Chapter 13. Capital Facilities Plan

13.1 Introduction

One of the more challenging aspects in managing growth is ensuring that needed public facilities are available when growth occurs. The implementation of a well-defined capital facilities plan will help realize the community's vision of a well-managed city. The ultimate full development of the Land Use Plan is contingent on the development of needed infrastructure in a timely and orderly fashion.

The purpose of the Capital Facilities Plan (CFP) is to demonstrate that all capital facilities serving Poulsbo have been addressed and that capital facility planning has been and will continue to be, conducted for all capital facilities. A meaningful and Growth Management Act (GMA) compliant CFP enables Poulsbo to practice good management of its infrastructure and resources. Planning for major facilities and their costs allows Poulsbo to:

- Ensure future capital facilities are provided cost effectively and compliant with the Growth Management Act;
- Ensure adopted level of service is maintained;
- Demonstrate the need for facilities and the need for revenues to pay for them;
- Estimate future operation/maintenance costs of new facilities that will impact the annual budget;
- Take advantage of sources of revenue (e.g. grants, impact fees, real estate excise taxes) that require a CFP in order to qualify for the revenue; and
- Get better ratings on bond issues when the City borrows money for capital facilities (thus reducing interest rates and the cost of borrowing money).

Poulsbo owns and manages a number of capital facilities including its roads, parks, water and sewer lines, police facilities, and administrative buildings. In addition to facilities owned and managed by Poulsbo, there are a number of publicly owned capital facilities managed by other entities which provide for some of Poulsbo's public capital facility needs. These include, but are not limited to schools, libraries, fire protection, sewage treatment, public transit and park-and-ride facilities.

Planning decisions made regarding these facilities are made by the responsible governing bodies. These decisions include the construction of new facilities, improvements to existing facilities, the levels of service provided by those facilities, and the sources of revenues and financing for needed facilities. Such decisions also recognize the evolving and adaptive role of technology in the provision of capital facilities.

Capital Facilities Planning Under the GMA

What is our vision for Poulsbo?

Setting GOALS:

- The GMA Urban Growth Planning Goal directs development of an urban area with adequate public facilities provided in an efficient manner.
- Countywide Planning Policies goals ensure jurisdictions develop their allocated growth consistent with the Capital Improvement Plan, and urban areas must have public facilities/services to meet the allocated growth.
- Poulsbo's Capital Facilities Plan must provide reasonable assurance there are adequate public facilities which address past deficiencies, anticipate growth needs, achieve acceptable levels of service, efficiently use fiscal resources, and meet realistic timelines.

What do we have?

Taking **INVENTORY** of facilities:
City managed facilities -Water, Sewer, Storm Drainage, Parks and Recreation, Transportation, Police, Government facilities, Solid Waste; and non-city managed Fire Protection, Libraries, and Schools.

What do we need?

Project **FUTURE FACILITY NEEDS** based on Land Use Chapter growth allocation.

How can we do it?

Use levels of service, consistency measures, and FUNCTIONAL PLANS: 6-Year Transportation Facility Plans; Water, Sewer, Storm Water Management; Park, Recreation and Open Space Plans; Solid Waste Management, and other non city-managed capital facility plans.

How can we pay for it?

The **SIX-YEAR FINANCING PLAN** included in the City's Capital Improvement Plan must include projects that are realistically intended to be constructed within its time frame.

The City's Capital Budget must represent the amount and a secure funding source that will be used to pay for the construction of the facilities.

How are we doing?

Tools to MONITOR and REASSESS the process:

- Annual comprehensive plan amendments
- Annual CIP updates
- Preparing annual CIP Budget monitoring reports
- Annual Implementation Strategies report to Mayor and City Council
- Periodic GMA-level comprehensive plan monitoring and updates (buildable lands, updates, urban growth boundary).

Poulsbo's Capital Facilities

In this Chapter, a section is devoted to each type of capital facility service: Water, Sanitary Sewer, Stormwater Management, Transportation, Parks and Recreation, Police Protection, Solid Waste, Government Facilities, Fire Protection, and Schools.

For Water, Sanitary Sewer, Stormwater Management, Transportation and Parks and Recreation, the most recent functional plan developed for each of these facilities has been included as an appendix to this comprehensive plan and are adopted in full. For those facilities where a functional plan is included as an appendix, the existing system conditions, LOS evaluation, and identified deficiencies discussion can be found in the respective functional plan.

This Chapter identifies: 1) a list of needed capital facility projects in order to meet the project growth demands to the year 2044; 2) the facilities' 6-year Capital Improvement Program (CIP) with projected costs; and 3) a funding strategy for implementation of the identified projects.

Exhibit CFP-1: Types and Providers of Capital Facilities

Facility Type	Provider	Description	Applicable Functional Plan(s) or other Documents
Water	City of Poulsbo Public Works Department	Provide supply of potable water from system of wells. Service area includes developed portions of city and surrounding unincorporated areas.	Water System Plan 2024
Sanitary Sewer	City of Poulsbo Public Works Department	Provide facilities used in the collection, transmission, storage, treatment or discharge of waterborne waste within the city limits.	Comprehensive Sanitary Sewer Plan 2024
Storm Water Management	City of Poulsbo Public Works Department	Provides facilities that collect, treat and transport Storm Water runoff.	Storm Water Management Comprehensive Plan-2025
Transportation	City of Poulsbo Public Works Department	Provides streets, sidewalks, traffic controls and street lighting.	Transportation Chapter 4 Transportation Plan Update 2024
Parks	City of Poulsbo Parks and Recreation Department	Provides facilities for active and passive recreational activities.	Parks, Recreation and Open Space Chapter 8 Poulsbo Park, Recreation and Open Space Plan 2021
Police Protection	City of Poulsbo Police Department	Provides facilities that support the provision of law enforcement services.	Poulsbo Annual Budget
Solid Waste	City of Poulsbo Public Works Department	Provides facilities for the collection and disposal of solid waste.	2017 Solid Waste Utility Plan
Government Facilities	City of Poulsbo	Provides facilities at which the function and administration of city services can occur.	Poulsbo Annual Budget
Fire and Emergency Services	Poulsbo Fire Department	Provides facilities that support the provision of fire and emergency services.	Poulsbo Fire Department Capital Facilities, Apparatus, and Equipment Plan
Schools	North Kitsap School District	Provide elementary and secondary facilities for instruction in the several branches of learning and study required by the Basic Education Code of the State of Washington.	NK School District Capital Facilities Plan 2025

13.2 Poulsbo Capital Facilities Level of Service

All capital facilities provided by Poulsbo use a form of measurement to evaluate performance and needs. The quantity and quality of needed capital facilities are measured by level of service, operating criteria, or performance standards.

Levels of Service (LOS) are quantifiable measures of the amount of public facilities that are provided to the community. Levels of service standards are measures of the quality of life of the community. Standards should be based on the community's vision of its future and its values.

Exhibit CFP-2: City of Poulsbo Level of Service Standards

Capital Facility/Service	Level of Service
Water System	A flow volume that meets instantaneous demand together with projected fire flows.
Sanitary Sewer	A level that allows collection of peak wastewater discharge plus infiltration and inflow.
Storm Water	Manage the City-owned municipal separate storm sewer system (MS4) in compliance with the requirements of the Western Washington Phase II Municipal Stormwater Permit.
Transportation	The transportation LOS is established to identify the need for growth-related transportation programs and projects, as well as those that serve people already living and working in Poulsbo. The transportation concurrency requirement ensures that these programs and projects are implemented proportionally with the level of growth and serve to implement the City's Land Use Plan. Transportation LOS standards are contained in the Transportation Chapter, Policies TR-2.1, 2.2 and TR-2.9.
Parks	Citywide: 13.73 acres per 1,000 population Neighborhood parks: 2 acres per 1,000 population Community parks: 3.5 acres per 1,000 population Regional parks: 1.5 acres per 1,000 population Open space parks: 6 acres per 1,000 population Trails: 1 mile per 1,000 population
Police Protection	Facilities, equipment, and personnel sufficient to meet the demand for police protection and service for the residents and businesses located within the city limits.
Solid Waste	Weekly curbside refuse collection for single-family residences. Provide daily to every other week collection from multi-family and commercial buildings.
Fire/EMS	The Poulsbo Fire Department has established emergency response time level of service objectives to measure the ability of emergency response crew to arrive and begin mitigation efforts to prevent brain death in a cardiac arrest and flashover in a structure fire. Poulsbo Fire Service Level Objective is less than 6:00 minutes and 8:00 minutes 90% Fractual Total Response Time (TRT) for initial apparatus.

Once LOS standard has been established, the performance of a capital facility can be measured. A capital facility operating at or above the established LOS indicates no need for improvements or new facilities. A facility operating below the established LOS is an indication that there may be a need for improvements, new facilities, or an evaluation of the LOS.

13.3 Capital Facilities Future Facility Needs

The 2044 population target established for Poulsbo by the Kitsap Countywide Planning Policy Appendix B-1, approved and adopted by the Kitsap Regional Coordinating Council is 18,149, reflecting a growth of 5,646 persons from 2024. The Capital Facilities Plan and the utility functional plans, have applied Poulsbo's total population allocation of 18,149 to analyze system deficiencies, identify future capital needs, and to provide overall and long-term capital facility planning.

The city will ensure that the Comprehensive Plan's Capital Facility Plan list of capital improvements is implemented. The City shall provide and fund the capital improvements or require others to do so within the City's legal parameters of doing so. The identified capital improvement projects are listed as a 20-year list of projects, with a 6-year CIP serving as short-term budgetary focus for implementing the CFP.

The functional plans include a list of projects that have been identified as necessary to provide the necessary capital facilities to accommodate the 2044 population allocation. In some cases, those projects have been reflected in the functional plan as being programmed into the 6-year CIP; however, it is important to note, that regardless of what the functional plan depicts in its 6-year CIP, only those items in the 6-year CIP (Table CFP-4) identified here in the comprehensive plan's Capital Facilities Plan are the projects intended to be financed and constructed in that time frame by the City of Poulsbo; the remaining projects have been identified in the City's 2044 Capital Facility Project List (Table CFP-3).

It is the intent of the city to continually manage the Comprehensive Plan's Capital Facilities Plan's 2044 project list and 6-year CIP to ensure its relevancy and update as necessary during the City's annual comprehensive plan amendment process. As the City completes projects on its 6-year CIP, projects from the 2044 project list will then move onto the 6-year CIP.

Recommended project priorities – what projects are to be completed when on the 6-year CIP, and what projects are to move off the 2044 project list onto the 6-year CIP – is to be conducted through the City Council Committee structure - with recommendations made by the City Department Heads. The policy guidance provided in Capital Facilities Chapter Policy CF-1.1 shall be used when recommending capital facility project priorities.

Once these recommendations have been agreed upon in Council Committee, the Committee forwards its recommendation to the City Council as part of the City's budget process, identifying: 1) the 6-year project priority funding and 2) any 2044 project list modification recommendations which may need to be included as part of the City's annual comprehensive plan amendment process.

Further, the City's functional plans shall also be kept current and relevant by the appropriate Department, updating them at a minimum of the state required six years, but earlier if warranted by changing conditions or new information. The functional plans' updates and/or amendments shall be adopted as comprehensive plan amendments (or as set forth in Capital Facilities Chapter Policy CF-6.4). The functional plans shall serve as the foundation for identifying the City's long-term capital facilities needs and funding strategies.

This method of continuous evaluation by the city, through its budget process (6-year CIP), the annual comprehensive plan amendment process (2044 Project List), and by keeping the City's functional plans current and relevant, ensures long-range, coordinated capital facility planning and implementation of the City's Capital Facilities Plan.

Table CFP-3 below identifies the list of capital facility improvements necessary for the city to adequately accommodate the 2044 population allocation assigned to Poulsbo. Detailed descriptions of each of the projects as well as funding strategies are identified further in this chapter under the specific facilities section.

Please note this list of projects has been developed comparing current facilities and projecting the needs of the 2044 population allocation, as described in detail in the City's functional plans. These projects are to be implemented over the long-term planning period and will be funded through a variety of means available to the City. Specific funding sources are identified later in this Chapter.

Exhibit CFP-3: 2024-2044 City Capital Facility Project List

Capital Facility	Project List
Water System	4th Avenue Tanks Improvements 3rd Avenue Water Main Big Valley Well Improvements Caldart Main Replacement Finn Hill Tank Retrofit Front Street Main Replacement Hostmark Pipe/SR 305 Crossing Noll Road Water Improvements Old Town Water Main Replacement Raab Park Tank Project Westside Well Emergency Access Well VFD Upgrades Wilderness Park Tank Retrofit Lincoln/Caldart Water Main Connection Lincoln Road and Poulsbo Middle School Pipe Upgrades Long-term Water Supply Study Raab Park Booster Pump Station Various pipe and meter upgrades and replacement
Sanitary Sewer	Bond Road Lift Station and Force Main Improvements 3rd Avenue Sewer Upgrades Alasund Lift Station connection Lemolo Property Purchase Old Town Sewer Upgrades Lincoln Road Sewer Reroute Lindvig Lift Station Upgrades 8th Avenue NE Gravity Sewer Upgrade Liberty Road Lift Station Improvements Village Lift Station Improvements Johnson to Norum Pipeline Upgrade Third Lemolo Siphon Design Third Lemolo Siphon Siphon Miscellaneous CKWWTP upgrades
Storm Water	3rd Avenue Storm Lining 8th Avenue Culvert Replacement Liberty Bay Storm Outfalls Bjorgen Creek Culvert Replacement (Deer Run) Dogfish Creek Retrofit Forest Rock Hills (SR305) Outfall NKHS Ballfield Storm Rehabilitate Noll Road Storm LID Retrofit Storm CIPP Lining Waterfront Park Outfall Replacement Hostmark and 15th Loop CMP Pipe Repair Old Town Stormwater Improvements 7th Avenue Detention Facility Repair

Transportation/Streets	***Roadway Preservation Projects*** 10th Avenue Overlay Finn Hill Overlay Hostmark Overlay 7th Avenue Overlay Local Street Maintenance Program ***Local Street Improvements*** Front Street Restoration 3rd Avenue – Moe to Hostmark 8th Avenue Improvements (near NE Lincoln Road) Mesford Avenue Improvements Noll Road Improvements – Phase III 8th Avenue Realignment Hostmark at Caldart Noll Road at Hostmark Transportation Demand Management ***Safety Improvements*** Citywide Safety Improvements ADA Curb Ramp Upgrades ***Active Transportation and Complete Streets Projects*** 7tth Avenue Improvements (SR 305 to Iverson Street) 8th Avenue Improvements (Lincoln Road to Hostmark) 10th Avenue Improvements (Forest Rock Lane to Lincoln Road) Lincoln Road (Iverson Street to Hostmark Street) Hostmark Street Phase 1 (Fjord Drive to 6th Avenue) Hostmark Street Phase 2 (6th Avenue NE to SR 305) Fjord Drive NE (6th Avenue to 9th Avenue) Finn Hill Road (Olhava Way to Viking Avenue) Lindvig Way (Viking Avenue to Bond Road) Bond Road (Lindvig to SR 305) Viking Avenue (Lindvig Way to south city limits) Front Street (Sunset Street to 8th Avenue) Liberty Bay Waterfront Trail 4th Avenue Sidewalks Noll Road Shard Use Path
Parks	***Park Land Acquisition*** Public Works Properties Additional land to Poulsbo Fish Park East Poulsbo Neighborhood Park West Poulsbo Neighborhood Park East Liberty Bay Shoreline Property Johnson Creek Open Space Shoreline Property North Front Street Vista Park Hamilton Park ***Park Development*** Fish Park Improvements Nelson Park, Phase 2 Indian Hills Recreation Area Net Shed Park Hattaland Park Vista Park

	Morrow Manor West Poulsbo Waterfront Park Betty Iverson Kiwanis Park Upgrades Dog Park Accessible Playground Improvements Poulsbo Event and Recreation Center (PERC) Catherine Edwards Park Skate Park Splash Pad Recreation Center Trails (as identified in Urban Paths of Poulsbo Plan)
Government Buildings	Complete Public Works Complex New Recreation Center Nordic Cottages Identify location, begin planning for a new Law and Justice Center combining Police and Court functions
Sources: Comprehensive Water Plan 2024; Comprehensive Sanitary Sewer Plan Update 2024; Stormwater Management Functional Plan 2025; Transportation Comprehensive Plan Update 2024; Parks, Recreation and Open Space Plan 2021; and 2025-2030 City Budget CIP.	

6-year Capital Improvement Projects

The City's Capital Improvement Projects (Exhibit CFP-4) are divided into three categories in the City's biennial budget. The General-Purpose category contains projects dealing with police, parks and recreation, and public buildings. The Transportation category contains projects dealing with vehicle and pedestrian transportation. The Enterprise category contains projects associated with the City's utilities – water, sanitary sewer, storm water and solid waste.

The Water, Sanitary Sewer, Storm Water and Solid Waste Capital Improvement Projects are funded through each utility's enterprise fund capital reserves. The enterprise funds' monthly user charges and initial connection charges are the primary revenue sources for their capital projects.

The funding source for the General-Purpose category is from general obligation bonds, impact fees, federal and state grants, city reserves, real estate excise tax and in-kind donations, usually associated with park projects and through the contribution of community groups' labor and donated materials.

Exhibit CFP-4 Capital Improvement Projects

2025 - 2030 GENERAL PURPOSE CAPITAL IMPROVEMENTS

Page	Project Name	Prior Years Costs	2024 Project Cost	2025 Project Cost	2026 Project Cost	2027 Project Cost	2028 Project Cost	2029 Project Cost	2030 Project Cost	Total Project Cost
	GENERAL PROJECTS / MUNICIPAL FACILITIES									
	PW Complex Relocation Phase II	**-**	**500,000**	**800,000**	**450,000**	**8,100,000**	**6,650,000**	**-**	**-**	**16,500,000**
	6-Non-Voted Bonds	-	-	-	-	6,700,000	4,600,000	-	-	11,300,000
	7-City Reserves	-	500,000	800,000	450,000	1,000,000	1,450,000	-	-	4,200,000
	11-Lease/Sale	-	-	-	-	400,000	600,000	-	-	1,000,000
	Nordic Cottages	**127,360**	**3,140,000**	**-**	**-**	**-**	**-**	**-**	**-**	**3,267,360**
	2-State Grants	-	240,000	-	-	-	-	-	-	240,000
	3-County	-	400,000	-	-	-	-	-	-	400,000
	6-Non-Voted Bonds	-	2,500,000	-	-	-	-	-	-	2,500,000
	7-City Reserves	127,360		-	-	-	-	-	-	127,360
	Total Municipal Facility Capital Projects	**$ 127,360**	**$ 3,640,000**	**$ 800,000**	**$ 450,000**	**$ 8,100,000**	**$ 6,650,000**	**$ -**	**$ -**	**$ 19,767,360**
	Total Municipal Facility Capital Funding Sources	**$ 127,360**	**$ 3,640,000**	**$ 800,000**	**$ 450,000**	**$ 8,100,000**	**$ 6,650,000**	**$ -**	**$ -**	**$ 19,767,360**
	2-State Grants	-	240,000	-	-	-	-	-	-	240,000
	3-County	-	400,000	-	-	-	-	-	-	400,000
	5-Voted Bonds	-	-	-	-	-	-	-	-	-
	6-Non-Voted Bonds	-	2,500,000	-	-	6,700,000	4,600,000	-	-	13,800,000
	7-City Reserves	127,360	500,000	800,000	450,000	1,000,000	1,450,000	-	-	4,327,360
	11-Lease/Sale	-	-	-	-	400,000	600,000	-	-	1,000,000

2025 - 2030 GENERAL PURPOSE CAPITAL IMPROVEMENTS (CONTINUED)

