

# Transportation Functional Plan Update

*Prepared for*  
City of Poulsbo



January 2025

# Transportation Functional Plan Update

*Prepared for*

**City of Poulsbo**  
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January 2025 | 554-2237-139

# Citation

Parametrix. 2025. Transportation Functional Plan Update.  
Prepared for City of Poulsbo  
by Parametrix, Seattle, Washington.  
January 2025.

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# Acronyms and Abbreviations

AADT	average annual daily traffic
ADA	Americans with Disabilities Act
CIP	Capital Improvement Program
City	City of Poulsbo
CPP	Countywide Planning Policies
GMA	Growth Management Act
HCM	Highway Capacity Manual
HCT	high-capacity transit
HOV	high-occupancy vehicle
HSP	Highway System Plan
HSS	Highway of Statewide Significance
LOS	level of service
PMC	Poulsbo Municipal Code
PSRC	Puget Sound Regional Council
RCW	Revised Code of Washington
SEPA	State Environmental Protection Act
SR	State Route
STO	Sound to Olympics
TDM	transportation demand management
TDP	transit development Plan
TIF	transportation impact fee
TIP	Transportation Improvement Program
WSDOT	Washington State Department of Transportation
WTP	Washington Transportation Plan

# 1. Executive Summary

This Transportation Functional Plan Update supports the City of Poulsbo (City) Comprehensive Plan Update by addressing the transportation network. This update evaluates current transportation characteristics in the city and forecasts how these characteristics are expected to change in the future based on land use and employment plans for the City. From the land use plan, the future travel demand has been forecasted and transportation improvements to meet the needs of 20+ years of growth have been identified.

## 1.1 Purpose of Document

The purpose of the Transportation Functional Plan is to describe the City's vision for a safe, balanced, and efficient multimodal transportation system that supports the City's land use vision as set forth in its Comprehensive Plan Land Use element. The Transportation Functional Plan evaluates existing conditions and identifies future transportation investments needed to realize the City's vision for multimodal mobility within Poulsbo. The Transportation Functional Plan informs the development of the Capital Improvement Program (CIP) by identifying the types of projects the City should undertake to support future transportation needs in the 6- and 20-year horizons. The plan also evaluates how these projects coincide with the City's financial resources.

This Transportation Functional Plan includes the following sections:

- **Existing Conditions:** Describes current transportation modes and challenges.
- **Future Transportation System:** Outlines plans for a complete, multimodal transportation network in Poulsbo. This section also establishes the City's multimodal level of service (LOS) standards.
- **Near-Term and Long-Term Capital Projects:** Provides near-term and long-range project lists.
- **Implementation Strategies:** Evaluates Poulsbo's financial conditions over the next 20 years and provides guidance on plan implementation.

The results of this transportation study will be used to develop Poulsbo's strategy for future growth, including the following documents and procedures:

- Update the Transportation Element of the 2024 City Comprehensive Plan Update
- Update the Concurrency Ordinance
- Update the Traffic Impact Fee program.

## 1.2 Existing Condition Evaluation

The Growth Management Act (GMA) requires that the Transportation Functional Plan of the Comprehensive Plan includes an evaluation of existing conditions against the adopted standard for level of service (LOS). This evaluation identifies current deficiencies resulting from past growth, setting a foundation for planning future improvements. The City of Poulsbo requires a LOS E or better be maintained. All City intersections evaluated as part of this study operate within LOS standards.

## 1.3 Growth Forecast

The adopted Land Use Element defines the growth in Poulsbo that must be considered in future transportation plans. Based on the overall 20+ year forecast of new growth amounting to 7,961 additional people and 4,100 new jobs. This equates to a total of 54,900 new daily trips that would be generated within the Poulsbo Urban Growth Area. This is a 53 percent increase over existing conditions and corresponds to “buildout” under the existing land use plan and zoning code.

A traffic forecasting model for Poulsbo and surrounding areas was developed and calibrated to existing conditions. Using this model, the increase in travel demand was assigned to the road network to identify future conditions and evaluate future capacity needs.

## 1.4 Future Needs Assessment

The future needs assessment considered forecasted growth to identify necessary future transportation projects to meet LOS standards. By evaluating projected increases in travel demand, the assessment helped pinpoint future improvements needed to support anticipated travel volumes and maintain multimodal LOS standards. This approach ensures that transportation planning aligns with both expected growth and performance benchmarks, guiding the selection of future projects.

The transportation improvements needed by the year 2044 are detailed in Section 6 of this report. The projects include:

- Twenty-seven projects will add sidewalks, bicycle lanes, and otherwise upgrade existing roads. These projects will ensure that all arterials and collectors roads provide adequately for pedestrians and bicycles as well as motor vehicles when all proposed growth has occurred.
- Fourteen projects will add new roadway segments of various lengths. These projects add new connections in growing areas, to efficiently route traffic from neighborhoods to the arterial network. Most of the new roadway projects are developer driven and funded.

## 1.5 Implementation

The recommended plan would be implemented gradually, as growth occurs. The actual timing of needs may take more or less than the 20 years assumed in this study. The overall cost of the listed needs would be approximately \$65.5 million in 2024 dollars

A conservative estimate of available public resources of all kinds over 20+ years is \$62.3 million. The remaining \$29 million would need to be raised through Traffic Impact Fees (TIF's). The anticipated new development over the 20-year planning horizon is estimated to generate 19,213 new daily trips from residential land uses and 44,950 new daily trips from commercial land uses. After discounting 25% of the commercial trips to avoid double-counting by-pass trips, there would be a total of 52,925 new daily trips on which the TIF would be based. This equates to a TIF of \$548 per new daily trip.

## 2. Background

### 2.1 Regional Context

The Transportation Functional Plan sets a framework for understanding, prioritizing, measuring, and creating a transportation network to help Poulsbo achieve its land use vision. Poulsbo's regional setting is important. The city is bisected by State Route (SR) 305, a Highway of Statewide Significance (HSS). Additionally, the junction of SR 305/SR 307 (another HSS) is located less than a mile away from the junction of SR 305/SR 3 (another HSS). Given the location of these highways, transportation conditions in the city are strongly influenced by pass-through traffic travelling between the ferry terminals in Winslow and Kingston to other destinations in Kitsap County and the Olympic Peninsula. The City must coordinate its transportation planning with a variety of jurisdictions, including Kitsap County, Kitsap Transit, the Puget Sound Regional Council (PSRC), Peninsula Regional Transportation Planning Organization (PRTPO) and the Washington State Department of Transportation (WSDOT).

### 2.2 Growth Management Act

The Washington State Growth Management Act (GMA) of 1990 requires communities to prepare a transportation plan consistent with the City's Land Use Element. Specific GMA requirements for Transportation Functional Plan include the following:

- Using land use assumptions to estimate travel.
- Estimating traffic impacts to state-owned transportation facilities resulting from growth.
- Identifying future transportation facilities and service needs, including those for air, water, and ground transportation.
- Setting LOS standards for arterials, state highways, and transit routes.
- Specifying actions and requirements for bringing locally owned transportation facilities and services into compliance with established LOS standards.
- Forecasting future traffic based on the adopted land use plan.
- Assessing state and local system needs to meet current and future demands.
- Judging needs against probable resources through financing capability.
- Creating a multiyear financing plan based on needs to serve as the basis for the City's six-year transportation program.
- Developing strategies to address issues if probable funding falls short of meeting identified needs.
- Coordinating intergovernmental efforts.
- Implementing demand-management strategies.
- Enhancing bicycle and pedestrian improvements.

This Transportation Functional Plan addresses the required transportation components of the GMA.

## 2.3 Vision 2050

PSRC is the region’s metropolitan planning organization. Comprising cities, towns, counties, ports, tribes, transit agencies, and major employers, PSRC sets regional growth policies for King, Pierce, Snohomish, and Kitsap Counties. Adopted in 2020, VISION 2050 establishes a regional growth strategy that defines the long-term goals for growth management, economic, and transportation issues. This Transportation Functional Plan is consistent with VISION 2050 and PSRC’s Regional Transportation Plan priorities.

VISION 2050 identifies several key goals for transportation in the region:

- **Maintenance, management, and safety** – Maintain, preserve, and operate the existing transportation system in a safe and usable state.
- **Support the growth strategy** – Support the regional growth strategy by focusing on connecting centers with a highly efficient multimodal transportation network.
- **Greater options, mobility, and access** – Invest in transportation systems that offer greater options, mobility, and access in support of the regional growth strategy.

## 2.4 Countywide Planning Policies

The Kitsap Countywide Planning Policies (CPPs) support the transportation vision in PSRC’s Vision 2050 Regional Growth Strategy as well as policies specific to the needs and circumstances of Kitsap County, with policies focused on three interrelated transportation goals:

- Reducing sprawl, conserving land, and making more efficient use of infrastructure.
- Preserving air quality, water quality, and the natural environment and addressing impacts contributing to climate change.
- Providing a balanced system for the efficient, clean, safe movement of people, goods, and services within Kitsap County and the larger Puget Sound region.

## 2.5 Other Plans

### 2.5.1 Poulsbo Complete Streets Plan

The City has recently prepared a Complete Streets Plan. The Poulsbo Complete Streets Plan is a City effort to assess Complete Streets needs within Poulsbo, identify opportunities for improvement, and recommend projects, policies, and practices to support the phased implementation of Complete Streets over time. As an appendix to the Comprehensive Plan, the Complete Streets Plan was used to establish goals for a complete street network and establish design guidelines and standards for meeting those goals. The Complete Streets Plan will be periodically updated to reflect the latest active transportation needs and design standards.

### 2.5.2 WSDOT Plans

WSDOT’s Washington Transportation Plan (WTP) 2040 and Beyond and the associated Highway System Plan (HSP), updated in 2023, provide the umbrella for all metropolitan and regional transportation plans. The updated WTP focuses on key policies and strategies for the State, while the HSP maintains the most recent long-term statewide project list.

The HSP is an element of the WTP. The HSP identifies highway system improvement projects and programs consistent with the WTP priorities. The HSP is constrained by the available funding forecasted for the next 20 years. Policies and improvement projects listed in the WTP and HSP were reviewed for consistency with the strategies and projects recommended in the Transportation Functional Plan.

In 2022, the Washington State Legislature passed [Senate Bill 5974](#),<sup>1</sup> the Move Ahead Washington package. It included a Complete Streets requirement added to Revised Code of Washington (RCW) 47.04.035, which directs that “in order to improve the safety, mobility and accessibility of state highways, it is the intent of the Legislature that the department must incorporate the principles of complete streets with facilities that provide street access with all users in mind, including pedestrians, bicyclists and public transportation users” for “state transportation projects starting design on or after July 1, 2022, and that are \$500,000 or more.”

The City’s recently completed Complete Streets Plan includes design recommendations for SR 305 that the City hopes to utilize in discussions with WSDOT. As required by the GMA, the Transportation Functional Plan addresses the existing and future conditions of SR 305 and SR 307 serving the city. The transportation inventory describes existing traffic volumes, LOS, and safety along both highways. The Transportation Functional Plan also identifies forecast conditions, and improvement needs to resolve capacity, operations, safety, complete street, and multimodal transportation needs along both state highway corridors.

### **2.5.3 Kitsap Transit**

Kitsap Transit is the primary provider of bus transit services and facilities in Poulsbo. Kitsap Transit recently released their Long-Range Transit Plan (2022–2042). The plan is a long-range service and capital vision that describes planned future service networks, and the capital investments needed to support those networks. The plan envisions multimodal connections to the places people want to go with safe and secure operations and facilities for passengers, employees, and communities. The service networks envision changes to Poulsbo’s transit services, particularly in relation to the implementation of Kitsap Transit’s investments in the regional high-capacity transit (HCT) system.

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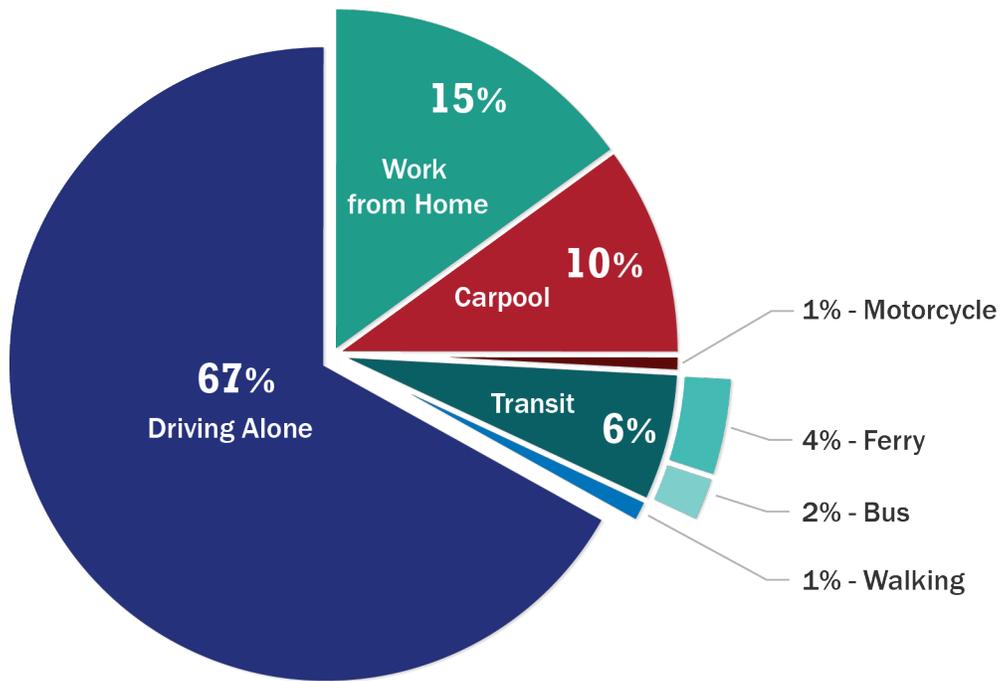
<sup>1</sup> <http://leap.leg.wa.gov/leap/Budget/Detail/2022/ctH-2991.3.pdf>

### 3. Existing Transportation Conditions

#### 3.1 Existing Mode Split

The following section describes how people in Poulsbo use the transportation network today and how that may change over the next 20 years. In addition to land uses and regional destinations, the built environment influences the routes people travel and whether they choose to drive, bike, walk, or roll.

Vehicular travel for commuting to work, which generally occurs during the morning and evening peaks when traffic volumes are highest, is the primary choice for many travelers in and around Poulsbo, as shown in the Census journey-to-work data (see **Figure 2-1**). The peak volumes for vehicles, pedestrians, bicyclists, and transit can occur during various times by location. For example, areas near schools are influenced by the start and end of classes, resulting in increased pedestrian and vehicle volumes during these times.



**Figure 3-1. Commute Mode to Work**  
Source: 2022 ACS 5-year, Means of Transportation to Work by Census Tract

#### 3.2 Roadway Network

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.

### 3.2.1 Functional Classification

Functional classifications are a historical way to classify streets based on the form and function of the roadway. Most importantly, functional classifications rely on traffic volumes and level of access to categorize the appropriate use on urban roadways.

Federal Highway Administration guidelines provide standardized methodology for determining [classifications of streets](#).<sup>2</sup> Building from these federal guidelines, WSDOT has assigned functional classifications on all [major streets in Washington state](#).<sup>3</sup> Cities collaborate with the state to determine whether the classifications accurately reflect the needs of the City and the functions of the roadway. Functional classification categories and descriptions are summarized below:

- **Principal Arterials** have the highest volume of vehicles compared with the other classifications. Accordingly, these streets serve major centers and have the longest trips. In Poulsbo, examples include SR 305 and SR 307. Principal arterials are typically fully within state or county jurisdiction, so cities are limited in how much they can influence Complete Streets designs on such facilities.
- **Minor Arterials** connect principal arterials to each other and serve trips of more moderate length. Examples in Poulsbo include NW Finn Hill Road and Viking Avenue NW.
- **Collectors** gather traffic from local roads and funnel the vehicles onto the arterial network. Examples in Poulsbo include NE Hostmark Street (east of SR 305) and NE Caldart Avenue. Collectors are organized into two subtypes: major collectors and minor collectors. **Major Collectors** tend to have higher volumes, faster speeds, and more travel lanes compared to **Minor Collectors**.
- **Local Access** roads provide vehicular access to neighborhoods and residential areas. In Poulsbo, local access roads refer to most low-volume, low-speed roads in residential neighborhood developments.

Figure 3-2 shows the functional classifications assigned by WSDOT within the City of Poulsbo.

### 3.2.2 Complete Streets Network

The City has recently developed a Complete Streets Plan. The Complete Streets Plan developed policies and practices that ensure the streets are safe for people of all ages and abilities, improve safety and connectivity, reduce congestion, and enhance the City’s streetscape for all users. This approach aligns with Poulsbo’s Comprehensive Plan update, which emphasizes the importance of accommodating all travel modes, prioritizing certain streets for specific modes, and creating a well-connected transportation network.

The Complete Streets Plan developed “street typologies” that refer to “types” of streets that respond to different land use and transportation contexts throughout the city. In addition to local context, these typologies are intended to respond to desired street character; desired level of stress for those walking, rolling, and biking; and priorities gathered through community input.

