

**Planning a System of Trails for Walking,
Biking, and Paddling in Poulsbo**

2018 Update

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Executive Summary

Vision

The Poulsbo trail system embodies the community spirit that distinguishes our city, linking the places we live, learn, work, play, and find inspiration. Trails reconnect us to ourselves, and lead people of all ages and abilities to greater health and self-sufficiency. Our trails, like branches, support Poulsbo and reach out to connect neighbor to neighbor; land to water; people to nature; homes to businesses; city to countryside' and Poulsbo's history to our future.

The people of Poulsbo want a walkable community. A 2007 survey indicated a strong demand for trails. The city heard this and began the process of developing a 20-year trails plan. Over the course of two years, the Poulsbo Trails Committee, city staff, organizations, residents and users worked to create the 2012 *Urban Paths of Poulsbo (UPP)*.



From the start, *UPP* was conceived as a trails plan 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 *UPP* highlights the need for non-motorized options with the community.

There is a diversity of trail users who will benefit from attractive walking and bicycling routes – area students, commuters, visitors, recreational users, people with no other means of transportation, and more. Poulsbo is a community with the benefit of having a vibrant downtown and commercial districts, surrounded by residential neighborhoods dotted with parks, schools, and services. The *UPP* plays an important role in guiding the decision making that will connect the residents of Poulsbo to the convenient places they frequent regularly, and the recreational opportunities that provide them with an enhanced quality of life.

In 2018, the Poulsbo Parks and Recreation Commission worked with city staff and residents to update the *Urban Paths of Poulsbo (UPP)* with the goal of improving access to non-motorized facilities for all residents. The 2018 *UPP* updates the comprehensive framework for future investment in facilities that support all forms of non-motorized transportation and recreation in the City. The plan identifies specific projects and programs that can be considered by as opportunities become available.

Introduction and Background



The city of Poulsbo (2018 population 10,850) is located in Kitsap County, west of Seattle. Originally settled by Norwegian immigrants in the late 1800's on Liberty Bay, a fjord of Puget Sound, Poulsbo continues to maintain its Scandinavian atmosphere through its building design features, celebrations, and hospitality. Holding to its Scandinavian heritage has earned the city the nickname "Little Norway" and visits from two Norwegian Kings.

Liberty Bay and the Liberty Bay estuary are the two major bodies of water in Poulsbo. Relatively narrow and shallow, the bay serves as the receiving waters for Dogfish Creek, as well as several other streams at the edges of the city limits. Dogfish Creek is the largest stream system in Poulsbo and extends extensively outside of the city limits. The South Fork of Dogfish Creek is completely within the city limits, on the east side of Poulsbo, generally along the SR 305 corridor. The history of these waters shows that the local Native American tribes used the area for fishing and water travel. Those connections and partnerships are still important today.

Centrally located in North Kitsap County, Poulsbo is served by three state highways: State Routes 3, 307 and 305. Highways and bodies of water present opportunities and challenges when creating a trail plan. Poulsbo's natural setting has highly recognizable features that define the city as a unique and special place. Encompassing 4.5 square miles, Poulsbo has numerous hills and valleys, streams, and frontage on the waters of Liberty Bay. Elevations range from sea level to 440 feet, with two ridges running along each side of Liberty Bay, which gradually rise in elevation and merge to the north. The western leg of the ridge slopes gradually towards Liberty Bay, while the eastern leg slopes in a broken pattern of knolls, valleys and benches to the

eastern shore of the bay. These characteristics provide an appealing setting and lend themselves nicely to a functional pedestrian-bicycle network with varying distances, destinations and views.

2009-2011 Trails Committee

Purpose

Leadership for the urban trails project was delegated to the Parks & Recreation Department, with support from other city departments. In 2009, it organized a subcommittee of the Parks & Recreation Commission to create a trails plan for the City of Poulsbo. The committee was not simply an advisory group, but participated “hands on” in project work, making public presentations, drafting a survey and plan, manning tables at associated events and providing leadership in early action projects with city staff.



Broad community representation was sought for the subcommittee, including local youth, residents and trail users. Initial meetings included representatives from the city council, city departments, the Planning Commission, the Tree Board and the Parks and Recreation Commission. Other members represented property and business owners, regional transportation organizations, land trusts and cultural entities.

Roles & Responsibilities

The role of the committee was to collaborate with city staff and to represent the community’s interests in the process of planning a system of multi-use, non-motorized trails. Its work served four primary purposes:

- *Planning and Decision Making* – participated in meetings to review and direct progress, discussed ideas and issues, and made decisions on a variety of topics.
- *Research and Writing* – involvement in field work and research to gather information and prepare written documents (e.g. inventoried existing trails, edited press releases, wrote outreach materials and chapters of the final plan).
- *Outreach and Advocacy* – collaborate on preparation and presentations to boards, councils, other organizations and to the public.
- *Early Action Projects* – support the planning, organizing and implementation of easily *accomplished* projects to provide early success.



Mission and Vision

The subcommittee was given the task, or mission, to develop a plan for a network of trails that encourage walking, bicycling and paddling around Poulsbo. Building on the project goals, a vision was created to inspire and guide the effort now and for the next 20 years.

The Poulsbo trail system embodies the community spirit that distinguishes our city, linking the places we live, work, play and find inspiration. Trails reconnect us to ourselves and lead people of all ages and abilities to greater health and self-sufficiency. Our trails, like branches, support Poulsbo and reach out to connect neighbor to neighbor, land to water, people to nature, homes to businesses, city to countryside, and Poulsbo’s history to our future.

Goals, Objectives, and Benefits

Early in the 2012 trails committee process, six major goals were set for the trails project:

1. Provide a blueprint for connectivity within the city; Destinations to be connected Include parks, schools, neighborhoods, shopping services, and other trails outside of the city limits.