Page	Project Name	Prior Years Costs	2024 Project Cost	2025 Project Cost	2026 Project Cost	2027 Project Cost	2028 Project Cost	2029 Project Cost	2030 Project Cost	Total Project Cost
	PARK PROJECTS									
	Edwards Park	**-**	**-**	**-**	**-**	**45,000**	**-**	**440,000**	**-**	**485,000**
	2-State Grants	-	-	-	-	-	-	330,000	-	330,000
	7-Park Reserves	-	-	-	-	45,000	-	.	-	45,000
	8-City Impact Fees	-	-	-	-	-	-	110,000	-	110,000
	Lions Park Restroom Replacement	**-**	**-**	**-**	**-**	**330,000**	**-**	**-**	**-**	**330,000**
	7-Park Reserves	-	-	-	-	220,000	-	-	-	220,000
	8-City Impact Fees	-	-	-	-	110,000	-	-	-	110,000
	Oyster Plant Park	**-**	**19,000**	**185,000**	**-**	**-**	**-**	**-**	**-**	**204,000**
	7-Park Reserves	-	-	-	-	-	-	-	-	-
	8-City Impact Fees	-	19,000	185,000	-	-	-	-	-	204,000
	Muriel Iverson Williams Waterfront Park	**-**	**-**	**95,000**	**-**	**-**	**-**	**-**	**-**	**95,000**
	2-State Grants	-	-	85,000	-	-	-	-	-	85,000
	7-Park Reserves	-	-	2,000	-	-	-	-	-	2,000
	8-City Impact Fees	-	-	8,000	-	-	-	-	-	8,000
	Parks & Recreation Building	**181,934**	**55,000**	**64,000**	**-**	**-**	**-**	**-**	**-**	**300,934**
	7-Park Reserves	88,014	22,500	29,000	-	-	-	-	-	139,514
	8-City Impact Fees	88,014	32,500	35,000	-	-	-	-	-	155,514
	13-Donation/In-Kind	5,906	-	-	-	-	-	-	-	5,906
	Play for All at Raab Park - Expansion	**-**	**-**	**-**	**-**	**30,000**	**15,000**	**75,000**	**-**	**120,000**
	1-Federal Grants	-	-	-	-	-	-	-	-	-
	2-State Grants	-	-	-	-	-	-	60,000	-	60,000
	8-City Impact Fees	-	-	-	-	15,000	-	15,000	-	30,000
	13-Donation/In-Kind	-	-	-	-	15,000	15,000	-	-	30,000
	Poulsbo Event and Recreation Center (PERC)	**197,172**	**1,700,000**	**11,400,000**	**-**	**-**	**-**	**-**	**-**	**13,297,172**
	3-County	197,172	1,700,000	7,110,000		-	-	-	-	9,007,172
	6-Non-Voted Bonds	-	-	4,290,000		-	-	-	-	4,290,000
	13-Donation/In-Kind			-						-
	Urban Paths & Trails	**-**	**-**	**-**	**15,000**	**-**	**-**	**-**	**-**	**15,000**
	8-City Impact Fees	-	-	-	15,000	-	-	-	-	15,000
	Waterfront Boardwalk	**46,136**	**-**	**-**	**1,200,000**	**-**	**-**	**-**	**-**	**1,246,136**
	6-Non-Voted Bonds	-	-	-	1,200,000	-	-	-	-	1,200,000
	7-Park Reserves	46,136	-	-	-	-	-	-	-	46,136
	Land Acquisition - Overlook Park	**-**	**-**	**660,000**	**-**	**-**	**-**	**-**	**-**	**660,000**
	7-Park Reserves	-	-	150,000	-	-	-	-	-	150,000
	8-City Impact Fees	-	-	150,000	-	-	-	-	-	150,000
	9-General Fund Revenue	-	-	360,000	-	-	-	-	-	360,000
	Land Acquisition - 4th Avenue Housing Kit	**-**	**-**	**330,000**	**-**	**-**	**-**	**-**	**-**	**330,000**
	6-Non-Voted Bonds	-	-	300,000	-	-	-	-	-	300,000
	8-City Impact Fees	-	-	30,000	-	-	-	-	-	30,000

2025 - 2030 GENERAL PURPOSE CAPITAL IMPROVEMENTS (CONTINUED)

Page	Project Name	Prior Years Costs	2024 Project Cost	2025 Project Cost	2026 Project Cost	2027 Project Cost	2028 Project Cost	2029 Project Cost	2030 Project Cost	Total Project Cost
	PARK PROJECTS									
	Park Signage	**-**	**25,000**	**45,000**	**-**	**-**	**-**	**-**	**-**	**70,000**
	7-Park Reserves	-	25,000	45,000	-	-	-	-	-	70,000
	West Poulsbo Waterfront Park	**-**	**-**	**-**	**-**	**50,000**	**100,000**	**400,000**	**-**	**550,000**
	2-State Grants	-	-	-	-	-	-	400,000	-	400,000
	7-Park Reserves	-	-	-	-	50,000	50,000	-	-	100,000
	8-City Impact Fees	-	-	-	-	-	50,000	-	-	50,000
	Muriel Iverson Williams Waterfront Park - Gazebo	**-**	**-**	**36,000**	**-**	**-**	**-**	**-**	**-**	**36,000**
	2-State Grants	-	-	36,000	-	-	-	-	-	36,000
	Total Park and Recreation Projects	**$ 425,242**	**$ 1,799,000**	**$ 12,815,000**	**$ 1,215,000**	**$ 455,000**	**$ 115,000**	**$ 915,000**	**$ -**	**$ 17,739,242**
	Total Park and Recreation Capital Funding Sources	**$ 425,242**	**$ 1,799,000**	**$ 12,815,000**	**$ 1,215,000**	**$ 455,000**	**$ 115,000**	**$ 915,000**	**$ -**	**$ 17,739,242**
	1-Federal Grants	-	-	-	-	-	-	-	-	-
	2-State Grants	-	-	121,000	-	-	-	790,000	-	911,000
	3-County	197,172	1,700,000	7,110,000	-	-	-	-	-	9,007,172
	5-Voted Bonds	-	-	-	-	-	-	-	-	-
	6-Non-Voted Bonds	-	-	4,590,000	1,200,000	-	-	-	-	5,790,000
	7-Park Reserves	134,150	47,500	226,000	-	315,000	50,000	-	-	772,650
	8-City Impact Fees	88,014	51,500	408,000	15,000	125,000	50,000	125,000	-	862,514
	9-General Fund Revenue	-	-	360,000	-	-	-	-	-	360,000
	11-Lease/Sale	-	-	-	-	-	-	-	-	-
	13-Donation/In-Kind	5,906	-	-	-	15,000	15,000	-	-	35,906
	Total General Purpose Capital Projects	**$ 552,602**	**$ 5,439,000**	**$ 13,615,000**	**$ 1,665,000**	**$ 8,555,000**	**$ 6,765,000**	**$ 915,000**	**$ -**	**$ 37,506,602**
	Total General Purpose Capital Funding Sources	**$ 552,602**	**$ 5,439,000**	**$ 13,615,000**	**$ 1,665,000**	**$ 8,555,000**	**$ 6,765,000**	**$ 915,000**	**$ -**	**$ 37,506,602**

2025 - 2030 TRANSPORTATION CAPITAL IMPROVEMENTS

Page	Project Name	Prior Years Costs	2024 Project Cost	2025 Project Cost	2026 Project Cost	2027 Project Cost	2028 Project Cost	2029 Project Cost	2030 Project Cost	Total Project Cost
	STREET PROJECTS									
	3rd Ave (Moe to Hostmark)	**43,808**	**256,192**	**200,000**	**-**	**3,384,000**	**-**	**-**	**-**	**3,884,000**
	1-Federal Grants	-	-	-	-	2,062,000	-	-	-	2,062,000
	2-State Grants	-	-	-		1,000,000	-	-	-	1,000,000
	8-City Impact Fees	43,808	256,192	200,000	-	322,000	-	-	-	822,000
	4th Avenue Sidewalks	**-**	**-**	**-**	**-**	**120,000**	**830,000**	**-**	**-**	**950,000**
	2-State Grants	-	-	-	-	-	655,000	-	-	655,000
	8-City Impact Fees	-	-	-	-	120,000	175,000	-	-	295,000
	8th Avenue Improvements	**-**	**-**	**-**	**-**	**-**	**1,500,000**	**-**	**5,000,000**	**6,500,000**
	1-Federal Grants	-	-	-	-	-	-	-	3,000,000	3,000,000
	2-State Grants	-	-	-	-	-	600,000	-	1,500,000	2,100,000
	8-City Impact Fees	-	-	-	-	-	900,000	-	-	900,000
	10-Real Estate Excise Tax	-	-	-	-	-	-	-	500,000	500,000
	10th Avenue Overlay	**-**	**-**	**-**	**-**	**85,000**	**800,000**	**-**	**-**	**885,000**
	2-State Grants	-	-	-	-	-	650,000	-	-	650,000
	7-Street Reserves	-	-	-	-	85,000	-	-	-	85,000
	8-City Impact Fees	-	-	-	-	-	150,000	-	-	150,000
	Finn Hill Overlay	**3,908**	**106,092**	**-**	**-**	**960,000**	**-**	**-**	**-**	**1,070,000**
	2-State Grants	-	-	-	-	830,000	-	-	-	830,000
	8-City Impact Fees	3,908	106,092	-	-	130,000	-	-	-	240,000
	Front Street Preservation	**-**	**-**	**-**	**-**	**-**	**-**	**3,740,000**	**-**	**3,740,000**
	1-Federal Grants	-	-	-	-	-	-	1,800,000	-	1,800,000
	2-State Grants	-	-	-	-	-	-	1,500,000	-	1,500,000
	8-City Impact Fees	-	-	-	-	-	-	440,000	-	440,000
	Front Street Improvements	**-**	**-**	**-**	**950,000**	**-**	**-**	**4,980,000**	**-**	**5,930,000**
	1-Federal Grants	-	-	-	250,000	-	-	3,000,000	-	3,250,000
	2-State Grants	-	-	-	200,000	-	-	1,800,000	-	2,000,000
	8-City Impact Fees	-	-	-	500,000	-	-	180,000	-	680,000
	Hostmark Overlay	**-**	**-**	**-**	**-**	**-**	**820,000**	**-**	**-**	**820,000**
	1-Federal Grants	-	-	-	-	-	555,000	-	-	555,000
	8-City Impact Fees	-	-	-	-	-	265,000	-	-	265,000
	Liberty Bay Waterfront Trail	**311,009**	**-**	**5,421**	**330,000**	**100,000**	**1,100,000**	**-**	**-**	**1,846,430**
	1-Federal Grants	244,579	-	5,421	-	-	-	-	-	250,000
	2-State Grants	-	-	-	330,000	100,000	1,100,000	-	-	1,530,000
	7-Street Reserves	66,430	-	-	-	-	-	-	-	66,430
	Local Neighborhood Road Maintenance Program	**14,300**	**-**	**-**	**340,000**	**340,000**	**340,000**	**340,000**	**340,000**	**1,714,300**
	7-Street Reserves	14,300	-	-	340,000	340,000	340,000	340,000	340,000	1,714,300
	ADA Upgrades	**-**	**600,000**	**150,000**	**-**	**-**	**-**	**-**	**-**	**750,000**
	2-State Grants	-	600,000	-	-	-	-	-	-	600,000
	8-City Impact Fees	-	-	150,000	-	-	-	-	-	150,000
	Mesford Avenue	**-**	**-**	**-**	**-**	**-**	**50,000**	**650,000**	**-**	**700,000**
	1-Federal Grants	-	-	-	-	-	-	500,000	-	500,000
	7-Street Reserves	-	-	-	-	-	50,000	-	-	50,000
	8-City Impact Fees	-	-	-	-	-	-	150,000	-	150,000

2025 - 2030 TRANSPORTATION CAPITAL IMPROVEMENTS (CONTINUED)

Page	Project Name	Prior Years Costs	2024 Project Cost	2025 Project Cost	2026 Project Cost	2027 Project Cost	2028 Project Cost	2029 Project Cost	2030 Project Cost	Total Project Cost
	STREET PROJECTS									
	Noll Road Improvements - Phase III - Roadway	**13,456,256**	**12,656,721**	**1,650,000**	**1,530,000**	**-**	**-**	**-**	**-**	**29,292,977**
	1-Federal Grants	5,163,019	4,478,303	-	1,018,879	-	-	-	-	10,660,201
	2-State Grants	880,023	2,257,418	1,100,000	-	-	-	-	-	4,237,441
	6-Non-Voted Bonds	1,577,469	3,500,000	-	-	-	-	-	-	5,077,469
	7-Street Reserves	1,000,000	-	.	-	-	-	-	-	1,000,000
	8-City Impact Fees	2,495,000	781,000	550,000	511,121	-	-	-	-	4,337,121
	10-Real Estate Excise Tax	1,907,302	1,640,000	-	-	-	-	-	-	3,547,302
	12-Local Assessment	433,443	-	-	-	-	-	-	-	433,443
	Total Transportation Capital Projects	**$ 13,829,281**	**$ 13,619,005**	**$ 2,005,421**	**$ 3,150,000**	**$ 4,989,000**	**$ 5,440,000**	**$ 9,710,000**	**$ 5,340,000**	**$ 58,082,707**
	Total Transportation Capital Funding Sources	**$ 13,829,281**	**$ 13,619,005**	**$ 2,005,421**	**$ 3,150,000**	**$ 4,989,000**	**$ 5,440,000**	**$ 9,710,000**	**$ 5,340,000**	**$ 58,082,707**
	1-Federal Grants	5,407,598	4,478,303	5,421	1,268,879	2,062,000	555,000	5,300,000	3,000,000	22,077,201
	2-State Grants	880,023	2,857,418	1,100,000	530,000	1,930,000	3,005,000	3,300,000	1,500,000	15,102,441
	6-Non-Voted Bonds	1,577,469	3,500,000	-	-	-	-	-	-	5,077,469
	7-Street Reserves	1,080,730	-	-	340,000	425,000	390,000	340,000	340,000	2,915,730
	8-City Impact Fees	2,542,716	1,143,284	900,000	1,011,121	572,000	1,490,000	770,000	-	8,429,121
	10-Real Estate Excise Tax	1,907,302	1,640,000	-	-	-	-	-	500,000	4,047,302
	12-Local Assessment	433,443	-	-	-	-	-	-	-	433,443

2025 - 2030 ENTERPRISE CAPITAL IMPROVEMENTS (WATER)

Page	Project Name	Prior Years Costs	2024 Project Cost	2025 Project Cost	2026 Project Cost	2027 Project Cost	2028 Project Cost	2029 Project Cost	2030 Project Cost	Total Project Cost
	WATER PROJECTS									
	340 Zone Fire Flow - 4th Ave	**-**	**-**	**-**	**160,000**	**-**	**1,502,000**	**-**	**-**	**1,662,000**
	7-Water Reserves	-	-	-	160,000	-	1,502,000	-	-	1,662,000
	3rd Ave Water	**21,723**	**128,277**	**30,000**	**-**	**550,000**	**-**	**-**	**-**	**730,000**
	7-Water Reserves	21,723	128,277	30,000	-	550,000	-	-	-	730,000
	Caldart Main	**-**	**50,000**	**845,000**	**-**	**-**	**-**	**-**	**-**	**895,000**
	7-Water Reserves	-	50,000	845,000	-	-	-	-	-	895,000
	Front Street Water Main Replacement	**-**	**-**	**-**	**150,000**	**-**	**-**	**1,361,000**	**-**	**1,511,000**
	7-Water Reserves	-	-	-	150,000	-	-	1,361,000	-	1,511,000
	Hostmark Pipe/SR 305 Crossing	**-**	**-**	**-**	**-**	**-**	**-**	**200,000**	**1,906,000**	**2,106,000**
	7-Water Reserves	-	-	-	-	-	-	200,000	1,906,000	2,106,000
	Old Town Water Main Replacement	**-**	**-**	**-**	**120,000**	**1,640,000**	**-**	**-**	**-**	**1,760,000**
	7-Water Reserves	-	-	-	120,000	1,640,000	-	-	-	1,760,000
	Raab Tank	**40,062**	**192,500**	**2,207,500**	**-**	**-**	**-**	**-**	**-**	**2,440,062**
	7-Water Reserves	40,062	192,500	2,207,500	-	-	-	-	-	2,440,062
	Well VFD Upgrades	**-**	**50,000**	**419,000**	**-**	**-**	**-**	**-**	**-**	**469,000**
	7-Water Reserves	-	50,000	419,000	-	-	-	-	-	469,000
	Total Water Capital Projects	**$ 61,785**	**$ 420,777**	**$ 3,501,500**	**$ 430,000**	**$ 2,190,000**	**$ 1,502,000**	**$ 1,561,000**	**$ 1,906,000**	**$ 11,573,062**
	Total Water Capital Funding Sources	**$ 61,785**	**$ 420,777**	**$ 3,501,500**	**$ 430,000**	**$ 2,190,000**	**$ 1,502,000**	**$ 1,561,000**	**$ 1,906,000**	**$ 11,573,062**
	7-Water Reserves	61,785	420,777	3,501,500	430,000	2,190,000	1,502,000	1,561,000	1,906,000	11,573,062

2025 - 2030 ENTERPRISE CAPITAL IMPROVEMENTS (SEWER)

Page	Project Name	Prior Years Costs	2024 Project Cost	2025 Project Cost	2026 Project Cost	2027 Project Cost	2028 Project Cost	2029 Project Cost	2030 Project Cost	Total Project Cost
	SEWER PROJECTS									
	3rd Ave Sewer	**21,723**	**128,277**	**30,000**	**-**	**350,000**	**-**	**-**	**-**	**530,000**
	7-Sewer Reserves	21,723	128,277	30,000	-	350,000	-	-	-	530,000
	Kitsap County - Johnson to Norum Pipeline Replaceme	**424,154**	**-**	**5,125,771**	**-**	**-**	**-**	**-**	**-**	**5,549,925**
	6-Non-Voted Bonds	**-**	-	2,400,000	**-**	**-**	**-**	**-**	**-**	2,400,000
	7-Sewer Reserves	424,154	-	2,725,771	-	-	-	-	-	3,149,925
	Kitsap County - Pump Station 24 Emergency Upgrades	**-**	**1,400,000**	**1,072,000**	**-**	**-**	**-**	**-**	**-**	**2,472,000**
	7-Sewer Reserves	-	1,400,000	1,072,000	-	-	-	-	-	2,472,000
	Kitsap County - Solids & Liquid Hauled Waste Upgrad	**-**	**4,258,800**	**3,600,000**	**2,904,144**	**1,296,656**	**1,060,400**	**-**	**-**	**13,120,000**
	7-Sewer Reserves	-	4,258,800	3,600,000	2,904,144	1,296,656	1,060,400	-	-	13,120,000
	Kitsap County - SCADA System Upgrades	**-**	**246,200**	**162,200**	**123,000**	**84,200**	**42,000**	**-**	**-**	**657,600**
	7-Sewer Reserves	-	246,200	162,200	123,000	84,200	42,000	-	-	657,600
	Kitsap County - Third Lemolo Siphon	**56,884**	**46,928**	**-**	**-**	**500,000**	**603,000**	**-**	**-**	**1,206,812**
	7-Sewer Reserves	56,884	46,928	-	-	500,000	603,000	-	-	1,206,812
	Lemolo House Purchase	**-**	**-**	**-**	**500,000**	**-**	**-**	**-**	**-**	**500,000**
	7-Sewer Reserves	-	-	-	500,000	-	-	-	-	500,000
	Lindvig Pump Station Redundent	**-**	**-**	**-**	**-**	**600,000**	**-**	**-**	**-**	**600,000**
	7-Sewer Reserves	-	-	-	-	600,000	-	-	-	600,000
	Old Town Sewer Upgrades	**-**	**-**	**-**	**25,000**	**215,000**	**-**	**-**	**-**	**240,000**
	7-Sewer Reserves	-	-	-	25,000	215,000	-	-	-	240,000
	Poulsbo MH Sewer Re-Route	**-**	**-**	**-**	**-**	**-**	**-**	**350,000**	**-**	**350,000**
	7-Sewer Reserves	-	-	-	-	-	-	350,000	-	350,000
	Sewer CIPP Lining Project	**-**	**-**	**35,000**	**340,000**	**-**	**-**	**-**	**-**	**375,000**
	7-Sewer Reserves	-	-	35,000	340,000	-	-	-	-	375,000
	SR305 Force Main Extension	**-**	**-**	**400,000**	**3,900,000**	**-**	**-**	**-**	**-**	**4,300,000**
	7-Sewer Reserves	-	-	400,000	3,900,000	-	-	-	-	4,300,000
	Total Sewer Capital Projects	**$ 502,761**	**$ 6,080,205**	**$ 10,424,971**	**$ 7,792,144**	**$ 3,045,856**	**$ 1,705,400**	**$ 350,000**	**$ -**	**$ 29,901,337**
	Total Sewer Capital Funding Sources	**$ 502,761**	**$ 6,080,205**	**$ 10,424,971**	**$ 7,792,144**	**$ 3,045,856**	**$ 1,705,400**	**$ 350,000**	**$ -**	**$ 29,901,337**
	6-Non-Voted Bonds	-	-	2,400,000	-	-	-	-	-	2,400,000
	7-Sewer Reserves	502,761	6,080,205	8,024,971	7,792,144	3,045,856	1,705,400	350,000	-	27,501,337

