

Bremerton2044

Active Transportation Plan

Public Review Draft January 2025



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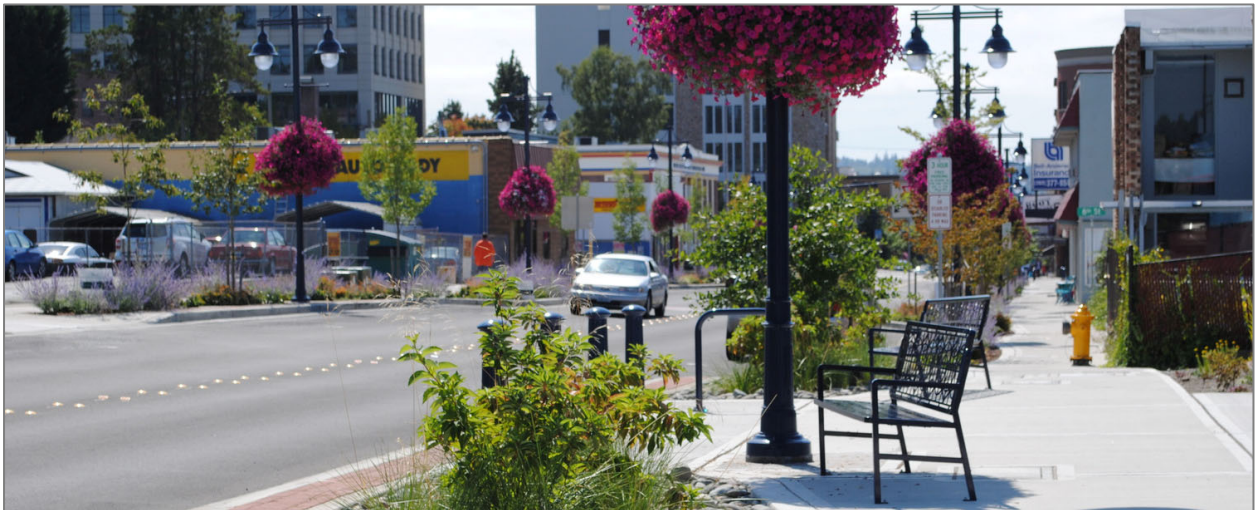
1. Active Transportation Plan

1.1 Introduction

The Bremerton Active Transportation Plan aims to create a safer, more accessible, and sustainable city for people walking, biking, and rolling. As the City of Bremerton plans its future transportation network, promoting active transportation—walking, biking, and using assistive mobility devices—will play a crucial role in enhancing mobility, reducing traffic congestion, improving public health, and supporting environmental sustainability. Investments in active transportation promote a more vibrant, connected, and resilient community for everyone.

Active transportation refers to human-scaled methods of travel, such as walking, riding a bike, using a scooter, or rolling with an assistive mobility device such as a wheelchair.

Bremerton’s diverse geography, with its mix of urban and rural areas, presents unique challenges and opportunities for active transportation. This plan focuses on addressing needs by prioritizing equitable access to safe and efficient infrastructure that connects people to key destinations like schools, jobs, parks, and transit hub services. The Active Transportation Plan updates the 2007 Non-Motorized Transportation Plan that outlined the city’s existing active transportation infrastructure, priority networks, and project list for bicycle and pedestrian improvements.



1.2 Plan Overview

This plan was guided by a vision and set of goals for active transportation, designed to create a safer, more accessible connected city for all users. The vision and goals serve as a foundation, and they have guided priorities throughout the planning process, ultimately informing plan recommendations to enhance the city's active transportation network. Plan recommendations were developed using a three-pronged approach, combining a series of a network analyses,¹ development of prioritized network connections, and consolidation of active transportation projects from previous planning efforts (Figure 1).

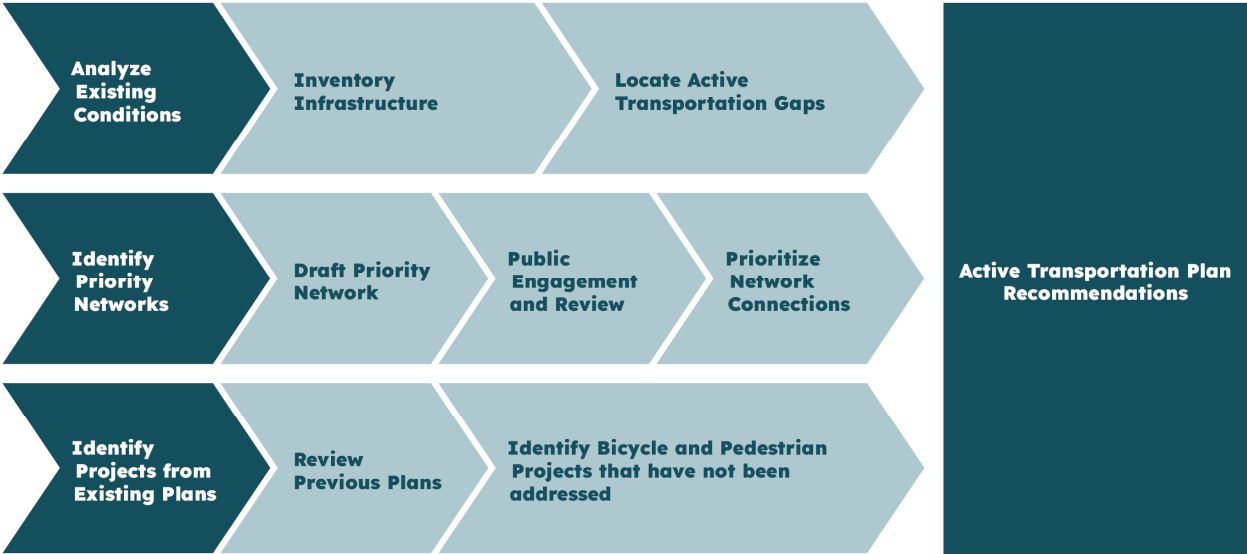


Figure 1. Active Transportation Plan Development

¹ Highlights from the network analyses are included in the following sections, with the full analysis of Existing Conditions provided in Attachment A.

2. Planning for Active Transportation

2.1 Vision and Goals

The active transportation vision sets the future direction for nonmotorized infrastructure in Bremerton. The vision outlines the City’s aspirations for the next 20 years, while the goals provide measurable objectives to achieve that vision. Future projects should align with these goals to ensure progress toward the City’s active transportation vision. Six goals were established to articulate Bremerton’s aspirations for its active transportation network. These goals provide clear criteria to measure progress toward the overall vision.

Bremerton’s Active Transportation Plan reaffirms the City’s commitment to provide a safe, connected, and comfortable transportation network for people of all ages and abilities to walk, bike, and roll.

Vision Statement
2024 Active Transportation Plan

1. **Safety:** Use a Safe System Approach to design a transportation system to protect vulnerable users, prevent crashes, and minimize harm when they occur to achieve Vision Zero—a future where Bremerton’s multimodal transportation system experiences zero traffic deaths or serious injuries.
2. **Comfort:** Strive to provide active transportation facilities that are comfortable for people of all ages and abilities on walking and biking routes.
3. **Connectivity:** Complete a citywide network of bikeways and pedestrian infrastructure that provides efficient and convenient connections to destinations such as work, shopping, education, transit services, and recreation.
4. **Equity:** Invest in active transportation infrastructure in the communities that need it most, eliminate disparities, and promote safe and healthy connections for people walking, biking, and rolling.
5. **Mode Share:** Prioritize improvements that encourage people to make everyday trips by active transportation modes in Bremerton.
6. **Partnerships:** Collaborate with state, local, nonprofit, and private partners to improve regional active transportation connections and access.

2.2 Community Context and Destinations

Bremerton’s geography is diverse, with noncontiguous boundaries that span both densely populated urban areas and more sparsely populated areas outside of city limits, as illustrated in Figure 2. Urban Growth Areas designated for future development are adjacent to the current city limits. The types and design of active transportation facilities should be tailored to the variety of local contexts. In urban areas, sidewalks, bike lanes, and crosswalks may be the primary focus, while in less dense areas, neighborhood greenways or off-road shared-use paths may better serve the needs of residents.

The city’s highest-density areas are downtown and East Bremerton. Destinations in downtown Bremerton—including government offices, shops, restaurants, and the Bremerton Ferry Terminal—are well suited for short walking and bicycling trips. Downtown is also a major employment hub with Naval Base Kitsap-Bremerton (NBK-BR) and the Puget Sound Naval Shipyard providing a substantial number of jobs for the region. East Bremerton is primarily residential, with commercial areas concentrated along SR 303. Additionally, new residential development is expanding west of downtown and SR 3.

