility options is one of the biggest crosscutting “gaps” on Bainbridge.
- There are some issues with KT service that cause user friction. (For example, on Sundays only, KT designating “BI Ride” as “Sunday Service” and not allowing bookings through BI Ride, causes rider confusion.)
- The City has already completed and continues to engage in public outreach related to sustainable transportation planning processes.⁷
- A pilot project is an appropriate way to test and evaluate how community-driven zero-emission mobility solutions can be coordinated with local transit and perform on Bainbridge Island.

Recommended Pilot Project

There are various ways to address the mobility gaps called out in this Report. In all scenarios, a pilot project is an appropriate way to evaluate the impact of service alternatives. A zero-emission mobility pilot project (the Pilot) on Bainbridge should be guided by the following parameters:

- Pilot activities are intended to supplement existing services provided by KT and focus on improvements KT concurs with.
- The Pilot will operate as an on-demand, shared-ride service that complements KT’s existing fixed route and BI Ride services.
- The Pilot is restricted to the geographic boundary defined in the Report - the Winslow Subarea, plus Coppertop Park and Lynwood Center. [Diagram below.]
- The Pilot establishes a core area (Downtown Core) within the larger Pilot service area.

⁷ See, e.g., the example plans listed above.

- The Pilot will focus on the Downtown Core for most of the day (8:00 am – 7:30 pm) and then expand to the Sub Area+ at the end of the days after KT service ends (7:30 pm to 12:00 pm).

Implementation Options

There are multiple implementation options for a Pilot program:

1. The City takes no action and waits for KT to improve services (on KT's terms for quality, coverage, and ridership).
2. The City hires KT to run the Pilot (using KT drivers, EVs, and software) as an in-house service such as BI Ride. As the project sponsor, the City would seek to establish level of service and quality standards.
3. The City hires KT to run the Pilot by contracting out to a company such as Via or DemandTrans. As the project sponsor, the City would seek to establish level of service and quality standards.
4. The City operates the Pilot (drivers and EVs) and licenses software from a company such as Pingo⁸. The City has complete control over the level of service and quality standards.
5. The City hires a contractor who provides drivers, EVs, insurance, maintenance, and software. The City establishes and monitors the level of service and quality standards.

Estimated Costs

The estimated cost to plan, implement, operate and report on the Pilot described in the Report is between \$1.3M and \$1.6M (all-inclusive of City staff and contractor cost), depending on the implementation approach. [See Table 6 below.]

Proposed Action

This Report proposes the following actions:

1. **Project Funding:** Identify a funding source to conduct a Pilot as described in this Report.

⁸ Pingo (www.ridepingo.com)

2. **Mobility Pilot Planning:** Once funding is established, commence with planning and execution of a Pilot project based on the recommendations in the Report. During the planning phase refine the details of the concept contained in the Report.
3. **KT Proposal:** Formally invite KT to propose the costs and terms to execute the Pilot described in the Report.
4. **KT Integration:** Formally invite KT to work on integrating the technology, schedule, and community outreach for both BI Ride and the Pilot.
5. **Contractor Proposals:** Formally invite transportation providers to propose the costs and terms to execute the Pilot described in the Report.
6. **Policy Improvements:** Develop a policy that encourages community-based organizations to collaborate with the City on investigating, applying for, and implementing grant funding opportunities. This can expand the City's capacity to pursue and do the Pilot.
7. **Transportation Benefit District (TBD):** Investigate how to leverage the City's existing TBD to best serve the transportation needs on Bainbridge.
8. **Incentives:** As part of policy and funding considerations, identify what possible incentives could be offered to service providers to improve mobility issues on Bainbridge (outside of the Pilot).
9. **Community Benefit Organizations (CBOs):** Identify key planning and policy updates that encourage private and community organizations to activate mobility solutions.
10. **Awareness:** Establish a budget, fund, and coordinate a Bainbridge mobility awareness program that regularly informs the community about the entire range of mobility options.
11. **Carpool Demonstration:** Fund a community carpooling demonstration working with local CBOs.

1 Bainbridge Island

Bainbridge Island is a unique community that blends small-town character and ready access to metropolitan opportunities. It is known for its natural beauty, strong community connections, philanthropic generosity, and environmental ethic. It features a vibrant arts and culture scene, high civic engagement, and a predominantly locally owned business base.

Bainbridge is governed by an elected council that represents the community, while an appointed city manager handles administrative functions.

According to datausa.io, in 2023, Bainbridge Island had a population of 24,607. The median age was 49 and the median annual household income was \$159,882. The median property value in Bainbridge Island was \$1.08 million with a home ownership rate of 81.2%.⁹

In 2023, the five largest ethnic groups in Bainbridge Island were White (Non-Hispanic) (83.3%), Two Races Excluding Other, & Three or More Races (Non-Hispanic) (4.99%), Asian (Non-Hispanic) (3.93%), White (Hispanic) (1.75%), and Other (Non-Hispanic) (1.5%). None of the households in Bainbridge Island, reported speaking a non-English language at home as their primary shared language. This does not consider the potential multi-lingual nature of households, but only the primary self-reported language spoken by all members of the household. 96.9% of the Bainbridge Island residents were U.S. citizens.¹⁰

Table 1. 2023 by the Numbers

Population	24,607
Median Age	49
Median Household Income	\$159,882
Median Property Value	\$1.08M
2023 Employed Population	11,455
Poverty Rate	2.73%

In Bainbridge Island, 11,455 residents are employed. Of these, 37.5% drove alone to work, 33.7% worked at home, and 17.8% used public transportation to get to work. 16.9% of workers commuted via ferry.¹¹ , The average commute time was 39.4 minutes. The average car ownership in Bainbridge Island was 2 cars per household.¹²

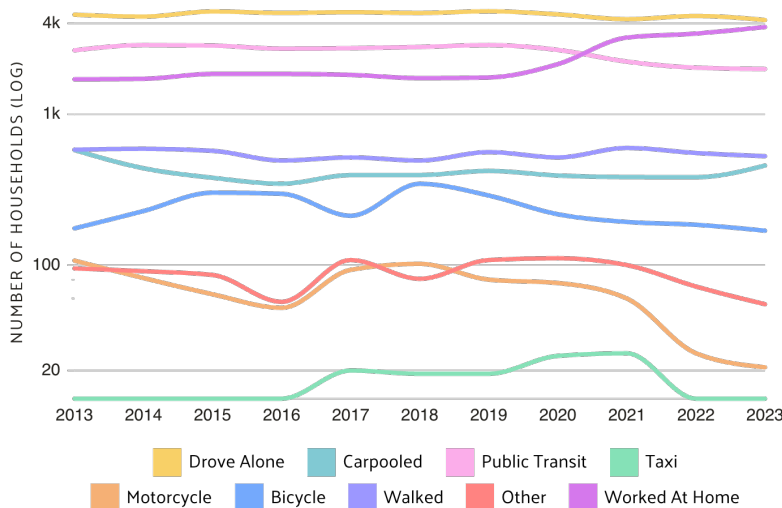
⁹ <https://datausa.io/profile/geo/bainbridge-island-wa>

¹⁰ <https://datausa.io/profile/geo/bainbridge-island-wa>

¹¹ <https://247wallst.com/special-report/2025/08/15/the-city-where-59-of-workers-commute-by-ferry/>. Note that this number may include those who commute by car.