2025 - 2030 ENTERPRISE CAPITAL IMPROVEMENTS (STORM)

Page	Project Name	Prior Years Costs	2024 Project Cost	2025 Project Cost	2026 Project Cost	2027 Project Cost	2028 Project Cost	2029 Project Cost	2030 Project Cost	Total Project Cost
	STORM DRAIN PROJECTS									
	3rd Avenue Storm	**-**	**-**	**20,000**	**-**	**155,000**	**-**	**-**	**-**	**175,000**
	7-Storm Drain Reserves	-	-	20,000	-	155,000	-	-	-	175,000
	8th Avenue Culvert Replacement	**-**	**-**	**100,000**	**1,250,000**	**-**	**-**	**-**	**-**	**1,350,000**
	1-Federal Grants	-	-	-	1,080,000	-	-	-	-	1,080,000
	7-Storm Drain Reserves	-	-	100,000	170,000	-	-	-	-	270,000
	Liberty Bay Storm Outfalls	**-**	**-**	**-**	**250,000**	**-**	**-**	**900,000**	**900,000**	**2,050,000**
	7-Storm Drain Reserves	-	-	-	250,000	-	-	900,000	900,000	2,050,000
	Bjorgen Creek Culvert Replacement - Deer Run	**-**	**-**	**-**	**-**	**-**	**200,000**	**1,800,000**	**-**	**2,000,000**
	1-Federal Grants	-	-	-	-	-	-	1,600,000	-	1,600,000
	7-Storm Drain Reserves	-	-	-	-	-	200,000	200,000	-	400,000
	Dogfish Creek Retrofit (South Fork)	**227,697**	**-**	**-**	**-**	**-**	**45,000**	**-**	**3,155,000**	**3,427,697**
	2-State Grants	227,697	-	-	-	-	-	-	2,560,000	2,787,697
	7-Storm Drain Reserves	-	-	-	-	-	45,000	-	595,000	640,000
	Forest Rock Hills (SR 305) Outfall	**-**	**-**	**25,000**	**100,000**	**-**	**-**	**-**	**-**	**125,000**
	7-Storm Drain Reserves	-	-	25,000	100,000	-	-	-	-	125,000
	High School Ball Field Storm	**-**	**-**	**15,000**	**185,000**	**-**	**-**	**-**	**-**	**200,000**
	7-Storm Drain Reserves	-	-	15,000	185,000	-				200,000
	Noll Road Storm LID - Retrofit	**167,923**	**-**	**-**	**-**	**-**	**650,000**	**-**	**-**	**817,923**
	2-State Grants	167,482	-	-	-	-	520,000	-	-	687,482
	7-Storm Drain Reserves	441	-	-	-	-	130,000	-	-	130,441
	Storm CIPP Lining Project	**-**	**-**	**35,000**	**515,000**	**-**	**-**	**-**	**-**	**550,000**
	7-Storm Drain Reserves	-	-	35,000	515,000	-	-	-	-	550,000
	Total Storm Drain Capital Projects	**$ 395,620**	**$ -**	**$ 195,000**	**$ 2,300,000**	**$ 155,000**	**$ 895,000**	**$ 2,700,000**	**$ 4,055,000**	**$ 10,695,620**
	Total Storm Drain Capital Funding Sources	**$ 395,620**	**$ -**	**$ 195,000**	**$ 2,300,000**	**$ 155,000**	**$ 895,000**	**$ 2,700,000**	**$ 4,055,000**	**$ 10,695,620**
	1-Federal Grants	-	-	-	1,080,000	-	-	1,600,000	-	2,680,000
	2-State Grants	395,179	-	-	-	-	520,000	-	2,560,000	3,475,179
	7-Storm Drain Reserves	441	-	195,000	1,220,000	155,000	375,000	1,100,000	1,495,000	4,540,441
	Total Enterprise Capital Projects	**$ 960,166**	**$ 6,500,982**	**$ 14,121,471**	**$ 10,522,144**	**$ 5,390,856**	**$ 4,102,400**	**$ 4,611,000**	**$ 5,961,000**	**$ 52,170,019**
	Total Enterprise Funding Sources	**$ 960,166**	**$ 6,500,982**	**$ 14,121,471**	**$ 10,522,144**	**$ 5,390,856**	**$ 4,102,400**	**$ 4,611,000**	**$ 5,961,000**	**$ 52,170,019**

2025 - 2030 GRAND TOTAL CIP PROJECTS SUMMARY

	GRAND TOTAL CIP PROJECTS	**$ 15,342,049**	**$ 25,558,987**	**$ 29,741,892**	**$ 15,337,144**	**$ 18,934,856**	**$ 16,307,400**	**$ 15,236,000**	**$ 11,301,000**	**$ 147,759,328**
	GRAND TOTAL CIP FUNDING SOURCES	**$ 15,342,049**	**$ 25,558,987**	**$ 29,741,892**	**$ 15,337,144**	**$ 18,934,856**	**$ 16,307,400**	**$ 15,236,000**	**$ 11,301,000**	**$ 147,759,328**

13.4 Capital Facility Funding

The City Improvement Plan (CIP) identified in the Comprehensive Plan Capital Facilities Plan and, in the City's, most current biennial budget, is the City's six-year financing and implementation plan where the City's prioritized public facilities and infrastructure projects have been identified and priced.

The objective of the CIP is to identify capital facility needs and funding mechanisms to finance the construction, reconstruction, and acquisition of necessary assets due to aging infrastructure, growth, changing needs, and Poulsbo's desire to improve the city's capital investment.

The CIP utilizes numerous revenue sources to fund designated capital improvement projects. City Revenues come from various sources, including sales tax, excise tax, monthly utility rates and initial connection charges, as well as state revenues, bond issues, and state and federal grants or loans. Another source of revenue is impact fees and other specific revenues allowed under the Growth Management Act to fund the city's capital investment and needed public facilities. Similar to city-managed capital facilities, non-city-managed capital facilities improvements are funded through bond issues and special assessments.

The City of Poulsbo believes that a "pay as you go" approach for capital facility improvements is the most advantageous method for the community. This has often resulted in delaying capital improvements until most, if not all, of the funding is reasonably assured. To achieve this, the City established several reserve accounts. For example, the City transfers into utility reserves an amount equal to 100% of its depreciation expense, this has allowed the City to prolong the need to go out for debt on smaller projects and be able to fund the entire project.

In addition, of the City's property taxes collected, the City transfers flat amounts based upon percentages of property tax, approximating 26% into the street fund for maintenance, operations, and small projects; 4.3% into park reserves; and 4.3% into the street reserves for capital projects. These amounts are confirmed and updated through the budget process, considering amounts necessary to maintain levels of service and fund future capital projects. The City established a transportation benefit district collection car tab fees and .1% sales tax to support maintenance and improvements related to transportation. The City also uses the first one-quarter percent of its real estate excise tax for ~~streets~~ costs related to maintaining transportation program inclusive of debt payments related to capital improvement; while the second one-quarter percent is utilized for debt payment of governmental projects identified in the CIP and held in reserve for CIP projects. Many of the City's streets and parks have been improved and/or developed with a combination of federal or state grants, and funds from the City's reserves.

Debt Financing

As the demand for public sector investment and infrastructure continues to grow, the issuance of debt has become an increasingly important component of state and local government capital programs. While the issuance of debt is frequently an appropriate method of financing capital projects, it also entails careful monitoring of such issuance to ensure that an erosion of the City's credit quality does not result. The City of Poulsbo currently received an underlying "AA" rating for its last insured General Obligation Bonds issue from Standard and Poors. This is an upgrade from the previous "A+" rating. The City has a AA+ rating for the latest issue of revenue bonds for water and sewer improvements.

The implementation of the City's formal debt policies is an important component of the City's overall capital program. Two basic forms of long-term debt are General Obligation and Revenue Bonds. The difference between the two types is that General Obligation bonds are backed by the full faith and credit (i.e. taxes) of the City. Revenue bonds are backed by the income of a specific utility or activity for repayment (i.e. monthly utility fees). The City of Poulsbo has utilized both general obligation and revenue debt in its operations.

The decision to borrow money binds the City to a stream of debt service payments that can last as long as thirty years, but most issues are for a period not exceeding 20 years. The consistent application of carefully developed debt management policies can benefit the City in a number of areas. Foremost among these benefits are enhanced credit quality and improved access to the tax-exempt and tax credit markets. Formal debt policies send a clear message to credit analysts, underwriters, and investors that the City is administering its debt program in a

responsible manner. The city utilizes a financial advisor supporting the debt process and helps the City analyze the best funding options. The City of Poulsbo complies with its policies relative to debt management.

In addition, the City, under RCW 39.36.020(4), may ask the public to approve park facilities and utility bond issues. The voter-approved bonds have a limit on the amount to be approved. All voted bonds require a 60% majority approval, and total votes must equal at least 40% of the total votes cast in the last general election. The City may issue bonds for general government in an amount not to exceed 2.5% of the city's assessed valuation. Within the 2.5%, the City Council may approve bond issues not to exceed 1.5% (non-voted) of the City's assessed value.

Rate Increases

The City's current utilities of sewer, water, storm drainage and solid waste are enterprise funds, and are intended to be self-sufficient – the rates collected for the service are in turn used to operate, maintain and improve the utilities. With the continued aging of the City's utility infrastructure, repair and replacement of existing facilities will become more critical within the 6- and 20-year planning period. The City, through its functional plan updates, continuously monitors its utilities' financial ability to fund its operations, maintenance and necessary capital improvements, alerting the City of when rate increases, or additional revenue sources are necessary. Rates have an annual adjustment equal to the CPI-U Seattle, Tacoma and Bellevue June change to support a gradual increase maintaining sustainability of the programs. These rate increases are intended to provide for needed future capital projects and debt issues. It is also expected that utility bonds (issued and/or voted) will be necessary to pay for future sewer system and plant upgrades, and general obligation bonds will be necessary to pay for future street and facility improvements.

Impact Fees

Impact fees are charges assessed by local governments against new development projects that attempt to recover the cost incurred by government in providing the public facilities required to serve the new development. Impact fees are only used to fund facilities, such as roads, schools, and parks, that are directly associated with the new development. They may be used to pay the proportionate share of the cost of public facilities that benefit the new development; however, impact fees cannot be used to correct existing deficiencies in public facilities.

In Washington, impact fees are authorized for those jurisdictions planning under the Growth Management Act (RCW 82.02.050 - .100), as part of "voluntary agreements" under RCW 82.02.020, and as mitigation for impacts under the State Environmental Policy Act (SEPA – Ch. 43.21C RCW). GMA impact fees are only authorized for: public streets and roads; publicly owned parks, open space, and recreation facilities; school facilities; and fire protection facilities in jurisdictions that are not part of a fire district.

The City collected mitigation fees for park and transportation facilities through the authority of the State Environmental Policy Act (SEPA) for many years. In October 2011, the City adopted ordinances authorizing the imposition of transportation and park impact fees on new development, under the authority of RCW 82.02.020.

Business and Occupation Tax

Effective July 1, 2024, the City imposed its first business and occupation (B&O) tax. The establishment of this tax could generate significant revenue that may be earmarked to fund the City's capital improvements at Council's discretion in future years.

Affordable Housing Tax

The City collects 1% of sales tax to fund affordable housing for qualified candidates. The tax can be used to supplement funds for citizens to obtain an affordable housing solution and may also be utilized to fund construction of structures intended for affordable housing options. Revenues may also be delegated for debt payments related to the structures.

Transportation Benefit District

Chapter 36.73 RCW authorizes cities and counties to form transportation benefit districts (TBDs), quasi-municipal corporations and independent taxing districts that can raise revenue for specific transportation projects, usually through vehicle license fees or sales taxes. Transportation benefit district revenue may be used for transportation

improvements included in a local, regional, or state transportation plan. Improvements can range from roads and transit service to sidewalks and transportation demand management. Construction, maintenance, and operation costs are also eligible. The City established a TBD in 2023 collecting sales tax and car tab fees. The intention is to utilize funds for maintaining the growing number of streets and allocate funds to neighborhood streets which usually are not eligible for grant funding.

Cannabis Retail

Cannabis retail was permitted by the city council on February 14, 2024, via the adoption of Ordinance 2024-02. The enabling ordinance allows a maximum of two retail establishments within city limits within the Viking Avenue (C-2) and SR 305 (C-3) zoning districts. The city has since received a business license for cannabis retail along within C-2 zoning district. In addition to sales tax and by allowing cannabis retail, the City of Poulsbo is eligible for the state imposed 37% excise tax. Payments come in four installments and can be used for law enforcement, with a focus on violent and property crime, education and health care, substance abuse and prevention.

Summary

The City's ability to finance its Capital Improvement Plan is the critical piece in ensuring the City is able to fully serve its current and future citizens, as well as being compliant with the requirements of the Growth Management Act. The City has in its financing "toolbox" the choices of borrowing funds or raising service rates and taxes as methods of increasing its revenues. Perhaps neither of these options are desirable, but the reality of needing to improve aging infrastructure, providing, and maintaining streets, securing future sewer capacity and water supply, as well as facilities which significantly improve Poulsbo's resident's quality life, such as trails, parks and open space, must be funded somehow. The City Council will need to tackle these important funding questions.

13.5 Reassessment of Land Use Element

The Growth Management Act requires that provisions be made to reassess the Land Use Element of the Comprehensive Plan periodically because a capital facilities plan is an evolving document based on projected population growth and future land development. The purpose of this requirement is to ensure that adequate facilities will be made available at the time certain portions of the city are developed and facilities are needed. If the anticipated funding for the needed capital facilities falls short, the GMA requires a reassessment of the Land Use Element to determine what changes need to be made.

The Capital Facilities Policy CF-4.4 establishes the procedure the City will use in reviewing the Land Use Element.

13.6 Water System

The City of Poulsbo Water Utility provides potable water within the city limits and some limited areas in the surrounding unincorporated UGA. A complete inventory, analysis of need, identification of deficiencies, and the capital facilities program is provided in the 2024 General Water System Plan (WSP), which is included in Appendix B.1 to the Comprehensive Plan and adopted in its entirety.

The City's water system provides service to approximately 12,100 people located in an area approximately 4.93 square miles ranging from sea level to 360 feet. These customers are served by five wells, nine reservoirs, and eight pressure zones. Approximately two-thirds (86%) of total water connections is used by residential customers. The water system service area population is smaller than the total City population since a portion of the City is within the Kitsap Public Utility District (KPUD) service area. The service area in the northwest portion of the UGA is partially within the area served by KPUD, primarily due to topography.

The City's water service area encompasses where direct service connections exist, or service connections are currently available. The City's water service area is identified in Appendix B.1 Figure 1-3. An average of 85 water service connections was added to the City's water system annually from 2014 through 2023.

The amount of water the city uses has dropped since the last water system plan. In the 2014 Water System Plan, the city used on average 159 gpd/ERU and currently uses 149 gpd/ERU. This decrease in water has been a combination of increased efficiency, education, and lowering the distribution system leakage.

An average per capita water usage was determined based on the 2014-2023 average day production and the water system service area population. The average per capita use is 95 gallons per person per day. The prior average per capita usage from 2007-2013 was 104 gallons. The data trend shows a fairly consistent average with no continued decline or increase indicating a plateau has been achieved.

2044 Projected Water Usage

By 2044 the total annual water use is projected to be 1,974 acre-feet/year, a 50 percent increase from current usage (1,291 acre-feet/year). These projections do not include reductions in water use created by increased conservation and water use efficiency measures underway and planned by the City. At this time, the City holds water rights for a total of 1,893 acre-feet/year. Projected daily demand exceeds annual water by 2040; however, the City can meet average day demand by implementing partially or fully the water efficiency goals established in the City's 2024 Water System Plan. Therefore, it is not expected that the City will need additional instantaneous or annual water rights within the 20-year planning period. Instantaneous withdrawal water rights 2044 demand is projected at 2,570 gpm, and the City holds an instantaneous water right of 3,119 gpm.

2024-2044 Water System Improvements

Water system capital facility improvements have been evaluated, identified and prioritized on the basis of water quality concerns, growth demands, regulatory requirements, component reliability, system benefit, and financial priority for the planning period to 2044. When the Water System Plan is updated again at the end of its 6-year planning period, the projects presented for the 20-year planning period should be reevaluated and scheduled for the subsequent 6-year planning period as necessary.

Exhibit CFP-5: Poulsbo Water System Capital Improvement Projects

6-10 Year Projects	Description
4th Avenue	Located near the 4th Ave Tanks, this project will expand a small pressure zone and increase service pressures as well as fire flow for higher elevation services near the 4th Ave Tanks. This includes installation of a booster pump station, building to house the equipment, and water main installation.
3rd Avenue Water Main	Located on 3rd Ave between Hostmark and Moe and in coordination with the 3rd Avenue Improvement Project (Streets Project), this will install 8" water main, install hydrants, provide FDC connections, upgrade services, and increase system redundancy in the downtown area. Approximately 830 linear feet of main will be installed in advance of the streets project.
Big Valley Well Improvements	Located at the Big Valley Well site, this project includes a number of site improvements to the Big Valley Wells including a pre-design planning report to determine necessary site improvements, treatment requirements, water rights assessments, and general equipment condition assessment.
Caldart Main Replacement	This project replaces the last remaining asbestos-concrete (AC) water main in the city which is located on Caldart Ave between Hostmark and Raab Park. Approximately 1,800 linear feet of 8" AC main will be replaced with 8" DI main. New valves, connections, hydrants, and other appurtances will be installed.
Finn Hill Tank Retrofit	Located on Finn Hill, this project will retrofit the 500,000-gallon steel Finn Hill tank. Improvements will include seismic resiliency upgrades, exterior painting and coating of the tank, installation of an earthquake valve, updated telemetry, and other miscellaneous site improvements.
Front Street Main Replacement	This project will replace the existing 12" cast iron water main on Front Street between 4th Ave and Jensen Way with 12" ductile iron. As part of the upgrades to Front Street, new hydrants, fire connections for existing buildings.
Hostmark Pipe/SR 305 Crossing	Located on Hostmark between SR305 and 4th Ave, this project will include a crossing under SR305, extending a 12" main down Hostmark to the new Front Street 12" main. This will greatly increase system capacity and redundancy and replace an existing pipe which is undersized and runs through the woods.
Noll Road Water Improvements	This project is part of the larger Noll Road Corridor transportation project. This alignment is between Mesford and Lincoln and it has existing water, however additional hydrants, stub-outs,

	and service connections will be included for future growth and development throughout the corridor.
Old Town Water Main Replacement	This project will replace the undersized main along four streets in Old Town area of Poulsbo; Ness, Harrison, Eliason, and Ryen between Fjord and 6th Ave. New 8" main will be installed along with updated service connections, fire hydrants, and other minor system improvements.
Raab Park Tank Project	A twin tank will be added to the Raab Reservoir site, and seismic improvements and upgraded telemetry will be included in this project. The new tank will be 150,000 gallons and add storage capacity to the Middle Zone. The location of the new proposed tank will require relocation of the Raab Park restrooms, site security fencing, and electrical upgrades. The project also includes rehabilitation of the existing Raab tank including crack sealing and upgrading flexible seismic connections.
Westside Well Emergency Access	Located at the Westside Well site, this project will add a driveway entrance/approach from SR3 directly to the well site.
Well VFD Upgrades	This project will install VFDs (variable frequency drives) at Lincoln Well #2, Westside Well, and Big Valley #2. Big Valley Well #2 will also have its pump and motor replaced as it is at the end of its service life. Installation of VFDs will reduce the impact of water hammer at the wellheads.
Wilderness Park Tank Retrofit	Located at the Wilderness Tank Site on Hostmark, this project will upgrade seismic resiliency, paint and coat the tank, add an earthquake valve, upgrade telemetry, and replace the PRV and booster pump currently located at the site.
Lincoln/Caldart Water Main Connection	This project will install approximately 1,500LF of new 8" main completing a connection between Caldart and Lincoln and creating an additional loop in the East High Zone.
Public Works Maintenance and Operations Facility	This project is to construct a new maintenance and operations facility for the City at the Public Works site on North Viking Avenue. This item is the water utility's share of the capital project.
Long-Term Projects (10-20 years)	**Description**
Lincoln Road and Poulsbo Middle School Pipe Upgrades	This project will upsize approximately 1,300 feet of 8" pipe to 12" on Lincoln Road between intersection of Lincoln and Caldart and the entrance to Brookdale Montclair Senior Living. It will also include construction to upsize approximately 1,000 feet of existing 8" main to 12" main at the Middle and Elementary Schools.
Long term Water Supply Study	This study will examine and outline the process for the City to acquire additional long-term water supply and water rights.
Old Town Water Main Replacement	This is project includes Nelson Place NE (Ryen St. to Sommerseth St), Ne Sommerseth St (Fjord to 6th Ave), Torgeson Ave NE, Ne Haugen St, 8th Ave, Sommerseth St, and 9th Avenue.
Various pipe and meter upgrade and replacements	The City has a policy to evaluate the condition of existing utilities prior to beginning any street improvement; this project will replace the pipe segments identified in the hydraulic model as requiring upsizing to provide adequate fire flow capacity that are not already included in any of the other identified capital projects. Water meters have a 20-year battery life and periodic and systematic replacement is anticipated within 15-20 years.
Raab Park Booster Pump Station	This project will install a booster pump station at Raab Park and connect the Middle Zone to the East High Zone, allowing water to be transferred from the Middle Zone to the East High Zone.
Source: City of Poulsbo Water System Plan, 2024	

Water Conservancy

The City must set goals for water use efficiency and report progress annually. For the 2024-2044 planning period, the following goals are identified in the City's 2024 Water System Plan:

- Reduce general consumption by 5% measured per capita, over the next six years. The average consumption is 82 gallons per day per capita. The goal to reduce this by 5% over a six-year period results in consumption of 78 gallons per day per capita (excluding irrigation). Potential measures to attain this goal is continued customer education for water conservation, support of efficient water fixtures for new construction, bills showing consumption of water graphically, and rate structure supporting conservation.

