



# Americans with Disabilities Act Transition Plan

City of Poulsbo, WA  
October 2021

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## ACRONYMS

|        |  |
|--------|--|
| ADA    | Americans with Disabilities Act                                    |
| APS    | Accessible Pedestrian Signals                                      |
| CIP    | Capital Improvement Program  |
| COP    | City of Poulsbo  |
| DWS    | Detectable Warning Surface   |
| MUTCD  | Manual on Uniform Traffic Control Devices for Streets and Highways |
| PAR    | Pedestrian Access Route  |
| PCP    | Pedestrian Circulation Path  |
| PMC    | Poulsbo Municipal Code   |
| PROWAG | Draft Guidelines for Accessible Public Rights of Way               |
| ROW    | Right of Way   |
| SR305  | State Route 305, State Highway 305 NE                              |
| TIP    | Transportation Improvement Program                                 |
| UGA    | Urban Growth Area  |
| WSDOT  | Washington State Department of Transportation                      |



## INTRODUCTION / REGULATORY FRAMEWORK & GUIDANCE

The City of Poulsbo's Self-Evaluation and Transition Plan is written to establish the City's commitment to providing equal access to all its public programs, services, activities, and facilities for all citizens, including those with disabilities. Required by the Americans with Disabilities Act of 1990 (ADA), and codified in 28 CFR §35.150 (d), this plan has been developed through a self-assessment and evaluation of the City's facilities. This Plan is written to document the process by which existing and new City of Poulsbo pedestrian facilities in the public right of way (ROW) will be brought into compliance with current ADA standards. Special care has been taken to identify existing barriers for individuals with disabilities in relation to streets, roads, and walkways so that those barriers may be removed.

The focus of this plan identifies physical obstacles that represent barriers to pedestrians within the public right of way such as curb ramps, sloped curbs, crosswalks, pedestrian push buttons, driveways, and other obstructions.

Priority is given to "walkways serving entities covered by the Act, including State and local government offices and facilities, transportation, places of public accommodation, and employers, followed by walkways serving other areas."

The transition plan will be used to help further guide planning and implementation of necessary accessibility improvements. The plan outlines a proposed correction strategy of prioritized locations as well as a schedule for completion and a proposed level of funding. It is expected that this document will be revised, updated, and/or amended as necessary in the future to adapt to changes in priority, funding, and regulations.

The City intends to update the ADA transition plan every five years to incorporate comments and to reflect completed accessibility projects and other changes.



## FEDERAL REQUIREMENTS

This transition plan is being prepared in accordance with federal requirements as outlined in Section 504 of the Rehabilitation Act of 1973, as well as the Americans with Disabilities Act of 1990 and recent amendments.

## SECTION 504 OF THE REHABILITATION ACT OF 1973

Often referred to as the civil rights act for people with disabilities, the Rehabilitation Act requires that all organizations receiving federal funding make their programs available to people of all abilities. Discrimination may consist of exclusion from participation or denial of benefits of programs, activities or services operated by the City. It states:

“No otherwise qualified [disabled] individual in the United States shall, solely by reason of [disability], be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.”

City departments or divisions that receive federal funding must identify a Section 504 coordinator on its staff who will ensure that the program, service or activity receiving the funding meets the requirements of the law, and who will respond to any complaints from citizens or requests for information from a funding agency.

## TITLE II OF THE AMERICANS WITH DISABILITIES ACT (ADA) 1990

The Americans with Disabilities Act (ADA) became law in 1990. The ADA is a civil rights law that prohibits discrimination against individuals with disabilities in all areas of public life; including jobs, schools, transportation, and all public and private places that are open to the general public. The ADA is divided into five titles:

Title I Employment

Title II Public Services (State and Local Government)

Title III Public Accommodations and Services Operated by Private Entities

Title IV Telecommunications

Title V Miscellaneous Provisions.

Title II of the ADA adopts the general prohibitions against discrimination contained in Section 504 of the Rehabilitation Act of 1973, but applies to all state and local governments, regardless of whether they receive federal funding. It prohibits the City from denying persons with

disabilities the equal opportunity to participate in its services, programs or activities, either directly or indirectly through contractual arrangements.

Public entities employing 50 or more persons, such as the City of Poulsbo, are required to develop a transition plan outlining the necessary steps to complete any structural changes to achieve compliance. At a minimum the plan must meet the requirements of 28 CFR 35.150(d)(3):

1. Identify physical obstacles in the public entity's facilities that limit the accessibility of its programs or activities to individuals with disabilities;
2. Describe in detail the methods that will be used to make the facilities accessible;
3. Specify the schedule for taking the steps necessary to achieve compliance with this section and, if the time period of the transition plan is longer than one year, identify steps that will be taken during each year of the transition period; and
4. Indicate the official responsible for the implementation of the plan.

## TRANSITION PLAN REQUIREMENTS

Public entities with 50 or more employees are required to perform a self-evaluation and produce a transition plan outlining the steps required to achieve program compliance. The Self-Evaluation is the City's internal assessment of the accessibility of its facilities, programs, services, and activities. It includes site assessment surveys of all public facilities, parks and roads owned by the City of Poulsbo, and a written survey of all City departments regarding the accessibility of their programs, services and activities.

According to the requirements of the ADA, a Transition Plan must include a list of necessary improvements to be made based on the results of the Self-Evaluation, including estimated time frames and costs for each.

The City plans to update the Transition Plan every five years to reflect completed accessibility projects or other changes.

Public entities that are responsible for streets, roads, or walkways must include a schedule, within the transition plan, for providing curb ramps or other sloped areas where pedestrian walks cross curbs. Priority is given to walkways serving entities covered by the ADA, including local government offices and facilities, transportation, places of public accommodation, and employers, followed by walkways serving other areas.

Section 28 CFR 35.150(d)(1) requires public entities to provide an opportunity to interested persons, including individuals with disabilities or organizations representing individuals with



disabilities, to participate in the development of the transition plan by submitting comments. A copy of the transition plan will be made available for public inspection. The transition plan and ability to provide comments will be also be posted on the Cities website.