¹² <https://datausa.io/profile/geo/bainbridge-island-wa>

Figure 1. BI Transportation



2 Mobility Report

2.1 Why was this report developed

This report was initiated by the City Manager to consider several mobility issues and evaluate possible actions that could be taken to address them. It does not seek to identify or resolve all of Bainbridge Island’s mobility challenges; rather it serves as an example of how the community can take action that results in mobility improvements that are equitable, sustainable, and efficient.

Through public process, the City previously identified key transportation projects it wants to complete. The official documents which inform the City’s transportation priorities and influenced this work are:

- Sustainable Transportation Plan (2022)
- Climate Action Plan (2020)
- Housing Action Plan (2023)
- Winslow Subarea Plan (2006)
- Comprehensive Plan (2016)
- Draft Island-Wide Mobility Plan¹³

The City adopted Scenario #2 of the Sustainable Transportation Plan (“the ST Plan”) in the spring of 2022. Since that time, City staff have developed a work plan that responds to the actions identified in the ST Plan. Additional support is needed to identify the sequencing, financing, and prioritization that will further activate the ST Plan and set reasonable expectations to the community. The City has completed extensive work around community

¹³ Combines the Sustainable Transportation Plan and the Island-Wide Transportation Plan.

values, project scoping, alternatives and costs, and has obtained City Council approval on various transportation projects. A community electric shuttle has previously been identified as a priority project and approved by Council.¹⁴

2.2 Mobility Gaps

This report investigates the following specific mobility gaps identified by the City.¹⁵

- The need for afterhours and weekend public transportation, specifically focused on serving arriving pedestrians from the Bainbridge Island Ferry Terminal
- Convenient and easily accessible public transportation outside of commute hours to connect the Winslow business area to other areas of the island (e.g. High School Road, Coppertop, and Winslow Way)
- Connectivity between Winslow and Lynwood Center

2.3 Goal

The goal of this Report is to evaluate several mobility gaps on Bainbridge and consider possible actions that can be taken to improve them.

3 What is Mobility

3.1 Mobility is Access

Mobility is the ease, or freedom, with which people access desired destinations, activities, and services utilizing a range of transportation options. Mobility solutions must be safe, reliable, efficient, accessible, and sustainable. Access includes both the ability to travel to someplace and to have something or someone come to you. Advances in technology are facilitating the integration of schedules and fare collection in new and innovative ways, resulting in an expanding mobility ecosystem with greater choices and convenience for all users.

3.2 Transportation

Transportation and mobility are closely connected but represent distinct concepts.

¹⁴ City of Bainbridge Island Sustainable Transportation Plan, https://www.bainbridgewa.gov/DocumentCenter/View/15850/VISION_Sustainable-Transportation-Plan_20220204_reduced, p28.

¹⁵ These gaps can also be referred to as transportation gaps. Where possible, this report uses the term mobility in lieu of transportation.

Transportation generally refers to the physical systems, modes, and infrastructure - such as roads, ferries, buses, trails, and bike lanes - that enable people and goods to move from one place to another. It focuses on the networks and operations that make movement possible. Mobility describes the freedom to access goods, services, and experiences. It reflects how easily people can connect with the things they need and want.

Transportation is therefore the means, while mobility is the outcome. Or put another way, transportation is something that one uses while mobility is something one possesses.

3.3 Public transportation and transit

Public transportation is the broad term for all shared travel services available to the public, such as buses, ferries, subways, shuttles, and paratransit, designed to move people collectively and efficiently.

Public transit is a subset of public transportation that traditionally refers to fixed-route, scheduled services, like city buses or commuter rail, that operate on regular routes and timetables. Today public transit includes emerging types of flexible services.

3.4 The Ridership-Coverage Dilemma

In public transit planning, there is a fundamental conflict between the objectives of coverage and ridership. In essence, it isn't possible to maximize ridership and maximize geographic coverage with the same approach – they are fundamentally at odds. The more transit is spread out to reach everyone (coverage), the less resources are available to concentrate service where it will carry the most people (ridership).

This contradiction is evident in the BI-Ride service provided by KT.¹⁶ Since the available shuttles need to cover the entire island, it is difficult for them to properly serve the downtown core where the highest population density is located and the most service is needed.

4 Study Area

The study area of the Report was agreed upon by the City and Study Team at the commencement of work. For additional clarity, the Study Team further categorized Bainbridge into the five geographic areas. The Report study area is limited to the current Winslow Subarea, plus Lynwood Center and Coppertop Park.

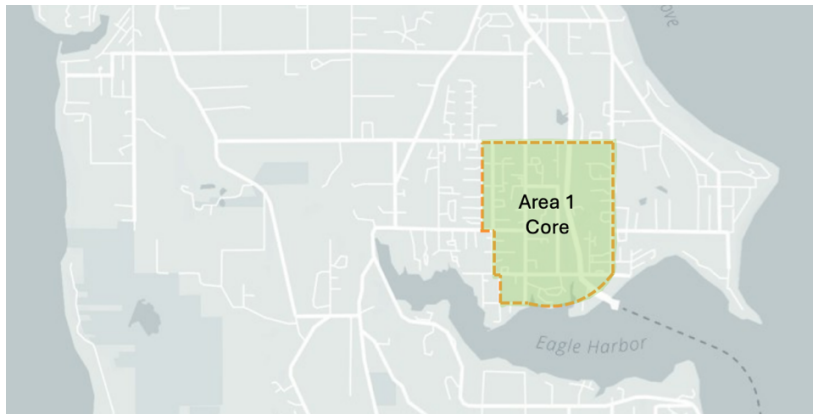
¹⁶ BI Ride is KT's on-demand, shared-ride service, offering flexible transportation anywhere on the Bainbridge when fixed-route buses are not in operation.

4.1.1 AREA 1 - Downtown Core

The Downtown Core is centered along Winslow Way, near the Bainbridge Island Ferry Terminal, and serves as the island’s main commercial and civic district. The area includes City Hall, Bainbridge Island Museum of Art, Bainbridge Public Library, Bainbridge Performing Arts, Waterfront Park, and a concentration of shops, restaurants, galleries, and small businesses.

From a planning and mobility standpoint, Winslow functions as the island’s urban center. It is the hub for Kitsap Transit services (including BI Ride), pedestrian and bicycle connections, and Washington State Ferries linking Bainbridge to downtown Seattle.