- Reduce irrigation consumption by 10% over the 20-year planning period. Potential measures to attain this goal is promoting of native drought tolerant plans, additional water restrictions, increased water accounting and irrigation audits, and increased rates for high consumption.

Water Facilities Funding Strategy

Municipal utilities in Washington State are operated as enterprise funds and are required by state law to operate with a balanced budget. Therefore, the City must decide how it will finance its utility capital improvements as well as provide funds to operate the utility through some combination of user rates, debt, and contributions. It must then establish user rates at a level that is sufficient to operate and maintain its facilities, pay debt service on any debt issued, and maintain reasonable cash reserves.

Funding the Water System's capital improvements comes from the Water Enterprise Fund, which is intended to be self-sufficient. Revenue is from monthly rates from both residential and commercial users, and through one-time utility connection charges. The combination of these revenue sources funds the water utility's operational expenses, debt reduction, maintenance and capital improvements.

The 2024 Water System Plan provided a financial analysis of the water utility's anticipated monthly rate revenues and projected operational expenses over a ten-year period. It also provided an analysis for projected connection charge revenues, which are used to upgrade and expand the water system. The 2024 Water System Financial Analysis concludes to ensure financial balanced water utility over the 10-year planning period's planned capital improvements, funding scenarios will need to be considered. A phased rate increase is planned: 6% in 2025, 2027 and 2029 and a $500 GFC increase in 2025. Other available capital project funding sources include Washington State Public Works Trust Fund, Washington State Drinking Water State Revolving Fund, and City-issued revenue bonds.

In addition, the City, has several options for funding the CIP should revenue projections be less due to slower than expected growth or decreased water consumption. Projects identified on the 6-year CIP intended to accommodate system growth can be delayed until such time as needed. Further, additional revenue sources such as public works loans, revenue bonds, or rate increases can be utilized when necessary. The anticipated long-term coordinated water supply, storage and distribution agreement with KPUD may also decrease or eliminate the need to implement some of the identified 6-year and longer-term capital improvements.

System Expansion Projects Funding

For future proposed developments that currently do not have the City's water system readily available, the City generally requires the developer or landowner to agree to execute a utility extension agreement. Through the agreement, the City requires the developer or property owner to pay all costs associated with designing, engineering, and constructing the extension to City standards. This agreement does not, however, guarantee or reserve water capacity within the system. Capacity is only assured when a building permit is actually issued. This agreement also requires the developer/landowner to turn over and dedicate any capital facilities to the City at no cost. All agreements must be approved by the City Council. The City anticipates this process will be used more often to serve development occurring throughout the underdeveloped areas of the city and the urban growth area.

13.7 Sanitary Sewer System

The City of Poulsbo Sanitary Sewer Utility provides sanitary sewer within the city limits and some specific areas in the surrounding unincorporated UGA. A complete inventory, analysis of need, identification of deficiencies, and capital facilities program is provided in the 2024 City of Poulsbo General Sewer Plan, which is included in Appendix B.2 to the Comprehensive Plan and adopted in its entirety.

The City of Poulsbo owns, operates, and maintains a wastewater collection and conveyance system that serves the City of Poulsbo and the associated UGA. The sewer system consists of eight sewer basins with approximately 52 miles of gravity mains, 4.4 miles of force mains, nine wastewater pump stations, and a gravity interceptor connecting the City's system to Kitsap County's conveyance system. The County conveyance facilities transport the wastewater south under Liberty Bay to the Central Kitsap Wastewater Treatment Plant (CKWWTP) located in

Brownsville. The effluent is treated at the CKWWTP, which is owned and operated by Kitsap County Department of Public Works (KCDPW).

Projected Wastewater Flows

The projected sewer flows were calculated using per capita rates and Inflow and Infiltration (I/I) rates associated with the developed 25-year, 24-hr design storm. The cumulative future sewer flows were calculated by adding existing sewer flows to the calculated sewer flows associated with the future population growth. The projected sewer flows by basin are presented in Exhibit CFP-6 below.

Exhibit CFP-6: Projected Peak Flows by Basin

Basin	2027 Peak Hour Flow	2044 Peak Hour Flow
6th Avenue	149	156
9th Avenue	52	54
Central Poulsbo	525	658
East Poulsbo	971	1,010
Finn Hill and Viking Avenue	1,004	1,388
Noll Road	185	433
Village	396	543

Overall, the City sewer system operates satisfactory for the 20-year planning period. A number of deficiencies in gravity sewer capacity and pump station capacity were identified and are addressed by improvements included in the sewer capital facilities improvements projects (See Exhibit CFP-7).

System Deficiencies

Primary deficiencies in the City's sanitary sewer system consist of: 1) pump station upgrades to accommodate future growth; and 2) potential capacity constraints within the City system and in the downstream conveyance system owned by Kitsap County.

Inflow and Infiltration

The 1992 Comprehensive Sewer Plan identified significant Inflow and Infiltration in the older sections of the city. Over the past 30 plus years, the City has repaired and replaced many of the original sanitary sewers in the downtown corridor and older sections of the city. The 2008 Comprehensive Sewer Plan identified a significant reduction of infiltration, steady flow, and inflow into the Poulsbo wastewater collection system compared to the 1992 study. Between 1996 and 2008, approximately 30,000 lineal feet of gravity sewer main in Jensen Way, Front Street, Caldart Avenue, and streets in the 6th Avenue Basin area were repaired or replaced by both open trench and pipe bursting methods. The 2024 Sewer General Plan analyzed I/I flows for the eight sewer basins based on City's 2021 "Sewer System Infiltration and Inflow Evaluation Report", and results are significantly below EPA and Ecology's threshold for excessive inflow

The City will continue an on-going I/I reduction program. This program includes continuous monitoring of sewer pump station flow run times, I/I reduction, capital projects and videotaping and inspection of the gravity sanitary sewer main as needed.

Potential Capacity Constraints

Potential future capacity constraints may exist both within the City system and at the downstream conveyance system owned by Kitsap County. Projects have been identified and included in the 2044 project list that addresses these potential capacity constraints.

City System:

The 2044 General Sewer Plan included a capacity assessment of the City's system. Based on the analysis, several pipe segments and pump stations in limited areas of the City are potentially deficient in the future. Based on the assessment, several projects were added to the capital 2044 project list to remedy these capacity constraints.

More detailed descriptions of these projects are found in the 2044 Sewer General Plan Section 4 "Sewer System Analysis."

Downstream Conveyance Capacity:

Gravity pipe and pump station deficiency has been identified at Lemolo Shore drive between Johnson Way Metering Station, Lemolo Third Siphon, and Johnson to Norum Pipeline Replacement. Upgrade of the Lemolo siphon is identified by installing a new 18-inch third Lemolo Siphon. More detailed descriptions of these projects are found in the 2044 Sewer General Plan Section 4 "Sewer System Analysis" and Section 5 "Downstream Conveyance and Treatment."

Treatment Capacity

The Central Kitsap Waste Water Treatment Plant (CKWWTP) has an existing maximum month treatment capacity of 6 mgd, which is adequate to accommodate the City's existing and projected flows. The City has reserved 1.2 mgd of the 6mgd capacity, and will participate on a pro-rata basis of 20% for capital improvements needed. The CKWWTP will be able to accommodate Poulsbo wastewater flows of the 20-year planning horizon.

Exhibit CFP-7: Poulsbo Sewer System Capital Improvement Projects

6-Year Projects	**Description**
Bond Road Lift Station and Force Main Improvements	This project will upsize pumping capacity, extend force main and upsize existing upstream 8-inch and 10-inch gravity sewer to 12-inch.
3rd Avenue Sewer Upgrades	Relocate existing sewer on 3rd Avenue.
Lemolo Property Purchase	Purchase property owned by Kitsap County to use as a staging/construction area for future sewer infrastructure projects.
Old Town Sewer Upgrades	Replace and upgrade sewer connections in the Old Poulsbo town area.
Lincoln Road Sewer Reroute	Reroute gravity main through Poulsbo Mobile Home Park to Lincoln Road.
Annual Inflow Reduction Program	Annual monitoring of City system and continued inflow reduction program of identifying and repairing inflow sources.
Long-Term Projects (20 years)	**Description**
Lindvig Lift Station Upgrades	Upsize submersible pumps and replace associated electrical, instrumentation, and control equipment.
8th Avenue NE Gravity Sewer Upgrade	Upsize existing 10-inch and 12-inch gravity sewer to 15-inch gravity sewer.
Liberty Road Lift Station Improvements	Upsize submersible pumps and replace associated electrical, instrumentation, and control equipment.
Village Lift Station Improvements	Upsize submersible pumps and replace associated electrical, instrumentation, and control equipment.
Kitsap County Conveyance and CKWWTP Projects	**Description**
Johnson to Norum Pipeline Replacement	Upsize existing 14-inch gravity sewer to 21-inch gravity sewer
Third Lemolo Siphon Design	Design for third siphon under Liberty Bay.
Third Lemolo Siphon	Construct third siphon under Liberty Bay.
Miscellaneous CKWWTP upgrades	Variety of upgrade projects at Kitsap County facilities that serve Poulsbo.

Source: City of Poulsbo General Sewer System Plan, 2024

Sewer Facilities Funding Strategy

Funding the Sanitary Sewer System's capital improvements comes from the Sewer Enterprise Fund, which is intended to be self-sufficient. Revenue is from monthly rates from both residential and commercial users, developer contributions, grants and loans, and through one-time utility connection charges. The combination of these revenue sources funds the sewer utility's operational expenses, debt reduction, maintenance and capital improvements.

The 2024 General Sewer Plan provides a financial analysis of the Sewer Utility's anticipated monthly rate revenues and projected operational expenses over a six-year period. Based upon the Plan's analysis, it was identified that the sewer utility will be able to fund the six-year Sewer CIP through a combination of funds held by Kitsap County,

monthly rates, General Facilities Charge (GFC) revenues, reserves and utility revenue bonds issued in 2025. Section 8 of the 2024 General Sewer Plan details the capital funding strategy.

System Expansion Projects Funding

For future proposed developments that currently do not have the City's sanitary sewer system readily available, the City generally requires the developer or landowner to agree to execute a utility extension agreement. Through the agreement, the City requires the developer or property owner to pay all costs associated with designing, engineering, and constructing the extension to City standards. This agreement does not, however, guarantee or reserve sewer capacity within the system. Capacity is only assured when a building permit is actually issued. This agreement also requires the developer/landowner to turn over and dedicate any capital facilities such as main lines, pump stations, and wells to the City, at no cost. All agreements must be approved by the City Council. The City anticipates this process will be used more often to serve development occurring throughout the underdeveloped areas of the city and the urban growth area.

13.8 Stormwater Management System

The City of Poulsbo Stormwater Utility provides surface water management within the City limits including development and maintenance of the stormwater collection, conveyance and treatment system. A complete inventory and analysis of existing drainage system and facilities inventory and water quality, analysis of minimum control measures, evaluation of the City's operation and maintenance program, and summary of system deficiencies is provided in the 2025 City of Poulsbo Stormwater Functional Plan, which is included as Appendix B.3 to the Comprehensive Plan and adopted in whole.

The 2025 Stormwater Comprehensive Plan completed an evaluation of the City's existing system, compliance with the NPDES Permit conditions, Stormwater Management Action Plan (SMAP), growth projections, and an analysis of water quality data related to the Liberty Bay Total Maximum Daily Load (TMDL) Plan that was prepared by the Department of Ecology in 2013. Primary system needs consist of localized flooding problems and funding for capital costs associated with continued compliance with both the NPDES Phase II permit and Liberty Bay TMDL Plan.

System Description

The City of Poulsbo owns, operates and maintains a stormwater collection, conveyance and treatment system that serves approximately 4 square miles within the City of Poulsbo city limits. The stormwater system is comprised of a variety of manmade structures with the primary goal of intercepting and conveying stormwater to a natural drainage and mimicking the natural environment to the extent feasible. This is done utilizing complex software to model storm events during the development process and then by installing pipes for conveyance, detention facilities to discharge at controlled rates, and treatment facilities to treat the water and improve water quality removing pollutants from runoff before discharging to the natural environment.

The stormwater utility's services are divided into two functional areas: management and administration (which includes capital improvement activities), and operation and maintenance (O&M). These two functional areas have a total of 6.18 full time equivalent staff of which 3.8 are dedicated field staff and are supported by other Public Works staff, and non-utility support as needed.

Poulsbo is located entirely within the Liberty Bay watershed, and the natural drainage system consists of portions of Dogfish, Lemolo, Johnson and Bjorgen Creek basins, as well as several other drainage courses that discharge directly to Liberty Bay. The physical storm water system consists of gravity collection ditches and pipelines that collect storm water primarily from impervious surfaces such as roads, parking lots and buildings, and conveys it to natural drainage features such as streams and creeks, which eventually discharge to Liberty Bay. Water quality treatment and water quantity detention structures are interspersed throughout the system, many of which are privately owned and maintained.

2024-2044 Stormwater Management Facility Improvements

The storm water capital improvement projects (CIP) identifies the specific facilities, priorities and costs of capital projects that address and implement identified needs, goals and policies.

Projects in the CIP were identified through the 2025 Stormwater Functional Plan update process. Specific projects were identified and developed using the information in the SMAP in combination with operation's staff input. Project prioritization will be reviewed and revised annually based on new information, funding availability, and specific project needs.

Following project identification and prioritization, the CIP implementation program was developed that considered project cost, potential funding source, and project timing. Project costs are based on planning level estimates that reflect concept design level information. In the 2025 Stormwater Functional Plan, a $12.8M capital improvement program is included, and is anticipated to be funded by a combination of grants, general facilities charges and capital reserves.

Exhibit CFP-8: Poulsbo Stormwater System Capital Improvement Projects

Storm Projects	Description
3rd Avenue Storm Lining	Rehabilitate 12-inch concrete storm pipe from 4th Avenue to Front Street.
8th Avenue Culvert Replacement	Replace existing undersized 24-inch concrete barrier culvert pipe for South Fork Dogfish Creek at 8th Avenue, with 11-ft wide, 3-sided concrete box culvert. Relocate utilities, reconstruct roadway, storm system and sidewalk.
Liberty Bay Storm Outfalls	This project will replace three storm outfalls into Liberty Bay, located at American Legion Park, Liberty Bay Auto property, and Poulsbo Yacht Club. Habitat features at each of the outfall channel and precast bottomless fish passage culvert design are anticipated.
Bjorgen Creek Culvert Replacement (Deer Run)	This project will replace existing 24-inch diameter pipe under Bjorgen Street with a new 12-ft wide concrete box culvert. Project includes habitat and street restoration.
Dogfish Creek Retrofit	This project will reduce flooding, improve water quality and improve fish habitat in South Fork Dogfish Creek, 8th Avenue and Centennial Park vicinity. Includes retrofit of stormwater pond at Poulsbo Library, water quality treatment improvements on 7th Avenue and Iverson Street.
Forest Rock Hills (SR 305) Outfall	A combination of two outfall improvement projects: Forest Rock Lane outfall located near intersection of Forest Rock Lane and SR 305 will help reduce flooding; and Liberty Road outfall located at intersection of Liberty Road and SR 305 to repair outfall pipe.
NKHS Ballfield Storm	Rehabilitate 18-inch concrete pipe from Mesford Street to the outfall swale near High School Technology Building.
Noll Road Storm LID Retrofit	Improve water quality through bioretention, treatment vaults in the Noll Basin.
Storm CIPP Lining	This project is a combination with a sewer capital project, to rehabilitate gravity storm and sewer mains with Cured in Place Pipe (CIPP) liners.
Waterfront Park Outfall Replacement	Project will replace or rehabilitate two outfalls in Waterfront Park which are past their useful life and require replacement.
Hostmark and 15th Loop CMP pipe repair	Large diameter corrugated metal pipe (CMP) near Hostmark and 15th Loop is in need of replacement, it is corroded and degraded.
Old Town Stormwater Improvements	Project includes various stormwater infrastructure improvements in Old Town which includes Ryen, Harrison, Sommerseth, and 9th Ave. Project may be coordinated with Old Town Water main replacement project.
7th Avenue Detention Facility Repair	City owned detention facility on 7th Ave requires a retrofit to improve the function of the facility. A downstream constraint does not allow the tank to drain as intended

Source: City of Poulsbo Stormwater Comprehensive Plan, 2025

Stormwater Facilities Funding Strategy

Funding the stormwater facilities' capital improvements comes from the Stormwater Utility Enterprise Fund, which is intended to be self-sufficient. Revenue is from monthly rates from both residential and commercial users, and grants from state and federal agencies. These revenue sources fund the utility's operational expenses, maintenance and capital improvements.

The Stormwater Utility expenditures cover all costs associated with operating and maintaining the stormwater utility. This includes program administration, and repair and maintenance of the system. It also covers the costs of capital expenditures, which includes the purchase of equipment to maintain the system, costs to replace deteriorated pipes, culverts, or other components; and costs to install new components to better manage storm water (bioretention facilities, detention ponds and other BMPs), or to meet new regulatory requirements.

The 2025 Stormwater Functional Plan provides a financial analysis of the Stormwater Utility's anticipated monthly rate revenues and projected operational and capital expenses over a ten-year period. Given the existing capital and operating fund reserves and capital grant funding assumptions, a rate increase is necessary to support the operations and maintenance program required under the NPDES. The funding strategy proposed is a 5% rate increase in 2027, 2029 and 2031, and a General Facility Charge (GFC) increase in 2026.

NPDES permit compliance requirements obligate the City to implement expanded operations, maintenance, regulation and education elements, which will continue to increase program and O&M costs and decrease revenue that could be available for capital projects. Full implementation of the 2044 Stormwater Facilities project list will need additional funding and successful grant fund awards.

13.9 Transportation System

The City of Poulsbo 2024 Transportation Comprehensive Plan Update (TPU) (Appendix B.4.a of this Comprehensive Plan) provides the basis for this section of the Capital Facilities Plan. The Transportation Comprehensive Plan Update has been developed meet the transportation requirements of the Growth Management Act. The 2024 Transportation Comprehensive Plan Update includes an existing system evaluation; growth and transportation demand forecast; future transportation needs assessment; active transportation facilities and needs assessment, necessary facility improvements and cost estimates; and implementation/funding strategies. The following sections are summarized from the 2024 Poulsbo Transportation Comprehensive Plan.

Roadway System

Poulsbo has approximately 67 miles of roadways categorized by classes based on their intended purpose and the character of service they are intended to provide. Some roadways are intended to serve regional travel and vehicle circulation, while other facilities provide safe options for people who walk, bike, and roll. The efficiency of the street network system depends upon how streets move traffic through the system.

City streets form the backbone of the transportation network with roadways shaping how residents and visitors experience Poulsbo. The City of Poulsbo currently classifies its roadways into principal arterials, minor arterials, collectors, and local streets. Examples of each roadway type and the intended uses served are described in Exhibit CFP-9.

