

TECHNICAL MEMORANDUM

DATE: February 17, 2023
TO: City of Poulsbo
FROM: Natalie Chavez, Ryan Farncomb, Alex Atchison, PE
SUBJECT: Plan and Policy Review
PROJECT NUMBER: 554-2237-134
PROJECT NAME: Poulsbo Complete Streets Plan

INTRODUCTION

The Poulsbo Complete Streets Plan will provide safe, convenient travel and access for users of all ages and abilities regardless of their mode of travel. The plan will include streetscape design, project identification, policies, and actions to advance complete streets concepts, as well as conceptual design of pedestrian, parking, transit, and streetscape improvements. The plan will identify costs and priorities for development and implementation.

This memorandum provides plan and policy context for the Poulsbo Complete Streets Plan. This review summarizes existing relevant regional, state, county, and local plans, policies, and projects. This review identifies existing local policy and projects related to complete streets to form a basis for developing new policies, approaches, and recommendations for the Complete Streets Plan.

The following documents were reviewed:

- Kitsap Transit *Long-Range Transit Plan 2022–2042* (2022 draft)
- *Kitsap County Non-Motorized Facility Plan* (2018)
- WSDOT (2022–2025) *Statewide Transportation Improvement Program* (2022)
- Kitsap Transit *SR 305 Needs and Opportunities Study* (2017)
- City of Poulsbo *Comprehensive Plan* (2016a)
- City of Poulsbo (2021–2026) *City Improvement Plan* (2020)
- City of Poulsbo *Street and Pedestrian Plan* (2018a)
- City of Poulsbo *Urban Paths of Poulsbo* (2018b)

PLAN AND POLICY REVIEW

This section summarizes past plans, policies, and other documents that have an impact on the Complete Streets approach in Poulsbo. The plan and policy review identifies proposed projects and recommendations for improving Complete Streets in Poulsbo. The review includes the purpose or overview of a given document, a brief description its relevance, and recommendations for the Complete Streets Plan.

Table 1. Plan and Policy Review

Plan Purpose or Overview	Relevance	Recommendations for the Complete Streets Plan
Kitsap Transit Long-Range Transit Plan (2022 draft)		
<p>Kitsap Transit updates its Long-Range Transit Plan every 5 to 10 years to provide a roadmap for service and capital investments over the next 20 years.</p>	<p>The draft plan identifies high priority in transit investments—including supporting capital infrastructure—in Poulsbo.</p> <p>Bus Frequency Upgrades (p.36)</p> <ul style="list-style-type: none"> • The new frequency of service will be every 30 minutes on the following routes. <ul style="list-style-type: none"> ➢ Route 332 – Poulsbo/Silverdale ➢ Route 344 – Poulsbo Central <p>Bus Local Routes (p.37)</p> <ul style="list-style-type: none"> • Add a new fixed-route bus route: <ul style="list-style-type: none"> ➢ Kingston – Suquamish-Poulsbo <p>High-Capacity Transit Corridor Upgrades (p.40)</p> <ul style="list-style-type: none"> • The following planned high-capacity transit corridor will need six new vehicles: <ul style="list-style-type: none"> ➢ SR 305 Poulsbo to Bainbridge Island <p>On-Demand Ride Zones (p.41)</p> <ul style="list-style-type: none"> • The following new on-demand ride zone will need two new vehicles to provide service in growing parts that will likely not be dense enough to support fixed routes: <ul style="list-style-type: none"> ➢ Poulsbo East <p>Bus Operating Facilities (p.43)</p> <ul style="list-style-type: none"> • Add a new heavy-duty transit vehicle maintenance facility. Operating facilities for buses include maintenance, storage, and passenger transit center facilities. These projects are essential for current service and future improvements. <ul style="list-style-type: none"> ➢ North Base Maintenance Facility will be located near SR 3 and SR 305 <p>Multimodal Hubs (p.45)</p> <ul style="list-style-type: none"> • Add a new hub. Hubs are facilities that connect many modes of travel such as walking, biking, bus, microtransit, vanpools and carpools, ferry, or e-hailing service. <ul style="list-style-type: none"> ➢ Poulsbo, near SR 305 and Lincoln Road <p>Park and Rides (p.49)</p> <ul style="list-style-type: none"> • Add a new park and ride; it will include 194 stalls: <ul style="list-style-type: none"> ➢ North Kitsap (SR 305) on Clearwater Expansion and Johnson Road 	<ul style="list-style-type: none"> • Consider first/last mile connections to existing and planned transit facilities including bus stops and park-and-ride locations. • Engage with Kitsap Transit during plan development to understand locations of potential new bus stops, locations of high-use bus stops, and other similar information to identify investments that would improve access to transit.