Figure 2. Downtown Core



4.1.2 AREA 2 - The Bainbridge island Subarea (includes Area 1)

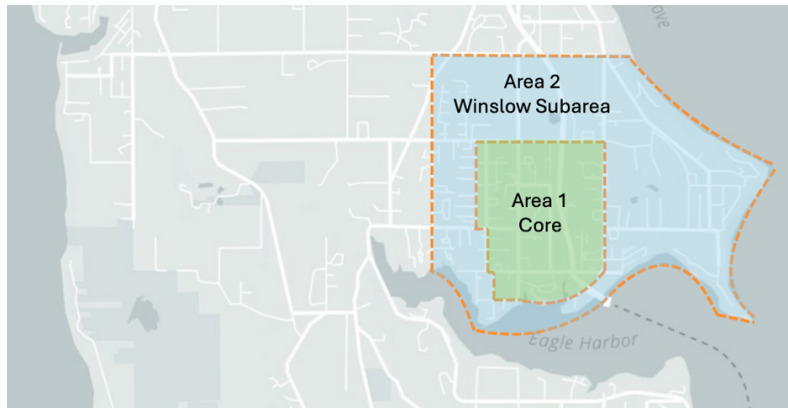
The Bainbridge Island Subarea – also referred to as the Winslow Subarea in local planning documents - represents Bainbridge Island’s designated urban growth area and serves as its primary center for residential, commercial, civic, and cultural activity.

It is the most densely developed portion of Bainbridge Island and is intended by the City’s Comprehensive Plan and Winslow Subarea Plan to accommodate most future growth in a compact, walkable form while preserving the island’s rural character elsewhere.

The Bainbridge Subarea is currently undergoing a planning update.¹⁷

¹⁷ The major environmental review and alternative-selection stages are complete or near completion; zoning and ordinance drafting are underway; the final adoption of the plan (and corresponding code amendments) is expected soon, though a firm city council adoption date has not been publicly finalized.

Figure 3. Winslow Subarea



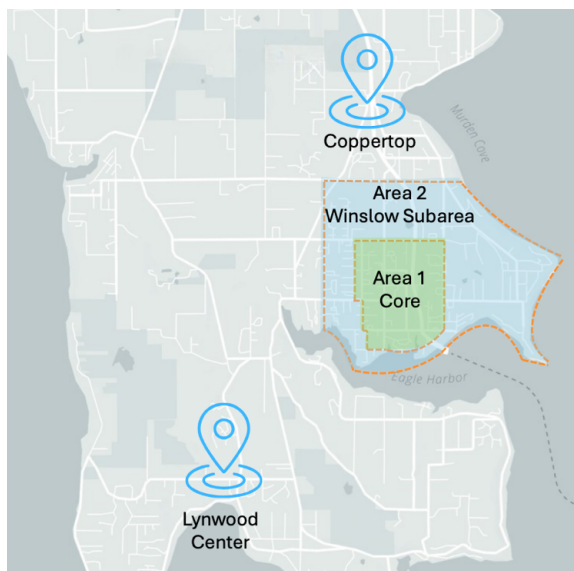
4.1.3 AREA 3 - Area 2 (the Subarea) plus Lynwood Center and Coppertop Center

Area Three adds Lynwood Center and Coppertop Center to the Winslow Subarea.

Lynwood Center is a historic mixed-use village on the south end of Bainbridge, serving as one of the island’s designated Neighborhood Centers. It features local shops, restaurants, the historic Lynwood Theatre, and the Pleasant Beach Village development, which adds housing, lodging, and retail in a walkable setting. The area provides daily services and community gathering spaces, blending small-scale urban amenities with the island’s rural character.

Coppertop Center is a light-industrial and commercial hub near central Bainbridge, about two miles north of Winslow. It hosts a mix of small businesses, breweries, artisan producers, fitness studios, and professional offices in a modern brick complex. Designated as an employment center in the City’s Comprehensive Plan, Coppertop supports local production and entrepreneurship, helping to diversify Bainbridge’s economy.

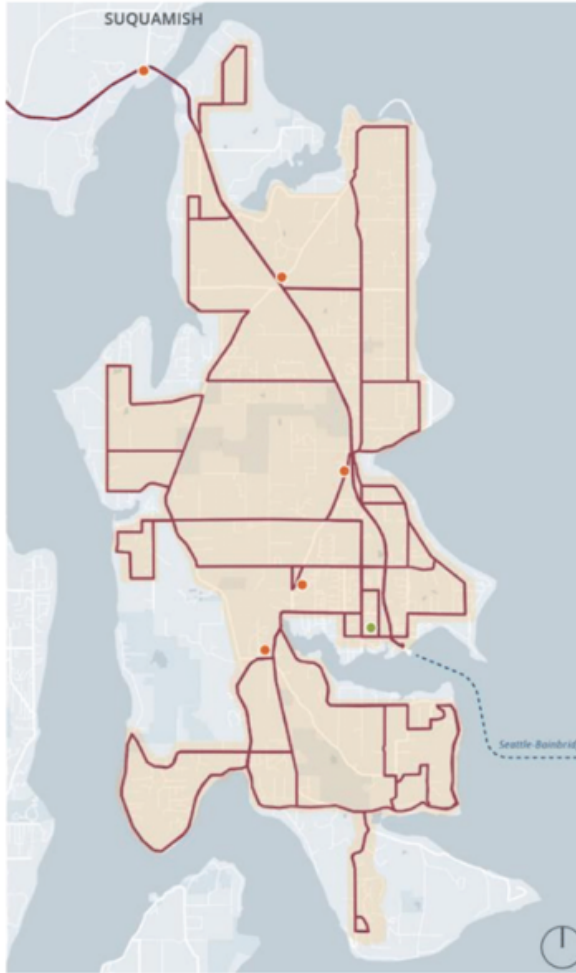
Figure 4. Winslow Subarea plus designated Town Centers



4.1.4 AREA 4 – Existing BI Ride Service Area

This is the area served by KT's BI Ride. It spans across most of Bainbridge and connects the main population and activity centers - Winslow (downtown core and ferry terminal), Rolling Bay, Lynwood Center, Island Center, Coppertop, and surrounding residential neighborhoods.

Figure 5. BI Ride Coverage



4.1.5 AREA 5 – All roads on Bainbridge Island

Area Five covers the entire road system on Bainbridge.

5 Regulatory Framework

5.1 Public Transportation Benefit Area

In Washington State, a Public Transportation Benefit Area (“PTBA”) is a special-purpose district created under state law ([Chapter 36.57A RCW](#)) to provide and fund public transportation services within a defined geographic area.

Kitsap Transit PTBA covers Kitsap County, including Bainbridge Island. Residents and businesses on Bainbridge pay Kitsap Transit’s voter-approved sales tax, which funds local bus service, ACCESS paratransit, vanpools, and Kitsap Fast Ferries (including the ferries from Bremerton and Kingston to Seattle). Kitsap Transit PTBA also manages park & ride lots. Bainbridge Island does not have its own standalone PTBA - it is included within the Kitsap Transit PTBA boundaries.