Exhibit CFP-9: WSDOT Functional Classifications

Road Type	Purpose	Example
Principal Arterial	A roadway that serves through trips and connects Poulsbo with the North Kitsap region and beyond	SR 305
Minor Arterial	Minor arterial streets provide inter-neighborhood connections and serve both local and through trips	Viking Way NW Finn Hill Road
Collector	Collectors distribute trips between local streets and arterials and serve as transition roadways to or from residential areas	7th Avenue NE 10th Avenue NE
Local Street	Local streets provide circulation and access within residential neighborhoods, have low volumes and speeds.	12th Avenue NE Miss Ellis Loop

Source: 2024 Poulsbo Comprehensive Transportation Plan

Traffic Volumes

Traffic counts were collected throughout the City in March 2023. Exhibit CFP-10 shows the average annual daily traffic (AADT) for four locations on SR 305, 307 and 3, compared to 2014 AADT volumes from the last Comprehensive Plan update. Growth between 2014 and 2023 ranged from 0.5 to 1.1%

Exhibit CFP-10: Historical Weekday AADT Traffic Volume Comparison

Roadway	Total Volume (2014)	Total Volume (2023)	Annual Growth (2014 to 2023)
SR 305 north of Hostmark	22,000	24,000	1%
SR 305, north of SR 307	35,000	38,000	1%
SR 307, at permanent traffic recorder RO96	17,000	18,000	0.7%
SR 3, north of SR 305	22,000	23,000	0.5%
SR 3, south of SR 305	30,000	33,000	1.1%
Source: 2024 Poulsbo Comprehensive Transportation Plan			

PM peak hour traffic counts were compared at eight locations based on the available counts collected in the PM peak hour in both 2019 and 2023 and the same locations. Peak volumes for vehicles, pedestrians, bicyclists, and transit can occur during different times by location. As shown in Exhibit CFP-11, annual growth varied between -5.1 percent to +2.4 percent, suggesting that traffic volumes citywide have not yet reached pre-pandemic levels.

Exhibit CFP-11: Historical Weekday PM Peak Traffic Volume Comparison

Roadway	Total PM Peak Hour Volume (2019)	Total PM Peak Hour Volume (2023)	Annual Growth Change (2019 to 2023)
7th Avenue NE, south of NE Liberty Road	535	425	-5.1%
Front Street NE, north of Jensen Way NE	1,295	1,350	1.1%
Viking Ave NW, north of NW Liberty Road	1,550	1,650	1.6%
SR 307 near City limits	1,685	1,845	2.4%
Forest Rock Lane NE, west of 10th Ave NE	830	700	-3.9%
NE Liberty Road, west of SR 305	360	350	-0.7%
NE Lincoln Road, east of SR 305	1,105	975	-2.9%
NE Hostmark Street, west of SR 305	630	585	-1.8%
Source: 2024 Poulsbo Comprehensive Transportation Plan			

Traffic Operations

Traffic operations were evaluated based upon the latest level of service (LOS) methodologies contained in the Highway Capacity Manual (HCM), Transportation Research Board. HCM is a nationally recognized and locally accepted method of measuring traffic flow and congestion. Criteria range from LOS A, indicating free-flow conditions with minimal vehicle delays, to LOS F, indicating extreme congestion with significant vehicle delays. At signalized intersections, LOS is defined in terms of average delay per vehicle. At un-signalized intersections, LOS is measured in terms of the average delay per vehicle and is typically reported for the worst traffic movement instead of for the whole intersection. Intersection LOS analysis was performed for major intersections within the study area based on 2023 conditions.

To understand the level of congestion experienced during the evening commute, 43 intersections were evaluated based on their ability to accommodate PM peak hour demand in their existing configuration (number of lanes, traffic control, etc.) The peak volumes for vehicles, pedestrians, bicyclists, and transit can occur during different times by location. The PM peak period in Poulsbo generally ranges between 3:00 PM and 6:00 PM.

Travel Demand Model Framework

The City of Poulsbo's travel demand model was developed using Kitsap County's travel demand model as its foundation. Forecasts for areas outside Poulsbo's immediate study area were directly integrated from the Kitsap County model, ensuring consistency with regional growth projections.

To assess the transportation impacts of future growth, Poulsbo's model translates land use patterns into expected walking, biking, transit, and auto trips. The model organizes the City and surrounding areas into Traffic Analysis Zones (TAZs)—spatial units that range in size from a few blocks to entire neighborhoods. Using these zones, the model estimates trip generation based on the number of housing units and employees in each TAZ. Trips are then assigned to the roadway network, enabling the City to predict traffic volumes on specific streets during peak commute times and plan accordingly.

Both Kitsap County and Poulsbo's travel demand models use the VISUM software package, which forecasts weekday PM peak-hour traffic volumes based on 2044 land use data. The City's TAZs align with those in Kitsap County's updated model, integrating land use and travel forecasts to provide a cohesive regional perspective. This integration ensures that Poulsbo's travel forecasts and subsequent operations and safety analyses account for regional growth consistent with Kitsap County's projections.

To evaluate the potential impacts of the preferred growth alternative, Parametrix refined the growth distribution by assigning it to specific Traffic Analysis Zones (TAZs). This assignment was based on parcels identified as buildable lands and areas targeted for focused growth, such as those along SR 305 and Viking Way.

2044 Intersection Level of Service

The City of Poulsbo has established two levels of service (LOS) standards for transportation facilities within its city limits. The desired standard is LOS D, while the minimum acceptable standard is LOS E. However, several intersections in the city are projected to operate below these standards. At these locations, adding capacity is considered infeasible due to topography, critical areas or potential adverse impacts on community resources. For the intersections listed below, the City has adopted LOS F as the standard in Transportation Policy TR-2.2 due to environmental, topographical, and existing conditions factors.

- 7th Avenue NE/NE Liberty Road
- 10th Avenue NE/Forest Rock Lane NE
- 8th Avenue NE/NE Lincoln Road
- Front Street NE/NE Torval Canyon Road
- Front Street NE/Jensen Way NE
- Front Street NE/Fjord Drive NW/NE Hostmark Street
- NW Lindvig Way/NW Finn Hill Road /Viking Avenue NW

Exhibit CFP-12 reports the results of the LOS evaluation at intersections within the city limits under the preferred growth alternative. The City of Poulsbo is served by SR 305 and SR 307. SR 305 and SR 307 are both classified as a Highway of Statewide Significance (HSS). Per the WSDOT Highway System Plan, the LOS standards for HSS facilities are set forth by State law. State law sets LOS D for HSS facilities in urban areas. Since SR 305 and SR 307 are located within the Poulsbo urban area, the LOS D standard applies.

The forecasted 2044 LOS along SR 305 in Poulsbo does not meet WSDOT's current LOS standard of D at several locations, however some of the intersections do meet the City's concurrency standards of LOS E for Major Arterials. As shown in Exhibit CFP-12, the following WSDOT owned intersections currently operate below LOS standards:

- SR 3 northbound on-ramp/SR 305 – LOS E
- SR 305/Bond Road NE/SR 307 – LOS F
- SR 305/Forest Rock Lane NE – LOS F
- SR 305/NE Liberty Road – LOS E
- SR 307/Big Valley Road – LOS F

The City notes that WSDOT considers exceeding LOS D to be an operational deficiency and will work with WSDOT as it addresses LOS conditions along SR 305.

Exhibit CFP-12: 2044 PM Peak Intersection Level of Service

Intersection	Control Type	LOS Standard	LOS	Within LOS Standard
SR 305 & Olhava Way NW/SR 3 SB off-ramp	Signal	D	C	Yes

SR 3 NB on-ramp & SR 305	Signal	D	E	No
SR 305 & Viking Way NW	Signal	D	C	Yes
SR 305 & Bond Road NE/SR 307	Signal	D	F	No
SR 305 & Forest Rock Lane NE	Signal	D	F	No
SR 305 & NE Liberty Road	Signal	D	E	No
SR 305 & NE Lincoln Road	Signal	D	D	Yes
SR 305 & NE Hostmark Street	Signal	D	D	Yes
SR 307 & Big Valley Road	OWSC	D	F	No
SR 3 NB Off-Ramp & NW Finn Hill Road	Signal	D	C	Yes
SR 3 SB On-Ramp & NW Finn Hill Road	Free	D	A	Yes
Viking Way NW & Vetter Road NW	OWSC	E	B	Yes
NW Finn Hill Road & Olhava Way NW	Signal	E	B	Yes
Viking Avenue NW & NW Finn Hill Road	Signal	**F**	E	Yes
Bond Road NE & NW Lindvig Way	Signal	E	C	Yes
Viking Avenue NW & NW Edvard Street	Signal	E	A	Yes
Little Valley Rd NE/10th Ave NE & Forest Rock Ln NE	TWSC2	**F**	F	Yes
7th Avenue NE & NE Liberty Road	AWSC	**F**	F	Yes
10th Avenue NE & NE Liberty Road	AWSC	E	C	Yes
7th Avenue NE & 8th Avenue NE	AWSC	E	B	Yes
Front Street NE & NE Sunset Street	AWSC	E	C	Yes
3rd Avenue NE & NE Iverson Street	AWSC	E	B	Yes
3rd Avenue NE/Fjord Drive NE & NE Hostmark Street	AWSC	**F**	B	Yes
NE Lincoln Road & NE Hostmark Street	OWSC	E	A	Yes
6th Avenue NE & NE Hostmark Street	OWSC	E	C	Yes
6th Avenue NE & Fjord Drive NE	AWSC	E	A	Yes
Caldart Avenue NE & NE Lincoln Road	Signal	E	C	Yes
Maranatha Lane NE & NE Lincoln Road	OWSC	E	C	Yes
Langaunet Ln NE & Noll Road NE/NE Mesford Street	AWSC	E	A	Yes
Source: 2024 Poulsbo Comprehensive Transportation Plan Update				

Active Transportation

Sidewalks and trails contribute to the city's active transportation network, which offers people a wider range of transportation options within and around the city. Poulsbo's pedestrian data inventory — which includes sidewalks, footpaths, and trails — highlights existing facilities along the City's arterial and collector roadways, encompassing approximately 20 miles of roadways. Pedestrian facilities also serve those with mobility-assisted devices, such as wheelchairs and electric scooters.

Approximately half of collector and arterial roadways have sidewalks along both sides of the road. Additional sidewalks are present along some residential streets. In Poulsbo's historic downtown, Front Street NE has sidewalks along both sides of the road to provide access to commercial destinations for residents and visitors alike. Many roads with connections to schools — including NE Hostmark Street, NW Olympic College Way, and Rhododendron Lane NW — have sidewalks for students accessing the schools.

Poulsbo's bicycle network includes bicycle lanes, shared-use paths, and paved shoulders. There are 5.2 miles of existing bicycle lanes along the City's arterials and collector streets, with sections along Viking Avenue NW, NE Lincoln Road, parts of SR-305, and NE Hostmark Street. In tandem with the Poulsbo Comprehensive Transportation Plan, an additional plan focused on active transportation elements was developed – Poulsbo Complete Streets Plan, which is included as Appendix B-4.b of this comprehensive plan. The Complete Streets Plan is a plan that represents City's effort to create a safe, accessible and interconnected transportation system that serves people of all ages, abilities and travel modes, whether by walking, biking, rolling, public transportation or driving. The Poulsbo Complete Streets plan identifies opportunities for improvement and recommends projects, to support the phased implementation of complete streets over time.

Transit

Existing public transportation service in Poulsbo provided by regional and local bus services operated by three transit providers: Kitsap Transit, Jefferson Transit Authority, and Clallam Transit. Kitsap Transit is the primary transit service provider, operating six fixed bus routes within the city. Gateway-Bainbridge Express (Line 338), is suspended until further notice due to a driver shortage. These routes provide service along SR-305, NW Finn Hill Road, Viking Way NW, Front Street, NE Lincoln Road, and NE Hostmark Street. Transit service is limited in the eastern Poulsbo, with no fixed route service east of Caldart Avenue NE. Other providers of transit services include Jefferson Transit Authority and Clallam Transit, which each operate one bus route within the city that connect to North Viking Transit Center.

Exhibit CFP-13: Existing Transit Service

Transit Provider	Route	Start and Terminus	Service	Frequency
Kitsap Transit	Route 301: North Kitsap Fast Ferry Express	Poulsbo to Bremerton	Weekdays	Hourly
	Route 307: Kingston/North Viking Fast Ferry Express	Poulsbo to Kingston	Weekdays	90 minutes
	Route 332: Poulsbo/Silverdale	Poulsbo to Silverdale	Weekdays	Hourly
			Saturday	Hourly
	Route 333: Silverdale/Bainbridge	Silverdale to Bainbridge	Weekdays	Hourly
	Route 344: Poulsbo Central	Town and Country Market to North Viking Transit Center	Weekdays	Hourly
			Saturday	Hourly
	Route 390: Poulsbo/Bainbridge	Poulsbo to Bainbridge	Weekdays	Hourly
			Saturday	Hourly
Jefferson Transit Authority	Route 7: Poulsbo/Port Ludlow/ Tri Area	Poulsbo to Port Townsend	Weekdays	3 AM trips; 2 PM trips
			Saturday	1 AM trip; 1 PM trip
Clallam Transit System	Route 123: The Strait Shot	Port Angeles & Sequim to Bainbridge Island Ferry Terminal	Weekdays	1 AM trip; 2 PM trips
			Saturday	1 AM trip; 2 PM trips
			Sunday	1 AM trip; 1 PM trip

Source: 2024 Poulsbo Comprehensive Transportation Plan Update

Poulsbo is close to three Washington State ferry terminals in Kingston, Bainbridge Island, and Bremerton, where ferries serve vehicles, bicycles, and foot passengers. The Bainbridge terminal, approximately 12 miles southeast of Poulsbo, is accessible via SR 305. The Kingston terminal, about 11 miles northeast, is reached via SR 104, with primary routes along SR 305/Suquamish Way NE and SR 307. The Bremerton terminal, located roughly 17 miles from Poulsbo, is primarily accessed via SR 3 and SR 303. Each of these terminals has parking facilities, many of which require payment for use. Kitsap Transit offers bus services connecting Poulsbo with all three ferry terminals.

Kitsap Transit operates three Park & Ride facilities in Poulsbo, primarily connecting to the Bainbridge Island Ferry Terminal. North Viking Transit Center, located along Viking Avenue NW near the SR 305 intersection with SR 3, also serves as a transfer station for routes that connect to Jefferson and Clallam counties.

Exhibit CFP-14: Transit Park & Ride and Transfer Facilities

Facility Name	*Routes Served*		*Amenities*
North Viking Transit Center	Kitsap Transit Routes	301, 307, 332, 334, 390	266 paved parking spaces, 4 EV chargers, lighting, shelter, and bike racks
	Jefferson Transit Authority	7	

	Clallam Transit System	123 The Straight Shot	
Gateway Fellowship Church Park & Ride	333, 344		156 paved parking spaces, lighting, shelter, and bike racks
Poulsbo Junction Park & Ride	332, 333, 344		35 paved parking spaces, lighting, and shelter
Source: 2024 Poulsbo Comprehensive Transportation Plan Update			

Kitsap Transit also provides Worker/Driver buses for federal employees in Kitsap County to the Puget Sound Naval Station and SubBase Bangor. Each route has one trip per day in the am and one in the pm. Trips are open to anyone and are free for federal employees.

In addition to fixed-route transit service, *ACCESS* is a shared ride paratransit type of service within Kitsap County, in compliance with the Americans with Disabilities Act (ADA). *ACCESS* service is available for qualified passengers unable to use Kitsap Transit's regular fixed route buses some or all of the time.

Demand for transit is expected to increase under the preferred alternative especially within the SR 305 Corridor Center, which supports transit-oriented development, improved active transportation facilities, and improved access to transit. The City of Poulsbo does not currently have any funding committed for future improvements to transit facilities. However, the City is committed to being an active partner with Kitsap Transit and Jefferson Transit to increase options for access to and the use of transit in Poulsbo.

2044 Transportation Facility Improvements

The City regularly plans for and adapts to changing growth patterns to ensure adequate and reliable transportation facilities long term. Existing policies, regulations, and commitments to mitigate potential adverse impacts to transportation facilities would continue to apply under all alternatives. The GMA requires adequate transportation facilities to be available or available within six years of development.

In addition, the Transportation Comprehensive Plan was updated concurrently with comprehensive plan periodic update in 2024 and have utilized the population and jobs growth projections in demand modeling. Capital improvement projects have been identified for the 20-year planning period.

Exhibit CFP-15 includes both the short term and longer termed transportation improvement projects. These projects represent a balance of safety, maintenance, and operational improvements for all modes, with a focus on those that provide the most benefit to Poulsbo residents and leverage outside funds to the greatest extent possible. The full set of projects help realize the City's transportation vision. The projects address safety, capacity, active transportation and complete streets, and roadway preservation needs. The projects are categorized into the following five types of projects

- Roadway preservation
- Local street improvements
- Safety improvements
- Complete Streets and Active Transportation projects
- No projects are identified to maintain LOS because all local streets are forecast to operate within the City's adopted LOS standards.

Exhibit CFP-15: Poulsbo Transportation Improvement Projects	
Transportation Improvements	**Description**
Roadway Preservation Projects	
10th Avenue Overlay	Maintains road surface and functionality and improves ADA features
Finn Hill Overlay	Maintains road surface and functionality
Hostmark Overlay	Maintains road surface and functionality
7th Avenue Overlay	Maintains road surface and functionality
Local Street Maintenance Program	Additional streets identified through budget prioritization; maintains road surface and functionality

Local Streets Improvements	
Front Street Improvements	Improves roadway, traffic calming, pavement reconstruction and pedestrian enhancements.
3rd Avenue – Moe to Hostmark	Road reconstruction, curb, gutter, sidewalk, parking and stormwater improvements.
8th Avenue Improvements (near NE Lincoln Road)	Improve safety and traffic operations
Mesford Avenue Improvements	Improve pedestrian safety and access within school zone
Noll Road Improvements – Phase III	Increases roadway capacity and improves safety
8th Avenue Realignment	Improves safety and transit access; improves intersection controls
Hostmark at Caldart	Mini roundabout to improve operations and safety
Noll Road at Hostmark	Mini roundabout to improve operations and safety
Transportation Demand Management	Strategies to improve intersection control, reduce speeds
Safety Improvements	
Citywide Safety Improvements	Improve pedestrian safety, access and accommodations for all users
ADA Curb Ramp upgrades	Improve pedestrian safety, access and accommodations for all users
Active Transportation and Complete Streets Projects	
7th Avenue Improvements (SR 305 to NE Iverson Street)	Fill sidewalk gaps and remove two-way left-turn lane (TWLTL) to provide standard (5'-6') bike lanes on both sides of the street.
8th Avenue Improvements (NE Lincoln Road to Hostmark)	Fill sidewalk gaps and implement advisory bike lanes (~5') using low-cost striping and signage.
10th Avenue Improvements (NE Forest Rock Lane to NE Lincoln Road)	Fill sidewalk gaps, reduce travel lane widths, and consider repurposing some on-street parking to create new space for standard (5'-6') on-street bike lanes.
NE Lincoln Road (NE Iverson Street to NE Hostmark Street)	Fill sidewalk gaps along NE Lincoln Road.
NE Hostmark Street: Phase 1 (Fjord Drive NE to 6th Avenue NE)	Construct shared space for pedestrians and eastbound uphill bicyclists.
NE Hostmark Street Phase 2 (6th Avenue NE to SR 305)	Install buffered bike lanes on both sides of street.
Fjord Drive NE (6th Avenue NE to 9th Avenue NE)	Create a scenic pedestrian and bicycling gateway to Poulsbo by continuing the existing improvements along Fjord Drive NE from 6th Avenue NE south to 9th Avenue NE.
NW Finn Hill Road (Olhava Way NW to Viking Avenue)	Extend existing Finn Hill shared-use path to Viking Avenue.
NW Lindvig Way (Viking Avenue NW to Bond Road NE)	Improve existing trail bridge across Dogfish Creek.
Bond Road NE (NW Lindvig to SR 305)	Install buffered bike lanes from NW Lindvig Way to SR305.
Viking Avenue NW (NW Lindvig Way to south city limits)	Implement bicycle and pedestrian "boulevard" concept on Viking Avenue NW.
Front Street (NE Sunset Street to 8th Avenue NE)	Implement bicycle "sharrow" pavement markings, signage, and wayfinding through downtown Poulsbo.
Liberty Bay Waterfront Trail	Enhance active transportation connectivity between Anderson Parkway and Fish Park.
4th Avenue Sidewalks	Construct sidewalks in gaps along 4th Avenue
Noll Road Shared Use Path	Continue existing shared use path along Nol Road
Source: 2024 Poulsbo Comprehensive Transportation Plan Update	

Active Transportation

Poulsbo regularly funds the design, right-of-way acquisition, and construction of active transportation facilities. The City also seeks grant funding and partnerships with other agencies, private developers, and volunteer

organizations as other resources to fund nonmotorized investments. The 2024 Complete Streets Plan identified a set of high-priority Active Transportation projects, identified in Exhibit CFP-15.

