


City of Poulsbo





# 8<sup>th</sup> Avenue Realignment, Safety and Transit Study

PSRC Rural Town Centers and Corridors Grant Application Attachment


PAGES CITED FROM CITY OF POULSBO COMPREHENSIVE PLAN and KITSAP TRANSIT LONG RANGE PLAN

CITY OF POULSBO

**COMPREHENSIVE**   
**PLAN**



Adopted: December 21, 2016  
Ordinance 2016-23  
Effective: January 4, 2017  
Amended: 2017, 2018, 2019, 2020, 2021, 2022

 City of Poulsbo, 200 NE Moe Street, Poulsbo, WA 98370



**Long-Range Transit Plan 2022-2042**

**Kitsap Transit**   
December 2022



### **Policy CC-3.2**

Utilize design standards and design review to accomplish the following for new commercial and mixed-use development:

- Ensure new development includes architectural features that create visual interest;
- The height and bulk of buildings are proportional and appropriate to the site;
- Roof forms include visual focal points and variation in detail including pitch, terraced and cornice roof forms;
- Rooftop equipment is creatively concealed; and
- Landscaping which unifies site design and creates character.

### **Policy CC-3.3**

For large buildings or development with multiple buildings, similar design features and characteristics shall be included in all buildings to create continuity, while also allowing individual architectural designs.

## **STREETS AND PATHWAYS**

Attracting people into the public realm also means supporting them with safe street crossings, sidewalks, walkways, and bicycle routes as important connections between different places in the city. Street corridors tie different parts of Poulsbo together, and should instill public pride through their design.

### **GOAL CC-4**

**Provide connectivity and attractive streets that enhance the City's aesthetics and sense of place.**

#### **Policy CC-4.1**

Design and create sidewalks, bikeways and paths to increase connectivity for people by providing safe and direct, or convenient links throughout the city.



Street furniture along Front Street

#### **Policy CC-4.2**

Identify streets in the city that could be considered for special treatment due to their importance, location, activity, and connection to public spaces. Such treatments could include elements such as:

- Specially designed landscaped island(s);
- Unique crosswalk treatments;
- Character defining materials and accessories;
- Unique and interesting street lighting;
- Sidewalk furniture; and
- Street landscaping and sidewalk planters.

**Policy CC-5.5**

*Identify and improve walking and biking routes to Downtown Poulsbo as a pedestrian and biking-friendly destination. Provide safe methods such as textured crosswalk paths and pedestrian islands where people can cross major streets at regular and convenient intervals.*



*Downtown walkway and landscaping*

**Policy CC-5.6**

*Implement the Downtown Parking Management Strategy, which identifies short and long-term strategies and alternatives for providing additional Downtown public parking.*

**Policy CC-5.7**

*New development and redevelopment in Downtown Poulsbo shall retain its pedestrian-friendly scale and be limited in height to an average of 35'.*

**Policy CC-5.8**

*The City's design standards for Downtown Poulsbo should be evaluated to ensure that redevelopment in the Downtown will retain its intimate, pleasant and pedestrian-scale character. Height, street frontage design and colors, building design, placement of buildings, and view of rooflines (from below and above), at a minimum should be assessed.*

**Policy CC-5.9**

*Encourage mixed use by allowing residential units to be located in association with commercial frontage in Downtown Poulsbo. New mixed-use buildings shall be designed to complement the existing character and pedestrian-scale of Downtown Poulsbo, shall be limited in height to an average of 35', and have a mix of both commercial and residential uses incorporated within the building.*

**HISTORIC RESOURCES AND LANDMARKS**

History is a major aspect of Poulsbo that gives it depth, diversity and uniqueness. Different parts of the city have their own individual mixture of past events, people, buildings and celebrations.

Most people are familiar with many visible historic landmarks in Poulsbo, such as First Lutheran Church. There are other places throughout the city that are reminders of the past as well. For example, in 1930 a brick North Kitsap High school was constructed along Front Street. It is now the Poulsbo Parks and Recreation building. Moe, Bjermeland, Eliason, Hostmark, and Iverson Streets were all named after the first Mayor (Andrew Moe) and some of his council members. And church services were first held in 1888 at Fordefjord Lutheran Church, known today as First Lutheran Church.