5.2 Transportation Benefit District (TBD)

In Washington state, cities (or counties) can create a Transportation Benefit District under [Chapter 36.73 RCW](#). Transportation Benefit Districts are intended to foster cooperation between the public and private sectors to address transportation needs.¹⁸ A TBD can raise funds for transportation improvements (roads, sidewalks, transit-related infrastructure, etc.) through various means, such as vehicle license fees and local sales tax

On Bainbridge Island a TBD was created by the City Council via Ordinance No. 2012-14 (Chapter 12.29 of the Bainbridge Island Municipal Code, now repealed). On December 31, 2015, the TBD was dissolved as a separate district and its operations and funds were assumed by the City as a [Transportation Benefit Fund](#) (TBF). The TBF funds are used for maintenance and repair of roads, traffic calming projects, climate change mitigation projects and other transportation items. Residents pay a Vehicle License Fee (VLF) of \$40 annually to the City as part of this funding. It generates roughly \$800,000 per year.¹⁹ One quarter of these funds are reserved for sustainable transportation uses, as set forth in the City’s resolution.

Under current state law, the maximum the City can charge is \$100 annual VLF. Any increase from the current level requires voter approval.

5.3 Passenger For-hire

In Washington State, passenger for-hire services - which include taxis, limousines, shuttles, and certain private car services - are regulated primarily to ensure safety, consumer protection, and fair competition. Oversight is shared between state agencies and local governments, depending on the type of service and operating area.

¹⁸ <https://app.leg.wa.gov/RCW/default.aspx?cite=36.73.010>

¹⁹ <https://bainbridgewa.gov/496/Transportation-Benefit-Fund>

At the state level, the Washington Utilities and Transportation Commission (UTC) regulates charter and excursion carriers, limousine services, and certain intercity passenger for-hire operators under [Chapter 81.70 RCW](#) and [Chapter 480-30 WAC](#). The UTC issues operating permits, sets insurance and safety standards, and enforces vehicle inspections and driver qualifications for services that operate across city or county lines or on a charter basis.

At the local level, cities and counties regulate taxis and transportation network companies (TNCs) like Uber and Lyft under [Chapter 46.72 RCW](#) and local ordinances. Local governments license drivers and vehicles, establish fare structures, and enforce insurance and background-check requirements.

If a city or county in Washington does not have its own local regulations for passenger for-hire services, those services still fall under state-level regulation. Therefore, it behooves the City to come up with those rules that will best encourage the services it desires. The best regulatory framework is flexible, proportional, and collaborative. The City can promote passenger-for-hire growth by:

- Streamlining licensing
- Aligning with state safety rules
- Incentivizing zero-emission and accessible vehicles, and
- Coordinating with public transit to fill service gaps

5.4 [Restrictions on Public Transportation](#)

In Washington State, when a PTBA and a private transportation operator both intend to provide service within the same geographic area, state law requires a coordination agreement to ensure the services are compatible and non-duplicative. This requirement is likely to apply to a service operated by the City as well.

The requirement is established under [RCW 36.57A.090\(3\)](#) and [RCW 81.66.010 - .040](#), which govern PTBAs and private transit coordination. The intent is to prevent unnecessary competition between publicly funded and private services, while promoting efficiency, safety, and equitable service coverage.

Exceptions to this requirement generally include:

- Charter services
- Employee commuter shuttles
- Hotel or tourism transport
- TNCs (Uber/Lyft) - although cities may restrict curb access or pickup points
- On-demand microtransit if structured as a private membership service or contracted by a PTBA

These do not fall under the same common carrier rules as fixed-route transit in direct competition with PTBA services.

5.5 City Authority

In Washington State, cities have authority to regulate passenger transportation carriers, but that authority is subject to regulatory preemption by state agencies. Because the state statute ([Chapter 46.72.001 RCW](#)) explicitly allows political subdivisions to regulate for-hire transportation, cities can adopt regulatory schemes, provided they do not conflict with state law or pre-empted regulatory authority of the UTC or other state statute.

Many Washington cities have ordinances that regulate taxicabs, limousines, for-hire vehicles, and transportation network companies (TNCs) (e.g., rideshare) under local licensing, business regulation, safety, insurance, insurance disclosure, driver background checks, and vehicle standards. If a local operation is entirely within a city limits, the state's exempt operations rule may allow the city to be the predominant regulator rather than the UTC.²⁰

Also, for newer mobility models (micro-shuttle, ADA van, nontraditional for-hire service) that may not clearly fall under state regulation (or are exempt), cities may have greater latitude. The legislature's finding and intent that political subdivisions may regulate for-hire transportation services gives cities explicit authority to act for local public safety and welfare.²¹

A municipality intending to regulate or partner with passenger transportation carriers (e.g., shuttles, TNCs, on-demand services) should undergo a legal review in order to check (1) under which statutory category the operation falls, (2) whether state certificates or permits apply, (3) which local ordinances and licensing schemes are allowed and consistent with state law, and (4) whether the service is wholly within city limits (giving more local flexibility).

6 Transportation Providers

6.1 Public Transit

6.1.1 Kitsap Transit

KT is a PTBA formed in 1982 by vote of Kitsap County residents. It serves the entire County and is the primary public transportation service on Bainbridge. KT operates several services on Bainbridge Island including:

- Routed buses (i.e., fixed routes)
- On-demand service known as BI Ride/Dial-A-Ride
- ACCESS services for disabled
- Worker/Driver
- VanLink

²⁰ [https://app.leg.wa.gov/wac/default.aspx?cite=480-30-011\(1\)](https://app.leg.wa.gov/wac/default.aspx?cite=480-30-011(1))

²¹ <https://app.leg.wa.gov/RCW/default.aspx?cite=46.72.001>

- Vanpool
- Carpool

Each of these services is further described below and on the KT website.²²

Routed buses (i.e., fixed routes)

Table 2 shows the main fixed bus routes serving Bainbridge Island.

Table 2 – KT Fixed Routes

Route	Areas Served and Key Stops	Hours of Operation and Notes
#93 – Manzanita	Serves Komedal, Manzanita, Miller Road, Koura, Island Church Park & Ride, and the Bainbridge Island Ferry Terminal.	Operates weekdays; connects with the ferry.
#94 – Agate Point	Covers Agate Point, Day Road, Manitou Beach, Falk Road, Madison Avenue, Yaquina, and the Ferry Terminal	Weekday service; schedule aligned with ferry arrivals & departures; does <i>not</i> make stops on Highway 305 for some segments.
#95 – Battle Point	High School Road, Bethany Lutheran Park & Ride, Battle Point, Arrow Point, Madison Avenue, Bainbridge Ferry Terminal.	Weekdays only. AM trips arriving at ferry (~ 6:05, 6:50, 7:40 AM) and PM return trips. In rural segments, buses may be flagged down at safe roadside locations
#96 – Sunrise	Connects the Ferry Terminal with routes going via Grand Avenue, Sunrise Drive, Lafayette, Madison Ave, Phelps & Day Road, etc.	Weekday service with AM and PM peak runs; designed partly to feed ferry and connect neighborhood areas.
#97 – Crystal Springs	American Legion Park & Ride, Baker Hill, Lynwood Center, Blakely/Bucklin Hill, Grow & Wyatt, Ferry	Weekdays. AM service arriving at ferry (e.g. 6:05, 6:50, 7:40 AM) and PM reverse trips.
#98 – Fort Ward	Ferry Terminal, Wyatt Way, American Legion Park & Ride, Lynnwood Center Road, Oddfellows, Fort Ward.	Weekdays only. Early and mid-morning inbound runs and afternoon returns.
#99 – Bill Point	Eagle Harbor, New Sweden, Rockaway Beach, Bill Point, Madison & Wallace, Ferry Terminal.	Weekdays. AM trips arriving at ferry (e.g. ~ 6:10, 6:55, 7:45 AM) and PM service returning
#106 – Fletcher Bay	Ferry Terminal, New Brooklyn, Miller Road, Spring ridge, Tolo, Fletcher Bay, Hansen	Weekdays only. Inbound runs in the morning; reverse in the afternoon.