2. Emphasize protection of the natural resources and environment. Enhance and protect the shoreline, critical areas, and city parks and open spaces.
3. Highlight the need for non-motorized transportation options. Non-motorized transportation can improve health and wellness, reduce pollution, reduce traffic congestion, enhance safety, and encourage a sense of community. The result will be a greener, safer environment.
4. Draw attention to community partnerships for planning, development and management. Successful implementation of a trails plan will require the participation of committee members, organizations and city staff to plan and guide development of the city trails system.
5. Begin to identify methods of funding for capital development and maintenance of trails: Supplement public funds and resources for trails with private funds along with local, state and federal grants for development; and private sources and volunteer match for maintenance and stewardship activities.
6. Facilitate the adoption of the trails plan and tie into other official City plans, including the Comprehensive Plan, Transportation Improvement Plan and Capital Improvement Plan.

Benefits of a Walkable Community

A walkable environment directly contributes to health, economic, environmental, and cultural benefits that impact all residents. When more people walk as part of their daily activities, communities reap the following benefits:

- Higher levels of individual health and wellness
- Better air quality and lower levels of carbon and noxious emissions
- Higher quality of life
- Reduced traffic congestion and exposure to crashes
- Healthy business districts with increased dollars staying in the local economy
- Lower costs for roadway maintenance
- More equitable access to community resources for all



The following section summarizes the benefits of creating a walkable Poulsbo for all residents.

Health and Physical Activity

A growing number of studies show that the design of our communities—including neighborhoods, towns, transportation systems, parks, trails, and other public recreational facilities—affects people’s ability to reach the recommended daily 30 minutes of moderately intense physical activity (60 minutes for youth). According to the Centers for Disease Control and Prevention (CDC), “physical inactivity causes numerous physical and mental health problems, is responsible for an estimated 200,000 deaths per year, and contributes to the obesity epidemic.” The increased rate of disease associated with inactivity reduces quality of life for individuals and increases medical costs for families, companies, and local governments. Walking offers a way to integrate physical activity into busy schedules and has been demonstrated to improve chronic health conditions as well as to contribute to emotional well-being.

Community and Quality of Life

The prevalence of walking in a community has been described as a barometer of how well that community is advancing its citizens’ quality of life. Areas that are busy with people walking are environments that work at a human scale and foster a heightened sense of community. These benefits are difficult to quantify, but when community residents are asked to identify civic places that they are most proud of, they tend to name places where walking is safe, easy, and common such as a popular greenway, neighborhood or downtown.



More trips on foot mean fewer trips by car. In turn, this means less traffic congestion in the community. There are also more opportunities to speak to neighbors and more “eyes on the street” to discourage crime and

violence. It is no accident that communities with low crime rates and high levels of walking and bicycling are generally attractive and friendly places to live.

Economic Sustainability

Cities are increasingly recognizing that the pedestrian environment is a key element of economic vitality and vibrancy. Walkable neighborhoods typically have active streets that promote commercial exchange, while providing safe and efficient ways for residents to travel on foot. It is generally the case that economically vibrant areas are more pleasant and more popular places to walk. The walking environment's contribution to quality of life or livability has a profound impact on attracting businesses and workers as well as tourism. In addition to increased property values, improved walking environments have been correlated to increased retail sales and economic development opportunities.

Environment

When people choose to get out of their cars and walk, bike, or take transit, they make a positive environmental impact and improve air quality. People choosing to walk rather than drive are typically replacing short automobile trips, which contribute disproportionately high amounts of pollutant emissions. These emission reductions benefit all residents, whether they choose a walking trip or not. They reduce their vehicle miles traveled, reducing traffic, congestion, and the volume of pollutants in the air. Other environmental impacts can be a reduction in overall neighborhood noise levels and improvements in local water quality. By taking short trips on foot, rather than in a car, citizens can have a substantial impact on local traffic and congestion. A complete pedestrian network that connects homes, schools, parks, downtown, and recreation and cultural destinations can encourage walking.

Equity

Accessibility and economics are inherently tied to equitable transportation solutions. While some residents choose not to own a motor vehicle, others cannot afford one. For those who cannot use other modes of transportation, the ability to walk safely is essential. For young people, walking affords a sense of independence, and for seniors, walking is an effective means to stay active both physically and socially. In addition, people living with disabilities are more likely to be pedestrians, as some physical limitations make driving difficult. Equitable services and investments provide the same opportunities for all people.



Surveys

Surveys conducted since 2007 have all confirmed that citizens consider trails/paths and sidewalks as a top priority for park development and traffic improvements. Provided below are summaries of each survey conducted as it relates to nonmotorized transportation:

- In support of the 2007 Comprehensive Plan Update, a survey was conducted to solicit the ideas and preferences of Poulsbo residents. Sidewalks emerged as the top traffic investment priority, with 88.2%. Street improvements/pavement restoration was second top priority at 80.1%. The other selections chosen include, bike paths (64%), neighborhood connectivity (63.9%), improved wait times at traffic signals (63.5%), and a citywide trail system (62.3%).
- In 2009, the trails committee conducted an online survey for the creation of the *UPP*. Of the 273 respondents, 80% said that they expect to use the trails weekly, the top desired destinations were downtown Poulsbo and parks, and safety was a major concern.
- The 2015 Parks and Recreation community survey in support of the 2016 Parks Recreation and Open Space Plan reaffirmed that opportunities for walking and hiking continued to be very important to residents. Of the 219 respondents, 43.38% chose walking/jogging trails as an amenity they would like to see offered in parks. Shoreline access followed with 34.25%, bike paths with 33.33%, and safe road bicycling with 32.42%.

- A 2015 survey conducted for the 2016 Comprehensive Plan and Development Regulations Update identified a citywide trail system as a highly desired amenity. In addition, sidewalks emerged as the most important traffic improvement (77.55%), followed by bike paths (52.24%), pavement restoration (52.65%), and a citywide trail system (51.84%). The top priority for the most critical transportation improvements were more sidewalks and pedestrian paths where they don't currently exist (33.62%). In a distant second was increased bus frequency (14.4%) and more bicycle opportunities (10.21%).
- A 2017 survey conducted in connection with a proposed skate park, found that walking paths were a desirable amenity or feature of a new park with 51.62% of the respondents.

