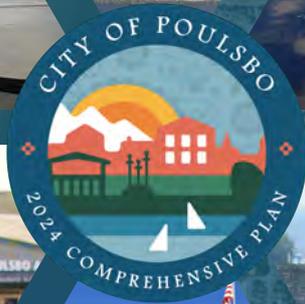
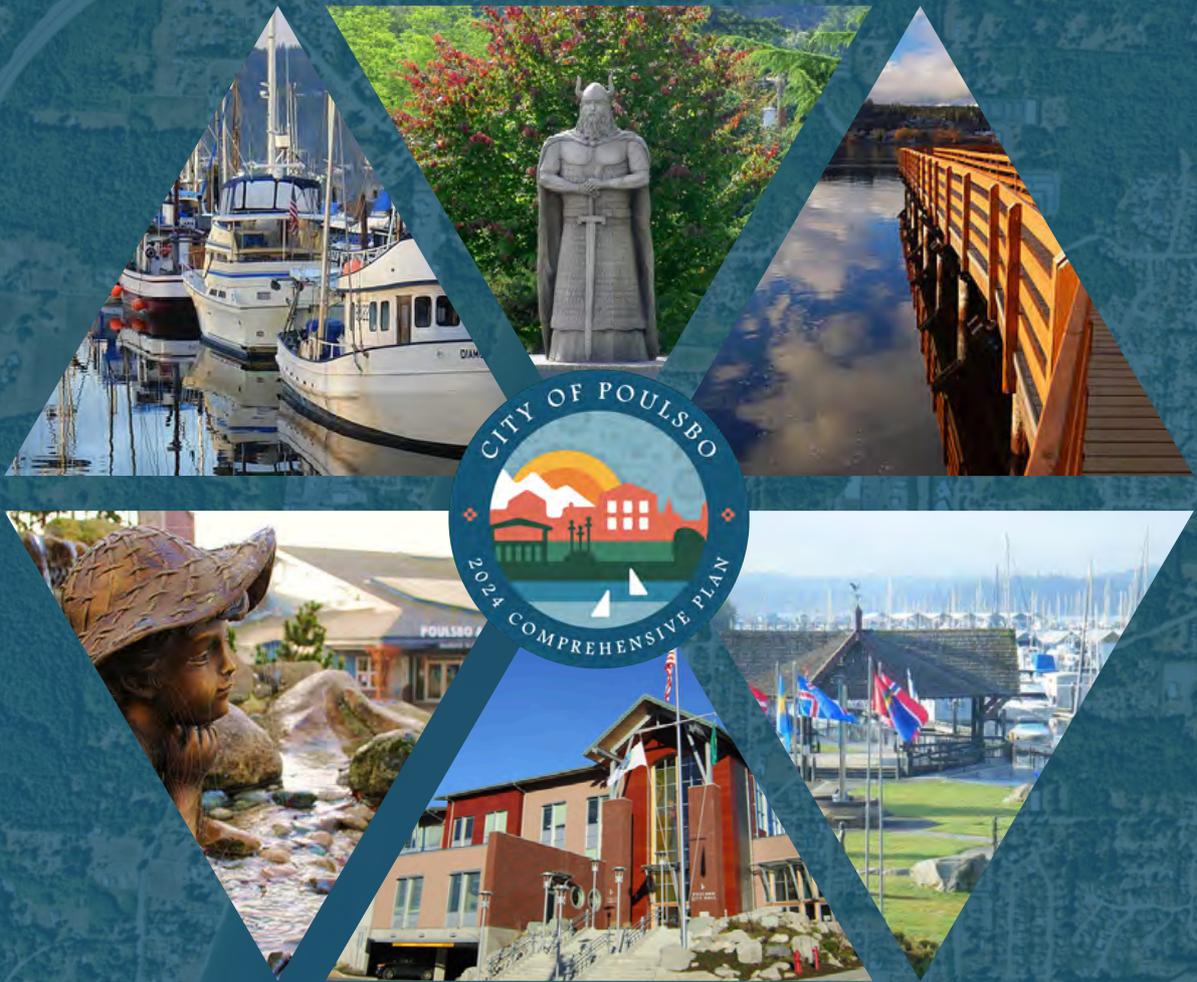


CITY OF POULSBO

# COMPREHENSIVE PLAN



**Adopted: June 18, 2025**  
**Ordinance 2025-XX**  
**Effective: June X, 2025**



# CITY OF POULSBO COMPREHENSIVE PLAN 2024

Dedicated to the vibrant and engaged citizens of Poulsbo for whom this Plan is created.

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Thank you to all the Mayors and City Councils from 1908 to the present who created and built upon the original town vision of Poulsbo making this community the special place it is today; and all current and past community volunteers who served on boards and commissions and who helped develop this and past plans.

## PLACE OF THE CLEAR SALT WATER

“Every part of this soil is sacred in the estimation of my people. Every hillside, every valley, every plain and grove, has been hallowed by some sad or happy event in days long vanished.” - Chief Seattle 1854

We would like to begin by acknowledging that the land on which we gather is within the ancestral territory of the suq̓wabš “People of Clear Salt Water” (Suquamish People). Expert fisherman, canoe builders and basket weavers, the suq̓wabš live in harmony with the lands and waterways along Washington’s Central Salish Sea as they have for thousands of years. Here, the suq̓wabš live and protect the land and waters of their ancestors for future generations as promised by the Point Elliot Treaty of 1855.



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## ACRONYMS AND ABBREVIATIONS

ADA - American Disabilities Act  
ADU - Accessory Dwelling Unit  
BAS - Best Available Science  
BLR - Buildable Lands Report  
BMPs - Best Management Practices  
BP - Business Park land use/zoning designation  
C - Commercial land use/zoning designation  
CAO- Critical Areas Ordinance  
CFP- Capital Facilities Plan  
CIP - Capital Improvement Program  
CO - Certificate of Occupancy  
CPI - Consumer Price Index  
CPP - Countywide Planning Policies  
GMHB - Growth Management Hearings Board  
CTR - Commute Trip Reduction  
DNR - Washington State Department of Natural Resources  
DU - Dwelling Unit  
Ecology - Washington State Department of Ecology  
EPF - Essential Public Facility  
ESA - Endangered Species Act  
GIS - Geographic Information System  
GMA - Growth Management Act  
HOV - High Occupancy Vehicle  
ILA - Interlocal Agreement  
KCHD - Kitsap County Health District  
KEDA - Kitsap Economic Development Alliance  
KPUD - Kitsap Public Utility District  
KRCC - Kitsap Regional Coordinating Council  
LI - Light Industrial land use/zoning designation  
LID - Low Impact Development  
LOS - Level of Service

NKSD - North Kitsap School District  
NPDES - National Pollutant Discharge Elimination System  
OCI - Office Commercial Industrial land use/zoning designation  
OFM - Washington State Office of Financial Management  
Plan - Comprehensive Plan  
PMC - Poulsbo Municipal Code  
PRD - Planned Residential Development  
PSRC - Puget Sound Regional Council  
RCW - Revised Code of Washington  
RH - Residential High land use/zoning designation  
RL - Residential Low land use/zoning designation  
RM - Residential Medium land use/zoning designation  
SEPA - State Environmental Policy Act  
SMP - Shoreline Master Program  
SOV - Single Occupancy Vehicles  
SR - State Route  
TDM - Transportation Demand Management  
TMDL - Total Maximum Daily Load  
TIP - Transportation Improvement Program  
TSM - Transportation System Management  
UGA - Urban Growth Area  
UGAMA0 - Urban Growth Area Management Agreement  
WAC - Washington Administrative Code  
WDFW - Washington State Department of Fish and Wildlife  
WSDOT - Washington State Department of Transportation  
WUTC - Washington Utilities and Transportation Commission



# Chapter 1. Introduction

## 1.1 VISION

The City of Poulsbo Comprehensive Plan reflects the wide variety of individual and community desires, needs and aspirations, all within the context of the goals and requirements of the Washington State Growth Management Act (GMA). Poulsbo’s heritage is a quality of life that is unique and highly valued by its people. The continued welfare of current and future residents is the paramount goal of the City of Poulsbo leaders. Poulsbo is known as a community with beautiful views, a vibrant downtown, and healthy neighborhoods. Poulsbo’s success isn’t a fluke. It stems from decades of community work, foresight, and planning. Looking forward, Poulsbo will continue to change, and change will present both opportunities and challenges. In the face of that change, the city seeks to shape its future in ways that will maintain the quality of life that makes Poulsbo a special place to live, work, shop, visit and recreate.

The Comprehensive Plan is a set of guidelines, goals, policies, and strategies to give growth and development both context and direction. To guide the city in its decisions is its vision of the future – which is shared by residents and elected officials:

*Poulsbo is a vibrant community distinguished by its unique location on the shore of Liberty Bay, with access to natural beauty and urban amenities, and historic, small-town quaint character. Situated at the cross-roads of Puget Sound, Poulsbo recognizes that our past and future are connected to the natural resources and systems we depend on and enjoy, as well as the local and regional cultural and economic relationships that have developed over time. We envision a future in which our fiscal and environmental health are in balance and wisely stewarded. Poulsbo is an inclusive community, aware of our connections to each other and respectful of our differences, where civic groups, local government, families, and neighbors work collaboratively to continually maintain and improve quality of life for all.*

This Vision Statement has guided development of this Comprehensive Plan and expresses residents’ wishes for the future in a general sense. It is the basis for all that follows. Further, Poulsbo’s ten guiding principles are integral to supporting Poulsbo’s vision. These guiding principles are the foundation for the other goals and policies enumerated throughout the plan.



## Poulsbo's Guiding Principles

- *Respect the historic small-town feel of downtown and existing neighborhoods and districts with the energy and vitality of a growing and changing community.*
- *Recognize, celebrate, and promote the cultural and social diversity of the city.*
- *Create opportunities for the market to provide a diversity of housing types, sizes, densities, and prices to serve all economic segments and households.*
- *Connect the City, neighborhoods, and neighbors through Complete Streets to improve safety and connectivity for people of all ages and abilities and enhance the City's streetscape for all users.*
- *Provide residents of all ages with diverse and accessible recreational and cultural opportunities, including active recreation and social and educational activities that change with trends in the city's demographics.*
- *Improve and sustain the beauty and health of the surrounding natural environment while adapting to impacts from climate change.*
- *Develop an economically sustainable balance of services, amenities, and infrastructure that accommodate anticipated levels of growth, protect public health and safety, and enhance the quality of life.*
- *Support a business-friendly environment that retains small and locally owned businesses, attracts large internationally recognized businesses, expands the jobs and tax base, and encourages innovation and creative partnerships.*
- *Support inclusive, accessible, and high-quality education to empower every resident to thrive and contribute to the community's collective advancement.*
- *Establish processes that engage residents and community partners and implement policies that reflect the desires and concerns of all community members.*

## 1.2 PLANNING CONTEXT

Poulsbo's Comprehensive Plan ("The Plan") is a legal and policy document that serves as the vehicle to achieve the City's vision of the future. In short, it's a blueprint for building upon the existing character, physical development, and infrastructure provision of the city. The Plan takes a long-range perspective on topics that address the physical, social, and economic health of the city. Guidance is intentionally general, providing broad policy direction that will be translated into action through specific implementation programs or regulatory actions developed by the City. The Plan is a living document, adaptable to evolving conditions, and offering a framework for the consideration of policy changes. The Plan has these characteristics:

- Long Range – Based on a 20-year vision of the city;
- Predictable – Site specific and clearly states how properties will be zoned and used in the future;
- Consistent – Internally consistent and is consistent with regional and sub area plans;
- Flexible – Will continue to evolve through its annual amendments and updates and the required 10-year review and five-year check in, The Plan will be adjusted to changing needs, unforeseen circumstances and new local or regional trends;
- and as the name implies, Comprehensive – Organizes and coordinates the complex interrelationships among people, land, resources, natural environmental systems, and public facilities in such a way as to protect the future health, safety, and welfare of the residents.



## The Growth Management Act

The passage of the Growth Management Act (GMA) in 1990 fundamentally changed the way comprehensive planning is carried out in Washington State. The central premise of the GMA is that spontaneous and unstructured growth and development is wasteful of our natural resource base and costly to the provision of public services and facilities. By managing growth and development, the negative effects can be minimized, and the benefits can be maximized.

The GMA requires state and local governments to manage growth by identifying and protecting critical areas and natural resource lands, designating urban growth areas, preparing comprehensive plans, and implementing them through capital investments and development regulations. This approach to growth management is unique among states.

Rather than centralize planning and decision-making at the state level, the GMA built on Washington's strong traditions of local government control and regional diversity. The GMA established state goals, set deadlines, offered direction on how to prepare local comprehensive plans and regulations, and set forth requirements for early and continuous public participation. Within the framework provided by the mandates of the GMA, local governments have choices regarding the specific content of comprehensive plans and implementing development regulations.

GMA identifies fifteen planning goals that are intended to guide the development and adoption of comprehensive plans and the development regulations that support the plans. Local plans must implement these goals in a balanced manner:

- **Urban Growth:** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Reduce Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- **Transportation:** Encourage efficient multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled and are based on regional priorities and coordinated with county and city Comprehensive Plans.
- **Housing:** Plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- **Economic Development:** Encourage economic development throughout the state that is consistent with adopted comprehensive plans. Promote economic development opportunity for all residents of the state, especially for unemployed and disadvantaged persons and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.



- **Property Rights:** Private property rights shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- **Permits:** Applications for both state and local governmental permits should be processed in a timely and fair manner to ensure predictability.
- **Natural Resource Industries:** Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands and discourage incompatible uses.
- **Open Space and Recreation:** Retain recreational opportunities, enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- **Environment:** Protect and enhance the environment and enhance the state's high quality of life, including air and water quality and the availability of water.
- **Participation and Coordination:** Encourage the involvement of residents in the planning process, including the participation of vulnerable populations and overburdened communities, to ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic Preservation:** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- **Climate Change and Resiliency:** Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.
- **Shorelines of the State:** The goals and policies of the Shoreline Management Act as set forth in RCW 90.58.020.

Since its passage, the GMA has responded to ambiguities through Growth Management Hearings Board interpretations resulting from resident or governmental petition. Also, as Washington's population increases and funding priorities change, the GMA responds through new legislative mandates and amendments.



**Vision 2050**

The Puget Sound Regional Council (PSRC) is the designated forum for collaborative work on regional growth management, economic development, and transportation planning in Pierce, King, Kitsap, and Snohomish counties. VISION 2050 is PSRC’s vision for accommodating the 5.8 million people and 3.4 million jobs that are expected to be living in the Puget Sound region by 2050.

VISION 2050 includes Multicounty Planning Policies (MCPs) that provide an integrated regional framework for addressing land use, economic development, transportation, public services, and environmental planning. Under the GMA, the City’s comprehensive plan is required to be consistent with the MCPs in Vision 2050.

Poulsbo is designated as a High-Capacity Transit (HCT) community which “... include cities connected to existing or planned light rail, commuter rail, ferry, streetcar, and bus rapid transit facilities. High-Capacity Transit Communities also includes urban unincorporated areas planned for annexation or incorporation and with existing or planned access to high-capacity transit. As the region’s transit system grows, these 34 communities play an increasingly important role as hubs to accommodate regional employment and population growth. Targeting growth within these transit-rich communities helps to support mobility and reduces the number and length of vehicle trips. The Regional Growth Strategy calls for the 34 High-Capacity Transit Communities to accommodate 24% of the region’s population growth and 13% of its employment growth by the year 2050.”

**The Countywide Planning Policies**

To achieve coordinated regional planning efforts, the GMA requires that counties and the cities therein develop policy framework to guide development of each jurisdiction’s comprehensive plan. Each local comprehensive plan must demonstrate that such policies have been followed in its development.

The Kitsap Countywide Planning Policies (CPPs) address issues that transcend city boundaries, such as setting Urban Growth Areas, accommodating housing and job demand, natural systems protection, siting of essential public facilities, accommodating affordable housing, promotion of contiguous and orderly development, and addressing transportation and capital facilities. The CPPs provide a framework to promote consistency among comprehensive plans within Kitsap County.

The CPPs and its subsequent amendments were developed in 2021-2023 in preparation of the 2024 periodic updates through a collaborative process between Kitsap County, the City of Bremerton, the City of Port Orchard, the City of Poulsbo, the City of Bainbridge Island, the Port Gamble S’Klallam Tribe, the Suquamish Tribe, the U.S. Navy, and Kitsap Transit. Through an intensive technical review process, and the ultimate adoption by the Kitsap Regional Coordinating Council (KRCC), compliance with the county-wide policy ensures that comprehensive plans are consistent, coordinated, and fit the regional vision of Kitsap County.



### 1.3 PUBLIC ENGAGEMENT AND INVOLVEMENT

The GMA places a high degree of importance on participation and establishes early and continual participation as the basis for the community's comprehensive planning process. The importance of participation is reflected in Statewide Planning Goal 11 which states,

*"(11) Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts."*

Community involvement has been, and will continue to be, an important component of comprehensive planning. Without the community's participation any plan developed regardless of its technical caliber or literary quality will prove meaningless and ineffectual. Many of the proposed Plan updates were identified from the feedback received through community engagement as well as policy direction from the Mayor and City Council. The public engagement and involvement program provided opportunities to ensure that every interested person who wishes to express an opinion had the ability to do so.

The Public Participation Plan (Appendix C) specified how the city will engage and inform the community during efforts to update The Plan and included the following goals:

- *To provide the public with timely information, an understanding of the process, and opportunities to review and comment, and to have those comments forwarded to the City's decision makers.*
- *Ensure that information about the process is provided to the public early in the process and at regular intervals thereafter, to maximize public awareness and participation in the process.*
- *Actively solicit information from residents, property owners, and stakeholders about their concerns, questions, and priorities for the future of Poulsbo land uses and the City's Comprehensive Plan.*
- *Encourage the public to informally review and comment on the update throughout the process.*
- *Incorporate public comment into the review process prior to significant milestones or decision making.*
- *Provide forums for formal public input at milestones prior to decision making by local officials.*
- *Consult and consider recommendations from neighboring jurisdictions, federal and state agencies, and Native American tribes.*
- *Engage populations that are traditionally under-represented in planning processes (e.g., people of color, lower-income residents, working adults, youth, older adults, and non-English speaking residents).*

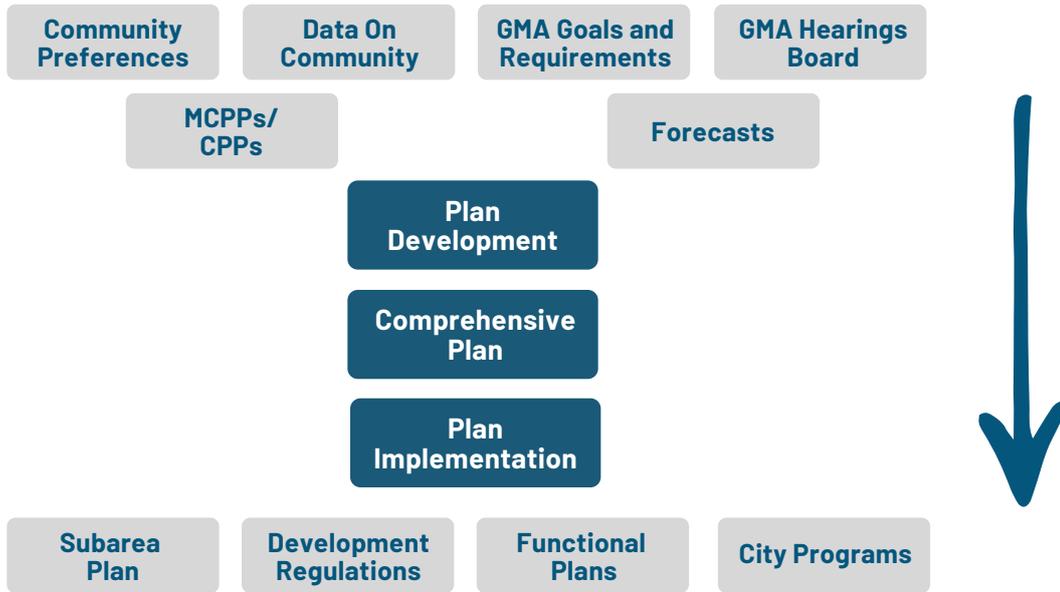
Public participation is an integral part of the planning process. Early and continuous public participation brings diverse viewpoints and values into the decision-making process and enables the city to make more informed decisions. These collaborative efforts build mutual understanding and trust between the city and the public they serve. The goal of Public Participation Plan was to provide all residents, property owners, business owners, and other stakeholders, an opportunity to understand and participate in the Comprehensive Plan update process. A summary of public participation for the 2024 Comprehensive Plan Update is provided in Appendix C.



## 1.4 HOW THE COMPREHENSIVE PLAN IS IMPLEMENTED

There are a number of tools used to implement The Plan. The main methods are through development regulations, such as zoning and critical area ordinances - and second through capital improvement plans, such as sewer, water, parks, and transportation. These two tools constantly weigh the City's financial ability to support development against its minimum population obligations and environmental protection. It is The Plan goals and policies that the development regulations and capital improvement plans are based upon.

### Development and Implementation of a Comprehensive Plan



### Comprehensive Plan Amendments

Amendments to The Plan are necessary from time to time to respond to changing conditions and needs. The GMA requires that amendments to a comprehensive plan be considered no more frequently than once per year (except for years where comprehensive plans are updated). Proposed amendments to The Plan shall be considered concurrently so that the cumulative effect of various proposals can be ascertained. In considering proposed amendments to The Plan, proposals will be evaluated for intent and consistency with The Plan, and whether a change in conditions or circumstances from the initial adoption, or new information is present which was not available at the time of the initial adoption of The Plan. The Planning Commission reviews proposed amendments to The Plan and forwards recommendations to the City Council.

### Updates to the Comprehensive Plan

The GMA requires that comprehensive plans be reviewed and updated as necessary, at least every 10 years, outside of the optional annual review process, with a 5-year check-in. Further, Kitsap County must review, at least every 10-years, its designated urban growth areas. Kitsap County reviews the densities permitted within both the incorporated and unincorporated portions of the County for the Buildable Lands Report prior to the 10 year periodic update cycle. In conjunction with this review by the county, each city located within an urban growth area shall review the densities permitted within its boundaries, and the extent to which the growth occurring has located within a city or within the unincorporated portions of urban growth areas.



## 1.5 ORGANIZATION OF THE PLAN

### Chapters of the Comprehensive Plan

The Comprehensive Plan is a legal document consisting of text, goals and policies that are adopted by the City Council to guide public and private land use decisions, and a series of maps.

- Section 1 is The Plan's policy document, which contains all goals and policies.
- Section 2 is the City's Capital Facility Plan.
- Section 3 includes Appendices, such as the background technical data, housing needs assessment, evaluation of the city's available land capacity, and the City's Functional Plans.