(as amended or updated) prepared for the City of Poulsbo and included as Appendix B-4 to this Comprehensive Plan document.

**Policy TR-1.2**

The City shall require that all streets – new construction, retrofit or reconstruction – be complete streets, built to accommodate as appropriate all travel modes in compliance with the City's design standards and plans for streets, bicycles and pedestrian facilities and safety elements.

**Policy TR-1.3**

The City shall identify mode priorities and mode balance for specific arterial and collector streets consistent with the complete streets policy. Street construction standards will be updated to reflect complete street and mode balance goals.

**Policy TR-1.4**

Each new development in the City shall mitigate its traffic impacts by providing safety and capacity improvements to the City's transportation system in order to maintain the adopted level of service on transportation facilities and to provide for the safe and efficient movement of people and goods using multiple modes of travel. Concurrency shall be the minimum required. Mitigation required of any individual development shall be related and roughly proportional to the impacts of that development where so required by law.



SR 305 at SR 307 intersection

Traffic impacts and capacity shall be measured in terms of net new trips added to the City's roadway system. All trips generated by a development shall be counted as impacting the system. Commercial trips with multiple stops may be eligible for "bypass" reduction (i.e. vehicular trips that stop at commercial uses on the way to its final destination or trip end).

Mitigation of traffic impacts may be achieved in any number of ways, including but not limited to, actual construction of improvements, financial contribution in lieu of such construction, payment of impact fees imposed under RCW 82.02, implementation of transportation demand strategies, or any other method that is acceptable to the City and that will result in actual mitigation for the impacts of the development.

The City may use any and all authority granted to it under state law to require mitigation of the traffic impacts of development, including but not limited to, the State Environmental Policy Act, the State Subdivision Act, and the Growth Management Act.

**Policy TR-1.5**

All new roadway improvements segments shall be consistent with Figure TR-3 City's 2036 New Roadway Segments map, either as depicted on the map, or if determined by the City Engineer to be not feasible due to topography, property ownership or other challenges, shall provide an

*alternative alignment and/or connection that meets the intent of the 2036 New Roadway Segments map.*

## **LEVEL OF SERVICE AND CONCURRENCY**

Transportation level-of-service standards and concurrency are key requirements of the Washington Growth Management Act. By policy and regulation, the City of Poulsbo is required to ensure that transportation facilities needed to serve growth are in place when development occurs, or within six years of the completion of the development.

### **GOAL TR-2**

**Maintain adopted level of service on City streets that mitigates the impacts of new growth and is adequate to serve adjoining land uses.**

#### ***Policy TR-2.1***

*A concurrency level of service (LOS) standard of LOS E is hereby established for all transportation facilities (except as otherwise designated) in the City of Poulsbo in order to serve as a gauge to judge performance of the City's transportation system. A concurrency standard of LOS F is established for all local roadway sections designated Residential Collector and Residential Access.*

#### ***Policy TR-2.2***

*A concurrency level of service standard of LOS F is established for the following roadway segments:*

- *Front Street from Bond to Jensen*
- *Torval Canyon from Front Street to 4<sup>th</sup> Avenue*
- *Viking Way from the southern City Limits to Bovela*
- *Lindvig from Viking Avenue to Bond Road*

*A concurrency level of service standard of LOS F is established for the following intersections:*

- *all legs of 7<sup>th</sup> and Liberty intersection;*
- *all legs of 10<sup>th</sup> Avenue and Forest Rock Lane intersection;*
- *all legs of 8<sup>th</sup> Avenue and Lincoln Road intersection;*
- *Front Street and Torval Canyon intersection;*
- *Front and Jensen intersections;*
- *all legs of Front, Fjord and Hostmark intersection(s);*
- *Lindvig Way at Bond Road,*
- *Lindvig Way/Finn Hill Road at Viking Avenue; and*
- *LOS failures where corrective action is not physically or technically feasible or fails to satisfy warrants or design requirements.*