Making Connections

The goal is to safely connect existing trails and add many more. Surveys have indicated that the top choices for connections are to downtown, the waterfront, parks, shopping, schools, and destinations outside the city.

In already developed areas of the city, connections are often made utilizing city sidewalks. A challenge is to do that safely. Several well-designed existing short paths offer examples of how to accommodate foot and bicycle traffic, connecting residential neighborhoods and the schools. While some may be private, examples of successful paths include:

- Path from the north end of Deer Run off NE Gustaf Street leading to Poulsbo middle and elementary school campuses.
- Path west of NKHS auditorium and swimming pool parking lot that connects to NE Vaughn Milton Loop, which provides good pedestrian access to Raab Park and Meredith Heights.
- Path connecting 20th Avenue NE to Schooner Court NE, leading to the north side of NKHS.

These connections serve as excellent examples of small design features that can greatly enhance the walkability of neighborhoods and the community.

Trail Categories – A Hybrid System

The trail system in Poulsbo is a hybrid trail system of sidewalks, dirt or gravel paths and pavement, some separated from vehicular traffic and some not. The City's goal is to create continuous and complete pedestrian and bike routes by extending and adding to what exists. That the result is that a bicyclist may sometimes be in a bike lane, sometimes be integrated with cars (indicated by a sharrow on a low speed road), and other times be with pedestrians on a shared use path. Similarly, pedestrians may follow routes that comprise a mix of sidewalks, trails, boardwalks and shared use paths.

Numerous resources exist for trail design standards that provide comprehensive information on trail types by user, support facilities, trailhead standards, user experience, trail sustainability, and best management practice for development and maintenance. This document does not attempt to compile the available standards, but instead, defines some basic terms used in the "Priority Projects" section.

Pedestrian: Wilderness, Recreational, Infrastructure



- Wilderness/Hiking Trails. Wilderness trails are narrow, low impact, hand-built dirt paths that generally follow the natural grade, don't disturb significant natural vegetation and are not typically handicapped accessible. Construction of these trails mainly consists of providing positive drainage for the trail tread and should not involve extensive removal of existing vegetation. These trails vary in width from 3 feet to 6 feet.
- Recreational Multi-Use Trails. Recreational trails are generally 6 feet wide packed gravel and are often volunteer-built trails that will generally meet recreational standards for access when topography allows. These unpaved multi-use paths are intended to accommodate a variety of users, including walkers, joggers, bicyclists, and others. Careful consideration should be given to



the amount of traffic the specific trail will generate, as these surfaces tend to deteriorate with excessive use

- **Shared Use Path.** A shared use path is a path or trail for pedestrians, cyclists and other non-motorized travelers, designed to accommodate two-way travel and typically separated from motor vehicle traffic by vegetated open space, barrier or curb. A shared-use path is typically located on exclusive right of-way, with no fixed objects in the pathway and minimal cross flow by motor vehicles. Users typically include bicyclists, in-line skaters, wheelchair users (both non-motorized and motorized) and pedestrians, including walkers, runners, and people with baby strollers or dogs with people. Minimum width should be 10’.
- **Boardwalk Trails.** Boardwalks, or wood surface trails, are typically required when crossing wetlands or poorly drained areas (Similar to Fish Park trails).
- **Sidewalks.** Sidewalks are typically made of concrete and generally range in width from 3’-8’. The primary users are pedestrians and wheelchair users. Sidewalks differ from shared use paths in that bicycle or motorized use of sidewalks is often prohibited by local ordinance. Sidewalks provide local access to homes, commerce centers, businesses, and points of attraction. Sidewalks are generally separated from roadways by curbs or planting strips/buffer zone. Sidewalks typically contain sign posts, hydrants, benches, trees and other fixed objects. For safety reasons, sidewalks should be considered for implementation on all urban arterials and collectors, especially locations that connect pedestrian origins and destinations (for instance, connecting neighborhoods with schools and shopping areas) and for streets with higher speeds and volumes.

Bicycle: Routes, Sharrows and Shared Use Paths

- **Bike Lane.** Bike lanes are the most common type of bike-specific infrastructure in most cities. They are lanes painted onto a street that are designated for use by bicycles, but which are not physically protected from lanes used by cars. Most bike lanes are located on the extreme right of the through part of the street, but to the left of the parking lane or right-turn lane (if they are present). The most common type of bike lane is designated with white paint as shown in the picture to the right.
- **Sharrow.** Sharrow streets are mixed traffic roads on which graphics have been applied to the roadway indicating that cars and bikes should share the full lane as equals. Sharrows notify cars that they should expect bicycles on a street and indicate to bicyclists that it is safe to ride in the center of the street rather than on the sidewalk or in the door zone. They are the minimum bike-specific infrastructure for streets.
- **Paved Shoulder.** A paved shoulder that is continuous and on the same level as the regular travel lanes available for use bicycles and pedestrians. The width of paved shoulders for use by bicyclists should be based on the context and conditions of adjacent lanes on the roadway. Paved shoulders for bicycle usage typically range from 4 feet for uncurbed cross sections with no vertical obstructions immediately adjacent to the roadway to 5 or more feet for roadways with guardrail, curbs, or other roadside barriers.



Water Trails

Water trails (for non-motorized craft) require access to the water and signage that can be read from both on land and from the water. The Kitsap Peninsula Water Trails is part of the [National Water Trails System](#) and includes 371 miles of coastline.

