



SILVERDALE TRANSIT CENTER

## CHAPTER 5

# Transportation



## Chapter 5 / **Transportation Element**

### VISION

The County has a transportation vision of a well-maintained, safe, integrated, and sustainable multi-modal transportation system that supports the County's population, land use plan, and provides connections within and between communities.

### INTENT

The Transportation Goals, Policies, and Implementation Strategies guide preservation, maintenance, planning, and improvements to the County's multi-modal transportation system in Unincorporated Kitsap County. The transportation element includes a current inventory of transportation facilities and programs and ensures the future transportation system is safe, cost effective, sustainable, and accessible for all users.

### GROWTH MANAGEMENT ACT AND REGIONAL COORDINATION

The Washington State Growth Management Act is the framework for all land use planning in the state and lays out the requirements for comprehensive plans and development regulations that implement the plans. The Transportation Element is a required element and must include:

- Land use assumptions used in estimating travel;
- Estimated impacts to state-owned transportation facilities;
- Facilities and services needs, including:
  - Inventory of air, water, and ground transportation;
  - Multimodal level of service standards;
  - Plans for bringing substandard facilities or services to acceptable level of service standards;
  - 10-year demand and need forecasts; and
  - ADA transition plan
- Concurrency strategies
- Consistency with capital facilities plans

The County's policy framework for the Transportation Element Goals and Policies pulls from the Growth Management Act (GMA), Chapter 36.70A Revised Code of Washington (RCW), Puget Sound Regional Council's (PSRC's) VISION 2050, Kitsap County Countywide Planning Policies (CPPs), and the County's vision.

State and regional guiding directives for this element include:

- Establish a seamless multi-modal regional transportation system through intergovernmental coordination,



- Avoid concentrating people and commercial/industrial uses in environmentally sensitive areas, to minimize need for development of transportation systems in such areas,
- Emphasize moving people rather than vehicles through support of high-capacity transit, and non-motorized facilities.
- Continue to pursue Growth Management Act requirements for Level of Service and Concurrency,
- Maximize the efficiency of existing transportation corridors before creating new ones.



*Photo credit: Kitsap County*

## RELATIONSHIP TO OTHER ELEMENTS

This Element implements and is consistent with the Land Use Element and other Elements including Economic Development, Environment, Climate Change, Housing and Human Services, Parks and Recreation, and Capital Facilities. The transportation element plans for a transportation system that will support the County's future land use map and implements the land use element.



## BACKGROUND

The Kitsap transportation system includes state highways, city and county roads, interchanges and bridges, bikeways and trails, public transportation facilities and services, railroads, marine ports, ferries, and airports. The State, County, municipalities, and special districts share jurisdiction over these facilities.

- The County Road Department maintains over 20,000 signs, 20 miles of guardrails and 915 miles of roadways requiring over 1,600 miles of painted lane stripes.
- The County maintains over 145 miles of on-road non-motorized facilities, and more than 7 miles of off-road non-motorized facilities.
- Kitsap County has 371 miles of water trails.
- The County spends about \$15 Million per year on capital transportation projects identified in the County's Transportation Improvement Program.
- Kitsap Transit operates 37 fixed route buses, 35 worker/driver buses and 4 ferry routes, transporting more than 3.8 million rides a year.
- WA State Ferries operate 4 ferry terminals and transport 8.3 million riders per year.
- There are 103 miles of State highways in Kitsap County.



*Photo credit: Kitsap County*



## KEY TERMS

**Complete Streets** - a systems approach to planning, designing, building, operating, and maintaining the transportation system that enables safe and convenient access to destinations for all people, including pedestrians, bicyclists, rolling, motorists, freight, and transit riders.

**Concurrency** - transportation infrastructure and services must be adequate to support land use, with adequacy defined by locally adopted LOS standards, i.e., jurisdictions must adopt LOS standards by which the minimum acceptable roadway operating conditions are defined.

**Context Sensitive Design** - a collaborative, interdisciplinary project design approach that involves all stakeholders to provide a transportation facility that fits its physical setting and community needs while maintaining safety, mobility, and intent of the transportation system. This approach addresses the total context within which a transportation facility is planned, implemented, maintained, and operated.