The focus of this ADA transition plan is specific to City owned facilities located within the public rights-of-way. It is a component of the larger plan for the City. Areas not specifically addressed are noted and include:

- ❖ Public Meetings/Hearings and Events
- ❖ Printed Materials
- ❖ Website
- ❖ Telecommunication & Broadcasts
- ❖ Contracting/Purchasing
- ❖ Staff Training
- ❖ Government Buildings
- ❖ City Owned Parking Lots
- ❖ City Owned Parks
- ❖ Parks and Recreational Programs & Events

# PROGRAM ADMINISTRATION

## ADA COORDINATOR

The designated ADA/Section 504 Coordinator for the City of Poulsbo is the Risk Manager:

Alexis Foster  
Risk Manager/City Prosecutor  
City of Poulsbo  
200 NE Moe Street  
Poulsbo WA 98370  
Phone: (360) 394-9710  
Email: [AFoster@CityofPoulsbo.com](mailto:AFoster@CityofPoulsbo.com)

The designated coordinator for implementation of this ADA transition plan as it relates to implementation of facilities within the public right of way is the Director of Engineering:

Diane K. Lenius, P.E.  
Director of Engineering  
City of Poulsbo  
200 NE Moe Street  
Poulsbo, WA 98370  
Phone: (360) 394-9882  
Email: [DLenius@CityofPoulsbo.com](mailto:DLenius@CityofPoulsbo.com)





## POLICY ON COMPLAINTS

The intent of the City of Poulsbo is to use complaints from the public in order to assist in the prioritization of the implementation of the ADA transition plan as it related to facilities within the public right of way. In this manner, the City will prioritize the barriers which directly impact members of the public.

The ADA Coordinator or designee is limited by the funding allocated each year when responding to grievances that request barrier removal or structural modifications. If the available funds are insufficient or already expended on other projects, improvements will be prioritized and scheduled in subsequent fiscal years. In addition, it is important to recognize that there will be a time lag between when a structural issue is brought to the attention of the City and when it is reconstructed. It may be possible to take immediate action to remove an immediate threat such as grinding a trip hazard or patching cracks. The temporary fix may not be fully compliant; however, the goal is to partially resolve the immediate issue until the time when a fully compliant fix can be implemented. The process of assessment, analysis, survey, design, and construction takes time. The intent of the City is to maximize funding benefits by completing large projects as opposed to numerous small projects.

The availability and use of the following grievance procedure does not preclude filing a complaint of discrimination with any appropriate state or federal agency. Use of this grievance procedure is not a prerequisite in the pursuit of other remedies. The complaint should be submitted by the grievant and/or their designee as soon as possible. The complaint may also be submitted in writing and contain information about the alleged discrimination such as name, address, phone number of complainant, location, date, and description of the problem.

Alternative means of filing complaints, such as personal interviews or a tape recording of the complaint, will be made available upon request.

## GRIEVANCE PROCEDURE

The City of Poulsbo has four primary methods of receiving complaints/comments/concerns from the public:

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### DIRECTLY TO STAFF MEMBER VIA CONVERSATION, EMAIL, OR PHONE MESSAGE

The most common method of resolving the concerns of the public is a conversation either over the phone, at a City front counter, at a specific site, or via email between a member of the public and staff. If necessary, a formal complaint can be filed to elevate the issue in order to reach a resolution. In the context of prioritizing ADA related issues, staff may request a list or map showing barriers or areas of concern.

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### SEECCLICKFIX ONLINE REPORTING TOOL

The application “SeeClickFix” is one method that members of the public have available to report issued around the City. This application may be downloaded onto a smart phone or accessed from the City website online. The user can take a picture of an issue and it then goes on a city-wide map where the Public Works Department directs the complaint to the appropriate department. This is an effective and useful tool for quickly identifying structural components of the City such as trip hazards, damaged sidewalks, missing signs, etc. SeeClickFix is especially helpful since both GPS and a photo can be used to describe the specific area. One downside to receiving complaints through SeeClickFix is the inability to follow up with questions or resolutions to users that have submitted anonymously.



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### WRITTEN COMPLAINT FORM

The City’s general complaint form is available at the counters of City Hall as well as on the City website. This form is general and allows a member of the public to submit a written complaint. While not specific to ADA items, it can be used to document barriers and items of concern. The form is directed to the Public Works department, and then distributed to the appropriate department for resolution. Written complaints can prove difficult to resolve if sufficient detail is not provided regarding both location and concern. Additional follow-up between staff and the complainant may be required to provide a resolution.

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### TITLE VI – COMPLAINT FORM

The Title VI Complaint Form is available on the [City website](#) and is specific to complaints regarding Title VI violations. The specific formal grievance process is briefly outlined below, and a similar process shall be used when handling an ADA complaint.



## TITLE VI GRIEVANCE PROCEDURE

The City of Poulsbo's Title VI grievance policy is outlined on the City's Title VI (Non-Discrimination) portion of the website. It includes a specific complaint form for people who believe their Title VI protection has been violated. The grievance policy is summarized below:

1. Complainant must file complaint within 180 days. City may extend time limit or waive in the interest of justice, specifying in writing the reason for doing so.
2. Complainant or representative shall fill out and sign complaint form completely and submit to City Title VI coordinator.
3. Complaint must include a narrative description of the allegations in sufficient detail to enable the Title VI Coordinator to understand what occurred, when it occurred, and the basis of the alleged discrimination complaint. Complaint must include contact information of complainant and contact information of other involved including witnesses.
4. Within 10 days the Title VI Coordinator will acknowledge receipt of the allegation, inform the complainant of action taken or proposed action to process allegation, and advise complainant of other avenues of redress available.
5. Within 60 days the Title VI Coordinator will conduct an investigation of the allegation and based upon the information obtained will make a recommendation for action in a report of findings to the Mayor. Complaint shall endeavor to be resolved by informal means wherever possible. Such informal attempts and the results will be summarized in the report of findings.
6. Within 90 days from the receipt of the complaint, the Mayor will notify the complainant in writing of the final decision reached, including the proposed disposition of the matter. The notification will advise the complainant of their right to appeal if they are dissatisfied with the final decision rendered by the City.

Appeal authority jurisdictions may include WSDOT Office of Equal Opportunity, Title VI Program, and USDOT Federal Highway Administration.

## CITY POLICY

The City has two primary methods for bringing public facilities into compliance with ADA, concurrent with nearby construction activities. These are the Developer Frontage Improvement policy (private projects) and the CIP Project Correction policy (City funded projects). In both cases, the adjacent public frontage is evaluated for ADA compliance and upgrades are made as appropriate with the associated construction.

The City relies upon Chapter 1510 of the WSDOT Design Manual for guidance as it relates to new construction projects and alteration projects. New construction projects must meet all accessibility criteria when constructed. Alteration projects can trigger a variety of ADA requirements depending upon the specific project type.