The Plan consists of twelve chapters. The GMA prescribes seven specific chapters that must be contained in a city comprehensive plan. The city has added four optional chapters:

#### Required:

- Land Use
- Housing
- Transportation
- Utilities
- Capital Facilities
- Parks, Recreation and Open Space
- Economic Development

#### Optional:

- Natural Environment
- Community Character
- Health and Human Services
- Participation, Implementation and Evaluation

The goals and policies contained within each of the chapters of Section 1 are the heart of The Plan, and present direction for guiding Poulsbo's growth. A goal is a direction-setter. It is an ideal future end, condition or statement related to the public health, safety, or general welfare towards which planning, and implementation measures are directed. A goal is a general expression of community values and, therefore, is abstract in nature.

A policy is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is based upon a comprehensive plan's goals and the analysis of the data. A policy is put into effect through implementation measures such as zoning, land division, and environmental ordinances.

### Plan Interpretation

This Plan provides a guide and framework for regulatory and non-regulatory actions for growth that express the vision of Poulsbo residents. In order to maintain internal consistency between the general Plan policies, the following general rules of construction are intended to be used for interpreting The Plan:

- Policies are intended to be mutually supportive and are to be read collectively, not individually.
- More specific policies shall control over more general policies.
- Comprehensive Plan Land Use Map re-designation proposals should reflect and be based on the policies of The Plan. Any amendment of the Comprehensive Plan Land Use map is subject to the annual amendment process, the Poulsbo Subarea Plan amendment process, or the 10-year Comprehensive Plan review, as applicable.





## Chapter 2. Land Use

## 2.1 PLAN CONTEXT

One of the fundamental roles of the Comprehensive Plan (“The Plan”) is to anticipate, guide, and plan for growth in a way that helps the city achieve its vision. The Plan is a tool to look ahead to the likely growth and ensure that the city’s plans for land uses, infrastructure, and services are aligned. The Land Use Chapter is one of the mandatory chapters of the Comprehensive Plan under the Growth Management Act (GMA). This chapter addresses the general pattern of land use within the city and provides the framework for other chapters that guide other aspects of land use.

The Land Use goals and policies outlined in this chapter will achieve Poulsbo’s vision by providing for planned growth that contributes and enhances Poulsbo’s unique and special character. Further, the policies in this chapter work in tandem with the 2044 Comprehensive Land Use Plan Map, Figure LU-1, which illustrates the location of various land use categories.

### Poulsbo’s Setting

Centrally located in North Kitsap County, Poulsbo is served by three state highways: SR 3, SR 307, and SR 305. Poulsbo’s natural setting has highly recognizable characteristics that define the city as a unique and special place. Encompassing 5.36 square miles (4.74 land and .63 water), Poulsbo has 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.

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.



## Poulsbo's History

Originally Liberty Bay was one of many winter villages in the Usual and Accustomed (U&A) territory of the indigenous Suquamish People. They used this area of Poulsbo, known as Tcu-tcu-Lats, which roughly translates to "Land of the Vine Maples", to hunt, fish, clam, and gather indigenous plants and resources. In 1855, the Point Elliot Treaty was signed by their Chief, Chief Si?al or better known as Chief Seattle or Sealth. The Port Madison Indian Reservation was reserved in the Treaty of Point Elliot and along with the treaty the Suquamish people were able to reserve their right to fish, hunt, and gather freely today.

In the later part of the 19th century, white European settlers began emigrating to the Puget Sound region, some settling around the bay, which they called Dogfish Bay. The region was initially filled with homesteads and lumber industries; however, the appeal of the land attracted more settlers, most hailing from Norway and surrounding Scandinavian countries. By the turn of the century, Poulsbo was no longer a group of homesteads but a full-fledged community experiencing growth and development, Front Street being the commercial hub of the community. On January 14, 1908, Poulsbo was incorporated as an official town. It later became a city in 1913.

The 20th century saw a boom for Poulsbo, which had an influx of settlement from European immigrants. Poulsbo increased commercial and residential development in the downtown area while expanding out to places such as Viking Avenue and the surroundings of Lincoln Road. New local and regional industries supplied jobs and livelihoods for the residents of Poulsbo and the city cemented itself within Kitsap County.

When Poulsbo was chosen as a Destination City for the 1962 World's Fair in Seattle, the city began a large-scale renovation and eventual adoption of the Scandinavian style. The citizens came together to repaint the entire Front Street façade, completing the job in only two days. In decades after the fair, Poulsbo would retain its Norwegian identity and even expand on it with art and theming around the city. In the 1970's and onward, the city had undergone many upgrades and expansions to support the continuing growth of people, including developments of parks, neighborhoods, and landmarks, creating a Poulsbo more like what we know today.

## Regional Plans

The Puget Sound Regional Council (PSRC) coordinates regional growth, transportation and economic development planning within King, Pierce, Snohomish, and Kitsap Counties. The primary policy document is Vision 2050, which provides a regional growth strategy, policies and actions that aim to use urban lands efficiently and sustainably to accommodate population and employment growth across the central Puget Sound. Many 2050 provisions cross over into different elements, such as Environment, Development Patterns, Housing, Economic Development, Public Services and Transportation. Another important aspect of the regional strategy is to direct the region's growth into its regional centers to provide services more efficiently to urban areas and to conserve rural lands, forests and other natural resources.

Under RCW 36.70A.210, GMA requires that counties (along with cities) adopt countywide planning policies (CPPs) to establish a policy framework under which county and city comprehensive plans must be consistent with. The Kitsap Regional Coordinating Council (KRCC) is the regional body in Kitsap County in charge of developing, updating, and maintaining the CPPs. The Kitsap County CPPs are the framework for growth management in Kitsap County. The PSRC is responsible for developing a regional transportation and land use vision while the Kitsap CPPs tailor the PSRCs regional growth management guidelines to Kitsap County and are the policy framework for the County's and the Cities' Comprehensive Plans.



## Population Allocation

Planning to accommodate an estimated growth in population is a fundamental requirement of the GMA. Clearly, in RCW 36.70A.115, the Washington State Legislature set forth the expectation and requirement that jurisdictions accept responsibility for population growth:

*“Counties and cities that are required or choose to plan under RCW 36.70A.040 shall ensure that, taken collectively, adoption of and amendments to their comprehensive plans and/or development regulations provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their allocated housing and employment growth, as adopted in the applicable countywide planning policies and consistent with the twenty-year population forecast from the office of financial management.”*

The Washington State Office of Financial Management (OFM) has the explicit responsibility for preparing the growth management population projections for each county planning under the GMA. OFM prepares a reasonable range of population growth projected over 20 years that is required to be used in growth management planning. County officials, also required by GMA, are responsible for selecting a 20-year GMA planning growth allocation from within the range of high and low projections prepared by OFM. Within each county, population distributions for cities, towns, and unincorporated areas are worked out among the affected local jurisdictions as part of regional planning processes. The KRCC holds this responsibility in Kitsap County. Appendix B of the Kitsap CPPs identifies the specific population allocation by jurisdiction to 2044. This is the countywide population distribution all jurisdictions must plan for and accommodate. Poulsbo’s population allocation includes city limits and unincorporated urban growth area.

<b>Population Distribution</b>	<b>2020 Population</b>	<b>+ New Population</b>	<b>= 2044 Population Target</b>
Poulsbo City	11,975	4,581	16,556
Poulsbo UGA	528	1,065	1,593
<b>TOTAL</b>	<b>12,503</b>	<b>5,646</b>	<b>18,149</b>

Further, the GMA required Buildable Lands Report performed by Kitsap County is the official evaluation of densities achieved and land capacity analysis (see RCW 36.70A.215). Appendix A.5 will highlight the evaluation of densities and land capacity analysis for Poulsbo completed in the 2021 Kitsap Buildable Lands Report.

It is imperative, however, to highlight the difference between planning for an allocated population growth, and the actual realization of population growth. The GMA in RCW 36.70A.115 states that cities shall “provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their allocated housing and employment growth.” And RCW 36.70A.110(2) states, “...each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur...”

These statements clearly demonstrate that GMA requires jurisdictions to plan for and provide enough available land and capacity to accommodate its population growth allocation. Poulsbo’s population allocation is not a target or a stopping point of possible growth; it is the minimum amount of growth the city must plan for. Since the inception of the GMA, Poulsbo has planned for the ceiling (actual growth), not the floor (minimum required to plan for). This policy has allowed the city to remain proactive in planning for infrastructure and service needs of the community.

When the growth occurs is dependent on the national, regional, and local economic and housing markets. The city as a government does not generate, initiate, or dictate when people move, new businesses locate, or how many houses the market can support. The City of Poulsbo’s responsibility under GMA is to be prepared, through comprehensive land use planning, to accommodate these new residents, houses, and jobs, while maintaining the community’s valued quality of life.



## 2.2 GOALS AND POLICIES

The following goals and policies are intended and will facilitate Poulsbo moving into its future in a manner that is consistent with the City's Vision Statement and Guiding Principles, while ensuring it is meeting the requirements of the Growth Management Act (GMA) and its regional share of future population, housing, and employment allocations.

The Land Use Chapter is divided into the following sections:

- Growth Accommodation and Regional Planning
- Centers of Growth
- General Land Use
- Residential Land Use
- Commercial Land Use
- Light Industrial and Business Park Land Use
- Master Planning
- Annexations
- Urban Growth Area Adjustment and Expansion
- Drainage, Flooding and Storm Water
- Groundwater Protection

### Growth Accommodation and Regional Planning

Growth Accommodation and Regional Planning lie at the heart of the GMA, embodying a comprehensive approach to the challenge of sustained development. The GMA serves as a guiding framework, aiming to accommodate population growth while preserving unique natural and cultural assets, while regional planning becomes a necessary instrument in achieving this balance by fostering collaboration among municipalities, stakeholders, and communities, to ensure an appropriate and sustainable trajectory for growth.

#### **GOAL LU-1**

**Provide orderly growth that enhances and respects the City's character, natural and small city setting, while planning for the population and employment allocation, and housing targets allocated to the City by Kitsap Regional Coordinating Council in its Kitsap Countywide Planning Policies, and the requirements of the Growth Management Act.**

#### **Policy LU-1.1**

*Achieve appropriate urban residential densities within the city and urban growth areas in order to practically plan for and accommodate the population allocation of 5,646 new residents and 1,977 new housing units by the year 2044. The allocation is not a commitment that the market will deliver growth during the defined planning period.*

#### **Policy LU-1.2**

*Support coordinated planning efforts among jurisdictions, agencies, tribes, ports, and Kitsap County. Coordinate Poulsbo's growth consistent with Puget Sound Regional Council's Vision 2050, Kitsap Countywide Planning Policies, and state requirements.*

#### **Policy LU-1.3**

*Develop as a high-quality, compact city that imparts a sense of place, provides for mixed uses and choices in housing types, and encourages walking, rolling, bicycling and transit use.*

#### **Policy LU-1.4**

*Ensure the necessary public services and capital facilities are provided through the development review process to support the City's planned urban growth at its adopted levels of service, consistent with state and local law.*

#### **Policy LU-1.5**

*Explore the creation of a "sphere of influence" outside of the Poulsbo city limits through coordination and collaboration with Kitsap County, to ensure that decisions are made with consideration for both city needs and broader regional impacts.*



## Centers of Growth

Envisioned as focal points for concentrated population and employment expansion, centers of growth are integral to the GMA's overarching goal of managing growth while preserving natural resources and fostering vibrant communities. The PSRC, as a regional planning agency, plays a central role in coordinating efforts to designate centers. Centers are the hallmark of VISION 2050 and the Regional Growth Strategy by guiding regional growth allocations, informing transit service planning, and representing priority areas for PSRC's federal transportation funding.

The SR 305 Corridor is the long-standing retail and employment center for Poulsbo. There is opportunity to consider the inclusion of housing within the subarea to take advantage of its proximity to city services, transit, and its geographic location at the crossroad for connections to Bainbridge and Kingston ferries, and the Olympic Peninsula. Additionally, it is positioned within very viable walksheds to important local destinations, like Downtown Poulsbo to the west, and residential neighborhoods and North Kitsap Schools to the east.

### **GOAL LU-2**

**Consistent with PSRC's Centers Framework, Regional Growth Strategy and Kitsap Countywide Planning Policies, a Center of Growth shall be designated which provides for compact, mixed-use development through increased density providing for additional housing capacity.**

#### **Policy LU-2.1**

*SR 305 Corridor has been identified as the location of Poulsbo's Center of Growth designation. The SR 305 Corridor Center shall be identified on Figure LU-1 City's Comprehensive Land Use Map.*

#### **Policy LU-2.2**

*Focus employment and housing growth in the SR 305 Corridor Center at densities that maximize potential transit ridership.*

#### **Policy LU-2.3**

*Promote SR 305 Corridor Center as a prioritized location for a variety of businesses - including retail, office, services, cultural and entertainment uses, and residential that combined support a vibrant mixed-use urban environment.*

#### **Policy LU-2.4**

*Identify within development regulations, incentives and performance-related standards to allow stand-alone residential uses and mixed-use developments within the SR-305 Center, providing opportunities where residents can walk, roll, or bike to transit, services, and employment.*

#### **Policy LU-2.5**

*Development within the SR 305 Corridor Center shall incorporate urban character and design attributes that contribute to an attractive vibrant urban environment:*

- *High quality building/architectural design.*
- *Feature public spaces in the areas between building frontages and public streets, for plazas, cafes, gathering areas, public art, fountains, landscaping, and trees.*
- *Maximize shared parking opportunities.*



### **Policy LU-2.6**

*Infrastructure plans and public investments within the SR 305 Corridor Center shall be prioritized in the City's Capital Facilities Plan.*

### **Policy LU-2.7**

*Work with Kitsap Transit to provide a full range of transit services to and within the SR 305 Corridor Center. Identify transit stations and provide shelters and other amenities that support transit service. Support a ½ mile walkshed to transit services within the center.*

### **Policy LU-2.8**

*Increase mobility with the SR 305 Corridor Center and provide convenient walking, rolling, and bicycle routes to key destinations. Identify improved vehicular circulation and safety improvements within the Center.*

### **Policy LU-2.9**

*Evaluate planning within the SR 305 Corridor Center for potential displacement of marginalized residents and businesses. Use a range of strategies to address any identified or potential displacement impacts.*

## **General Land Use**

Land use designations play a fundamental role in shaping the physical, economic, and social landscapes of Poulsbo. This involves the strategic delineation of areas for residential, commercial, industrial, and recreational purposes, reflecting Poulsbo's vision for growth and development. Land use designations provide a roadmap for decision-makers, developers, and residents, fostering a balance between growth, economic vitality, and environmental stewardship. Retaining and enhancing Poulsbo's high quality of life and special character are very important to Poulsbo citizens and the preferred land use pattern recognizes that many uses can be good neighbors if designed and developed well.

### **GOAL LU-3**

**Create a vibrant community through a balanced mix of land uses, including residential, commercial, industrial, recreational, public use, and open space, to serve the City's current and future residents.**

#### **Policy LU-3.1**

*Create a pattern of land use that encourages alternative methods of transportation such as transit, walking, rolling, and bicycling for daily activities and reduces reliance on automobiles.*

#### **Policy LU-3.2**

*Utilize subarea or neighborhood plans to identify smaller geographic areas within the city limits, to provide for site specific and intensive land use and design planning.*

#### **Policy LU-3.3**

*Recognize Poulsbo's attractive natural setting and the importance topography, ridges and critical areas have in creating a patchwork of open space that contributes to the City's "small town" appearance, while maintaining its ability to accommodate population growth. As it is within the City's legal authority, encourage the retention of forested areas through critical area protection or other appropriate regulatory authority.*

#### **Policy LU-3.4**

*Provide development standards for all zoning districts that identify appropriate uses, building heights, setbacks, access, landscaping, signage, parking, screening, and other appropriate dimensional and aesthetic standards. Architectural building design standards shall also be included for multifamily and nonresidential zoning districts that result in high quality building design and creative site design.*



**Policy LU-3.5**

*Promote land use development patterns that support the equitable delivery of, and access to, human service facilities and spaces.*

**Policy LU-3.6**

*Provide land use regulations that give opportunities for the community to have fair access to livelihood, education, and resources. Conduct community planning that includes and considers the City's diversity and different needs and does not negatively impact historically marginalized populations.*

**Policy LU-3.7**

*Support the development and/or redevelopment of underutilized lands that supports infill within all zoning districts.*

**Policy LU-3.8**

*Preserve regional historic, visual, and cultural resources and consider potential impacts to culturally significant sites and tribal treaty fishing, hunting, and gathering grounds.*

**Policy LU-3.9**

*Support services and access to opportunity for people of color, people with low incomes, and historically underserved communities to ensure all people can attain the resources and opportunities to improve quality of life and address past inequities.*

**Residential Land Use**

A major objective of the Land Use Chapter is to maintain the vitality, quality, and character of Poulsbo's residential neighborhoods. Poulsbo's residential areas have developed over a period of many decades and vary widely in age, size, and style of housing. These diverse attributes make them unique and desirable places to live.

The residential land use designation connects with housing choice and variety, playing a pivotal role in determining the diversity and accessibility of housing options within Poulsbo. The way land is designated for residential use significantly influences the types of housing structures that can be developed, from single-family homes to multi-unit dwellings. The designation not only dictates the physical form of housing but also impacts affordability, as different housing types cater to a range of income levels. Striking a balance between density and open spaces is a key factor in fostering a dynamic mix of housing options, promoting a sense of community, and ensuring that individuals and families can find homes that align with their unique needs and preferences.

The Residential Low (RL) land use designation is the primary residential land use designation in Poulsbo and allows for a density range of 4-5 dwelling units (du) per acre. This district is intended to recognize and maintain established low urban density residential areas, create residential areas that promote neighborhood livability, and provide for additional related uses such as schools, parks, and utility uses necessary to serve immediate residential areas.

The Residential Medium (RM) land use designation allows for attached residential units, by allowing a density range of 6 -14 du per acre. This district is intended to provide for middle density residential development, facilitate public transit, and encourage efficient use of commercial services and public infrastructure, and encourage development of a variety of housing types, including townhouses, apartments, condominiums, smaller lot cottages, and duplexes.

The Residential High (RH) land use designation allows for density range of 15-22 du per acre. This district is intended to provide for higher density residential development, facilitate public transit and efficient use of public infrastructure, and encourage maximization of land through the development of higher density housing types, including townhouses, apartments, and condominiums.



## **GOAL LU-4**

**Provide residential land use designations that encourage a variety of housing types and densities for all stages of life and economic segments throughout the city.**

### **Policy LU-4.1**

*The City shall designate residential land use designations on its Comprehensive Plan Land Use Map that are sufficient to accommodate its mandated population allocation. The following shall be the land use designations and minimum and maximum densities:*

- *Low Density Residential (RL) minimum 4 du/net acre to 5 units/gross acre.*
- *Medium Density Residential (RM) minimum 6 du/net acre to 14 units/gross acre.*
- *High Density Residential (RH) minimum 15 du/net acre to 22 units/gross acre.*
- *Minimum density for each residential land use designation shall be required for new development unless critical area protection regulations preclude the ability to achieve the minimum density.*

### **Policy LU-4.2**

*Encourage higher density and more intense development in areas that are more conducive to be served by urban facilities and services, such as public transportation, employment, commercial services, recreational opportunities, and other supporting amenities. All residential land use designations shall be encouraged to maximize the density allowed in these zones.*

### **Policy LU-4.3**

*Encourage a variety of housing sizes, densities, and types, facilitate a more economically diverse housing stock, and provides for innovation, creativity, and diversity in site design, by identifying flexible development standards. Examples include planned residential development, infill incentives, cluster/cottage developments, zero lot line developments, floor area ratio, and lot averaging, to be identified as appropriate in the City's development regulations.*

### **Policy LU-4.4**

*Consider infill and redevelopment of underutilized properties within residential areas, where new development would maintain the height and bulk that characterizes the area, while allowing a wider range of housing types, such as, but not limited to, cottage developments, townhomes, duplexes and triplexes. Development shall be reviewed for compatibility with existing and established neighborhoods.*

### **Policy LU-4.5**

*Support unobtrusive and compatible home business and service providers using their homes as a business base.*

### **Policy LU-4.6**

*To the extent possible, new residential development amenities, such as walkways, paths, or bike paths, should be connected and open to the general public.*

### **Policy LU-4.7**

*Encourage mixed uses in neighborhoods, such as corner store retail and personal services to locate at appropriate locations where local economic demand and design solutions demonstrate compatibility with the neighborhood. The City's development regulations shall identify proper permit process including design review, as well as locational criteria, appropriate site design standards, landscaping, and architectural design standards.*

### **Policy LU-4.8**

*Support transit-oriented development by promoting residential land uses and development which are within walking distances of transit facilities. Encourage safe pedestrian, rolling, and bicycle access and facilities from residential developments to transit facilities.*



## Commercial Land Use

The City's commercial districts can be categorized into four areas: Downtown Front Street, SR 305 Corridor, Viking Avenue and College MarketPlace. Each of these four areas has evolved into serving rather specific commercial services for Poulsbo's residents and the regional North Kitsap community.

The Downtown/Front Street (C-1) provides a key focal point for the city's commercial activities. Situated on Liberty Bay and affording public access to the waterfront and the Port of Poulsbo Marina, specialty shops and restaurants establish the pedestrian friendly, quaint, and attractive downtown center. The downtown also includes critical community facilities, including City Hall, Post Office, as well as the City's popular Muriel Iverson Williams Waterfront Park and boardwalk. Downtown also serves as the primary location for the city's many community festivals and celebrations.

The Viking Avenue (C-2) commercial corridor extends both north and south of the Lindvig/Finn Hill intersection, with the most intensive commercial uses to the south. Historically dominated by auto and recreation vehicle dealers or service areas, this corridor also includes the city's only movie theatre, numerous restaurants, fuel service centers, contractor or construction suppliers, professional offices, and residential neighborhoods of various types and intensities.

The SR 305 Corridor (C-3) includes the commercial uses located on 7th and 10th Avenues, which parallel SR 305 on the east and west. This corridor provides most of the City's service, retail and professional uses oriented to residents. The variety of uses in this corridor include grocery stores, pharmacies, restaurants, banks, medical offices, professional offices, personal services, and retail opportunities.

The College MarketPlace (C-4), developed under the requirements of the Olhava Master Plan, includes the larger, more regional commercial opportunities for Poulsbo and the North Kitsap County residents. It is conveniently situated at the regional crossroads of SR 3 and SR 305, with access to SR 307. These three main highways provide access from Bremerton/Silverdale, Northern Kitsap and Jefferson County, and Bainbridge Island. Included at College MarketPlace are a Home Depot, Wal-Mart Super Store, banks, chain-type restaurants, hotel, and retail stores.

### **GOAL LU-5**

**Encourage a mix of land uses that serve the needs of the city residents, businesses, and visitors, while also accommodating residential development in livable environments.**



**Policy LU-5.1**

The City shall designate sufficient land for anticipated commercial land uses on its Comprehensive Plan Land Use Map, considering its population allocation, employment forecasts, housing targets, and the local and regional needs of the North Kitsap community.