**Multi-modal** - includes pedestrian, bicyclists, rolling, motorist, freight, aviation, marine, and transit modes of transportation, systems, and facilities.

**State of Good Repair** - the transportation facility is in a condition sufficient for the asset to operate as intended.

**Level of service (LOS)** - a term used to qualitatively describe the operating condition of a roadway, intersection, other infrastructure, or service.

LOS designations for vehicle travel are qualitative measures of congestion that describe operational conditions within a traffic stream and consider such factors as volume, speed, travel time, and delay. Six letter designations, "A" through "F," are used to define LOS. LOS A represents conditions with the lowest amounts of delay and LOS F indicates that traffic volumes are at a high level of congestion with unstable traffic flow.

**Level of Service Standards** - evaluate the transportation impacts of long-term growth and to ensure concurrency.

**Project Evaluation System** - a process used for the selection of transportation improvement projects for funding in the County's six-year TIP program. Prospective projects that are placed into the process are scored and ranked using objective criteria including safety, capacity needs, structural condition, staff availability, and timing of funding and other criteria.

## How are transportation projects selected?

Funded transportation projects are kept on a 6-year Transportation Implementation Program, or TIP. The process and criteria for transportation project selection for the TIP are outlined in Kitsap County's Project Evaluation System. This system scores projects on aspects of preservation, capacity, safety, environmental retrofit, and non-motorized travel.

For more information, please see Kitsap County's description of the Project Evaluation System: [Project Evaluation System 2017 \(kitsap.gov\)](https://www.kitsap.gov/transportation/evaluation-system)



**Roadway Functional Classification** - the role a roadway plays in the multi-modal transportation system. The three major categories of classification are:

- Arterials – supporting higher mobility and lower degree of access to adjacent properties
- Collectors – balancing between mobility and access
- Locals – lower mobility and higher degree of access to adjacent properties

The County uses the Federal Functional Classification (FFC) system for transportation systems planning. A more detailed discussion of FFC can be found in the Capital Facilities Plan.

**State Freight and Goods Transportation System** - a freight designation system which classifies freight corridors based on annual freight tonnage moved through truck, rail, and waterway freight corridors.

**Transportation Improvement Program (TIP)** - a six-year transportation construction program to coordinate the County's road and transportation improvements. Public Works updates the TIP annually based on available and projected funding.

**Walk, Bike, and Roll** - pedestrian mobility including walking or running, the use of a mobility assistive devices such as wheelchairs, bicycles, and small personal devices such as foot scooters or skateboards for transportation and recreation for all ages and abilities.

Table 13. Kitsap County Roadway Level of Service Standards

Functional Classification	Maximum V/C Ratio* / LOS Standard	
	Urban	Rural
Principal Arterial	0.89/D	0.79/C
Minor Arterial	0.89/D	0.79/C
Collector	0.89/D	0.79/C
Minor Collector	0.89/D	0.79/C
Residential/Local	0.79/C	0.79/C

\*V/C = the ratio of vehicles to roadway capacity. A more detailed discussion of LOS can be found in the Capital Facilities Plan.

Technical documents used in development of this Transportation Element include the Capital Facilities Plan, transportation system inventory, the Environmental Impact Statement, and a review of changes to the Washington State Growth Management Act since the previous Comprehensive Plan update.

## TRANSPORTATION GOALS, POLICIES AND STRATEGIES

### Transportation Goal 1. Sustainable Connections

*Provide a well-maintained, safe, integrated, and sustainable multi-modal transportation system that supports the County's population, land use plan, and provides connections within and between communities.*

**Transportation Policy 1.1.** Develop multi-modal transportation level of service standards for urban and rural areas to support the associated land uses and facilitate connections within and between communities.

**Transportation Policy 1.2.** Ensure equitable public participation in multi-modal transportation planning, including the recognition of and minimization of negative impacts to people of color, persons with disabilities, seniors, youth, people with low-incomes, and people with special transportation needs.

**Transportation Policy 1.3.** Identify the Washington State Department of Transportation's levels of service for State Routes in the Capital Facilities Plan.