**Policy TR-2.3**

*Transportation facilities to which the level of service standard applies include both intersections and roadway sections, and different methods of calculating level of service apply to each type of facility. For intersections, the definitions of level of service and capacity shall be based on the most recent edition of the Highway Capacity Manual published by the Transportation Research Board of the National Research Council.*

*For roadway sections between intersections, level of service and capacity shall be as defined in "Allowable Capacity of Roadways based on Design Features," identified as Appendix A to the City's Transportation Plan Update 2016, prepared for the City of Poulsbo by Parametrix and David Evans and Associates; and is included in Appendix B to this Comprehensive Plan and incorporated herein by this reference as if fully set forth.*

**Policy TR-2.4**

*The City shall strive to achieve level of service standard of LOS C on all City transportation facilities, but shall, for concurrency purposes, maintain the level of service on such transportation facilities as fully identified in Policies TR-2.1 and TR-2.2.*

**Policy TR-2.5**

*For those roadway segments and intersections with an adopted LOS F designation, the City may implement mitigation measures that address impacts associated with adoption of the LOS F standard, but that do not necessarily add capacity. These mitigation measures may include transportation demand management (TDM) or transportation system management (TSM) actions or projects that encourage and support other transportation modes including transit and non-motorized facilities, as well as safety improvements such as pedestrian enhancements, signal timing optimization, pavement striping, signage and lighting, geometric modifications or other measures.*

**Policy TR-2.6**

*Development projects that contribute traffic to LOS F designated roadway segments and intersections may be required to partially or fully participate in funding or constructing the mitigation measures identified pursuant to Policy TR-2.5 if the mitigation project is not already part of the City's adopted TIP. These mitigation measures would be identified and developed through a Traffic Impact Assessment prepared pursuant to applicable sections of Poulsbo Municipal Code (PMC).*

**Policy TR-2.7**

*The City will seek funding for TDM and TSM actions and projects that help to mitigate and alleviate adoption of the LOS F standard. These actions and projects will be designed to encourage shifts from single occupancy vehicles, increase the availability and quality of non-motorized facilities, and support development of complete street projects that address multiple transportation modes as well as economic development and safety.*



**Policy TR-2.8**

The transportation facility improvements identified in the Capital Facilities Plan of this Comprehensive Plan shall be based on achieving these level of service standards identified in Policies TR-2.1 through TR-2.7 for the twenty-year planning horizon required by the Growth Management Act and the expanding travel choices identified in Policy TR-2.11. The City’s Six-Year Transportation Improvement Program shall be updated annually in order to ensure the ongoing preservation of the level of service standard for the ensuing six-year period in light of approved and anticipated developments.

**Policy TR-2.9**

The level of service standards adopted by the Washington State Department of Transportation (WSDOT) are hereby included in this Transportation Element in order to gauge the performance of the state-owned transportation facilities located in the City of Poulsbo. SR 3, SR 305, and SR 307 are each designated by WSDOT as a Highway of Statewide Significance in the Washington State Highway System Plan, 2007-2026 and the applicable level of service standard set forth in Appendix G thereof is LOS “D”.



Future revisions that may be adopted by WSDOT, shall take precedence over this policy. The purposes of reflecting level of service standards for state highways in the City’s Comprehensive Plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the City’s Six-Year Transportation Improvement Program and the Washington State Department of Transportation’s Six-Year Investment Program.

The concurrency provisions of this Transportation Element and any City ordinance relating to concurrency shall not apply to state-owned transportation facilities and services of statewide significance. Appendix G of the Washington State Highway System Plan provides that “when a development affects a segment or intersection where the LOS is already below the applicable threshold, the predevelopment LOS will be used instead of the otherwise applicable deficiency level.”