**Policy LU-5.2**

Provide for a mix of activities including retail, office, social, recreation, local services and as appropriate residential, within the commercial designations.

**Policy LU- 5.3**

Support the City's four commercial districts, which provide the service and retail needs of the city and greater North Kitsap community, while also fostering business and industry uses to provide sustainable family wage jobs that create jobs in proximity to residential uses and transit opportunities.

**Policy LU-5.4**

To retain the pedestrian-friendly scale in the C-1 (Downtown/Front St) zoning district, the City's zoning ordinance shall identify appropriate development standards for height and scale of new development and redevelopment in this district.

**Policy LU-5.5**

Design standards for the commercial land use designation shall be used to continue the northwest lodge architectural style of the existing commercial areas, and the Scandinavian small fishing village scale architectural style of the C-1 Zoning District.

**Policy LU-5.6**

Encourage the infill, renovation, or redevelopment of existing commercial areas and discourage expansion of linear commercial "strips."

**Policy LU-5.7**

Encourage mixed use by allowing residential units to be located within commercial buildings in all commercial zoning districts, that can provide opportunities where residents can walk, roll, or bike to transit, services and employment. Identify within development regulations standards for mixed use commercial and residential structures.

**Policy LU-5.8**

Explore the use of minimum Floor Area Ratio (FAR) or building height in commercial districts to achieve an urban scale that encourages walkability and fosters compact, mixed-use development, reducing sprawl, and creating vibrant, pedestrian-friendly streetscapes that facilitate social interaction and economic vitality

**Policy LU-5.9**

Encourage new mixed commercial and residential uses within planned developments in commercial zoning districts by providing provisions in the City's development regulations for Planned Mixed Use Developments. These provisions shall include development and design standards, identify residential use percentage cap, minimum site size, and other appropriate regulations, to facilitate larger mixed-use development projects where residential units can be incorporated into the overall project design, and not necessarily restricted to being located above or below commercial uses.



## Business and Employment Land Use

While Poulsbo has a significant inventory of commercial land uses, industrial and manufacturing areas are not as prevalent. The city has been successful in attracting a small number of high technology-based firms and other companies that have located throughout the city.

The Light Industrial (LI) land use designation is suitable for light manufacturing, marina-related repair and construction, construction yards, and other similar uses. Both single use and industrial park development are possible.

The Office Commercial Industrial (OCI) land use designation is intended to facilitate a full range of economic activities and job opportunities, so that residents have opportunities to work close to home. The OCI land use designation provides flexibility for a combination of commercial/office/industrial uses, providing an opportunity for new job creation and commerce, while also allowing for residential units, thereby enhancing the potential for viable mixed-use projects.

The Business Park (BP) land use designation is intended to combine office and light manufacturing uses in a cohesive planned development environment. Suitable land uses include offices, hospitals, laboratories, warehousing, and assembly of products, while also allowing for residential units.

### **GOAL LU-6**

**Support emerging economic development opportunities and new jobs by providing for light industrial and business park uses within the city. Facilitate increased market interest and job opportunities by providing land use flexibility that includes a variety of commercial, office, and light industrial uses.**

#### **Policy LU-6.1**

*The City shall provide an adequate supply of land designated for light industrial, office commercial industrial, and business park to provide a range of uses and development which plan for and accommodate the number of jobs allocated.*

#### **Policy LU-6.2**

*Encourage new businesses and industrial uses to locate in areas that can maximize available and planned infrastructure, have reasonable access to major transportation corridors, and have few natural limitations.*

#### **Policy LU-6.3**

*Land uses other than industry should generally be discouraged from locating within the light industrial and business park land use designations with the exception of worker convenience uses, such as some limited retail sales, restaurants intended to serve industry workers, live/work units, or other ancillary or supportive uses.*

#### **Policy LU-6.4**

*Provide a variety of land uses for the office commercial industrial land use classification to support a combination of commercial/office/industrial uses that could facilitate new job creation and commerce. Residential uses, in addition to live/work units, should be allowed in the OCI classification in order to enhance the potential for viable mixed-use projects.*

#### **Policy LU-6.5**

*Live/work units shall be encouraged as the appropriate development of units that incorporate both living and working space. Live/work units can be incorporated into residential uses allowed in the commercial and office commercial industrial designations, to facilitate the potential for viable mixed-use projects. Development standards for live/work units shall be identified in the City's Zoning Ordinance.*



**Parks**

The Park (P) land use designation identifies existing City owned parks intended for public use and that provide recreation and open space functions. Lands designated Park are intended for the long-term benefit and enjoyment of City residents, adjacent neighborhoods, and the greater North Kitsap county. As such, use for these lands shall be limited to the development of parks, open space, recreation facilities, and limited residential uses.

**GOAL LU-7**

**Designate on the City’s land use map, City owned parks as a Park (P) land use designation. This designation’s intent is to identify and preserve park land that provides the residents of Poulsbo recreation opportunities, open space functions and protection of environmentally sensitive areas. The City’s zoning map shall also identify a Park zoning district.**

**Policy LU-7.1**

*City owned parks shall be designated with a Park (P) land use classification and Park zoning district. All land dedicated to the City for the purpose of a public park, and/or any future land acquisition made by the City intended for park use, shall receive the Park (P) designation at the first available comprehensive plan annual amendment cycle.*

**Master Planning**

The Master Plan zoning overlay is intended for property which would benefit from coordination with the City for future development. The Master Plan will be an integrated document that when adopted will define the development of the subject property. A Master Plan will identify the proposed land uses, residential densities, public areas, drainage and transportation provisions, design guidelines, and anticipated phasing plan. When adopted by the City, a Master Plan provides specifics for the full development of the proposed project and affords the property owner and City predictability for the project’s implementation.

**GOAL LU-8**

**Allow master planning as a tool for areas in the City where large-scale site development coordination is necessary or beneficial to the City and property owner(s).**

**Policy LU-8.1**

*Provisions within development regulations shall be included to provide for master planning zoning overlay. These areas may be proposed by the City or property owner and shall be identified where coordination of areas which are proposed for large-scale new development, or for substantial renovation or reconstruction.*



## Annexations

Every city must be included within an urban growth area. The GMA states that “it is appropriate that urban government services be provided by cities, and urban government services should not be provided in rural areas.” (RCW 36.70A.110(3)). Consistent with this goal of controlling the spread of urban growth, GMA limits the territory that a city may annex to that which lies within its urban growth area. And while limiting the territorial extent of annexations, GMA facilitates the process of annexation through the very comprehensive planning process it mandates.

Thus, GMA makes annexations a part of the overall planning process and essentially eliminates much of the annexation decision-making process in cities. The annexation issue facing cities planning under GMA is not whether to annex; rather the question is when to annex. Ultimately, a city will annex to the limits of its urban growth area. The timing of that expansion will depend on several factors, including population growth, the housing market and the city’s ability to provide urban services in that area.

### **GOAL LU-9**

**Ensure orderly transition within the City’s designated urban growth area over the 20-year planning period and facilitate development of this area through appropriately planned and efficient delivery of urban services.**

#### **Policy LU-9.1**

*The City shall neither propose to annex nor accept requests to annex unincorporated territory located outside of its Urban Growth Area.*

#### **Policy LU-9.2**

*Annexation of large areas is encouraged, although individual property owners should not be prevented from pursuing annexation. Annexations should include both sides of streets and roads, including right-of-way.*

#### **Policy LU-9.3**

*Evaluation of proposed annexations will be based upon consideration of the following:*

- 1. The ability of the City to provide public services as set forth in the City’s adopted Comprehensive Plan’s Capital Facility Plan. The identified infrastructure provisions and/or improvements as identified shall be provided at the time of development or within 6 years as allowed by the Growth Management Act;*
- 2. Whether the annexation would eliminate an unincorporated island or could be expanded to eliminate an unincorporated island;*
- 3. Whether the annexation would follow logical boundaries, such as streets, waterways, or substantial topographic changes;*
- 4. Whether the annexation would eliminate an irregularity or irregularities in the City’s boundaries, thereby improving service delivery;*
- 5. Any other factor deemed important by the City Council.*

#### **Policy LU-9.4**

*It is the City’s policy not to hold itself as a public utility and therefore generally requires that properties annex to the city limits before City public utilities are to be extended. There may be circumstances, however, that the City may decide, at its sole and absolute discretion, to allow extension of utility service to property prior to annexation. The Poulsbo Municipal Code establishes the procedures and policies for utility extensions prior to annexation.*

#### **Policy LU-9.5**

*The City shall process annexations in accordance with Washington State annexation laws in a timely and efficient manner, will facilitate public notification of proposed annexations, identify annexation procedures within the City’s development regulations, and develop informational materials to be available on city’s website.*



## Urban Growth Area Adjustment and Expansion

One of the features of the GMA is for counties and their cities to designate urban growth areas (UGAs). The GMA defines UGAs as are areas of land “within which urban growth shall be encouraged, and outside of which growth can occur only if it is not urban in nature”. Generally, urban growth is defined as more intense and dense development that requires public services such as sewer and water. The purpose of UGAs is to concentrate development in defined areas to promote efficient land use, infrastructure development, and transportation planning. This concentration helps avoid urban sprawl and preserve rural and natural areas.

### **GOAL LU-10**

**Adjustment and expansion of the Poulsbo Urban Growth Area shall be considered as set forth in the Kitsap Countywide Planning Policies, Element B - Urban Growth Areas.**

#### ***Policy LU-10.1***

*At a minimum, the City and Kitsap County shall review the Poulsbo UGA every 10-years as required by GMA, and/or the review shall occur through the Kitsap County buildable lands reporting efforts. Review shall include densities approved since the UGA designation and the previous buildable lands report, to determine if growth and permitted densities are occurring as planned. Results from the most recent Census and any relevant Kitsap Countywide Planning Policy amendments shall be taken into consideration when reviewing the Poulsbo UGA.*

#### ***Policy LU-10.2***

*Expansion and adjustment of the Poulsbo UGA may be necessary after the 10-year review or if the Kitsap Regional Coordinating Council approves a new or increased population or employment allocation to Poulsbo that necessitates additional land use capacity. The criteria and required analyses for expansion and adjustment of the Poulsbo UGA shall be as set forth in the Kitsap Countywide Planning Policies Element B Urban Growth Areas and any applicable state law.*

#### ***Policy LU-10.3***

*Adjustment of the Poulsbo UGA that does not result in an expansion, may be considered outside of the 10-year review or population/employment allocation process, consistent with state law.*

### **GOAL LU-11**

**The City shall identify, evaluate and enact appropriate reasonable measures to accommodate projected growth before considering expansion of the Poulsbo UGA, as required by GMA (RCW 36.70A.215.1.b) and the Kitsap Countywide Planning Policies.**

#### ***Policy LU-11.1***

*Monitor the type, location, and density of residential and commercial growth in the City to ensure that new growth continues to be consistent with the assumptions of the Kitsap Countywide Planning Policies growth allocation for Poulsbo. The City shall keep current the databases created in conjunction with the comprehensive plan.*



**Policy LU-11.2**

*The City shall review annually: a) net growth remaining to be accommodated, adjusted each year by new population estimate by OFM; b) residential project densities approved; c) determine trends and identify if any significant variation from density assumptions have occurred; and d) any other relevant data.*

**Policy LU-11.3**

*The City will continue to coordinate with Kitsap County in its Buildable Lands Reporting. The City shall utilize data collected and analyzed to monitor and scrutinize development trends to ensure adequate densities are being achieved to accommodate the City's population allocation.*

**Policy LU-11.4**

*If the Buildable Lands analysis shows that the City's Comprehensive Plan growth goals are not being met, reasonable measures shall be implemented to reduce the differences between growth and targets and actual development patterns.*

**Policy LU-11.5**

*Monitor the effectiveness of any enacted reasonable measures to report during the Kitsap County Buildable Lands Report process and publication(s).*

**Drainage, Flooding and Storm Water**

Poulsbo faces unique challenges and opportunities in managing drainage, flooding, and stormwater issues. As a waterfront community situated on Liberty Bay, Poulsbo's geographical features contribute to the intricate dynamics of water flow and precipitation. The effective management of drainage systems is crucial to mitigate the risks of flooding and ensure the sustainability of water resources. As land-use patterns evolve, there is a growing need to address stormwater runoff and underscores the importance of proactive measures to prevent flooding and preserve the integrity of Poulsbo's natural surroundings.

**GOAL LU-12**

**Provide a surface and storm water management system and program that controls damage from storm water, protects and improves water quality, prevents the loss of life and property, and protects the environment.**

**Policy LU-12.1**

*Implement regulations to manage storm water to a) protect human life and health; b) protect private and public property and infrastructure; c) protect resources such as water quality, shellfish beds, eelgrass beds, kelp, marine and freshwater habitat, and other resources; d) prevent the contamination of sediments from urban runoff; and e) achieve standards for water and sediment quality by reducing and eventually eliminating harm from pollutant discharges.*

**Policy LU-12.2**

*Implement regulations that avoid, minimize, and mitigate erosion, sedimentation, and storm water runoff problems including stream and shoreline erosion, related to land clearing, grading, development and roads.*



**Policy LU-12.3**

Adopt an ordinance and programs to control storm water runoff through approaches including, but not limited to:

- Adopt a storm water technical manual that meets the state minimum requirements;
- Control offsite effects of runoff pollution, erosion, flooding and habitat damage;
- Protect natural drainages;
- Implement source control and treatment with Best Management Practices (BMP);
- Require adequate storm water facilities concurrent with development and roads.

**Policy LU-12.4**

Design context appropriate storm water facilities that reflect the character of the neighborhood, the environmental setting of the site and help to integrate the natural and built environment.

**Policy LU-12.5**

As part of periodic updates to the City’s Storm Water Comprehensive Plan, inventory the City’s drainage basins and sub-basins to identify existing and future storm water drainage problems. Improvements to the City’s storm water drainage system shall be identified in the storm water functional plan and added to the City’s Capital Facility Plan.

**Policy LU-12.6**

As part of periodic updates to the City’s Storm Water Comprehensive Plan and the Stormwater Management Action Plan (SMAP), identify projects and funding that will help to improve and protect Liberty Bay water quality by implementing applicable sections of the Liberty Bay TMDL Plan.

**Policy LU-12.7**

As part of periodic updates to the City’s Storm Water Comprehensive Plan, 6-year Capital Improvement Plan SMAP, identify projects and funding that will help to restore aquatic and riparian habitat such as streams, wetlands, and shorelines from negative effects of historic storm water runoff.

**GOAL LU-13**

**Implement low-impact development (LID) techniques in site planning for storm water management and mitigation with a goal of enhancing water quality.**

**Policy LU-13.1**

Identify methods of retaining native vegetation and incorporating topographic and natural drainage features that slow, store and infiltrate storm water.



**Policy LU-13.2**

*Use a multidisciplinary approach to site development design that includes planners, engineers, landscape architects and architects at the initial phase of a development project.*

**Policy LU-13.3**

*Manage storm water as close to its point of origin as possible using small scale, distributed hydrologic controls.*

**Policy LU-13.4**

*Integrate storm water controls into the development design including landscaping and open space and utilize the controls as amenities, contributing to a multifunctional, aesthetic landscape that is consistent with the neighborhood character and environmental setting.*

**Policy LU-13.5**

*The City shall incorporate appropriate LID techniques for storm water management in its' public projects, especially road projects, as technically feasible.*

**Policy LU-13.6**

*The City will develop and implement a program, as funding allows and where feasible, to retrofit infrastructure that was developed prior to the implementation of surface and storm water best management practices.*

**GOAL LU-14**

**Encourage development and use of regional storm water facilities where feasible and consistent with the City's adopted Storm Water Comprehensive Plan.**

**Policy LU-14.1**

*As part of periodic updates to the City's Storm Water Comprehensive Plan, the City will identify basins and sub-basins that may be suitable for development of regional storm water facilities. Regional facilities may be proposed in other locations by either the City or developer but shall be consistent with applicable City goals and policies.*

**Policy LU-14.2**

*New development or redevelopment projects that are located within a basin that drains to an existing or proposed regional storm water facility, may be required to contribute toward the cost of planning, designing, constructing or maintaining that facility in lieu of building onsite improvements. The amount of the contribution will be proportionate to the amount of storm water being added by the property relative to the capacity of the regional facility.*

**Policy LU-14.3**

*The City may enter into Latecomer Agreement with developers for recovery of their costs for capital improvements, which benefit other parties in accordance with State law. The City may add an administrative charge for this service.*



## Groundwater Protection

Groundwater aquifers supply water to surface water and to public and private wells that provide drinking water. Rainfall contributes to surface water and recharges the groundwater as precipitation infiltrates through the soil. Land development can change the hydrologic cycle and reduce the land's capacity to absorb and retain rainfall and reduce the groundwater recharge potential. Adequate protection of groundwater resources as well as conservation is important to ensure the City's ability to provide clean and available public water.

### **GOAL LU-15**

**Safeguard the quantity and quality of long-term groundwater supply using appropriate regulatory means and conservation efforts.**

#### **Policy LU-15.1**

*Evaluate, minimize, and mitigate unavoidable impacts to groundwater quality and quantity during the planning and development review process. Consider the cumulative impacts of existing and future development on groundwater quantity and quality. Ensure proposed plans and project design address the extent of and mitigate for the recharge-limiting effect of impervious surfaces and other factors affecting groundwater quantity and quality.*

#### **Policy LU-15.2**

*Encourage public and private water purveyors to designate and manage wellhead protection areas in keeping with the Washington State Department of Health's Wellhead Protection Program.*

#### **Policy LU-15.3**

*Encourage the development of low-impact development standards for storm water mitigation to maximize the recharging of groundwater resources.*

#### **Policy LU-15.4**

*Ensure the City's public groundwater sources provide a water supply that meets all federal and Washington State Department of Health drinking water quality standards.*

#### **Policy LU-15.5**

*Develop and implement a proactive water use efficiency and conservation program, based upon the goals and recommendations set forth in the most current water system functional plan. Any such efficiency and conservation program shall identify incentives for water conservation.*





# Chapter 3. Community Character

### 3.1 PLAN CONTEXT

The character of a community is influenced by a variety of factors, including its residents, social network, schools, community and business organizations, history, built environment, and natural resources. Although it is not possible to legislate a strong community, public policy can provide a framework that supports desirable characteristics. Community cohesiveness develops in many ways. It can come from a shared vision for the community. It can be nurtured by community events. It can be developed through the use of public places for interaction.

The Community Character Chapter provides a framework for shaping the future form and character of Poulsbo. This chapter focuses on placemaking and on those physical features which shape the setting for life in the community. It addresses the building and site design, public spaces and landscapes, streetscapes and other physical features.

The Community Character Chapter is not a required Comprehensive Plan chapter under state law; however, because of the value Poulsbo places on character, the City has chosen to include it as an additional chapter in the Comprehensive Plan. This chapter plays a critical role in maintaining and improving the physical quality of the environments that define the City's identity and give character to its commercial districts and residential neighborhoods.



### 3.2 GOALS AND POLICIES

This chapter is complimentary to other chapters of the Comprehensive Plan, and many of the policies identified in this chapter may be included or further refined in other chapters. This chapter considers the following aspects of Community Character:

- People and Public Places
- Entrances, Gateways, Landmarks and Wayfinding
- Building and Site Review
- Streets and Pathways
- Downtown Poulsbo
- Districts and Neighborhoods
- Historic Resources and Landmarks

#### People and Public Places

The best public places appeal to the broadest number of people: young and old, residents and visitors, workers and shoppers. Public places should draw people because they are comfortable, attractive, and convenient. Public art and cultural activities also draw people together and express the diversity of a community’s character.

#### **GOAL CC-1**

**Provide well-designed and interesting public places that foster community cohesiveness and interaction while showcasing surrounding natural features.**

#### **Policy CC-1.1**

*Continue to support traditional and non-traditional community festivals and events that reflect the diversity, heritage, and cultural traditions of the community. Emphasize events that are important to Poulsbo’s diversity, history, and heritage.*

#### **Policy CC-1.2**

*Support the development of a diverse set of inter-generational recreational and cultural programs that celebrate Poulsbo’s heritage and cultural diversity.*

#### **Policy CC-1.3**

*Preserve, develop, and enhance community gathering places throughout the city.*

#### **Policy CC-1.4**

*Design and build Poulsbo’s public buildings with quality sustainable materials and construction techniques to serve as a model to the community, and to enhance their function as community gathering places.*

#### **Policy CC-1.5**

*Incorporate and provide a display opportunity for art in and outside of public buildings and provide opportunities for artists to contribute to public art within city-owned parks, bridges, or other public facilities.*

#### **Policy CC-1.6**

*Explore the creation of an arts committee to review and make recommendations on public art, secure funding, and identify locations suitable for art installations.*

#### **Policy CC-1.7**

*Support the provision and expansion of educational opportunities, including education that goes beyond textbooks to cultivate a skilled and well-educated community.*



## Entrances, Gateways, Landmarks, and Wayfinding

People orient themselves in their community by remembering certain features that include unique public views, defined entries, and landmarks. These features also can set apart one community from another and are part of what defines the unique character of a place. Preserving key features and creating new ones can help define and enhance Poulsbo's character.

### **GOAL CC-2**

**Provide residents and visitors with positive identifiable images that reflect Poulsbo's unique characteristics and create a sense of place and belonging.**

#### **Policy CC-2.1**

*Identify and support the establishment of gateways into the city and individual neighborhoods and emphasize these entrances with distinctive design elements such as symbolic markers, signage, monuments, landscaping, or other design features.*

#### **Policy CC-2.2**

*Enhance the visual appeal of the city by developing a signage and wayfinding program that identifies Poulsbo, is cohesive throughout the city, and links the community's resources to its residents and visitors.*

#### **Policy CC-2.3**

*Identify public view opportunities unique to Poulsbo such as those of the Olympic Mountains and Liberty Bay, and community landmarks, such as the Muriel Iverson Williams Waterfront Park, Marinas, and First Lutheran Church, and when feasible, preserve and enhance those views through means such as:*

- Properly pruning trees and brush;
- Framing views with structural elements; and
- Aligning paths to create focal points.

#### **Policy CC-2.4**

*Encourage schools, religious facilities, library and other public or semi-public buildings to locate and design facilities that reflect Poulsbo's unique characteristics and serve as community landmarks.*



## Building and Site Review

Quality and pleasing design is as important in the details of a building and site as a development's contribution is to the urban character of the city. As Poulsbo continues to grow, the quality of buildings, sidewalks and vegetation are important. These elements involve a consideration of building bulk and character, lighting, planting, signs and other elements that compose the built environment.