Active transportation serves both utilitarian and recreational uses such as walking to work, biking to run errands, or enjoying a stroll through a park. Identifying destinations suitable for short trips by walking and biking can help highlight areas with a greater need for active transportation infrastructure. Typical active transportation destinations include civic buildings, health facilities, schools, major employers, parks, and transportation connections. Downtown and East Bremerton have the highest concentration of these destinations, highlighting the demand for active transportation connections (Figure 3).

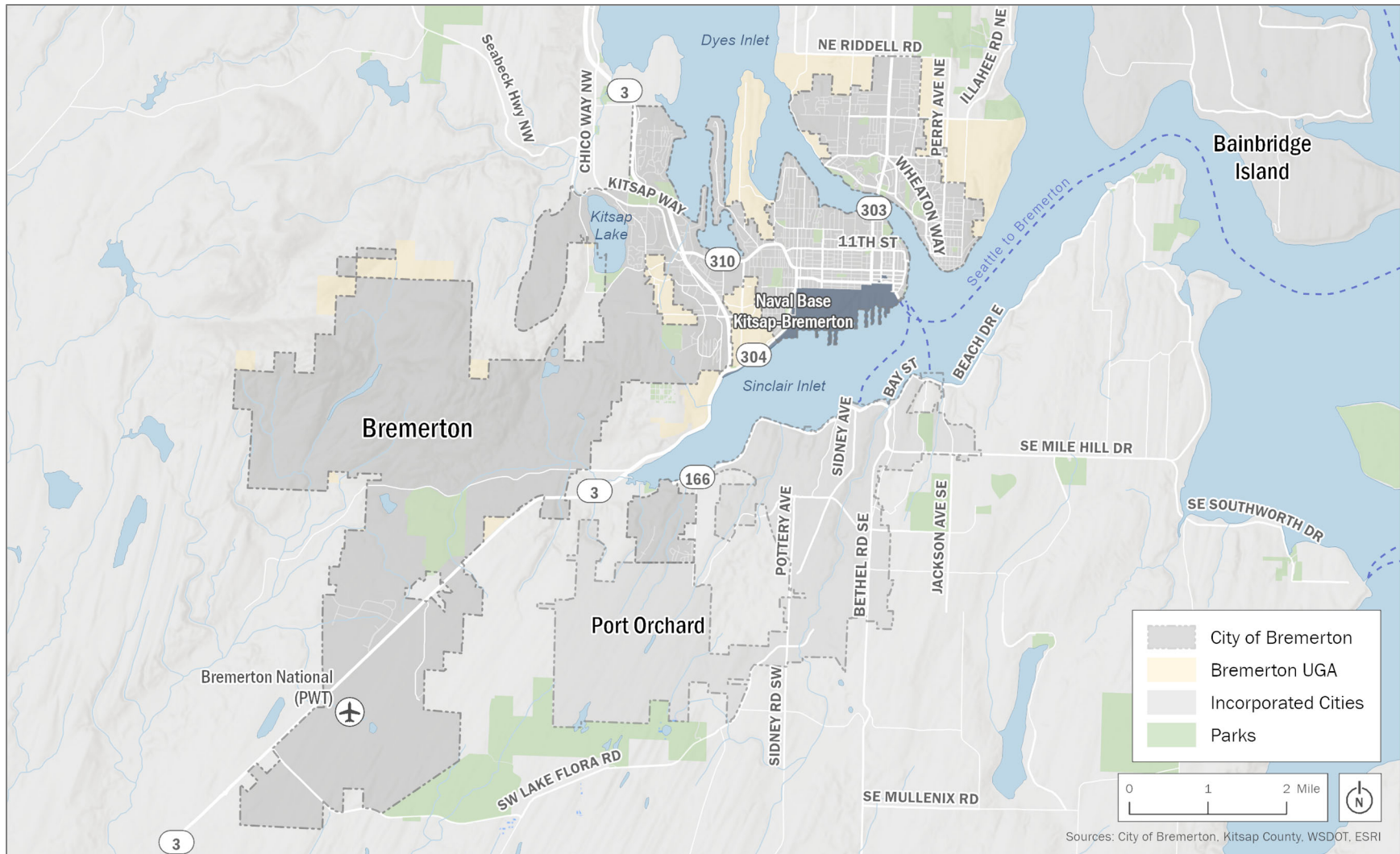


Figure 2. City of Bremerton

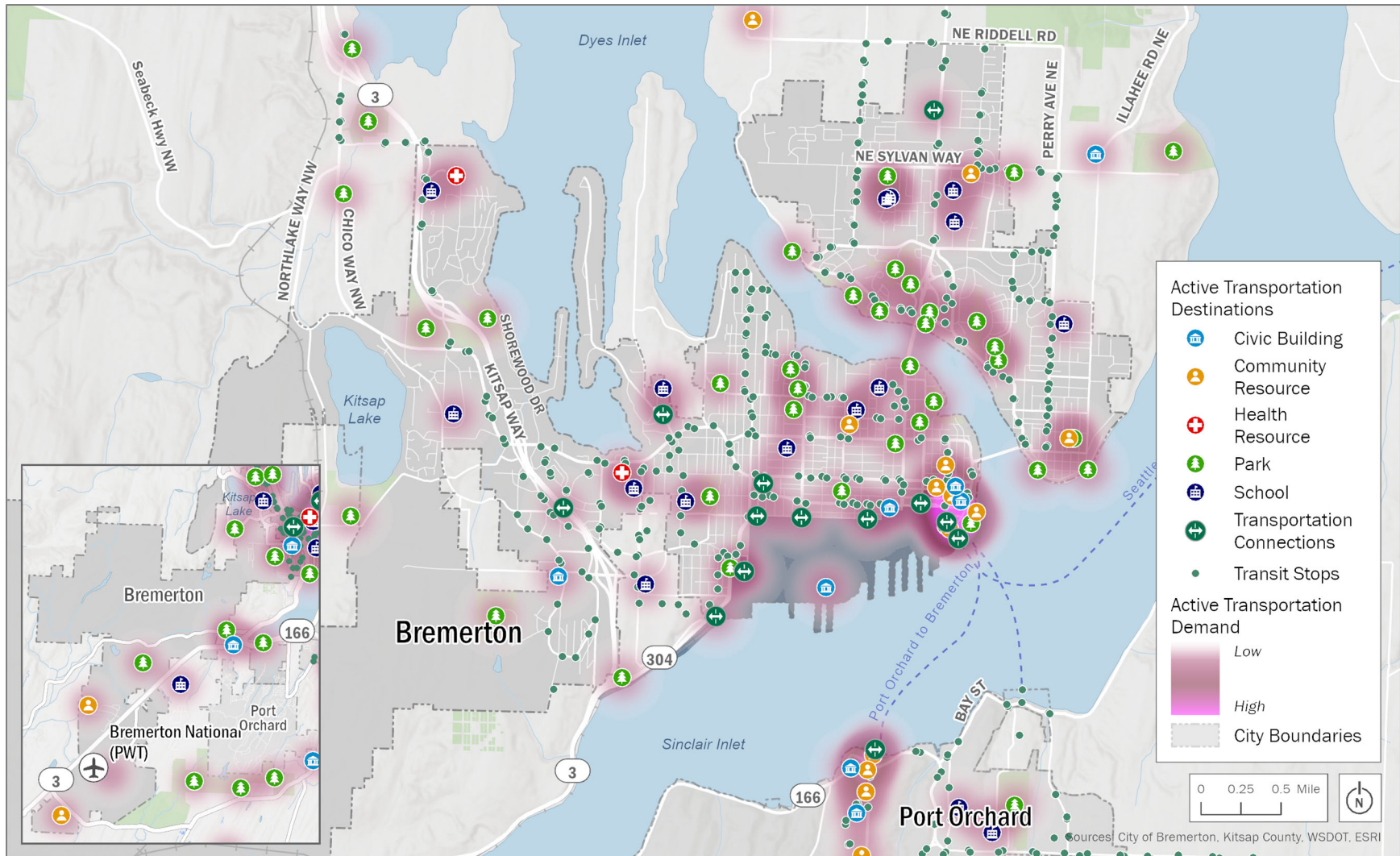


Figure 3. Active Transportation Demand

2.3 Planning Efforts

The Active Transportation Plan was written to complement the City’s existing plans and programs. Bicycle and pedestrian improvements from recent plans were reviewed and consolidated to identify and coordinate high-priority projects. This consolidated list was screened to identify key projects, which were incorporated into the Active Transportation Plan recommendations. Table 1 provides a summary of recent plans included in the consolidated project list, highlighting their recommendations for bicycle and pedestrian infrastructure. The 2024 annual update to the Capital Improvement Plan (CIP) was coordinated with the Bremerton2044 Comprehensive Plan Update. All recommendations from the Active Transportation Plan are incorporated in the priority networks and 20-year transportation capital project list in the Transportation Technical Appendix.