Existing Inventory

Poulsbo's present non-motorized system encompasses a wide range of trail types suitable for many kinds of users. From them, you can walk the dog, race in marathons, paddleboard, watch wildlife, skate with friends or even commute to work. Trails can be found downtown, within suburban neighborhoods, or in or in parks that take you away from busy roads. Poulsbo's current inventory is shown in UPP Map 1 at the end of this document.

Natural Features and Challenges

Several significant challenges present themselves in creating a safe and enjoyable walking and biking experience in Poulsbo.

For example, the American Association of State Highway and Transportation Officials (AASHTO) recommends that bicycle lanes be between four and six feet wide. In Poulsbo that can be a problem because much of the older part of the city doesn't have streets that allow that space. When space is available, bike lanes provide good protection on high volume streets. The striped bicycle markings and sharrows are recognizable and generally respected. Unmarked paved shoulders are another choice for safer bike routes

There are several locations where safety is a concern:

1. *Highways and High-Volume Streets.* In 2007, bicycle facilities were constructed on Highway 305 from Hostmark Street to Lincoln Road. To continue to encourage increased modals options along the corridor bicycle lanes or a similar facility from Lincoln Road to the intersection of Bond Road and SR 307 are warranted. The provision of this lane will also clarify the mixed-use nature of the facility and thereby increase driver awareness of bicyclists on SR 305 and SR 307. Providing a bicycle facility would increase driver awareness of bicyclists on SR 305 and SR 307 and create a new north-south route for bicyclists, thereby lowering conflicts between road users and potentially reducing the number of crashes. Poulsbo has many locations where bike lanes simply disappear, this is particularly a problem in high traffic areas or steep hills, such as Lindvig, Finn Hill and Hostmark near downtown. Crossing Hostmark Street, Lincoln Road and Bond Road can be dangerous for pedestrians. The only route from West Poulsbo to the College Marketplace area is via Finn Hill Road overpass which has a narrow shoulder.
2. *Topography.* Steep slopes and water features that require creativity and costly solutions.
3. *Lack of Sidewalks and Trails.* There are still areas in the city which do not have sidewalks, so connections might not be possible in some places. Sidewalks provide distinct separation between pedestrians and vehicles, and provide an area reserved for pedestrian use only. They are generally viewed as a cost effective, safe pedestrian facility. Because they can be built adjacent to any street, a sidewalk system can provide the same accessibility that roads provide and are fully accessible to people of all abilities.
4. *Inadequate Road Shoulders for Bicyclists.* Because of existing development and infrastructure, there is little room for adding shoulder areas.
5. *Accessibility.* The minimum requirements found in the Notice of Proposed Rulemaking (NPRM) for [Accessibility Guidelines for Outdoor Developed Areas \(NPRM\)](#) are based on several principles developed through the regulatory negotiating process. These principles must be used in the planning process, and in part, they include:
 - Protect resource and environment
 - Preserve the experience
 - Provide for equality of opportunity
 - Maximize accessibility
 - Be reasonable
 - Address safety
 - Be clear, simple, and understandable

6. *Connectivity Across Private Property.* Poulsbo is already substantially developed in many areas of the city. It also doesn't have opportunities for trails that many cities with abandoned rail lines have to create connections. In some instances, the proposed trail network shows connections across private land. These are shown on the maps with a pink "conceptual" line. Where conceptual connections are shown across private property they are intended to indicate general desirable areas to be linked, and future negotiations with the interested and willing property owners might take place. Bikeways and/or walkways will not be developed across private land without the owner's consent or a preexisting easement. Locating trails on private property will be voluntary on the part of the private property owner.

Keys to Success

1. *Agreement on Priorities:* The plan presents priorities for implementation. To successfully progress, those priorities must be agreed on and supported by city officials and department staff.
2. *Incorporating the Trails Plan into Future Development:* Departments will revise policies and ordinances to encourage builders to include trails within new commercial and residential developments, and to connect to the city's trails system.
3. *Inter-Jurisdictional Coordination:* One of the priorities of the plan is to connect with trail systems outside the city limits. That means working with Kitsap County, the Clear Creek Trails organization, the North Kitsap Trails Association and their "String of Pearls". The control of trails may stop at the city limits, but influence does not.
4. *Connectivity Across Private Property:* Ideal connections for existing and future trails occasionally may be through private property. Making such connections may entail working with property owners to obtain easements. Where easements are not granted, longer, less direct routes may be identified. The City should also work with the community to educate on the value of trail easement connections in hopes to reduce individual concerns some property owners may have regarding public trails on their land.
5. *Funding:* Although funding for infrastructure improvements is always a challenge, trails consistently should be regarded as a priority in the city budget process. They make a direct contribution to quality of life. Seeking opportunities for funding sources outside the city budget should be an ongoing effort.
6. *Trails Maintenance:* With every new amenity there is an associated expense to keep it clean and safe. The Public Works Department does an excellent job of maintaining parks, and volunteer/friend groups will be important partners.



Implementation Partners and Next Steps

The City of Poulsbo promotes collaborative partnerships in trail planning, implementation, management and maintenance. The City is continuing to develop trail partnerships with federal, state, and local jurisdictions, businesses, public and private schools and citizens.

One of the primary goals is that the *UPP* connects with and functions with the trail systems in other jurisdictions, including the proposed North Kitsap "String of Pearls" project, the proposed Suquamish trail system, the US Bicycle Route System, and the existing Clear Creek Trail. The City should continue coordinating with adjacent jurisdictions to connect the trail systems and participate in regional and statewide efforts to create a statewide trail, where connection through Poulsbo provides a vital link to the Sound to Olympics Trail.

These trails and trail connections should continue to be included in the City's Park Capital Facility Plan's long-range capital improvement project list. The list should be reviewed annually.

Priorities

To begin shaping Poulsbo into a city that is as safe and welcoming for walkers and cyclists as it is for drivers, the following priorities were identified. Separate discussions are offered for pedestrians, cyclists and paddlers, as well as for connections to trail systems outside the city. The priorities are defined as long term or short term based upon the ease and expense of accomplishing each.