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<sup>2</sup> [https://www.fhwa.dot.gov/planning/processes/statewide/related/highway\\_functional\\_classifications/fcauab.pdf](https://www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/fcauab.pdf)

<sup>3</sup> <https://wsdot.wa.gov/data/tools/geoportal/?config=FunctionalClass>

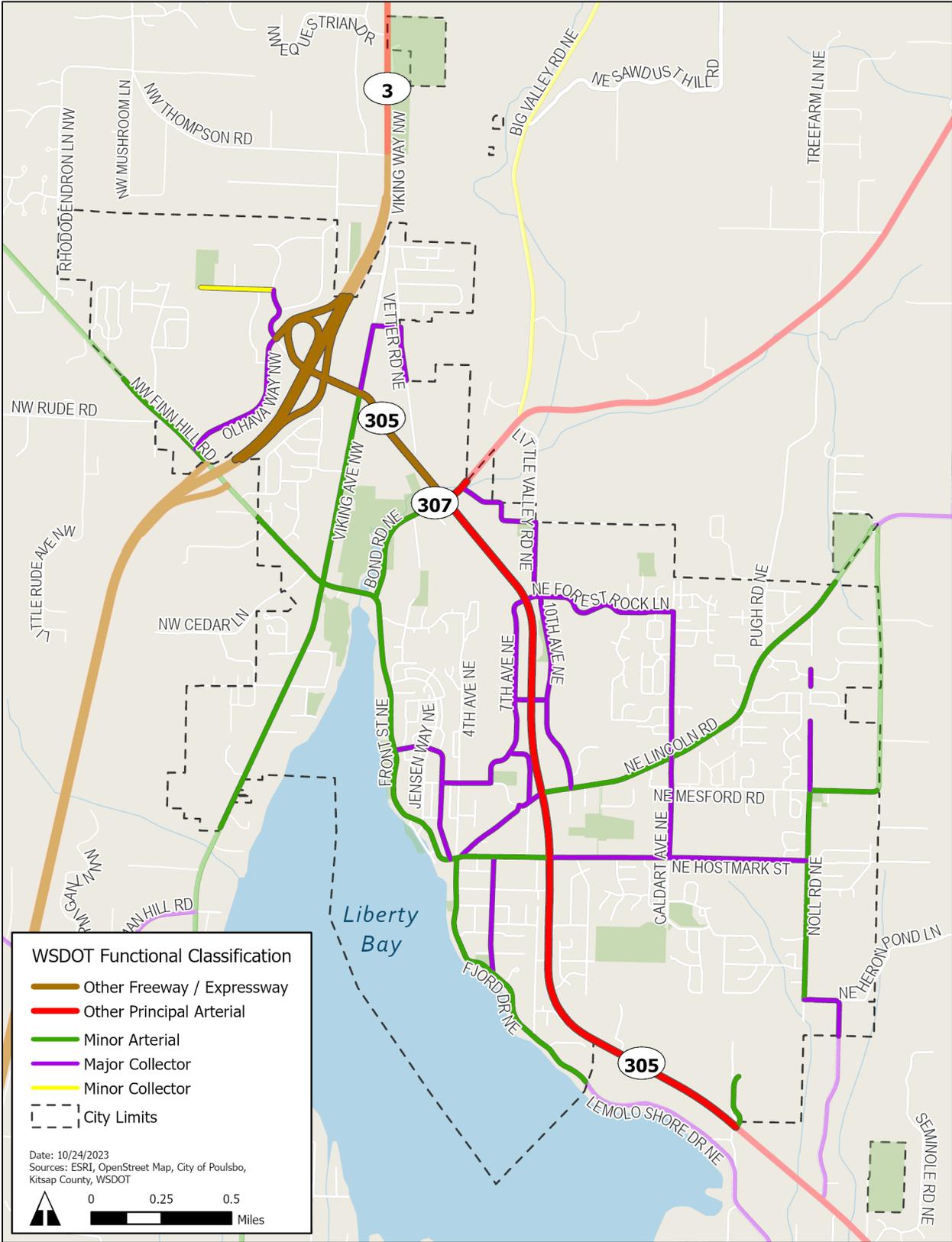


Figure 3-2. WSDOT Roadway Functional Classifications

Typologies build on the existing street classification system to establish acceptable design ranges based on context. Incorporating typologies in the Complete Streets Plan provides a tool for developing a citywide network of Complete Streets. These typologies can also serve as part of the City’s Street Development Standards for new streets to ensure that future development opportunities advance the City’s Complete Streets vision and goals.

The five street typologies included in the Complete Streets Plan include (1) Urban Major Corridor, (2) Main Street, (3) Urban Connector, (4) Neighborhood Connector, and (5) Neighborhood Residential. A description and sketch of each typology is summarized in **Figure 3-3**. A map of the Complete Streets network is included in **Figure 3-4**.



**Figure 3-3. Poulsbo – Complete Streets Typologies**

Poulsbo will maintain the WSDOT-identified functional classification system. The intent of the street typologies is to serve as an overlay to the existing functional classification system. This approach ensures that priority streets in Poulsbo’s walking and bicycling network can be more intentionally designed for people (as opposed to solely for cars), regardless of functional classification. **Table 3-1** displays how the typologies overlay and interact with the City’s existing functional classification system.

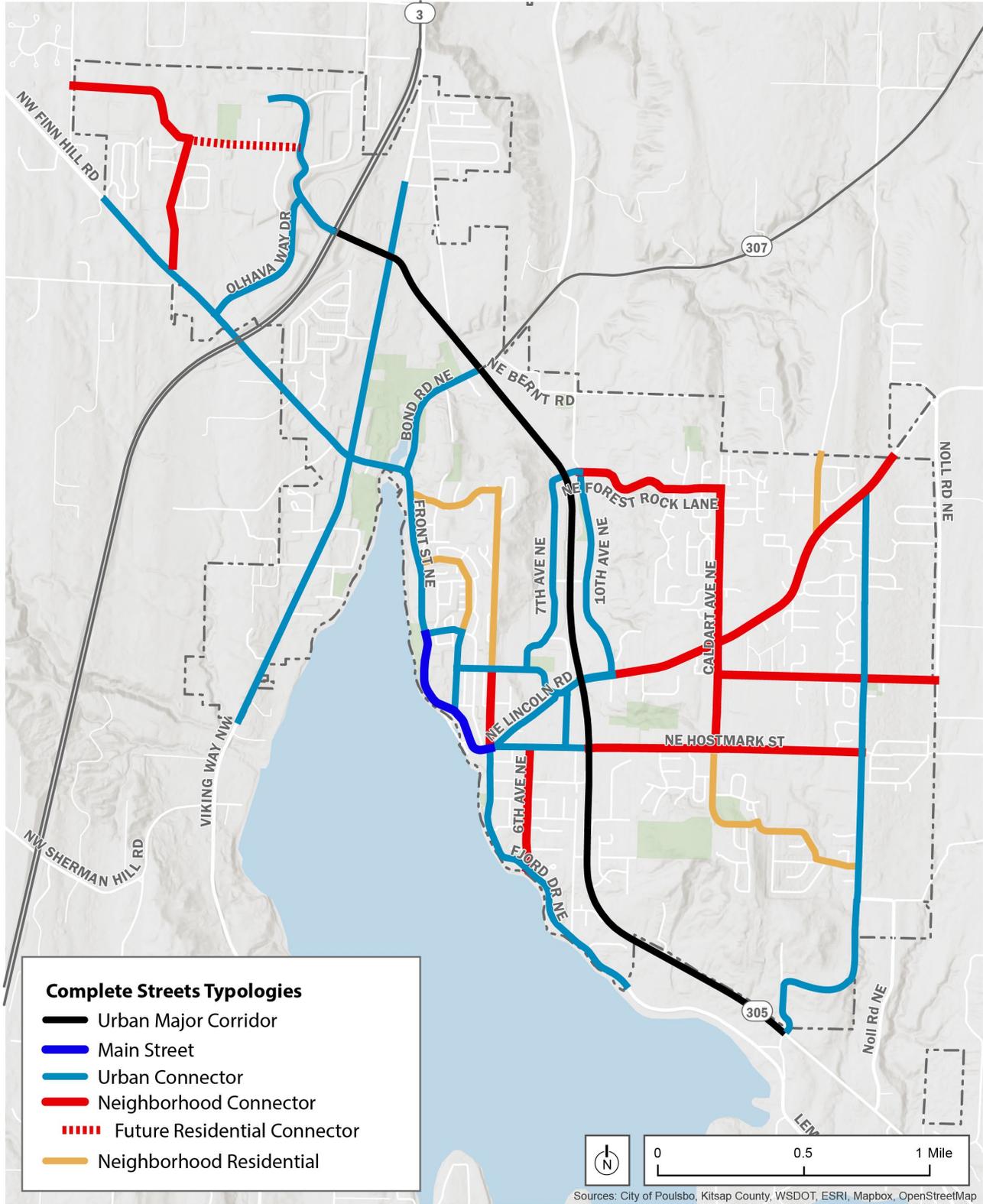


Figure 3-4. Poulsbo Complete Streets Typology Network

Table 3-1. Typologies and Functional Class Overlay

WSDOT Functional Classifications	Urban Major Corridor	Main Street	Urban Connector	Neighborhood Connector	Neighborhood Residential
Principal Arterial	*				
Minor Arterial	*	*	*	*	
Major Collector			*	*	
Minor Collector			*	*	
Local Access			*	*	*

### 3.2.3 Traffic Volumes

Traffic counts were collected throughout the city in March 2023. **Figure 3-5** shows daily traffic volumes within the city. New counts were compared to previous counts collected by the City of Poulsbo and WSDOT to document historical growth trends.

**Table 3-2** shows the average annual daily traffic (AADT) for four locations on SR 305, SR 307, and SR 3 compared to 2014 AADT volumes from the last Comprehensive Plan update. Growth on state highways in the Poulsbo area between 2014 and 2023 ranged from 0.5% to 1.1%. Growth rates on state highways in Kitsap County between 2014 and 2023 generally increased in the range of 1% to 3% per year.

Historic AADT volumes with a red growth trend line for each location listed in Table 3-2 are shown in **Figure 3-6**. Growth was more significant in the earlier part of the period (2014-2019) before the COVID-19 pandemic temporarily reduced volumes (2020-2021). Recovery was evident by 2022-2023, with annual growth rates trending toward pre-pandemic levels.

Table 3-2. Historical Weekday Daily Traffic Volume Comparison on State Highways in Poulsbo

	Roadway	Total Daily Volume (2014)	Total Daily Volume (2023)	Average Annual Growth (2014 to 2023)
1	SR 305 north of Hostmark	22,000	24,000	1.0%
2	SR 305, north of SR 307	35,000	38,000	1.0%
3	SR 307 at permanent traffic recorder (PTR) R096	17,000	18,000	0.7%
4	SR 3, north of SR 305	22,000	23,000	0.5%
5	SR 3, south of SR 305	30,000	33,000	1.1%

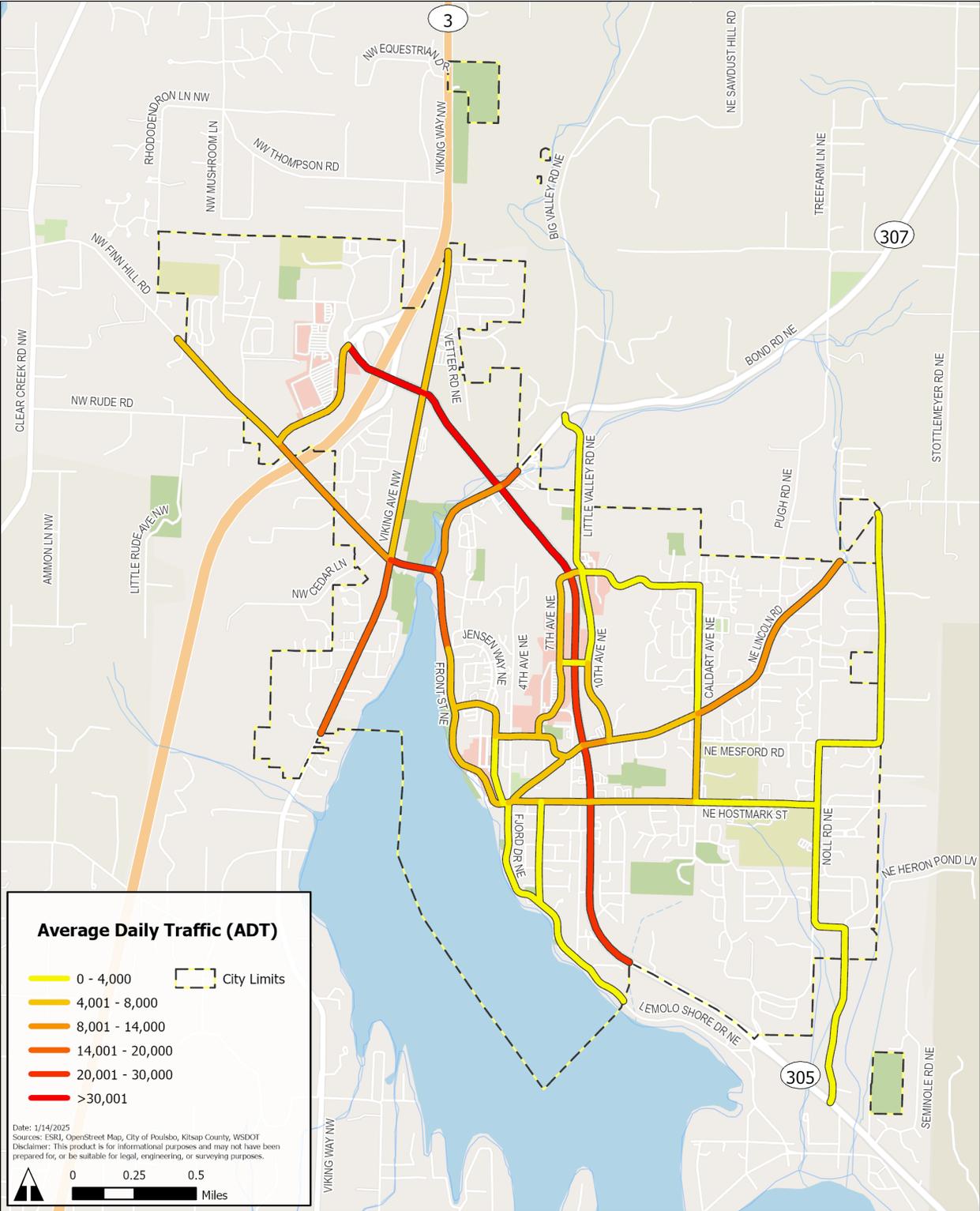


Figure 3-5. Year 2023 Daily Traffic Volumes

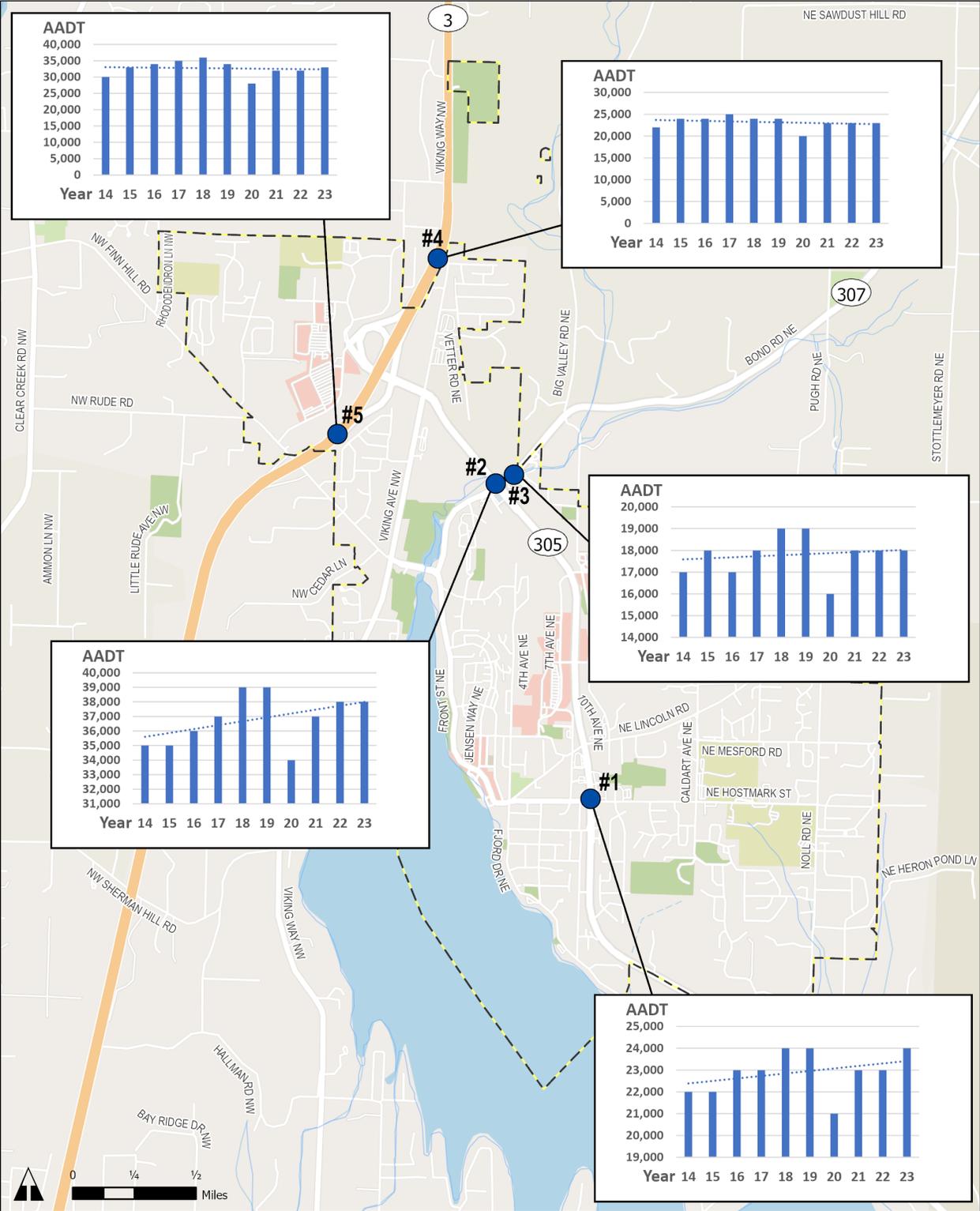


Figure 3-6. Historic Traffic Growth Trends – Daily Traffic

**Table 3-3** shows PM peak hour traffic counts compared at eight locations based on the available counts collected in the PM peak hour in 2019 and 2023 and at the same locations. Peak volumes for vehicles, pedestrians, bicyclists, and transit can occur during different times by location. As shown in Table 3-3, average annual growth varied between -5.1% to +2.4%, suggesting that traffic volumes citywide have not yet reached pre-pandemic levels.