### **GOAL CC-3**

**Require high-quality, attractive human-scaled design and development that respects the surrounding built environment, promotes variety of building types and architectural interest, and builds on the character of the existing architectural fabric of the community, while allowing for the addition of complementary new urban design elements in the City's commercial, business employment, and residential multi-family zones, in addition to planned residential developments and infill projects areas.**



**Policy CC-3.1**

Utilize design standards and design review to accomplish the following for new commercial and mixed-use development:

- Include architectural features that create visual interest;
- Use of high-quality, durable, and sustainable materials;
- Architectural elements that provide protection from the weather;
- The height and bulk of buildings are proportional and appropriate to the site and surrounding natural and built environment;
- Roof forms include visual focal points and variation in detail including pitch, terraced and cornice roof forms;
- Rooftop equipment is creatively concealed; and
- Landscaping that unifies site design and creates character.

**Policy CC-3.2**

Design standards for commercially zoned areas shall be enhanced to continue the northwestern architectural style of the existing commercial areas, and the Scandinavian small fishing village scale architectural style of downtown Poulsbo. The city should review its building design standards every five years to ensure it remains relevant and reflects the desires of the community.

**Policy CC-3.3**

For large buildings or development with multiple buildings, similar design features and characteristics shall be included in all buildings to create continuity, while also allowing individual architectural designs.

**Policy CC-3.4**

Encourage new development to incorporate art in building and site design that reinforces community identity, creates unique places, and provides a basis for community pride and ownership. Encourage diversity in content, media, and siting to reflect an array of cultural influences.

**Policy CC-3.5**

Require landscaping that contributes to and is an integral part of how a site interacts with the built and natural environment, and:

- Retains, enhances, and creates character and a sense of place;
- Utilizes native trees and plants, when feasible;
- Enhances water and air quality;
- Minimizes water consumption;
- Provides aesthetic value;
- Softens or disguises less aesthetically pleasing features of a site; and
- Provides buffers for transitions between uses or helps protect natural features.

**Policy CC-3.6**

Encourage Crime Prevention Through Environmental Design (CPTED) principles when developing industrial, mixed-use, commercial, high-density residential uses, and parks and open space.



## Streets and Pathways

Streets and pathways can be more than just a means of getting from one point to another. They can define how the city is viewed as one passes through it and create a sense of unique character. Elements of design, such as width, provisions for different users, material treatments, and vegetation, affect the quality of a traveler's trip and the sense of place. Attracting people into the public realm means supporting them with safe street crossings, sidewalks, walkways, and bicycle routes as important connections between different places in the city. Street corridors and pathways tie different parts of Poulsbo together and should instill public pride through their design.

### **GOAL CC-4**

**Provide connectivity and attractive streets that enhance the City's aesthetics and sense of place.**

#### **Policy CC-4.1**

*Design and create sidewalks, bikeways, and paths to increase connectivity for people by providing safe and direct, or convenient links throughout the city.*

#### **Policy CC-4.2**

*Identify streets in the city that could be considered for special treatment due to their importance, location, activity, and connection to public spaces. Such treatments could include elements such as:*

- *Specially designed landscaped island(s);*
- *Unique crosswalk treatments;*
- *Unique and interesting street lighting;*
- *Sidewalk furniture;*
- *Street landscaping and sidewalk planters; and*
- *Low Impact Development (LID) features.*



#### **Policy CC-4.3**

*Promote the planting of low maintenance landscaping and street trees to enhance City rights-of-way and improve the pedestrian environment.*

## Downtown Poulsbo

Downtown Poulsbo is a center for recreation, shopping, dining and a boating destination. One of the main reasons people are drawn to Poulsbo is its charming small-scale downtown. Residents can stop by and buy a coffee with their neighbor, have dinner with friends, or take an evening walk along the boardwalk. Tourists love to stroll along Front Street and enjoy Poulsbo's Norwegian heritage, unique shops, restaurants, artisanal beverage venues, and art galleries.

Downtown Poulsbo is a special hub that draws local residents, tourists, boaters and employers/employees all together. It is an important component of the city's identity. The City is committed to preserving and enhancing the distinctiveness and vitality of Downtown Poulsbo.



**GOAL CC-5**

**Promote an economically healthy Downtown that is unique, attractive and offers a variety of retail, office, service, residential, cultural, and recreational opportunities.**

**Policy CC-5.1**

*Preserve and enhance the existing character and scale of downtown through control of height, scale, and design while reinforcing the area as a primary identifying feature of Poulso, setting it apart from the rest of the city.*

**Policy CC-5.2**

*Preserve the existing eclectic character of Front Street with its individual small storefronts located at the sidewalk, street-facing building facades, awnings, unique design elements, and up to 35 feet height limit.*

**Policy CC-5.3**

*Identify and improve walking, rolling and biking routes to Downtown Poulso as a pedestrian and biking-friendly destination. Provide safe methods such as textured crosswalk paths and pedestrian islands where people can cross major streets at regular and convenient intervals.*

**Policy CC-5.4**

*Update and implement the Downtown Parking Management Strategy, which identifies short and long-term strategies and alternatives for providing additional downtown public parking. Strategies should consider nonmotorized access and enhanced transit service downtown.*

**Districts and Neighborhoods**

Many residents identify where they live, work, or spend their free time as a particular neighborhood. Neighborhoods have differing characteristics and often specific identities. Someone who lives in Old Town experiences a different flavor of the city compared to one who lives off Viking Ave on the north edge of town, and different still from one living in a subdivision on Noll Rd. It is important that each of these neighborhoods be recognized and appreciated for the unique qualities that they add to the overall character of Poulso.

**GOAL CC-6**

**Establish and enhance the character and diversity of existing commercial and employment districts and residential neighborhoods in order to attract long-term residents and businesses and to ensure the city's residential quality, cultural opportunities, and economic vitality.**

**Policy CC-6.1**

*Promote the revitalization of existing commercial centers by encouraging property owners to maintain and improve the appearance of individual buildings and commercial centers through building façade improvements, landscaping, and pedestrian improvements.*



**Policy CC-6.2**

*Encourage walkable, rollable, and bikeable commercial areas that are strategically located to provide adjacent neighborhoods with goods and services.*

**Policy CC-6.3**

*Provide a variety of attractive, well-designed housing choices that reinforce the character of established neighborhoods and meet the needs of existing and future residents.*

**Policy CC-6.4**

*Support contextually appropriate residential infill development and redevelopment that is sensitive to surrounding residential areas, and that supports community character goals.*

**Policy CC-6.5**

*Encourage a variety of uses and mixed-use development within buildings, or sites. Ensure that mixed-use development complements and enhances the character of the surrounding residential and commercial areas.*

**Policy CC-6.6**

*Continue to improve and enhance code enforcement functions by identifying and evaluating best practices and providing resources for program administration.*

**Historic Resources and Landmarks**

Historic resources and landmarks offer a way to connect with the city’s past and provide a sense of continuity and permanence. Those resources represent development patterns and places associated with Poulsbo’s notable persons and community events. The historic fabric together with unique qualities of new development patterns define the character of a city. It is essential to preserve some historic resources to maintain the character of Poulsbo and to continue to honor its past.

Most people are familiar with many visible historic landmarks in Poulsbo, such as First Lutheran Church. There are other places throughout the city that are reminders of the past as well. For example, in 1930 a brick North Kitsap High School was constructed along Front Street. It is now the Poulsbo Parks and Recreation building. Moe, Bjermeland, Eliason, Hostmark, and Iverson Streets were all named after the first Mayor (Andrew Moe) and some of his council members. And church services were first held in 1888 at Fordefjord Lutheran Church, known today as First Lutheran Church.

The City can enrich the lives of its citizens and its appeal to visitors by commemorating its past. In some cases, this may mean active involvement in the preservation of landmarks, or continued support of the efforts of the Poulsbo Historical Society’s important task of retaining the link with previous generations.

**GOAL CC-7**

**Protect, conserve, celebrate, and enhance historical, archaeological, and cultural resources throughout the City of Poulsbo.**



**Policy CC-7.1**

*Cooperate with the Poulsbo Historical Society, Suquamish Tribe, other organizations and interested citizens in identifying historical, archaeological, and cultural resources that provide unique insights into the history and the development of the city.*

**Policy CC-7.2**

*Cooperate with the Poulsbo Historical Society to identify Poulsbo’s heritage residences and buildings. Where feasible, install historic signs/markers for Poulsbo’s heritage residences and buildings.*

**Policy CC-7.3**

*Incentivize the protection and conservation of designated historical, archaeological, and cultural sites and resources by allowing for adaptive reuse and providing incentives for historic preservation.*

**Policy CC-7.4**

*Acquire historical or cultural resources when feasible. Consider cost sharing for acquisition, lease, or maintenance with other public or private agencies or governments.*

**Policy CC-7.5**

*Incorporate interpretative signage, historic street names, and features reflecting original historic designs into park projects, transportation projects, and buildings when feasible, as a means of commemorating past events, persons of note, and City history.*

**Policy CC-7.6**

*Assist developers, landowners, and interested citizens in obtaining grants and tax incentives for the reuse and rehabilitation of designated historic sites and buildings.*





# Chapter 4. Transportation

## 4.1 PLAN CONTEXT

The Transportation Chapter provides the policy framework to guide short-range and long-term development and maintenance of the multi-modal transportation system that includes roadways, bikeways, pedestrian facilities, and public transit within the city limits of Poulsbo. It addresses the mandates of the Growth Management Act (GMA) under the Revised Code of Washington (RCW) 36.70A.070 and supports the vision of Poulsbo.

The Transportation Chapter of the Comprehensive Plan (“The Plan”) provides the overall policy vision for Poulsbo’s transportation system. Additional policy and programmatic guidance is found in a series of more detailed documents, including:

- Section 2/Chapter 13 – Capital Facilities Plan
- Appendix B.4a - 2024 Poulsbo Transportation Comprehensive Plan
- Appendix B.4b - Complete Streets Plan
- Poulsbo 6-year Transportation Improvement Plan

An overview of Poulsbo’s transportation system inventory is included in the Poulsbo Transportation Comprehensive Plan. It describes the existing transportation system including: highways, streets and roads, public transportation, bicycle and pedestrian. The transportation facility improvement plan is presented in the Capital Facility Plan and identifies the transportation infrastructure improvements needed to support the projected land use through 2044. The transportation improvements needed by 2044 are included in Section 13.9 of the Comprehensive Plan Capital Facilities Plan.

Financing of the transportation capacity improvements will be funded through development related construction street improvements, state and federal grants, City general obligation bonds, City revenues, Traffic Impact Fees, and Transportation Benefit District fees. In summary, the 2024 Transportation Comprehensive Plan Update in combination with Section 13.9 of the Comprehensive Plan’s Capital Facilities Plan, provides the required analyses, has been developed to fit within the Comprehensive Plan Update process, and is intended to meet the planning requirements of the GMA.



Poulsbo faces a number of transportation related challenges in achieving the community's desired land use vision, while accommodating the population and economic growth that is expected over the next twenty years. These include:

- Providing many alternate routes options for Poulsbo residents to move around town safely and efficiently.
- Accommodating Poulsbo's share of housing growth, which will primarily be located in large areas of undeveloped and/or vacant land where streets constructed to City standards do not currently exist. The timing and who pays for the street improvements will most likely be developer and market driven.
- Improvement of the City's existing local access streets, while also ensuring new streets are constructed to maintain appropriate level of service.
- Continuation of Poulsbo's policy of neighborhood connectivity - providing neighborhood secondary roadway access and improved emergency access, while improving pedestrian mobility.
- Pass-through traffic during peak hours that diverts from arterial routes to neighborhood residential streets or commercial collector streets.
- Designing and implementing a traffic-calming program for the city to address the increasing cut-through traffic on local access streets from arterial routes.
- Connecting pedestrian and bicycle routes within and outside of the City, through implementation of the Poulsbo Complete Streets Plan.
- Identifying funding sources for local access street improvements, which are primarily not eligible for state or regional grant funding, and therefore must be locally funded.

## 4.2 GOALS AND POLICIES

The goals and policies contained in this chapter provide a framework for short-range and long-term transportation planning and implementation decisions required of the City of Poulsbo. The goals and policies included cover the following categories:

- Streets
- Level of Service and Concurrency
- Transportation Safety
- Citywide Transportation System
- Land Use and Transportation Planning
- Transportation Finance
- Regional Coordination
- Active Transportation - Pedestrian and Bicycle Facilities
- Public Transportation
- Accessibility and Equity
- Transportation and Air Quality



## Streets

The primary purpose of the transportation system is to support development of the land uses, densities, and intensities, envisioned by the Land Use chapter, and to shape the form of urban development within Poulsbo's residential, commercial, business park and light industrial uses. City streets must be available to accommodate the transportation demand generated by the land use policies and subsequent housing and employment development. Maintaining a street system and mitigation program is essential in ensuring the city's transportation system adequately meets the needs of city residents and expected population growth.

### **GOAL TR-1**

**Streets shall be constructed to improve the function, safety and appearance of the citywide street system.**

#### **Policy TR-1.1**

*All streets constructed or reconstructed within the City shall meet the City's Street Construction Design Standards. Roads providing access to and within each development from the City's arterial and collector system must be designed and constructed to maintain the required level of service. Each development's site access and circulation plan shall include frontage improvements and other relevant features identified in City Street Construction Standards, Transportation Comprehensive Plan Update 2024 included as Appendix B.4a to this Comprehensive Plan, and Figures TR-3 and TR-4 as applicable.*

#### **Policy TR-1.2**

*The City shall require that all streets – new construction, retrofit or reconstruction – be complete streets, built to accommodate as appropriate all travel modes in compliance with the City's Street Construction Design Standards and plans for streets, bikes bicycles and pedestrian facilities and safety elements. Improvements to state facilities, including SR 3, SR 305 and SR 307 shall be made in accordance with Washington State Department of Transportation's (WSDOT) Complete Streets requirements.*

#### **Policy TR-1.3**

*The City shall identify mode priorities and mode balance for specific arterial and collector streets consistent with the City's adopted complete streets policy (PMC 14.06.020) and foster equitable access, connections, and mobility for all people in Poulsbo. Street construction standards will be updated to reflect complete street and mode balance goals.*

#### **Policy TR-1.4**

*Each new development in the City shall mitigate its traffic impacts by providing safety and capacity improvements to the City's transportation system in order to maintain the adopted level of service on transportation facilities and to provide for the safe and efficient movement of people and goods using multiple modes of travel. Concurrency shall be the minimum required. Mitigation required of any individual development shall be related and roughly proportional to the impacts of that development where so required by law.*

*Mitigation of traffic impacts may be achieved in any number of ways, including but not limited to, actual construction of improvements, financial contribution in lieu of such construction, payment of impact fees imposed under RCW 82.02, implementation of transportation demand strategies, transit services, or any other method that is acceptable to the City and that will result in actual mitigation for the impacts of the development.*

*The City may use any and all authority granted to it under state law to require mitigation of the traffic impacts of development, including but not limited to, the State Environmental Policy Act, the State Subdivision Act, and the Growth Management Act.*



## Level of Service and Concurrency

Transportation level-of-service standards and concurrency are key requirements of the GMA. By policy and regulation, the City of Poulsbo is required to ensure that transportation facilities needed to serve growth are in place when development occurs, or within six years of the completion of the development.

Level of Service (LOS) is the quantitative measure of traffic operational conditions. Intersection LOS is based upon the amount of time each vehicle must wait to go through the intersection during a particular hour. LOS thresholds vary by type of intersection control (signal, stop sign or roundabout). For transportation facilities planning, the LOS measure for each facility type provides direction as to what, how much, where and when transportation improvements may be needed.

Level of Service Intersection Thresholds		
Level of Service	General Description	Signalized Intersection Control Delay per Entering Vehicle
A	Highly stable, free-flow conditions	<10 seconds
B	Stale, free flow with little congestion	10-20 seconds
C	Free flow with moderate congestion	20-35 seconds
D	Approaching unstable flow with increasing congestion	35-55 seconds
E	Unstable, congested conditions	55-80 seconds
F	Highly congested	>80 seconds

Concurrency is one of the goals of the GMA and refers to the timely provision of transportation facilities relative to the demand for them. The GMA requires transportation improvements or strategies to accommodate development impacts need to be made “concurrent with development” and is further defined by the GMA to mean any needed “improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years” (RCW 36.70A.070(6)(b)). Local governments have flexibility regarding how to apply concurrency; the City of Poulsbo has adopted a concurrency ordinance as codified in PMC 14.04.

### **GOAL TR-2**

**Maintain adopted level of service for the City’s transportation system that mitigates the impacts of new growth and is adequate to serve adjoining land uses.**

#### **Policy TR-2.1**

A concurrency level of service (LOS) standard of LOS E is hereby established for all transportation facilities (except as otherwise designated) in the City of Poulsbo in order to serve as a gauge to judge performance of the City’s transportation system. A concurrency standard of LOS F is established for all local roadway sections designated Residential Collector and Residential Access.

#### **Policy TR-2.2**

A concurrency level of service standard of LOS F is established for the following intersections:

- 7th and Liberty intersection;
- 10th Avenue, Forest Rock Lane and Little Valley Road intersection;
- 8th Avenue and Lincoln Road intersection;
- Front Street and Torval Canyon intersection;
- Front and Jensen intersections;
- Front, Fjord and Hostmark intersection(s);
- Lindvig Way at Bond Road;
- Lindvig Way/Finn Hill Road at Viking Avenue; and
- LOS failures where corrective action is not physically or technically feasible or fails to satisfy warrants or design requirements.



**Policy TR-2.3**

For those roadway intersections with an adopted LOS F designation identified in Policy TR-2.2, the City may implement or require by others mitigation measures that address impacts associated with adoption of the LOS F standard, but that do not necessarily add capacity. These mitigation measures may include transportation demand management (TDM) or transportation system management (TSM) actions or projects that encourage and support other transportation modes including transit and non-motorized facilities, as well as safety improvements such as pedestrian enhancements, signal timing optimization, pavement striping, signage and lighting, geometric modifications, or other measures.

**Policy TR-2.4**

Development projects that contribute traffic to LOS F designated intersections may be required to partially or fully participate in funding or constructing the mitigation measures identified pursuant to Policy TR-2.3. These mitigation measures would be identified and developed through a Traffic Impact Assessment prepared pursuant to applicable sections of Poulso Municipal Code (PMC).

**Policy TR-2.5**

The City will seek funding for TDM and TSM actions and projects that help to mitigate and alleviate adoption of the LOS F standard. These actions and projects will be designed to encourage shifts from single occupancy vehicles, increase the availability and quality of non-motorized facilities, and support development of complete street projects that address multiple transportation modes as well as economic development and safety.

**Policy TR-2.6**

The transportation facility improvements identified in the Capital Facilities Plan of this Comprehensive Plan shall be based on achieving the multimodal level of service standards for the twenty-year planning horizon required by the Growth Management Act. The City's Six-Year Transportation Improvement Program shall be updated annually in order to ensure the ongoing preservation of the level of service standard for the ensuing six-year period in light of approved and anticipated developments.

**Policy TR-2.7**

The level of service standards adopted by the Washington State Department of Transportation (WSDOT) are hereby included in this Transportation Chapter in order to gauge the performance of the state-owned transportation facilities located in the City of Poulso. SR 3, SR 305, and SR 307 are each designated by WSDOT as a Highway of Statewide Significance in the Washington State Highway System Plan, 2007-2026 and the applicable level of service standard set forth in Appendix G thereof is LOS "D".

However, future revisions that may be adopted by WSDOT, shall take precedence over this policy. The purposes of reflecting level of service standards for state highways in the City's Comprehensive Plan are to monitor the performance of the system, to evaluate improvement strategies, and to facilitate coordination between the City's Six-Year Transportation Improvement Program and the Washington State Department of Transportation's Six-Year Investment Program.

The concurrency provisions of this Transportation Chapter and any City ordinance relating to concurrency shall not apply to state-owned transportation facilities and services of statewide significance.

Appendix G of the Washington State Highway System Plan provides that "when a development affects a segment or intersection where the LOS is already below the applicable threshold, the predevelopment LOS will be used instead of the otherwise applicable deficiency level."

**Policy TR-2.8**

Maintain a system for monitoring the LOS of all city owned transportation facilities to ensure the appropriate and adequate performance of the City's transportation system. The monitoring program may be completed by the City or through a contract with an acceptable transportation system consultant.



**Policy TR-2.9**

Poulsbo's level of service standards should have the effect of expanding travel choices and achieve a multimodal travel environment. Programs, projects, and services in response to existing and growth-related travel include those that improve access and connections, including motor vehicle operations, public transit, walking and bicycling and transportation demand management. The minimum active transportation Level of Service standards for pedestrian, bicycle, and transit, are identified in the Transportation Comprehensive Plan, included as Appendix B.4a of the Comprehensive Plan.

**Policy TR-2.10**

Developments will provide for active transportation safety, including adequate connections to existing active transportation facilities, as defined by the City's Development Standards and Complete Streets Plan. Proximity to active transportation-oriented establishments, such as, but not limited to, school, parks, transit stops, and commercial establishments shall be considered when evaluating pedestrian safety.

Development proposals shall be evaluated for compliance with the Urban Paths of Poulsbo and Complete Street Plan. Development proposals shall be evaluated for continuity with the system and may be required to make off-site improvements to provide for a connected active transportation system as is within the City's legal authority.

**GOAL TR-3**

**Administer a concurrency ordinance to ensure consistent level of service on City-owned streets, and as mandated by the Growth Management Act (GMA).**

**Policy TR-3.1**

The City shall administer a concurrency ordinance which prohibits development approval if the development causes the level of service on a City-owned transportation facility to decline below the adopted Level of Service standards, unless transportation improvements or strategies to accommodate the impacts of the development are made concurrent with the development, as set forth in Policy TR-3.2 or the LOS standard is otherwise designated in Policies TR-2.1, TR-2.2 and TR-2.9.

**Policy TR-3.2**

In order to ensure concurrency for transportation facilities, final development permit approval must contain a finding of one of the following:

- The necessary transportation facilities and services are in place at the time a development permit is issued; or
- The necessary transportation facilities are under construction at the time a development permit is issued, and the necessary facilities will be in place when the impacts of the development occur; or
- Development permits are issued subject to the condition that the necessary transportation facilities and services will be in place when the impacts of the development occur; or
- The City has in place binding financial commitments to complete the necessary transportation facility within six years; or
- The City has identified and has or plans to implement identified Transportation Demand Management (TDM) strategies.



## Transportation Safety

A safe, comfortable, and reliable transportation system is a major determinant of a community's quality of life. To ensure such a system, street and intersection safety must be continuously evaluated; street standards must be designed and implemented to ensure and increase roadway safety; sight distance standards and maintenance must be consistently applied; adequate lighting must be provided; and traffic calming measures must be identified and available for use if necessary. The City must be diligent in its assessment and application of these various programs that ensure a safe transportation network.

The safety of the system for all people is an increasingly critical concern as the region continues to grow and transportation infrastructure and services are more heavily used. Safety impacts every aspect of the transportation system, covering all modes and encompassing a variety of areas from facility design to security to personal behavior.