The *UPP* is intended to be a “living document” in that it includes considerations for future actions that may not be clearly defined at the time of adoption. This format is intentional and creates flexibility to be responsive to new opportunities and evolving priorities. Broadly, any new proposal or deviation from the plan priorities should always be evaluated against the policies in the Parks Recreation and Open Space Plan and the Comprehensive Plan.

TRAILS PRIORITIES – PEDESTRIAN IMPROVEMENTS			
Project Title	Short/Long	Project Description	Project Purpose and Need
<i>Waterfront/Shoreline Areas</i>			
Liberty Bay Waterfront Trail	Long term	Extend the waterfront trail to run from the boardwalk in American Legion Park to Poulsbo’s Fish Park and the connection to Nelson Park.	Far and away the top priority named by the public – expressed through the trails survey and during multiple outreach events – is a continuous trail along the shore of Liberty Bay, especially the east side of the bay. The final design was completed in 2015. Permitting in 2016-2018.
West Side Park	Long Term	The City purchased 3.1 acres in 2018. These 4 parcels include County Rd 59, an easement or trail along the shoreline. This trail will need enhancements and innovative connections to the new park.	Additional trails and connections on the west side of the city.
<i>Eastside - School Area</i>			
General improvements	Short term	Install crosswalks at Mesford Road, Lagaunet Lane and Noll Road.	A new city park at the corner of Noll/Mesford will include the crosswalk and a piece of the Noll Road shared use path. Construction timeline is 2019-2020. This crossroads is along the school route and popular with runners, walkers and bicyclists. Although the intersection already is a 4-way stop, motorists, have been observed failing to yield the right-of-way to pedestrians. Work with the engineering dept on crosswalk placement.
<i>Other Eastside Improvements</i>			
12th Avenue	Short term	Install signs to direct pedestrians and bicyclists through Caldart Heights across from mobile home park.	This attractive shortcut is less steep than the top of Forest Rock Lane.
Deer Run	Short term	Install crosswalk on Gustaf Road leading to pathway that connects Deer Run to Poulsbo Middle School.	Enhances safety for students crossing Gustaf to and from the connector path. Gustaf is a popular route for motor vehicle traffic moving between Noll Road and Caldart Avenue. Work with the engineering dept on crosswalk placement.
Central Market and other 10th Avenue businesses; and the Forest Rock Hills development	Long term	Trail from Caldart Avenue on the east to 10th Avenue and/or from office parks off 12th Avenue.	Pedestrian access from the east to this well-traveled commercial district is limited to busy, noisy Lincoln Road and steep Forest Rock Lane. Pedestrians wishing to reach the 10th Avenue business corridor from the south side of Lincoln dodge traffic to cross at random points.
Lions Park to city limits	Long term	Improve shoulder to create a shared use path and a safer link between park and Lemolo trail. Add signs in both directions indicating distance to each.	Consider opportunities to extend Lemolo trail if Fjord Drive is converted to one-way street.

Noll Road: Lincoln to Mesford	Long term	Shoulder enhancement/grading to increase safety for foot and bicycle traffic.	Popular with runners and cyclists. West side is city/east side is Kitsap County. Right now drivers who are being courteous cross over the center divider to give walkers/runners/bikes plenty of room. That is OK on the straightaway but dicey near the blind curve at Tallagson. May be improved as development occurs on Noll. Planned as a shared use path.
Poulsbo Village / 7th Ave	Long term	Trail connecting 4th and 7th avenues.	Informal trails on private property behind Poulsbo Athletic Club leading to 4th Avenue indicate the need for legitimate pedestrian access between residential neighborhoods such as Poulsbo Village and Torval Canyon.
Highway 305	Short term Long term	Identify safe pedestrian routes on both sides of the highway and use signs and identified crosswalks to direct pedestrians.	People routinely walk along the shoulder of the highway, probably seeking the shortest distance to their destinations. One destination may be a Kitsap Regional Transit bus stop located north of Central Market on the highway shoulder. The medical offices at Bond and Hwy 305, College Marketplace, and Snider Park are other destinations with poor pedestrian access from the east.
West and Eastside: Conceptual Connections			
Conceptual connections: off street	Long term	Conceptual connections include the west side of the Liberty Bay Estuary, Bjorgen Creek, Nilsen Lane, College Marketplace, corner of Hwy 305 and Bond Road, across the WSDOT Mitigation site off 1 st Avenue NE, along the Liberty Bay shoreline, connecting 10 th and Caldart Avenue, Dogfish Creek, and connecting south of Raab Park to Highway 305.	Off street trail indicators are used on the pedestrian map (in pink) to indicate that a trail connection in the general area is important. There is no planned connection in these areas at this time. Actual alignment occurs after voluntary agreement with property owner.
Conceptual connections: on street	Long term	Conceptual connections include near Vinland Elementary, at the top of Finn Hill Road over Highway 3, Cedar Lane, Viking Avenue north of Highway 3, Highway 305 to College Marketplace, Little Valley Road, near Wilderness Park, Pugh Road, and just off Noll Road south. Work with the engineering dept.	On street trail indicators are used on the pedestrian map (in green) to indicate that a trail connection in the general area is important. This could be a sidewalk or another type of connection.
Easements			
Use existing easements where feasible	Short term Long term	Caldart Heights to 10 th Avenue (stormwater vault) Deer Run to Johnson Rd (sewer line) Baywatch to Viking Heights (waterline) Wilderness Park to/from Hostmark and Highway 305 (variety of possible easements) Nilsen Road (existing city right of way can be used) 4 th Avenue to 7 th Avenue (utility easement is further north and straight from cell tower) Viking to NW Bay Street - (a variety of easements may give us a walking loop) Noll Rd to PSE station (along Lincoln Rd)	Existing utility easements may need to be re-negotiated for dual purposes but may also provide a beginning or ending point for a trail. Updated utility easement maps should be consulted regularly.
General Projects			
National Trails Day	Annual	Do public outreach by hosting an event or trail maintenance project each year.	Always held the 1 st Saturday in June.