**Table 3-3. Historical Weekday PM Peak Hour Traffic Volume Comparison on City Roadways**

	Roadway	Total PM Peak Hour Volume (2019)	Total PM Peak Hour Volume (2023)	Average Annual Growth (2019-2023)
1	7th Avenue NE, south of NE Liberty Road	535	425	-5.1%
2	Front Street NE, north of Jensen Way NE	1,295	1,350	1.1%
3	Viking Avenue NW, north of NW Liberty Road	1,550	1,650	1.6%
4	SR 307 near city limits	1,685	1,845	2.4%
5	Forest Rock Lane NE, west of 10 <sup>th</sup> Avenue NE	830	700	-3.9%
6	NE Liberty Road, west of SR 305	360	350	-0.7%
7	NE Lincoln Road, east of SR 305	1,105	975	-2.9%
8	NE Hostmark Street, west of SR 305	630	585	-1.8%

Historic PM peak hour volumes with a red growth trend line for each location listed in Table 3-3 are shown in **Figure 3-7**.

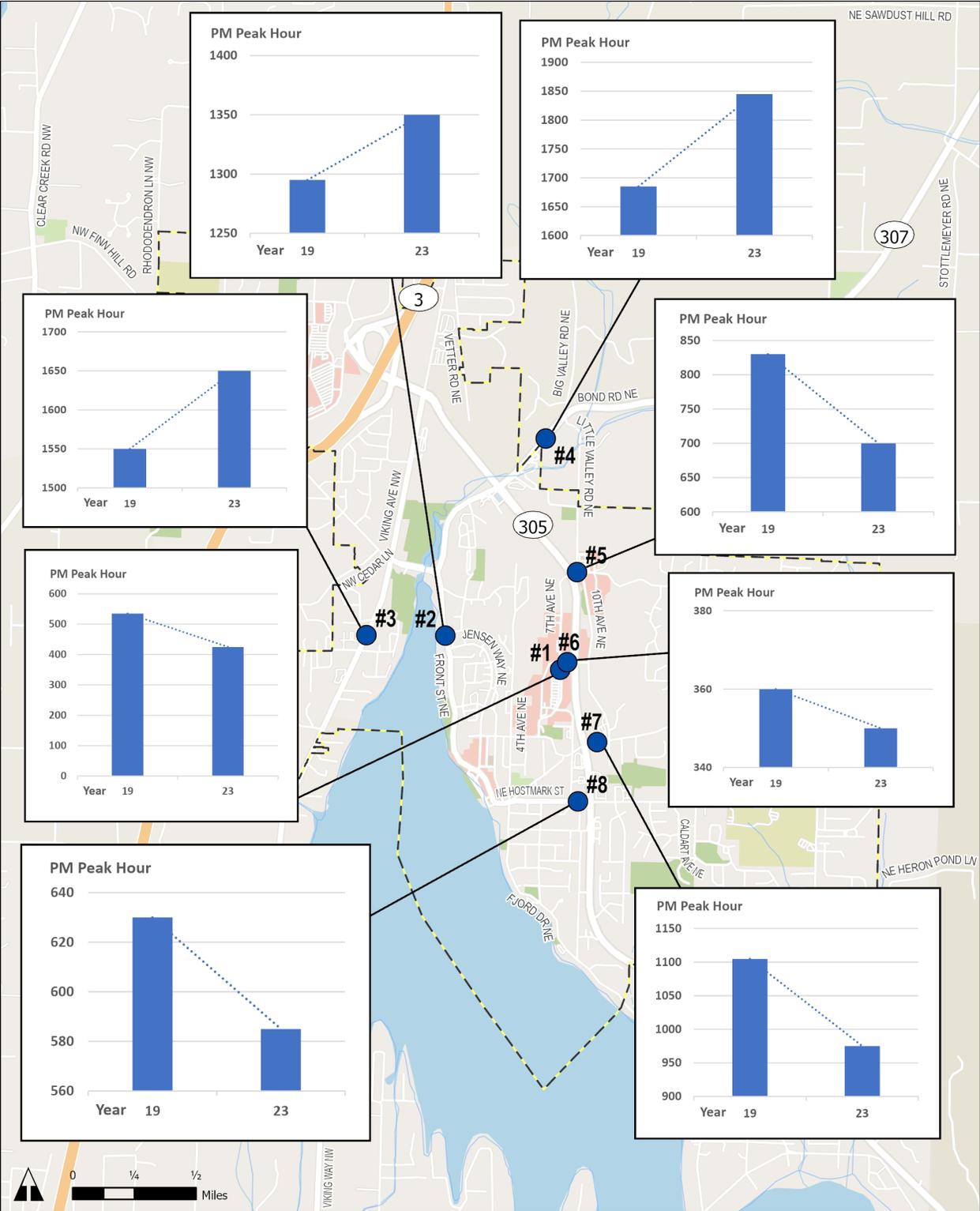


Figure 3-7. Historic Traffic Growth Trends – PM Peak Hour Traffic

### 3.3 Traffic Operations

Existing traffic volumes were used to evaluate existing traffic operations in Poulsbo. Traffic operations analysis provides a quantitative method for evaluating existing and future transportation performance. The City’s operational standard is presented along with the analysis methodology.

#### 3.3.1 Analysis Methodology

Traffic operations were evaluated based upon the latest LOS methodologies contained in the Highway Capacity Manual (HCM), Transportation Research Board. The 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, shown in **Table 3-4**. At signalized intersections, LOS is defined in terms of average delay per vehicle. At unsignalized 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.

**Table 3-4. Vehicle Level of Service Description**

Vehicle Level of Service	
LOS	General Description
A	Highly stable, free-flow conditions
B	Stable, free flow with little congestion
C	Free flow with moderate congestion
D	Approaching unstable flow with increasing congestion
E	Unstable, congested conditions
F	Highly congested

To understand the level of congestion experienced during the evening commute, 42 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 from 3 to 6 PM.

#### 3.3.2 Vehicle Level of Service Standards

The City of Poulsbo has established a dual standard for transportation facilities within the city limits. LOS D is the desired standard. LOS E is the minimum acceptable standard.

As part of the 2016 Transportation Functional Plan Update, the City identified several intersections that were forecasted to operate below standards, but where adding capacity was considered infeasible without adversely impacting community resources.

**Table 3-5** lists the city owned intersections where the City has adopted LOS F as the standard. Note, however, that while adopting LOS F as the standard for these intersections, alternate mitigation measures for addressing these deficiencies are recommended, as described in PMC 14.04.100.

**Table 3 5. City Intersections with Adopted LOS F Standard**

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

The City of Poulsbo is served by SR 305 and SR 307. SR 305 and SR 307 are both classified as HSS. Per the WSDOT HSP, 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. GMA concurrency requirements do not apply to HSS facilities, per State legislation.

### 3.3.3 Existing Intersection Levels of Service

**Figure 3-8** summarizes the LOS results at the study intersections for the 2023 weekday PM peak hour. All City intersections evaluated as part of this study operate within LOS standards. Detailed reports of LOS results are available in **Appendix A**.

As noted in Section 3.3.2, LOS standards for SR 305 and SR 307 are LOS D, as set forth by State law. GMA concurrency requirements do not apply to HSS facilities, per State legislation. All city owned intersections currently operated within adopted LOS standards. As shown in **Figure 3-8**, the following intersections currently operate below WSDOT LOS standards:

- SR 305/Bond Road NE/SR 307 – LOS E.
- SR 305/Forest Rock Lane NE – LOS F.
- SR 305/NE Liberty Road – LOS F.

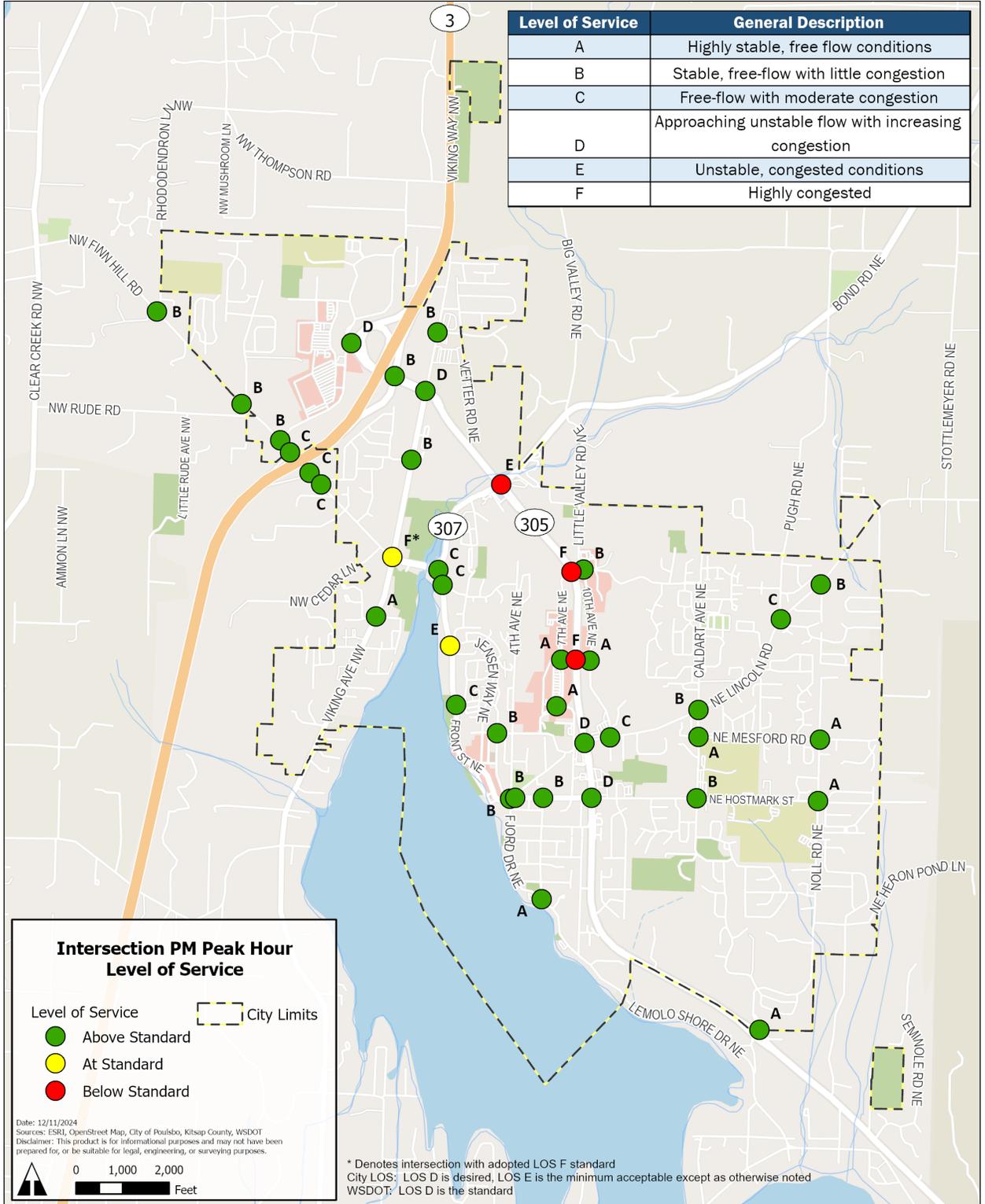


Figure 3-8. Year 2023 Intersection Level of Service

## 3.4 Traffic Safety

Reported crashes from 2018 to 2022 were analyzed using WSDOT-provided data to provide insight into existing safety conditions of Poulsbo's transportation network and opportunities to improve safety across the system. Data includes information on crash location, what modes of travel were involved in the crash, and the crash severity. **Figure 3-9** and **Figure 3-10** below show all crashes within the city during this period.

During this time period, 1,563 crashes were reported on Poulsbo's streets, including 21 crashes that involved people walking or bicycling. Of these total crashes, 23 were serious injury or fatal crashes (2% of all crashes). No bicyclist or pedestrian fatalities occurred during this time.

Motor vehicle-only crashes most frequently occurred along high-speed arterial or collector corridors such as SR 305, SR 3, Viking Avenue NW, Finn Hill Road, NE Lincoln Road, and NE Hostmark Street. Front Street NE also experienced a higher frequency of crashes, although it has a slower posted speed limit and fewer lanes as compared to other high-crash corridors.

The greatest concentration of crashes occurred along SR 305, most often at or near a major intersection. In fact, over half of all crashes occurred at or near an intersection. Intersections with the highest frequency of crashes include:

- SR 305 and Bond Road (SR 307).
- SR 305 and SR 3 (on-ramps and off-ramps).
- SR 305 and Viking Avenue NW.
- SR 305 and 7th Avenue/Forest Rock Lane.
- SR 305 and NE Lincoln Road.
- SR 305 and NE Hostmark Street.
- SR 305 and NE Liberty Road.



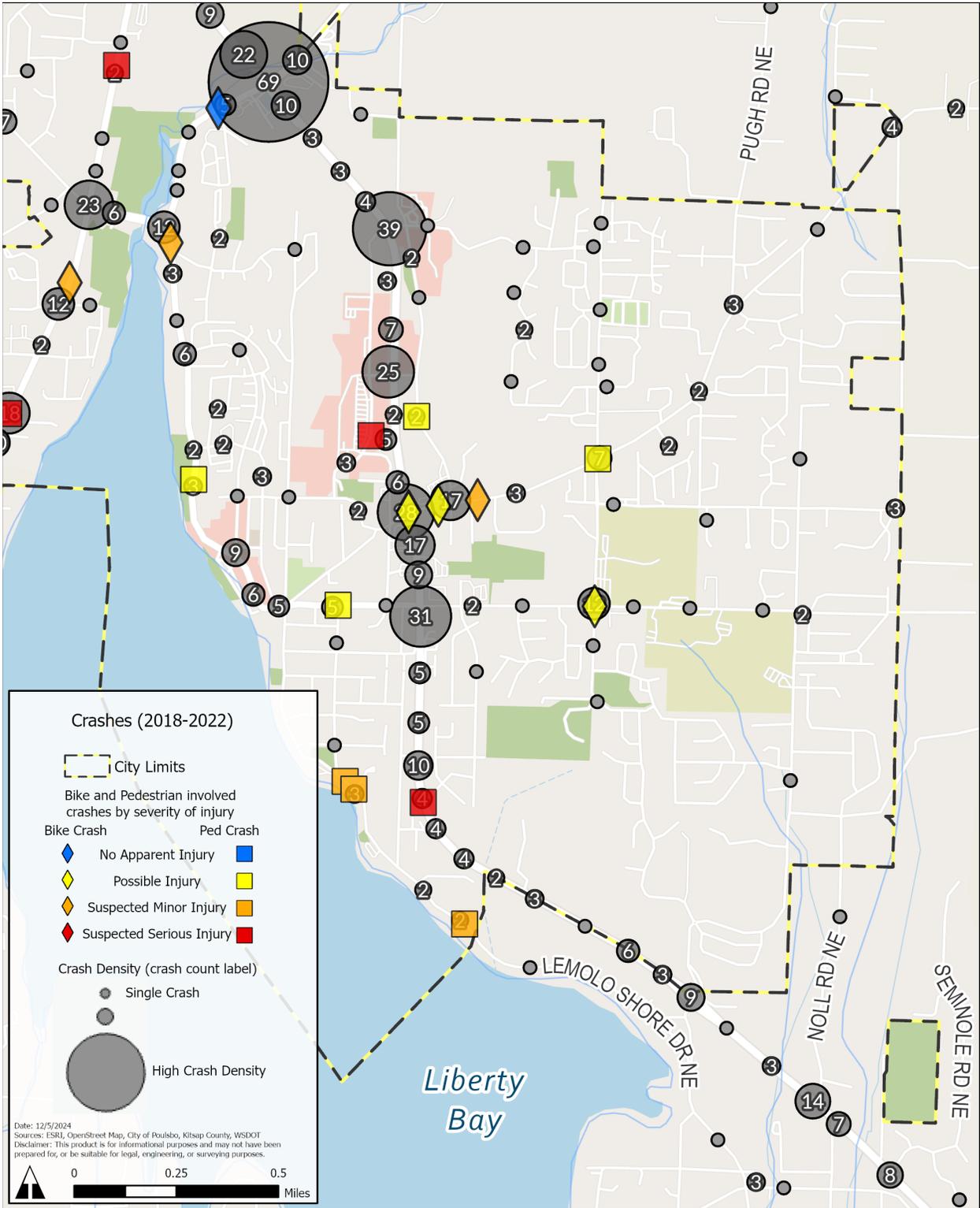


Figure 3-10. South Poulsbo Crashes (2018-2022)

## 3.5 Active Transportation Facilities

### 3.5.1 Pedestrian Facilities

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 38.3 miles of roadways (**Figure 3-11**). Pedestrian facilities also serve those with mobility-assisted devices, such as wheelchairs and electric scooters. When present, sidewalks are typically located on both sides of the road, supporting travel between neighborhoods, to local destinations, and to major activity centers.

Pedestrian crossings are an important component of a comprehensive pedestrian network. In addition to directing pedestrian users, dedicated crossings signal to drivers and other road users about anticipated crossing areas to promote safety for vulnerable roadway users. In Poulsbo, crosswalks are common in commercial areas, with fewer instances of them in residential neighborhoods.

Along major roadways like SR 305, most traffic signals include crosswalks, while those on local access roads and urban collector streets can be found at either stop-sign controlled intersections or midblock crossings, as all traffic signals are on major roadways. In nearly all cases, the crosswalks are marked in a continental style, which enhances their visibility compared to standard markings.