The intent of these projects is to address the highest-priority needs within the City's transportation network related to safe walking, bicycling, rolling, and access to and from transit. It is important to note that the recommended projects are focused on potential improvements to City owned streets.

State Facilities

There are projects outside of Poulsbo's purview that will also affect travel in and around the city. WSDOT oversees planning and operations of SR 305, an HSS and Poulsbo's major north-south corridor. The city coordinates with WSDOT and provides input on potential roadway projects on SR 305, but the State ultimately has control of this corridor. However, as part of the transportation planning that occurred in 2024, the City has identified a series of improvements along SR 305 to improve safety and active transportation mobility. These improvements are important and critical to the SR 305 Corridor consistent with the Kitsap Countywide Planning Policies. The recommended improvements can be summarized into four general types of treatment:

- Shared-use paths, mainly along the east side of the highway. Between Olhava Way NW and Viking Avenue NW, the shared-use path is proposed on the west side of the highway to provide better access to College Market Place and to avoid unsafe interactions through the east side of the SR 3 interchange. Shared-use paths are proposed from Olhava Way NW to NE Liberty Road and from NE Hostmark Street to the south city limits. Shared-use paths are feasible through the entire corridor, including very constrained segments where conventional facilities, such as sidewalks and protected bike lanes on both sides of the street, are not feasible due to a combination of right-of-way limitations, environmental constraints, and/or very high costs to reconstruct segments of the highway.
- Sidewalks and protected bike lanes are proposed between NE Liberty Road and NE Hostmark Street to serve the commercial core of the corridor. These segments also have fewer physical and environmental constraints than other parts of the corridor and provide more opportunities for dedicated on- and off-street facilities for individual walking and bicycling modes. These treatments were not proposed between NE Forest Rock Lane and NE Liberty Road due primarily to wetland and environmental constraints and a lack of destinations.
- Intersection improvements are proposed at each of the existing signalized intersections along the corridor, consisting of a mix of crosswalk restriping; crossing safety enhancements, such as pedestrian islands and signal upgrades, potential curb radii reductions, and other countermeasures to address wide turning angles or sight distance issues; and roadway configuration improvements to facilitate smooth transitions between proposed shared-use paths and walk and bike improvements. Some intersections may need to be reconstructed to relocate utility poles, and corner improvements may need to be made to accommodate proposed improvements and/or bike lanes.
- Off-corridor improvements are proposed along 7th/8th Avenue NE to the west of the corridor between NE Forest Rock Lane and NE Hostmark Street. Improvements east of the corridor are also proposed along 10th Avenue NE between NE Genes Lane and NE Lincoln Road. Off corridor improvements would consist of strategic lane narrowing to accommodate buffered on-street bike lanes.

Developer-Funded Roadways

Location of new roadways and roadway improvements are depicted on Figure TR-3 in the Transportation Chapter of the Comprehensive Plan. The roadways identified are intended to implement connectivity through the city consistent with Poulsbo Municipal Code 17.80.050, 17.80.060, and the Poulsbo Street Construction Standards, and will be developer-funded projects as required at the time of site-specific development project submittal and review. The alignments identified on Figure TR-3 are based upon best available planning and technical analysis, and actual alignments and construction of new developer-funded roadways may vary based upon topography, natural and built environment, technical final engineering design and property owner willingness. Reasonable alternative alignments may be considered by the City Engineer consistent with the intent of the conceptual alignment, including pedestrian and bicycle connections. These roadways are not included in Transportation

Improvement Project List (Exhibit CFP-15) and costs are not included in the projected 20-year project costs reported below.

Transportation Demand Management Strategies

In those situations, where it is not physically possible, economically viable, or socially desirable to meet forecast growth by adding new capacity (e.g., new lanes) in the same location where the demand appears, an alternative strategy is to divert or manage the forecasted traffic growth by re-directing to other facilities or provide transportation systems that encourage and support other transportation modes such as public transit and non-motorized paths, trails, and bike lanes.

Collectively, such strategies are described as Transportation Demand Management (TDM). The central goal of TDM is to reduce the demand instead of increasing the supply. Some common examples of TDM are:

- Speed humps, bumps, chicanes, and other traffic calming devices to discourage through traffic;
- All-way stop controls to favor local turning movements over through movements;
- Signal timing strategies that favor certain movements over others;
- Increased transit operations to provide an alternative to automobile travel;
- New active transportation facilities such as shared use paths, bike lanes and sidewalks;
- Support for carpooling and vanpooling to reduce commute trips by automobile;
- Flexible/alternative work schedules;
- Telecommuting;
- Provision of continuous high-quality pedestrian and bicycle networks that connect to transit shelters, stations and nodes; and
- Provision of increased capacity and better continuity on alternative routes.

Comprehensive Plan Transportation Chapter policies TR-2.3, TR-2.9, TR-3.2, TR-5.1, TR-5.4, and TR-7.6 address TDM and provide the City's policy direction.

The roadway intersections below are expected to some transportation deficiencies, but it does not appear feasible to increase capacity at those locations due to environmental, topographical, and existing conditions factors. TDM strategies are the desired approach to address the expected transportation deficiencies. The City's approach is to apply TDM strategies to a geographic area and monitor results.

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

Capital Facilities Plan & Six-year Transportation Improvement Program Coordination

The Capital Facilities Plan Transportation section contains all major capacity, maintenance and safety improvements that have been identified as necessary in the 2044 planning horizon and include planning level costs. As additional projects are identified, or projects are completed, the Capital Facilities Plan Transportation section will be updated through the regular Comprehensive Plan amendment process. As identified in the 2024 Transportation Comprehensive Plan, the projects identified will likely cost approximately $48 million over the 20-year planning period.

The projects listed on the City's annual Six-year Transportation Improvement Program (TIP) are derived in part from the project lists in the 2024 Transportation Comprehensive Plan. All projects that are potentially eligible for Federal transportation funding and most sources of funding from Washington State must be included on the Six-

year TIP that is submitted to the Washington State Department of Transportation each year. The City's Capital Improvement Program (CIP) contains those projects from the TIP for which funding has been secured or is anticipated with reasonable assurance.

Pavement restoration projects are not listed individually in the Capital Facilities Plan but are kept on lists maintained by the Public Works Department and reviewed annually during the 6-year TIP and annual budget process. Similarly, minor street maintenance and restoration projects, as well as minor bicycle facilities installation and pedestrian improvements not connected to a larger plan of improvement or development, are not included in the Capital Facilities Plan if construction costs are generally less than $100,000 and will be programmed through the 6-year TIP and annual budget process.

Transportation Facilities Funding Strategy

Funding for the 2044 Transportation Facilities improvements will be through a combination of public and private financing. Primary funding sources include the City's budget, federal and state grants, other state and local agency assistance, property tax revenue, general obligation bonds, developer impact fees and developer improvements.

Specific unit costs for sidewalks, turn lanes, bike lanes, roadway widening and new roadways were developed and applied to the lengths of various improvements required. Preliminary intersection costs were determined by applying planning level unit costs for various intersection improvements. Specific unit costs for signalization, roundabout construction, rechannelization, realignment, and two-way and all-way stop-control were developed and applied to the various intersection locations. The City anticipates contributing $50 million through taxes, grants, impact fees and City revenues over the 2044 planning period for the improvements identified.

Exhibit CFP-16: Transportation Projects Public Funding Sources

Funding Sources	Approximate Funding Available
State/Federal Grants	$ 17,000,000
Traffic Impact Fees	$ 30,000,000
Other Sources	$ 2,000,000
Fund 311	$ 1,000,000
TOTAL	**$ 50,000,000**

Source: City of Poulsbo Engineering and Finance Departments

Funding for transportation improvements will come also from private funding through improvements paid for by developers. Frontage improvements on City streets will be required for all new development, and therefore are not identified in the facility improvement tables. New streets and street connectivity for new residential development in the underdeveloped areas of the City will be improved by private developers at the time of project construction. Additional transportation improvements may also be identified through the SEPA impact analysis and mitigation may be required on a project-by-project basis.

Summary

The City of Poulsbo must provide public funding for anticipated road improvements. Funding from the City Budget must be included in the variety of funding sources already identified. In addition, the City has issued general obligation bonds in the past to support transportation capital projects, and it plans to do so again in the future. It is vital that the process is established to review, prioritize and fund the City's capital projects through the 6-year TIP, and that the City Council continue to review annually the revenue identified for transportation capital improvements. If funding shortfall occurs, the options identified in Policy TR-7.3 in the Comprehensive Plan's Policy Document must be evaluated. It is therefore in the City's best interest to be vigilant in its review and application of all available transportation facilities funding sources.

13.10 Parks System

The City of Poulsbo Parks Program provides quality recreation opportunities, programs, facilities, parks and open space to the greater Poulsbo citizens. The City has a 2021 Parks, Recreation and Open Space Plan adopted to provide policy, acquisition, and program guidance for the City's Parks Program. This Plan is included in Appendix

B.5 and is adopted in whole. The Urban Paths of Poulsbo Plan (UPP) includes goals, policies, implementation, and financing strategies for non-motorized connections throughout the city. The UPP Plan is included in Appendix B.6 and is adopted in whole.

The City of Poulsbo owns 21 parks ranging in size from .24 of an acre to over 36 acres. The types of parks have been defined into four categories, in part by their size, but also by its intended service area. Collectively, these parks contain a variety of outdoor recreation facilities, including playgrounds, picnic areas, basketball courts, a recreation center, shoreline access, boat launch, restrooms, off-leash dog runs, ball fields and natural open spaces with walking paths and trails.

- Neighborhood Parks serve as the recreational and social gathering focus for individual neighborhoods. They are designed to serve a radius of less than ½ mile, and the parks themselves are small, averaging 2 acres in size. Neighborhood Parks are usually home to a combination of playground equipment, picnicking, and outdoor activity areas. Poulsbo has nine neighborhood parks totaling 19.98 acres.
- Community Parks serve a broader purpose and population than neighborhood parks. They are developed for both passive and active recreation. These parks may typically include athletic fields, sports courts, trails, playgrounds, open space, and picnicking facilities. The service radius is larger – usually ½ to 3 miles. Poulsbo has three community parks totaling 28.27 acres.
- Regional Parks attract people from a larger geographical area due to the park size, location, or other amenities. These parks are often along waterways and may be in the center of the economic or tourist areas in a city. Poulsbo has four such parks totaling 16.41 acres.
- Natural/Open Space parks are natural lands set aside for preservation of significant natural resources, open space and areas for aesthetics and buffering. These parks are often characterized by sensitive areas, and may include wetlands, slopes, significant natural vegetation, or shorelines. Poulsbo has seven parks with the natural/open space designation totaling 80.61 acres.
- Trails are provided in parks, along roads or in old road right-of-ways. Most of Poulsbo's trails do not connect, but by adding sidewalks and other right-of-ways, walkers can access different trail systems with greater ease. Connectivity of Poulsbo parks is a priority and a major goal of the city. Poulsbo has 11 trails totaling 5.84 miles.

Exhibit CFP-17: Poulsbo Park, Recreation and Open Space Inventory

Name of Park	Location	Acres	Park Classification	Existing Amenities
Austurbruin Park	1699 NE Curt Rudolph Rd.	4.51	Neighborhood	Picnic area, playground, trails, wildlife habitat, open space
Betty Iverson Kiwanis Park	20255 1st Ave.	2.76	Neighborhood	Picnic area, playground, shelter/gazebo, grills, disc golf putting baskets
Forest Rock Hills Park	North end of 12th Ave.	3.11	Neighborhood	Picnic area, playground, trails, grills, plants/wildlife viewing, open space
Poulsbo Pump Track	20523 Little Valley Rd.	1.82	Neighborhood	Pump track
Morrow Manor	19146 Noll Rd NE	1	Neighborhood	undeveloped
Nelson Park	20296 3rd Ave.	4	Neighborhood	Picnic area, playgrounds, shelter/gazebo, grills, restrooms, trails, plants/wildlife viewing, open space
Net Shed Vista	18500 Fjord Dr.	.69	Neighborhood	Picnic area
Oyster Plant Park	17881 Fjord Dr.	.24	Neighborhood	Shoreline, small boats launch, picnic area, trails, wildlife viewing
West Poulsbo Waterfront Park	19683 5th Ave NW	1.85	Neighborhood	Undeveloped
Calavista Park	Caldart Ave	.37	Neighborhood	Undeveloped

Total Neighborhood Parks	**20.35**			
Lions Park	585 Matson St.	1.2	Community	Picnic area, playground, pickleball and tennis courts, restrooms
Raab Park	18349 Caldart Ave.	21	Community	Picnic area, playgrounds, skate park, shelter/gazebo, grills, restrooms, trails, basketball court, off-leash dog run, youth garden and p-patch, open space
Total Community Parks	**22.20 acres**			
American Legion Park	19625 Front St. NE	4.19	Regional	Shoreline, picnic area, playgrounds, restrooms, trails, plants/wildlife viewing
Poulsbo's Fish Park	288 NW Lindvig Wy.	8.94	Regional	Shoreline, picnic area, amphitheater, trails, plants/wildlife viewing, open space
Muriel Iverson Williams Waterfront Park	18809 Anderson Pkwy.	1.76	Regional	Shoreline, picnic area, shelter/gazebo, restrooms, boat ramp
Poulsbo Recreation Center	19545 1st Ave.	1.52	Regional	Basketball court, fitness center, gymnastics equipment, classrooms, preschool
Poulsbo Event and Recreation Center	1135 NW Reliancne Street	6.07	Regional	Undeveloped; planned for regional sports fields, recreation and events facility
Total Regional Parks	**22.42 acres**			
Centennial Park	19250 7th Ave NE	2.85	Natural/Open Space	Picnic area, trails, plants/wildlife viewing, open space
Hattaland Park	10th Ave NE	2.04	Natural/Open Space	Picnic area, plants/wildlife viewing, open space
Indian Hills Park	Stenbom Ln.	20	Natural/Open Space	Undeveloped, open space
Nelson Park	20296 3rd Ave NW	6.8	Natural/Open Space	Undeveloped, open Space
Poulsbo's Fish Park	288 NW Lindvig Wy.	28.97	Natural/Open Space	Trails, Plants/wildlife viewing, open space
Wilderness Park	1160 NE Hostmark St.	10.74	Natural/Open Space	Trails, plants/wildlife viewing, open space
Catherine Edwards Park	Olhava Way NW	9.21	Natural/Open Space	Undeveloped, open space
Total Natural/Open Space	**80.61 acres**			
Boardwalk-American Legion Trail	Front St.	.30 mile	Trail	Boardwalk and paved
County Road 59	Shoreline at 5th Ave NW	.10 mile	Trail	Soft surface
Poulsbo's Fish Park Trails	288 NW Lindvig Wy.	1.75 miles	Trail	Soft surface, boardwalk, and paved
Fjord Drive Waterfront Trail	Fjord Dr.	2 miles	Trail	Paved shoulder
Forest Rock Hills	North end of 12th Ave.	.25 mile	Trail	Soft surface
Lincoln Road Shared Use Path	Lincoln Rd. from Maranatha Ln. to Noll Rd. roundabout	.36 mile	Trail	Paved (separate from street)
Moe Street Trail	Moe Street to 3rd Ave.	.10 mile	Trail	Soft surface
Noll Road Shared Use Path	Noll Road S. of Hostmark	.20 mile	Trail	Paved (separate from street)
Raab Park Exercise Trail	18349 Caldart Ave.	.33 mile	Trail	Soft surface

Raab Park Nature Trail	18349 Caldart Ave.	.20 mile	Trail	Soft surface
Wilderness Park Trail	Caldart and Hostmark	.25 mile	Trail	Soft surface
Total Trails	**5.84 miles**			

Source: Park acreage amount derived from 2024 Kitsap County Assessor data as accessed from Kitsapgov.com parcel search online data. American Legion Park and Muriel Iverson Williams Waterfront Park acreage amount was derived from Poulsbo Planning and Economic Development GIS analysis.

Demand and Need Analysis

The need for park and recreation land can be estimated using a ratio of acreage to a standard unit of population, such as 10 acres of parkland per 1,000 population or 3 acres of athletic fields per 1,000 residents. The ratio method is relatively simple to compute and can be easily compared with other agency standards. These ratios can be used to express Level of Service (LOS) standards for park and recreation facilities in Poulsbo.

The Park and Recreation Commission considered modifications to Level of Service standards but decided to keep the planned LOS standards the same because the Commission found that Poulsbo's LOS was reasonable. The planned LOS (PLOS) standards are as follows:

Neighborhood Park	2 acres per 1,000 population
Community Park	3.5 acres per 1,000 population
Regional Park	1.5 acres per 1,000 population
Open Space Park	6 acres per 1,000 population
Trails	1 mile or .73 acre per 1,000 population
Overall Citywide LOS	**13.73 acres per 1,000 population**

These planned LOS standards can be applied to Poulsbo's 2024 population (13,010) and projected year 2044 population (18,149) to determine current parkland shortfalls and projected year 2044 park needs in each of these park classifications. Exhibit CFP-18 shows existing park acreages, levels of service and projected needs.

2044 Exhibit CFP-18: Park Need based on Planned LOS

Park Type	2024 Existing Acres	2024 Existing Level of Service, Acres per 1,000 population	2044 Planned Level of Service, Acres per 1,000 population	2044 Acreage Need based on PLOS**	2044 Park Acreage Needs***
Neighborhood Park	20.35	1.56	2.0	36.30	15.95
Community Park	22.20	1.70	3.5	63.52	41.32
Regional Park	22.48	1.72	1.5	27.22	4.74
Open Space Park	80.6	6.19	6	108.89	28.28
Trails	5.84 miles	.51 mile	1 mile	18.15 miles	12.31 miles
	4.25 acres*	.36 acres	.73 acre	13.25 acres	9 acres
TOTAL	**149.89 acres**	**11.53 acres**	**13.73 acres**	**249.18 acres**	**99.30 acres**

** Trail miles are converted into acreage by assuming a 6' wide trail x 1 mile = .73 acre | ** City's 2044 population of 18,149 was used to calculate total 2044 acreage needed | *** 2044 Park acreage needs calculated by subtracting 2024 existing acres from 2044 acreage need based on PLOS.*

In addition, Exhibit CFP-18 compares the existing parkland inventory of 149.89 acres to a need of 249.18 acres by the year 2044, reflecting a deficit of 99.30 acres. The greatest need is for Community Parks, followed by Open Space Parks.

Credits from Non-City Parkland/Facilities and Anticipated Parkland donation:

Two types of public parkland have been identified as being available for the city to consider and credit in its demand and need analysis - North Kitsap School District fields and Washington State Department of Transportation SR 305 wetland mitigation open space land. Each is addressed below:

Partnership with North Kitsap School District

The city has formed a partnership with the North Kitsap School District (NKSD) through shared-use agreements for fields at four schools. These fields are available for City-sponsored recreation programs, as well as for the general public use.

Exhibit CFP-19: Shared Fields with NKSD

NKSD Schools with Shared Use Agreement	Field Size
Vinland Elementary	3.4 acres
Strawberry Fields (Poulsbo Elementary)	8.34 acres
Poulsbo Middle School	20.4 acres
NK High School	11.08 acres
Total Shared Fields with NKSD	**43.22 acres**

Source: Poulsbo Planning and Economic Development Department GIS

The NKSD shared fields' total acreage is not available for City recreational programming or general public use all the time. Field use is reserved for school use weekdays generally between 8 a.m. and 5 p.m. during the school year. Middle school and high school facilities are less available for community use due to sports and activities conducted by NKSD. Overall, the annual community and public use is assumed at an average 40% annually. Based upon the public availability of the shared fields, the City can apply a credit of 40% of the shared field acreage, which adds in 17.288 acres to the city inventory, and is applied to Community Park acreage need.

SR 305 Wetland Mitigation Acreage

As part of the SR 305 widening project in 2008-2009, WSDOT was required to establish a wetland mitigation site. This site is 13.69 acres, adjacent to SR 305 (near the Bond Road intersection) and is near the City's Betty Iverson – Kiwanis Park. An agreement between the City and WSDOT has the ownership of this land transferring to the city in 2024-2025. There is an additional surplus property of 1.8 acres adjacent to 1st Avenue that WSDOT is considering transferring to the City This acreage should be credited as Open Space parkland, as the transference of ownership is assured.