TRAIL PRIORITIES - BICYCLE IMPROVEMENTS

Project Title	Long vs Short	Project Description	Project Purpose and Need
General Improvements	Short term	Restripe portions of Noll, Hostmark, Fjord, Mesford, 6 th , 12 th and Bjorn to create bike lanes on existing asphalt.	Engineering Department.
Biking Loops - maps	Short term	Map out and measure a variety of biking loops.	Simple routes, indicating easy, medium and hard loops should be created and posted on the city's website for residents and visitors to use.
Biking Loops - maps	Short term	Sign bikes to encourage use of safer routes: through Stendahl Ridge instead of Finn Hill or via Highway 305.	Possibly on the down side of Finn Hill Road.
Westside			
Olympic College / Marketplace	Short term	Promote alternate route with signs and maps.	Pedestrians and cyclists use Finn Hill Road to travel to and from the west side of the city, but Finn Hill is hazardous due to narrow road width and heavy traffic. Although a sharrow recently was painted at the base of Finn Hill west of Viking Way to inform drivers that bicyclists should be accommodated, it would be safer to route pedestrian and especially bicycle traffic to the recently beautifully redesigned north end of Viking Way and west through the new Stendahl Ridge neighborhood, which comes out on Finn Hill where a bike lane exists. This route also connects to Fish Park, offering pedestrians a delightful path toward the city core.
Eastside			
North Kitsap High, Poulsbo Middle School	Long term	Grade eastbound Hostmark approaching Caldart to create a road shoulder that may serve as a bike lane. Add path and signs on Hostmark in front of Poulsbo Middle School to indicate where bicyclists may safely ride, or directing them to dismount and walk, when buses are present.	A road shoulder that serves as a bicycle lane on Hostmark east from Highway 305 disappears just before Caldart. It should continue to Noll Road to connect to the shared-use path. The shoulder of Hostmark in front of Poulsbo Middle School currently is striped to delineate bus parking area. Bicycles and walkers are left to fend for themselves.
City limits to downtown	Short term	Install signage to direct bicyclists to use 6 th Ave to Hostmark.	6 th Ave contains Sharrow and space for bicyclist.
Lions Park to city limits	Long term	Improve shoulder to create a shared use path and a safer link between park and Lemolo trail. Add signs in both directions indicating distance to each.	Consider opportunities to extend Lemolo trail if Fjord Drive is converted to one-way street.
Front Street downtown	Short term	Install sharrow as determined by the engineering department	This will increase awareness by drivers that they are sharing the road with bicyclists.
Highway 305	Long term	Remove bulb-outs and install bike lanes and safe pedestrian route on Highway 305.	The widening of Highway 305 through Poulsbo presented some new challenges for cyclists and pedestrians. Bicycle lanes were added to a section of the highway on which construction was completed only two years ago; but bulb-outs at the intersections make cycling hazardous on this highway which sees heavy, fast-moving traffic.
Noll Road: Lincoln to Mesford	Long term	Shoulder enhancement/grading to increase safety for foot and bicycle traffic.	Popular with runners and cyclists. West side is city/east side is Kitsap County. Right now drivers who are being courteous cross over the center divider to give walkers/runners/bikes plenty of room. That is OK on the straightaway but dicey near the blind curve at Tallagson. May be improved as development occurs. Planned as a shared use path.

General Improvements	Long term	Create a wayfinding signage program showing routes/loops and distance to popular destinations; the public library, shopping, schools, and other public places.	Partner with other organizations such as the chamber of commerce, Historic Downtown Poulsbo Association and businesses. Work with the engineering department for on street improvements.
E-bikes	Long Term	E-bikes are becoming increasingly popular because they can make biking easier or more comfortable, which potentially allows for a greater diversity of bicycle trips and riders.	Policies or laws may be needed to regulate e-bikes on streets, sidewalks and trails as usage increases.

Trail Priorities – Water Trails

Project Title	Long vs Short	Project Description	Project Purpose and Need
General Improvement	Short term	Install benches at water access points / wayside rests	Providing for easy take in and take out points should be a priority in a city on a bay.
General Improvement	Short term	Signage	Provide wayfinding signage at the public access points in the city.
West Side Park	Long Term	Shoreline park improvements should include a hand launch site, wayside rests and signage.	This will be a nice addition for public shoreline access on the west side of the city. Water trail signs will also be added once the park is developed.

Other Trail Systems Which May Connect to Poulsbo

Clear Creek Trail	Identify possible connections.	Clear Creek Trail, south in Silverdale, is a popular destination for pedestrians and young cyclists learning to ride. Connecting with it should be a priority to the city.
Cross State Trail/Sound to Olympics Trails Connection	Identify potential connections.	Kitsap County is a missing link in the regional Sound to Olympics trail. Planning on the Sound to Olympics Trails is ongoing. Current recommendations (2018) include one connection through the city and one connection using the Noll Road Share Use path to Stottlemeyer to move bicyclists to the Hood Canal bridge.

Coordination with Comprehensive Plan



The Comprehensive Plan is a 20-year vision and roadmap for Poulsbo's future. The plan guides City decisions on where to build new jobs and houses, how to improve the transportation system, and where to make capital investments such as utilities and sidewalks. The Comprehensive Plan is the framework for most of Poulsbo's big-picture decisions on how to grow while preserving the heritage and character. The Parks, Recreation and Open Space element (chapter 8) addresses the present and future park, recreation and open space issues for Poulsbo. The 2015 Parks, Recreation and Open Space Plan (PROS Plan) supplements this chapter and is included in as Appendix B-5 to the Comprehensive Plan. The Urban Paths of Poulsbo Plan (Trails Plan) adopted by the City also supplements this chapter and is included as Appendix B-6. The UPP ties in and coordinates with major goals that were set in the 2016 Comprehensive Plan update. Goals of the Park and Recreation and Open Space chapter include:

- **Goal PRO-4** Create a hybrid system of on-street facilities, off-street links, and shared-use paths to create a continuous and complete network for pedestrians and bicyclists that connects neighborhoods, commercial areas, schools, transit facilities, parks and open spaces, and the waterfront).