Existing gaps and deficiencies in Poulsbo’s pedestrian network include the following:

- Existing dedicated pedestrian facilities throughout the city are not continuous and lack connections to key destinations.
- Major roadways, including SR 305 and SR 3, are significant barriers to travel, with long distances between designated crossing facilities for pedestrians.
- Pedestrian markings are generally limited to marked crossings, which can be faded limiting visibility.
- Narrow sidewalks and crosswalks with limited physical protection from traffic.
- The current level of pedestrian-scale light varies across the city.

Aerial review suggests that many crossing locations, including those in downtown Poulsbo, have curb ramps to support pedestrian travel. Curb ramps are a necessary component of supporting an accessible pedestrian network, and network improvements should seek to expand curb ramps throughout the rest of the city to complement the creation of a Complete Streets network. More information on the City’s Americans with Disabilities Act (ADA) facilities and accessible curb ramps was documented as part of the [Poulsbo ADA Transition Plan](#).<sup>4</sup>

Poulsbo hosts several completed sections of the Sound to Olympics (STO) Trail, which will connect both the Bainbridge and Kingston ferry terminals with the Hood Canal Bridge. One section of the STO is a multiuse path that extends approximately 1,700 feet from NE Lincoln Road/Marantha Lane NE to Noll Road NE, providing a route for active transportation users to separate from vehicles along NE Lincoln Road. A second section is alongside the newly built Johnson Parkway, extending from Lemolo Shore Drive to the intersection of Johnson Parkway/Noll Road.

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<sup>4</sup> <https://cityofpoulsbo.com/ada-transition-plan/>

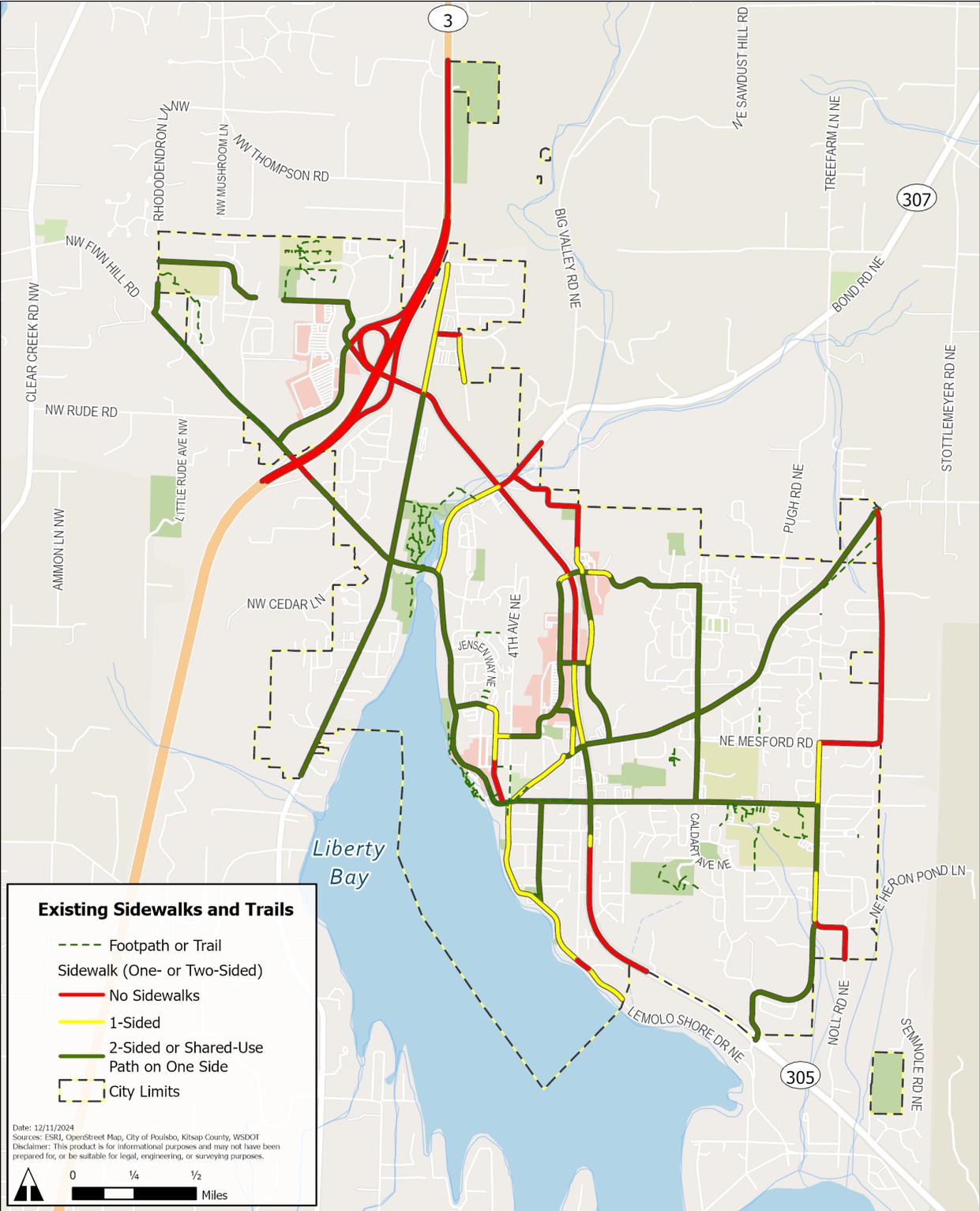


Figure 3-11. Existing Pedestrian Facilities on Arterial and Collector roadways

### 3.5.2 Bicycle Facilities

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 (see **Figure 3-12**).

Existing gaps and deficiencies in Poulsbo's bicycle network include the following:

- Few dedicated bicycle facilities throughout the city; existing dedicated bicycle facilities throughout the city are not continuous and lack connections to key destinations.
- Major roadways, including SR 305 and SR 3, are significant barriers to travel, with no designated crossing facilities for bicycles. With limited opportunities to cross these roads and no designated facilities to support crossing, the reach of the bicycle network is limited to select areas in the city.
- Shared-use paths are located primarily within parks and along the waterfront, without connections to other areas or bicycle facilities.

As described in the above section, the shared-use path from NE Lincoln Road/Marantha Lane NE to Noll Road NE will join the STO trail. In addition to connecting to the Kingston and Bainbridge Ferry Terminals, the proposed STO will extend through Poulsbo and connect with the popular Olympic Discovery Trail on the Olympic Peninsula.



Figure 3-12. Existing Bicycle Facilities

### 3.6 Transit

The 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 (Table 3-6). 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, NE Lincoln Road, and NE Hostmark Street. Transit service is limited in 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 connects to North Viking Transit Center. Figure 3-13 outlines all existing transit routes in Poulsbo.

Table 3-6. 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 County supermarket 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

Poulsbo is close to three Washington State ferry terminals, 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, via 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 to all three ferry terminals.

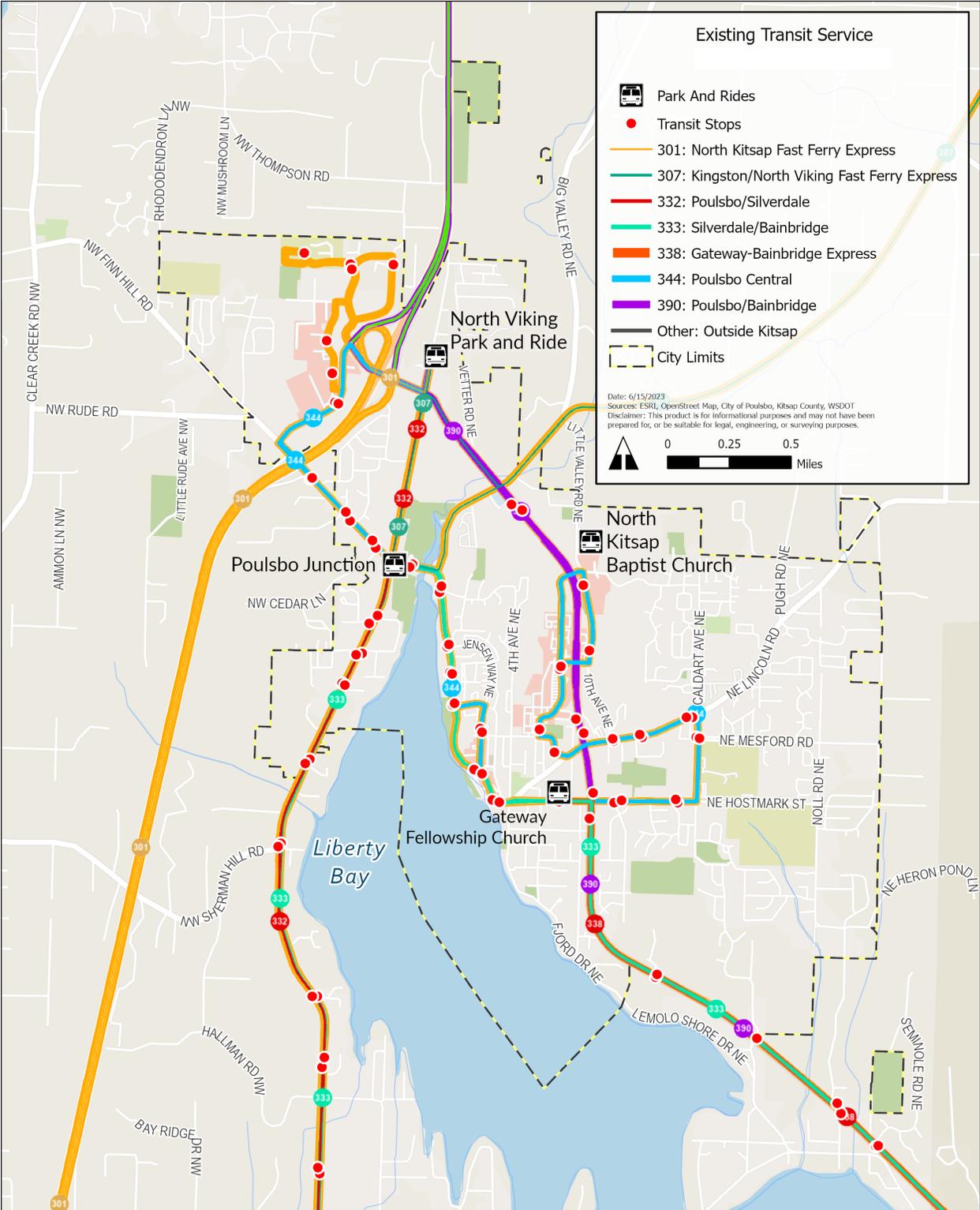


Figure 3-13. Existing Transit Network

Kitsap Transit operates three park-and-ride facilities in Poulsbo (**Table 3-7**), 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.

**Table 3-7. Park-and-Ride and Transfer Facilities**

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

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 morning and one in the afternoon. 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 ADA. *ACCESS* service is available for qualified passengers unable to use Kitsap Transit's regular fixed-route buses some or all of the time.

HOV lanes on SR 305, restricted to vehicles with two or more occupants, support transit use during peak hours (6-8 a.m. and 4-6 p.m.). Traffic counts collected in March 2023 indicate that 30-40% of northbound traffic and 25-35% of southbound traffic use the HOV lanes during the evening peak. These usage rates suggest a high violation rate, which negatively impacts transit travel times.

### 3.7 Freight

Washington State's Freight and Goods Transportation System classifies the state's freight corridors by modes based on annual freight tonnage moved through truck, rail, and waterway freight corridors. **Figure 3-14** specifies the WSDOT freight classification of Poulsbo's major streets that support goods movement. These classifications indicate the annual weight of goods that travel a corridor, whether via large trailer loads or smaller delivery vehicles.

Beyond these primary routes, delivery vehicles use many other streets to reach their final destinations. A wide array of freight companies provides deliveries to residents and businesses using all types of roadways, including local streets.

### 3.8 Rail, Air, and Water Transportation

The nearest railroad to Poulsbo is the Puget Sound and Pacific Railroad, operated by the U.S. Navy, that parallels SR 3 near Bremerton.

There are no major commercial airports in the immediate Poulsbo planning area. The nearest commercial hubs to Poulsbo are Bremerton International, Seattle-Tacoma International Airport and Paine Field in Everett, Washington.

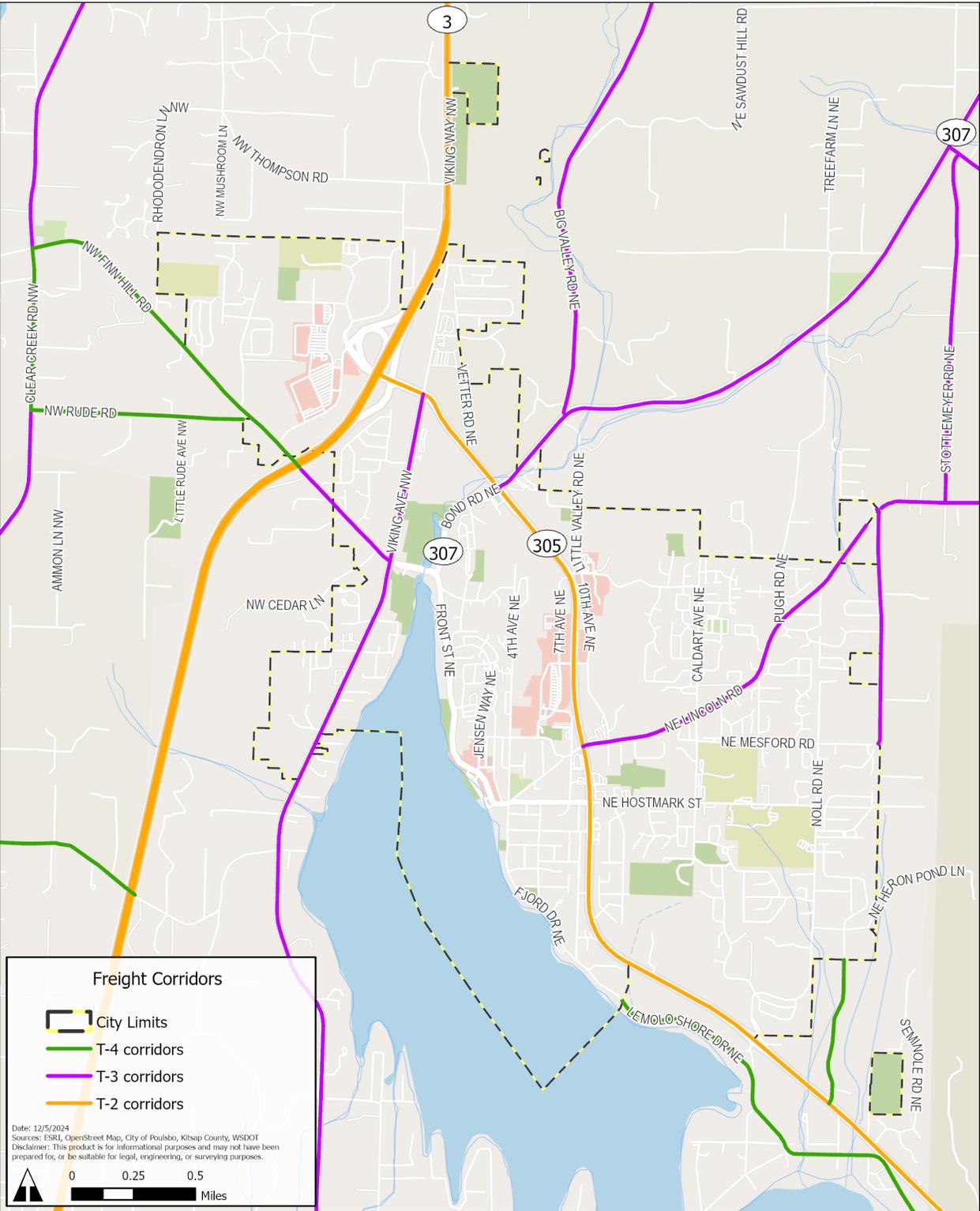


Figure 3-14. Freight Network

## 3.9 Challenges and Opportunities

### 3.9.1 Challenges

Over the past decade, Poulsbo has made considerable progress in addressing vehicle capacity within its transportation network, resulting in a system that now largely meets demand for existing vehicle volumes. However, with continued development and growth, challenges persist in managing capacity needs along SR 305 as well as adapting the City's network to support evolving mobility goals and standards.

#### Existing

**Intersection operations:** Five intersections currently operate below LOS standards; however, three of these intersections are along SR 305 and therefore outside the City's control. The remaining two are intersections that previously had an adopted LOS standard of LOS F.

**Safety:** safety remains a central focus, with recent data highlighting opportunities for improvements at high-crash locations along major arterials like SR 305 and Viking Avenue NW. These areas present potential for enhanced crossings and design refinements to better serve all users.

**Active Transportation and Transit:** While the City has expanded its pedestrian and bicycle infrastructure in recent years, including sections of the Sound to Olympics (STO) Trail, connectivity gaps and limited crossings on major roads still hinder seamless active transportation mobility. Similarly, gaps in transit service, particularly in eastern Poulsbo, restrict access for those without vehicles, underscoring the need for targeted improvements to better support the city's growing population and mobility demands.

#### Future

Aside from existing operations conditions and challenges, there are other factors that will affect Poulsbo's transportation system as the City grows. Growth in Poulsbo and throughout the region generally plays a role in how the City will plan the improvements to its transportation network for the future.

**SR 305:** One of the City's greatest transportation challenges is also the one it has the least control over: SR 305. This WSDOT-managed corridor forms a substantial part of the City's commercial core and is home to numerous local businesses, community services, and essential destinations. The corridor also provides a critical north-south connection through the City linking communities and key destinations to the north and south of Poulsbo. SR 305 is heavily congested with several intersections operating below the established WSDOT LOS standards. SR 305 also creates a significant barrier to east-west connectivity across all modes of travel. Its wide cross section and long distances between signalized crossings particularly impact pedestrians and cyclists, limiting safe and accessible movement across the city.