Exhibit CFP-20: 2044 Adjusted Project Park Need

Park Type	2044 Park Acreage Needs	Credit to 2044 Needed Acres	Adjusted 2044 Park Acreage Needs
Neighborhood Park	15.95 acres		15.95 acres
Community Park	41.32 acres	- 17.288 acres (NKSD Shared fields)	24 acres
Regional Park	4.74 acres		4.74 acres
Open Space Park	28.28 acres	- 13.69 acres (WSDOT Wetland Mitigation)	14.59 acres
Trails	12.31 miles		12.31 miles
	9 acres		9 acres
TOTAL	**99.30 acres**	**30.98 acres**	**68.28 acres**

When the NKSD fields acreage and the SR 305 Wetland Mitigation acreage is credited, the needs in Community Park and Open Space Parks decrease and bring the overall citywide 2044 Park Need to 68.28 acres.

2024-2044 Park System Acquisition and Improvements

The City has identified several specific needs for the growth of its park system. These are based upon the above Demands and Needs analysis. the PROS plan goals and policies, public input, and budgeting availability and priorities. Common themes running the through the list of projects are a desire to increase ownership and access along Liberty Bay and Dogfish Creek, connecting trails/walkways throughout the city, improving existing parks, and acquiring new land for neighborhood, community and open space parks.

The following identifies Parkland Acquisition, Parkland Improvement, Recreation Development and Trail Acquisition and Development for the 2044 Planning Period. Figure PRO-2 maps each of the city's 2044 Park System Acquisition and Improvement projects; Figure PRO-3 maps the Urban Paths of Poulsbo trails vision.

Exhibit CFP-21: Parks Land Acquisition and Development Projects	
Land Acquisition	**Capital Improvement**
Public Works Properties	The Public Works Department will be moving from its existing site to a new site in the next two years (2022-2023). Acquisition of the existing Public Works properties could add approximately 3 acres to Centennial Park. In addition to restoration activities to South Fork Dogfish Creek and parkland expansion, the acquisition of this new property will enable the city to better manage storm water in the flood-prone area and could possibly be home to new recreational opportunities.
Additional Land to Poulsbo Fish Park	The city wishes to continue acquiring additional parcels as they become available along Dogfish Creek and its estuary for the purpose of habitat restoration and salmon rearing. Existing partnerships with the Suquamish Tribe and various organizations and non-profits will continue to benefit this project.
East Poulsbo	A number of future residential developments are expected to develop within the eastern city limits and would benefit from new Neighborhood Parks. Parks should be 2 to 5 acres in size. No specific parcel has been identified.
West Poulsbo	A number of future residential developments are expected to develop within the wester city limits and would benefit from new Neighborhood Parks. Parks should be 2 to 5 acres in size. No specific parcel has been identified.
East Liberty Bay Shoreline Property	Acquisition of parcels located along Fjord Drive to provide beach access and shoreline trail connections.
Johnson Creek	Acquisition of undeveloped parcels along Johnson Creek and within the city limits. This project would acquire property or easements for future trail connections along the corridor.
Shoreline Property North Front Street	Acquisition of .69 acres of steep shoreline property just south of Liberty Bay Auto to add to Liberty Bay Waterfront Trail.
Vista Park	Acquisition of undeveloped tracts, easements and/or parcels of land along the ridge in College Market Place, in order to take advantage of surrounding views and enhance pedestrian access.
Hamilton Field	This 2.2-acre parcel is located on Hamilton Court and is currently owned by the North Kitsap Pee Wees Association. If acquired, the property could provide the city with a lighted soccer/football field, which includes a clubhouse/storage building. A partnership ownership opportunity may exist for this property. Access, parking, and drainage issues will need to be addressed to make this a viable community asset.
Oyster Plant Park	Acquire land adjacent to Oyster Plant Park as it becomes available.
Park Development	**Capital Improvement**
Fish Park Improvements	Continue to improve Poulsbo's Fish Park, with trails, interpretative areas, restoration of the estuary, and wildlife viewing areas. An environmental education kiosk may be appropriate at this park.
Catherine Edwards Park	Low-impact recreation trails.
Nelson Park, Phase 2	Nelson Park encompasses approximately 11 acres in west Poulsbo, and includes shorelines, wetlands, wooded and vegetated areas; a 4-acre portion of the park is developed with a restroom, picnic shelter, playground, parking, and some trails. The second phase of park improvement includes extending trails throughout the property and providing shoreline access.
Indian Hills Recreation Area	The 20-acre parcel is a city landfill that was closed in 1976, located just south of the city limits. The city and the Kitsap Public Health District continue to monitor the site for any environmental concerns, but the plan is that it can be developed in the future as an Open Space Park.
Net Shed Park	This Park has a vista setting on Liberty Bay high bank waterfront and includes benches and picnic facilities. Improvement plans include beach access and shoreline trails.

Hattaland Park	This 2-acre open space park is primarily undeveloped; improvement plans include trails to views of the adjacent South Fork Dogfish Creek and associated wetlands, as well as benches and picnic facilities.
Vista Park	Development of trails and benches to enhance pedestrian access along the ridge at College Market Place, to take advantage of views of Mount Rainier.
Morrow Manor	Development of a 1-acre park donated to the city. Improvement plans include sitting benches, playground equipment and shared-use path.
West Poulsbo Waterfront Park	Future development of this 1.85-acre neighborhood park in West Poulsbo.
Betty Iverson Kiwanis Park Upgrades	This neighborhood park needs parking lot upgrades, sidewalks, a restroom, and possible playground improvements.
Dog Park	There is a small dog park area at Raab Park, but people have asked for a larger area to run dogs and improved features. This project is not site specific but could be worked into a future park project.
Accessible Playground Improvements	Accessible playground improvements within the park system are desired by members of the community. Play for All at Raab Park is a community effort to build an inclusive playground in Poulsbo. The new playground will be next to the original playground, so park users can easily move from one piece of equipment to another.
Poulsbo Event and Recreation Center (PERC)	The Poulsbo Event and Recreation Center (PERC) is a regional events, sports and recreation facility to be located in the northwest corner of the City of Poulsbo. The PERC that will provide significant economic uplift through increased consumer activity, lodging tax revenue, and much needed facilities for public events, conferences, sport tournaments and educational activities. The PERC has been organized into three phases based upon the results of the PERC Feasibility Study: Phase 1: Two multi-purpose fields with outdoor recreation elements, Phase 2: Flexible event/meeting building to host varied-sized community events, recreation gym and support to OC/WWU campus, and Phase 3: Outdoor warmwater recreation pool. The city is engaged in PS&E for Phase 1 in 2025.
Skate Park	A new Skate Park in Poulsbo would be used by residents and visitors alike. The existing park is made of wood and is almost 20 years old. The park would be 6,000-10,000 sq feet in size, made of concrete, and should be located in an open area of the city that is easy to access. A local nonprofit organization would be involved in fundraising, grants would be sought, and design of the park would involve the community.
Splash Pad	There is an effort by community members to see a Splash Pad in the City of Poulsbo. A Splash Pad is a recreational area designed for water play that has little or no standing water. It would have a non-slip surface and various nozzles and features that can shower, spray, rain, mist and shoot streams of water to create an inviting place for recreational water play. This project is not site specific.
Recreation Center	A multi-purpose building that would ideally include two full-size gyms with hardwood floors, fitness room, classrooms, and two meeting rooms. This building could serve as a new regional recreation center. Acquisition of new property or incorporating the project onto property already owned by the city or another public entity is desirable.
Trails	The Urban Paths of Poulsbo serves as the city's vision for establishing trails for non-motorized travel within the city. The UPP Plan also includes a detailed implementation table.
Source: Poulsbo Parks, Recreation and Open Space Plan, 2021-2027	

Park Facilities Funding Strategy

The funding for park projects comes from a variety of means – City budget park reserves, park impact fees, federal and state grants, and in-kind donations - usually through the contribution of community groups' labor and donated materials. Park projects that are placed on the 6-year CIP have received a funding commitment, usually through a combination of grant funding, city park reserves or impact fees, and in-kind donations.

The following is a summary of the variety of funding sources available to implement the Park Acquisition and Improvement list of projects:

- ***City Park and Recreation Funding.*** The Parks and Recreation Department has two primary sources of funding from the city budget. The first fund contains the mitigation or impact fees that the city has collected from developers. The second, the Park Reserve fund, amounts to 5% of annual property taxes. In addition, the City Council can approve the use of .0025 of one-percent real estate excise tax for any park capital improvement project.
- **Impact Fees**. Prior to the adoption of Park Impact Fees, the city collected mitigation fees for park facilities through the authority of the State Environmental Policy Act (SEPA). In October 2011, the Poulsbo City Council voted to approve an ordinance imposing park impact fees on new development under the Growth Management Act (GMA) as authorized by RCW 82.02, consistent with identified Level of Service standards. This impact fee ensures that new development pays its proportionate share of the cost of park, open space, and recreation facilities within the city.
- **Grants.** A number of state agencies provide a variety of grant programs for outdoor recreation and conservation. The amount of money available for grants statewide varies from year to year and most funding sources require that monies be used for specific purposes. Grants awarded to state and local agencies are on a highly competitive basis, with agencies generally required to provide matching funds for any project proposal. In the past, Poulsbo has been very successful in receiving state and federal grants for the acquisition and development of many of its parklands.
- **Conservation Futures.** Kitsap County instituted a levy in 1991 that established the Conservation Futures Fund, setting aside property taxes to purchase and annually maintain open space. The $4 million fund was augmented by $3 million bond in 1999. Nominated properties are ranked according to their open space value and given higher ranking for outside financial support and partial donations. This program, which deals with willing sellers, is a potential source of funding for the purchase and long-term maintenance of open space in Poulsbo.
- **Conservation Easements.** A conservation easement is placed on property when a landowner agrees to protect against development in perpetuity. Conservation easements are an attractive alternative to fee-simple purchase because the land is protected from adverse development without a large outlay of public money.
- **Donations.** Occasionally, landowners who wish to preserve their property donate their land to local government or a land trust with clear instructions on its future use. Owners can also donate part of the purchase price of a piece of property they sell to the city.
- **Partnerships.** Through interlocal agreements, interagency cooperation, civic organization, non-profit, and other types of partnerships, the city has been very successful in providing and developing city parkland. The cost of planning, development of a site, or creating recreational programs can be accomplished through partnerships. Under state law, local service organizations and associations can supply plans, provide improvements to parks, install equipment, or provide maintenance services. These can come from individuals, organizations or businesses, and the donors benefit from tax deductions and publicity.
- **Voter Approved Bonds.** Voter-approved general obligation bonds can sold to acquire or develop parks, and are typically repaid through an annual “excess” property tax levy through the maturity period of the bonds, normally for a period of 15 to 20 years. Broad consensus support is needed for passage, as a 60% “yes” vote is required. A validation requirement also exists wherein the total number of votes cast must be at least 40% of the number of votes in the preceding general election.
- **Metropolitan Park District.** A discussion throughout the community regarding the formation of a Metropolitan Park District (MPD) for Poulsbo and North Kitsap has been occurring with varying degrees of support and interest over many years. The rationale for a Metropolitan Park District in North Kitsap is that many citizens who use and enjoy the city parks and recreation programs do not live within the city limits. According to RCW 35.61.010 as “A MPD may be created for the management, control, improvement, maintenance, and acquisition or parks, parkways, boulevards, and recreational facilities. A metropolitan park district may include territory location in portions or all of one or more cities or counties, or one or more

cities or counties, when created or enlarged as provided by this chapter." Funding through an MPD could provide a more stable funding structure and source for parks and recreation programs and facilities.

13.11 Police Service

The City of Poulsbo provides police service within the city limits. The major responsibilities of the Police Department are law enforcement, maintenance of order, crime investigation and prevention, traffic control, marine enforcement, process, and service of civil papers for the courts, service of criminal warrants, and other emergency services.

Current Personnel/Equipment

The Poulsbo Police Department consists of one chief, one deputy chief, 21 commissioned officers, 1 civilian manager, 3 administrative specialists, 1 police navigator (social worker) and 1 reserve officer. Poulsbo Police Department field operations combine the traditional police services of uniformed patrol officers and investigative follow-up. This includes the Patrol Division, Investigations Division, Field Training Officer Programs, School Resource Officer, Marine Officers, Citizen Volunteer, and Reserve Officer Division.

The department is also supported by an active and professional force of reserve officers, who provide hundreds of volunteer hours of patrol time to the city each year. Many of the City's special community events could not be safely policed without the assistance of these citizen volunteers.

The department's administrative support performs records management, communications, property/evidence, background, fingerprinting, data entry, accounts payable/receivable, customer service and court/citation records keeping. They also perform accreditation and training management, which requires intensive training, tracking and record management.

The Police Department is supported by twenty-six police vehicles, two police motorcycles, and one police motorboat.

Department Services/Activities

Some of the services and activities performed by the Poulsbo Police Department are summarized below in Exhibit CFP-22:

Exhibit CFP-22: Poulsbo Police Department Activities

Indicator	2021	2022	2023
Number of Case Reports	1180	160	1331
Number of Traffic Citations Issued	173	223	336
Number of Traffic Stops			2216
Number of Parking Citations Issued	62	87	24
Number of Case Referred to Prosecutor	230	266	236
Number of Calls for Service	8679	9435	13933
Number of MVC	150	144	47
Number of DUI	13	23	29
Number of Civil Asset Forfeiture Referrals			0

Source: Poulsbo Police Department

Detention and Correction

The City of Poulsbo contracts with Kitsap County to provide most incarceration services. Kitsap County has a 472-bed correction facility, 48 bed work release facility, and a 35-bed juvenile facility. All three of these facilities are located in Port Orchard, Washington. The Forks Jail is also utilized to provide services for long time incarcerations.

Level of Service Analysis

The Police Department's Level of Service is associated with police protection, operations, special operations, and support services. The service standard is to have facilities and equipment sufficient to meet the demand for police

services. As the City continues to grow – residentially and commercially – the demands on increased calls for service on the Police Department, grows. Increased patrols and officers may be necessary in the future as these demands continue.

Capital Facilities Needs

At this time, replacement and maintenance of the City's police patrol equipment are the only identified capital expenditures. The replacement of police capital equipment is established through the City's Capital Acquisition Fund, which provides the funding for replacement of equipment.

The City is interested in establishing a Law and Justice Center, where law enforcement, judicial courts, training and other activities would be held in this facility. Property acquisition and facility needs assessment is expected to occur during the planning period.

13.12 Solid Waste

State law (RCW 70.95.010) requires counties to plan an integrated solid waste management system that emphasizes waste reduction and recycling. Management of solid waste that cannot be recycled or managed alternatively can be incinerated, placed in a landfill, or a combination of the two.

Kitsap County Public Works' Solid Waste Division is the lead planning agency for solid waste management in Kitsap County. The Comprehensive Solid Waste Management Plan specifies the management actions that will be taken over a detailed 6-year and general 20-year time period. The plan is developed with participation with the County's cities, tribes, and the Navy, as well as the County's solid waste advisory committee.

Components of an integrated solid waste management program include:

- System planning, administration and enforcement;
- Collection, transfer and disposal of solid waste;
- Collection and processing of recyclables; and
- Moderate risk waste transfer and collection programs.

The City of Poulsbo provides collection, transfer and disposal of solid waste and recyclables within the city limits. The City also provides for the collection of recyclables from single-family and multi-family residences within the city limits. In 2017, the City Public Works Department prepared a Solid Waste Utility Plan that specifies the management actions that will be implemented for a detailed 6-year plan and general 20-year plan. In 2025, the City will update the Solid Waste Utility Plan. The Kitsap County Health District is responsible for enforcement; Kitsap County is responsible for Moderate Risk Waste transfer and collection programs.

Current Services/Facilities

The City of Poulsbo provides both residential and commercial solid waste collection and disposal services to approximately 3,375 residential and commercial utility customers within the city limits. Residential services include the weekly pickup of containers typically ranging in size from 10 gallons to 32 gallons. Commercial services include all sizes of containers together with dumpsters ranging in size from two yards to eight yards. For units greater than eight yards in volume, customers are referred to Bainbridge Disposal for disposal services.

Solid waste is collected on a weekly basis in the residential areas and on a more frequent basis in the commercial areas of the City subject to the property or business owner's disposal requirements.

Solid waste is transported to the Poulsbo Transfer Station, where it is consolidated and transported to the Olympic View Transfer Station (OVTS) located in Bremerton, adjacent to the Port of Bremerton Industrial Park. Exhibit CFP-23 depicts the amount of solid waste delivered to the OVTS in recent years.

Exhibit CFP-23: Poulsbo Solid Waste Delivered to Olympic View Transfer Station

	2020	2021	2022	2023	2024
Tons of Solid Waste Delivered to OVTS	6,340	6,783	6,802	6,960	7,000

Source: City of Poulsbo Public Works

The city anticipates the amount of solid waste delivered to the OVTS will continue to rise, as the City's residential customer and retail base grows. OVTS serves as the disposal system for all jurisdictions in Kitsap County. The County entered into a 20-year contract with Waste Management to send the solid waste collected at OVTS to a landfill managed by Waste Management. This landfill has capacity up to 100 years, plus additional acreage that could be permitted to increase capacity beyond that time. Kitsap County is the lead agency in planning and coordinating for future solid waste capacity needs. The City participates in disposal capacity planning by participating in the County's Consolidated Solid Waste Management Plan.

Recycling

The *Waste Not Washington Act of 1989* mandated that each local jurisdiction developed recycling services. In 1991, the City established its recycling program. The fee for recycling is included in the customer's monthly service charge rate. Recycling services include bi-weekly curbside collection of residential recyclables, cardboard, and yard waste.

Level of Service

Solid Waste Collection. The City of Poulsbo has established a Level of Service to provide curbside collection of solid waste refuse once a week to all city residents.

Recycling. All incorporated cities in Kitsap County are considered "Level 1" service areas and must provide curbside collection of residential recyclables for all single-family dwellings and multi-family complexes. This level of service was established by Kitsap County Ordinance No. 157-1993.

2044 Solid Waste Facilities Needs

The City's solid waste utility rates provide revenue to support the utility's expenditures, including capital equipment. Two replacement collection trucks are scheduled within the next six years; one in 2026 and one in 2028. In 2025 a utility rate analysis as well as a revised Solid Waste Utility Plan will be completed and will include a financial analysis.

13.13 Government Facilities

The City of Poulsbo's government facilities include government administrative offices, maintenance facilities, municipal courtrooms, police station, housing, human services and recreation center.

Existing Facilities/Buildings

City Hall. The existing City Hall is located at 200 NE Moe Street in downtown Poulsbo. The structure is three floors and includes an under-building parking garage. City Hall houses the Executive, Finance, Clerk, Planning and Economic Development, Building, Public Works administration, Engineering, and Police departments. The building includes several conference rooms, record storage, a courtroom, and the City Council chambers.

Iverson and 8th Avenue, Former Public Works Site. The mostly unoccupied Public Works site is located on 1.7 acres on 8th Avenue and Iverson Road. The facilities consist of one World War II surplus Quanset Hut, with an addition on the south end for offices; an 800-square-foot administrative office space; and two outbuildings for storage and shops. Until the expansion of the Viking Avenue Public Works site is complete, some of the Public Works equipment will continue to be stored onsite. In 2024, the City Council passed Resolution 2024-03 to serve as a non-binding Letter of Intent to allow the Poulsbo Farmers Market to purchase or lease this property. The lease would not occur until all Public Works operations have moved to the Viking Avenue site.

Police Station. The Police Department is housed within the City Hall building, located at 200 NE Moe Street. Within City Hall, the Police Department houses officers, administrative staff, a locker room, evidence storage, impound area, and support spaces for the City's policing functions. Current operations are 7 days per week, on call 24 hours a day with 3 daily shifts.

Poulsbo Recreation Center. The existing Poulsbo Recreation Center is located at 19540 Front Street. The Poulsbo Parks and Recreation Department occupies and operates its recreation program on the first floor of the Center, utilizing approximately 7,500 square feet. The current Recreation Center houses a fitness room, weight room,

racquetball courts, and one meeting room, as well as the administrative offices for the Parks and Recreation Department staff. Recreation classes, fitness classes, preschool, and other programming utilize the Recreation Center's spaces at various hours and days throughout the week. The City leases portions of the building not currently needed for the Parks and Recreation Department.