Comprehensive Plan Chapter 8, Parks Recreation and Open Space includes the following policies:

- **Policy PRO-4.1** Use the Urban Paths of Poulsbo Plan and maps to identify and prioritize implementation strategies and key acquisition and development opportunities for connections supporting nonmotorized travel. Prioritize these connections in the City's 6-Year Capital Improvement Program, which is reviewed annually.
- **Policy PRO-4.2** Use a multi-faceted approach to implement the Urban Paths of Poulsbo Plan. As set forth in the UPP plan, the implementation strategies should include:
 - Reviewing the city's municipal code to incorporate standards for pedestrian and bicycle facilities, bicycle parking, and incentives for developers who provide connections for walking, cycling and other forms of non-motorized travel.
 - Coordinating with the Planning Department to look for opportunities for non-motorized linkages during the development review process.
 - Working with Homeowners' Associations to identify prospective paths in their subdivisions to connect the neighborhood to outside routes.
 - Seeking partnerships with other jurisdictions, private businesses, non-profit organizations, the development community, and citizens to realize the UPP vision.
 - Working with the City Engineering Department to consider and evaluate the UPP plan, maps, and implementation list in the planning, design, construction and maintenance of roadway projects.
 - Establishing maintenance and preservation standards and ensuring adequate funding is available for maintenance and preservation of trails in parks and on-street facilities.
 - Reviewing existing policies for non-motorized users and coordinating with the Police Department to ensure adequate enforcement for public safety.
- **Policy PRO-4.3** A key priority for trails planning in Poulsbo is to link citizens with the shoreline. Therefore, the City should emphasize acquisition of land and/or conservation easements along the shoreline of Liberty Bay to connect, enhance, and lengthen the existing, but limited, shoreline pedestrian trail. All shoreline development is subject to the requirements of the City's Shoreline Master Program.
- **Policy PRO-4.4** Coordinate with neighboring jurisdictions to connect the city's trail system with theirs and participate in county, regional and statewide efforts to plan and implement a statewide trail, where connection through Poulsbo provides a vital link to the Olympic Peninsula.

- **Policy PRO-4.5** Use the trail standards identified in the Urban Paths of Poulsbo functional plan as a guide for trail construction, unless a specific standard is required by a funding agency. If modification to a trail standard is necessary due to topography, or is not physically or technically feasible, an alternative trail standard shall be as acceptable to the City Engineer and Parks and Recreation Director.
- **Policy PRO-4.6** Make trails accessible to people with disabilities as much as possible.
- **Policy PRO-4.7** Utility easements should be considered for possible trail easements. Working only with willing property owners, the City should work to encourage multi-purpose easements that allows for public access where it is identified or supported by the Urban Paths of Poulsbo Plan.
- **Policy PRO-4.8** The City intends to develop the Urban Paths of Poulsbo (UPP) Plan primarily through (1) continued construction of sidewalks, bicycle facilities, and shared-use paths in conjunction with new roadway projects; (2) through multi-purpose easements as described in Policy PRO-4.7; and (3) through the development of trails with willing and cooperative property owners going through the development review process, including but not limited to subdivisions, Planned Residential Developments, and commercial site plans. The City will engage only with willing property owners in the implementation of the UPP Plan.
- **Policy PRO-4.9** When a public trail is designed to be located within a regulated critical area, the City shall engage professional consultants or other experts to ensure appropriate mitigation of any potential conflicts between path construction and wildlife habitat. Trail development within critical areas is subject to the requirements of the City's Critical Areas Ordinance and Shoreline Master Program.
- **Policy PRO-4.10** Install way-finding and route signs and provide maps to guide users through the city's pedestrian and bicycle network. Coordinate with schools and agencies to promote bicycle and pedestrian safety through educational programs and events. Collaborate with neighboring jurisdictions to develop regional trail maps. Expand "adopt-a-park" programs to include an "adopt-a-trail" component.
- **Policy PRO-4.11** Proposed routes shown in the UPP Plan and Figure PRO- 3 are conceptual. Actual alignment may vary based on topography, property ownership and willingness of property owners, and other variables that may be identified at the time of pathway construction. The City will involve only willing property owners. If a connection is not feasible, an alternative alignment and/or connection that meet the intent of the UPP Plan and Figure PRO-3 will, when possible, be determined.



Trail standards identified in the 2016 Parks, Recreation and Open Space Plan (PROS) will be used as a guide for trail construction, unless a specific standard is required by a funding agency. If modification to a trail standard identified in the PROS plan is necessary due to topography, or is not physically or technically feasible, an alternate standard shall be as acceptable to the City Engineer and Parks and Recreation Director.

Policy Recommendations and Implementation Strategies

These recommendations and strategies are very specific to Poulsbo and were developed because of the work by the 2009-2011 trails committee, survey information and public input. The following recommendations are not listed in any order of importance:

Education and Awareness

1. The City should work with the North Kitsap School District and private schools, the Kitsap Public Health District, Poulsbo Parks and Recreation, and the Poulsbo Police Department, to promote bicycle and pedestrian safety through educational programs.
2. City-wide events (e.g. Viking Fest, 3rd of July) should include exhibits on pedestrian and bicycle safety.
3. Promote bike-to-work day, helmet fitting, and other pedestrian or bicycle events.
4. Expand "adopt-a-park" programs to "adopt-a-trail" programs.