²² <https://www.kitsaptransit.com>

On-demand service known as BI Ride/Dial-A-Ride (and Sunday Service)

BI Ride is an on-demand/dial-a-ride service for Bainbridge Island and powered by the Ride Pingo platform which allows users to:

- Book rides via an app (Ride Pingo) or by phone (1-844-4BI-RIDE) to schedule a trip.
- A ride can be requested as soon as available or scheduled up to 7 days in advance.
- It is particularly useful when routed buses (fixed-route) are not operating, for parts of the island not well-served by fixed stops, or during off-peak hours.

Table 3 – BI Ride Hours of Operation

Day	Hours of Operation
Weekdays (Mon–Fri)	8:45 AM to 3:30 PM. The last pickup from the Ferry Terminal is about 3:15 PM
Saturday	9:00 AM to 6:00 PM. After about 4:00 PM, trips must be booked via app, and phone reservations must be made before 4:00 PM.
Sunday	BI Ride is part of Sunday on-demand service. Kitsap Transit has extended Sunday Bus Service to Bainbridge as of March 16, 2025 from 8:00 AM - 4:00 PM

Fares, Payment and App for routed buses and BI Ride:

- Regular fare is \$2 one-way.
- Reduced fare is \$1 one-way and is available for seniors, people with disabilities, and holders of a regional reduced fare permit.
- Kids (age 18 and under) ride for free on Kitsap Transit services including BI Ride.
- Payment methods include exact cash, via Ride Pingo app (credit card), ORCA card, and other Kitsap Transit fare tools.
- Sundays are free.

ACCESS

ACCESS Service provides door-to-door or curb-to-curb transportation to seniors and people with disabilities unable to use the fixed route transit system. To use Kitsap Transit ACCESS, riders must first complete an eligibility application and receive approval prior to scheduling.²³

Worker / Driver

Worker/Driver is a specialized KT service in which buses carry employees to the Puget Sound Naval Shipyard and Submarine Base Bangor.²⁴

²³ <https://www.kitsaptransit.com/faqs/access-faqs>

²⁴ <https://www.kitsaptransit.com/faqs/workerdriver-faqs>

VanLink

The VanLink program is designed to provide local social agencies with vans to transport their clients. This program allows agencies the ability to schedule client outings, work programs, daycare and training as their schedule dictates.²⁵

Vanpool

The Vanpool program provides users with a Kitsap Transit van. In order to use the service, users must self-organize a group of at least three people and complete a van driver orientation.²⁶

Carpool

The carpool program from Kitsap Transit offers to connect people with others to share a ride to work. Since carpool partners generally split the cost of their commute, carpooling saves money while reducing harmful emissions in the environment.²⁷ [RideshareOnline](#) is another resource for commuters.

6.1.2 Clallam Transit

Clallam Transit is a PTBA formed in 1979 by Clallam County voters. It operates fixed-route buses, demand response services, vanpools, and paratransit/dial-a-ride options.

Clallam Transit offers a region-spanning “direct” service called Route 123 “The Strait Shot”, which connects Port Angeles (on the Olympic Peninsula) to the Bainbridge Island Ferry Terminal. The service runs three times a day and can be accessed from locations like the Port Angeles Gateway Transit Center and the Sequim Transit Center.²⁸

6.1.3 Washington State Ferries (WSF)

WSF is the largest ferry system in the United States and one of the largest in the world. It is operated by the Washington State Department of Transportation (WSDOT) and provides passenger and vehicle ferry service across Puget Sound and adjacent waterways. In 2024, WSF carried approximately 19.1 million passengers, including 9 million vehicles. The Seattle – Bainbridge Island ferry route is the busiest in the WSF system, carrying a total of 4.9 million passengers including 1.6 million vehicles.²⁹

²⁵ <https://www.kitsaptransit.com/faqs/vanlink-faqs>

²⁶ <https://www.kitsaptransit.com/faqs/vanpool-frequently-asked-questions#question1>

²⁷ <https://www.kitsaptransit.com/faqs/carpool-faqs>

²⁸ <https://www.clallamtransit.com/route123>

²⁹ <https://wsdot.wa.gov/sites/default/files/2025-01/WashingtonStateFerries-TrafficStatistics-2024Annual.pdf>

6.2 Taxis, ride-hailing, and other private services

Table 4 presents a summary of the taxi, ride-hailing and private car services present on Bainbridge Island

Table 4. Private Transportation Services

Service Name	Service Type	Description	Contact and Notes
Viking Cab	Taxi	Traditional taxi service for errands, getting to/from the ferry terminal, etc.	Call or text 360-244-4420. They promoted themselves as available 24/7 but actual availability (driver on duty) is limited. Reached the number a few times unsuccessful.
City Cab Taxi Service LLC	Taxi	Based in Bremerton and serves Kitsap & North Mason counties, including Bainbridge Island	Contact: 360-550-5377. Two cabs. Operates 24/7 (or at least late hours). For trips to/from Bainbridge Island, there is a \$60 minimum. Needs at least 1 hour advance notice for Bainbridge Island
Taxi & Tours	Taxi	Taxi service around the island; also offers shuttle/tour options, ferry-transfers, larger party/wedding shuttles.	Phone: 206-842-7660. Good for planned rides; may need scheduling ahead of time.
Uber	Ride-hailing	Ride-hailing via Uber app. UberX is the most common service.	www.uber.com . Very limited due to driver availability. Unreliable especially during off-peak times and late night pick up.
Lyft	Ride-hailing	Ride-hailing via Lyft app. Standard is the most common service.	www.lyft.com . Very limited due to driver availability. Unreliable especially during off-peak times and late night pick up.
Tour Bainbridge	Premium Transportation	Private tour and transportation company on Bainbridge Island	www.tourbainbridge.com , 833-424-8687
LUX Ride Pro	Premium Transportation	Charter services for Bainbridge Island, Suquamish, Poulsbo, Silverdale, Bremerton, and Seattle	www.luxridepro.com 206-488-6835 Affiliated with Tour Bainbridge
Tate Forest (former Car service on BI by EVE)	Premium Transportation	Rides for weddings, corporate events, parties, and special occasions	www.tateforest.com , 206-488-6835.
ZEV co-op	Electric carshare / cooperative	ZEV is a community-based electric vehicle carshare (station-based or round-trip	https://zev.coop/ Book rides via app. Vehicles are available 24/7, though reservations in advance are required