**Policy TR-2.10**

Develop a system for monitoring the LOS of all city owned transportation facilities to ensure the appropriate and adequate performance of the City’s transportation system. The monitoring program may be completed by the City or through a contract with an acceptable transportation system consultant.

**Policy TR-2.11**

Poulsbo’s level of service standards should have the effect of expanding travel choices and achieve a multimodal travel environment. Programs, projects and services in response to existing and growth-related travel include those that improve access and connections, including motor vehicle operations, public transit, walking and bicycling and transportation demand management.

**Urban collector** streets include neighborhood and commercial collectors and are two or three lane streets that collect (or distribute) traffic within a neighborhood providing the connections to minor or principle arterials. Collectors serve neighborhood traffic, and also provide access to abutting land uses.

**Local access** streets provide access to abutting land uses and carry local traffic to the urban collectors. This classification includes residential collectors, residential access, neighborhood lanes and commercial access as described in the City's Street Construction Standards.

These streets, when combined, ideally provide Poulsbo with a citywide interconnected street system, where many options are provided for moving traffic around town. Figures TR-1 and TR-2 map the WSDOT and City of Poulsbo street classifications.

## **GOAL TR-5**

**Provide safe and reliable transportation facilities and services to promote and accommodate the growth that is anticipated under this plan.**

### ***Policy TR-5.1***

*Develop and maintain an interconnected and overlapping transportation system grid of pedestrian walkways, bicycle facilities, shared use paths, roadways for automobiles and freight, and transit service. The system should increase safety and mobility, facilitate mode integration and intermodal connections, improve access to local centers and provide increased opportunities for healthy activities and alternatives to driving. Develop mode-share goals that reduce dependence on personal automobiles and support implementation of complete street design features. Support and implement programs such as traffic operations, transportation demand management including telecommuting, and neighborhood traffic management, which support the efficient circulation of the City's traffic system.*

### ***Policy TR-5.2***

*Develop a transportation grid that provides good connections between residential and commercial activity centers and allows for multiple circulation routes to/from each location. Close gaps and complete system connections through the development and capital improvement processes.*

### ***Policy TR-5.3***

*All new residential developments shall be required to provide multiple vehicular, bicycle and pedestrian through connections with adjacent existing or future residential developments, when such requirement is consistent with legal nexus parameters. When requiring a connection to*





undeveloped property which is zoned for residential development, the City shall require a sign be posted at the connection point indicating future road connection.



Olhava Way at College MarketPlace

**Policy TR-5.4**

Utilize transportation demand management (TDM) strategies to reduce the need for new roads and capacity improvements.

**Policy TR-5.5**

Utilize transportation system management (TSM) strategies, such as parking restrictions, traffic signal coordination, transit queue jumps (as appropriate), striping non-motorized transportation facilities, and real time sensor adjustments for traffic signals, to make the City's existing roadways more efficient.

**Policy TR-5.6**

Manage a street preservation program to keep the City's streets in conditions that are cost-effective to maintain and functional to travel.

**LAND USE AND TRANSPORTATION PLANNING**

The Comprehensive Plan strengthens the integration of land use and transportation planning, by emphasizing the connection between the city's transportation system and the city's land use vision. Neighborhood connectivity, improvement of existing streets to city standards, and protection of surface water quality are priorities in the land use planning process.

The City's Transportation Plan is a functional plan that implements the Transportation Chapter policies and is included as Appendix B-4 to the Comprehensive Plan. The Transportation Plan addresses the City's transportation network, evaluates current transportation characteristics and forecasts how these characteristics are expected to change in the future based on Poulsbo's allocated growth. Based upon the City's 2036 population and employment forecasts as well as the City's land use plan, the Transportation Plan includes a traffic forecasting model, which identifies the future travel demand. Using this model, an increase in travel demand was assigned to the City's road network to identify future conditions and evaluate future capacity needs. Based upon the model, the Transportation Plan identified projects needed by the 2036, which serve as the basis of the transportation section of the Comprehensive Plan's Capital Facilities Plan.