**Countywide Growth Centers:** Centers of growth are the hallmark of PSRC's Regional Growth Strategy and Vision 2050. They guide regional growth allocations, advance local planning, inform transit service planning, and represent priority areas for PSRC federal transportation funding. Countywide Growth Centers serve important roles as places for concentrating jobs, housing, shopping, and recreation opportunities. These areas are linked by transit, provide a mix of housing and services, and serve as focal points for local and county investment.

SR 305 corridor/Downtown have been designated as Candidate Countywide Growth Centers. Policies focus on mixed-use, higher-density development, including affordable housing, in and along SR 305

as it develops into a High-Capacity Transit corridor. Future redevelopment will add mixed-use projects to provide housing, dining, shopping, and other services downtown. These land uses will generate additional travel in the downtown area and SR 305 corridor, and, while many people will be able to walk or use public transit for these trips, the transportation network must be able to support this concentrated growth.

**Regional Growth:** Growth outside Poulsbo's city limits is a key factor influencing the city's future through 2044. About 36% of the projected traffic increase along SR 305 is due to regional traffic passing through Poulsbo without stopping, rather than growth within the city itself. Population and job growth in neighboring counties—Kitsap, Jefferson, Clallam, Snohomish and King—will significantly contribute to this increase, as many of these new residents and workers use SR 305 to travel to other regional destinations.

### 3.9.2 Opportunities

With vehicle capacity issues on City roadways largely addressed by projects over the past 10 years, the City of Poulsbo is now well-positioned to focus its resources on enhancing active transportation and transit facilities. This shift enables the City to prioritize improvements that expand options for pedestrians, cyclists, and transit users, fostering a more inclusive, sustainable transportation network that meets the needs of all residents and visitors.

The City also has a key opportunity to work closely with WSDOT on future planning and improvements for SR 305. This corridor, essential to Poulsbo's transportation system, presents both challenges and potential for growth. Recognizing its significance, the City has actively engaged with WSDOT to address challenges along SR 305 and identify strategies to ensure it continues to serve the community effectively.

As the City looks forward, it is poised to address future challenges and opportunities in ways that balance growth, connectivity, and safety. The following sections outline Poulsbo's vision and actionable steps for ensuring a resilient transportation network that will support the community's evolving needs.

## 4. Land Use Changes and Travel Forecasting

Travel demand on the transportation network is generated by the adjacent land uses. An inventory of existing and future land uses is the essential foundation for traffic growth forecasts and transportation planning for growth.

### 4.1 Land Use and Trip Generation Forecast

A strong relationship exists between land use and the transportation facilities necessary to provide mobility within the community. Land use and transportation influence one another. Future transportation improvements recommended in the Transportation Functional Plan have been defined to support the Land Use Element.

Poulsbo's future boundaries are defined by the Urban Growth Area (UGA) agreed to between the City and Kitsap County. **Figure 4-1** depicts existing land uses, current City Limits as well as the boundary of the UGA. This expanded area provides sufficient land for the city to realize its mandated growth target for the year 2044, for a total estimated population of 17,700 within the city limits and Urban Growth Area.

The base year (2023) and forecast year (2044) land use totals were compiled or estimated from a variety of sources, including data from PSRC, Kitsap County, and the City. While the forecast land use data is for the year 2044, it is based upon and consistent with the existing Land Use Element, buildable lands inventory, and countywide allocated growth targets.

To understand the transportation impacts of projected growth, Poulsbo uses a travel model that translates land use patterns into anticipated 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—to estimate trips based on the number of housing units and employees in each TAZ. By applying established relationships between land use types and trip generation, the model estimates the trips produced by each TAZ, which are then assigned to the roadway network. This allows the City to estimate anticipated traffic levels on each street during peak commute times and plan accordingly. The City's TAZs align with the TAZs from Kitsap County's updated travel demand model.

### 4.2 Travel Forecasting

To provide a framework for future transportation system needs, the plan must also consider the transportation needs of future growth. The GMA requires that the transportation planning horizon be at least 10 years in the future, and in the Puget Sound region, communities are encouraged to plan for at least 20 years. Based on this guidance, the City of Poulsbo selected a 2044 horizon year for the plan. Year 2044 provides a long-range look at the transportation system needed to support anticipated growth in the city and other communities in Kitsap County. Travel forecasts have been developed and analysis has been conducted for average weekday conditions during the PM peak hour. The weekday PM peak hour generally has the highest overall traffic volumes in the community and thus provides the basis for identifying capacity-related improvement needs.

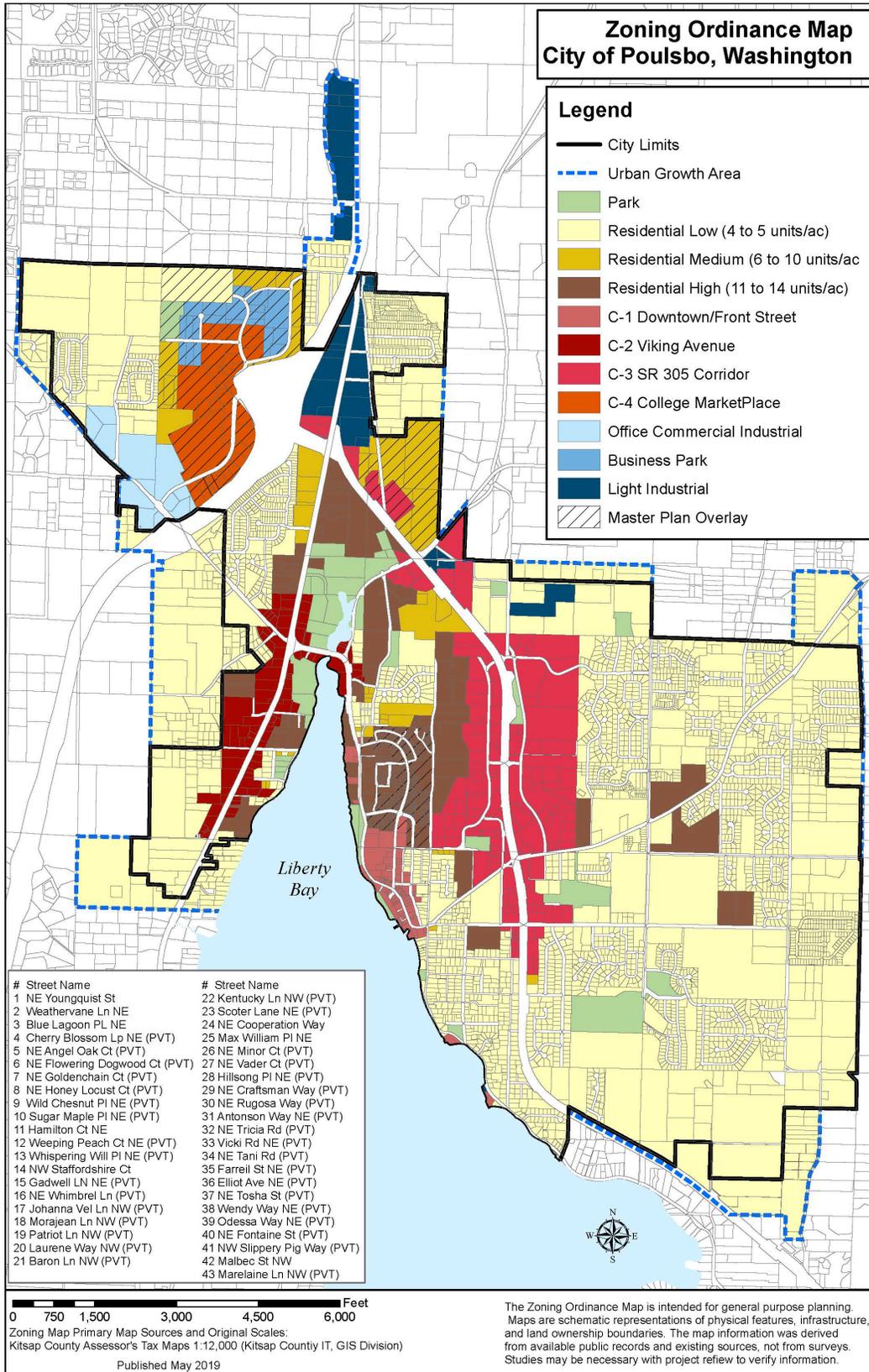


Figure 4-1. Existing (2019) Zoning Map

The primary analysis of 2044 travel forecasts were initially based on the following travel forecasting assumptions:

- Improvement projects identified and assumed in the City of Poulsbo's Transportation Improvement Program (TIP).
- PSRC's Regional Transportation Plan compilation of regional projects.
- City of Poulsbo land use plan that includes adopted growth projections.

Based on these assumptions, travel forecasts were developed using the City of Poulsbo's travel demand model. The model is a tool that is used to convert existing and future land uses into trips. Alternative roadway and intersection projects were then evaluated to understand the effect they would have on travel patterns within the study area and their ability to resolve existing and future deficiencies. The following provides an overview of the land use assumptions, travel demand model, and the alternatives analysis used in preparing the travel forecasts. The travel forecasts provide a technical basis for identifying the transportation improvement projects in the transportation systems plan.

## **4.2.1 Travel Demand Forecasting Process**

A travel demand forecasting model was developed to assist in defining future transportation system needs. The model was updated as part of the update to the Comprehensive Plan. The model uses the VISUM software package and forecasts weekday PM peak hour traffic volumes based on the 2044 land use forecasts. The model study area includes Poulsbo and parts of unincorporated Kitsap County.

The model was calibrated to match existing traffic counts and then used to develop a baseline 2044 traffic forecast. City and County transportation improvement projects likely to be funded and built by 2044 were included in the future baseline model. City projects City projects that are in design or construction or are recently built, as well as new developer-funded roadway identified in the City's 2016 Transportation Functional Plan Update. Kitsap County projects included any capacity-related transportation improvement projects identified in Kitsap County's Six-Year Transportation Improvement Program 2021-2026. The baseline projects were input into the travel demand model and the 2044 baseline forecasts were prepared. The 2044 baseline travel forecasts were used to determine where future deficiencies were likely to occur.

### **4.2.1.1 Alternatives Analysis**

Two growth scenarios were modeled for the 2044 Year condition. These growth scenarios correspond to the following alternatives evaluated as part of the Environmental Impact Statement for the overall Comprehensive Plan:

- Alternative 1 - No Action, Current Adopted Plan: This alternative assumes no changes to the future land use designations shown on the City's Land Use Map. There are no policy, zoning or regulation changes associated with this alternative. Under this alternative the additional growth in population by 2044 is forecasted to be 6,022 new people and the additional growth in employment by 2044 is forecasted to be 4,165 new jobs.
- Alternative 4 – Growth focused within SR 305 Corridor Center and increase to density in medium and high-density residential districts: This alternative would include increased growth along the SR 305 corridor and add increased densities to the City's Residential Medium (RM) and Residential High (RH) zoning districts. Residential Low zoning districts could remain the same as currently adopted. Under this alternative the additional growth in population by 2044 is

forecasted to be 7,961 new people and the additional growth in employment by 2044 is forecasted to be 4,100 new jobs.

Alternative 1 and Alternative 4 represent the “bookends” of growth evaluated in the Comprehensive Plan Environmental Impact Statement. Both alternatives were modeled to understand the potential impacts on the City’s transportation system. Assumptions included in the modeling and results of the modeling are included in **Appendix B**.

#### **4.2.1.2 Traffic Forecasts**

The results of the alternatives analysis show that LOS in the 2044 PM peak hour at city intersections are forecasted to be similar between alternatives. Therefore, to be conservative, the traffic forecasts developed for Alternative 4 were used to develop the framework for the recommended transportation network and ultimately the transportation systems plan. The resulting traffic forecasts were evaluated to identify the resulting LOS, reported in Section 5.

## 5. Year 2044 No Action

The No Action case for analysis of future conditions assumes conservatively that no new actions will be taken regarding transportation improvements, but that planned growth will occur. This No Action baseline scenario produced a forecast of overloads on numerous road segments.

### 5.1 Level of Service Standards

Multimodal LOS standards are required for active transportation facilities, locally owned arterials, and transit routes that serve urban growth areas to monitor system performance and help achieve the statewide goal of environmental justice. LOS standards establish the basis for the concurrency requirements in the GMA while also being used to evaluate impacts as part of the State Environmental Protection Act (SEPA). Agencies are required to “adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a transportation facility to decline below the standards adopted in the Transportation Functional Plan of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with development” (RCW 36.70A.070(6)(b)). Therefore, setting the LOS standard is an essential component of regulating development and identifying planned and needed improvements.

### 5.2 Roadway Network

#### 5.2.1 2044 Traffic Forecasts

The 2044 traffic forecasts were determined using the traffic modeling process described in Section 4.2. As noted, traffic demand is expected to increase approximately 53 percent in the Poulsbo area by 2044 compared to existing conditions. The primary source of new traffic volumes is expected to be rapid development adjacent to SR 305, west of Viking Avenue NE, and northwest of Finn Hill Road in the northwest corner of the City.

Approximately 36% percent of the forecasted growth along SR 305 is attributed to regional traffic that travels through the City without stopping and is not attributed to growth within the City limits.

##### 5.2.1.1 Impact on State Highways

State law requires each city’s Comprehensive Plan to identify impacts of planned growth on state facilities. The traffic forecast for buildout growth indicates that volumes on state highways will increase commensurate with the growth generated in Poulsbo and surrounding areas. The PM peak hour traffic forecasts from the City’s travel demand model were converted to ADT using an assumed ratio of approximately one PM peak hour trip per ten daily trips, based on existing counts. **Table 5-1** summarizes the increases in traffic volumes on the state routes within the City of Poulsbo.

**Table 5 1. Year 2044 Forecasted Average Daily Traffic on State Highways in Poulsbo**

	Roadway	Daily Volume (2023)	Forecasted Daily Volume (2044)	Total Growth (Volume / %)
1	SR 305 north of Hostmark	24,000	26,000	2,000 (7%)
2	SR 305, north of SR 307	38,000	46,000	8,000 (22%)
3	SR 307 at permanent traffic recorder (PTR) R096	18,000	21,000	3,000 (16%)
4	SR 3, north of SR 305	23,000	28,000	5,000 (21%)
5	SR 3, south of SR 305	33,000	39,000	6,000 (19%)

### 5.2.2 2044 Traffic Operations

Figure 5-1 displays the forecasted 2044 LOS performance at the study intersections. Detailed reports of LOS are available in Appendix C.

Similar to existing conditions, several intersections along SR 305 in Poulsbo are forecasted to operate below WSDOT’s current LOS standard of D in the year 2044 however some of the intersections do meet the City’s concurrency standards of LOS E for Major Arterials. As HSSs, SR 305 and SR 307 are not subject to City concurrency standards, and the City is not responsible for the regional traffic impacts that reduce the performance of the highway.

As discussed in Section 3.3.2, the 2016 Transportation Functional Plan Update identified intersections forecasted to operate below LOS standards. Although growth under the current Functional Plan Update is not expected to occur as rapidly as previously forecasted, the City will continue to maintain the adopted LOS F standard for the intersections listed in Table 5-2. This decision reflects the recognition that adding capacity at these locations is infeasible due to topography, critical areas or potential adverse impacts on community resources. While adopting LOS F as the standard, the City also recommends alternative mitigation measures to address these deficiencies.

**Table 5 2. City Intersections with Adopted LOS F Standard**

Intersection	Current Intersection Control
7th Avenue NE/NE Liberty Road	Stop-sign control
10th Avenue NE/Forest Rock Lane NE	Stop-sign control
Front Street NE/NE Torval Canyon Road	Stop-sign control
Front Street NE/Jensen Way NE	Stop-sign control
Front Street NE/Fjord Drive NW/NE Hostmark Street	Stop-sign control
NW Lindvig Way/NW Finn Hill Road /Viking Avenue NW	Signal

With the adopted LOS F standards shown above, all City owned intersections are forecasted to perform at or better than the adopted LOS standards. Therefore, no intersection or roadway capacity projects are required for the short or long-term project list for the Transportation Functional Plan.