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Kitsap County Non-Motorized Facility Plan (2018)		
<p>This plan highlights the major gaps and regional routes identified by the community in Kitsap County to achieve a connected system.</p>	<p>Addresses the inventory of bicycle routes needed to develop a comprehensive network.</p> <p>Goal 9: Promote Safety in Non-Motorized Planning Considerations (p.28)</p> <ul style="list-style-type: none"> • Support and provide safe routes to school. • Increase pedestrian facility use by improving trail safety. • Promote and provide support for safety in roadside bicycle route planning. • Provide support for safe bicycle route development throughout Kitsap County. • Advocate for continuous, linking routes. • Actively work with WSDOT, Kitsap County government, and others to close safety gaps in existing roadside shoulders along designated shoulder routes. • Review transportation projects for Complete Streets possibilities particularly on priority routes. Complete Streets requires roadway design and operations to accommodate/ consider the needs of all potential users. <p>Bicycle Routes Needed (p.36)</p> <ul style="list-style-type: none"> • The following routes provide the logical regional—and sub-regional—connections through the entire county and will serve as the basis for programming segment improvements along the individual networks: <ul style="list-style-type: none"> ➢ Route 70 (E-W) Kingston Ferry to Poulsbo ➢ Route 66 (E-W) Poulsbo to Indianola ➢ Route 64 (E-W) Poulsbo to Suquamish ➢ Route 33 (N-S) Poulsbo to Bremerton ➢ Route 39 (N-S) Poulsbo to East Bremerton 	<p>The Non-Motorized Facility Plan identifies several regional priority bike routes that connect to and within Poulsbo. These routes should be considered when developing the preferred bike network and trail connections for the Complete Streets Plan.</p>
WSDOT STIP (2022–2025)		
<p>The WSDOT STIP identifies statewide transportation investment priorities. There are new funding streams that support projects with Complete Street elements such as streets, transit hubs, sidewalks, bike lanes, trails, and safety projects.</p>	<p>The following STIP projects are relevant to Poulsbo. The Noll Road project is well underway.</p> <p>North Kitsap Base (p.572)</p> <ul style="list-style-type: none"> • This project includes the development of a transit base and a 265-stall park-and-ride lot near the intersection of SR 3 and SR 305. Located at 21710 Vetter Road NW, Poulsbo, WA, the 7.38-acre base will serve as a storage and maintenance facility for transit vehicles serving North Kitsap, which includes the Kingston and Bainbridge Island ferry terminals. The adjacent park and ride will consist of 5 acres and serve as the regional terminus for the SR 305 corridor. This project will be completed in phases. Phase 1 constructs the bus storage facility and park-and-ride lot. Phase 2 constructs the bus wash and fueling structures. Phase 3 designs and constructs the heavy-duty 	<p>STIP projects that have not been completed will be incorporated into the analysis for the Complete Street Plan. WSDOT also has a new funding stream available to develop Complete Street improvements on state highways such as SR 305.</p>