Table 1. Previous Planning Efforts

Plan	Connection to Active Transportation Infrastructure
<u>Joint Compatibility Transportation Plan (2023)</u>	Identifies improvements for commuter traffic, parking, and non-motorized access to NBK-BR.
<u>West Kitsap Way Planning Study (2024)</u>	Proposed design from SR 3 to Chico Way, providing updated cross sections and preliminary designs for future reconstruction.
<u>Sidewalk Work Program</u>	Updated annually to identify pedestrian improvements to be constructed by City, including sidewalks, curb ramps, and trip hazard removal.
<u>6th Street and 11th Street Corridor Feasibility Study (2020)</u>	Feasibility study and recommendation for road diets along these corridors o enhance nonmotorized travel and safety.
<u>Strategic Road Safety Plan (2020)</u>	Analyzes the transportation network to identify crash trends and roadway deficiencies, leading to prioritized safety improvement recommendations.
<u>SR 303 Corridor Study (2021)</u>	Identifies transportation improvements along SR 303 to enhance livability, attract investment, and promote economic vitality, including active transportation recommendations.
<u>Comprehensive Plan: Transportation Element (2016)</u>	Outlines the existing and planned transportation network, including a project list for active transportation improvements, and updated the Priority Bicycle and Pedestrian Networks.
<u>ADA Transition Plan (2016)</u>	Guides the creation of an accessible transportation system, identifying deficiencies and outlining a path for compliance with federal ADA requirements.
<u>Non-Motorized Transportation Plan (2007)</u>	Details the City’s planned 20-year bicycle and pedestrian networks, including existing conditions and a project list for active transportation improvements.

3. Network Analysis

A comprehensive inventory of existing bicycle and pedestrian facilities was completed as an update to the 2007 Non-Motorized Transportation Plan. The following section provides a detailed analysis of existing facilities, identifies gaps in the network, and examines safety considerations and transportation equity across the city. Attachment A provides an overview and definition of all bicycle and pedestrian facility types within Bremerton.

3.1 Existing Conditions for Walking

Pedestrian facilities in Bremerton include sidewalks and shared-use paths (Figure 4). Sidewalks are available on both sides of 44% of arterial and collector roadways, with facilities available mostly in the downtown area. Outside of downtown, sidewalks are limited, with no facilities available west of Jarstad Park or along SR 3. The quality of existing sidewalks varies throughout the city. Sidewalks on major arterials—such as Warren Avenue, Washington Avenue, and 6th Street—tend to be in better condition than those on local roads. Approximately 38% of the city’s sidewalks, per the 2018 IMS sidewalk inventory of all roads, are classified as marginal or worse, with some segments, such as 5th Street, showing significant deterioration. Most sidewalks in Bremerton are 5 feet or less in width, which often makes it difficult for pedestrians to pass one another comfortably.

Shared-use paths are designed to accommodate both pedestrians and bicyclists in a dedicated facility separated from vehicle traffic. Within Bremerton, there are 3.4 miles of roadways with shared-use paths at the following locations:

- Along the waterfront near the Bremerton Ferry Terminal.
- On the east side of Harlow Drive from Lyle Avenue to Kitsap Way.
- On the south side of Lebo Boulevard/Lower Wheaton Way from Oak Street to Manette Bridge.
- Across Manette Bridge.
- North of Shorewood Drive through NAD Marine Park.

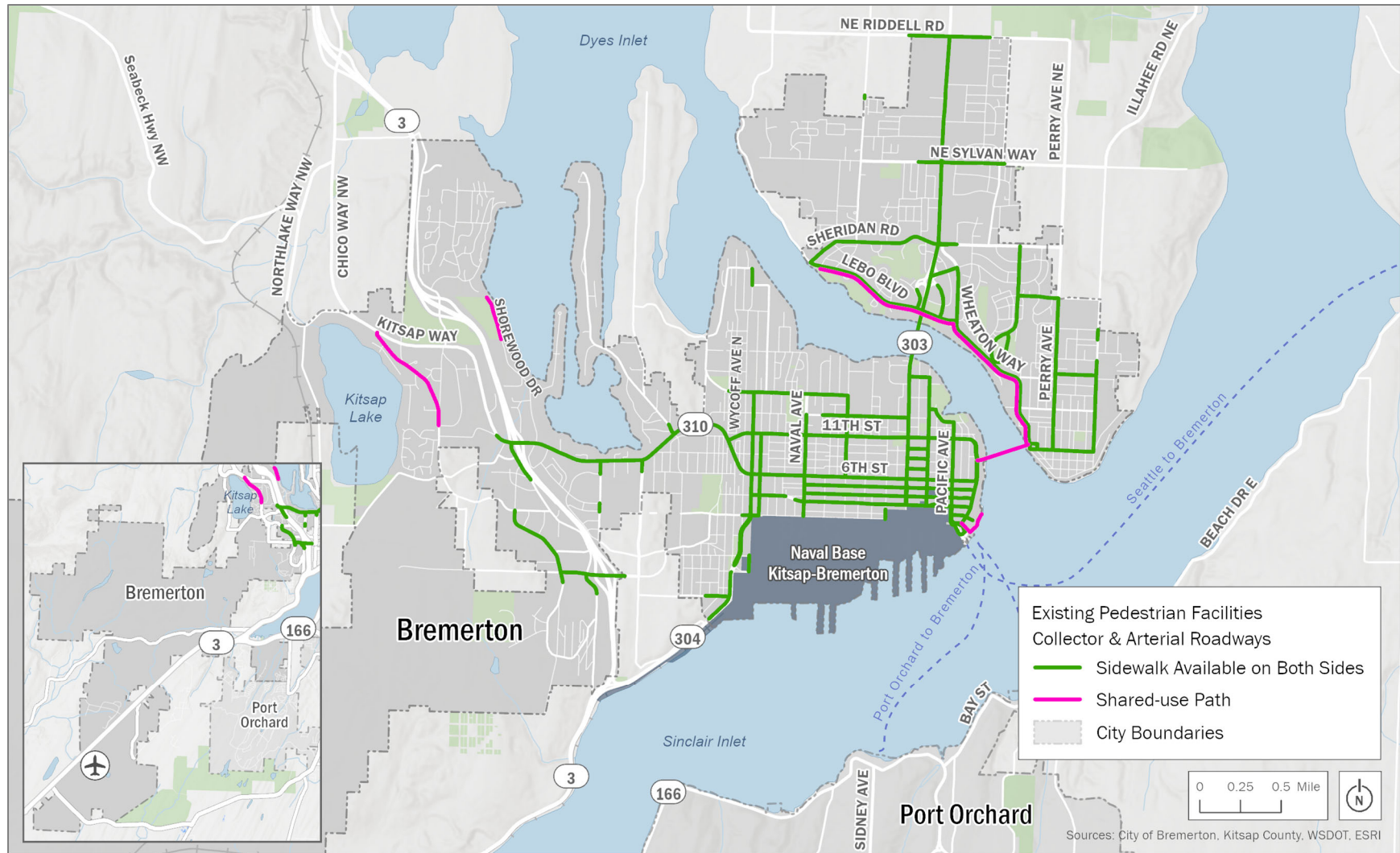


Figure 4. Existing Pedestrian Facilities

3.2 Existing Conditions for Biking

Approximately 13 miles of roadways within Bremerton have existing bicycle facilities including bike lanes, buffered bike lanes, neighborhood greenways, shared-lane markings, paved shoulders, and shared-use paths. Similar to the existing pedestrian facilities, most bicycle infrastructure is concentrated near the city's denser urban areas of downtown and in East Bremerton.

Bike lanes are the most common bicycle facility type in the city, with approximately 6.5 miles of roadway that include a bicycle lane. Some roads include two bike lanes for either direction of travel, including NE Riddell Road, Charleston Boulevard, Austin Drive, Washington Avenue, and segments of SR 310/Kitsap Way. Bicycle lanes along Charleston Boulevard continue half a mile south of the city along SR 304. Along Lebo Boulevard/Lower Wheaton Way and Perry Avenue, bike lanes are provided for travel in one direction, with a shared-use path and shared-lane marking, respectively, provided for the opposite direction of travel. Buffered bike lanes are present along parts of SR 310/Kitsap Way and Austin Drive where they are separated by a 2-foot painted stripe from traffic.

Neighborhood greenways, shared-lane markings, and designated paved shoulders indicate shared use of the roadway between bicyclists and vehicles. While these facilities are not suitable for all areas, they can work well on local streets with low speeds and traffic volumes. Figure 5 illustrates all designated bicycle facilities in the city.