### **GOAL TR-4**

**Provide a safe, efficient, equitable and reliable transportation system that works towards eliminating traffic injuries and deaths.**

#### **Policy TR-4.1**

*Ensure high safety standards for motorists, pedestrians, and bicyclists through the development and capital improvement processes. The City will evaluate safety conditions on City roadways, including pedestrian and bicycle conditions, every six years, in conjunction with the six-year transportation improvement plan, in order to determine whether improvements should be made. If safety-related improvements are identified, the improvements should be included in the Transportation Improvement Program for timely construction.*

#### **Policy TR-4.2**

*Develop a "Vision Zero" strategy that focuses on transportation improvements, education, and enforcement measures to eliminate traffic deaths and injuries for all users of Poulsbo's streets.*

#### **Policy TR-4.3**

*Establish and maintain a citywide traffic calming program that identifies desirable calming techniques, criteria that would trigger a need for traffic calming measures, and an identified process for how citizens may submit a request to the City for traffic calming technique consideration. Establish and maintain ongoing allocation of funds necessary to maintain such a program.*

#### **Policy TR-4.4**

*Review and evaluate the City's Street Construction Standards and Complete Streets Plan at a minimum of every five years to ensure that the City is being responsive to potential changes and needs of the City's street system.*

#### **Policy TR-4.5**

*Protect Poulsbo's transportation system against disasters by maintaining prevention and recovery strategies that are coordinated locally and regionally. Continue to participate with Kitsap County Emergency Management, with development of emergency management plans and emergency response activities.*



## Citywide Transportation System

The private automobile remains the most common mode of vehicular travel in this country. For the foreseeable future, the private automobile will continue to carry the majority of trips within Poulsbo, and the city will need to accommodate reasonable capacity to serve travel demand and prevent pass-through trips from impacting residential neighborhoods. Washington State Department of Transportation and the City of Poulsbo have classified city streets according to their function and have established construction standards upon which street improvements are based.

**Principal arterial** streets provide efficient direct routes for long-distance auto travel within a region. Streets connecting freeway interchanges to major concentrations of commercial activities are classified as major arterials. Traffic on major arterials is given preference at intersections, and some access control may be exercised in order to maintain the capacity to carry high volumes of traffic. Poulsbo's principal arterials are SR 305 and SR 307.

**Minor arterial** streets provide connections between major arterials and concentrations of residential and commercial activities. The amount of through traffic is less, and there is more service to abutting land uses. Traffic flow is given preference over lesser streets. Poulsbo's minor arterials are Viking Avenue, Finn Hill Road, Lindvig Way, Bond Road (to SR 305), Front Street, Fjord Drive, Hostmark Street (to SR 305), Lincoln Road (SR 305 to city limits), and Noll Road.

**Collector** streets include major and minor collectors and are two or three lane streets that collect (or distribute) traffic within a neighborhood providing the connections to minor or principal arterials. Collectors serve commercial and neighborhood traffic, and also provide access to abutting land uses.

**Local access** streets provide access to abutting land uses and carry local traffic to the urban collectors and are described in the Poulsbo Complete Streets Plan and City's Street Construction Standards.

These streets, when combined, ideally provide Poulsbo with a citywide interconnected street system, where many options are provided for moving traffic around town. Figures TR-1 and TR-2 map the WSDOT and City of Poulsbo street classifications.

### **GOAL TR-5**

**Provide safe and reliable transportation facilities and services to promote and accommodate the growth that is anticipated under this plan.**

#### **Policy TR-5.1**

*Develop and maintain an interconnected and overlapping transportation system grid of pedestrian walkways, bicycle facilities, shared use paths, roadways for automobiles and freight, and transit service. The system should increase safety and mobility, facilitate mode integration and intermodal connections, improve access to local centers and provide increased opportunities for healthy activities and alternatives to driving. Develop mode-share goals that reduce dependence on personal automobiles and support implementation of complete street design features. Support and implement programs such as traffic operations, transportation demand management including telecommuting, and neighborhood traffic management, which support the efficient circulation of the City's traffic system.*

#### **Policy TR-5.2**

*Develop a transportation grid that provides good connections between residential and commercial activity centers and allows for multiple circulation routes to/from each location. Close gaps and complete system connections through the development and capital improvement processes.*

#### **Policy TR-5.3**

*All new residential developments shall be required to provide multiple vehicular, bicycle and pedestrian through connections with adjacent existing or future residential developments, when such requirement is consistent with legal nexus parameters. When requiring a connection to undeveloped property which is zoned for residential development, the City shall require a sign be posted at the connection point indicating future road connection.*



**Policy TR-5.4**

Update the City's Traffic Demand Management (TDM) study to identify locations in Poulsbo where transportation demand programs are needed and appropriate strategies for each location. Implement the updated strategies to reduce the need for new roads and capacity improvements.

**Policy TR-5.5**

Utilize Transportation System Management (TSM) strategies, such as parking restrictions, reduced parking ratios of up to 15% for multi-family/mixed use developments when transit is available and within a ¼ mile of a transit center, traffic signal coordination, transit queue jumps (as appropriate), striping non-motorized transportation facilities, and real time sensor adjustments for traffic signals, to make the City's existing roadways more efficient.

**Policy TR-5.6**

Manage a street preservation program to keep the City's streets in conditions that are cost-effective to maintain and functional to travel.

**Policy TR-5.7**

Support safe and convenient movement of freight by establishing and identifying clear signage, truck, hazardous material transport and oversized load routes.

**Policy TR-5.8**

Monitor and prepare for changes in transportation technologies and mobility patterns.

**Policy TR-5.9**

Participate with PSRC and other regional entities to understand and contribute to implementation of regional plans for Electric Vehicle (EV) charging and accommodation of other alternative fuel sources. Encourage installation of EV charging stations on private and public owned property.

**Policy TR-5.10**

Increase the resilience of the City's transportation system and support strategies for security and emergency management responses.



## Land Use and Transportation Planning

The Comprehensive Plan strengthens the integration of land use and transportation planning, by emphasizing the connection between the city's transportation system and the city's land use vision. Neighborhood connectivity, improvement of existing streets to city standards, and protection of surface water quality are priorities in the land use planning process.

The City's Transportation Comprehensive Plan is a functional plan that implements the Transportation Chapter policies and is included as Appendix B-4 to the Comprehensive Plan. The Transportation Plan addresses the City's transportation network, evaluates current transportation characteristics and forecasts how these characteristics are expected to change in the future based on Poulsbo's allocated growth. Based upon the City's 2044 population, housing, and employment growth targets as well as the City's land use plan, the Transportation Plan includes a traffic forecasting model, which identifies the future travel demand. Using this model, an increase in travel demand was assigned to the City's road network to identify future conditions and evaluate future capacity needs. Based upon the model, the Transportation Plan identified projects needed by 2044, which serve as the basis of the transportation section of the Comprehensive Plan's Capital Facilities Plan.

### **GOAL TR-6**

#### **Coordinate land use and transportation planning to manage growth.**

##### **Policy TR-6.1**

*Improve connectivity of the City's neighborhoods and commercial areas by planning an integrated grid of public paths, bikeways and complete streets that supports a compact, urban, and accessible transportation facilities to centers, parks, shopping, services, healthcare, residential and commercial development.*

##### **Policy TR-6.2**

*Connectivity throughout the City is achieved through the Transportation Figure TR-3 2044 New Roadway Segments Map and PMC 17.80.060 and purpose is to 1) achieve redundant and efficient routes and connections within and throughout the city and 2) to provide superior emergency vehicle response time by providing multiple access to City's neighborhoods and commercial areas.*

*The 20-year conceptual alignments identified in Figure TR-3 are based upon best available planning and technical analysis at the time of transportation functional plan development. Future roadways depicted on Figure TR-3 should avoid pre-existing occupied structures, public parks, designated and protected open space areas and tracts. Actual alignments and construction of new roadways may vary based upon topography, natural and built environment, technical final engineering design and property owner willingness. Reasonable alternative alignments may be considered by the City Engineer consistent with the intent of the conceptual alignment, including pedestrian and bicycle connections.*

##### **Policy TR-6.3**

*Review and evaluate the City's Comprehensive Plan Transportation Maps at a minimum every five years to ensure that the City is being responsive to potential changes and needs of the City's street system. The Maps shall also be kept up to date and amended when identified street creation or connections are completed. The amendment of the Map shall be through the City's annual comprehensive plan amendment process.*

##### **Policy TR-6.4**

*Acquire needed rights-of-ways based on Poulsbo's roadway design standards and the City's Comprehensive Plan Transportation Maps generally during development proposal review and approval. However, right-of-way acquisition by the City through a public project (or public/private combination) may be necessary to ensure adequate level of service is maintained and needed improvements are completed during the required time frame.*

##### **Policy TR-6.5**

*Establish transportation needs and requirements of proposed development projects early in the permit review process.*



**Policy TR-6.6**

Ensure environmental protection, water quality, and other applicable environmental standards, through best management practices during the design, construction, and operation of the City's transportation system, including:

- Design transportation improvements consistent with City's stormwater regulations, striving for enhanced water quality standards, and minimizing impacts to fish and wildlife habitat areas.
- Consider improved fish passage when making transportation facilities improvements.
- Avoiding construction during rainy season when possible or with use of appropriate and robust best management practices.
- Regular and routine maintenance of the City system.

**Policy TR-6.7**

Maintain and regularly update the City's Transportation Plan. This functional plan is the guide for implementing and funding strategy for the City's transportation programs, projects and services.

**Policy TR-6.8**

Complete the Noll Road corridor between Lemolo Shore Drive and Lincoln Road as a priority multi-modal corridor that strives to provide mode balance including non-motorized, vehicle and transit with safe, efficient and attractive connections to the City and regional multi-modal transportation network.

**Transportation Finance**

As additional demands are placed on the transportation system, funding should be allocated to finance needed improvements. Transportation improvements should be paid by those who benefit from them - in proportion to the level of use or benefit derived. Thus, since the system serves multiple uses, it has multiple funding sources: existing businesses and residents (the city's general fund and local business taxes); pass-through users (gas and motor vehicle taxes); and new development (impact fees).

To ensure that funding and improvement keep pace with needs and meet system requirements, the city has a 6-year Transportation Improvement Program (TIP), identifying system needs and cost estimates. The TIP is updated every year, with new transportation cost estimates and available revenues reassessed. In addition, new transportation needs are prioritized based on the City's Capital Facility Plan, identifying any high priority system needs.

**GOAL TR-7**

**Develop a funding strategy and financing plan to meet the City's programmatic needs identified in the City's Capital Facilities Plan.**

**Policy TR-7.1**

The City shall develop a multi-year financing plan based on the city's transportation needs identified in the City's Comprehensive Plan 2044 Transportation Facility Improvements, of which the appropriate projects will be prioritized in the City's annual Six-Year Capital Improvement Program.

**Policy TR-7.2**

Develop recurring and dedicated funding for a complete transportation program, including system operation and maintenance. Leverage local funding with innovative and aggressive finance strategies including partnerships, grant development, efficient debt, and fee-based funding sources.



**Policy TR-7.3**

If a funding shortfall occurs as a result of change in revenue assumptions used to identify funding for programmed capital improvements, the City will:

- Identify alternative sources of funding for needed improvements;
- Revise its LOS standards to match available revenues;
- Reassess the Comprehensive Plan and revise it as appropriate to achieve a balance between land use, revenues, and level of service.

**Policy TR-7.4**

The City will strive to leverage City funds and grant funding to achieve the greatest potential benefit to the public. This leveraging will be accomplished through coordinated planning at the City, county and regional level, and by developing partnerships with local and state agencies that enable projects to span jurisdictional boundaries, complete regional networks and connect local and regional centers.

**Policy TR-7.5**

The City will manage its Transportation Benefit District (TBD) to fund local road improvement, preservation, and Complete Streets projects.

**Policy TR-7.6**

Assure cost-effective maintenance of transportation facilities under the City's jurisdiction, including active nonmotorized facilities. Reduce need for new capital improvements through investments in operations, demand management strategies and system management activities that improve the efficiency of the City's current transportation system and facilities.

**Regional Coordination**

Puget Sound Regional Council (PSRC) coordinates transportation and other planning efforts between King, Kitsap, Pierce, and Snohomish counties to ensure, "The region has a sustainable, equitable, affordable, safe, and efficient multimodal transportation system, with specific emphasis on an integrated regional transit network that supports the Regional Growth Strategy and promotes vitality of the economy, environment, and health."

The framework for this shared multimodal transportation system is published in Vision 2050. Multimodal transportation includes walking, biking, transit, rail, cars, and trucks. Vision 2050 calls for growth near current and future high- capacity transit facilities, with a goal for 65% of the region's population growth and 75% of the region's employment growth to be located in regional growth centers and areas within walking distance of high-capacity transit. Vision 2050 also supports the transition to a cleaner transportation system through investments in zero emission vehicles, low carbon fuels and other clean energy options.

In addition, PSRC has adopted the Regional Transportation Plan 2022-2050, which Vision 2050 identifies several key goals for transportation in the region that jurisdictions' transportation planning shall be aligned:

- **Reducing Greenhouse Gas Emissions** - The Regional Transportation Plan's Four-Part Greenhouse Gas Strategy supports the VISION 2050 goal to reduce greenhouse gases that contribute to climate change. It identifies how the plan performs to reduce emissions and action steps to achieve the greenhouse gas reduction goals adopted by the Puget Sound Clean Air Agency. Along with focused growth, extensive transportation choices and pricing mechanisms, the decarbonization of the transportation system will be critical. Because of the urgency of reducing greenhouse gas levels as much and as soon as possible, PSRC will track progress toward both the 2030 and 2050 greenhouse gas reduction goals.
- **Improving Safety for All Users** - The safety of the system for all people is an increasingly critical concern as the region continues to grow and transportation infrastructure and services are more heavily used. Safety impacts every aspect of the transportation system, covering all modes and encompassing a variety of areas from facility design to security to personal behavior.
- **Investing in Growing Communities** - The Regional Transportation Plan is closely integrated with the VISION 2050 Regional Growth Strategy and its goals of 65% of population and 75% of employment growth near high-capacity transit. It lays out a vision for a multimodal transportation system that serves both existing communities and areas where we expect significant population and employment growth.



- **Maintaining and Promoting Economic Vitality** - Developing a transportation system to accommodate growth and support future economic success is a key objective of the Regional Transportation Plan. Transportation investments must address the diverse needs of the region's economy, and support key employment sectors, including established and emerging industry clusters, tourism, industries involved in trade-related activities, startups, and new businesses.
- **Expanding Travel and Transit Choices** - With implementation of the Regional Transportation Plan, by 2050 59% of households will be within ½ mile of an integrated high-capacity transit system, and transit ridership is expected to more than triple. The region's light rail, commuter rail, fast ferry, and bus rapid transit lines will expand into one of the country's largest high-capacity transit networks, with an emphasis on connecting centers and high-capacity transit station areas.

Additionally, all jurisdictions within Kitsap County coordinate on shared transportation systems and agree to abide by shared policies called Countywide Planning Policies (CPPs). KRCC also supports multimodal transportation options for member jurisdictions while reducing the rate of growth in auto traffic, including the number of vehicle trips, the number of miles traveled, and the length of vehicle trips taken, for both commute and non-commute trips. The CPPs call for a transportation system that promotes human health and reduced green-house gas emissions, by investing in high-occupancy vehicle lanes, public transit, vanpool/ carpool facilities, electric and other low emission vehicles including buses, charging stations for all types of electric vehicles, bicycle and shared mobility options, and partnerships with the private sector.

### **GOAL TR-8**

**Participate in regional transportation coordination plans and programs to ensure and promote Poulsbo's role in the regional transportation network.**

#### **Policy TR-8.1**

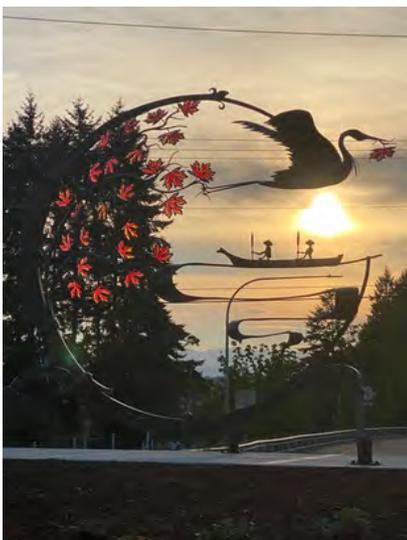
*Coordinate Poulsbo's transportation plans, policies, programs, and capital projects with those of other jurisdictions serving Kitsap County to ensure a seamless multimodal transportation system that supports the PSRC Regional Growth Strategy and Regional Transportation Plan. Focus particularly on participation and coordination with the Kitsap Regional Coordinating Council, Puget Sound Regional Council, Peninsula Regional Transportation Planning Organization, Washington State Department of Transportation highway and ferry divisions, Kitsap County, Kitsap Transit, or other appropriate regional entities.*

#### **Policy TR-8.2**

*The City shall actively seek opportunities to coordinate and share facilities, expertise, and transportation resources, such as multiple use park and ride/parking lots or shared traffic maintenance responsibility with Kitsap County and other cities.*

#### **Policy TR-8.3**

*Continue to encourage and seek opportunities to enhance telework and telecommuting to better provide regional connectivity to job opportunities and investing in a family-wage community-based work force.*



## Active Transportation - Pedestrian and Bicycle Facilities

Pedestrian and bicycle facilities should be a vital part of Poulsbo's transportation system. An integrated, safe pedestrian and bicycle system will increase mobility choices, reduce reliance on motorized vehicles, promote healthy lifestyle, and provide enhanced and convenient access to schools, activity centers, transit stops, parks, and other recreation areas throughout the city.

Building and maintaining a network of sidewalks, bikeways and pedestrian trails require an interdepartmental effort. Planning, funding, building, and maintaining a shared use pedestrian and bicycle system will require support from the Public Works, Parks and Recreation, and Planning departments.

Walking is an important and popular travel mode for Poulsbo residents. Well-maintained sidewalks and other pedestrian facilities enhance the quality of life. Bicycle facilities along key north-south and east-west routes will improve safety and access across the city. A connected system provides access to bus stops and park-and-ride lots, increasing the attractiveness of transit, especially for commute trips.

The Poulsbo Complete Streets Plan and Urban Paths of Poulsbo Plan (UPP Plan) are the City's primary planning documents for pedestrian and bicycle facilities. To realize the goals of the Plans, Poulsbo's active transportation network system in will need to be a hybrid network, where a pedestrian may walk along sidewalks, trails, or a shared-use path and a bicycle route may include streets with bicycle lanes, sharrows, or shared paths. The goal is to create continuous and complete routes.

### **GOAL TR-9**

**Develop and maintain high quality, affordable and connected pedestrian, bicycle and transit facilities.**

#### **Policy TR-9.1**

*Strive to develop and maintain active transportation (pedestrian and cycle/rolling) facilities that provide an alternative to motorized travel. Using the City's Complete Streets Plan as a guide, include appropriate multi-modal development standards in the City's Street Construction Standards.*

#### **Policy TR-9.2**

*Require pedestrian facilities on all public streets as defined in the City's Construction Standards and Complete Streets Plan that provide safe transportation for users of all ages and abilities, including most vulnerable users such as children, elderly and the disabled. Alternative pedestrian facilities that meet or exceed the minimum street standards may be considered by the City subject to the approval of the City Engineer.*

#### **Policy TR-9.3**

*The City shall identify and prioritize sidewalk and nonmotorized projects on its 6-year Transportation Improvement Plan (TIP), in the Capital Facilities Plan of the Comprehensive Plan, and in the City's 6-year Capital Improvement Plan (CIP) which is reviewed annually during the City's budget process. Prioritize improvements that address safety concerns, connect to destinations and transit, create safe routes to schools, and improve independent mobility for those who rely on the pedestrian and bicycle network*

#### **Policy TR-9.4**

*Work with property owners to create pedestrian and bicycle connections in established areas that have poor or no connections with adjacent neighborhoods, and are close to commercial areas, transit stops, schools, parks, or other facilities. The use of stairs may be necessary due to topography.*

#### **Policy TR-9.5**

*Using the Complete Streets Plan as a guide, the City shall identify arterial and collector streets where bicycle facilities can be added to the existing roadway.*

#### **Policy TR-9.6**

*The City shall seek opportunities to provide separated shared use paths outside of street right-of-ways.*



**Policy TR-9.7**

The Engineering Department will, when possible, coordinate with the Parks and Recreation Department to implement the Urban Paths of Poulsbo (UPP) Plan. The UPP Plan includes proposed non-motorized linkages for bicycles and pedestrians. The City should review the UPP Plan, maps, and implementation list when planning, designing, and maintaining roadway projects.

**Policy TR-9.8**

Develop a non-motorized transportation facility and/or recreational path from Legion Park to the West Poulsbo/Viking Avenue corridor (commonly known as the Liberty Bay waterfront trail) that provides water access and connects neighborhoods, business areas, and parks consistent with the goals of the City's Shoreline Master Program (PMC 16.08.030) and as described in the Urban Paths of Poulsbo (2018) plan and Proposed Priorities map.

**Policy TR-9.9**

Integrate plans for the regional Sound to Olympic (STO) trail into City transportation plans and ensure that the STO regional plan provides safe and effective connection to the City non-motorized network including connection to the Liberty Bay waterfront trail and crossing of SR305 at Noll Road.

**Policy TR-9.10**

Promote sustainable transportation options by encouraging the use of e-bike and e-scooters as a low-emission mode of travel while mitigating any negative impacts on pedestrian environments.

**Policy TR-9.11**

Identify safe and desirable walking and bicycling routes that connect schools to residential, recreational, and commercial areas throughout the City.

**Public Transportation**

Public transportation provides an increasingly important alternative to single-occupancy vehicles. A strong transit system will focus on serving the needs of local and regional residents, employees, and businesses, and is a key component of PSRC's Vision 2050 Growth Strategy and Transportation Plan. In order to provide a transit system that is responsive to the needs of Poulsbo, the City must participate in a close working partnership with regional transit providers, including Kitsap Transit, Jefferson Transit and the Washington State Department of Transportation.

Kitsap Transit is the primary provider of bus transit services and facilities in Poulsbo. Kitsap Transit has six park-and-ride facilities in or near Poulsbo, primarily connecting to Bainbridge Island's and Kingston's Washington State Ferry terminals. Kitsap Transit also has a transfer center in Poulsbo, providing connections to Jefferson County and other Kitsap Transit bus routes.

Kitsap Transit Long-range Transit Plan 2022-2040 relays how transit service in Kitsap will evolve in the future. This includes a planned high-capacity transit service bus route from Poulsbo to Bainbridge Island's Winslow Village, new multi-modal hub, transit signal priority upgrades along SR 305 Corridor, an additional Park and Ride facility, new maintenance facility, new on-demand rides for eastern Poulsbo, increased frequency, and new route to Kingston Fast Ferry.