## DEVELOPER FRONTAGE IMPROVEMENT POLICY

With the goal of bringing elements of public facilities into compliance with ADA standards, the City has long standing code regulations referred to as developer frontage improvements. This requires all private developments (including subdivisions, commercial site plans, and substantial remodels or tenant improvements) to evaluate their adjacent public frontage and bring out-of-compliance elements into compliance as part of the project. The requirements can be found in PMC17.80.050 (Land Division Street Standards) and PMC 15.04 (City Construction Code).

While specific improvements vary depending upon site condition and location, this requirement has led to increased ADA compliance throughout the City. The benefits of the Developer Frontage Improvement Policy are listed below:

- ❖ Bringing deficient facilities into compliance
- ❖ Placing cost burden of improvements on the developer
- ❖ Minimizing the disturbance of construction
- ❖ Eliminating barriers for the public



In general, the developer is responsible for bringing their side of the adjacent road into compliance with city standards. This may require lane widening, installing curb and gutter, sidewalk, and pedestrian curb ramps. Developments which create new city roads are required to meet all ADA requirements and staff review the plans to ensure standards are met. City inspectors confirm the facilities were built in accordance with the standards prior to approval and acceptance of the new road.

In areas of redevelopment, or where a City project has made right of way improvements, the developer is responsible for bringing existing pedestrian facilities into compliance. These improvements may include fixing broken sidewalk panels, driveway replacement, pedestrian curb ramp improvement, and replacement of sidewalk panels with excessive cross slope. This varies on a case-by-case basis. Often in the preliminary approval steps, City staff will conduct a site visit to look for areas which are out of compliance and need to be replaced.



## CAPITAL IMPROVEMENT PROJECT CORRECTION POLICY

The City has and will continue to evaluate ADA features on every City led CIP project and bring features into compliance to the furthest extent possible. Transportation projects generally require an evaluation (and upgrades if necessary) as part of the funding requirements. As an example, the City has reconstructed pedestrian curb ramps, even when not specifically required. There are some utility funded projects which do not impact existing sidewalks, curb ramps, or crosswalks and because the utility projects are funded by the utility, it may not be possible or appropriate to extend the scope of the project or use those funds for ADA upgrades. In transportation projects and other projects which disturb pedestrian facilities, the reconstruction is ADA compliant or constructed to the maximum extent feasible.

As an example, the City's Harrison Force main project reconstructed six pedestrian curb ramps as part of a larger project. During the Forest Rock Lane Pavement Preservation project, twelve pedestrian curb ramps were reconstructed to the maximum extent feasible. These costs are incorporated into the larger project costs and as the City continues to reconstruct and maintain our roads it is anticipated many curb ramps will be brought into compliance.

The exception to this policy is pavement maintenance and chip seal type projects as determined in Chapter 1510 of the WSDOT Design Manual. This reference specifically exempts chip seal type projects. The City agrees with this standard as chip seal projects are generally low cost over a large area and do not significantly impact pedestrian routes. If these projects were required to bring ADA facilities into compliance, the increased cost could cause the project to be unfeasible.

## SELF-ASSESSMENT / INVENTORY

The purpose of the self-assessment component of the ADA transition plan is to determine where facilities are deficient and to quantify the level of effort required to bring facilities into compliance. In order to plan for ADA improvements, a database of deficient facilities is necessary.

Poulsbo is primarily urban with a historic downtown core and surrounding neighborhoods built throughout the twentieth century. Many of the older neighborhoods were built without sidewalks or other pedestrian facilities. However, since the 1970s, almost all developments have constructed some form of pedestrian facility. One challenge which makes Poulsbo unique is the surrounding topography. The City is centered around Liberty Bay with relatively steep forested fjord- like hills extending in all directions. The general slope on most roads away from the bay is between 5-12% with some roads as steep as 15% grade. On many roads, installing usable accessible routes and features will be a significant challenge due to topographical and right-of-way constraints. The goal of the City is to provide safe, useable, and accessible pedestrian facilities on all major roadways.

### INVENTORY PLAN

The City of Poulsbo identified, evaluated, and quantified the following pedestrian facilities within the public rights of way:

- ❖ Sidewalks
- ❖ Curb Ramps
- ❖ Driveways
- ❖ Barriers & Obstructions within the PCP
- ❖ Discontinuities
- ❖ Pedestrian push buttons
- ❖ Crosswalks
- ❖ Misc. items noted during inventory
- ❖ Marked on-street parking

The intent was to focus on replacing curb ramps and removing barriers; however, it was determined it was in the best interest of the city to inventory all facilities.

Staff members used a handheld GPS unit, a smart level, engineering tape, cameras, and other misc. tools to identify and evaluate each facility. The inventory was done on a street-by-street level, walking up each sidewalk and marking features as they occurred. This GPS data was used



to create a database containing the pedestrian facilities. The evaluation process was completed between April and October of 2019.

In the interest of completing the inventory in a timely manner, each feature was identified as compliant, non-compliant, or missing/does not exist. Compliant indicates that all elements of the feature are fully compliant with the ADA standards. If any feature was not compliant, then the entire facility was marked as non-compliant. Missing/does not exist was used to capture facilities missing from the network. The assumption is that when the feature is to be reconstructed and brought into compliance, it will be evaluated and designed at that time. Specific fixes were not identified for each facility in the interest of completing the inventory during the summer.



## INVENTORY

The results of the 2019 Poulsbo pedestrian facility inventory are summarized in the tables below.

### SIDEWALKS

All public streets within the City were evaluated for the presence of sidewalks. Most city streets have sidewalks on both sides and overall, 83.7% of all streets have sidewalks on one side. 16.3% of City streets do not have a sidewalk present. These sidewalks are elevated and delineated from the vehicular travel lane by either landscaping or a traffic curb. Wide shoulders were not considered sidewalks for the purpose of this evaluation. Presence of a sidewalk does not indicate it was compliant or not, however, most sidewalk is at least 4' wide.

| Sidewalk Presence | Length (ft) | % of Total |
|-------------------|-------------|------------|
| Both Sides        | 144,278     | 62.2%      |
| One Side          | 49,770      | 21.5%      |
| None              | 37,826      | 16.3%      |
| TOTAL             | 231,874     | 100%       |

Streets without sidewalks are broken into the various road classifications below. Collectors are the roads which connect residential neighborhood roads to minor arterials. Minor arterials and collectors are the most important when it comes to pedestrian facilities since they are the roads people will most likely use to get between destinations.

| Classification         | Length (ft) | % of Total | Notes  |
|------------------------|-------------|------------|--|
| Minor Arterial         | 3,656       | 9.7%       | Finn Hill* and Noll Road*                            |
| Neighborhood Collector | 2,994       | 7.9%       | Bernt Rd, Little Valley, Mesford*                    |
| Residential Collector  | 7,724       | 20.4%      | Ridgewood, 9 <sup>th</sup> Ave, 4 <sup>th</sup> Ave* |
| Commercial Collector   | 1,877       | 5.0%       | Viking N. of SR305, 3 <sup>rd</sup> Ave*             |
| Residential Access     | 20,955      | 55.4%      | 50% Old Town between Hostmark, Fjord, and SR305      |
| Commercial Access      | 620         | 1.6%       | Alleyway   |
| Total                  | 37,826      | 100%       |  |

The projects identified with a \* indicate projects which have pedestrian improvements on the 6 Year TIP. These 5 projects were anticipated to add approximately 10,000ft of sidewalk and pedestrian facilities.