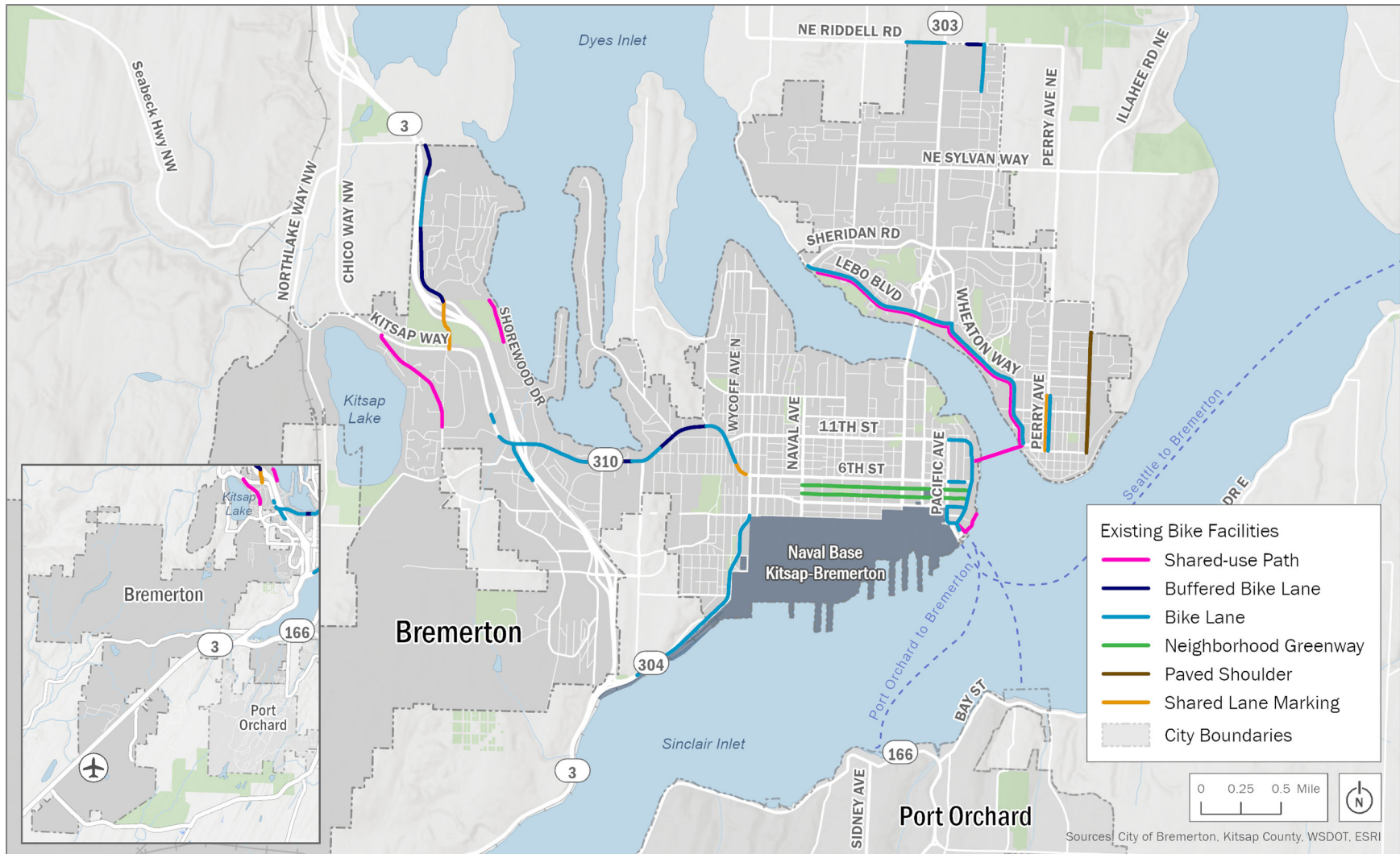


Figure 5. Existing Bicycle Facilities

3.3 Active Transportation Gaps

3.3.1 Level of Traffic Stress

Active transportation gaps can refer to literal gaps in infrastructure, such as missing sidewalks, or to areas where facilities exist but are uncomfortable for pedestrians and bicyclists. Level of traffic stress (LTS) is a metric used to evaluate the relative comfort of active transportation facilities, considering the presence of a dedicated active transportation facility and roadway characteristics. LTS classifications range from 1 to 4, with LTS 1 representing the lowest stress, suitable for users of all ages and abilities, and LTS 4 representing the highest stress, suitable only for very experienced and confident users. LTS criteria and thresholds from the Washington State Department of Transportation (WSDOT) Design Manual were used to develop the LTS rankings for both bicyclists and pedestrians in the Active Transportation Plan, as review of alternative LTS methodologies is under consideration.

A preliminary pedestrian level of traffic stress (PLTS) analysis, using WSDOT methodology, was conducted for key arterial and collector roadways in Bremerton, focusing on major pedestrian connections citywide and downtown (Figure 6). WSDOT's PLTS methodology provided rankings for roadway segments, as guidance for PLTS at intersections is not currently included in the Design Manual. Consideration of user comfortability at intersections will be conducted at a future date. WSDOT PLTS methodology considers the following criteria: type and width of pedestrian facilities, buffer width from vehicular traffic, the number of travel lanes, posted speed limits, and vehicular traffic volumes. Results showed that most of downtown Bremerton, which has existing sidewalks, was classified as PLTS 1 or 2, indicating lower stress levels for pedestrians. However, areas without sidewalks—such as sections of Kitsap Way, W Arsenal Way, and Auto Center Boulevard—received higher stress ratings of PLTS 3 or 4. Streets with narrow sidewalks in high traffic or high-speed areas—including Loxie Eagans Boulevard, 11th Street, and Warren Avenue (SR 303) Bridge—had higher stress ratings to reflect less comfortable use.



Figure 6. Pedestrian Level of Traffic Stress

A preliminary bicycle level of traffic stress (BLTS) analysis was also conducted for the key arterial and collector roadways in the city (Figure 7). The WSDOT BLTS methodology provided rankings for roadway segments, as guidance for BLTS at intersections is not currently included in the Design Manual. Consideration of intersections will be conducted at a future date. WSDOT methodology for BLTS considers the type and width of bicycle facilities, buffer width from vehicular traffic, the number of lanes, posted speed limits, and vehicular traffic volumes.

Approximately half of the analyzed roadways were classified as BLTS 2—including Kitsap Lake Road, Price Road, and Trenton Road—due to low speed limits and traffic volumes. Shared facilities with speed limits of 30 mph or greater were ranked as BLTS 3 and 4. Some high-stress segments, like the Warren Avenue (SR 303) Bridge and Kitsap Way east of SR 3, are part of ongoing active transportation projects.



Figure 7. Bicycle Level of Traffic Stress

3.3.2 Network Gaps

Active transportation gaps highlight roadway segments along major active transportation connections that lack sufficient bicycle or pedestrian infrastructure (see Figure 8). Identification of the gaps was based on the quality of existing facilities and opportunities for greater network connectivity.

LTS analysis results were used to identify segments with poor-quality connections along select arterials and collectors where additional facilities were needed to improve comfortability. Segments with an LTS score of 3 or 4 were identified as active transportation gaps. Some of the identified quality gaps are the locations of ongoing or upcoming improvements, including 6th Street, Naval Avenue, the SR 303 bridge, and Kitsap Way east of SR 3.

The gap analysis also highlighted opportunities for regional active transportation connections—SR 3 and SR 304—that could link Bremerton’s bicycle and pedestrian users to destinations across Kitsap County. Both roads are maintained by WSDOT and stretch through unincorporated Kitsap County. Future collaboration would be required among the state, city, and neighboring jurisdictions to plan and implement future infrastructure along these routes.