The Washington State Ferries routes with the largest numbers of walk-on passengers, Seattle/Bainbridge Island and Seattle/Bremerton, both anticipate large ridership increases. Both passenger and vehicle ridership on the Edmonds/Kingston route is projected to grow significantly. Washington State Ferries 2040 Long-Range Plan foresees increasing passenger capacity for both the Seattle/Bainbridge Island and Seattle/Bremerton routes and adding service hours for the Edmonds/Kingston route. Terminal enhancements include improving access and queue management at the Kingston terminal is planned as well.

**GOAL TR-10**

**Improve access and capacity of public transportation to help alleviate congestion and expand transportation options that provide connections within Poulsbo and connect the City to other local and regional centers.**



**Policy TR-10.1**

*Promote Poulsbo as a regional transportation center, connecting the greater Kitsap Peninsula with the Seattle metropolitan area and the Olympic Peninsula. Support and coordinate with Kitsap Transit, Jefferson Transit, the Washington State Department of Transportation, and other partners to implement Kitsap Transit's 2022-2042 Long Range Transit Plan and the improvements identified for Poulsbo.*

**Policy TR-10.2**

*Actively participate with other regional stakeholders in planning and implementation of improvements to SR305 that will enhance public transportation accessibility, capacity and connection to the City's transportation network.*

**Policy TR-10.3**

*Encourage the use of public transportation within Poulsbo to accommodate those who work, visit and shop in Poulsbo. Coordinate with Kitsap Transit to identify opportunities and implement services that to increase transit capacity, provide shuttle service or allow for on-demand transit options throughout the City, with an aim to reduce service deficiencies and increase ridership on under-utilized routes.*

**Policy TR-10.4**

*Prioritize investments in multi-modal transportation facilities to improve access to the Kitsap Transit designated SR 305 high-capacity transit corridor. Increase transit access and capacity within the City by identifying potential locations that are or can be connected by multiple transportation modes, serve the SR305 corridor center and connect Poulsbo to regional centers and surrounding communities throughout the region.*

**Policy TR-10.5**

*Continue coordinating with Kitsap Transit for their review and comment on development proposals to facilitate convenient use and operation of appropriate transit services. Assist Kitsap Transit, as appropriate, in the implementation of their capital improvement projects within the city limits.*

**Policy TR-10.6**

*Support transit-oriented development by promoting residential land uses and development which are within walking distances of transit service and facilities. Provide high quality pedestrian and bike facilities that link residential and commercial areas with transit service and facilities.*

**Accessibility and Equity**

The Poulsbo transportation network also addresses the needs of vulnerable communities such as children, older adults, people of color, low-income populations, people with mobility challenges, and those without access to a personal vehicle. The federal Americans with Disabilities Act promotes access to the transportation system by removing barriers, creating access ramps at intersections and other key locations, facilitating the use of transit, and providing appropriate pavement marking and signalization. The Poulsbo Complete Streets Plan also focuses on implementing a network that serves people who have fewer travel options and addresses the needs of people who use mobility devices.

**GOAL TR-11**

**Transportation improvements within the City shall promote transportation equity through services and infrastructure improvements.**

**Policy TR-11.1**

*Build an accessible transportation system focused on intermodal connectivity and removal of barriers to personal physical mobility.*

**Policy TR-11.2**

*The City shall maintain an ADA Transition plan, which will identify non-compliant facilities and barriers in the public right of way such as curb ramps, sloped curbs, crosswalks, pedestrian push buttons, driveways. The plan will prioritize locations and develop an implementation strategy. The ADA Transition Plan shall be updated every five years.*



**Policy TR-11.3**

*Perform periodic review and monitoring of socio-demographic, economic, and geographic population trends to identify transportation facilities and services needed for all Poulsbo residents, including those that have historically been underserved.*

**Policy TR-11.4**

*Ensure transportation improvements do not impose external impacts (such as increased air pollution, infrastructure costs, or crash risk), on historically marginalized or underserved communities.*

**Policy TR-11.5**

*Promote programs and projects that expand bicycle and pedestrian facilities and access to transit for historically marginalized or underserved communities.*

**Policy TR-11.6**

*Recognize and support individuals or groups who have historically been underrepresented in transportation planning and/or infrastructure development, such as people of color, indigenous and immigrant populations, to identify and correct structural or system inequities in the transportation network to promote social justice.*

**Transportation and Air Quality**

The City’s transportation system needs to be designed to contribute to a sustainable community that supports Poulsbo’s land use and environmental policies. Additionally, the Regional Transportation Plan’s Four-Part Greenhouse Gas Strategy supports the VISION 2050 goal to reduce greenhouse gases that contribute to climate change. It identifies how the plan performs to reduce emissions and action steps to achieve the greenhouse gas reduction goals adopted by the Puget Sound Clean Air Agency.

**GOAL TR-12**

**Strive to protect air quality, reduce pollution and support reduction of vehicle miles traveled.**

**Policy TR-12.1**

*Observe and support federal and state clean air acts and follow the requirements of Chapter 173-420 Washington Administrative Code (WAC) “Conformity of Transportation Activities to Air Quality Implementation Plan.”*

**Policy TR-12.2**

*Collaborate with other government agencies (such as Puget Sound Regional Council, Puget Sound Clean Air Agency, Washington State Department of Ecology, Kitsap County, other cities) and the private sector to develop and implement strategies for addressing climate change and greenhouse gas reductions.*

**Policy TR-12.3**

*Reduce pollution and greenhouse gases by encouraging alternatives to the single-occupancy vehicle, including telecommuting/teleworking, car sharing, transit, and non-motorized travel.*

**Policy TR-12.4**

*Encourage installation of Electric Vehicle (EV) charging stations on private owned property and explore options for the development of charging facilities on publicly owned property.*

**Policy TR-12.5**

*Explore micromobility transportation options as an alternate transportation mode to Single Occupancy Vehicles. Implement policies and pilot programs in coordination with other jurisdictions to test their efficacy in Poulsbo.*





# Chapter 5: Natural Environment

## 5.1 PLAN CONTEXT

The Natural Environment Chapter implements the vision of Poulsbo as a city enriched with valued natural features that enhance the quality of life for the community. The streams, forested hillsides, marine shoreline, and other natural features have shaped Poulsbo’s character. Residents and visitors value natural resources and count on them being protected to enjoy into the future.

As Poulsbo continues to grow, the impact of that growth on the natural environment becomes more pronounced. In order to adequately meet the need for protection and preservation, the Natural Environment Chapter sets a framework that recognizes the relationship between Poulsbo’s natural environment, land use planning, and a variety of regulatory and non-regulatory efforts. Impacts of development are minimized primarily through regulations on development, while most enhancements to the natural environment are primarily through non-regulatory and voluntary efforts.

Balancing the conservation and protection of the natural environment with population growth, economic development goals, and increasing recreational access is a key purpose of statewide planning rules and regulations. Direction is provided through statewide planning goals, the Growth Management Act (GMA), and the Shoreline Management Act (SMA). Statewide Planning Goal 10 (RCW 36.70A.020) instructs jurisdictions to: “Protect the environment and enhance the state’s high quality of life, including air and water quality, and the availability of water.”

This Chapter includes goals and policies to protect the natural environment and to guide future growth in a manner that minimizes impacts. The Natural Environment goals and policies address:

- Environmental Stewardship
- Critical Areas
- Shorelines and Liberty Bay
- Water Quality and Basin Planning
- Climate Change
- Air Quality
- Urban Forestry



## 5.2 GOALS AND POLICIES

### Environmental Stewardship

Of the many roles the City of Poulsbo must fulfill, and one of its most demanding, is that of steward of the city's natural environment. The demand is challenging to the city because it has the requirement to accommodate and plan for urban densities, with the responsibility to ensure that the environment is managed wisely. Through the Comprehensive Plan, numerous goals and policies are articulated to help the city achieve its vision for the future; no one goal, or policy is pursued to the exclusion of others. In weighing environmental protection against other needs, including urban growth, housing, economic development and recreation opportunities, the City balances these goals and achieves protection through a variety of means, including regulation of property, incentives, and public programs.

#### **GOAL NE-1**

**Protect, sustain, and provide for healthy and diverse ecosystems within the Liberty Bay watershed.**

##### **Policy NE-1.1**

*The City shall protect critical areas, habitat and the natural environment through land use plans, surface water management plans and programs, comprehensive park plans, development regulations and site-specific project review.*

##### **Policy NE-1.2**

*The City shall maintain regulations such as the Critical Areas Ordinance (CAO), which provide protection for all regulated critical areas - a) wetlands; b) areas with a critical recharging effect on aquifers (aquifer recharge areas); c) frequently flooded areas; d) fish and wildlife habitat conservation areas; and e) geologically hazardous areas.*

- The City's CAO development standards shall incorporate and utilize appropriate and applicable best available science for purposes of designating and protecting all regulated critical areas and give "special consideration" to conservation and protection measures for anadromous fisheries.
- The City shall continue to require, as set forth in the CAO, completion of environmental studies by qualified professionals to assess the impact of proposed development on critical areas.
- The City's CAO shall include penalties to be imposed on property owners or developers who degrade the function or value of wetlands.

##### **Policy NE-1.3**

*The City shall coordinate planning with adjacent jurisdictions, tribes, countywide planning groups and watershed groups, to protect critical area habitat and water quality. The city will participate in watershed planning efforts and consider watershed impacts during decision making, and will request that adjacent jurisdictions, tribes, countywide planning groups and watershed groups do the same.*

##### **Policy NE-1.4**

*The City shall promote innovative and environmentally sensitive practices techniques in site planning, design, materials selection, construction, and maintenance.*



**Policy NE-1.5**

*The City shall support environmental stewardship on private and public lands through partnerships and voluntary efforts to protect, restore and enhance the quality and functions of the City's critical areas and associated buffers.*

**Policy NE-1.6**

*The City shall provide provisions for reasonable use of property according to legal precedent and laws.*

**Policy NE-1.7**

*Support integrated and interdisciplinary approaches for environmental planning and assessments.*

**Policy NE-1.8**

*Support hydrological functions and water quality, including restoring shorelines and estuaries, removing fish-blocking culverts, reducing use of toxic products, and retrofitting basins to manage stormwater.*

**Critical Areas**

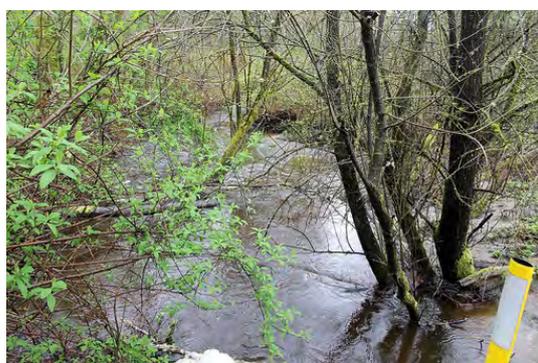
The Washington State GMA requires every county and city to adopt policies and development regulations that designate and protect critical areas (RCW 36.70A.060(2)), which are defined, mapped (to the greatest extent feasible), and regulated in the City's Critical Areas Ordinance (CAO). Critical areas are defined in RCW 36.70A.030(5) as Wetlands, Areas with a critical recharging effect of aquifers used for potable water, Frequently flooded areas, Geologically hazardous areas, and Fish and wildlife habitat conservation areas.

Science plays a central role in delineating critical areas, identifying functions and values, and identifying protection strategies. GMA requires counties and cities to include the best available science (BAS) when reviewing and revising their critical areas policies and regulations (RCW 36.70A.172) to protect the functions and values of critical areas and must give "special consideration" to conservation or protection measures necessary to preserve or enhance anadromous fisheries.

Wetlands

Wetlands are designated critical areas that are integral features of Poulsbo landscape and the local hydrologic cycle. In wetlands, the presence of water at or near the surface creates distinct soil types and supports a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas.

Wetlands reduce floods, contribute to stream flows, and improve water quality, provide fish and wildlife habitat, and offer opportunities for research and scientific study and outdoor education. Each wetland provides various beneficial functions, but not all wetlands perform all functions, nor do they perform all functions equally well. Large wetlands, and those hydrologically associated with lakes and streams, have relatively more important functions in the watershed than small, hydrologically isolated wetlands.



## **GOAL NE-2**

**Protect the water quality, flows and ecological integrity of wetlands by appropriately regulating land uses and storm water, through the development review process.**

### **Policy NE-2.1**

*The City's Critical Areas Ordinance shall protect existing wetland functions in order to maintain water quality, retention, and wildlife habitat. New development adjacent to protected wetlands shall be subject to vegetative buffers as identified in the Critical Areas Ordinance and other applicable development standards that ensure protection of the wetland and buffer during development.*

### **Policy NE-2.2**

*The City shall continue to update its existing wetland database using the most recent information available by including identification and delineations completed in conjunction with a land use permit.*

### **Policy NE-2.3**

*Wetland identification, delineation and rating shall be as according to Washington State Department of Ecology's currently adopted manual and rating system, or as amended hereafter. The City's Critical Areas Ordinance identifies these documents as the appropriate documents for wetland identification, delineation, and rating.*

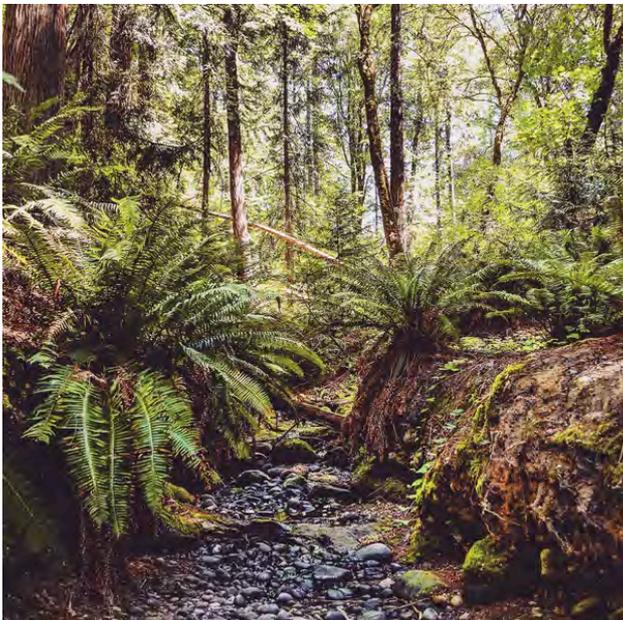
### **Critical Aquifer Recharge Areas**

Groundwater aquifers supply water to lakes, wetlands, and streams and to public and private wells that provide drinking water. Rainfall contributes to surface water and recharges the groundwater as precipitation infiltrates through the soil. Land development changes the natural aquifer hydrologic cycle and reduces the land's capacity to absorb and retain rainfall and reduces the groundwater recharge potential.

The GMA requires the classification of recharge areas for aquifers according to the vulnerability of the aquifer. Vulnerability is the combined effect of hydrogeological susceptibility to contamination and the contamination loading potential. High vulnerability is indicated by land uses that contribute contamination that may degrade groundwater and hydrogeological conditions that facilitate degradation. Low vulnerability is indicated by land uses that do not contribute contaminants that degrade ground water and those conditions that do not facilitate digression.

## **GOAL NE-3**

**Ensure safe and adequate water supplies and protect groundwater quality from potential contaminant sources.**



**Policy NE-3.1**

*The city, Kitsap Public Utility District, Kitsap County Health Department, and Kitsap County will continue to be responsible for coordinating water quality protection and planning in multi-jurisdictional watersheds.*

**Policy NE-3.2**

*The city, in cooperation with the Kitsap Public Utility District, should continue to identify and map aquifer recharge areas within the city and its urban growth area. Such areas shall be subject to regulations to protect the integrity of identified aquifer recharge areas.*

**Policy NE-3.3**

*Proposed development in areas identified as a Critical Aquifer Recharge Area may be required to prepare a hydrogeological report. The City's Critical Areas Ordinance shall set forth the criteria for when such a report is required and the information to be included.*

**Policy NE-3.4**

*The City shall include regulations in its Critical Areas Ordinance to enhance recharge of the Poulsbo aquifer. These regulations should include: low impact development standards that provide for infiltration of storm water; and small-scale, Best Management Practices required for smaller development that is exempted from requirements for constructed storm water facilities.*

**Frequently Flooded Areas**

Frequently flooded areas are lands in the floodplain subject to at least a one percent or greater chance of flooding in any given year, or within areas subject to flooding due to high groundwater. These areas include, but are not limited to, streams, rivers, lakes, coastal areas, wetlands, and areas where high groundwater forms ponds on the ground surface. The Federal Emergency Management Agency (FEMA) delineates flood hazards along major river and stream corridors to identify areas at risk from floodwater. This information is used for both floodplain management and insurance rating. FEMA maps have been adopted by the city. When assessing the potential for a flood hazard on a given site, City staff utilizes the FEMA maps; therefore, flood hazards are not reproduced on the City's Critical Area maps.

Alterations to natural floodplains generally result in increasing the flooding risk to people and property, and impact fish and wildlife habitat. Traditional flood control practices have been particularly damaging to fish and wildlife habitat, but contemporary methods are striving to provide an acceptable level of flood protection to people and property, while at the same time preserving and enhancing fish and wildlife habitat. Reducing risk to people and property is best achieved by limiting floodplain development and ensuring that allowed development does not increase flood elevations and flow velocities, change flood flow patterns, reduce flood storage, increase erosion, or increase the area of flood inundation.

**GOAL NE-4**

**Reduce the risk of damage to life, property, and the natural environment from flooding through appropriate regulatory means.**

**Policy NE-4.1**

*The City shall preserve the natural flood storage functions of 100-year floodplains where feasible. The City shall encourage and emphasize non-structural methods for flood prevention and damage reduction, as appropriate. No blockage of floodwaters shall be allowed that could impact neighboring properties.*

**Policy NE-4.2**

*Encourage maintenance of natural vegetation in floodplains to minimize runoff into streams and reduce the damage caused by increased stream flow, stream velocity, and flooding.*



## Geologically Hazardous Areas

Geologically hazardous areas are places highly susceptible to erosion, landslides, earthquakes, or other geologic events. In Poulsbo, the most hazardous of these areas is typically found along the marine shorelines and stream ravines. Poulsbo's landscape is typical of North Kitsap County, with numerous hills and valleys, streams, and frontage on the waters of Puget Sound. Elevations range from sea level to 440 feet, with moderate to steep slopes. Two ridges run along each side of Liberty Bay and gradually rise in elevation to the north, accentuating the general topographic trend in Poulsbo. The west leg of the ridge slopes gradually toward Liberty Bay, while the eastern leg slopes in a broken pattern of knolls, valleys, and benches to the eastern shore.

### **GOAL NE-5**

**Manage development in geologically hazardous areas to protect public health and safety.**

#### ***Policy NE-5.1***

*The Critical Areas Ordinance shall provide standards that assist in protecting human life, property, and essential services from potential geologically hazardous areas. Site-specific studies submitted with development proposals in areas mapped as geologically hazardous shall be required to evaluate the risk, potential impacts and identify necessary mitigations of the proposed development.*

#### ***Policy NE-5.2***

*The City shall classify, and map all known geologically hazardous areas and areas of geologic concern. Incorporate information from site-specific geotechnical reports and erosion problems into the City's Geographic Information System to ensure the map remains relevant.*

#### ***Policy NE-5.3***

*Protect geologically hazardous areas, especially forested steep slopes, recognizing that these areas provide multiple critical area functions, such as preserving vegetated areas for wildlife habitat, linking habitats to valley riparian areas, stabilizing slopes, and allowing for groundwater infiltration providing a water source to wetlands and streams.*

#### ***Policy NE-5.4***

*Minimize and control soil erosion during and after development through the use of best available technology, best management practices, and other development restrictions. Allow the City to place additional conditions when determined necessary in identified Geologically Hazardous Areas.*



## Fish and Wildlife Habitat Conservation Areas

Fish and wildlife habitat conservation means land management for maintaining population of species in suitable habitats within their natural geographic distribution so that the habitat available is sufficient to support viable populations over the long term and isolated subpopulations are not created. This does not mean maintaining all individuals of all species at all times, but it does mean not degrading or reducing populations or habitats so that they are no longer viable over the long term. Counties and cities should engage in cooperative planning and coordination to assure long term population viability.

Fish and wildlife habitat conservation areas contribute to the state's biodiversity and occur on both publicly and privately-owned lands. Designating these areas is an important part of land use planning for appropriate densities, urban growth boundaries, open space corridors, and incentive-based land conservation and stewardship programs. (WAC 365-190-130(1).

### *Streams Classification*

All identified streams in the city are classified according to the Washington State stream classification systems. The City's CAO utilizes the State Interim Water Typing in WAC 222-16-031 to define stream types. This stream classification system provides "special consideration" of anadromous fisheries. The city further classified South Fork of Dogfish Creek into five distinct reaches, each with requirements and consideration to the specific reach.

### *Fish and Wildlife Habitat Conservation Area Designation*

Washington State Department of Fish and Wildlife (WDFW) has developed a catalog of habitats and species considered to be priorities for conservation and management. WAC 365-190-130(4) strongly suggests that local jurisdictions base their fish and wildlife habitat conservation areas designation on the WDFW priority habitat and species listings.

According to the WDFW Priority Habitats and Species List, priority species include Federal and State Endangered, Threatened, Sensitive, and Candidate species; animal aggregations (e.g. heron colonies, bat colonies) considered vulnerable; and species of recreational, commercial, or tribal importance that are vulnerable. These priority species require protective measures for their survival due to their population status, sensitivity to habitat alteration, and/or recreational, commercial, or tribal importance. Priority habitats are habitat types or elements which offers unique or significant value to a diverse assemblage of species. A priority of habitat may consist of a unique vegetation type (e.g. shrub-steppe) or dominant plant species (e.g. juniper savannah), a described successional stage (e.g. old-growth forest), or a specific habitat feature (e.g. cliffs.)

All of the WDFW priority habitat and species that are applicable to Kitsap County and Poulsbo are species of fish, shellfish, birds, and mammals that are aquatic, marine or water dependent. Regulatory measures, such as required buffers, resource management areas, setbacks, preparation of habitat management plans, and other development standards apply to Fish and Wildlife Habitat Conservation Areas as identified in the City's CAO.

### **GOAL NE-6**

**Protect biological diversity by appropriately regulating fish and wildlife habitat conservation areas.**



**Policy NE-6.1**

The City's Critical Areas Ordinance shall require vegetative buffers along surface waters to protect anadromous fish and wildlife habitat. New development shall be subject to buffers or resource management areas, as identified in the Critical Areas Ordinance and other applicable development standards.

**Policy NE-6.2**

The City shall protect the natural habitat functions of listed or candidate Endangered Species. The City's Critical Areas Ordinance shall establish appropriate protection measures and procedures for habitat conservation.

**Policy NE-6.3**

The City shall continue acquiring appropriate land when it becomes available and affordable, primarily to preserve its function as fish and wildlife habitat. The Dogfish Creek estuary shall continue to be a priority habitat area for acquisition.

**Policy NE-6.4**

Encourage public-private partnerships and voluntary efforts to protect, restore, and enhance fish and wildlife habitat. Support these efforts on public lands by continuing the successful Parks and Recreation Department work parties, and other approved volunteer coordination efforts.