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	<p>maintenance building. Toll credits will be used as a local match for this project. This is a multiyear project. The funds programmed reflect those within the span of the TIP.</p> <p>Noll Road North Segment 3A (p.651)</p> <ul style="list-style-type: none"> This project will complete the North Segment 3A of the Noll Road Corridor Improvements project (TIP ID PB-16). This project will construct approximately 1,800 linear feet of new roadway and sidewalk and 2,200 linear feet of shared-use path between NE Mesford Road and NE Kevos Pond Road. The new roadway will consist of two 11-foot lanes and will replace an existing gravel road. The sidewalk will be 6 feet wide and will connect to existing sidewalks at both project termini. <p>SR 305/Totten Road Safety Improvements (p.951)</p> <ul style="list-style-type: none"> Congestion along the SR 305 corridor from Poulsbo to the Winslow Ferry terminal has a negative impact on travel times, traveler safety, and economic vitality. By constructing a roundabout at the intersection of Totten Road and SR 305, this project has the potential to reduce the frequency and severity of collisions and improve motorist safety. 	
<p>SR 305 Needs and Opportunities Study (2017)</p> <p>This study assesses constraints on the SR 305 corridor and provides prioritized potential strategies that will help move people, increase safety, and improve traffic patterns along the corridor.</p>	<p>This study created strategies to provide multimodal transportation options through and across the corridor and to increase the ability to move people and improve the corridor capacity overall.</p> <p>SHORT-TERM PRIORITIES</p> <p>Corridor wide Transit Improvements (p.4-36)</p> <ul style="list-style-type: none"> Improve bus stops (upgrade lighting, add shelters, etc.). <p>Johnson Road Project (p.4-37) (project is underway)</p> <ul style="list-style-type: none"> Install roundabout at Johnson Road. SR 305/Noll Road access changes. <ul style="list-style-type: none"> Change to right-in-right-out Seminole Road/Stenbom Lane/SR 305 intersection reconfiguration. <ul style="list-style-type: none"> Consolidate access to a single access point and add turn lanes SR 305 pedestrian tunnel. <ul style="list-style-type: none"> Include a nonmotorized tunnel under roundabout <p>Add new intersection control at Totten Road (p.4-37)</p> <ul style="list-style-type: none"> SR 305/Totten. <ul style="list-style-type: none"> Either signal or roundabout; specific control TBD Roundabout could operate as a system for access management with SR 305/Johnson Road 	<p>Several recommendations from this study are under construction. Additional recommendations from the study—such as adding separated bike/ped facilities on SR 305 between bus stops—should be considered during development of the Complete Streets Plan.</p>

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	<ul style="list-style-type: none"> ➢ Would include improvements for pedestrians and bicyclists ➢ Assume new signal would include transit queue jumps (cost included in corridor wide priorities) ➢ Could include improvements to fish passage 	
	<p>Add new intersection control at Masi driveway (p.4-37)</p> <ul style="list-style-type: none"> • New intersection control at intersection. <ul style="list-style-type: none"> ➢ Either signal or roundabout; specific control TBD ➢ It would include improvements for pedestrians and bicyclists ➢ Assume the new signal would include transit queue jumps (cost included in corridor wide priorities) • Off-system improvements. <ul style="list-style-type: none"> ➢ Construct new roadway from SR 305/Masi to Sandy Hook ➢ Modify south leg of SR 305/Sandy Hook to be right-in/right-out ➢ Would include improvements for pedestrians and bicyclists 	
	<p>Access management in select locations between Masi driveway and Noll Road (p.4-37)</p> <ul style="list-style-type: none"> • Add two-way left-turn lanes. <ul style="list-style-type: none"> ➢ Provides safer access to adjacent streets and driveways • Limit driveways to right-in/right out. <ul style="list-style-type: none"> ➢ Couple with continuous median control (e.g., center curb) and U-turn opportunities 	
	<p>Add HOV lanes (Hostmark to Johnson) (p.4-37)</p> <ul style="list-style-type: none"> • Extend existing HOV lanes in Poulsbo to Johnson Road 	
	<p>MID- TO LONG-TERM PRIORITIES (p.4-38)</p> <ul style="list-style-type: none"> • Connect bike lane on Hostmark across SR 305 to 25 mph zone west of the intersection. • Provide separated bike/ped facilities between bus stops on Bond Road and along SR 305. • Install separated bike/ped facilities between new Sandy Hook Alignment and Suquamish Way. • Add separated bike/ped facilities on Lemolo Shore Drive between Totten Road and Johnson Road NE to connect to consolidated bus stops. 	