		carsharing) including two stations in Bainbridge Island	
Jack Flash	Free shuttle service in the summer	Jack Flash operates a free shuttle (open-air golf carts) on an ad hoc basis between the Bainbridge Ferry Terminal and Downtown Winslow / Parfitt Way.	https://www.ridejackflash.com/ The service tends to run more consistently weekends / busy / nice days and during peak visitor periods; it may be less frequent or not run during off-peak times. Only in summer months.
Local / Private car services	Local/private car services	Smaller, often individual or small-fleet services. Might offer airport transfer, door-to-door rides, etc. Some names mentioned in local forums or social media (e.g. Facebook)	Usually via direct call or text; may not have formal app functions. Usually via direct call or text; may not have formal app functions.

7 Transportation Demand

Based on the latest American Communities Survey (ACS) about 37.5% of Bainbridge residents drive alone to work, 33.7% work from home, and 17.8% of commuters use public transit.³⁰ The Bainbridge - Seattle ferry accounts for a large portion of the commuters. A smaller share of residents carpool, walk, or bike. The 2022 National Community Survey found that approximately 43% of respondents answered that improving the overall quality of the transportation system on Bainbridge was “essential” and 41% rated it “very important”. And on the Impact by Sector 2024 survey by the Bainbridge Community Foundation, the distribution of respondents stating how well transportation is being addressed in the community is: Well (24%), Fair (43%), Poor (32%) and Extremely Poor (1%).³¹

KT total ridership in 2024 for routed bus service was 1,460,147 (based on average daily boarding) in the entire county. KT’s Long-Range Transit Plan (2022-2042) reports that there are 37 fixed routes with weekday service in the routed-bus network, of which around 22% are currently serving Bainbridge. The study team estimated approximately 300,000 trips per year on the Bainbridge routed bus services.

Kitsap Transit average daily boarding systemwide in Kitsap County in 2024 was

- Routed buses (i.e., fixed routes): 4,867
- On-demand/Dial-A-Ride: 129
- Worker/Driver: 745
- ACCESS and VanLink: 739
- VanPool: 261

³⁰ <https://datausa.io/profile/geo/bainbridge-island-wa>

³¹ https://bainbridgecf.org/assets/media/images/State%20of%20the%20Sector%20Report-2021_WEB.pdf

Based on similar on-demand service operations in the country, we can expect the proposed service to achieve approximately two to four passengers per vehicle hour. Prior research indicating that microtransit demand is strongly influenced by service reliability, curb-to-curb accessibility, and community demographics—including higher usage among lower-income, carless, female, and younger populations— we can expect the proposed service to achieve closer to 4 passengers per vehicle hour, with potential for higher productivity in areas near the ferry terminal, around Safeway, and Winslow area.

The new service is expected to initially capture trips from existing modes such as ride-hailing and taxi, consistent with the principle of Independence of Irrelevant Alternatives (IIA), which posits that travelers substitute among similar options based on relative utility. In the short term, demand is therefore likely to shift from comparable on-demand modes, while in the long term, the service has the potential to increase public transportation use and reduce single-occupancy vehicle trips, supporting a more integrated and sustainable mobility system.

8 Related Studies and Plans

This Report was guided by prior work completed by the City and acknowledges the associated public input that has previously been collected. The following plans were used to develop this Report:

8.1 [Draft Island-Wide Mobility Plan](#)

The draft [Island-Wide Mobility Plan \(IWMP\)](#) is a comprehensive, island-wide transportation strategy that integrates and updates previous planning efforts, including the 2017 Island-Wide Transportation Plan and the 2022 Sustainable Transportation Plan. A draft plan was released for public feedback in June of 2025 with the final plan anticipated in 2026.

Key elements in the Bainbridge draft IWMP that are incorporated into this Report and its recommendations include:

- The entire mobility network on Bainbridge must work as system that accommodates all users. (draft IWMP p7)
- 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. (draft IWMP p13)
- Connectivity can also be improved by increasing the opportunities to connect to multiple transportation modes. (draft IWMP p17)
- The draft IWMP proposes the development of a connected mobility network. (draft IWMP p35)

- The Connecting Centers projects are a key element of the future mobility network. (draft IWMP p37)
- Mobility hubs that integrate public and private mobility locations include Lynwood Center and Coppertop Park. (draft IWMP p41)
- Two new electric circulator services, including a Winslow circulator and Island-Wide circulator to Lynwood Center and other areas. These are intended to complement KT service. (draft IWMP p43)
- Infrastructure improvements should be complemented with programmatic support and policy change. (draft IWMP p44)
- 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. (draft IWMP p44)
- The draft IWMP recommends new and updated policies that support the goals of the plan. (draft IWMP p45)

8.2 Sustainable Transportation Plan

The [Bainbridge Island Sustainable Transportation Plan](#) is a comprehensive initiative adopted by the City Council on March 22, 2022. It aims to transform the island's transportation system to enhance mobility, safety, and sustainability, aligning with the community's climate goals.

8.3 Climate Action Plan

The City of Bainbridge Island's [Climate Action Plan](#) (CAP), adopted in November 2020, outlines a comprehensive strategy to address climate change through both mitigation and adaptation efforts. The plan was developed by the Climate Change Advisory Committee (CCAC) in collaboration with city staff, community stakeholders, and the public.

8.4 Comprehensive Plan

The [Comprehensive Plan](#) is the City's long-range policy roadmap for how Bainbridge will grow, change, and be managed over time. It was initially adopted in 1994, updated in 2004 and 2017, and is maintained as an active plan under the requirements of the Growth Management Act (GMA)³².

³² The GMA is Washington's primary land-use planning law, enacted in 1990. Its purpose is to guide how cities and counties plan for growth, development, and environmental protection in a coordinated, sustainable way. <https://app.leg.wa.gov/rcw/default.aspx?cite=36.70a>

8.5 [Winslow Subarea Plan](#)

The [Winslow Subarea Plan](#) refines the island-wide Comprehensive Plan for the Winslow Urban Growth Area - the downtown core and surrounding neighborhoods that comprise Bainbridge Island's most developed and walkable district.

8.6 [Kitsap Transit Long Range Plan](#)

The [KT Long-Range Transit Plan](#) (LRTP) 2022-2042 is the agency's strategic roadmap for service and capital investment over the next 20 years. It includes these key elements that are incorporated in the Report

- Winslow circulator service (pg 38)
- Additional BI Ride On-Demand Shuttle Service (pg 41)
- Multi-Modal Mobility Hub at Lynwood Center (p6 45)

KT transit has done a remarkable job of identifying key investments in service expansion. However, expansion is not likely to occur without additional KT funding.