**Policy NE-6.5**

Encourage informational and educational programs and activities dealing with the protection of wildlife. An example of such a program is the Backyard Wildlife Sanctuary program established by the State's Department of Fish and Wildlife.

**Policy NE-6.6**

The City's Critical Areas Ordinance shall include penalties to be imposed on property owners or developers who degrade the habitat function or values of streams or stream buffers.

**Policy NE-6.7**

Use of fencing, flagging, or tape to mark stream buffer boundaries during construction shall be required as a land use permit condition. No construction activity or mechanical equipment shall be allowed in these delineated areas.

**Policy NE-6.8**

Avoid/minimize fine sediment inputs to creeks by eliminating or controlling sediment sources by requiring best management practices and the preparation of an erosion and sediment control plan for sites where vegetation clearing, earth movement, or other soil disturbing activities are proposed to occur.

**Policy NE-6.9**

The City shall implement as appropriate the "Dogfish Creek Restoration Project Master Plan," prepared by ICF International, July 2010. The City shall coordinate with the Suquamish Tribe on the planting plan and scheduling of the habitat rehabilitation installation.

**Policy NE-6.10**

Encourage best management practices in the use of herbicides and pesticides near surface waters.



## Shorelines and Liberty Bay

The Shoreline Management Act (SMA) (RCW 90.58) establishes the concepts of preferred uses and priority uses in shoreline areas. RCW 90.58.020 indicates that preferred uses are those “which are consistent with control of pollution and prevention of damage to the natural environment or are unique to or dependent upon use of the state’s shorelines.” This section further states that priority uses include single family residences, ports, shoreline recreational uses, water dependent industrial and commercial developments and other developments that provide opportunities for the public to access the shoreline environment. To the maximum extent possible, the shorelines should be reserved for “water-oriented” uses, including “water-dependent”, “water-related” and “water-enjoyment” uses, as defined in the SMA.

The overarching policy is that “the public’s opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the state shall be preserved to the greatest extent feasible consistent with the overall best interest of the state and the people generally.” Coordinated planning is necessary in order to protect the public interests associated with the shorelines of the state, while, at the same time, recognizing and protecting private property rights.

### Shoreline Environment Designations

The City’s shoreline jurisdiction includes all Liberty Bay shorelines and aquatic areas within the city limits and the tidally influenced (estuarine) portion of Dogfish Creek north of Lindvig Way, and shorelands from 0-200 feet of the ordinary high-water mark (OHWM) of Liberty Bay. The City has also “predesignated” all of the shorelines within its unincorporated Urban Growth Area, and the SMP addresses these shorelines as well as those located within the City limits.

As required by the SMA, the City has established shoreline environment designations, which serve as an “overlay” to the City’s Comprehensive Plan land use designations. These designations are applied to specific shoreline areas to guide the use and development of these areas. There are six environments applied to the City’s shorelines – Shoreline Residential 1 and 2, High Intensity, Urban Conservancy, Natural and Aquatic; these environments have been mapped and are identified on Figure NE-5.

### **GOAL NE-7**

**Ensure no net loss of shoreline ecological values and functions, as required by the Shoreline Management Act 90.58 RCW.**

#### ***Policy NE-7.1***

*Proposed development projects shall be reviewed for consistency with the no net loss policy, taking into account (1) the environmental limitations and sensitivity of the shoreline area; (2) proposed mitigation for anticipated impacts; (3) the level of infrastructure and services available; and (4) other comprehensive planning considerations.*



**Policy NE-7.2**

*New development and redevelopment in all shoreline environment designations shall be consistent with the "preferred use" and "priority use" provisions as set forth in 90.58.020 RCW and WAC 173-26-201, or their successors.*

**Policy NE-7.3**

*The City should identify potential opportunities within City-owned shoreline properties for offsite mitigation of shoreline impacts, through restoration of native vegetation and/or habitat functions within the shoreline buffer area.*

**Policy NE-7.4**

*The City should encourage appropriate multiple users and uses to share current and future over-water and in-water facilities and structures, to minimize the need for new, individual over-water and in-water facilities and structures.*

**Policy NE-7.5**

*Designated critical areas within the shoreline shall be protected by the standards in the Critical Areas Ordinance (CAO), unless the SMP provides for protection that is more stringent than provided in the CAO, in which case the more stringent protection shall apply.*

**GOAL NE-8**

**Manage the City's shorelines by implementing specific policies, use regulations, and development standards for each of the shoreline environments identified in the City's Shoreline Master Plan.**

Shoreline Residential

The Shoreline Residential (SR) environment is intended to accommodate residential development consistent with the City's shoreline management standards; protect ecological functions and natural habitat, and restoration when feasible; and provide public access and recreational uses, where appropriate.

**Policy NE-8.1**

*New development and redevelopment in the SR environment shall be of a type consistent with a residential environment and shall be compatible with surrounding residential land uses.*

**Policy NE-8.2**

*In the SR-1 environment, the existing natural environment should be preserved as much as possible, with new development and enlargement of existing structures within the buffer area being limited to water-dependent use, reasonable use, and/or limited expansion.*

**Policy NE-8.3**

*The SR-2 environment use regulations shall provide a transition between the preservation focus of the SR-1 environment, to the adjacent residential development outside of the shoreline jurisdiction.*

**Policy NE-8.4**

*When new development or redevelopment is proposed with more than four dwelling units, designated public access, and designated public views shall be preserved, and enhanced when possible.*



## High Intensity.

The High Intensity (HI) shoreline environment provides for those areas of existing moderate commercial and mixed commercial/residential development. This environment allows for optimum use of shoreline areas that are presently developed with commercial uses, while seeking opportunities to protect habitat and ecological functions from further degradation.

### **Policy NE-8.5**

*As set forth in WAC 173-26-211(5)(d) or as subsequently amended, new uses in the HI environment should be prioritized. First priority should be given to water-dependent uses. Second priority should be given to water-related uses and third priority to water-enjoyment uses. New non-water-oriented uses are allowed under the following circumstances: as a minor part of mixed-use development that includes water-dependent uses; when accessory to uses that are water-dependent, water-related or for water-enjoyment; when the site is physically separated from the shoreline from another property or public right-of-way; or when there is no direct access to the shoreline from the site.*

### **Policy NE-8.6**

*Full utilization of the area designated as the HI environment should be achieved before further expansion of the HI environment is allowed unless it is demonstrated that the demand for water-oriented commercial uses cannot be satisfied within the existing HI environment designation.*

### **Policy NE-8.7**

*Existing non-water-oriented uses in the HI environment, such as restaurants and retail shops, may continue to operate under the provisions of the City's zoning ordinance. Redevelopment should be encouraged as water related or water enjoyment uses that will take advantage of water views and provide public views and public access where feasible.*

### **Policy NE-8.8**

*Compatibility of adjacent land uses and activities in the HI environment shall be encouraged through the design and location of new development and redevelopment, as well as landscaping, visual screening, signage, and lighting, to minimize potential adverse impacts to neighboring properties and protect the aesthetic qualities of the shoreline.*

## Urban Conservancy.

The Urban Conservancy (UC) shoreline environment preserves existing natural landforms and native shoreline vegetation as much as possible, while promoting public shoreline access, views, and recreation along with continuance of existing developed uses.

### **Policy NE-8.9**

*New development, or redevelopment or change of land use on commercially zoned property in the UC environment shall not increase the existing density or intensity of land use, exceed the size and scale of existing structures within the shoreline buffer and setback, or extend further waterward than the existing development.*

### **Policy NE-8.10**

*Standards should be established for shoreline stabilization measures, vegetation conservation, and shoreline modification in the UC environment, with the intent to protect against further degradation of shoreline values and functions.*

### **Policy NE-8.11**

*In the UC environment, water-oriented uses shall be encouraged over nonwater-oriented uses for new development or redevelopment.*



**Policy NE-8.12**

*Restoration of shoreline ecological functions, maintenance of designated public views, and establishment/maintenance of public access shall be priorities when new development or redevelopment is proposed in the UC environment.*

**Policy NE-8.13**

*The City should explore opportunities to acquire property from willing landowners within the UC areas where there are opportunities for expanding public park lands, improving shoreline and estuary restoration and protection efforts, and increasing public access.*

Natural

The Natural (N) shoreline environment is established to protect and restore shoreline areas that are relatively free from human influence, undeveloped, and/or include intact or minimally degraded shoreline functions that are sensitive to proposed impacts from development.

**Policy NE-8.14**

*The N environment in public shoreline parks should be retained for public recreation and public access, and managed to maximize environmental preservation, with a focus on retaining and restoring natural shoreline and habitat functions.*

**Policy NE-8.15**

*Within the N environment, scientific, historical, cultural, and educational research uses, and low-intensity recreational access uses, may be allowed provided that no net loss of shoreline values and functions will result.*

**Policy NE-8.16**

*N areas along the Dogfish Creek estuary shall continue to be preserved and restored, and the establishment and maintenance of public access, public enjoyment, and public views shall be encouraged where a net loss of ecological functions will not occur.*

**Policy NE-8.17**

*The City should explore opportunities to acquire property or obtain public use easements from willing landowners within 0-100 feet of the shoreline, when such acquisition would benefit existing and proposed shoreline public access paths and/or would adjoin existing public shoreline parks.*

Aquatic

The Aquatic (A) shoreline environment includes all lands waterward of the ordinary high-water mark within the City's jurisdiction, including public and private tidelands, state submerged lands, and areas designated as critical saltwater habitat.

**Policy NE-8.18**

*Regulations for the A environment should promote preservation and restoration of nearshore ecological function, and preservation and restoration of identified critical saltwater habitat areas.*

**Policy NE-8.19**

*Overwater or in-water development and uses on navigable waters or submerged lands should be located and designed to minimize interference with surface navigation; to minimize adverse visual impacts; and to allow for the safe, unobstructed passage of fish and wildlife, particularly those species dependent on migration or on the nearshore environment.*

**Policy NE-8.20**

*Uses and activities in the A environment should be reviewed for compatibility with adjacent upland uses and environments.*



**Policy NE-8.21**

*New or expanded overwater or in-water structures should not be allowed except as part of a permitted water-dependent use that requires the specific overwater or in-water structure to function correctly.*

**Policy NE-8.22**

*Public recreational use of state uplands and submerged lands shall be protected against competing uses that would interfere with or restrict these uses.*

**Policy NE-8.23**

*Future aquaculture uses are not anticipated within the City's shoreline jurisdiction, for reasons including geographical limitations (shallow, tidal bay), potential conflicts with navigation, and water-quality concerns. However, some scale or form of aquaculture may be appropriate and may be considered through a Shoreline Conditional Use permit.*

Public Access

The SMP Guidelines require dedication and improvement of public access in developments for water-enjoyment, water-related, and non-water-dependent uses and for the subdivision of land into more than four parcels, except when it is demonstrated to be infeasible due to reasons of incompatible uses, safety, security, or impact to the shoreline environment or due to constitutional or other legal limitations that may be applicable [WAC 173-26-221(4)(d)(iii)]. Alternatively, the local government may opt to develop a shoreline public access plan that provides more effective public access than the above requirement, as described in WAC 173-26-221(4)(c).

**GOAL NE-9**

**The City shall develop a shoreline public access plan, consistent with the requirements of WAC 173-26-221(4)(c), which identifies existing and proposed public shoreline access points, requirements for dedication of public shoreline access with new shoreline development or redevelopment, and other opportunities for increasing and improving public access to the City's shorelines and the waters of Liberty Bay.**

**Policy NE-9.1**

*The shoreline public access plan should be consistent with and supportive of other relevant comprehensive plan elements, especially the transportation and recreation elements, and with other approved plans and projects for public shoreline access, circulation, and recreation.*

**Policy NE-9.2**

*Public participation and input shall be invited, in accordance with the requirements of WAC 173-26-201(3)(b)(i), to identify and prioritize in the shoreline access plan the preferences of the City's residents for new and improved access points and other amenities that will increase the public's ability to enjoy the City's shorelines and the waters of Liberty Bay.*

Shoreline Features**GOAL NE-10**

**Protect the historic, archaeological, and cultural features and qualities of the Poulsbo shoreline.**

**Policy NE-10.1**

*Where possible, identified archaeological areas and historic sites along the City's shorelines should be permanently preserved.*

**Policy NE-10.2**

*Consideration should be given to the National Historic Preservation Act of 1966 and Chapter 43.51 RCW to provide for the protection, rehabilitation, restoration and reconstruction of sites, buildings, and structures located along the shoreline that are significant to history, architecture, archaeology, or culture.*



## Water Quality and Basin Planning

Liberty Bay and its tributaries are located both within and outside of the city limits of Poulsbo, and are identified within Water Resource Area (WRIA) 15. Liberty Bay is about 4 miles long and  $\frac{3}{4}$  mile wide. The deepest point is 39' at its center. Extensive tide flats cover much of the northern Liberty Bay at low tide. Circulation is somewhat limited due to the enclosed shape of the bay.

The Liberty Bay watershed is about 22,000 acres. There are nine primary streams in the watershed, five of which are all or partly located in Poulsbo: Poulsbo Creek, Bjorgen Creek, Dogfish Creek, Barrantes Creek, and Johnson Creek. At 4,700 acres, the largest drainage in the watershed is Dogfish Creek, which forms the head of Liberty Bay.

Over 50% of the historically forested watershed is now developed, with over 30% of that area classified as impervious. Most of the highly developed areas are concentrated near Poulsbo and Keyport. Concentrated forests and small farms cover the rest of the watershed.

Water quality is the primary consideration for the continued health of Liberty Bay. Good water quality sustains aquatic life, but quickly deteriorates when pollutants, such as sediment, nutrients, organic material, and toxicants are either dumped or discharged into the surface water, or are washed in by storm water runoff. Control of pollutants at their source is the first and best method to prevent water quality problems. Reducing non-point source pollution, the contaminated runoff from land surfaces, remains a major goal that involves the entire community. Each individual, business, and government entity is a potential contributor to water quality improvements by reducing or eliminating erosion, reducing or eliminating the use of herbicides, pesticides and fertilizers; and by properly using and disposing of oil and grease and hazardous materials like paints and solvents.

### **GOAL NE-11**

**Protect the water quality and ecological integrity of Liberty Bay by appropriately regulating land uses and storm water through the development review process, and by participating in watershed planning efforts.**

#### ***Policy NE-11.1***

*Protect critical saltwater habitats in recognition of their importance to the marine ecosystem of Liberty Bay and Puget Sound. These habitats can provide critical reproduction, rearing and migratory nursery areas for fish, juvenile salmon, mollusks such as oysters, marine plants and animals. Habitats of special concern include kelp beds; marine vegetation areas including eelgrass beds; spawning areas for herring, smelt and sand lance; juvenile salmonid migration corridors; rock sole spawning beds; rockfish settlement and nursery areas; and lingcod settlement and nursery areas.*

#### ***Policy NE-11.2***

*The City will continue to implement, as appropriate, recommendations of the City of Poulsbo Liberty Bay TMDL Implementation Plan (2016).*

#### ***Policy NE-11.3***

*Cooperate with regional and local agencies to monitor surface water quality and implement measures to identify and address any sources of pollution.*

#### ***Policy NE-11.4***

*Cooperate with regional and state governments and agencies in the development and implementation of watershed management plans or other types of basin plans which are upstream or downstream from Poulsbo.*



## Climate Change

Climate change refers to significant and long-term alterations in the Earth's average weather patterns, including temperature, precipitation, wind, and other climate-related factors. Addressing climate change requires a comprehensive approach that encompasses both mitigation (reducing emissions) and adaptation (preparing for the impacts). Efforts to combat climate change encompass a wide range of actions, including policy initiatives, technological innovations, sustainable land management, and changes in individual and community behavior. Mitigating climate change not only helps to protect the planet's ecosystems and biodiversity but also safeguards the well-being and prosperity of current and future generations.

### **GOAL NE-12**

**Support achievement of regional and state greenhouse gas emissions reduction goals.**

#### **Policy NE-12.1**

*Collaborate with other government agencies (such as Puget Sound Regional Council, Puget Sound Clean Air Agency, Washington State Department of Ecology, Kitsap County, other cities) and the private sector to develop and implement strategies for addressing climate change and greenhouse gas reductions.*

#### **Policy NE-12.2**

*Encourage conservation by use of alternative energy sources and energy management technologies.*

#### **Policy NE-12.3**

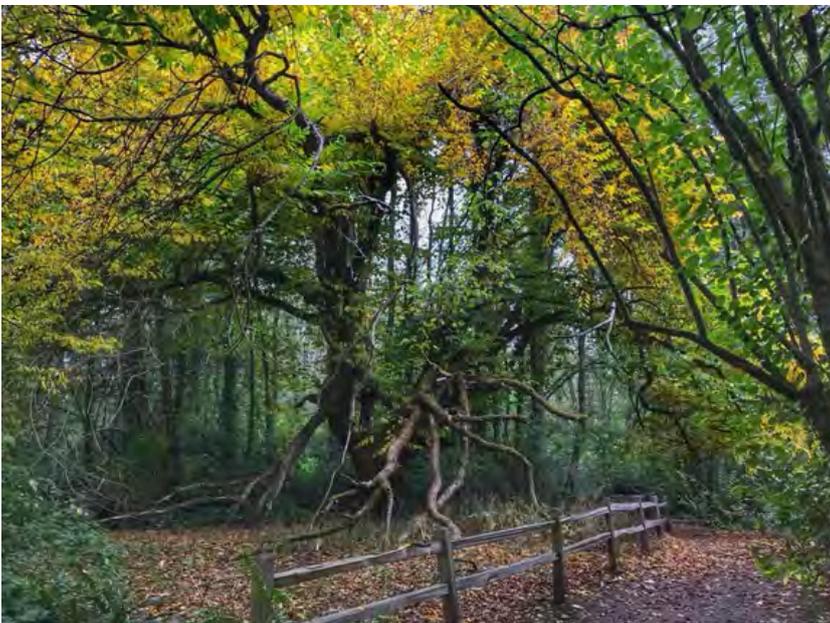
*Protect natural resources that sequester and store carbon such as wetlands, estuaries, stream buffers and urban tree canopy.*

#### **Policy NE-12.4**

*Reduce vehicle miles traveled and driving alone through land use and transportation strategies that provide opportunities and access to walking, biking, and transit. Support regional and state efforts to electrify the transportation system.*

#### **Policy NE-12.5**

*Encourage the reduction of building energy consumption through green building practices and promote the adaptive reuse of existing buildings recognizing the emission-reduction benefits of retaining existing buildings.*



**GOAL NE-13**

**Support regional, state, and local efforts to increase climate resilience by participating in resilience planning and climate preparedness.**

**Policy NE-13.1**

*Support state, regional and countywide actions that support resilience by identifying and addressing the impacts of climate change and natural hazards on land, water, infrastructure, and health.*

**Policy NE-13.2**

*Address rising sea water by planning the siting of new hazardous industries and essential public services away from the 500-year floodplain.*

**Policy NE-13.3**

*Assess potential vulnerabilities of the City’s infrastructure to climate change impacts, such as flooding, storm surge, sea-level rise, and land hazards.*

**Policy NE-13.4**

*Enhance the City’s urban tree canopy to support community resilience, mitigate urban heat and stormwater runoff. This can be accomplished through a program of tree planting in public areas, including street trees, public parks, public open spaces, and public facilities. Consider programs that create incentives for residents and business to plant trees on their private property, in addition to any required applicable landscaping standards.*

**Policy NE-13.5**

*Promote and incentivize creation and implementation of Firewise strategies in coordination with county fire districts, the WA Department of Natural Resources, community groups, and landowners in forest and urban interface / intermix areas.*

**Policy NE-13.6**

*Provide educational material and resources for new and existing property owners to use in lowering their risk for wildland fires including fire resistive construction techniques, construction and maintenance of defensible spaces, and fire-resistant landscapes, fuel reduction, and land use practices.*

**Air Quality**

Air quality within the Puget Sound airshed is regulated at both the national level and the regional level through the Clean Air Act (42 U.S.C. ch.85). Air quality is generally assessed in terms of whether concentrations of air pollutants are higher or lower than ambient air quality standards set to protect human health and welfare. Air pollution has a disproportionate effect on sensitive groups such as children, the elderly, and people with heart and lung diseases. Air pollution is also a quality-of-life issue. The main sources of air pollution in the Puget Sound region are vehicular and marine traffic, industrial emissions, wood stoves and fireplaces, outdoor burning, and other sources such as lawnmowers, aircraft, trains, and other recreational vehicles.

**GOAL NE-14**

**Support compliance with federal, state, regional and local air quality standards through coordinated, long-term strategies that address the many contributors to air pollution.**

**Policy NE-14.1**

*Improve air quality through continued coordinated land use and transportation planning and management.*



**Policy NE-14.2**

Promote alternatives to the single-occupancy vehicle, including telecommuting/teleworking, car sharing, and transit, as strategies for reducing trips and vehicle-related air pollution.

**Policy NE-14.3**

Reduce airborne particulates through a street sweeping program, dust abatement on construction sites, covered loads of hauled materials, and other methods to reduce dust sources.

**Policy NE-14.4**

Consider policies and programs for purchasing clean and efficient fuels for city vehicles and equipment.

**Policy NE-14.5**

Amplify messaging from official agency watches and warnings to city residents about air quality and recommended actions to reduce exposure to wildfire smoke and particulate matter.

**Urban Forestry**

The urban forest is an important part of the Poulsbo landscape. Urban forests are dynamic ecosystems that provide critical benefits to people and wildlife. Urban forests help to filter air and water, control storm water, reduce the impact of high winds, conserve energy, and provide animal habitat and shade. They add beauty, form, and structure to urban design. By reducing noise and providing places to recreate, urban forests strengthen social cohesion, spur community revitalization, and add economic value to communities.

Climate change and its impact on existing and new trees as well as new wildland urban interface (WUI) requirements will continue to impact the ways the city regulations tree protection and preservation. Balancing these sometimes competing requirements with property owners’ rights to develop and manage their property is an ongoing challenge.

**GOAL NE-15**

**Recognize that trees provide many important benefits to our natural and built community - such as reducing erosion, moderating the temperature, cleaning the air, providing wildlife habitat, producing oxygen, and beautifying the community. The City shall recognize and enhance these benefits by encouraging the preservation and management of trees on public and private lands, protecting trees from unnecessary removal or damage during development, and promoting the planting of new trees.**

**Policy NE-15.1**

Continue to support and assist the City’s Tree Board in its efforts for the promotion, preservation, and enhancement of Poulsbo’s public tree resources.

**Policy NE-15.2**

Maintain or increase the tree canopy in the city through tree retention and/or replacement by:

- Implementing educational programs for property owners and managers;
- Provide incentives for tree retention and planting, including the City’s Heritage Tree program;
- Prohibit or limit the amount of significant tree removal on undeveloped property without an approved land use development permit;
- Protect healthy stands or groves of trees on property proposed for development;
- Require where appropriate, financial assurances for required tree planting and maintenance.