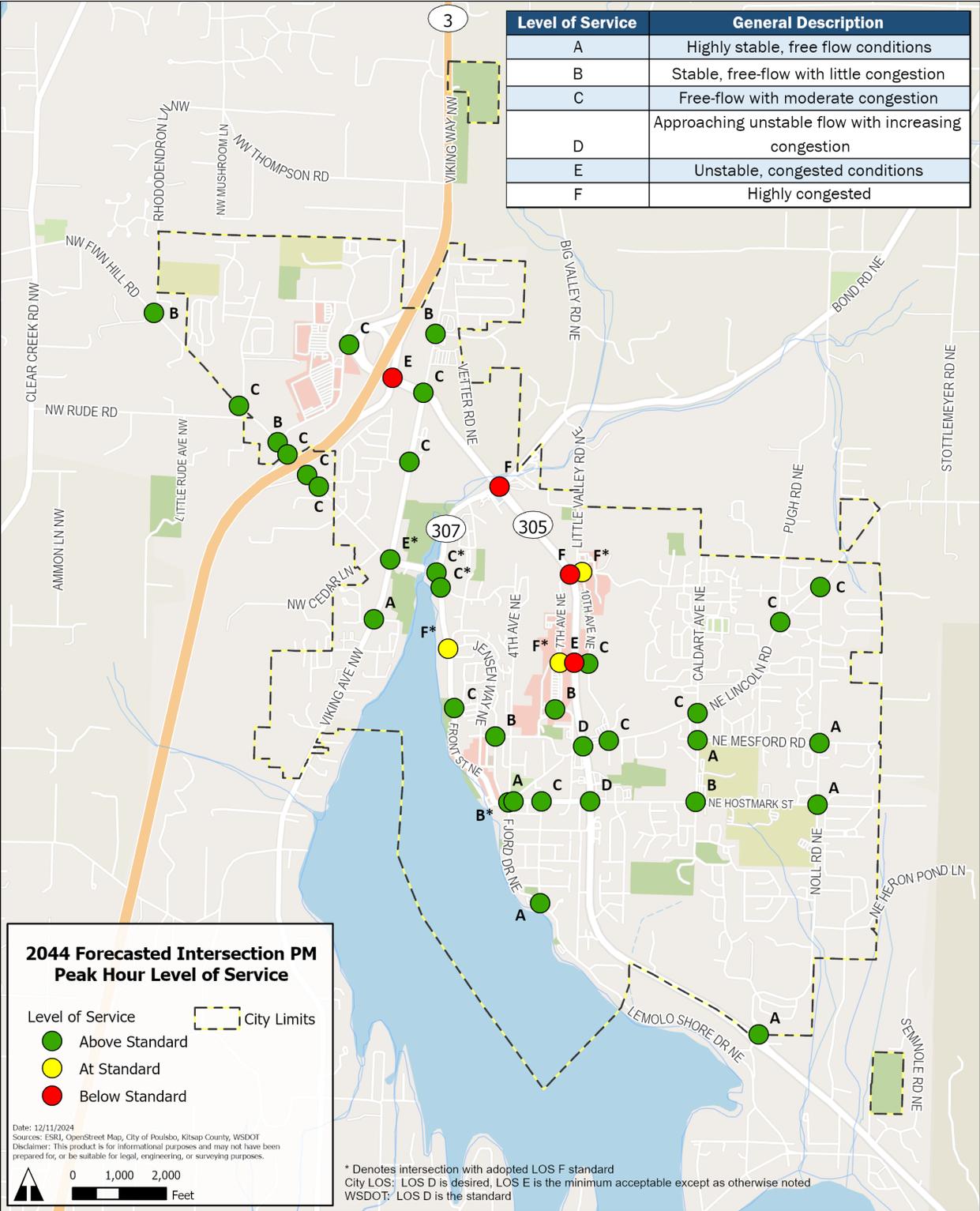


Figure 5-1. 2044 Weekday PM Peak Hour Intersection Level of Service

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 **Figure 5-1**, 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.

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.

## 5.3 Active Transportation

### 5.3.1 Active Transportation Level of Service

Unlike roadway standards that are capacity-based, the City has established LOS standards for active transportation facilities that recognize the primary objective of providing a complete active transportation network that allows people to safely walk or bike between destinations in Poulsbo, providing separation from vehicle traffic where needed.

The Active Transportation Priority Network has been identified as part of the City's Complete Streets Plan. Active transportation LOS standards are applied to Active Transportation Priority Network. The active transportation LOS standards shown in **Table 5-3** emphasize system completion of sidewalks, bicycle facilities, pathways, or multiuse trails on arterial and collector roadways, or along off-street corridors. The LOS designations are shown in green, yellow, and red.

The active transportation LOS is based primarily on (1) the presence or absence of active transportation facilities (e.g. sidewalks, bicycle lanes, trails, etc.) and (2) whether these facilities meet the City's Complete Street Standards. The Active Transportation LOS methodology relates closely to the bicycle and pedestrian Level of Traffic Stress (LTS) analysis done as part of Complete Streets Plan.

The best LOS for active transportation, indicated by the green standard, would provide active transportation facilities that meet the City's adopted Complete Streets Standards for roadways in the Active Transportation Priority Network. The yellow LOS standard, which meets the basic needs for safe walking or biking around the city, requires sidewalks or paved shoulders protected by raised curbs on one side of the street. Incomplete or missing pedestrian facilities would fall into the red category and not satisfy the City's LOS for walking.

In addition to the presence of active transportation facilities along the Active Transportation Priority Network, the City also emphasizes the importance of safe routes to schools on local roads within 2 miles of primary, middle, and high schools. The City also recognizes the importance of safe pedestrian crossings, not only along but across corridors. Particularly downtown and within one-half mile of schools, the City is looking to provide enhanced crossings at regular intervals.

**Table 5-3. Active Transportation Level of Service Overview**

LOS	Within Complete Streets Network
Green	Meets City’s Complete Street standards
Yellow	Facilities exist but do not meet City’s Complete Streets standards and/or active transportation goals (e.g., narrow sidewalk, shoulder only [ $\leq$ 5 feet wide], or sidewalk on one side of the street when standards call for both sides); bike facilities exist but may not meet Complete Streets standards. New development, infill, and subdivisions shall work with the City to meet or partially meet Complete Streets Active Transportation standards for new development projects, as determined by the City Engineer.
Red	No facilities exist

\* A pedestrian facility includes sidewalks and shoulders protected by a raised curb.  
 \* Bicycle facilities, lowest level to highest level of treatment: shared; bike lanes; buffered bike facility; separated trail bike facilities

### 5.3.2 Active Transportation Operations

Current active transportation conditions, shown in **Figure 5-2**, show several locations that fall below the City’s established minimum LOS standard of (yellow) for its active transportation network. These standards, set according to criteria in Table 5-3 and the Complete Streets Plan, guide investment priorities to improve the network. With anticipated increases in development density and active transportation travel by 2044, capacity improvements will be essential to prevent further degradation and ensure the network meets LOS standards.

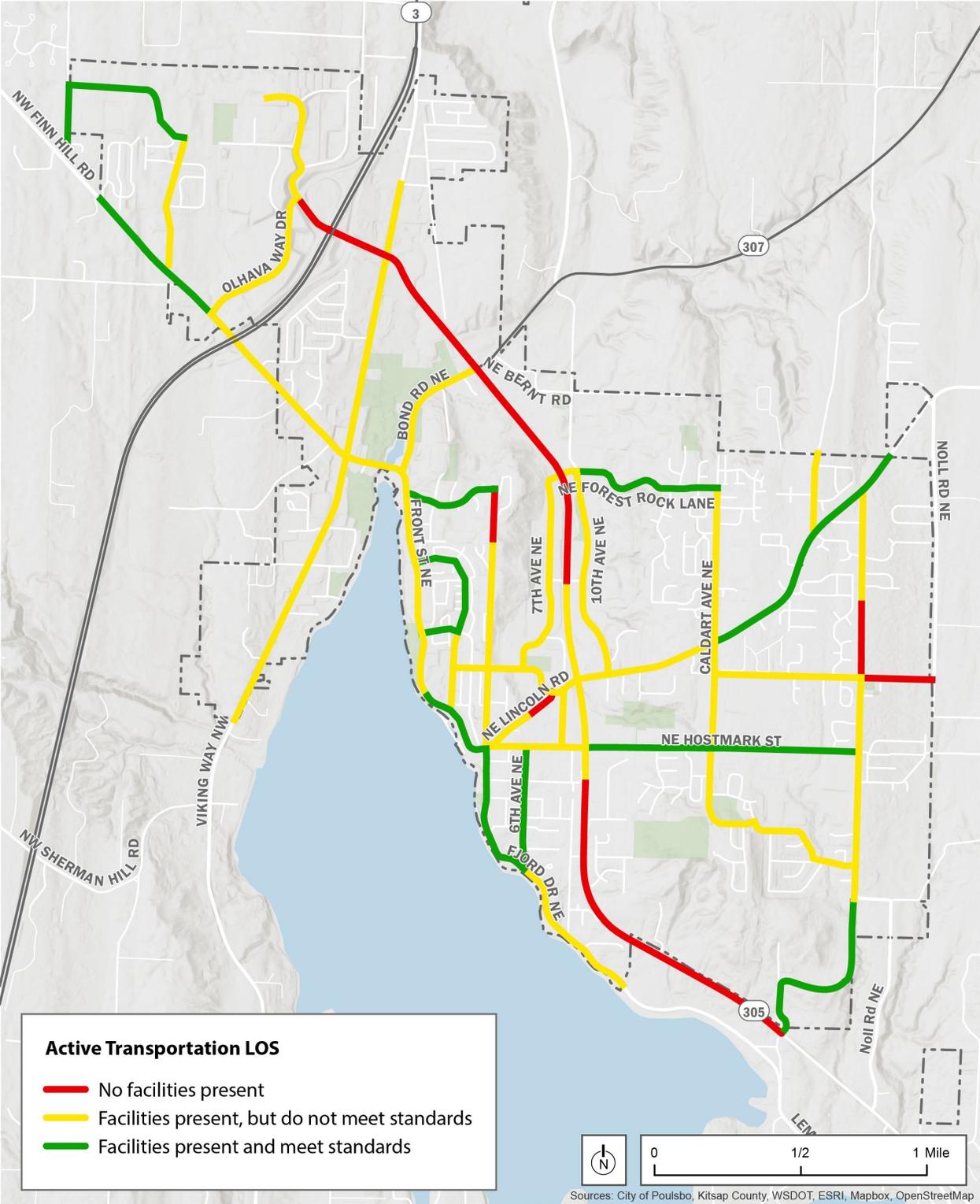


Figure 5-2. Active Transportation Priority Network Level of Service

## 5.4 Transit

### 5.4.1 Kitsap Transit's Long Range Plan

The City of Poulsbo is one of 34 communities that have been designated an HCT community by PSRC. As the region's transit system grows, these 34 communities play an increasingly important role as hubs to accommodate regional employment and population growth. Within Poulsbo, Kitsap Transit is planning on the following improvements:

#### 5.4.1.1 SR 305 Corridor

Kitsap Transit is planning for High-Capacity Transit (HCT) service along the SR 305 corridor, providing an opportunity to greatly expand transit options for Poulsbo residents to ride transit to destinations throughout Kitsap County and the greater Puget Sound region. Kitsap Transit is also planning for additional park and rides along the SR 305 corridor.

Kitsap Transit's long-range transit plan recommends several capital upgrades on the SR 305 corridor to support the future HCT service. The recommended upgrades include transit signal priority, pedestrian access improvements to make it easier for people to get to bus stops on SR 305, and enhanced station-like bus stops with features like real-time arrival displays, elevated platforms for level boarding, and offboard fare collection to speed up boarding time.

#### 5.4.1.2 Additional Transit Improvements with Poulsbo

Additionally, Kitsap Transit is planning for new on-demand ride zones as part of their long-range transit plan. Kitsap Transit's on-demand ride services respond when requested by people living in several parts of Kitsap County. This service is a cost-effective way to provide mobility in less-dense parts of Kitsap County, where there are too few people or jobs for a fixed-route bus to be effective.

Kitsap Transit has also identified Poulsbo as the location for a new multimodal hub. Multimodal hubs connect many modes of travel, such as walking, biking, bus, micro transit, vanpools and carpools, ferry, or e-hailing services.

### 5.4.2 Jefferson Transit's Transit Development Plan

Jefferson Transit has Transit Development Plans (TDPs) for the years 2024-2029. Jefferson Transit's TDP does not identify any specific service or capital improvements within the City of Poulsbo during this time frame.

### 5.4.3 Transit Level of Service

Transit operations are out of the City's direct control, but Poulsbo can still aim to create corridors that are welcoming to transit. The City can improve the transit user's comfort and safety by providing the following:

- Improved Street lighting.
- Right-of-way for bus shelters and benches or requiring installation of transit facilities as a condition of private development.
- Safe routes for accessing transit stops.

Poulsbo’s transit LOS is defined based on the amenities, access, and service frequencies discussed above. Poulsbo’s measurement of transit LOS is summarized in **Table 5-4**. The City can achieve the green LOS standard identified in Table 5-4 by providing a high level of the transit-supportive amenities at major stops, installing sidewalks and marked crosswalks at all stops, and encouraging and permitting housing and employment densities that support frequent, all-day transit service, including Kitsap Transit’s planned SR 305 bus rapid transit service. The yellow standard, which the City adopts as its minimum target, includes some transit stop amenities, sidewalks, and marked crosswalks at some stops.

**Table 5-4. Transit Priority Corridor Level of Service Overview**

LOS	Transit Stop Amenities	Pedestrian Access
Green	High level	Sidewalks and marked crosswalks serving stops
Yellow	Some amenities	Sidewalks and marked crosswalks serving some of the stops
Red	Few or no amenities	General lack of sidewalks or marked crosswalks

## 6. Year 2044 Build (With Improvements)

Poulsbo envisions a future transportation system that serves all users and modes of travel by offering a safe and robust network of walkways, bicycle facilities, intersections, and roadways that connect neighborhoods and provide access to transit. This section describes Poulsbo’s vision for its future transportation network and the infrastructure improvements that will get the City there.

This section describes Poulsbo’s vision for its future transportation network and the infrastructure improvements that will support that vision. Most of the identified improvements prioritize developing a “Complete Streets” transportation network, which focuses on accommodating all modes of travel rather than expanding vehicular capacity.

Most of the improvements identified in this section are focused on the development of a “Complete Streets” transportation network, which focuses less on providing vehicular capacity and more on accommodating all modes of travel. There are no proposed roadway capacity projects in this plan because, based on the City standards outlined in this document and the roadway capacity projects completed over the past decade, Poulsbo’s transportation system is forecasted to provide adequate vehicle capacity through 2044. Therefore the future projects proposed in this plan focus on maintaining current infrastructure and providing safer and more complete facilities for walking, bicycling, and riding transit to improve access and mobility for all road users.

The plan is based upon an analysis of the existing transportation system (Section 3), forecasts of future travel demand (Section 5.2), the anticipated availability of resources, and Poulsbo’s commitment to creating an efficient transportation system that serves all modes of travel. The plan builds upon the City’s policies and standards and provides a detailed framework to achieve Poulsbo’s transportation goals and vision.

The transportation systems plan focuses on three components of the transportation system:

- Roadway network improvements, safety, maintenance, and connectivity.
- Active transportation facilities.
- Public transit and travel demand management.

### 6.1 Roadway Network Improvements

#### 6.1.1 Future Local Streets and Connectivity

Several new roadways, developer driven and funded, are proposed to be added to the system by 2044, as shown in **Figure 6-1**, in Section 6.4.1. These new connections are critical for the orderly development of growth areas<sup>5</sup>, serving two primary purposes:

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<sup>5</sup> Per Transportation Policy TR-6.2: Connectivity throughout the City is achieved through the Transportation Map’s Figure TR-3 2044 New Roadway Segments Map and PMC 17.80.060, and purpose is to 1) achieve redundant and efficient routes and connections within and throughout the city and 2) to provide superior emergency vehicle response time by providing multiple access to City’s neighborhoods and commercial areas. The 20-year conceptual alignments identified in Figure TR-3 are based upon best available planning and technical analysis at the time of transportation functional plan development. Future roadways depicted on Figure TR-3 should avoid pre-existing occupied structures, public parks, designated and protected open space areas and tracts. Actual alignments and construction of new roadways may vary based upon topography, natural and built environment, technical final engineering

1. **Providing access** to developing land parcels.
2. **Improving circulation** within larger subareas to enable more direct travel paths for all users.

An essential benefit of these new roads is their role in reducing emergency response times. Without these connections between neighborhoods, some areas could face significantly longer response times for first responders, potentially leading to serious consequences during emergencies.

The new roadways will be constructed as development occurs and will be entirely funded by developers. As such, these projects are not included in the City's funded capital projects list.

### **6.1.2 Intersection Control Requirements**

Intersections are an important part of roadway design and function. Intersection control choice requires consideration of all potential users of the facility, including drivers of motorcycles, passenger cars, heavy vehicles of different classifications, public transit, and bicyclists and pedestrians. When new intersection control is needed, the City will evaluate the compatibility of different intersection control types, including roundabouts, with respect to context, modal priority, intersection design vehicle, and the identified balance of performance needs. Traffic signals must meet signal warrants per the Manual on Uniform Traffic Control Devices. The necessity for and location of intersection improvements will be established at the time development occurs.

### **6.1.3 Street Maintenance Program**

To maximize the use and efficiency of the existing and future transportation infrastructure, the City will continue with a comprehensive, systematic street maintenance program. The program will evaluate arterials and local roadways for pavement condition, signage, sight distance restrictions (such as vegetation blocking sight lines), and neighborhood safety impacts. Traffic control devices, including traffic signals, should be monitored and serviced regularly. As needed, the program will also be used to evaluate speed limits based on functional classification, design, and roadway conditions. To assure that the existing and future transportation infrastructure is preserved in a cost-effective manner, the City will allocate annual budget resources to maintaining existing infrastructure.

### **6.1.4 Roadway Design Standards**

The City of Poulsbo adopted Roadway Standards set specific and consistent road design elements. The standards include items such as right-of-way needs, pavement width, type and width of pedestrian and bicycle facilities, and roadway and intersection radii. The standards also provide requirements for the location and installation of utilities within the right-of-way.

The standards support the City's goals in providing adequate facilities to meet the mobility and safety needs of the community as well as complying with storm water management, sensitive areas, and other regulations. The standards are intended to assist design professionals and developers for all new and reconstructed roadways and right-of-way facilities, both public and private, within the city.

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*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.*

## 6.2 Active Transportation Improvements

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. Past partners include Washington State Recreation and Conservation Office (RCO); the Rivers, Trail, and Conservation Assistance Program; the Kitsap Health District; the Great Peninsula Conservancy; the Cultural Arts Foundation of the Northwest; North Kitsap Trails Association; West Sound Cycling Club; and Kitsap Volkssporters.

The Complete Streets Plan identified a set of high-priority Active Transportation projects. These projects are shown in **Figure 6-1** in section 6.4.1. 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. Complete Streets improvements recommended along SR 305 are discussed in Section 6.4.2 and shown in **Figure 6-3**. Greater details on existing and planned active transportation facilities are provided in the City's Complete Streets Plan.

## 6.3 Public Transportation Improvements

To provide viable transportation alternatives, the City of Poulsbo recognizes the importance of transit and travel demand management programs. In general, these programs build on regional programs and plans with some refinements to reflect the specific needs of the City.

### 6.3.1 Public Transportation

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.