8.7 [WSF Long Range Plan](#)

The [WSF 2040 Long Range Plan](#) outlines the system's strategy for maintaining reliable, sustainable ferry service across Puget Sound through 2040. Adopted in 2019, the plan focuses on modernizing the fleet with hybrid-electric vessels, upgrading terminals for safety and multimodal access, and improving operational reliability amid growing ridership.

9 Key Considerations to Address Mobility Gaps

The following key considerations to address mobility gaps were developed by the study team and support the findings and recommendations of this Report.

9.1 [Links with Existing Transit](#)

Any new service must be designed to complement and strengthen existing public transit networks rather than compete with them. By reducing gaps in day of the week and service hours complementary to KT's fixed-route buses and WSF, new services can fill critical spatial and temporal gaps where existing services are limited or infrequent.

A flexible, on-demand model enables seamless integration with established hubs such as the Bainbridge Ferry Terminal, parking areas, and key community destinations. This can improve accessibility for residents with limited mobility options and enhance system efficiency by increasing transit ridership and reducing reliance on private automobiles.

9.2 Zero-emission Vehicles (ZEV)

Direction was given to prioritize Bainbridge’s sustainability goals using zero-emission vehicles (ZEVs) to minimize greenhouse gas emissions, reduce noise, and improve local air quality. These priorities have been previously articulated in the draft IWMP, the Bainbridge Island Sustainable Transportation Plan, and the City of Bainbridge Island's Climate Action Plan. Utilizing ZEVs also aligns with Washington’s climate action goals and KT’s broader decarbonization strategy.

Smaller, “right-sized” ZEVs are ideally suited for Bainbridge’s travel patterns - short-distance, low-speed trips within residential and commercial areas - making them cost-effective to operate while significantly reducing the community’s transportation-related carbon footprint. Where feasible, ZEVs should be charged using renewable energy sources and integrated into local charging infrastructure planning.

9.3 Must be Cost Effective

Any proposed service must offer a high return on investment by leveraging technology, vehicle right sizing, and dynamic routing to serve passengers at a cost-effective manner. Because microtransit operations can be scaled dynamically based on demand, these systems can minimize underutilized trips common in traditional fixed routes. Additionally, the integration of electric vehicles further reduces long-term operational costs through lower fuel and maintenance expenses. The cost efficiency of such a model makes it particularly attractive for smaller communities like Bainbridge, where conventional bus services are often less feasible.

9.4 Communications, Engagement, and Quality

Effective communications and engagement, along with high service quality will be central to achieving robust ridership and public acceptance for any service. Research shows service reliability and availability - reflected in wait times and operating hours – cause greater impact on microtransit demand than cost.

Equity and inclusion are also key drivers of demand. Studies indicate lower-income and carless households, as well as female and younger populations, are more likely to use microtransit due to limited vehicle access and higher mobility needs. Proximity to residential, commercial, and healthcare areas further drives trip activity. Communications and engagement efforts will emphasize community benefits, focusing on ease of use, reliability, safety, and environmental stewardship, while outreach strategies can target populations more likely to benefit from improved mobility options. Ensuring high quality service from initial launch will help establish trust, encourage repeat use, and support long-term mode shift toward shared and sustainable transportation.

9.5 Implement in Phases

It is not realistic to believe a fully developed supplemental transit program can be designed, launched, and operated while meeting the objectives identified above. Therefore, the study team determined that a phased approach to developing an effective and sustainable solution will better address a broader range of Bainbridge mobility gaps in the long term. Below is a proposed phasing.

- Phase 1 - Focus on a pilot project that serves high-demand corridors and connects with the Bainbridge Ferry Terminal. The pilot serves to verify and refine concepts.
- Phase 2 - Incorporating user feedback, ridership data, and other lessons learned, expand service to additional neighborhoods, schools, and community facilities.
- Phase 3 – Evaluate a more comprehensive integration with KT scheduling, fare, and data systems, creating a cohesive multimodal network.

An incremental strategy allows for controlled scaling, resource optimization, and ongoing evaluation to ensure the new service meets community needs and is integrated with existing public transit effectively.

9.6 Start with a Pilot

To promote operational success, community acceptance, inter-organization coordination, and manage financial risk, the place to start is with a pilot project.

This approach fosters data-driven refinement of service design such as service area, hours of operation, fare structure, vehicle selection, and modal links. During a pilot, real-time performance metrics, such as average wait time, ridership, and customer satisfaction should be closely monitored. Project findings will inform future scalability and integration with other transit services. A pilot phase would serve as an effective community engagement tool, helping residents experience the convenience and reliability of modern microtransit before more expansive implementation.

10 Description of a Pilot Project

This section describes a proposed pilot project which will address the gaps that were articulated by the City at the outset of the Report. It also lays the groundwork for expansion of service to all of Bainbridge.

10.1 Overview

The proposed Pilot is designed to supplement existing KT services with an on-demand, shared-ride program that enhances local mobility within a defined service area.

The Pilot service area encompasses the designated Subarea, extending to Coppertop Park and Lynwood Center, with a Downtown Core identified as the central operational focus. Service delivery will be concentrated in the Downtown Core during the day (8:00 a.m.–7:30 p.m.) to provide high-frequency, short-trip coverage, and expand to the broader service area after KT fixed-route and BI Ride services end (7:30 p.m.–12:00 a.m.) to ensure continued access and connectivity.

The Pilot emphasizes coordination with KT, aligning with system improvements and service gaps that KT has identified and supports.

10.2 Service Type

Flexible

The recommended pilot is a flexible transit service. Flexible transit service refers to any public or community transportation service that adapts to real-time demand or variable routes, rather than following a fixed schedule and route like a traditional bus line. It is designed to serve areas or times with lower ridership or dispersed travel patterns, where fixed-route service would be inefficient.

10.3 Service Hours and Duration

The pilot is proposed to operate from approximately 8:00 am until 12 am (16 hours) daily for a continuous period of 365 days.

10.4 Service Area

Winslow Subarea plus Lynwood Center and Coppertop Park

The service area for the proposed pilot is Area 3 as defined in Section 4.1.3 above. It includes the Winslow Subarea plus Lynwood Center and Coppertop Park.

10.5 Vehicles

Light-duty electric passenger vans

The EV's proposed for this project are light duty passenger vans such as the Ford E-Transit 350.

These vans accommodate nine passengers plus a driver and can be equipped with a wheelchair lift. For the proposed service three vans would be required. Two vans would be in regular scheduled service, and one would function as a back-up van and provide surge capacity during peak-volume periods.

10.6 Technology

A transit tech platform is proposed for the Pilot. This is a digital system that uses technology to improve public transportation, encompassing a wide range of solutions for both riders and agencies.

The software integrates real-time routing, dispatching, and passenger matching through an intelligent algorithm that adjusts vehicle routes dynamically based on trip requests. It includes coordinated apps for riders, drivers, and dispatchers, along with analytics tools for performance monitoring and service planning.