Residential access are local neighborhood roads, typically low volume low speed short road segments serving many driveways. Older neighborhoods were constructed without sidewalks on these residential access roads and adding pedestrian facilities would pose significant

challenges based on driveway location, right of way availability, and impact to on-street parking.

More than 50% (~10,000ft) of the residential access roads without sidewalks are in Old Town Poulsbo. The area between Hostmark, Fjord, and SR305 including Harrison, Haugen, 9th Ave, 6th Ave, among others, is the largest concentration of roads without sidewalks. This is one of the oldest neighborhoods in Poulsbo. When Poulsbo standards were last evaluated, a special provision was included, at the behest of the community, which had a desire to preserve the character of this area. The City Engineer has flexibility when requiring street improvements in this area. In the future, the desire of the community may shift, and pedestrian facilities may become a higher priority on these roads.

In addition to the items noted above, there may be a sidewalk gap closing project at various locations in the city to fill in short segments of missing sidewalk. Some of these will be completed by private developers as they improve the frontage and develop sites.

#### PEDESTRIAN CURB RAMPS

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Non-compliant and missing pedestrian curb ramps are, in general, distributed throughout the city with higher concentrations of compliant ramps on recently federally funded street improvement projects as well as newer developments. As expected, developments constructed in the late 1980s and early 1990s are non-compliant. Running slope, cross slope, missing detectable warning surfaces, and other issues are some of the reasons for non-compliance. In most cases the pedestrian curb ramps will be able to be re-designed and replaced within the existing right-of-way and some will be constructed to the maximum extent feasible due to topography.

|                                  | <b>Ramps</b> | <b>Percentage</b> |
|----------------------------------|--------------|-------------------|
| <b>Compliant</b>                 | 226          | 23%               |
| <b>Does Not Exist or Missing</b> | 57           | 5%                |
| <b>Non-Compliant</b>             | 714          | 72%               |
| <b>Total</b>                     | 997          |                   |

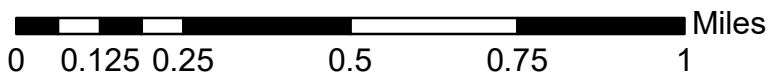
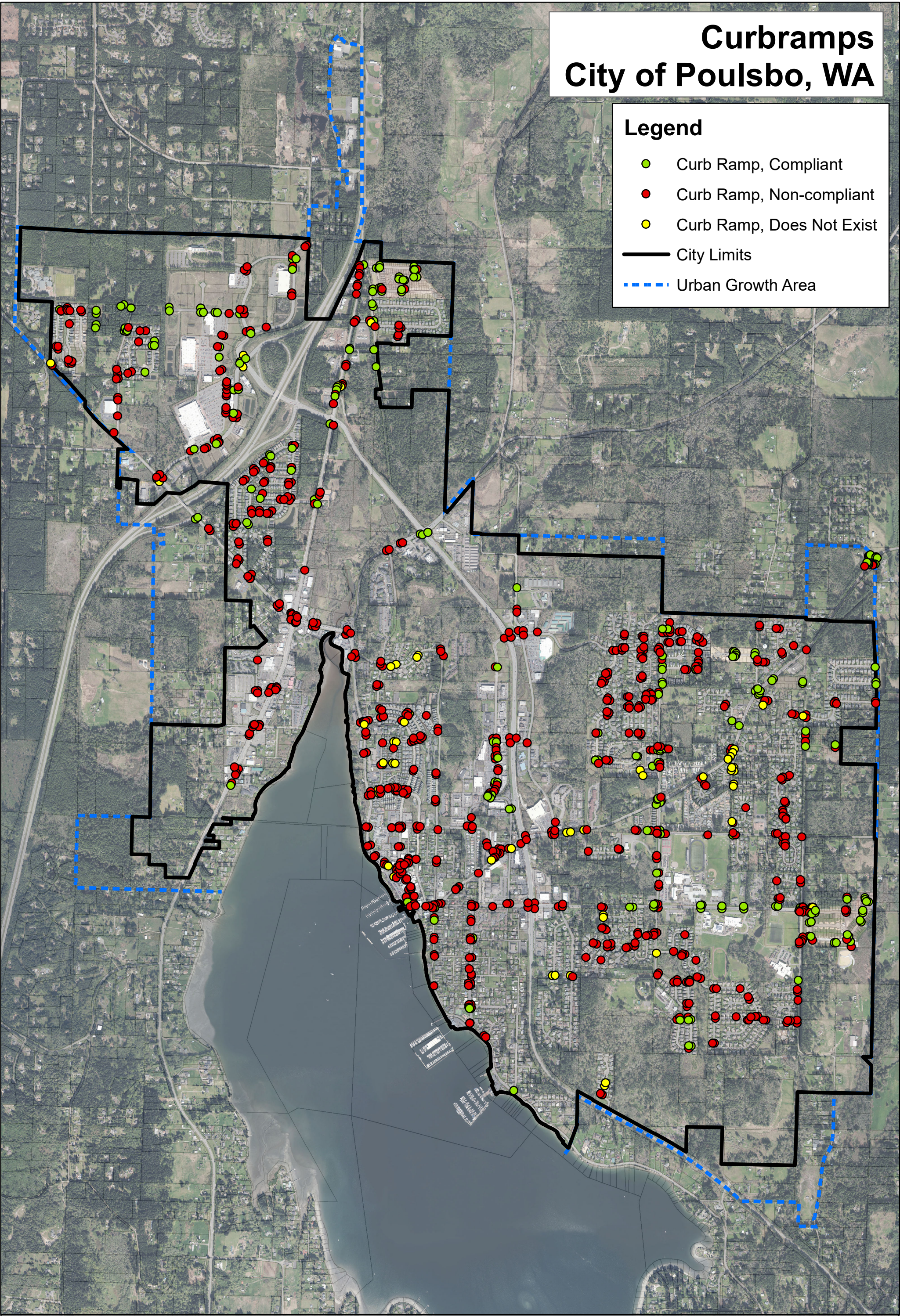
The figure on the following page shows the location of the curb ramps and results of the assessment.