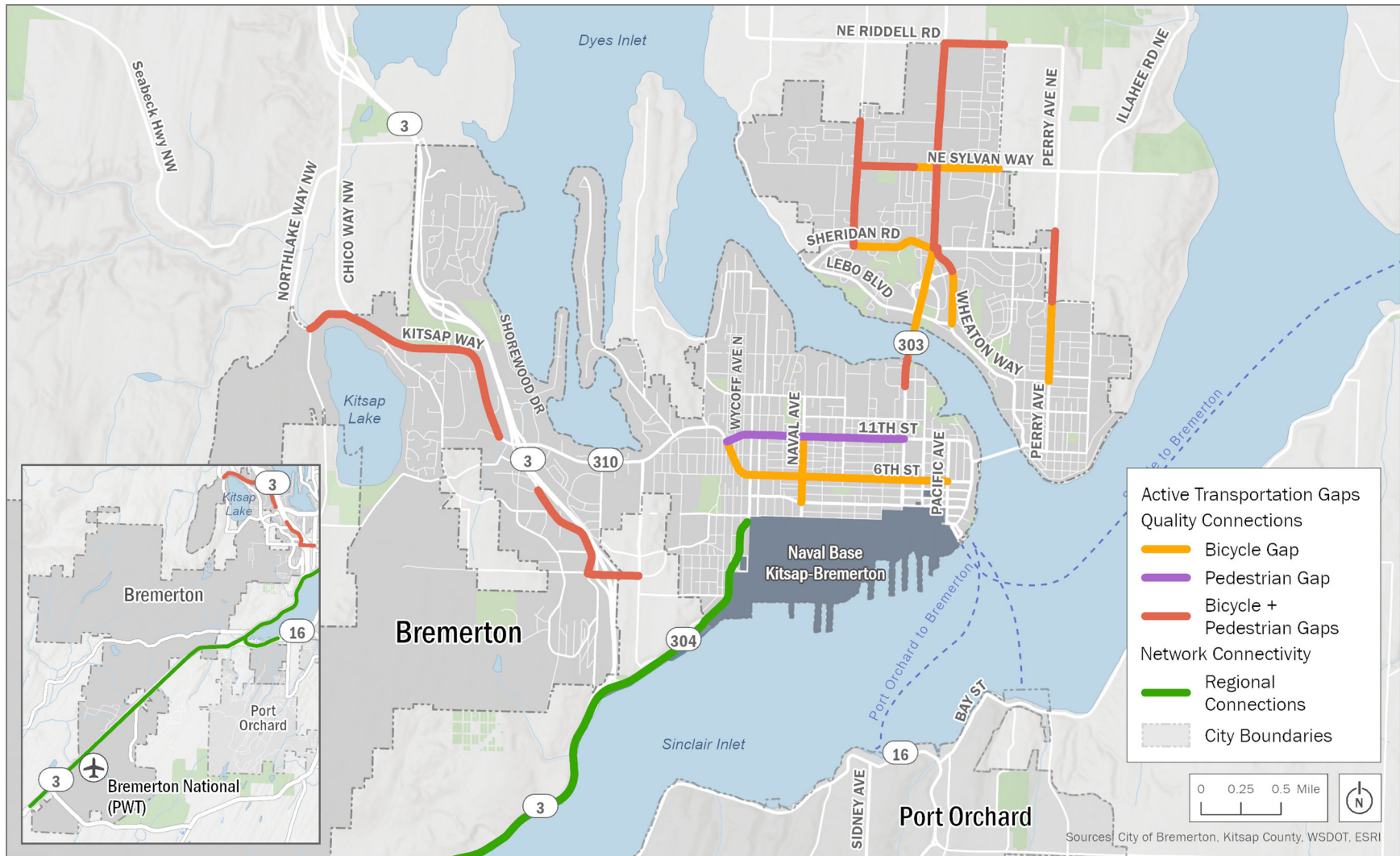


Figure 8. Active Transportation Gaps

3.4 Safety

In the past 5 years, there have been 110 crashes involving bicyclists or pedestrians within the city of Bremerton, primarily along arterial or collector roadways with hotspots downtown and along major intersections of SR 303. Table 2 details active transportation crashes from 2018 to 2022, including 32 crashes involving bicyclists and 78 involving pedestrians. The number of these crashes has generally decreased since 2018, with a significant drop in 2020 likely due to reduced traffic from the COVID-19 pandemic. About 66% of the crashes occurred at intersections. There were three fatal pedestrian crashes within the city along National Avenue, Oyster Bay Avenue W, and along SR 3 near Jarstad Park. Figure 9 and Figure 10 highlight the locations of bicycle and pedestrian crashes over the 5-year study period.

Table 2. Active Transportation Crashes within the City of Bremerton (2018–2022)

		2018	2019	2020	2021	2022
No Injury/ Unknown	Bicyclist	4	7	1	2	2
	Pedestrian	7	8	3	4	1
Suspected Serious Injury	Bicyclist	1	1	0	0	0
	Pedestrian	3	3	5	3	3
Suspected Minor Injury	Bicyclist	2	4	2	1	5
	Pedestrian	11	5	6	5	8
Fatal	Bicyclist	0	0	0	0	0
	Pedestrian	2	0	0	0	1
Total Bicyclist Crashes		7	12	3	3	7
Total Pedestrian Crashes		23	16	14	12	13

Source: Washington State Department of Transportation

This plan considers the Federal Highway Administration Safe System Approach, which is a framework for roadway design with multiple layers of protection to prevent crashes and minimize harm when they occur. By layering protections and designing streets that account for human mistakes and vulnerabilities, this approach helps create a safer environment for everyone, whether they are walking, biking, or driving.