10.7 Facilities

While facility locations would need to be determined, one possible facility could be the City's Public Works / Operations & Maintenance facility located on Hidden Cove Road. This facility houses the City's Operations & Maintenance Division of the Public Works Department, which is responsible for maintaining the city's streets, sidewalks, water/sewer/storm utilities, fleet and infrastructure.

10.8 Electric Vehicle Supply Equipment (EVSE)

The proposed pilot includes dedicated Level 2 EVSE that would be located at the van facility so the EVs can be charged overnight. Charge would also take place throughout the day using L2 and DC Faster chargers currently in place on Bainbridge.

10.9 Management Options

There are several options for how the pilot project could be operated and managed, as described below:

1. Do nothing and wait for KT to improve services (on KT's terms for quality, coverage, and ridership).
2. The City hires KT to run Pilot (using KT drivers, EVs, and software) as an in-house service such as BI Ride. As the project sponsor, the City would seek to establish level of service and quality standards.

3. The City hires KT to run Pilot by contracting out to a company such as Via, or DemandTrans. As the project sponsor, the City would seek to establish level of service and quality standards.
4. The City operates Pilot (drivers and EVs) and licenses software from a company such as Pingo. The City has complete control over the level of service and quality standards.
5. The City hires a contractor who provides drivers, EVs, insurance, maintenance, and software. The City establishes and monitors the level of service and quality standards.

10.10 Integration with KT BI Ride

A highly desirable way to implement the Pilot would be to use the same mobile app that KT does for BI Ride. This scenario was researched and the integration is possible; it would require collaboration and coordination with KT

From a user experience point of view, the integration would be seamless; the rider would not be aware of the different City and KT services. Rather, the user would request a ride, and the most available vehicle would be deployed to them resulting in the best possible response time. In this scenario the same rate would be charged for the City and KT services.

11 Estimated Expenditures

11.1 Expenditures

The estimated cost of the Pilot described in the report is \$1,622,670. This was calculated based on the approach where the City manages and operates the project directly or hires a contractor. The estimate was developed in such a way as to account for all related costs. Should the City elect to proceed with the project, a competitive bid process would establish the actual price.

Table 6 – Project Cost Estimate

Item	Amount	Note
Planning	\$ 93,031	4.5 months
Mobilization and demobilization	\$ 55,400	1.5 months
Van leases	\$ 106,425	3 vans, includes 1 month mobilization and demobilization
Operations	\$ 991,603	12 months of operations. Includes software, drivers, maintenance, consumables, electricity, insurance, customer support, and management
G&A and Fees	\$ 262,208	If a contractor, this is non-specific overhead, and profit. If the City, this is support staff time

Contingency	\$ 114,003	Unforeseen and changed conditions
Total	\$ 1,622,670	

12 Estimated Fare Revenue

The fare revenue that can be generated will result from a combination of ridership and fares. For the Pilot, it is proposed that the fares be set equivalent to KT transit - \$2 per ride. in order to eliminate any financial incentive to choose one (KT or the City) service over the other. Also, if the proposal to integrate the KT and City services is realized, it would be necessary to use the same rate for both services.

It is conceivable that the “after hours” service (when KT is not operating) could be provided at a higher rate (reflecting a higher value for the service when other options are scarce). However, such a pricing strategy is not recommended for the Pilot, primarily to avoid biasing the ridership numbers (which could be influenced by price fluctuations). Accordingly, the proposed rate for the Pilot is \$2 per person at all hours. Given the \$2 rate and estimated ridership, the projected fare revenue is \$35,040 - \$58,400.

13 Estimated Ridership

Based on similar on-demand service operations in the country, the study team expects the proposed service to achieve approximately 2 to 4 passengers per vehicle hour. Prior research indicating that microtransit demand is strongly influenced by service reliability, curb-to-curb accessibility, and community demographics—including higher usage among lower-income, carless, female, and younger populations— suggests that the proposed service may achieve closer to 4 passengers per vehicle hour, with potential for higher productivity in areas near the ferry terminal, around Safeway, and in the Winslow area.

The new service is expected to initially capture trips from existing modes such as ride-hailing and taxi, consistent with the principle of Independence of Irrelevant Alternatives (IIA), which posits that travelers substitute among similar options based on relative utility. In the short term, demand is therefore likely to shift from comparable on-demand modes, while in the long term, the service has the potential to increase public transportation use and reduce single-occupancy vehicle trips, supporting a more integrated and sustainable mobility system. Projections suggest productivity of 2–4 passengers per vehicle hour, consistent with comparable on-demand services in similar communities during regular hours. Evening ridership is estimated to be less productive, averaging about 2 rider per hour over a 16-hour day.

Accordingly, the projected ridership for the concept Pilot is estimated to range from 17,520 – 29,200 passengers over a 12-month period. When considering operating costs³³ only, the cost per passenger is estimated to be \$45 - \$74 per passenger.

14 Recommended KPIs

The study team recommends the following KPIs for a pilot project:

- Total passengers embarked
- Total hours operated
- Total miles operated
- Total revenue collected
- Total cost (so that cost per passenger / hour / mile operated can be ascertained)
- Total kW of energy consumed
- Correlation with KT transit ridership
- Customer satisfaction scores

15 Proposed Next Steps

The Report has evaluated several mobility gaps on Bainbridge and considered possible actions that can be taken to improve them. The following approach outlines a structured path for advancing zero-emission mobility and community transportation initiatives described in this Report.

1. Establish Funding and Partnerships

The first step is to identify and secure a suitable funding source to support implementation of a Pilot. Once funding is confirmed, the City will need to initiate a detailed planning phase to refine the concept and prepare for execution. This stage includes inviting KT and qualified private transportation providers to submit formal proposals outlining costs, terms, and operational capabilities to carry out the Pilot.

2. Strengthen Policy and Institutional Support

Concurrent with Pilot planning, the City should develop a policy framework that enables and encourages community-based organizations (CBOs) to partner with the City in pursuing and administering mobility-related grant opportunities. This approach enhances local capacity without significant cost and fosters broader community participation.

3. Leverage the Transportation Benefit District (TBF)

³³ Operating cost do not include planning, and mobilization, summary report or City staff time.

The City should assess how its existing Transportation Benefit Fund can be leveraged to address local transportation priorities, including funding for pilot programs, capital improvements, and mobility incentives.

4. Introduce Incentives and Demonstration Projects

As part of the broader mobility strategy, the City should evaluate incentive mechanisms - financial or policy-based - that encourage service providers and community partners to improve mobility access beyond the scope of the Pilot. Additionally, the City should consider sponsoring a Community Carpool Demonstration Project in collaboration with local CBOs to test and promote shared mobility solutions.

5. Enhance Public Awareness and Engagement

To ensure long-term success, the City should fund and coordinate a Bainbridge Mobility Awareness Program. This effort would inform residents of the full range of available transportation options and build community understanding of sustainable, multimodal travel choices.