**GOAL TR-6**

**Coordinate land use and transportation planning to manage growth.**

**Policy TR-6.1**

Design transportation infrastructure in urban areas to support compact, accessible and walkable neighborhoods that support transit and integrate multi modal transportation options.

- *Revise its LOS standards to match available revenues;*
- *Reassess the Comprehensive Plan and revise it as appropriate to achieve a balance between land use, revenues and level of service.*

*The City Council's Capital Improvement Planning Committee shall review and provide recommendations to the City Council on alternatives if a funding shortfall occurs.*

***Policy TR-7.4***

*The City will strive to leverage City funds and grant funding to achieve the greatest potential benefit to the public. This leveraging will be accomplished through coordinated planning at the City, county and regional level, and by developing partnerships with local and state agencies that enable projects to span jurisdictional boundaries, complete regional networks and connect local and regional centers.*

***Policy TR-7.5***

*The City will evaluate formation of a Transportation Benefit District (TBD) as a mechanism to fund local road improvement and preservation projects. The TBD evaluation will consider funding needs, TBD options and implementation plans.*

**REGIONAL COORDINATION**

The Growth Management Act requires that transportation planning be coordinated among local and state jurisdictions. The Kitsap Countywide Planning Policies have identified coordination between Kitsap County and its incorporated cities to meet three inter-related transportation goals:

- *Serve Designated Centers to reduce sprawl, conserve land and make more efficient use of infrastructure;*
- *Preserve the natural environment, including water and air quality; and*
- *Provide a balanced system for the efficient, safe movement of people, goods and services among Designated Centers within Kitsap County and the larger Puget Sound Region.*

**GOAL TR-8**

**Participate in regional transportation coordination plans and programs to ensure and promote Poulsbo's role in the regional transportation network.**

***Policy TR-8.1***

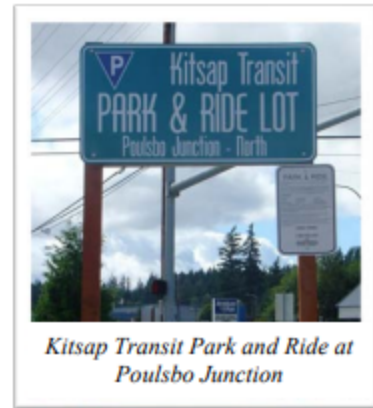
*Coordinate Poulsbo's transportation plans, policies, and programs with those of other jurisdictions serving Kitsap County to ensure a seamless transportation system. Focus particularly on cooperation with the Kitsap Regional Coordinating Council, Puget Sound Regional Council, Peninsula Regional Transportation Planning Organization, Washington State Department of Transportation highway and ferry divisions, Kitsap County, Kitsap Transit or other appropriate regional entities.*



## ***PUBLIC TRANSPORTATION***

Public transportation provides an increasingly important alternative to single-occupancy vehicles. A strong transit system will focus on serving the needs of local and regional residents, employees and businesses. In order to provide a transit system that is responsive to the needs of Poulsbo, the City must participate in a close working partnership with regional transit providers, including Kitsap Transit, Jefferson Transit and the Washington State Department of Transportation.

Kitsap Transit is the primary provider of bus transit services and facilities in Poulsbo. Kitsap Transit has six park-and-ride facilities in or near Poulsbo, primarily connecting to Bainbridge Island's Washington State Ferry terminal. Kitsap Transit also has a transfer center in Poulsbo, providing connections to Jefferson County and other Kitsap Transit bus routes.



### **GOAL TR-10**

**Improve access and capacity of public transportation to help alleviate congestion and improve transportation options that connect the City to other local and regional centers.**

#### ***Policy TR-10.1***

Promote Poulsbo as a regional transportation center, connecting the greater Kitsap Peninsula with the Seattle metropolitan area and the Olympic Peninsula. Work with Kitsap Transit, Jefferson Transit, the Washington State Department of Transportation, and surrounding communities to create a Transit Plan for the City.