As part of its Complete Streets Plan, the City is focused on improving multimodal connections to transit and prioritizing projects that remove barriers to people walking, rolling, cycling, or using transit. Close coordination with Kitsap and Jefferson Transit will be necessary to ensure that Complete Streets improvements (see **Figures 6.1** and **6.2**) along existing transit routes (see **Figure 3.13**) support transit service and enhance access to transit for people living in, working in, and visiting Poulsbo.

Robust local transit options and active transportation access improvements that connect Poulsbo neighborhoods to bus service on SR 305 will be critical components to facilitating reliable access to these regional transit investments.

Service cuts are likely to hurt public transit as an attractive travel mode, so the City should closely monitor these developments and advocate for its desire to maintain quality service. Additionally, infrequent or poorly timed service connections might further dissuade residents from using transit if it does not provide a fast and reliable trip compared with auto travel. While Poulsbo cannot control transit service levels, the City's land use vision is designed to create a supportive environment for transit.

### 6.3.2 Transportation Demand Management

In addition to potential future increases in transit service, transportation demand management (TDM) programs can support the mobility needs of the community. TDM programs target travel behavior rather than transportation infrastructure. These programs should be coordinated with Kitsap Transit,

Kitsap County, and PSRC to provide a broader basis for reducing single-occupant vehicle travel and expanding alternative transportation choices.

TDM strategies are typically most effective in denser and larger urban settings. However, TDM program strategies coordinated with regional agencies can provide alternatives for residents and employees within Poulsbo.

In addition to the TDM strategies listed below, PMC 14.04.100 designates TDM as a mitigation measure for developers whose projects affect intersections operating at an adopted Level of Service (LOS) F. Mitigation measures may include enhancements such as adding transit and non-motorized facilities.

#### **6.3.2.1 Flexible/Alternative Work Schedules**

Flexible work schedules allow employees to adjust start and end times to accommodate carpools, vanpools, or transit options. Alternative work schedules may be used to reduce the number of days an employee commutes during peak travel periods. These programs help reduce the need for adding capacity to highways and arterials and reduce the levels of peak hour congestion.

#### **6.3.2.2 Telecommuting**

The use of telecommunications technology can allow some employees to work from home. This reduces the need for travel to or from a work site for some weekdays.

#### **6.3.2.3 Site and Street Design**

Sidewalks and/or other hard-surface pathways that connect a development to adjacent pedestrian and bicycle facilities shall be provided when feasible. Pathways should incorporate pedestrian scale lighting and provide reasonably direct pedestrian access between arterials or collectors and existing or future transit stops. Transit shelters should be considered along arterial streets where the number of transit riders or service frequency warrants them.

## 6.4 Near- and Long-Term Projects

This section identifies projects that will support implementation of the City's transportation vision. Collectively, this program adds up to approximately \$65.5 million in transportation projects to be constructed over the next few decades. Projects are planned across two time frames. The Six-Year (near-term) List represents years 0 to 6 (2024–2030) and is financially constrained to only those projects that could realistically receive funding over the next 6 years.<sup>6</sup> The Twenty-Year (long-term) List reaches out to the 20-year time horizon (through 2044) and includes unfunded projects that may stretch beyond this time period.

Planning-level project cost estimates have been prepared to determine the magnitude of transportation investments needed over the life of the plan.

### 6.4.1 City Projects

**Table 6-1** describes the Six- and Twenty-Year Project Lists, and **Figure 6-1** and **Figure 6-2** display the locations of these projects around the city. 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 Pousbo residents and leverage outside funds to the greatest extent possible. The full set of projects would 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 and intersection improvements.
- Safety improvements.
- Complete Streets and active transportation projects.
- New roads (developer initiated and funded).

The Complete Streets Plan and ADA Transition Plan will inform the sequence of projects for the Sidewalk Program and ADA Transition Plan Program, respectively, undertaken in both the 6- and 20-year time horizons. No projects are identified to maintain LOS because all local streets are forecast to operate within the City's adopted LOS standards. However, changes to intersection control at several local intersections have been identified to help improve safety.

Projects included on the Six-Year Project List are considered priorities that the City would move forward in the near term should funds become available. These projects provide a starting point for the City in developing its financially constrained Six-Year CIP, which is updated every 2 years, and its annually updated Six-Year TIP. The projects are developed based on more updated knowledge related to project feasibility and funding availability.

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<sup>6</sup> It should be noted that it is unlikely that all of the projects on the 6-year list would receive funding. However, at this time, it is uncertain which ones will move forward in the near term and which will not. All of these projects are high-priority projects that the City would move forward with if funds are available.

The Twenty-Year Project List also represents important projects, but these projects tend not to have identified funding. While the scope of the 20-Year Project List exceeds revenues from exclusively City sources over the next few decades, it has been sized to fit within reasonable assumptions for grants and other outside funding sources.

The expected City contribution noted in **Table 6-1** includes anticipated grant funds. It is recognized that the availability of outside funds is not always predictable. As a result, the projects included in the Six- and Twenty-Year Project Lists could be advanced should funding become available.

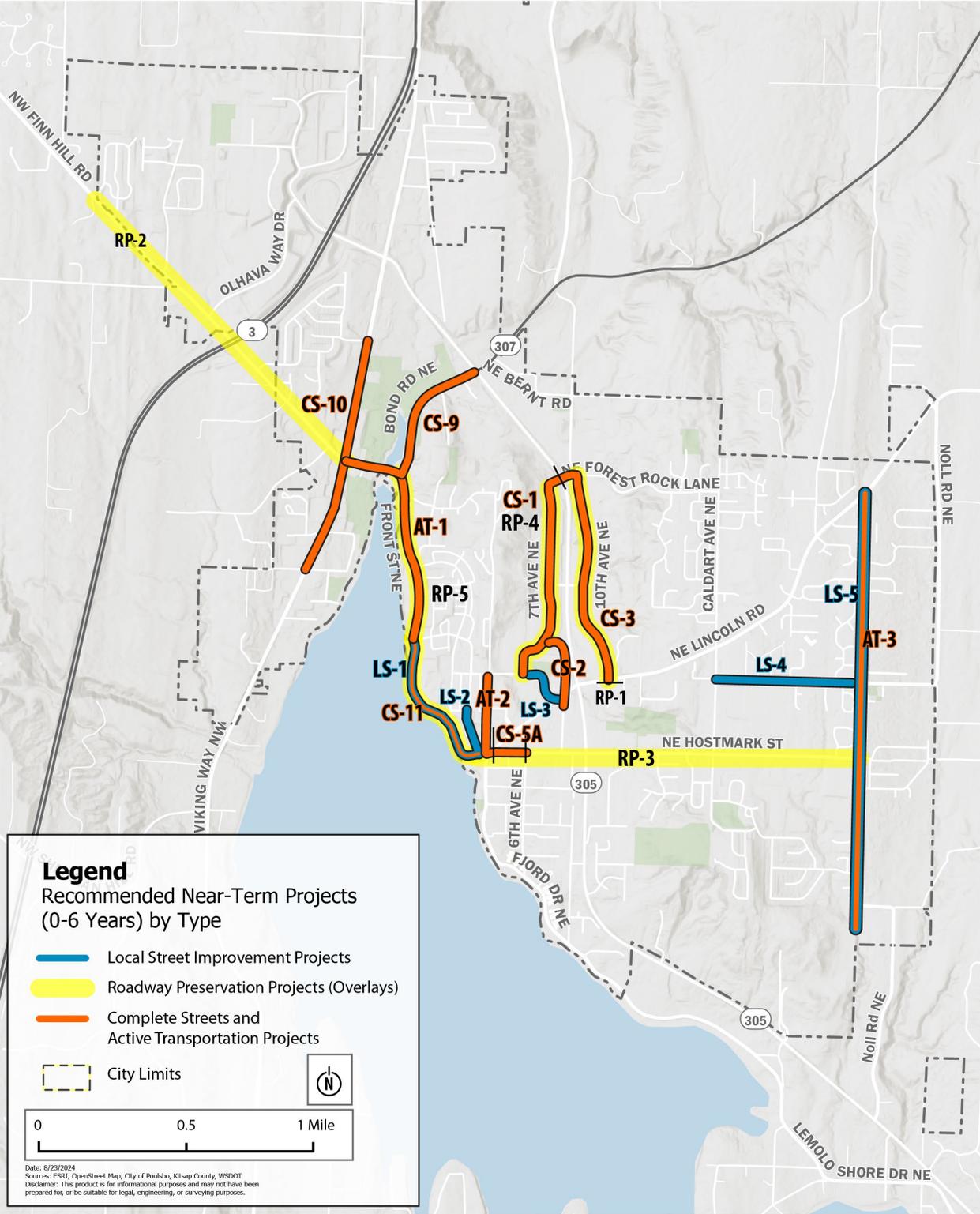


Figure 6-1. Near-Term (0 to 6 Years) Transportation Improvement Projects

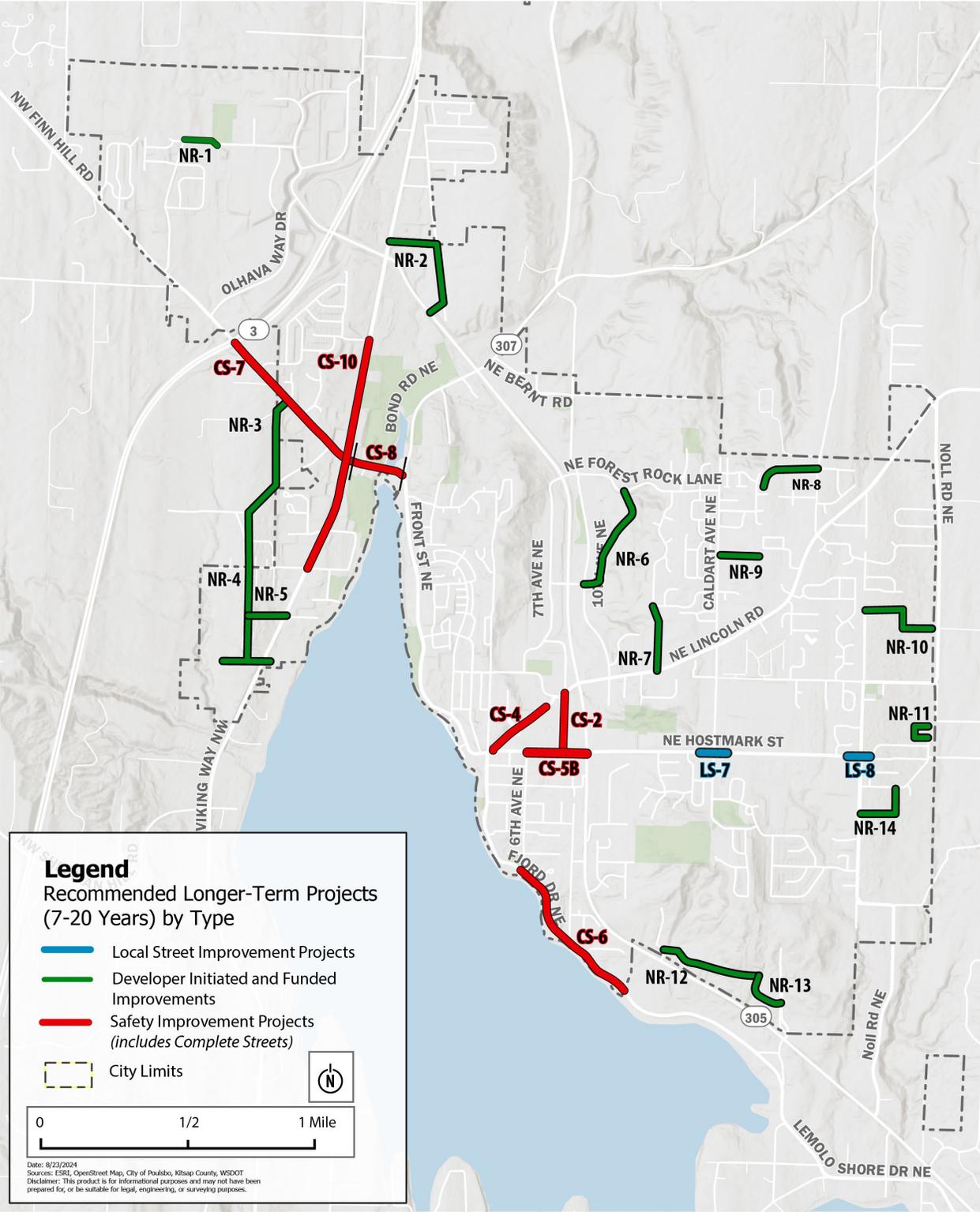


Figure 6-2. Longer-Term (7 to 20 Years) Transportation Improvement Projects

**Table 6-1. Six- and Twenty-Year Project Lists**

Projects		Benefit to Poulsbo	Total Cost
<b>Near Term (0- to 6-year) Projects (City-led projects)</b>			
<i>Roadway Preservation Projects</i>			
<b>RP-1</b>	10th Avenue Overlay	Maintains City’s investment in roads and improves ADA facilities	\$885,000
<b>RP-2</b>	Finn Hill Overlay	Maintains City’s investment in roads	\$960,000
<b>RP-3</b>	Hostmark Overlay	Maintains City’s investment in roads	\$820,000
<b>RP-4</b>	7th Avenue Overlay	Maintains City’s investment in roads	\$800,000
<b>RP-5</b>	Front Street Preservation	Maintains City’s investment in roads, traffic calming improvements	\$3,740,000
<b>RP-6</b>	Local Neighborhood Road Maintenance Program	Maintains City’s investment in roads	\$1,440,000
<b>RP-7</b>	Citywide Pavement Restoration	Maintains City’s investment in roads	\$500,000
<i>Local Street Improvements</i>			
<b>LS-1</b>	Front Street Improvements	Maintains City’s investment in roads, traffic calming, pedestrian enhancements and pavement reconstruction	\$5,930,000
<b>LS-2</b>	3rd Avenue – Moe to Hostmark	Improves pedestrian safety, access and reduce street maintenance costs	\$3,884,000
<b>LS-3</b>	8th Avenue Realignment (near NE Lincoln Road)	Improves safety and traffic operations	\$6,860,000
<b>LS-4</b>	Mesford Avenue Improvements	Improves pedestrian safety and access within school zone	\$1,900,000
<b>LS-5</b>	Noll Road Corridor Improvements – Phase III	Increases roadway capacity and improves safety	\$4,130,000
<b>LS-6</b>	Transportation Demand Management	Improve intersection control, reduce speeds and other improvements	\$50,000
<i>Safety Improvements</i>			
<b>S-1</b>	ADA Curb Ramp Upgrades	Improve pedestrian safety, access, and accommodation for all users	\$100,000
<b>S-2</b>	Fjord Drive Traffic Calming	Maintains City’s investment in roads	\$1,800,000
<i>Complete Streets<sup>1</sup> and Active Transportation Projects</i>			
<b>AT-1</b>	Liberty Bay Waterfront Trail	Enhance active transportation connectivity between Anderson Parkway and Fish Park	\$4,400,000
<b>AT-2</b>	4th Avenue Sidewalks	Improve active transportation facilities	\$950,000
<b>AT-3</b>	Noll Road Shared Use Path	Improve active transportation facilities	\$1,530,000
<b>CS-11</b>	Front Street (NE Sunset Street to 8th Avenue NE)	Improve bicycle safety, access, and accommodations	\$27,000

Table 6-1. Six- and Twenty-Year Project Lists (continued)

	Projects	Benefit to Poulsbo	Total Cost
CS-1	7th Avenue Improvements (SR 305 to NE Iverson Street)	Improve active transportation facilities on parallel north-south route to SR 305	\$207,000
CS-3	10th Avenue Improvements (NE Forest Road Lane to NE Lincoln Road)	Improve active transportation facilities on parallel north-south route to SR 305	\$183,000
CS-5A	NE Hostmark Street: Phase 1 (Fjord Drive NE to 6th Avenue NE)	Improve active transportation facilities	\$367,000
CS-9	Bond Road NE (NW Lindvig Way to SR 305)	Improve active transportation facilities	\$1,175,000
CS-10	Viking Avenue NW (NW Liberty to NW Stendahl Ct)	Improves active transportation facilities, access, operations & safety, and accommodation for all users	\$11,250,000
<b>Longer Term (7- to 20-year) Projects – (City-led projects)</b>			
<b>Roadway Preservation Projects</b>			
RP-5	Local Neighborhood Road Maintenance Program	Maintains City’s investment in roads (Note – also in short term list as RP-5)	\$3,740,000
<b>Local Street Improvements</b>			
LS-7	Hostmark at Caldart	Mini roundabout to improve operations and safety	\$2,141,000
LS-8	Noll Road at Hostmark	Mini roundabout to improve operations and safety	\$2,141,000
<b>Safety Improvements</b>			
S-3	Citywide Safety Improvements	Improve pedestrian safety, access, and accommodation for all users	\$500,000
S-4	ADA Curb Ramp Upgrades	Improve pedestrian safety, access, and accommodation for all users	\$250,000
CS-2	8th Avenue Improvements (NE Lincoln Road to Hostmark)	Improve active transportation facilities on parallel north-south route to SR 305	\$3,462,000
CS-4	NE Lincoln Road (NE Iverson Street to NE Hostmark Street)	Improves active transportation facilities	\$1,540,000
CS-5B	NE Hostmark Street: Phase 2 (6th Avenue NE to SR 305)	Improves active transportation facilities	\$2,207,000
CS-6	Fjord Drive NE (6th Avenue NE to 9th Avenue NE)	Improves active transportation facilities	\$645,000
CS-7	NW Finn Hill Road (Olhava Way NW to Viking Avenue NW)	Extends existing Finn Hill shared-use path to Viking Avenue	\$666,000

Table 6-1. Six- and Twenty-Year Project Lists (continued)

Projects		Benefit to Poulsbo	Total Cost
<b>CS-8</b>	NW Lindvig Way (Viking Avenue NW to Bond Road NE)	Improves active transportation facilities across Dogfish Creek	\$700,000
<b><i>New Roads – Developer Funded Projects</i></b>			
<b><i>Not included in City's CIP/TIP and overall cost estimates</i></b>			
<b>NR -1</b>	NW Reliance Street Extension	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$1,500,000
<b>NR-2</b>	Vetter Road Extension (Currently under construction)	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$0
<b>NR-3</b>	New Road “K”	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$6,350,000
<b>NR-4/5</b>	New Road “M” (Currently under construction)	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$0
<b>NR-6</b>	New Road “N”	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$5,250,000
<b>NR-7</b>	12 <sup>th</sup> Avenue Extension	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$2,400,000
<b>NR-8</b>	NW Outlook Way Extension	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$1,760,000
<b>NR-9</b>	Laurie Vei Extension (partially completed)	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$1,000,000
<b>NR-10</b>	New Road “O” (partially completed)	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$1,300,000
<b>NR-11</b>	N/S Connection to be determined at time of site-specific subdivision proposal	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$450,000
<b>NR-12</b>	New Road “P”	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$3,425,000
<b>NR-13</b>	Sunrise Ridge Avenue Extension	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	\$1,600,000
<b>NR-14</b>	N/S Connection to be determined at time of site-specific subdivision proposal	Provides access to developing land parcels and provides for efficient circulation and improved emergency access	TBD

1. Complete Streets project numbering corresponds to Complete Streets Plan

## 6.4.2 Recommended Non-City Projects

### 6.4.2.1 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 and SR 307, both HSSs. The City coordinates with WSDOT and provides input on potential roadway projects on SR 305 and SR 307, but the State ultimately has control of this corridor.