**Transportation Policy 1.4.** Utilize data-driven planning processes to guide multi-modal transportation system planning and programming.

**Transportation Policy 1.5.** Utilize Complete Streets system design approaches for Urban Growth Areas, sub-area planning, and facility design.

**Transportation Policy 1.6.** Require adequate location sensitive multi-modal access and connections within the development, with adjacent uses, and to the multi-modal transportation network for new development.

**Transportation Policy 1.7.** During project identification, scoping, and design utilize context-sensitive design approaches and consider alternative concepts to address unique transportation needs.

**Transportation Policy 1.8.** Incorporate resiliency designs and redundant access and routes in multi-modal transportation planning and development review.

**Transportation Strategy 1.a.** Establish multi-modal levels of service for urban and rural areas in the Capital Facilities Plan.

**Transportation Strategy 1.b.** Maintain the County's Transportation Concurrency program to monitor and review levels of service and address capacity needs in the multi-modal transportation system during planning, implementation, and the development review processes.

**Transportation Strategy 1.c.** Identify and address capacity deficiencies in terms of identified funding, adjustment to the level of service standard, or placing restrictions on development



(e.g., modifications to or denial of permit applications, or in extreme circumstances, a temporary moratorium on development).

**Transportation Strategy 1.d.** Maintain system, subarea, and intersection level traffic modeling capability to analyze and assess system level of service and operations.

**Transportation Strategy 1.e.** Monitor and review State Route levels of service to support concurrency review and the land use plan.

**Transportation Strategy 1.f.** Utilize the policy-based and data-driven Public Works Transportation Project Evaluation System's candidate project analysis process to support project selection for the Transportation Improvement Program.

**Transportation Strategy 1.g.** Within Urban Growth Areas, centers, and sub-areas use the Transportation Implementation Strategy process specific to those areas to prioritize system improvements and to inform the Transportation Improvement Program.

**Transportation Strategy 1.h.** Monitor and refine as necessary the Federal Functional Classification designations of County roads to support connections within and between communities.

**Transportation Strategy 1.i.** Periodically review the County Road Design Standards and sub-area plans to ensure compatibility and support for Complete Streets system design.

**Transportation Strategy 1.j.** Use the development review process to analyze, assess, and condition developments to incorporate appropriate multi-modal access and connections.

**Transportation Strategy 1.k.** Identify and mitigate potential health, safety, capacity, multi-modal access, environmental, social, economic, and other impacts which may result from public or private development during the State Environmental Policy Act review process.

**Transportation Strategy 1.l.** Promote public involvement by engaging a broad spectrum of individuals, historically underserved people and communities, and community advisory committees, in systems and project planning and implementation processes.

## Transportation Goal 2. Maintenance and Operations

*Maintain, preserve, and operate the County's multi-modal transportation infrastructure in a State of Good Repair.*

**Transportation Policy 2.1.** Sustain the County's asset management program to manage multi-modal transportation assets.

**Transportation Policy 2.2.** Proactively manage the multi-modal transportation system's risk exposure to natural and human-caused hazards and increase resiliency of the system.

**Transportation Policy 2.3.** Emphasize maintenance, operations, and preservation of arterial and collector transportation facilities.



**Transportation Policy 2.4.** Within the County’s asset management system and operations procedures, emphasize maintaining County levels of service standards and resources to the arterial and collector classified facilities.

**Transportation Policy 2.5.** Control and minimize access points on arterial and collector facilities.

**Transportation Policy 2.6.** Address resiliency to natural and human-caused hazards through project design, improvements, preservation activities, and operational procedures.

**Transportation Strategy 2.a.** Continue to update, expand, and refine the County’s asset management program to manage the County’s multi-modal transportation system in a State of Good Repair.

**Transportation Strategy 2.b.** Continue to refine and document the nature and scope of potential natural and human-caused hazards to the multi-modal transportation system in the County’s asset management program; provide for vulnerability assessment of transportation systems.