# Curbramps City of Poulsbo, WA

## Legend

- Curb Ramp, Compliant
- Curb Ramp, Non-compliant
- Curb Ramp, Does Not Exist
- City Limits
- - - Urban Growth Area



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This Map is intended for general purpose planning. Maps are schematic representations of physical features, infrastructure, and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Data points collected in 2019 by the City of Poulsbo Engineering Department. Studies may be necessary with project review to verify information.



## DRIVEWAYS

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Non-compliant driveways are widely distributed throughout the city. However, a majority of more recent developments are compliant. The most common example of a non-compliant driveway is the older style where there is a 6" elevation change between the curb line and the back of the sidewalk. This results in a very steep cross slope on the sidewalk. Additionally, bringing these back into compliance can be challenging as it requires modifying grade on homeowner's property to make up for the elevation change. This could involve easements and repair of driveways, some of which could be decorative or a material other than standard concrete. The figure on the following page shows the location of driveway ramps and the results of the assessment.

|                                  | Driveways | Percentage |
|----------------------------------|-----------|------------|
| <b>Compliant</b>                 | 817       | 31%        |
| <b>Does Not Exist or Missing</b> | 57        | 2%         |
| <b>Non-Compliant</b>             | 1782      | 67%        |
| <b>Total</b>                     | 2656      |            |





# Driveway Ramps City of Poulsbo, WA

Legend

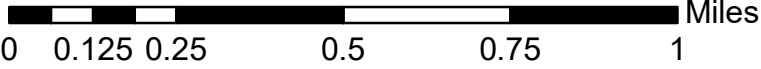
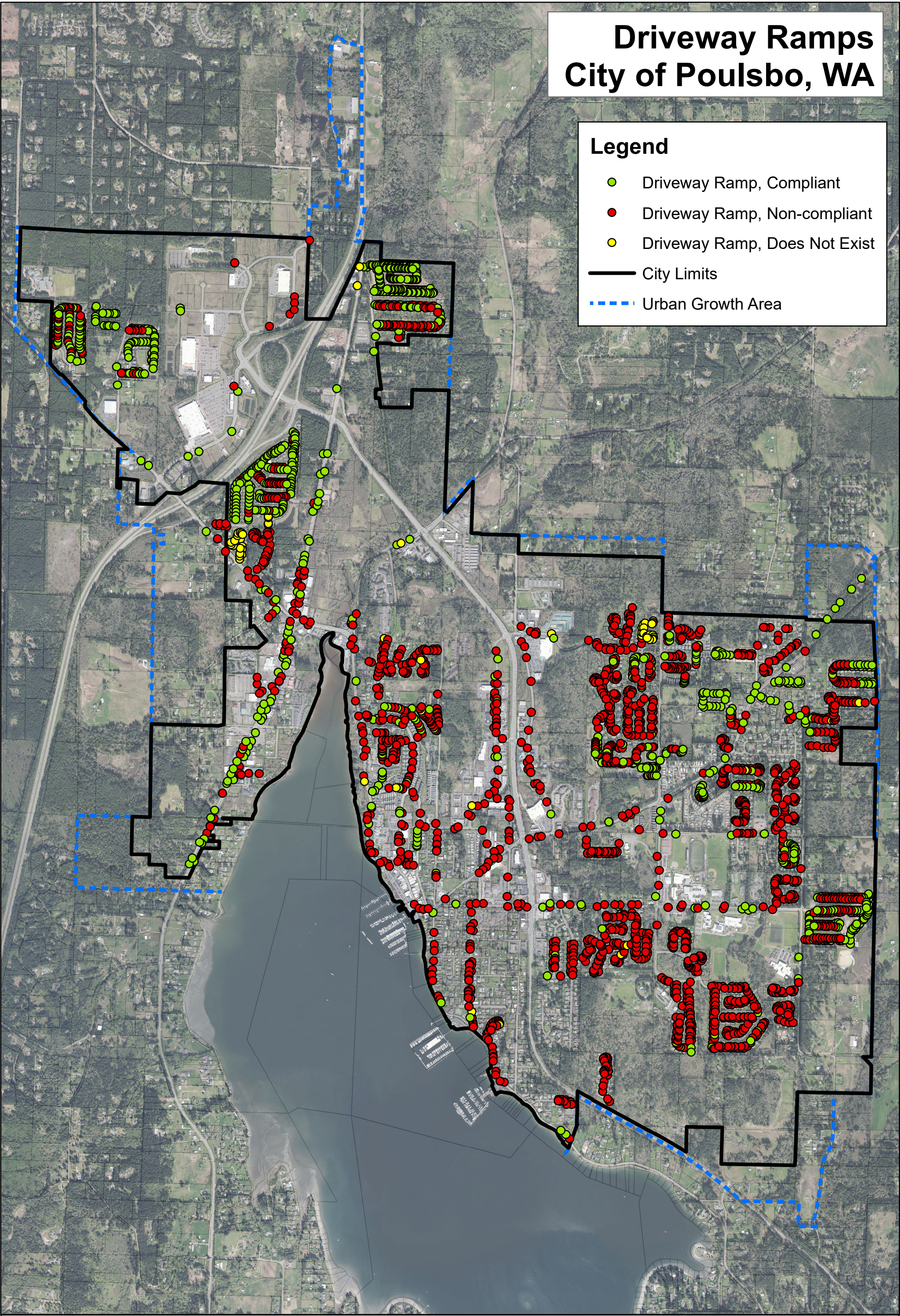
Driveway Ramp, Compliant

Driveway Ramp, Non-compliant

Driveway Ramp, Does Not Exist

City Limits

Urban Growth Area



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## SIDEWALK OBSTRUCTIONS (DISCONTINUITIES / TRIP HAZARDS)

The following obstructions were documented during the field survey. The Public Works crew is very proactive at identifying and eliminating trip hazards on the sidewalk, often by adding material or grinding discontinuities to provide a smooth walking surface.