#### SR 305 Corridor Improvements

SR 305 is the City's major north-south corridor. The City has recommended a series of improvements along SR 305 to improve safety and active transportation mobility. These improvements are important and critical to the City's growth center designation of the SR 305 Corridor, consistent with the Kitsap Countywide Planning Policies and PSRC Regional Growth Strategy. The recommended improvements can be summarized into four general types of treatments:

- **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** that address active transportation users 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 to the 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.
- **Signal improvements** along SR 305 are required as mitigation of the Oslo Bay Apartments Development. Improvements include replacing the signal controllers at all signalized intersections along the corridor, as well as replacing the existing vehicle detection system and providing fiber optic interconnect between the intersections of SR 305/SR 3 NB on-ramp and

SR 305/Forest Rock Lane. Additional desired improvements in the future include replacing the vehicle detection system and providing fiber optic interconnect at the intersections of SR 305/Liberty Road, SR 305/Lincoln Road and SR 305/Hostmark Street.

**Figure 6-3** below provides an overview of the recommended improvements for SR 305. The City has been coordinating with WSDOT staff regarding these recommended projects along SR 305 and will continue to do so into the future. More details about these projects can be found in the Complete Streets Plan.

#### **6.4.2.2 Improvements through New Development**

Projects NR-1 through NR-14 in **Table 6-1** are new roads providing circulation into and through subdivisions, which will be constructed by developers to City standards as part of site obligations. These new roads are an important part of the future transportation plan, even though their cost does not appear in the public finance plan. It is important to identify these roads in the transportation plan to ensure that new developments when they occur are properly coordinated with those roads and provide for their respective portions of such roads. Developers will provide 100% of the new road projects needed into and through new subdivisions. These new roads are also identified as Figure TR-3 in the 2024 Comprehensive Plan

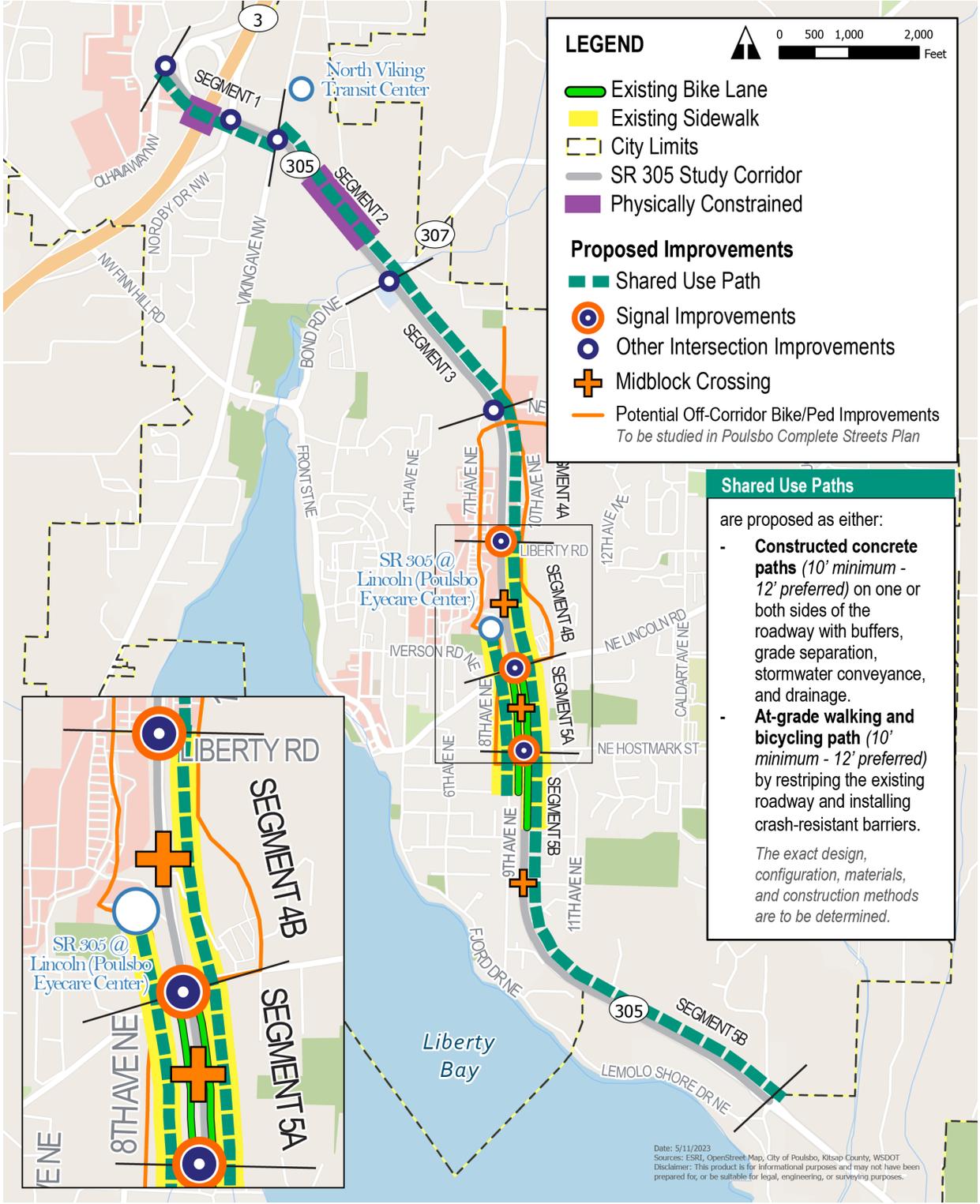


Figure 6-3. Recommended Projects – SR 305

## 7. Finance and Implementation Strategies

The transportation improvement projects must be funded and implemented to meet existing and future travel demands in and around the City of Poulsbo. A summary of project costs and a strategy for funding the projects over the life of the plan are presented. In addition, implementation strategies are discussed, including continuing coordination with WSDOT and other agencies to prioritize and fund improvements along SR 305. Other strategies call for monitoring and refining City development regulations, such as the concurrency and traffic impact fee programs to ensure development does not out pace transportation system investments. The implementation plan provides the framework for the City to prioritize and fund the improvements identified in the transportation systems plan.

The Transportation Functional Plan is a living document and serves as the blueprint for transportation in Poulsbo over the next several years. Several implementation steps should be initiated over the next couple of years to determine whether changes are needed, or to reaffirm a particular strategy.

### 7.1 Overview of Costs

A key GMA planning requirement is the concept of fiscal restraint in transportation planning. A fiscally constrained Transportation Functional Plan must first allow for operation and maintenance of existing facilities and then capital improvements. To introduce fiscal constraint into the Transportation Functional Plan, an inventory of revenues and costs was undertaken to identify funds that are likely to be available for capital construction and operations.

The proposed Transportation Functional Plan for the City of Poulsbo contains a variety of projects that will likely cost the City approximately \$65.5 million over 20 years. **Table 7-1** summarizes the costs of the major of transportation improvements. The Transportation Functional Plan focuses on capital projects that will complete the City’s vision for an efficient multimodal transportation system. The Transportation Functional Plan also includes ongoing pavement maintenance to ensure that the roadway network is kept in good condition.

**Table 7-1. City Costs of Poulsbo Transportation Functional Plan (20 years)**

Project Needs	Description	Total
Roadway preservation	Overlay and pavement repair	\$9,145,000
Auto and freight priority	Local street improvements	\$25,000,000
Safety improvements	ADA and spot safety improvements	\$2,650,000
Complete Streets and Active Transportation	Complete Streets Plan and other active transportation projects	\$28,664,000

### 7.2 Funding Strategy

The City of Poulsbo uses a number of fees and tax revenues to assist in constructing and maintaining their transportation facilities. Funding sources include outside sources and grants, general City funds, real estate excise taxes, transportation benefit district funds and impact fees.

Developer mitigation could be in the form of transportation impact fees (TIFs), SEPA mitigation, or construction of frontage and/or offsite improvements. Other agencies, such as WSDOT, are expected to share in the cost of state highway improvements to meet regional transportation needs.

The City identified the most appropriate potential funding sources for each of the improvement projects. While it is unlikely that implementation of the Transportation Functional Plan projects will actually match the City’s funding assumptions at a project-by-project level, this process does provide for a reasonable estimate of anticipated revenues needed for the overall capital improvement program. It also establishes a level of funding needed through TIFs and other developer mitigation. **Table 7-2** identifies the anticipated funding sources for transportation projects in the city through 2044.

**Table 7-2. Costs of Poulsbo Anticipated Transportation Funding Sources (20 years)**

Funding Sources	Total
City funding, including transportation impact fees	\$34,000,000
Transportation Benefit District	\$5,000,000
Grants (state and federal)	\$24,500,000
Real Estate Excise Taxes (REET)	\$2,000,000
<b>Total</b>	<b>\$65,500,000</b>

### 7.2.1 Grants and Other Agency Funding

The funding program identifies approximately \$24.5 million in funding from grants or contributions by other agencies. This represents 26.8% of the City’s estimated capital transportation improvement program costs. Grant revenue is expected to help fund complete street, safety, and active transportation improvements in addition to local street improvements as identified in the Transportation Functional Plan. A summary of potential project funding sources is included in **Appendix D**.

### 7.2.2 Transportation Impact Fees

The GMA allows agencies to develop and implement a TIF program to help fund some of the costs of transportation facilities needed to accommodate growth. State law (Chapter 82.02 RCW) requires that TIFs are:

- Related to improvements to serve new development and associated growth, not existing deficiencies.
- Assess proportional to the impacts of new developments.
- Allocated for improvements that reasonably benefit new development.
- Spent on facilities identified in the Capital Facilities Plan.

TIFs can only be used to help fund improvements that are needed to serve new growth. The projects can include recently completed projects to the extent that those projects serve future growth and did not solely resolve existing deficiencies. The cost of projects needed to resolve existing deficiencies cannot be included.

The City implemented and adopted a TIF program in 2011. Poulsbo's Transportation Impact Fee Technical Document was prepared in March 2019 to support a 2019 update to the City of Poulsbo's Transportation Impact Fee ordinance as codified in Chapter 3.86 of the Poulsbo Municipal Code (PMC).

The funding strategy assumes the TIF program is based on the updated 20-year list of improvement projects. A full evaluation and update of the impact fee rates should be conducted after the Transportation Functional Plan is adopted to reflect changes in land use plans, funding, LOS standards, and new state legislation that allows funding be directed towards active transportation projects.

The TIFs are estimated to account for almost \$29 million (2024 dollars) in revenues. This represents approximately 31.7% of the total City transportation funding program.

### **7.2.3 Developer Funded Improvements and Mitigation**

Table 6-1 identifies fourteen new roadway construction that will be completed by new development and is estimated total is \$25 million in developer funding. Other developer mitigation could include frontage improvements that are not impact fee related and other improvements to mitigate capacity or safety deficiencies caused by the development. The City may also require developer mitigation at other locations identified in the Transportation Functional Plan or at other locations, as determined during the development application and review process, which has not been accounted for in the financing strategy.

## **7.3 Reassessment Strategy**

The funding strategy is based on grants and other outside funding that the City does not control. As noted above, the City may be able to shift revenues from other funding programs to address specific needs as yearly budgets are prepared or consider other revenue options such as increasing the vehicle license tab fee. In addition, the City is committed to reassessing their transportation needs and funding sources each year as part of their annual Six-Year TIP. This allows the City to match the financing program with the shorter-term improvement projects and funding. The plan also includes goals and policies to periodically review land use growth, adopted LOS standards, and funding sources to ensure they support one another and meet concurrency requirements.

To maintain the vitality of the City's transportation system, the City should adhere to the following principles in its funding program:

- As part of the development of the annual Six-Year TIP, the City will balance improvement costs with available revenues.
- Review project design during the development review process to determine whether costs could be reduced through reasonable changes in scope or deviations from design standards.
- Coordinate and partner with WSDOT and other agencies to vigorously pursue grants from state, federal, and regional agencies to help fund and implement improvements along SR 305.
- Work with regional and local agencies to develop multiagency grant applications for projects that serve regional travel.
- Review TIF revenues each year to determine whether the impact fees should be adjusted to account for project cost increases and/or decreases in grants or WSDOT cost sharing.
- If the actions above are not sufficient, consider changes in the LOS standards and/or limit the rate of growth.

## 7.4 Implementation Program

Implementation of the Transportation Comprehensive Plan involves several strategies. These include coordination with developers and partnering with other agencies to construct the transportation improvement projects and expand transit service to the city. Partnering with other agencies and use of grants will be especially critical in the implementation of safety, capacity, and operational improvements along SR 305 and SR 307. This may include reprioritizing roadway projects as new funding sources become available or by focusing on areas most impacted by new development. The City will also continue to review strategies to phase improvements to allow funding to be spread over a longer time period. In addition, the City will need to review, maintain, and update its TIF, including updating grant funding projections used in developing the TIF are correct, and other development review processes to account for the revised multimodal LOS standards and assure that the impacts of growth are mitigated, and transportation improvements are completed concurrent with new development as required.

## 7.5 Partnering with Other Agencies

PSRC's Vision 2050 describes the investments and policies needed to create a safe, clean, and efficient transportation system essential to supporting the region's quality of life, health, and economy as the region continues to grow. The Transportation Comprehensive Plan supports the City's role in the regional transportation strategy through its policies to support and expand use of transit, transportation demand management, and active travel to reduce the number of vehicle trips generated by development in the City. Poulsbo will need to coordinate with Kitsap Transit to implement facilities and services to meet those objectives. Coordination will also help assure consistency in plans and implementation programs between agencies to meet the goals of the regional plan.

The City will continue to partner with WSDOT to implement improvements along SR 305 consistent with the Transportation Functional Plan and the Complete Streets Plan. Projects along SR 305 serve regional travel patterns as well as provide local access within Poulsbo. These projects should be considered for joint submittal of grants. Partnering with WSDOT will be critical in the implementation of complete streets improvements on SR 305.

Additionally, the City will continue to partner with Kitsap County on potential active transportation improvements along Fjord Drive NE/Lemolo Shore Drive between the City limits and SR 305.

Other agency partnering opportunities involve Kitsap Transit and the North Kitsap School District. Coordination with both agencies could lead to cost sharing or improvements to construct active transportation facilities around schools or transit routes.

## 7.6 Project Priorities and Timing

The City of Poulsbo will reassess project priorities and timelines each year through the Six-Year TIP update and the City's Six-Year CIP through its biennium budget process. Throughout the planning period, projects will be completed, and priorities will be revised. The TIP will be used to explore possible phasing strategies that align with the available funding over the 6-year period. The City will also keep track of traffic volumes and monitor the location and intensity of land use growth within its boundaries through concurrency management as described below.

## 8. Concurrency Management

The City's concurrency ordinance (PMC 14.04) ensures the City is identifying system needs to meet growth projections, has an adequate funding mechanism to mitigate expected impacts, and has a process to track system capacity. The system capacity (total number of vehicle trips within the City of Poulsbo) is based on the mitigation identified in the plan, and funded through impact fees and other sources, are considered the "trip bank" for determining concurrency under GMA.

The City has developed and manages a "trip bank log" that tracks debits to the bank from new development. Larger developments are also required to submit a traffic impact analysis to investigate local impacts. Under the current process, as long as the trip bank maintains a positive balance and nearby roadway segments and intersections meet standards, the City is in compliance with concurrency requirement. The total number of vehicle trips allowed is calculated based on the projected land use for the City as well as the adopted transportation level of service. The City of Poulsbo's trip generation rates used in the Comprehensive Plan Transportation Element can be used to convert land use to vehicle trips. Projects which degrade roadway segments and intersections below the adopted standards will be required to mitigate their impacts and improve the facility to an acceptable standard.

Based on the updated multimodal level of service standards set forth in this updated Transportation Functional Plan, the City will update and revise the current concurrency program to monitor multimodal performance of the transportation system throughout the City. The City will apply its multimodal LOS standards and the City's Road Standards to evaluate and identify appropriate improvements for mitigating impacts of developments in the City. The City will also conduct its own studies and work with other agencies to define improvements needed to be incorporated into its Six-Year TIP, which is updated annually.

## 9. References

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## APPENDIX A. EXISTING LOS REPORTS

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## APPENDIX B. TRAVEL DEMAND MODEL METHODOLOGY

## APPENDIX C. 2044 LOS REPORTS

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## APPENDIX D. SUMMARY OF POTENTIAL FUNDING SOURCES

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