#### ***Policy TR-10.2***

Actively participate with other regional stakeholders in planning and implementation of improvements to SR305 that *will* enhance public transportation accessibility, capacity and connection to the City motorized and non-motorized network.

#### ***Policy TR-10.3***

Encourage the use of public transportation within Poulsbo to accommodate those who work, visit and shop in Poulsbo. Coordinate with Kitsap Transit to identify opportunities to increase capacity, provide trolley or *shuttle* service throughout the City, reduce service deficiencies and increase ridership on under-utilized routes.

#### ***Policy TR-10.4***

Increase Park and Ride access and capacity within the City by identifying potential Park-and-Ride locations that are connected by multiple transportation modes, serve the SR305 corridor and connect Poulsbo to regional centers and surrounding communities throughout the region.

**Policy TR-10.5**

*Continue coordinating with Kitsap Transit during development permit application, for their review and comment on development proposals to facilitate convenient use and operation of appropriate transit services. Assist Kitsap Transit, as appropriate, in the implementation of their capital improvement projects within the city limits.*

**Policy TR-10.6**

*Support transit-oriented development by promoting residential land uses and development which are within walking distances of transit facilities. Provide high quality pedestrian and bike facilities that link residential and commercial areas with transit facilities.*

**Policy TR-10.7**

*Identify Transit Oriented Development (TOD) locations in the east Poulsbo area that could support regional park and ride facilities, transit operations and multi-modal systems that serve the SR305 corridor. Establish a TOD zone designation within the Poulsbo Municipal Code that supports implementation of regional, multi-modal transportation systems.*

**ACCESSIBILITY**

The federal Americans with Disabilities Act promotes access to the transportation system by removing barriers, creating access ramps at intersections and other key locations, facilitating the use of transit, and providing appropriate pavement marking and signalization.

**GOAL TR-11**

**Transportation improvements within the City shall comply with requirements of the Americans with Disabilities Act (ADA).**

**Policy TR-11.1**

*Build an accessible transportation system focused on intermodal connectivity and removal of barriers to personal physical mobility.*

**Policy TR-11.2**

*Develop programs and procedures to ensure compliance with the ADA requirements.*

**TRANSPORTATION AND AIR QUALITY**

The City’s transportation system needs to be designed to contribute to a sustainable community that supports Poulsbo’s land use and environmental policies.