Nordic Cottages. After many years in the planning, the City Council approved in 2024 the budget and agreements necessary to build the City's first affordable housing project in partnership with Housing Kitsap known as Nordic Cottages. Once built, the project will provide two fourplexes of one-bedroom homes for low-income older adults and adults with disabilities on city-owned property on Lincoln Avenue.

2044 Government Building Facilities Needs

Public Works Complex. The city has been planning to relocate the operations and maintenance functions of Public Works to a new, larger, and more suitable location to be phased overtime. In 2008, the city purchased a 4.3-acre site in north Poulsbo along Viking Avenue, where solid waste and decant facility was constructed. In 2021, the City purchased existing structure and property near the solid waste/decant facility where administrative operations would be relocated. Additional operations to relocate at the Public Works complex include mechanic, vehicle, streets, equipment storage and sign shop. This project has been programmed in the City's 6-year CIP, with possible funding sources as general fund, non-voted general obligation revenue bonds, and utility reserves.

Poulsbo Recreation Center. The city would like to acquire or construct a new Poulsbo Recreation Center that would serve as a multi-functional building and would ideally include two full-sized gyms with hardwood floors, fitness room, classrooms, and meeting rooms. This building could serve as a new regional recreation center. Acquisition of new property or incorporating the project onto property already owned by the City or another public entity is desirable. This project will most likely be completed in partnership with other agencies, educational institutions, or non-profit organization(s). At this time, this project is not programmed into the City's 6-year Capital Improvement Plan.

Law and Justice Center. The City is interested in establishing a Law and Justice Center, where law enforcement, judicial courts, training and other activities would be held in this facility. Property acquisition and facility needs assessment is expected to occur during the planning period.

Government Buildings Funding Strategy

Funding for design and construction of a new Public Works complex on the north Viking Avenue site will be through general obligation bonds, and utility reserves. It has been programmed that each of the city utilities will contribute revenues towards the payment of these revenue bonds. Government building projects in which the City is committed to constructing are included in the City's 6-year Capital Improvement Program.

13.14 Fire and Emergency Services

The Poulsbo Fire Department (Fire District 18) provides fire and emergency services for the City of Poulsbo. The Department covers an estimated 54 square miles (approximately 4 square miles within incorporated City of Poulsbo limits and 50 miles of unincorporated County) and encompasses an estimated Service Area of 28,000. The Poulsbo Fire Department serves the 28,000 residents of Kitsap County Fire District #18, which includes the City of Poulsbo and the unincorporated portions of Kitsap County from Keyport to Port Gamble.

The department is an all-hazards emergency response agency, providing fire, rescue, hazardous materials, and emergency medical services (EMS) at the Advanced Life Support (ALS) level. Beyond emergency response, the department provides comprehensive Community Risk Reduction through fire code enforcement, fire prevention, public education, and EMS prevention which includes a Community Assistance, Referral, and Education Service (CARES) program.

In 2023, the department has 59 full-time employees, 50 of whom were uniformed firefighters and fire officers, who are supported by 10 volunteer emergency responders and chaplains. The district operates four fire stations, three of which are staffed 24/7.

Located within the Poulsbo city limits are:

- Station 71, which includes administrative offices and fleet maintenance operations
- Poulsbo Fire Boat House at Port of Poulsbo.
- Vacant Land on Viking Way NW, for future station

Current Equipment/Personnel

Capital assets for Poulsbo Fire Department consist of fire stations, fire and rescue apparatus, and staff vehicles, as well as the related equipment, tools and personal protection equipment needed to safely and legally provide emergency response and community risk reduction services. The following is a list of current capital assets for the Poulsbo Fire Department:

- 7 Fire Engines
- 2 Water Tenders
- 6 Medic/Aid Units
- 4 Staff Vehicles
- 4 Command Units
- 2 Rescue Boats

In 2023, the Poulsbo Fire Department responded to 4,368 emergency incidents which includes 380 mutual aid incident responses. Of the 2,823 emergency medical services (EMS) incidents 1,762 were basic life support (BLS) and 1,060 were advanced life support (ALS) which accounted for 71% of all emergency responses. In total, this was a 2.8% reduction in call volume from 4,495 emergency incidents in 2022. This marked a slight departure from the fire district's emergency incident trend over the past five years.

Level of Service Standard

The Poulsbo Fire Department has established emergency response time level of service objectives to measure the ability of the emergency response crew to arrive and begin mitigation efforts to prevent brain death in a cardiac arrest and flashover in a structure fire. Emergency response time is dependent upon the travel time from the nearest fire station, as well as the availability of the nearest station to respond which is measured as the unit utilization rate. Utilization rates above 10% directly impact 90% response fractal times, indicating reduced reliability for emergency response. Growth has a direct correlation to the department's need to continue increasing emergency response capabilities.

Exhibit CFP-23: Service Level Objectives - Total Response Time (TRT) City of Poulsbo

Objective	Average TRT	90% Fractal TRT
Initial Apparatus (Goal)	<6:00	<8:00
Initial Apparatus (2023)	5:02	7:48
Effective Force - 4 Personnel (Goal)	<6:00	<8:00
Effective Force 4 Personnel (2023)	6:26	9:35
Advanced Life Support (Goal)	<6:00	<8:00
Advance Life Support (2023)	5:18	8:40
1st Alarm Structure Fire (Goal)	<12:00	<16:00
1st Alarm Structure Fire (2023)	14:35	NA

Source: Poulsbo Fire Department

Projected Capital Facility Needs

The Department is adding capital facilities to meet the needs of the housing and employment growth projected for Poulsbo. The Department has prepared a 2024-2044 Capital Facilities Plan which is included in the comprehensive plan as Appendix B.8.

Capital Project of note is the construction of a new fire station on Viking Avenue intended to improve and reduce response times within the western portion of the city limits and Fire District area, and to reduce unit utilization through the staffing additional response apparatus. It is planned to be under construction in 2025.

Additionally, the Department has ordered an aerial ladder truck based on the City of Poulsbo increasing building height limitations with delivery expected in mid-2025. The Department's strategic plan and Capital Improvement plan provide for the concurrent growth necessary to maintain response time service levels, and a Washington Survey and Rating Bureau rating of a '4'.

The Poulsbo Fire Department Capital Facilities Plan (2024-2044) includes building and apparatus capital projects that are intended to meet the level of service standard demand for the City's growth target. Projects identified in Exhibit CFP-24 are specific to those located within the city limits. The Department's Capital Facilities Plan identifies improvements needed District-wide.

Exhibit CFP-24: Poulsbo Fire Capital Improvements located within city limits		
Building Projects	**Capital Improvement**	**Poulsbo Fire Department 2024-2044 CFP Cost Estimate**
New Station 76	Poulsbo Fire's strategic plan has identified a new staffed fire station on the west side of the City of Poulsbo as critical to meeting the level of service response time goals for the west side of the City of Poulsbo and UGA. Viking Ave corridor, College Market Place area, and Keyport will be within this station's first due response area. Additionally, this station will reduce the unit utilization for Station 71 and Station 77 apparatus, providing capacity for additional growth within those stations' first response area. The intent is to construct a fire station, similar in size to Station 77, to provide quarters for up to four (4) emergency response personnel and to house three (3) apparatus.	$7,875,000
Station 71 – Crew Quarters Renovation	Constructed in 1991, large portions of Station 71 have undergone significant re-models and renovation to keep pace with a growing workforce. One exception to this has been the emergency response crew quarters, specifically bedrooms and bathrooms. This plan calls for a significant renovation to these areas of the station to provide multiple gender-neutral bathrooms, improve firefighter gear storage, and to provide upgrades to windows, flooring, and the emergency call notification system.	$420,000
Station 71 – Fleet/Support Building	The department's fleet maintenance facility does not have sufficient capacity to serve larger emergency response fleet or the larger fire apparatus that are necessary to provide service to larger and more complex buildings. The department has identified the need to expand or construct a separate support building on Station 71's property, which will provide additional apparatus storage space, increase the capacity of vehicle lifts, and provide sufficient vertical and horizontal space for aerial apparatus maintenance.	$2,625,000
Apparatus Projects	**Capital Improvement**	
Fire Engine-Aerial	A fire engine designed to provide a minimum of a 50' aerial device in addition to the engine capabilities of: fire pump, water tank, fire hose, and ground ladders. The engine will also have storage space for basic extrication, rescue, and emergency medical equipment. The engines are intended to exceed the NFPA standards for fire apparatus design and the minimum equipment for 'quints.' The addition of a Fire-Engine Aerial is directly related to planned growth in the community with the height limitations within the City of Poulsbo increasing about the current 35' limitation. Future Fire-Engine Aerials may also be attributed to growth if additional capacities are needed.	$1,680,000
Fire Engine-Rescue	A fire engine designed for higher utilization and staffing levels, providing a smaller water tank but additional storage capacity for advanced vehicle extrication, technical rescue, and advanced life support equipment. These engines are intended to exceed the NFPA 1901	$1,155,000 (each)

	standards for fire apparatus design and minimum equipment for engines. Multiple fire engine-rescue are programmed during the planning period.	
Medical Unit	An ambulance designed for patient transport for both Basic and Advanced Life Support incidents, with storage space for firefighting personal protective equipment. These apparatuses are intended to meet the NFPA 1917 standard for automotive ambulances. Multiple medical units are programmed during the planning period.	$288,750 (each)
Wildland Urban Interface	Fire apparatus designed for brush fires or to protect structures from brush fires in the wildland urban interface. These apparatuses are also intended to provide first response capabilities in inclement weather or in difficult to reach areas. These apparatuses are intended to meet the NFPA 1906 standards for wildland fire apparatus and the Washington Department of Natural Resources standard for Type 3 or Type 6 engines. Engines specific to Wildland Urban Interface are directly related to continued growth of the City and forested areas of the fire district.	$297,413
Source: Poulsbo Fire Department Capital Facilities Plan, 2024-2044		

Project Costs

Poulsbo Fire Department's 2024-2044 Capital Facilities Plan identifies building projects and apparatus needs to maintain LOS and accommodate increased demand from housing and employment growth. Exhibits CFP-25 and 26 summarize the Department's 6-year and 20-year Capital Improvement Plans. These include improvement costs needed for the entire district, not just city-limits projects.

Exhibit CFP-25: Poulsbo Fire Department Capital Improvement Plan 6-Years (2024 $ value)

	Growth Related	Replacement	All Capital
Capital Facilities	$11,130,000	$840,000	$11,970,000
Fleet Facilities	$1,680,000	$3,227,500	$4,907,500
Total	**$12,810,000**	**$4,067,500**	**$16,877,500**
Source: PFD 2024-2044 Capital Facilities Plan			

Exhibit CFP-26: Poulsbo Fire Department Capital Improvement Plan 20-Years (2024 $ value)

	Growth Related	Replacement	All Capital
Capital Facilities	$19,005,000	$14,165,000	$33,170,000
Fleet Facilities	$3,657.413	$9,279,700	$12,937,113
Total	**$22,662,413**	**$23,444,700**	**$46,107,113**
Source: PFD 2024-2044 Capital Facilities Plan			

Funding Strategy

The Fire District is reliant upon voter-approved levies and bonds for a majority of the revenue necessary to sustain department operations. This ensures that the community is ultimately responsible for determining the level of service the department is able to provide and sustain. This also ensures the department is accountable to the community, both in providing the quality of service being provided, and fiscal responsibility. Part of this fiscal responsibility is to ensure that the fire district strongly consider the negative impacts of property tax increases to our community and only seeks revenue that is necessary to sustain service levels.

The department has three primary funding mechanisms:

- Regular Levies: Approximately 87% of the department's budget comes from the Fire and EMS levies which are statutorily limited to $1.50/$1,000 (AV) and $.50/$1,000 (AV) respectively, and have a growth limit of 1% annually.

- Fee for Service: The Fire Department's only regular "fee for service" is for the transport of EMS patients to the hospital, which provides roughly 10% of the Fire Department's annual revenue.
- Excess Levies: Capital bonds or Maintenance and Operations levies may be utilized to provide additional revenue beyond the regular levies. The department is currently not collecting any excess levy revenue; the most recent capital bond expired in 2019. Capital bond and capital levies are restricted to being used only for capital projects and cannot be used to fund operations. Maintenance and Operation levies may be used for both operation and capital improvements.

The department has developed a plan for voter-approved levies to provide for consistency in financial planning and is included in its 2024-2044 Capital Facilities Plan. This plan is based on the EMS levy, which is a temporary levy that expires after six-years, unless renewed by the voters. The fire levy is permanent, but like the EMS levy, is normally subject to the state's 1% limitation on property tax revenue growth. This six- year cycle provides for the ability of the taxpayers to approve an alternative annual limitation, usually based on the rate of inflation, and to renew the fire levy back to the approved $1.50/$1,000 of assessed valuation. This plan also provides for short-term excess levies, which will provide a majority of the funding for short-term capital projects while maintaining the flexibility to adjust long-term capital projects based on the needs of the department and the community.

A primary strategy for the department's funding has been that the operating budget (personnel costs, training, expendable supplies, and services) be funded from basic levies (e.g. Fire and EMS) and Fee for Service (e.g. EMS transport fees). These funding sources cannot sustain the significant investments necessary to support both operations and this Capital Facilities Plan without causing a significant impact on the level of service provided by the department. Therefore, excess levies, grants, and reserves have been the primary source of funding for large capital items. However, these sources have not provided sufficient reliable funding to provide the capital resources needed to sustain operational capacity or the increasing operational capacity concurrent with community growth. It will be necessary that the department pursue impact mitigation fees for new construction to supplement funding sources for capital projects.

Impact Fees

Washington State law provides for impact fees, per RCW 82.05.050, as a tool to mitigate the financial impact of the capital facilities projects that are necessary to support increased operational needs caused by growth in the community. While a majority of the funding for capital facilities projects will continue to be funded by excess levies and reserves developed through Fire and EMS levies, impact fees will provide the Department with an additional source of funding to support these projects.

13.15 Schools

The North Kitsap School District provides public education for the City of Poulsbo. The school district includes all of North Kitsap, bordered by Hood Canal to the west, and Puget Sound to the north and east. The North Kitsap School District has a Capital Facility Plan, which identifies and directs the District's capital improvements for the six-year planning period 2025-2031.

Current Service Area and Capacity

The North Kitsap School District (NKSD) is the third largest school district in Kitsap County. It serves approximately 5,200 students within its 110 square miles. The District's eleven schools include seven elementary schools, two middle schools, and two four-year high schools. NKSD has surplused one elementary school and leased space for a special needs program that is operated by OESD114 in that facility. NKSD employs a staff of approximately 1,000 full-time and part-time employees that support its students with all aspects of education.

The district uses the following grade level configurations: K-5 in elementary schools; 6-8 in the district's two middle schools, and 9-12 housed in two senior high schools. Exhibit CFP-27 summarizes North Kitsap Schools and their enrollment capacity including permanent schools and portable classrooms.

Exhibit CFP-27: North Kitsap School District 2024-2025 Enrollment Capacity	
School	**2024-2025 Enrollment Capacity**

Elementary Schools (K-5)	
Gordon	541
Pearson	384
Poulsbo (located within city limits)	567
Suquamish	372
Vinland (located within city limits)	611
Wolfe	592
Total Elementary	**3,067**
Middle Schools (6-8)	
Kingston	957
Poulsbo (located within city limits)	957
Total Middle Schools	**1,914**
Senior High Schools (9-12)	
North Kitsap (located within city limits)	1,595
Kingston	899
Total High School	**2,494**
Source: NKSD	

Level of Service

For capacity planning purposes, the North Kitsap School District has established a Level of Service goal of 19 students per classroom for grades kindergarten through third grade; 25 students per classroom for fourth and fifth grade; and 29 students per classroom for grades six through twelve.

Projected Student Enrollment

In November 2024, NKSD contracted with a consultant to perform a demographic study in order to determine future student enrollment. The study was completed in December 2024. The projections are based upon the consultant's analysis of recent trend information and projections in population, housing and births, including projected growth within the city limits.

Based on the NKSD model, student enrollment is projected to decrease; projected student enrollment by grade span based on the District's model is provided in Exhibit CFP-29.

Exhibit CFP-28: Projected School Enrollment by Grade Span NKSD 2016-2022

Grade Span	Actual Oct 1 2024-2025	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	Actual Change
Elementary (K-5)	2,260	2,234	2,171	2,171	2,139	2,142	2,139	(121)
Middle School (6-8)	1,233	1,185	1,167	1,173	1,185	1,166	1,117	(116)
High School (9-12)	1,670	1,664	1,627	1,618	1,594	1,542	1,571	(99)
Total	**5,163**	**5,083**	**5,022**	**4,962**	**4,918**	**4,850**	**4,827**	**(336)**
Source: NKSD								

Projected facility need is derived by subtracting the 2025 school facility capacity (Exhibit CFP-29) from the 2030-31 projected student enrollment.

Exhibit CFP-29: Projected School Enrollment 2030-31

Type of Facility	2024 Capacity	2030-31 Projected Enrollment	2030-31 Facility Need
Elementary	3,067	2,139	(928)
Middle	1,914	1,117	(797)
High	2,494	1,571	(923)

Projected Capital Facility Needs

Expected student enrollment in the elementary schools (K-5) is not projected to exceed the current capacity of the elementary school facilities during the planning period.

NKSD 6-year Capital Improvement Program

The NKSD six-year Capital Facility Plan will be completed in 2025 and is informed by the work of the NKHS Facilities Advisory Committee in 2024. The work included a thorough Capital Facilities Index outlining the necessary infrastructure work throughout the district. This information is identified on the North Kitsap School District website in the Facilities Advisory Committee section. The Capital Levy that passed November 2024 will fund the beginning of the projects outlined in the Facilities Condition Index.

School Facilities Funding Strategy

Funding of school facilities is secured from a number of sources. The two main sources of revenue are voted capital bonds and voted capital levies. Other sources include State matching funds, ~~and~~ developer impact (or mitigation) fees, and non-voted debt secured by General Fund revenues.

General Fund

The NKSD General Fund revenues are primarily from state funds, special EP&O levy funds, federal funds and fees. These revenues are used for financing the current day to day operations of the school district, such as instructional programs for students, food services, maintenance and pupil transportation.

Capital Projects Fund

The NKSD Capital Projects Fund provides for acquisition of lands or buildings, major modernization of buildings and other property, and acquisition of equipment, including technology systems. The Capital Projects Fund is generally financed from the proceeds from the sale of bonds, state matching revenues, lease or sale of surplus real property, interest earnings and special levies.

General Obligation Bonds

Bonds are typically used to fund construction of new schools and other capital improvement projects. A 60% voter approval is required to pass a bond. Bonds are then retired through the collection of property taxes. The NKSD currently has zero bond indebtedness and a debt capacity of $660 million. The District is anticipating the need for a capital measures bond in 2026.

State Match Funds

State Match Funds come from the Common School Construction Fund. Bonds are sold on behalf of the fund then retired from revenues accruing predominantly from the sale of renewable resources (i.e. timber) from State school lands set aside by the Enabling Act of 1889. If these sources are insufficient to meet needs, the Legislature can appropriate funds or the State Board of Education can ration project funding on a priority basis.

School Districts may qualify for State matching funds for specific capital projects based on an eligibility system. Eligible projects are prioritized for allocation of available funding resources based on prioritized categories.

State match funds are available to help districts with the construction costs for enrollment and modernization related school construction projects, but cannot be used for site acquisition, the purchase of portables or for normal building maintenance. Often school districts must front fund a project with local funds, even if qualified for State matching funds, with the State's share of the project funding as a reimbursement payment to the District.

New Development Impact Fees/Mitigation Fees

Authority for local jurisdictions to condition new development on the mitigation of the school impacts is provided for under the State Subdivision Act Chapter 58.17 RCW; the State Environmental Policy Act (SEPA) Chapter 43.21C RCW, and the Growth Management Act, Chapter 36.70A RCW.

- *Subdivision Act Mitigation.* RCW 58.17.110 requires that the permitting jurisdiction find that proposed plats adequately provide for schools and school grounds. The proposed development must provide land sufficient to ensure that such facilities are provided for proposed new students.
- *SEPA Mitigation.* SEPA provides that local jurisdictions may condition approval of a new development to mitigate specific adverse environmental impacts which are identified in SEPA environmental documents.

- *GMA Mitigation.* The Growth Management Act has specifically identified schools as a facility in which impact fees can be assessed on new growth development projects. Enacting a school impact fee would ensure that new development pays its proportionate share of the cost of school facilities that are reasonably related to new development.