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<p>Poulsbo Comprehensive Plan (2016)</p> <p>This is a set of guidelines, goals, policies, and strategies to give growth and development both context and direction.</p> <p>One guiding principle is to connect the city, neighborhoods, and neighbors through Complete Streets designed to provide safe mobility for all users.</p>	<p>The comprehensive plan emphasizes development of Complete Streets that are designed and operated to enable safe access for all users including pedestrians, bicyclists, motorists and transit riders regardless of age, ability, or mode of transportation. Relevant policies are described below.</p> <p>Policy TR-1.2 (p.65)</p> <ul style="list-style-type: none"> The City shall require that all streets—new construction, retrofit, or reconstruction—be Complete Streets built to accommodate all appropriate travel modes in compliance with the City’s design standards and plans for street, bicycle, and pedestrian facilities and safety elements. <p>Policy TR-1.3 (p.65)</p> <ul style="list-style-type: none"> The City shall identify mode priorities and mode balance for specific arterial and collector streets consistent with the Complete Streets policy. Street construction standards will be updated to reflect Complete Street and mode balance goals. <p>Policy TR-5.1 (p.73)</p> <ul style="list-style-type: none"> Develop and maintain an interconnected and overlapping transportation system grid of pedestrian walkways, bicycle facilities, shared-use paths, roadways for automobiles and freight, and transit service. The system should increase safety and mobility, facilitate mode integration and intermodal connections, improve access to local centers, and increase opportunities for healthy activities and alternatives to driving. Develop mode-share goals that reduce dependence on personal automobiles and support implementation of Complete Street design features. Support and implement programs such as traffic operations, transportation demand management including telecommuting, and neighborhood traffic management, which support the efficient circulation of the city’s traffic system. <p>Policy TR-6.2 (p.75)</p> <ul style="list-style-type: none"> Improve connectivity of neighborhoods and commercial areas by planning an integrated grid of public paths, bikeways, and Complete Streets that connects to existing and future parks, shopping, healthcare, and residential and commercial development. 	<p>May consider revisions to the comprehensive plan that reinforce Complete Street priorities. The plan should also consider how design standards and policies support Policy TR-1.2, which requires that all streets be Complete Streets. The plan can also prioritize investment in Complete Street improvements based on street function.</p>
<p>Poulsbo 2022–2027 City Improvement Plan</p> <p>This program identifies financial wants, needs, expected revenues, and policy intentions. The City Improvement Plan (CIP) communicates the City’s 6-year plan for capital construction and major acquisitions.</p>	<p>The Transportation Program element of the CIP comprises all vehicle and pedestrian transportation projects including roadways, alleys, sidewalks, and traffic lighting/signals. Relevant Complete Streets investments include:</p> <p>Noll Road Corridor Improvements (p.2)</p>	<p>These CIP projects should be considered during development of the Plan. They can represent the initial phases of broader complete street corridor improvements. Their design, if not</p>

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<p>The plan is consistent with the City’s Mission Statement, Council goals, department priorities, and service level standards necessary to maintain the safety and quality of life of Pouslbo residents.</p>	<ul style="list-style-type: none"> This project will connect SR305 to NE Lincoln Rd via Noll Rd, Languanet Ln & Maranatha Ln. The project includes roadway, illumination, sidewalk, and shared use path improvements. The project realigns Noll Rd from NE Lincoln Rd/Maranatha Ln to SR305/Johnson Rd intersection. It includes a roundabout at Johnson Rd, a nonmotorized crossing at SR305, and potential intersection traffic controls at the existing Noll Rd/SR305 intersection. Stormwater conveyance improvements will extend to the Liberty Bay Outfall location. Utility relocation/replacement and new water/sewer as needed. Misc. temporary and permanent signage may extend outside the project termini. This project will be constructed in 3 stages. Stage 1 South=NE Johnson Wy to intersection of Noll Rd/Storhoff Rd NE. Stage 2 Center=Intersection of Noll Rd/Storhoff Rd NE to intersection of Noll Rd & NE Mesford Rd. Stage 3 North=Intersection of Noll Rd & NE Mesford Rd to Maranatha Ln & Lincoln Rd. Stage 1 construction funds are programmed. <p>3rd Avenue Improvements (p.5)</p> <ul style="list-style-type: none"> This project will include a curb, gutter, sidewalk, parking, and stormwater improvements. The project is from Hostmark to Moe Street. <p>Mesford Avenue Improvements (p.6)</p> <ul style="list-style-type: none"> This project will widen the road, overlay, add sidewalks, and drainage improvements. The project is from 20th Avenue to 23rd Avenue NE. <p>Fjord Drive Traffic Calming and Pedestrian Enhancements (p.8)</p> <ul style="list-style-type: none"> The project will address traffic calming, pedestrian safety, and preservation of infrastructure from shoreline erosion. The project is from 6th Avenue NE to NE Johnson Road. <p>Front Street Improvements (p.9)</p> <ul style="list-style-type: none"> The project will include traffic calming, pedestrian enhancements, illumination, and parking improvements. The project is from Bond Road to Hostmark Street. <p>ADA Improvements (p.10)</p> <ul style="list-style-type: none"> This project include various improvements to pedestrian facilities located within the City Right of Way necessary to bring those facilities into compliance with the ADA standards. The ADA Transition plan will be the basis for prioritizing projects. This project is almost completed. <p>Liberty Bay Waterfront Trail (p.11)</p> <ul style="list-style-type: none"> This project will create a pedestrian/bicycle trail along the shoreline from Legion Park to the Lindvig Way. <p>4th Avenue Sidewalks (p.14)</p>	<p>completed yet, could be influenced by Complete Street Plan outcomes.</p>