Obstructions in the Pedestrian Access Route (PAR) indicate things which obstruct the minimum width on a sidewalk. Typically this includes utility poles, mailboxes protruding into the sidewalk, and some signs. The ideal scenario is to move the obstruction outside of the sidewalk, however it may not be possible in all cases. For example, mailboxes have to be within a certain distance of the curb line in order for mail to be delivered. Possible solutions include relocating the obstruction outside of the PAR, or adding sidewalk bulb out to provide consistent clearance around the obstruction. Obstructions into the Pedestrian Circulation Path (PCP) are generally compliant since they do not impede the clear width required.



Staff did not measure individual sidewalk panel cross slopes, however in areas that were clearly exceeding the 2% maximum, they were identified. In extreme cases of sidewalk cross slope, the sidewalk may be replaced with the appropriate cross slope.



| Sidewalks                            |                     |  |
|--------------------------------------|---------------------|--|
|                                      | Number of Sidewalks | Notes  |
| <b>Broken or Cracked Panels</b>      | 899                 | Not all broken or cracked panels are causing an issue, however over time it is anticipated that discontinuities will occur, and the panel will no longer be planer.  |
| <b>Discontinuity (&gt;0.25 inch)</b> | 214                 | Discontinuities are non-compliant. This includes panel joints, utility lids or structures, etc.  |
| <b>Obstruction into PAR</b>          | 84                  | Obstructions are non-compliant. This includes utility poles, mailboxes, signs, etc.  |
| <b>Obstruction into PCP</b>          | 151                 | Obstructions are compliant. This includes utility poles, mailboxes, signs, etc.  |
| <b>Crosswalk Cross Slope</b>         | 68                  | Panel cross slope exceed maximum at these locations. Staff did not measure cross slope of each panel and these are points that are clearly exceeding the maximum. In these areas it is likely that the cross slope is exceeded for a distance. |
| <b>Total</b>                         | 1416                |  |



## CROSSWALKS

Crosswalks are either marked or not marked and are either at intersections or at mid-block locations. ADA compliance is different based upon where the crosswalk is located and whether it is marked or unmarked. Within the City of Poulsbo roughly 40% of all crosswalks are marked. A total of 135 crosswalks were determined to be non-compliant. Common issues include slope, missing a pedestrian curb ramp at one or both sides, uneven surfaces, or other issues.

| Crosswalks |            |            |
|------------|------------|------------|
|            | Crosswalks | Percentage |
| Marked     | 174        | 38%        |
| Unmarked   | 287        | 62%        |
| Total      | 461        |            |

| Crosswalks    |     |
|---------------|-----|
| Non-Compliant | 135 |

Crosswalks are among the most difficult feature to bring into compliance. Correcting the cross slope often has significant impacts to the grade of the roadway since the crosswalk must have appropriate slope, and the road must transition to the appropriate slope with a vertical curve. On existing steep roads, it may be impractical or infeasible to regrade the road such that the crosswalk is compliant due to existing constraints.

The figure on the following page shows the location of the crosswalks and assessment. It does not differentiate between marked or unmarked.





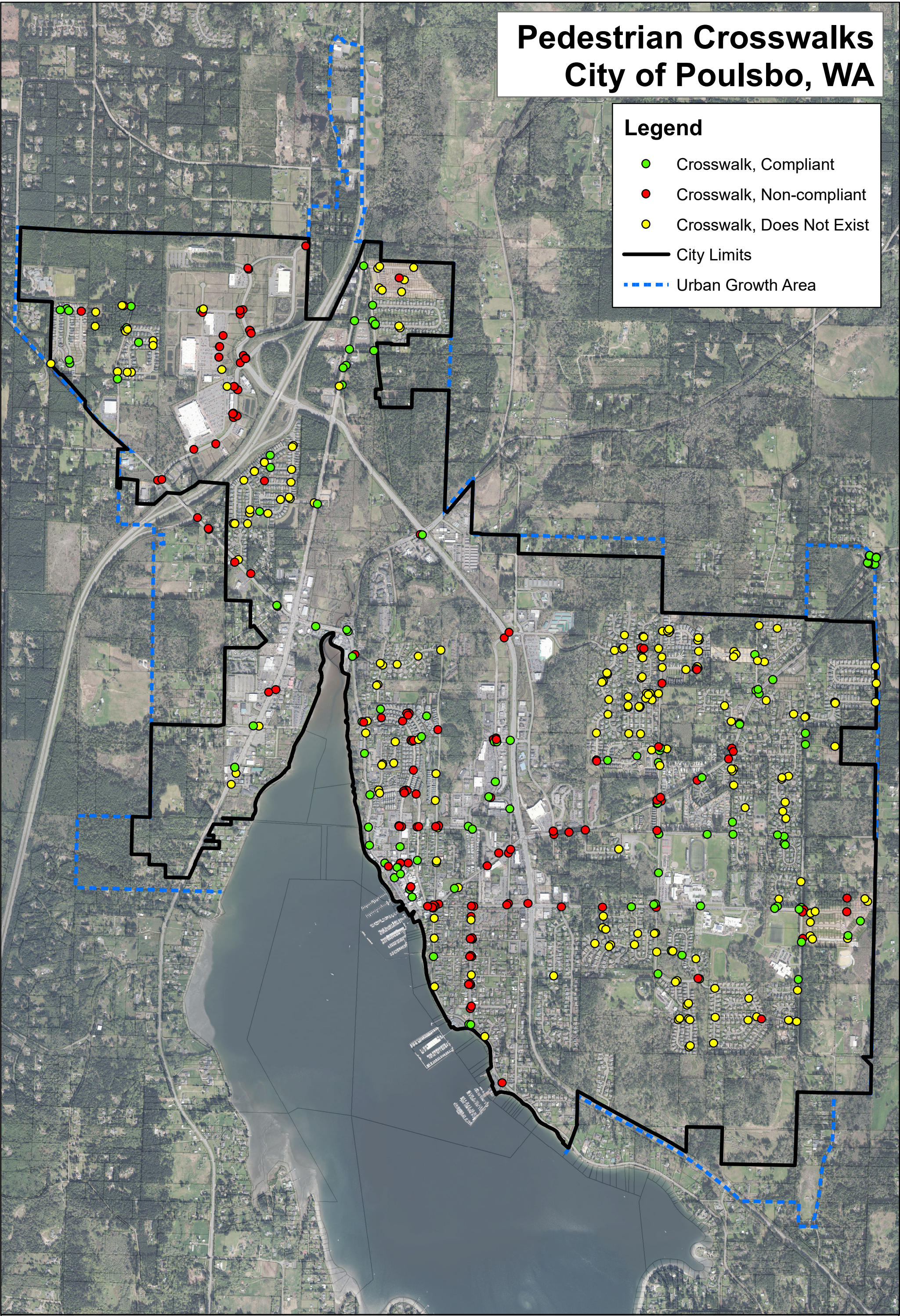
# Pedestrian Crosswalks City of Poulsbo, WA

## Legend

- Crosswalk, Compliant
- Crosswalk, Non-compliant
- Crosswalk, Does Not Exist

— City Limits

- - - Urban Growth Area



0 0.125 0.25 0.5 0.75 1 Miles

Published November 2019

This Map is intended for general purpose planning. Maps are schematic representations of physical features, infrastructure, and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Data points collected in 2019 by the City of Poulsbo Engineering Department. Studies may be necessary with project review to verify information.