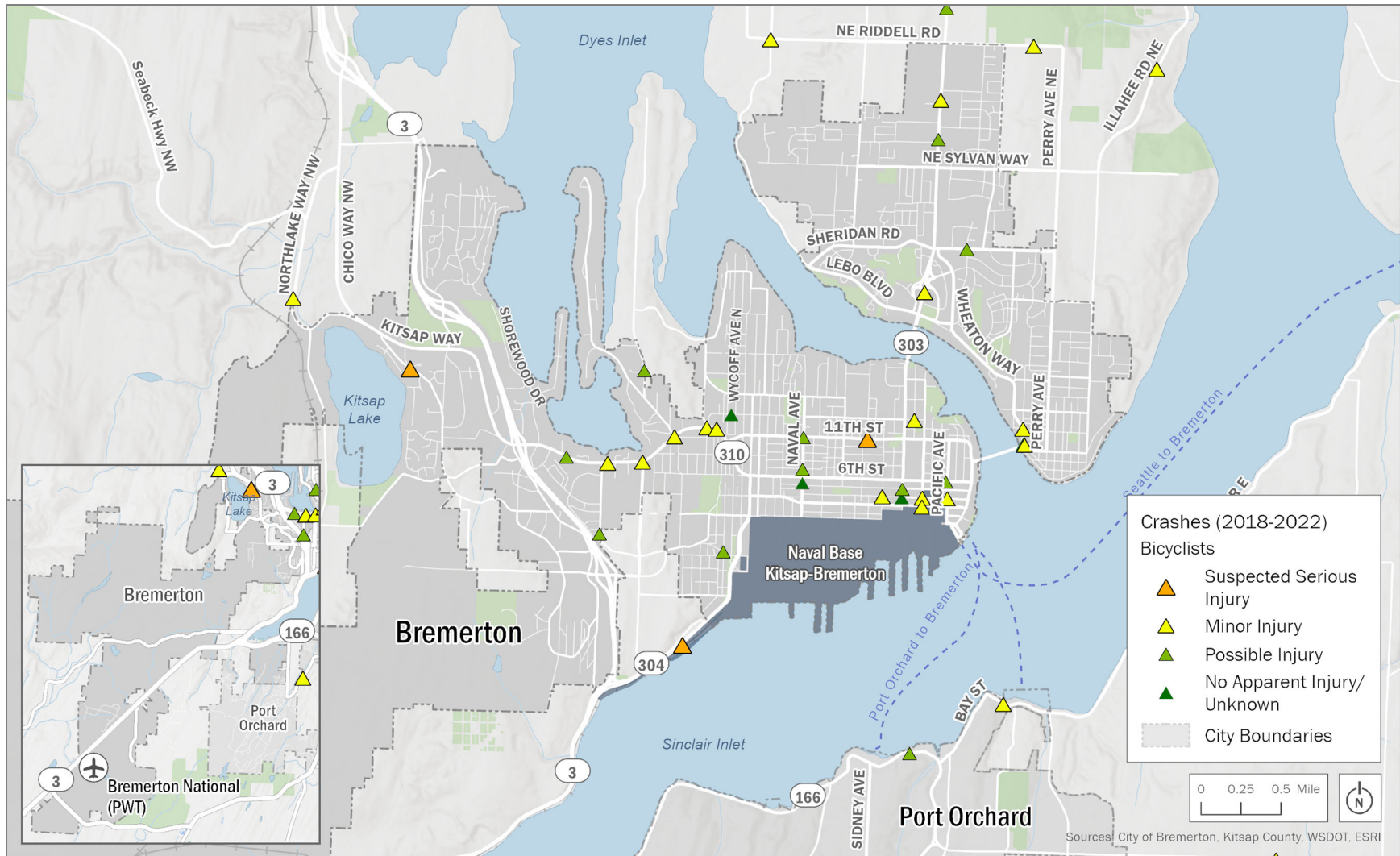


Figure 9. Bicyclist-Involved Crashes

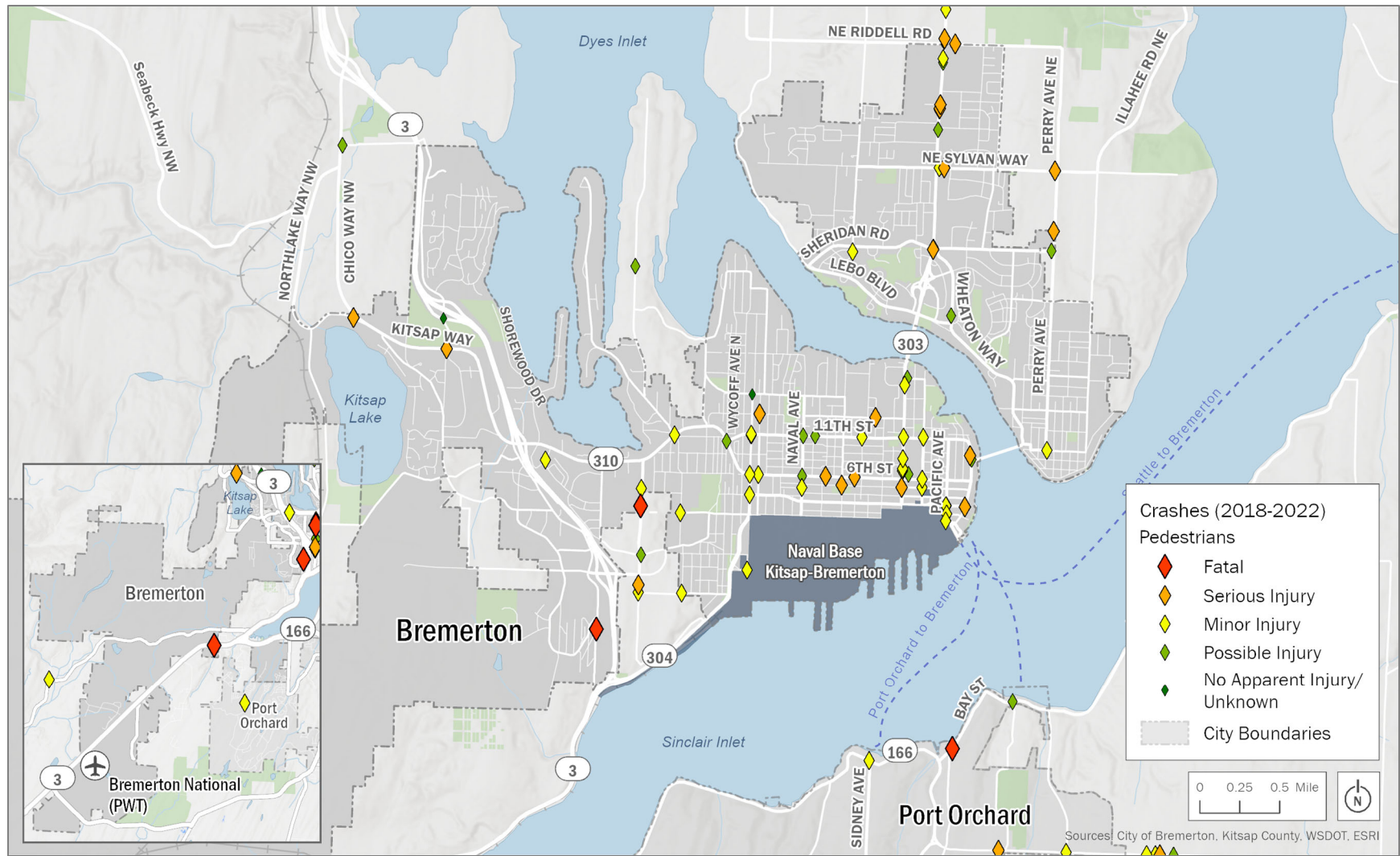


Figure 10. Pedestrian-Involved Crashes

3.5 Transportation Equity

Incorporating equity into the planning of active transportation systems ensures that networks are accessible to all individuals and helps reduce disproportionate impacts from the transportation system on historically disadvantaged communities. Demographic characteristics—such as vehicle ownership and household income—can indicate a higher need for active transportation facilities, suggesting a greater reliance on walking, biking, and public transit. Providing accessible, safe, and efficient alternatives is essential to support mobility and improve the quality of life for all residents.

The equity analysis for the Bremerton Active Transportation Plan used datasets on Environmental Health Disparities (Washington Department of Health), Areas of Persistent Poverty, (Federal Highway Administration) and Historically Disadvantaged Communities (Climate & Economic Justice Screening Tool), as shown in Figure 11. Seven census tracts in Bremerton were identified as areas of persistent poverty and four as historically disadvantaged communities. Areas east of SR 3 and south of Kitsap Way highlighted additional transportation burdens.

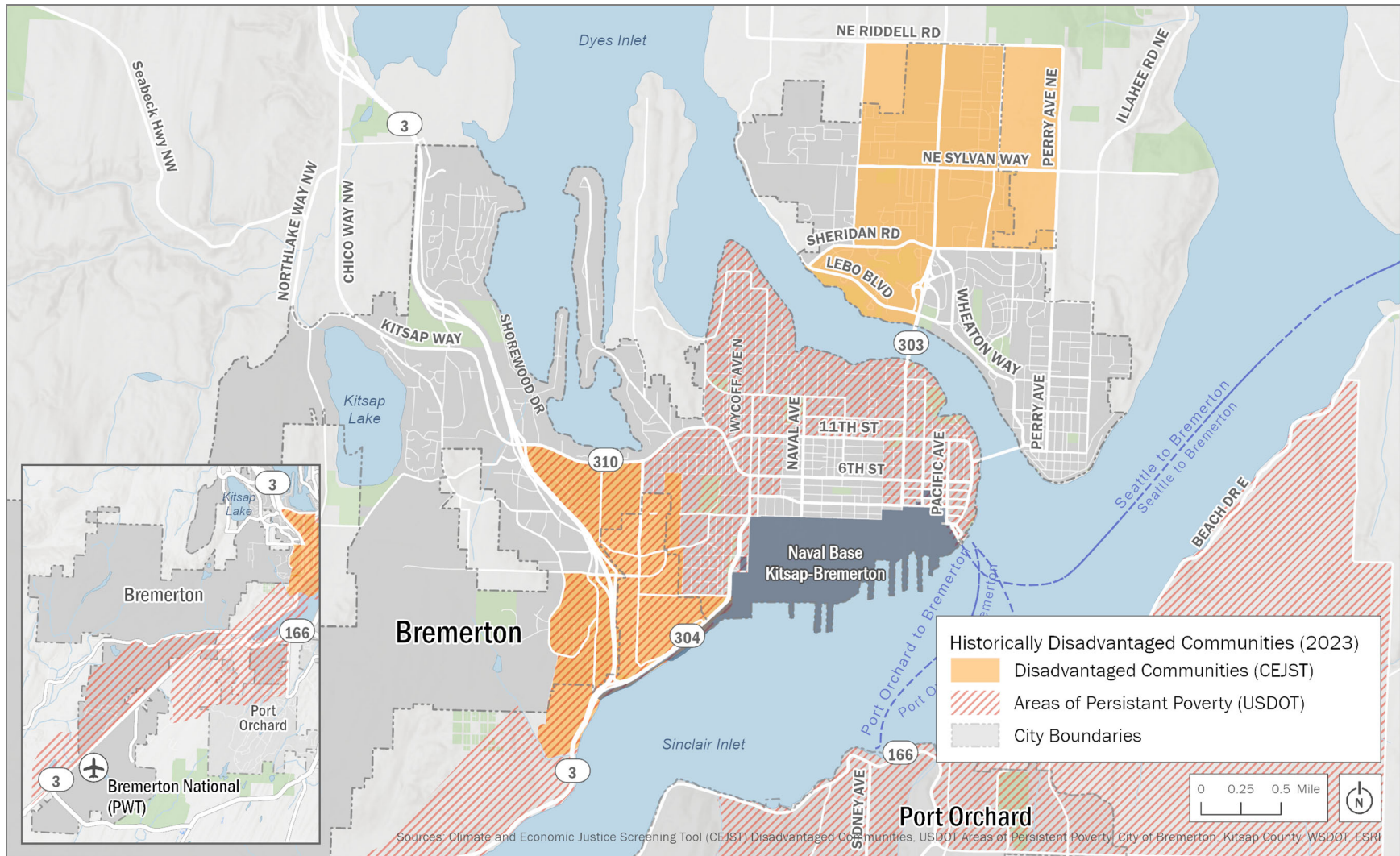


Figure 11. Transportation Equity

4. Network Prioritization

The Bicycle Priority Network and Pedestrian Priority Network are two distinct networks used by the City to plan for active transportation, recognizing that pedestrians and bicyclists have unique needs and travel patterns. Pedestrians typically cover shorter distances, walking to nearby destinations such as workplaces, shops, and other local services. Bicyclists tend to travel farther, reaching similar types of destinations but with extended range. Beyond active transportation, which generally references walking or biking as a transportation mode, many bicyclists ride recreationally on scenic routes that may not connect directly to specific destinations. The Bicycle Priority Network was designed to support both commuting routes to destinations and recreational routes that provide access to scenic areas or population hubs.