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	<ul style="list-style-type: none"> This project will install missing sections of sidewalk on west side. The project is from Iverson Street to Torval Canyon Road. <p>Viking Avenue Complete Streets Improvements (p.15)</p> <ul style="list-style-type: none"> This project involves intersection and safety improvements and construction of roundabouts. The project is from NW Liberty Road to NW Stendahl Court. <p>8th Avenue Safety & Mobility Improvements (p.16)</p> <ul style="list-style-type: none"> This project is a relocation of intersection, realignment of 8th Avenue, and a new connection to SR305 (vicinity of Lincoln). It extends 0.40 miles from Iverson Rd. <p>Complete Streets – Varies (p.17)</p> <ul style="list-style-type: none"> The project will include various improvements to existing streets to accommodate all users with City policies. <p>SR305 Poulsbo Park and Ride (p.19)</p> <ul style="list-style-type: none"> This project will construct a park and ride in vicinity of SR305 and Johnson Road. This project is in partnership with Kitsap Transit. 	
<p>Poulsbo Street and Pedestrian Safety Plan (2018)</p> <p>This plan identifies projects that improve safety of both motorized and nonmotorized users.</p>	<p>This plan includes projects that provide safe and convenient access for all modes to city neighborhoods. The recommended locations were funded by the 2018 WSDOT Safety Grant.</p> <p>Iverson Street between Jensen Street and 4th Avenue (p.18)</p> <ul style="list-style-type: none"> Install curb extensions, sidewalks, crosswalk ramps, striping, and a pedestrian refuge island. Reduce the lane width from 15 feet to 11 feet. <p>Viking Avenue-Edvard Street Intersection (p.21–22)</p> <ul style="list-style-type: none"> Restripe (stop bar, crosswalks, left-turn channelization, lane extension), reprogram pedestrian crossing signals to include leading pedestrian interval, remove mid-block crossing, and add turning movement and pedestrian signs. <p>Hostmark Street and Caldart Avenue (p.22) [Partially Completed]</p> <ul style="list-style-type: none"> Add enhanced signage, curb extension, and pedestrian rapid flashing beacons at Caldart Avenue. <p>Front Street from Jensen Way to Peterson Street (p.22)</p> <ul style="list-style-type: none"> Evaluate and remove or enhance existing mid-block crosswalks and add pedestrian rapid flashing beacons. 	<p>These projects should be advanced in the Complete Streets Plan.</p>