**Transportation Strategy 2.c.** Continue to use best available science to update, expand, and refine the County’s asset management program to manage culvert maintenance activities and remediation of fish barriers within the County’s multi-modal transportation system with an emphasis on the arterial and collector transportation facilities.

**Transportation Strategy 2.d.** During project design and development review minimize access points on arterial and collector roads.

### Transportation Goal 3. Safety

*Improve safety outcomes of the multi-modal transportation system.*

**Transportation Policy 3.1.** Reduce transportation-related deaths and serious injury crashes to support Washington’s Target Zero objectives, and the Safe System Approach.

**Transportation Policy 3.2.** Coordinate with school districts to identify and address transportation safety concerns and solutions near schools.

**Transportation Policy 3.3.** Utilize County-specific crash data and analytical process from the County’s Safety Action Plan to identify safety concerns and prioritize projects to address safety needs.



*Photo credit: Kitsap County*

**Transportation Strategy 3.a.** Sustain safety review and analysis of the multi-modal transportation system in the County’s Comprehensive Safety Action Plan to support project selection and project design processes.



**Transportation Strategy 3.b.** Incorporate school-specific safety analysis and solutions into the County's Comprehensive Safety Action Plan which address the County's multi-modal system and school districts' transportation management policies and facilities.

**Transportation Strategy 3.c.** Where possible separate non-motorized users from the roadway through the use of separated paths, landscaping, and other new or creative solutions that provide safe and efficient ways to walk, bike, and roll.

#### Transportation Goal 4. Complete Streets

*Incorporate a Complete Streets systems approach to walking, biking, and rolling systems and facilities design to support all ages and abilities access, safety, and connectivity within and between communities.*

**Transportation Policy 4.1.** Within Urban Growth Areas, centers, and sub-areas, walk, bike, and roll facilities will emphasize access for all ages and abilities, safety, and providing access to and linking land uses and activity areas within and between communities, public facilities, parks, and open space.

**Transportation Policy 4.2.** Address existing mobility barriers in the public rights-of-way as identified in the County's Americans with Disabilities Act Transition Plan.

**Transportation Policy 4.3.** Maximize the opportunities for walking, biking, and rolling for transportation, recreation, and health within new and existing public and private development through the provision of integrated walk, bike, and roll facilities within the development, connecting to adjacent properties, and accessing the multi-modal transportation system.

**Transportation Policy 4.4.** Walk, bike, and roll facilities in Rural areas which provide connections between and within communities, parks, and open space will emphasize an all ages and abilities accessibility.

**Transportation Strategy 4.a.** Ensure Urban Growth Area and sub-area planning incorporate a Complete Streets system approach for walking, biking, and rolling facilities and networks within and between communities and centers.

**Transportation Strategy 4.b.** Develop a walk, bike, and roll facilities plan and identify the community connections system and how it relates to the County Road Design Standards.

**Transportation Strategy 4.c.** Continue implementation of the County's Americans with Disabilities Act Transition Plan through specific project implementation, and incorporation into capital projects.

**Transportation Strategy 4.d.** When implementing walk, ride, and roll plans within Urban Growth Areas and sub-areas emphasize continuous connections within community service areas and between residential, commercial, and recreational uses to maximize opportunities to utilize alternative transportation options for daily activities.

**Transportation Strategy 4.e.** During public and private project development review, condition development to support implementation of walking, biking, and rolling facilities that incorporate a Complete Streets system approach, connections within the community, and emphasized access for all ages and abilities.

## Transportation Goal 5. Freight Mobility

*Ensure the County's multi-modal transportation system supports freight movements.*

**Transportation Policy 5.1.** Support the State Freight and Goods Transportation System freight classification and Complete Streets system design approaches.

**Transportation Strategy 5.a.** Coordinate with the Washington State Department of Transportation and businesses to maintain the State Freight and Goods Transportation System Classification.

**Transportation Strategy 5.b.** Coordinate with the Department of Defense to maintain needed freight and goods movement and access to Naval Base Kitsap while minimizing community impacts from freight and goods movement.

**Transportation Strategy 5.c.** Coordinate with other jurisdictions including Department of Defense, Washington State Department of Transportation, Washington State Legislature, Governor, Congress, and Tribes to expedite capacity and safety improvements to SR 3 and SR 16 in Gorst to support freight mobility and national defense.