# Long-Range Transit Plan 2022–2042

Kitsap Transit 

December 2022





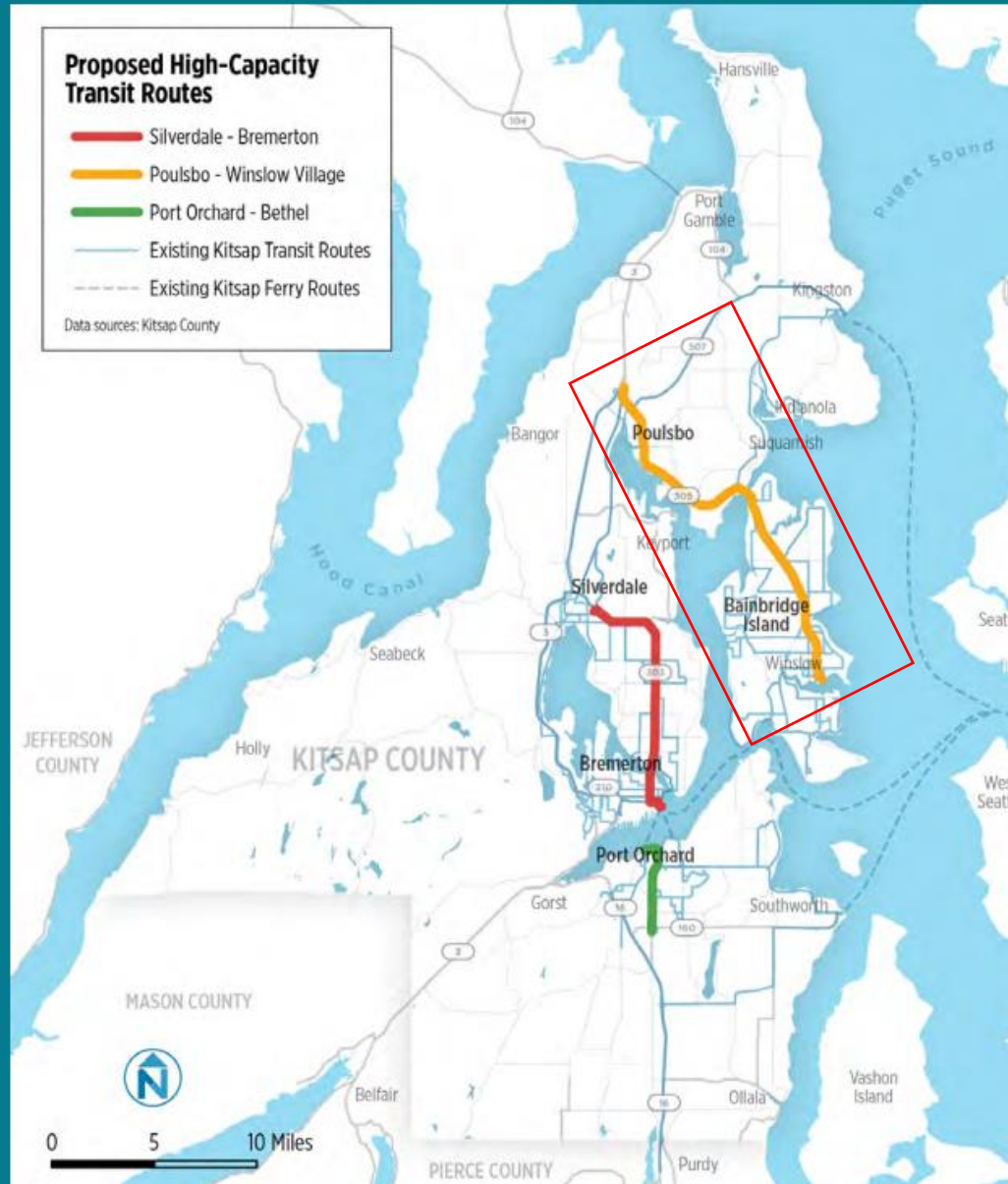
# High-Capacity Transit

High-capacity transit (HCT) is a high-quality transit service that is frequent, fast, and can accommodate many passengers. In some communities, HCT takes the form of light or heavy rail. In Kitsap County, HCT is more feasible in the form of bus rapid transit (BRT). BRT includes features such as priority at intersections, sections of bus-only right-of-way, level boarding platforms, and amenity-rich stops and shelters.