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<p>Urban Paths of Poulsbo (updated 2018)</p> <p>This plan’s purpose is to connect neighborhoods, parks, shopping and schools, and then link to regional trail systems leading from the city and into Kitsap County and beyond. The goal is to improve access to non-motorized facilities for all residents.</p>	<p>This plan includes improvements that will provide a safe and welcoming space for pedestrians, cyclists, and drivers. Relevant improvements include:</p> <p>PEDESTRIAN IMPROVEMENTS</p> <p>12th Avenue (p.11)</p> <ul style="list-style-type: none"> • Install signs to direct pedestrians and bicyclists through Caldart Heights across from the mobile home park. <p>Deer Run (p.11)</p> <ul style="list-style-type: none"> • Install a crosswalk on Gustaf Road that leads to pathway that connects Deer Run to Poulsbo Middle School. <p>Lions Park to City Limits (p.11)</p> <ul style="list-style-type: none"> • Improve the shoulder to create a shared-use path and a safer link between the park and Lemolo Trail. Add signs in both directions indicating distances to each. <p>Noll Road, Lincoln to Mesford (p.12)</p> <ul style="list-style-type: none"> • Improve the shoulder to increase safety for foot and bicycle traffic. <p>Highway 305 (p.12)</p> <ul style="list-style-type: none"> • Identify safe pedestrian routes on both sides of the highway and use signs and identified crosswalks to direct pedestrians. <p>BICYCLE IMPROVEMENTS (p.13)</p> <p>General Improvements</p> <ul style="list-style-type: none"> • Restripe portions of Noll, Hostmark, Fjord, Mesford, 6th, 12th and Bjorn to create bike lanes on existing asphalt. <p>Lions Park to City Limits</p> <ul style="list-style-type: none"> • Improve the shoulder to create a shared-use path and a safer link between the park and Lemolo Trail. Add signs in both directions indicating distances to each. <p>Front Street downtown</p> <ul style="list-style-type: none"> • Install sharrows as determined by the engineering department. <p>Highway 305</p> <ul style="list-style-type: none"> • Remove bulb-outs and install bike lanes and a safe pedestrian route. <p>Noll Road, Lincoln to Mesford</p> <ul style="list-style-type: none"> • Improve the shoulder to increase safety for foot and bicycle traffic. 	<p>These project recommendations should be assessed as to whether they should be carried forward or be modified as part of the Complete Streets Plan.</p>

STREET STANDARDS

The Street Standards section of the City of Poulsbo Construction Standards (2016b) guides development of transportation facilities in Poulsbo. The street standards constitute the engineering standards authorized by Poulsbo Municipal Code (PMC) 12.02. These standards are intended to be consistent with the currently adopted provisions and editions of the PMC and comprehensive plan. These street standards will be reviewed and potential recommendations developed to ensure that new and reconstructed city streets meet Complete Streets Plan goals and policies.

Table 2. City of Poulsbo Adopted Design Standards for Local Streets

Design Standard	Neighborhood/ Commercial Collector	Residential Collector	Residential Access	Commercial Access
Right-of-way width	50 ft, two lanes 60 ft, three lanes	50 ft	40 ft; or 45 ft if sidewalks required on both sides	As required
Pavement width	30 ft, two lanes 42 ft, three lanes	30 ft	28 ft	24 ft
Recommended ADT ^a	> 4000	400–4000	< 400	< 1000
Sidewalk	Both sides	Both sides	One side; both sides if required by city engineer	As required by city engineer
Lane width	12 ft	11 ft	10 ft	12 ft
Shoulder width	3 ft	-	-	-
Connectivity	Yes	Yes	No	No
Maximum grade	12%	12%	12%	12%
Curb radii	35 ft	35 ft	25 ft	35 ft
On-street parking	None, unless 8 ft bulb-outs provided	8 ft, one side	8 ft, one side	None, unless 8 ft bulb-outs provided

Source: City of Poulsbo 2016

a Volumes based on 9.55 Average Daily Trips (ADT) per residential unit.

ft = feet

NEXT STEPS

This plan and policy review will inform the development of projects, policies, and the content of the Complete Streets Plan. Informed by the plan and policy review, the project team will develop the goals and objectives for the Complete Streets Plan. The plan’s goals and objectives must reflect the overarching goals and objectives of the City’s comprehensive plan and be consistent with relevant WSDOT transportation policies. The plan and policy review will also inform the development of draft evaluation criteria that will be used to identify and prioritize specific projects and programs in the Complete Streets Plan.

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