**Transportation Strategy 5.d.** Monitor and evaluate impacts to the multi-modal transportation system from local freight and parcel delivery.

## Transportation Goal 6. Airports

*Preserve the County's existing aviation facilities.*

**Transportation Policy 6.1.** Coordinate with aviation services providers and the community to maintain an air transportation system appropriate to the needs of the County and which is compatible with County land uses.

**Transportation Policy 6.2.** Explore creation and expansion of commercial airline service in Kitsap County.

**Transportation Strategy 6.a.** Coordinate with the Port of Bremerton and other airport operators to support aviation access to the County and address impacts to the community with existing aviation activities and potential impacts of growth.

**Transportation Strategy 6.b.** Promote the Bremerton National Airport as an option for regional commercial airline service.



## Transportation Goal 7. Public Transit

*Ensure Public Transit supports access within and between County communities and is a viable transportation alternative to support peoples' daily needs and the County's land uses, reducing per capita Vehicle Miles Traveled (VMT).*

**Transportation Policy 7.1.** Ensure public transit services within the Urban Growth Areas and sub-areas have routing, frequencies, and levels of service to promote public transit as a viable alternative for daily transportation needs within and between communities and centers.

**Transportation Policy 7.2.** Ensure that Express and Bus Rapid Transit services providing services between communities and centers are routed through and provide direct access to major destinations within the Silverdale, Central Kitsap, and East Bremerton Urban Growth Areas.

**Transportation Policy 7.3.** Provide public transit services to rural areas to provide practical transportation alternatives.

**Transportation Policy 7.4.** Support Transportation Demand Management and multi-modal transportation.

**Transportation Strategy 7.a.** Work with Kitsap Transit to plan and implement fixed route and on-call transit services within Urban Growth Areas and subareas with routing, frequencies, and level of service to support use of transit within the community for daily transportation needs.

**Transportation Strategy 7.b.** Work with Kitsap Transit to plan and implement Express and Bus Rapid Transit services to support user access within the Urban Growth Areas and between communities and centers.

**Transportation Strategy 7.c.** Work with Kitsap Transit to plan and implement public transit options in the rural areas which balance access within the rural areas and connections between communities.

**Transportation Strategy 7.d.** Work with Kitsap Transit to support the Worker Driver commuter program in rural areas.

**Transportation Strategy 7.e.** Support incentive-based Transportation Demand Management that provides options in transportation modes, e.g., transit pass subsidies, bike lockers, preferential carpool parking, etc.

**Transportation Strategy 7.f.** Explore the feasibility of expanding the interlocal ferry system to other Kitsap County locations.

## Transportation Goal 8. Environmental Protection

*Avoid first, minimize second, and then mitigate negative environmental impacts from improvements to the multi-modal transportation system.*



**Transportation Policy 8.1.** Plan, locate, design, and operate transportation facilities to minimize negative environmental impacts.

**Transportation Policy 8.2.** Plan for resiliency within the multi-modal transportation system to minimize and/or mitigate the impacts of climate change, extreme weather events, and natural or human-caused hazards.

**Transportation Policy 8.3.** Utilize Best Management Practices in planning and design of systems and facilities.



*Photo credit: Kitsap County*

**Transportation Strategy 8.a.** During project identification, scoping, and design, utilize context-sensitive design approaches and consider alternative project designs and solutions to address unique environmental conditions associated with a multi-modal transportation facility.

**Transportation Strategy 8.b.** Identify potential environmental impacts which may result from public or private development during the State Environmental Policy Act (SEPA) review and mitigate the on-site and off-site impacts as part of the development permit application approval process.

**Transportation Strategy 8.c.** Minimize impervious surfaces where feasible and retain or utilize native vegetation where possible when implementing multi-modal transportation projects.

## Transportation Goal 9. Funding

*Ensure County multi-modal transportation revenue levels are sufficient to provide a well-maintained, safe, efficient, integrated, and sustainable multi-modal transportation system that supports the people, County's land use plan, and provides connections within and between communities.*

**Transportation Policy 9.1.** County transportation funding, predominantly received from revenue sources in the unincorporated County, can only be utilized for the primary benefit of the land uses and population of those areas.