5. After the development of a trail facility, provide uniform signage to identify pedestrian and bicycle routes throughout the community, and establish wayfinding markers and maps (e.g. “You Are Here”) to direct pedestrians and bicyclists to key community points of interest (e.g. parks, the waterfront, historic downtown Poulsbo, the library, schools and commercial areas). Work with the Chamber of Commerce and Historic Downtown Poulsbo Association to connect the shopping centers with trails.
6. The City should develop a walking/biking map of pedestrian and bicycle facilities in the community and key points of interest in the community for public distribution.

Enforcement

1. The City should coordinate with the Poulsbo Police Department to enforce regulations regarding the usage of pedestrian, bicycle and trail facilities.
2. The City should clarify where bicycles are allowed or not allowed on sidewalks, pedestrian facilities, parks and trails.
3. After a new pedestrian or bicycle facility is developed and constructed, the City should work with the Poulsbo Police Department to increase patrols to alert the community to the new facility.
4. The City should ensure adequate pet control laws and should enforce those laws.
5. The City should review existing policy and expand or develop a policy or policies on the use of other forms of transportation (e.g. skateboards, in-line skating or motorized scooters) throughout the city. It should be noted that people using motorized wheelchairs or other aids for mobility are pedestrians and have all the rights granted as such.

Implementation and Funding

1. The City should develop cost estimates for high priority projects for insertion into the City’s Capital Improvement Program.
2. The City should revisit the plan for update every five to ten years. The priorities list and capital improvement project list should be consulted annually during the City’s development of its six-year Capital Improvement Program.
3. The City should research grants and consider annual funding for pedestrian and bicycle improvements relating to safe school access and other community enhancement projects. This would include the Parks and Recreation and the Engineering Departments.
4. The City should ensure adequate, dedicated personnel time for implementation of pedestrian and bicycle programs and projects.
5. The City should continue trails plan coordination between city departments including parks and recreation, planning and economic development, public works, and finance.
6. The City should continue to coordinate with neighboring jurisdictions and the State of Washington for joint planning and funding efforts.
7. Utility easements should be considered for possible trail easements.
8. The City should continue to coordinate and partner with other trail systems and efforts near the city, including the Clear Creek Trail System, the North Kitsap Trails Association and the Mountains to Sound program.
9. The City’s Development and Zoning Code should contain language relating to standards for secure, convenient, long-term bicycle parking at schools, parks, public facilities, large-scale commercial developments and transit centers.
10. The City should build relationships with various Home Owner’s Associations in order to get private trails in subdivisions opened up to the public.
11. The City should continue to work with private developers to encourage trail connections between development, commercial areas and public centers. The city should highlight general construction guidelines for consistency. The City should review potential PMC code changes to provide incentives for developers to provide trail connections.

12. The City should enhance PMC references to encourage bicycle paths/trails in residential subdivisions, such as 17.80.060B.5:
Pedestrian and bicycle connection to adjacent subdivisions or property shall be provided as feasible and as consistent with the intent of the city's comprehensive plan's identified sidewalk and path connections.
13. The City should adopt maintenance standards for trails in parks and on-street bikeways.
14. The City should ensure adequate funding for maintenance of identified park trails and pedestrian and bicycle facilities within the right-of-way.
15. The City should consult the Washington Department of Transportation's (WSDOT) *Pedestrian Facilities Guidebook* (1997) and the American Association of State Highway and Transportation Officials' (AASHTO) *Guide for the Development of Bicycle Facilities* for pedestrian and bicycle facility design guidance for a project.
16. During project selection, working only with willing property owners, keep in mind the following considerations: safety, especially for children and the elderly; existing conditions; topography; existing and planned routes; existing and planned traffic corridors; connections to downtown, parks and open space, schools, community facilities and other points of interest; location of commercial areas and multi-family areas (land use).
17. The City should inventory and explore grant sources and interjurisdictional funding partnerships to the greatest extent possible for program and project funding, including partnerships with private, health and education organizations.

Funding for Trails

Implementing the UPP depends on commitment, opportunity and funding availability. As competing demands escalate for increasingly limited City resources and dollars, creative solutions are needed to fund trails. Completion of the trail system will take time and will require a sound and realistic financial strategy.

Funding for trail development and maintenance must come from a variety of sources. City budget, park impact fees, federal and state grants, and in-kind donations of materials and labor are the most common sources. It is important to maximize every possible funding source for trail capital improvements. Funding sources available to the City include: City's annual budget – general fund and park reserves; impact fees, state and federal grants, conservation and recreation trail easements, donations, partnerships, in-kind donations of materials and labor, and voter approved bonds. The City should also ensure that individuals who wish to support the Urban Paths of Poulsbo through financial or property donations, conservation or trail easements, or bequests are able to do so by providing easily accessible information and promote giving opportunities.

Park projects that have been placed on the 6-year Capital Improvement Program (CIP) have received a funding commitment, usually through a combination of grant funding, city budget, impact fees and in-kind donations. The trails projects will be the same.

Plans

The Parks and Recreation Capital Improvement Plan identifies park projects to address needs over the 20-year term of the plan. The short-term projects identified in the Six-Year Park Capital Improvement Program (CIP) define the most immediate needs providing the short-term budgetary prioritization. Trail projects will continue to be integrated into the 6 and 20 Year CIP.

The Dogfish Creek Restoration Plan (2010) also encompasses a variety of projects to aid in the health of the creek. Trails development is a part of that plan.

Partnerships

Partnerships with state and local government agencies, Poulsbo's active civic clubs and community groups, North Kitsap School District, friends' groups, and local land trusts, assist the City in the acquisition of park land and the development of those parks and trails. Continuing these relationships is a primary goal of the City.

Conclusion

With the maps and recommendations in hand, the city has guidance in developing pedestrian and bike-friendly routes for the next twenty years. The Urban Paths of Poulsbo will serve a diversity of users and a variety of purposes—commuters, visitors, recreational users, non-motorized activities, local schools, and more will benefit from this plan.

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