The Priority Networks created for this plan build upon earlier versions established in 2007 as part of the city’s Non-Motorized Transportation Plan and the 2016 Comprehensive Plan Update. These past versions served as a foundation for developing today’s Bicycle and Pedestrian Priority Networks, which were refined to meet the evolving community needs and address existing gaps in infrastructure.

4.1 Public Engagement

An interactive webmap was used for public engagement during the development of the Bicycle and Pedestrian Priority Networks, fostering a collaborative planning process. The community input received has guided revisions and finalization of the Priority Networks, which aid the City’s investment decisions in active transportation and shape future projects and programs to enhance the multimodal transportation system.

The engagement period lasted 3 weeks and garnered a total of 225 comments along with 8 emails and letters from the public. A substantial portion of the map feedback—68%—and most email comments focused on the Bicycle Priority Network, indicating strong community interest in improving bicycling infrastructure. In total, 72 comments were received regarding the Pedestrian Priority Network. Key takeaways from public engagement are included in Attachment C.

4.2 Priority Networks

The Bicycle and Pedestrian Priority Networks, as shown in Figure 12 and Figure 13, were revised following public engagement comments. Each Priority Network outlines corridors designated as high or medium priority for future active transportation projects, extending through and beyond the 2044 planning horizon. The Priority Networks identify locations for future facilities and guide prioritization for upcoming improvements, rather than highlighting existing bicycle routes or specific upgrades intended for immediate use.

High-priority segments focus on providing direct connections to key active transportation destinations. The High-Priority Bicycle and Pedestrian Networks include key corridors such as Kitsap Way, SR 303, and 6th Street, which serve as the main east-west connection through downtown Bremerton. Additionally, Lebo Boulevard and S Wheaton Way, located along the waterfront in East Bremerton, are also prioritized. High-priority segments were also selected along routes parallel to SR 3 to facilitate north-south travel west of downtown.

Medium-priority corridors are intended for general recreational use, such as Tracyton Beach Road. Medium-priority segments also include connections outside the city boundaries through adjacent jurisdictions that represent longer-term goals to complete the network that connects Bremerton's active transportation network with other areas of Kitsap County. Coordination with neighboring jurisdictions, including Kitsap County and WSDOT, would be required for improvements outside of the city. The City of Bremerton will incorporate various methodologies, including level of service, BLTS, and PLTS standards, as part of a separate planning process to prioritize improvements.