## SIGNAL PEDESTRIAN PUSH BUTTON

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Pedestrian push buttons were evaluated as part of the assessment. There are 8 locations with pedestrian push buttons, primarily at stoplight-controlled intersections. Rapid flashing beacon pedestrian push buttons are located at crosswalks around school campus areas. Only 1 location is compliant with the most up to date push button technology.

Only the most recent rapid flashing beacon at the 10th and Lincoln light is the Accessible Pedestrian Signal (APS) style with non-visual formats (audible tones and tactile surfaces).

The City's plan is to upgrade each intersection to the APS style when the entire intersection signalization is upgraded. Many of the signals around town are in need of upgrading to the newer technology. APS push buttons will be installed with maintenance upgrades. The APS style push button is easier to integrate with newer signal technology and reduces the cost overall.



## MARKED ON-STREET PARKING

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The City inventoried and assessed marked (striped) on-street parking stalls in accordance with guidance from the *PROWAG*. The guidelines are written on the assumption that the City is considering on-street parking typical of a city block and makes no provisions for other on-street parking arrangements. The City of Poulsbo is not laid out on a city block basis and thus the inventory for on-street parking was conducted on stretches of road between major intersections.

The majority of marked on-street parking stalls are located in the downtown area including Front Street, Jensen Way, 3<sup>rd</sup> Ave, and Sunset St. Overall, in this general area, there are 83 marked on-street parallel parking spaces and one of them is marked as an ADA stall. Per the

guidance in the *PROWAG*, there should be 4 ADA stalls; however, when on-street parking is taken into consideration with the availability of both public and private parking lots, there is a surplus of ADA stalls in the downtown area including 10 stalls dispersed throughout Anderson Parkway. It is also worth noting that the limited right of way widths in the downtown area preclude the design standard presented in R309.2.1 of the *PROWAG*, meaning that any marked on-street ADA stalls have no technical requirements other than being placed at the end of the parking stalls. The Complete Streets plan will have a focus on Front Street and 3<sup>rd</sup> Ave and will include both ADA improvements and balancing the needs of non-motorized users. It is likely that users will prioritize the ADA stalls in Anderson Parkway since they located near wide parking aisles, are level, and overall provide a better user experience.

Neighborhoods throughout the City generally do not have marked on-street parking and no ADA stalls are marked in any of the residential areas within the City. The City would

accommodate requests from citizens for placement of an ADA stall where on-street parking is available to the extent feasible.

Other areas around the City with marked on-street parking are in areas where the road geometry

was modified and on-street parking was added to narrow lanes and function as a traffic calming device. These roads include Hostmark, which does have three on-street ADA stalls and 10<sup>th</sup> Ave, which does not. If requested by a citizen, the City would review the area and likely identify which would qualify as ADA stalls.





## URBAN GROWTH AREA (UGA)

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Similar to other jurisdictions, the City of Poulsbo encompasses incorporated areas as well as unincorporated growth areas adjacent to City limits referred to as the urban growth area or UGA. Typically, these are larger properties with the ability to develop or redevelop to urban densities. The properties may or may not annex prior to development and the goal is to ensure development occurring in the County conforms to City standards.

The City of Poulsbo and Kitsap County developed the Poulsbo Sub Area Plan and signed an interlocal agreement dated June 6<sup>th</sup>, 2002 which outlines the review process for developments occurring in Kitsap County which are not able to annex into the City first. In practice this agreement has functioned well, and the City provides review comments which get incorporated into the proposed development.

As part of this transition plan, Poulsbo UGA was not surveyed. However, the majority of the current UGA lacks pedestrian facilities. City standards, including ADA facilities, will be required as these areas are developed. It is not anticipated that Kitsap County will bring any facilities into compliance prior to annexation into the City, and while the County is required to have a similar transition plan, there are significantly more roads and facilities into the County that are a higher priority.

City funded capital projects which extend into the UGA, such as the how the Finn Hill Shared Use Path project did, will construct and install ADA complaint facilities.





## CORRECTION PROGRAM STRATEGY

The purpose of the correction program strategy is to identify priorities and focus locations in order to make corrections which will have the most positive impact for the City.

### Priority facilities ranked from High to Low

- ❖ User identified routes with barriers
- ❖ Curb ramps
- ❖ Trip hazards
- ❖ Barriers
- ❖ Crosswalks
- ❖ Driveways

### Focus locations ranked from High to Low

- ❖ Routes from residences to services
- ❖ High pedestrian use
- ❖ Transit routes
- ❖ Deficient sections in routes to key destinations
- ❖ Residential neighborhoods

The highest priority for correction should be to remove physical barriers to the accessible right of way which includes discontinuities and trip hazards. The next priority should be resolving deficiencies based on complaints received. This could include commonly used routes with one or more barriers or accessible deficiencies. By identifying and correcting a specific route, the City would more effectively benefit its citizens as opposed to addressing areas experiencing low pedestrian traffic. The lowest priority would be bringing curb ramps into compliance on an intersection-by-intersection basis. These intersections will be prioritized by highest pedestrian use, transit routes and areas with deficient sections in routes to key areas, and finally ramps within neighborhoods.

This strategy will help the City schedule and program improvements to target the areas where improvements will be most beneficial.

## FUNDING ALTERNATIVES AND OPPORTUNITIES

The City of Poulsbo will commit dedicated funding for reconstructing pedestrian curb ramps and accessible features within the public right of way. In order to reconstruct the 770 pedestrian curb ramps within a 20-year time frame, the city would need to replace approximately 40 ramps per year. At an estimated planning level cost of \$4,000 per ramp (including construction, survey, design, and construction management) this would require \$160,000 dedicated funding per year.