**Transportation Policy 9.2.** Ensure County transportation revenue levels are sufficient to maintain, preserve, and operate the County's multi-modal transportation infrastructure in a State of Good Repair.

**Transportation Policy 9.3.** Seek grant funding and partnership agreements that support implementation of the Transportation Improvement Program.

**Transportation Policy 9.4.** Sustain the Transportation Impact Fee program at a level sufficient to generate a proportionate share of the cost of new transportation improvement projects needed to serve new growth and development.



**Transportation Policy 9.5.** Emphasize County levels of service and resources to arterial and collector transportation facilities.

**Transportation Policy 9.6.** Use the County's Impact Fee Service Area approach to ensure impact fees are spent within the area in which it was generated.

**Transportation Policy 9.7.** Prioritize investments in designated regional and countywide centers, consistent with regional policy.

**Transportation Strategy 9.a.** Continue to update, expand, and refine the County's asset management program to manage the County's multi-modal transportation system in a State of Good Repair. Identify trends in revenue sources, costs, and program needs and ensure the program is sufficiently funded.

**Transportation Strategy 9.b.** Seek grant and partnership opportunities that support the Transportation Improvement Program (TIP) and delivery schedule.

**Transportation Strategy 9.c.** Monitor and adjust the Transportation Impact Fee program as needed.

## Transportation Goal 10. Interjurisdictional Coordination

*Coordinate multi-modal transportation planning with cities, transit, Washington State Department of Transportation, Ports, Health District, adjacent Counties, Navy, and Tribes to establish and maintain an effective transportation system for Kitsap County.*

**Transportation Policy 10.1.** Advocate for regional planning and funding to implement the County's multi-modal transportation system in federal, regional, statewide, and national multi-modal planning, public-private-partnerships, and grant funding processes.

**Transportation Policy 10.2.** Advocate for equitable access to regional, state, and federal grant processes and proportionate award of grant funding to support the County's multi-modal transportation system.

**Transportation Policy 10.3.** Work with the Washington State Department of Transportation to research, analyze, and implement solutions to impacts from service interruptions to communities and County facilities from State Routes and Washington State Ferries.

**Transportation Policy 10.4.** Continue to participate in efforts to engage and support inter-jurisdictional cooperation to provide all the county's residents a safe, efficient, and reliable transportation network for all modes of travel.

**Transportation Strategy 10.a.** Allocate staff and resources to support the County's representation at the Kitsap Regional Coordinating Council, Puget Sound Regional Council, Peninsula Regional Transportation Planning Organization, as well as with the State, local cities, Kitsap Transit, Ports, other agencies, and Tribal planning processes to ensure regional and local plans support the County's land uses, growth, and multi-modal transportation planning.

**Transportation Strategy 10.b.** Work with the Washington State Department of Transportation, State Legislature, and Governor to identify, fund, and implement State Route segment and intersection improvements to address safety, capacity, and multi-modal connectivity on State Routes.

**Transportation Strategy 10.c.** Work with the Washington State Department of Transportation to ensure Urban Growth Area and sub-area state planning, projects, and development review address the community's need for walking, biking, and rolling within a Complete Streets system approach.

**Transportation Strategy 10.d.** Work with the Washington State Department of Transportation and Kitsap Transit to identify, fund, and implement solutions to mitigate ferry traffic related impacts to County communities and facilities.

**Transportation Strategy 10.e.** Work with local Tribes to plan, fund, and implement multi-modal transportation solutions within and in support of their respective reservations.

**Transportation Strategy 10.f.** Work with federal, state, local and Tribal jurisdictions to mitigate inter-jurisdictional traffic impacts as the county grows.

## REFERENCES

- [Transportation Improvement Program](#)
- [Capital Facilities Plan](#)
- [Non-motorized Facility Plan](#)
- [Transportation Project Evaluation System](#)
- [Road Design Standards](#)
- [Comprehensive Safety Action Plan](#)