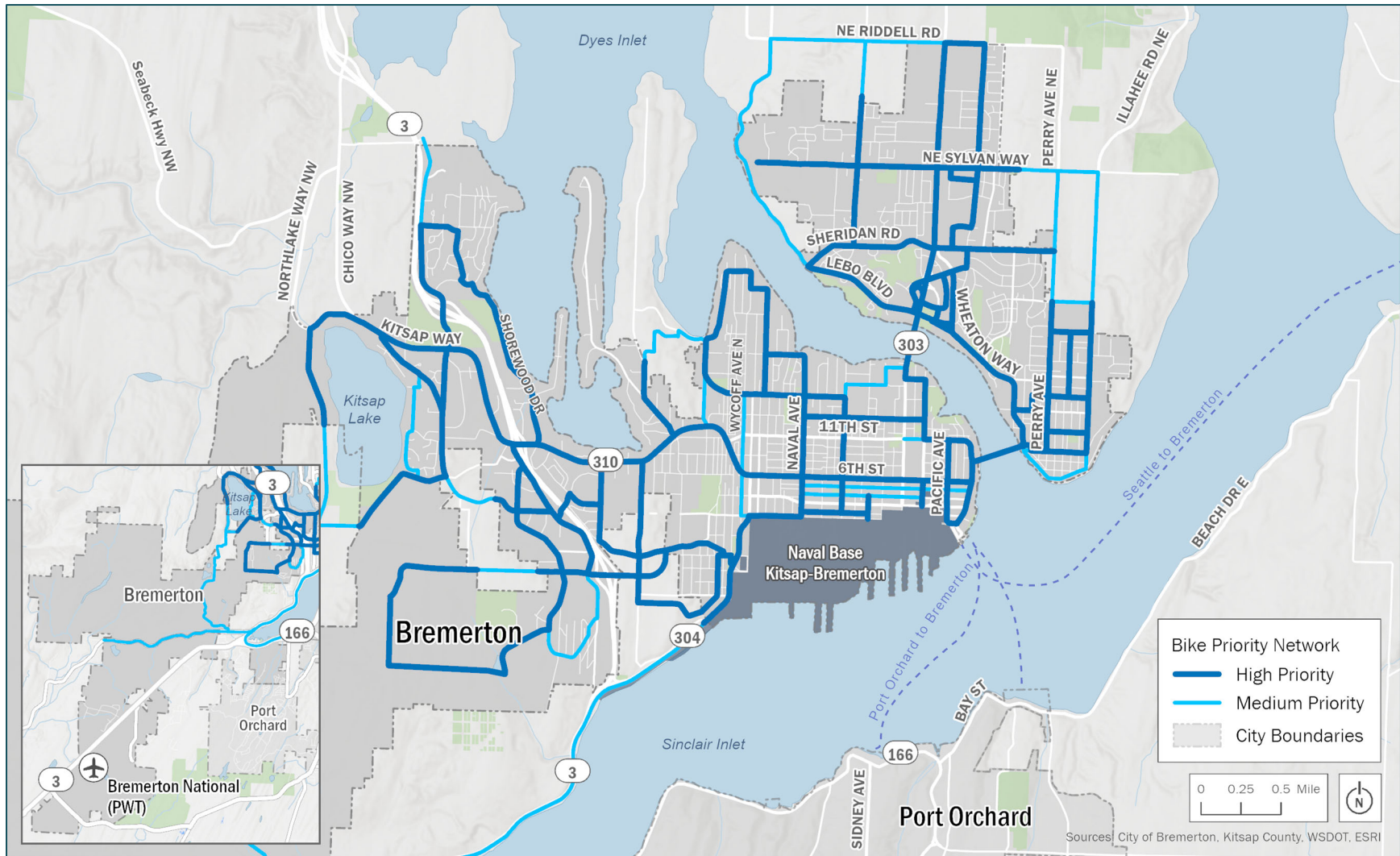


Figure 12. Bicycle Priority Network

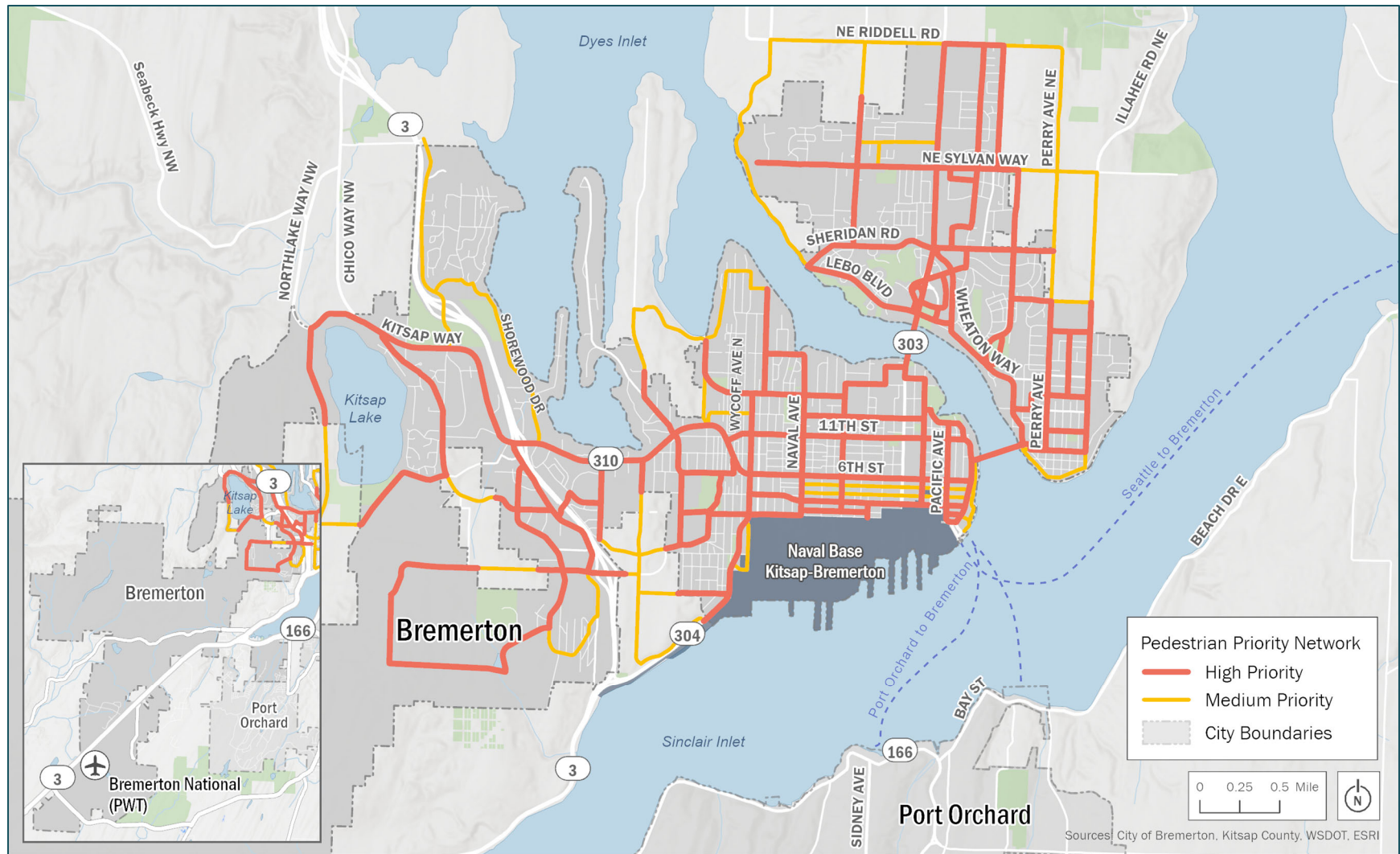


Figure 13. Pedestrian Priority Network

5. Implementation

5.1 Plan Recommendations

The Active Transportation Plan outlines near-term (6-year) and long-term (20-year) investments for people who walk, bike, and roll in Bremerton. All active transportation recommendations—which include infrastructure improvements and corridor studies—were incorporated into the City’s CIP with the 2025 Transportation Element Update. The CIP guides the implementation of capital investments throughout the city, categorizing projects into a 6-year project list and a 20-year project list to guide short-term and long-term investments.

Active Transportation recommendations were developed to complement existing planning efforts and address existing needs. Previous plans were reviewed to highlight and include necessary improvements that have not yet been implemented. Ongoing projects currently under construction that still require funding for additional phases were included. The Active Transportation Plan recommends 132 active transportation projects:

- 105 active transportation improvements identified in previous plans
- 7 projects included in the Capital Improvement Plan
- 20 newly identified active transportation improvements

Analysis findings and public input gathered throughout the development of the Active Transportation Plan were used to develop the 20 new active transportation recommendations that address gaps along the City’s Bicycle and Pedestrian Priority Networks. This approach ensures that the plan’s final recommendations for improvements address existing gaps while aligning with public priorities—fostering a more connected active transportation network that meets community needs. Recommendations include the following:

- Dedicated **bicycle** and **pedestrian** infrastructure
- **Corridor projects** and **shared-use paths** to accommodate all active transportation user types

- **Planning studies** for major roadways that would benefit from additional evaluation to determine specific needs of bicyclists and pedestrians

5.2 New Active Transportation Projects

New active transportation projects identified by the Active Transportation Plan are shown in Figure 14. Additional information for the new 20 recommendations is highlighted in the following section, which outlines benefits and considerations for each active transportation project. In addition to the funding sources outlined, the 2025 Transportation Element Update offers additional details on strategies for securing local funding. Project codes used to identify the new active transportation projects are consistent with the City's TIP, CIP, and the project list in the 2025 Transportation Element Update.

Infrastructure recommendations represent preliminary alignments and are subject to additional adjustment prior to the permitting, design, and construction of final alignments. Active transportation recommendations are incorporated into the City's 20-year transportation capital project list. Conceptual designs and cost estimates for proposed improvements will be developed as projects are prioritized for funding and implementation. New active transportation projects are summarized in Attachment D.

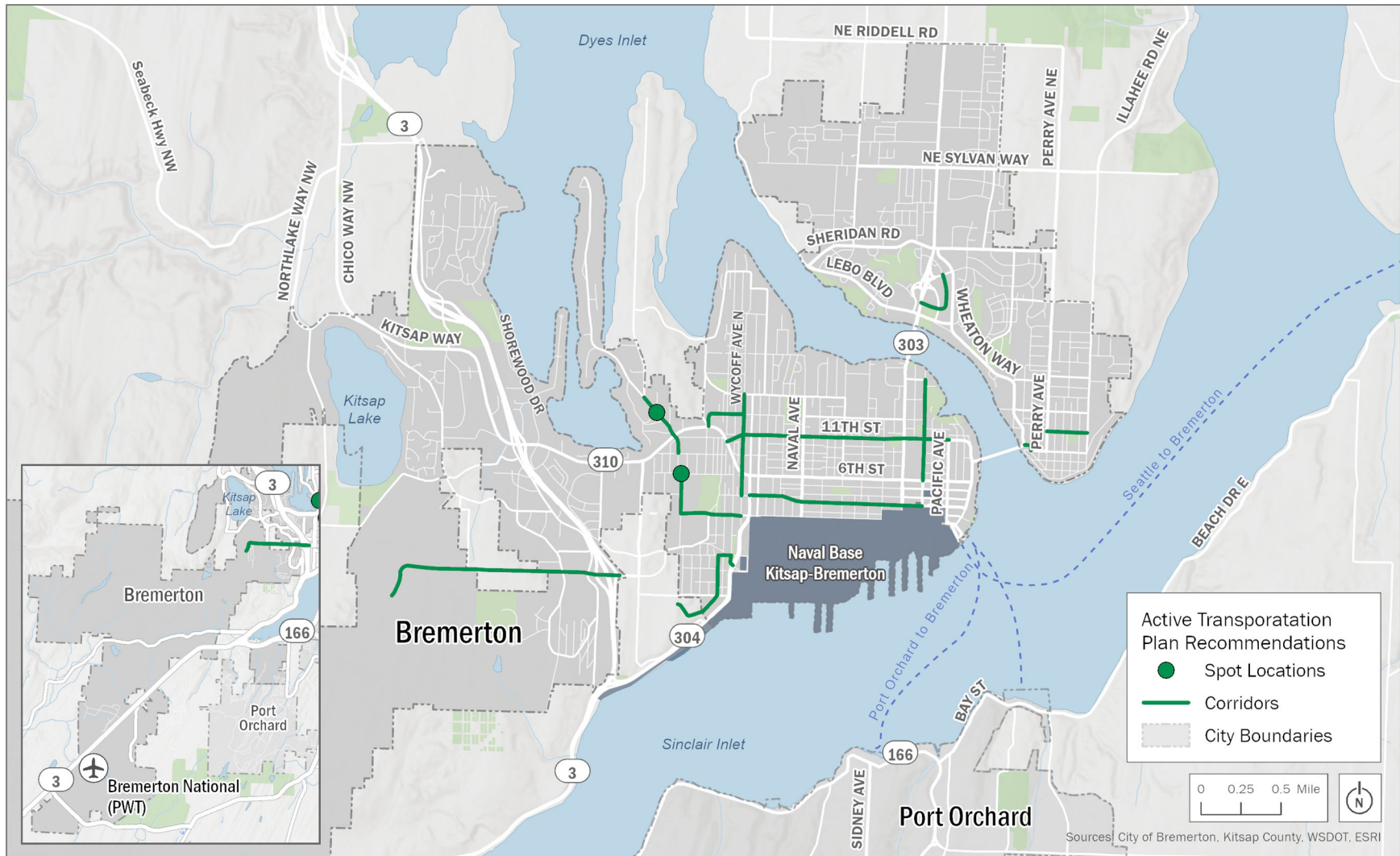


Figure 14. New Active Transportation Recommendations

6. Next Steps

Creating a city where people can walk, bike, and roll starts with providing the necessary network. Active transportation infrastructure should be accessible, safe, and convenient to encourage more people to choose walking or biking over driving. The Active Transportation Plan outlines the current state of Bremerton's active transportation infrastructure and outlines the City's goals, priorities, and projects to build a better bike and pedestrian network for everyone.

Plan goals provide a target for the City as it plans for future investments in bicycle and pedestrian infrastructure. The following should be undertaken by the City to build upon progress made by the Active Transportation Plan:

- Address gaps identified through network analysis or public engagement.
- Provide facilities along the Priority Bicycle and Pedestrian Networks for a more connected future system.
- Prioritize investments to reduce traffic stress along high-priority segments, encouraging use by people of all ages and abilities.
- Implement the identified near-term improvements along high-priority networks that were developed using public input.
- Collaborate with partner agencies to maintain and connect facilities across jurisdictional boundaries, ensuring connectivity beyond city limits.
- Continue to collaborate with the public to identify needs and desired facilities.
- Establish a timeline for regular updates to the Active Transportation Plan to identify evolving needs and ensure continued involvement and collaboration with the public.