The City recognizes that significant funding is needed to achieve a 20-year full retrofit goal and proposes an extended horizon to achieve a full retrofit by replacing 10-15 curb ramps per year. This would be in addition to private development project frontage improvements, capital projects programmed into the CIP and recommended yearly funding ranging from \$25k - \$45k. Additional long-range planning and staggering of this funding could allow for a greater number of curb ramp improvements in order to lower costs for construction and take advantage of greater economy of scale. For example, a single project that utilizes 3 years' worth of funding will be able to achieve a greater number of curb ramp replacements than 1 small project per year. Additional planning and alternatives will be included in the next ADA Transition Plan update.

No specific funding or schedule is proposed to upgrade pedestrian push buttons. Instead, these will be incorporated into the reconstruction and/or upgrade of the signalized intersection unless the ramps at the intersection are also reconstructed. It is assumed to upgrade push buttons to the APS style will be a minimal cost incorporated to upgrade the signal.

No specific funding or schedule is proposed for private and commercial driveways other than requiring developers evaluate and improve the ADA on their frontage. To bring many driveways into compliance, it will require construction on private property and acquiring construction easements. Reconstruction of existing driveways is likely to exceed the cost to bring curb ramps into compliance. In addition, it would rely on property owner acceptance and agreement.

### MILESTONES

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1. Complete Self-Assessment – Summer 2019
2. Draft ADA Transition Plan – Spring 2020
3. Public Review/Comment Outreach – Spring 2021
4. Revise and Finalize ADA Transition Plan – Summer 2021
5. Adopt Plan and Begin Implementation – Fall 2021
6. Deadline for Adoption – October 2021

# COMMUNITY INVOLVEMENT

## PUBLIC OUTREACH

The public outreach and public involvement component of the ADA Transition Plan is key to hear the needs of the community from the perspective of its users. City staff took measures, walked the sidewalks, and evaluated pedestrian facilities but this is a different context than the user experience.

Due to the ongoing COVID-19 pandemic, the City was not able to host an open house or community event safely. The City opted to solicit public comment from an online survey in lieu of an in-person event. The survey was published online with links and notice published on:

- ❖ City Website Homepage
- ❖ Official City Facebook page
- ❖ City Monthly Newsletter
- ❖ Parks & Rec Facebook page
- ❖ Discussed publicly at Public Works Committee and City Council

The public outreach and involvement plan consists of a few phases. The first phase was an online survey about barriers in the public right of way and was available to citizens throughout February and March of 2021. The transition plan will be presented at Public Works Committee and City Council. The document is intended to be a living document which is updated every 5 years and incorporates feedback from the community and general public.



The survey was broadly distributed and fairly well responded to with 55 respondents. A summary of the survey responses is listed below:

- ❖ 55 respondents
- ❖ 70% of respondents live in Poulsbo
- ❖ 25% of respondents have a disability or a family member with a disability that impacts travel
- ❖ The most common barriers to access reported are:
  - Sidewalk barriers
  - Pedestrian crosswalk issues
  - Pedestrian signal issues
- ❖ The most commonly reported locations with barrier issues are:
  - Downtown core
  - Hostmark St at SR305
  - Lincoln Rd at SR305
- ❖ The highest priority reported for desired barrier-free access was to medical facilities, followed closely by government buildings, or other human services buildings such as libraries, and then the downtown core.
- ❖ The issues reported as most important are:
  - Downtown core being more pedestrian-friendly, especially for sidewalk slopes and width
  - Sidewalks with wheelchair access.

Although the survey is no longer available, the public may still report right-of-way accessibility concerns using any of the City's methods of receiving complaints addressed in the Grievance Policy and Procedure section.

## SURVEY RESULTS EVALUATION

### SR305

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The City will be following up with WSDOT to discuss the crossing time for signalized intersections on SR305 (at Hostmark and Lincoln). Signal time was not evaluated as part of this assessment and both facilities are located in WSDOT right of way which they have full control over. The other priority area is Front Street and the surrounding downtown core.





## FRONT STREET

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The downtown core and Front Street will be a priority focus in the upcoming Complete Streets plan. ADA facilities will be brought into compliance with the future Front Street project. To be the most efficient, improvements throughout will happen in tandem with a larger project in the area. This will ensure a cohesive design that fits within the overall vision for the area and provides fully compliant accessible features.

Another aspect in the downtown area that hinders ADA access is the “Summer Fair” concept developed during COVID-19 to assist businesses by allowing them to spill out into the sidewalk and street parking spaces. The purpose of the Summer Fair concept is to provide businesses additional area for customers to shop safely. This additional area provides a financial benefit to businesses struggling through the pandemic restrictions, specifically occupancy limitations. The downside is the reduction in the PAR and the City has made efforts to ensure that a minimum accessible width was maintained. Staff met with business owners to identify and establish limits on the sidewalk. This program is currently extended through December 31, 2022; however, some form of the expansion may extend into the future. Balancing competing needs with limited space is always a challenge and overall, the City feels like this compromise was acceptable.

## PLAN SUMMARY AND ADOPTION

ADA and accessibility for all users for all aspects of the public right of way is important to the City. Poulsbo will dedicate the funding to make necessary changes to bring facilities into compliance. This program will take time to implement; however, the City is committed to working towards the end goal.

The Transportation Capital Improvement Plan has programmed the following projects to be constructed within the next 6 years, all of which include either replacing out of compliance ADA facilities or constructing new compliant facilities:

- ❖ City-wide Safety Improvements
- ❖ Johnson Parkway Project
- ❖ Noll Road Improvements – Phase II
- ❖ 3<sup>rd</sup> Ave (Moe to Hostmark)
- ❖ Front Street Restoration

Residential and commercial private developments which include frontage improvements to varying degrees as well as construction of new facilities include:

- |   |                            |
|---|----------------------------|
| ❖ Vanaheimer Apartments                 | ❖ Torval Townhomes         |
| ❖ The Sophie Apartments (Old City Hall) | ❖ Poulsbo Place Division 8 |
| ❖ Noll Terrace                          | ❖ Poulsbo Meadows          |
| ❖ Blue Heron                            | ❖ The Fairfield Hotel      |
| ❖ Calavista                             | ❖ Liberty Bay Bank         |
| ❖ Discount Tire                         | ❖ McDonalds                |

## SUMMARY

The ADA transition plan will be adopted by the end of October 2021 and will provide a framework for future improvements throughout the City. As the City grows and changes, this plan will also be updated and revised to stay up to date and incorporate the accessibility needs of our City.