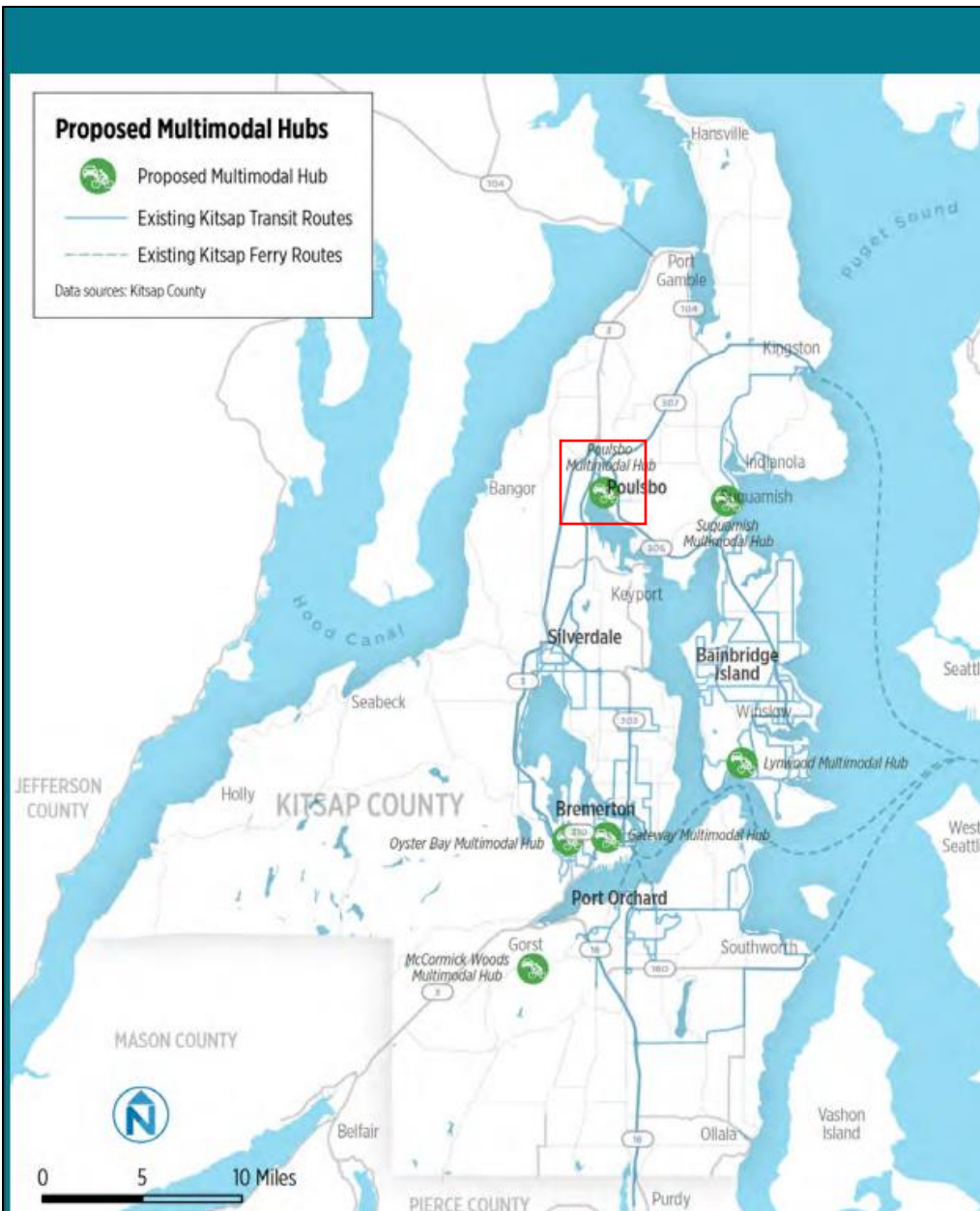
Planned high-capacity transit corridors in Kitsap County are identified in PSRC's Vision 2050 plan:

- Bethel Avenue and Bethel Road SE in Port Orchard
- SR 303 between Silverdale and Bremerton
- SR 305 between Poulsbo and Winslow Village

Route	New Vehicles Needed	Annual Rev. Hrs. Required
Bremerton-Wheaton-Silverdale	6	29,500
Bainbridge-Poulsbo-Viking (SR 305)	6	34,900
Port Orchard-Bethel	2	12,900







## Multimodal Hubs



Multimodal hubs are more than ordinary bus stops or park & rides. These hubs are facilities that connect many modes of travel, such as walking, biking, bus, microtransit, vanpools and carpools, ferry, or e-hailing service.

To facilitate connections across different modes of travel, Kitsap Transit plans to build several multimodal hubs throughout Kitsap County. The precise details of what amenities and transportation elements would be included at each hub have yet to be determined, but the planned locations for these hubs are shown in the table below.

Project	Cost (\$2021)
Lynwood	\$1,500,000
McCormick Woods	\$1,500,000
Oyster Bay	\$1,500,000
Poulsbo	\$1,500,000
Suquamish	\$1,500,000
Gateway	\$1,500,000

*Note: Costs are rounded to nearest \$100,000 and are in 2021 dollars. As projects are moved into design and construction phases, cost estimates will likely need to be updated.*