**Policy NE-15.3**

Street trees shall be a priority for any public improvement on the City's Urban Collector, Commercial Collector and Neighborhood Collector street classifications. Further, street trees will be required for all Residential Collector streets created through new residential developments. Types, sizing, and space requirements shall be as established in the City's Master Public Tree Plan (as amended). Street trees should be installed in planter strips or tree wells located between the curb and any sidewalk where feasible. Where streets are not a practical location, consider designating areas within the development where trees will be required to be planted on developable lots or separate tracts of land.

**Policy NE-15.4**

Existing trees within a proposed development project is an important factor in its site planning, including determination of building, parking, open space and other feature locations. Tree preservation provisions that encourage the early consideration of tree protection during design and planning of development proposals shall be developed for inclusion in the City's Development Regulations.

**Policy NE-15.5**

Appropriate native tree species or non-native trees naturally adapted to local conditions should be encouraged and incorporated, in all new public project landscaping. City public projects and capital improvement projects should be designed to preserve trees to the maximum extent possible.

**Policy NE-15.6**

No forest harvesting of property (i.e. forest practice conversion type activity) or tree cutting/clearing shall be approved or authorized by the City until such time as the City has approved a land use development permit.

**Policy NE-15.7**

Identify and plant suitable native trees and vegetation within degraded stream and wetland buffers and on steep slopes as a critical step in ecological conservation and erosion control.

**Policy NE-15.8**

When funding is available, complete an assessment of the urban tree canopy to evaluate the extent, health, and diversity of trees across the city.

**Policy NE-15.9**

Encourage and incorporate into the City's tree canopy adequate species diversity and an appropriate mix of tree types (evergreen vs. deciduous) to protect the health of the urban forest.

**Policy NE-15.10**

Acknowledge that the addition and retention of trees may impact public views. Maintenance practices of trees and shrubs should maintain or enhance designated shoreline public views.

**Policy NE-15.11**

Maintain the city's status as a Tree City USA as designated by the Arbor Day Foundation through the following measures: a. Maintain certification through various programs and activities long term. b. Strive to achieve annual growth awards from the Arbor Day foundation as a part of long term implementation of the Tree City designation. c. Consider programs and policies which will further recognize the city's efforts in relation to community forestry.

**Policy NE-15.12**

Upon consultation with the City Arborist, consider additional planning or resource documents (such as tree stewardship guide) related to ongoing tree stewardship and protection.





# Chapter 6. Capital Facilities

## 6.1 Plan Context

Successfully planning for the development of major capital facilities, such as water, sewer, public safety, roads, and parks systems is extremely challenging and requires a disciplined and comprehensive process. That process traditionally is accommodated through the development and implementation of the City's functional plans. The City of Poulsbo Water System Plan and General Sewer Plan are examples of such functional plans. Together, these and other functional plans comprise Poulsbo's Capital Facilities Plan (CFP), found in Section 2 of this plan, which assess the capital facility needs of the City and the cost of obtaining them over the long term.

Developing the CFP provides the opportunity for a detailed, professional assessment of background information, current and future needs, and alternative strategies for meeting those needs. This chapter acts as a policy reference to the CFP and the various functional plans, and capital improvement and investment programs.

Poulsbo owns and manages a number of capital facilities including its roads, parks, water and sewer lines, police facilities, and administrative buildings. In addition to facilities owned and managed by Poulsbo, there are a number of publicly owned capital facilities managed by other entities which provide for some of Poulsbo's public capital facility needs. These include, but are not limited to schools, libraries, fire protection, sewage treatment, public transit and park-and-ride facilities.

Planning decisions made regarding these facilities are made by the responsible governing bodies. These decisions include the construction of new facilities, improvements to existing facilities, the levels of service provided by those facilities, and the sources of revenues and financing for needed facilities. Such decisions also recognize the evolving and adaptive role of technology in the provision of capital facilities.

Despite the fact that Poulsbo doesn't manage all capital facilities in the city, the City does have a significant influence on capital facilities planning and development by its authority to regulate land uses and the requirement to adopt a comprehensive plan. In addition, the Growth Management Act (GMA) requires Poulsbo to demonstrate that all capital facilities serving Poulsbo have been considered and that planning is done in a coordinated and comprehensive fashion.

Poulsbo faces a number of challenges in continuing to achieve the community's desired land use vision, while accommodating the growth that is expected over the next twenty years. These include:

- Accommodating Poulsbo's share of population, employment, and housing growth, which will partially be located in large areas of vacant land where public utilities do not currently exist. The timing and who pays for the infrastructure improvements will most likely be developer and market driven.
- Improving and maintaining existing aging infrastructure with limited funds.
- Ensuring adequate local funding for the various capital facilities' needs – all of which contribute significantly to Poulsbo's quality of life.



## 6.2 Goals and Policies

Poulsbo is a city with a full array of urban services to accommodate the city’s existing population, jobs, and visitors and must ensure it has sufficient capacity to accommodate anticipated growth. The City’s capital facilities implement the Land Use Map (LU-1.1), make more efficient use of urban land and reduce service delivery costs, and implement the Urban Growth Goal of GMA, by encouraging development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

### **GOAL CF-1**

**Protect the public health, safety and welfare of residents while enhancing the quality of life in Poulsbo through the planned and proactive provision of public facilities.**

### **Policy CF-1.1**

*When planning, developing, and administering the City’s capital improvement program, the City Council shall give priority consideration as follows:*

1. *Protect public health and safety;*
2. *Support the continued provision of existing City services consistent with the expectations of the community, as expressed in the City’s adopted Level of Service standards;*
3. *Provide infrastructure to support the vision of Poulsbo’s future as articulated in the Comprehensive Plan;*
4. *Maintain, rehabilitate, or replace the City’s facilities and infrastructure as necessary to extend the useful life of existing facilities and ensure continued efficiency and conservation of energy and resources; and*
5. *Provide facilities which meet the special needs of the community, such as those supported by voter-approved bonds.*

### **Level of Service Standards**

Level of Service (LOS) is the standard adopted by the City of Poulsbo to measure the adequacy of services being provided. For capital facilities planning, the LOS measure for each facility type provides direction as to what, how much, where and when new capital facilities are, or may be, needed. LOS standards are part of an on-going iterative process that includes such factors as a community’s population and its fiscal resources. Population tells who, how many, and where people need services, and the community’s fiscal resources determine the amount of funding available to meet those service needs.

Once an LOS has been established, the performance of a capital facility can be measured. A capital facility operating at or above the established LOS indicates no need for improvements or new facilities. A facility operating below the established LOS is an indication that there may be a need for improvements, or new facilities, or evaluation of the LOS. However, if funding is not available to bring the service back to the established level, then the LOS is reexamined to determine if it is adequate.



## **GOAL CF-2**

**Establish capital facility level-of-service (LOS) standards in order to determine long-term capital facility and funding requirements.**

### **Policy CF-2.1**

Level of service standards are established for the following types of facilities:

- *Water system: A flow volume that meets instantaneous peak demand together with projected fire flows, and sufficient storage volumes to comply with Washington State Department of Health regulatory requirements.*
- *Sewer system: A conveyance system which allows collection of peak wastewater discharge plus infiltration and inflow.*
- *Parks and recreational facilities per Parks, Recreation, and Open Space (PROS) Plan, as amended.*
- *Transportation: The transportation LOS is established to identify the need for growth-related transportation programs and projects, as well as those that serve people already living and working in Poulsbo. The transportation concurrency requirement ensures that these programs and projects are implemented proportionally with the level of growth and serve to implement the City's Land Use Plan. Transportation LOS standards are contained in the Transportation Chapter, Policies TR-2.1 through TR-2.10.*
- *Solid Waste: Weekly curbside collection of refuse for residents; and daily to every-other week collection of commercial and multi-family dumpsters. Provide opportunities for recycling to be collected from single-family and multi-family residences.*

## **Ensuring Adequate Capital Facilities**

One of the more challenging aspects in managing growth is ensuring that needed public facilities are available when growth occurs. The ultimate full development of the Land Use Plan is contingent on the development of needed infrastructure in a timely and orderly fashion. The GMA requires that public facilities and services be adequate to serve new development upon occupancy and use, without decreasing current service levels to the rest of the community below locally established standards. This concept is generally known as concurrency (also called adequate public facilities). In Poulsbo, concurrency requires: (1) facilities to serve the development to be in place at the time of development (or for some types of facilities, that a financial commitment is made to provide the facilities within a specified period of time); and (2) such facilities have sufficient capacity to serve development without decreasing levels of service below minimum standards adopted in the CFP.

The GMA requires concurrency for transportation facilities. GMA also requires all other public facilities to be "adequate" (see RCW 19.27.097, 36.70A.020, 36.70A.030, and 58.17.110). The Capital Facilities Plan and the City's functional plans evaluate the needs of the city's capital facilities in their ability to provide adequate capacity for existing and anticipated population growth. The list of projects identified in the CFP and six-year CIP – when implemented – ensure that the City's capital facilities remain adequate for the adopted levels of service.

## **GOAL CF-3**

**Provide adequate public facilities by constructing needed capital improvements that: 1) repair or replace obsolete or degraded facilities; 2) eliminate existing deficiencies; and 3) meet needs of future development, in a time frame that is consistent with the requirements of the Growth Management Act and is in concert with the City's biennial budget cycle.**

### **Policy CF-3.1**

*The City shall ensure that there is adequate long-term capacity for its water, sanitary sewer, solid waste utility, and storm water utility:*

- *Water. The City shall ensure there is sufficient instantaneous water demand and fire flow to support the 20-year utility needs for the water utility. This realistically results in the need to increase water utility rates periodically to ensure the utility is able to finance its necessary capital improvements. Additionally, the City shall evaluate its water rights to determine sufficient water supply as part of the six-year functional plan update cycle. If, as part of this evaluation, additional water supply is deemed necessary, the City will coordinate with Kitsap Public Utility District (KPUD) for potential water supply consistent with the Interlocal Agreement between the City and KPUD and included as Appendix B-1 of the City's Comprehensive Plan.*



- **Sanitary Sewer.** The City shall ensure there is sufficient financial capacity to support the 20-year utility needs for the sewer utility. This realistically results in the need to increase sewer utility rates periodically to ensure the utility is able to finance its necessary capital improvements.
- **Downstream Sewer Capacity.** The City shall ensure there is sufficient financial capacity to support the 20-year utility needs for the sewer utility by cooperating and coordinating with Kitsap County to ensure there remains adequate capacity at the Central Kitsap Wastewater Treatment Plant (CKWTP). The City shall designate a portion of the sewer utility rate collected for future improvements to the CKWTP that the City will be required to contribute toward. The agreement with Kitsap County is included in the General Sewer Plan, Appendix B-2.
- **Storm Water System.** The City shall ensure there is sufficient financial capacity to support the 20-year utility and capital improvement needs for the storm water utility. This may realistically result in the need to evaluate the current storm water general facility charge and increase storm water utility rates periodically. The City shall implement a storm water utility rate increase when the projected revenue for the storm water utility cannot fully fund its operations and anticipated capital improvement needs.
- **Solid Waste.** The City shall ensure there are sufficient capital assets and reserve funds (including operating and capital reserves) to sustain the Solid Waste Utility through 20 years of continued population and business growth. This includes providing new refuse collection and hauling equipment on a regular replacement schedule. The City shall regularly evaluate refuse collection and disposal costs and adjust solid waste collection rates appropriately to ensure adequate financial resources to sustain the Utility.

### **Policy CF-3.2**

The City shall provide, or require others to provide, the capital improvements listed in the schedule of capital improvements in the Capital Facilities Plan. The capital improvements identified on the 6-year CIP may be modified as follows:

- The identified capital improvements are updated in conjunction with the budget process;
- Pursuant to GMA, the identified capital improvements may be amended during any calendar year with annual comprehensive plan amendments or the budget process;
- The schedule of the capital improvement may be adjusted by ordinance not deemed to be an amendment to the Plan for corrections, updates, and modifications concerning costs or revenue sources; acceptance facilities pursuant to dedications that are consistent with the plan; or the date of construction (so long as it is completed within the 6-year period) of any facility identified as a capital improvement.

### **Policy CF-3.3**

The City Public Works Department, at the time of preliminary development review, shall make an evaluation of public facility capacity based upon the submitted development permit and make one of the following findings:

- There is sufficient public facility capacity to support the proposed development and maintain the adopted level of service.
- There is not sufficient public facility capacity to support the proposed development, and improvements to the facility system will be required as a condition of approval, consistent with the City's CFP and Six-Year CIP.
- There is not sufficient public facility capacity to support the proposed development, and improvements to the facility system will be required to be made by the City, consistent with the City's CFP and Six-Year CIP.



### **Policy CF-3.4**

Impacts of development on public utilities occur at the same time as occupancy of development authorized by a final development permit. Verification of adequate public utilities will be required at the time a building permit is applied for and a certificate of public utility availability is issued.



## Capital Facilities Plan

The City's Capital Facilities Plan (CFP) is the City's long-term financing and implementing plan, in which needed capital improvements to the City's public facilities and infrastructure are identified. It, in concert with the Comprehensive Plan and the annual budget, are the primary decision-making tools for the city leaders. The objective of the CFP is to identify capital facility needs and funding mechanisms to finance the construction, reconstruction, and acquisition of needed assets because of growth, aging facilities, changing needs, and Poolsbo's desire to improve the city's capital investments.

The city will ensure that the Comprehensive Plan's CFP list of capital improvements is implemented. The identified capital improvement projects are listed as a 20-year list of projects, with a 6-year Capital Improvement Program (CIP) serving as short-term budgetary focus for implementing the CFP.

It is the intent of the City to continually manage the Comprehensive Plan's CFP's 2044 project list and 6-year CIP to ensure its relevancy and update as necessary during the City's annual comprehensive plan amendment process. As the City completes projects on its 6-year CIP, projects from the 2044 project list will then move onto the 6-year CIP.

There are numerous revenue sources to fund the capital improvement projects identified. Revenues can come from various sources including local taxes, utility rates, state revenues, bond issues, and state and federal grants. Another source of potential revenue is impact fees and other specific revenues allowed under the GMA. Similar to city-managed capital facilities, non-city-managed capital facility improvements are funded through bond issues and special assessments.

### **GOAL CF-4**

**Develop a funding strategy and financing plan to meet the City's capital facility programmatic needs identified in the City's Capital Facilities Plan.**

#### ***Policy CF-4.1***

*The City shall develop a multi-year financing plan based on the city's capital facility needs identified in the City's Comprehensive Plan Capital Facilities Plan.*

#### ***Policy CF-4.2***

*Adopt the City's Six-Year Capital Improvement Program (CIP) as the short-term budgetary process for implementing the long-term Capital Facilities Plan (CFP). Ensure that project priorities, funding allocations, and financing strategies incorporated in the CIP are consistent with the long-term CFP. The capital facility improvements included in the City's annual budget shall be consistent with the Six-Year CIP.*

#### ***Policy CF-4.3***

*Utilize every possible funding source to finance capital improvements. Funding sources available to the City include: local taxes, monthly user fees, state revenues, county revenues, general obligation and revenue bonds, state loan programs, sale or lease of City-owned property, state and federal grants, impact and connection fees, local improvement districts or other special assessments, and donations.*

#### ***Policy CF-4.4***

*If a funding shortfall occurs as a result of change in revenue assumptions used to identify funding for programmed capital improvements, the City will:*

- o Identify alternative sources of funding for needed improvements;*
- o Revise its LOS standards to match available revenues; and*
- o Reassess the Comprehensive Plan and revise it as appropriate to achieve a balance between land use, revenues, and level of service.*

### **GOAL CF-5**

**Provide needed public facilities that are within the ability of the City to fund, or within the City's authority to require others to fund the facilities.**



**Policy CF-5.1**

Existing development shall pay for the capital improvements that reduce or eliminate existing deficiencies, some or all of the replacement of obsolete or degraded facilities and may pay a portion of the cost of capital improvements needed by future development. The payment for these improvements may take the form of monthly user fees, charges for services, special assessments and/or taxes.

**Policy CF-5.2**

Future development pays its fair share of the capital improvements needed to address the impact of its development. Future development's payment of its fair share of capital improvements may take the form of, but are not limited to, voluntary contributions, impact and connection fees, dedication of land, provision of public facilities, future payment of user fees, charges for services, special assessments and taxes. Upon completion of payment of its fair share of capital improvements, "future" development becomes "existing" development, and contributes to paying the costs of the replacement of obsolete or degraded facilities as described in Policy CF-5.1 above.

**Policy CF-5.3**

All development permits issued by the City that require capital improvements by sources of revenue that have not been approved or implemented (such as future debt requiring referendum) shall be conditioned on the approval or implementation of the indicated revenue sources, the payment of necessary funds by private parties, or the substitution of a comparable amount of revenue from existing sources.

**Policy CF-5.4**

Follow the principle that growth shall pay for the growth-related portion of capital facilities. The City will administer an impact fee system under the authority of GMA that will:

- Impose fees only for system improvements that are reasonably related to growth;
- Structure the impact fee system so that impact fees do not exceed the proportionate share of the costs of system improvements attributable to growth, and are reasonably related to the new development;
- Balance impact fee revenues with other public revenue sources in order to finance system improvements that serve new development;
- Use fee proceeds for system improvements that will reasonably benefit the new development;
- Prohibit the use of fee proceeds for correcting existing capital facility deficiencies; and
- Pool fees as appropriate to more efficiently fund capital facilities resulting from new growth.

**Policy CF-5.5**

Require non city entities (such as the North Kitsap School District and Poulsbo Fire Department) that propose to have the City of Poulsbo impose impact fees for them to prepare Capital Facility Plans that include:

- Plans for capital improvements and construction over a 20-year horizon;
- A demonstration of how facility and service needs are determined;
- An annually updated six-year (or longer) finance plan that demonstrates how capital needs are anticipated to be funded; and
- Population and demographic projections consistent with those used in developing the City's Comprehensive Plan.

**Functional Plans**

Successfully planning for the development of major capital facilities, such as water, sewer, storm water, roads, and parks systems, requires a disciplined and comprehensive process. That process is accommodated through the development of functional plans. The City of Poulsbo Water System Plan, General Sewer Plan, and the Transportation Comprehensive Plan are examples of such functional plans.



## **GOAL CF-6**

**Develop and regularly update functional plans and comprehensively assess capital facility needs and strategies for addressing such needs.**

### **Policy CF-6.1**

Use functional plans to guide the development of the City's capital priorities and investment decisions in the following functional areas:

- Water utility system;
- Sanitary Sewer utility system;
- Storm water and surface water management;
- Parks, recreation, and open space;
- Transportation; and
- Other functional areas as identified.

### **Policy CF-6.2**

Include in the functional plans, the following features necessary for maintaining an accurate account of long-term capital facility needs and associated costs to the City, and consistency with the Comprehensive Plan.

- A description of the current capital facility infrastructure and the cost of its operation and maintenance;
- A description of current capital facility deficiencies and appropriate funding strategies to remedy these deficiencies;
- An analysis of capital facilities needed through the appropriate planning period;
- An analysis specifying how capital facilities will be financed and maintained;
- Description of the functional plan's public review process if independent from a comprehensive plan update process;
- An analysis and recommendations to prioritize projects in the City's Six-Year Capital Improvement Program; and
- An analysis indicating that the functional plan, including any subsequent revisions to or modifications of the functional plan, are consistent with the policies of the Comprehensive Plan, if independent from a comprehensive plan update process.

### **Policy CF-6.3**

Functional plans shall identify conceptual alignments for necessary new capital facilities, such as roadways and utility corridors, and shall be based upon best available technical analysis at the time. Actual construction of the capital facility alignments will be based upon topography, technical final engineering design and property owner willingness.

### **Policy CF-6.4**

Functional plans shall be updated at least every six years to ensure:

- Response to changing infrastructure needs in both developed and developing areas of Poulsbo;
- Ensure that the functional plans are consistent with the Comprehensive Plan, including compliance with the Land Use Chapter; and
- Comply with state law.

### **Policy CF-6.5**

Require that new functional plans and updates to existing functional plans conform to the following review process:

- Administratively review updates that are consistent with and do not impede the implementation of the Comprehensive Plan; and
- Use the Comprehensive Plan amendment review process to consider new functional plans or updates for:
  - A functional plan section that responds to Growth Management Act requirements;
  - Facilities that are insufficient and therefore identify improvements necessary to serve planned growth identified in the Comprehensive Plan; or
  - New or revised policies that are to be inserted into the Comprehensive Plan.



## Siting of Essential Public Facilities

The GMA requires the Comprehensive Plans include a process for identifying and siting Essential Public Facilities (EPF). According to the GMA, no local comprehensive plan may preclude the siting of essential public facilities.

The GMA defines EPFs as those “that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020.”

The process for review and criteria for siting EPFs to be located within Kitsap County, as defined in RCW 36.70A.200, is conducted by the Kitsap Regional Coordinating Council (KRCC). The Kitsap Countywide Planning Policy Element G establishes the process, which is for the KRCC to appoint a Facility Analysis and Site Evaluation Advisory Committee when an essential public facility is proposed to be located in Kitsap County. The Advisory Committee is to be composed of citizen members selected by member jurisdictions to represent a broad range of interest groups to evaluate proposed public facility siting.

### **GOAL CF-7**

**Siting essential public facilities of a state, regional or local nature shall be consistent with applicable land use policies and regulations.**

#### **Policy CF-7.1**

*The comprehensive plan and development regulations shall not preclude the siting of Essential Public Facilities.*

#### **Policy CF-7.2**

*Site, coordinate, and permit Essential Public Facilities consistent with applicable policies in the Kitsap Countywide Planning Policies Element G.*

#### **Policy CF-7.3**

*The City’s zoning ordinance shall identify the process for permitting Essential Public Facilities.*





# Chapter 7. Housing

## 7.1 PLAN CONTEXT

Housing for people is the foundation of any community. Most people identify strongly with the community in which they live. Cities that grow in number of people and jobs are the most vibrant—and the most in need of housing. To serve a variety of household sizes, ages, incomes, and preferences, a variety of housing choices are critical.

Poulsbo is a city with many assets that make it a desirable community of over 13,000 residents. While the city has benefited in years past from relatively lower costs compared to King, Pierce, and Snohomish Counties, rapid population growth coupled with a lack of housing supply has resulted in an increased demand for housing and rising costs. The limited supply of certain housing types and resulting cost pressure is contributing to some long-term residents being unable to remain in Poulsbo, while also presenting a barrier for middle to low-income households to find housing.

Local governments mainly do not provide housing directly. Typically, private developers produce most housing units in a jurisdiction. Local governments set the conditions in place to encourage the market to develop housing affordable to all members of the community. Housing planning and policymaking are integral functions of cities, and essential for supporting inclusive, diverse, and economically vibrant communities. Reviewing, evaluating, and updating housing plans, policies, and associated development regulations can help jurisdictions meet evolving community needs for housing variety and affordability, as well as achieve other planning goals for land use, economic development, transportation, and the environment.

The Housing chapter addresses the major housing issues facing the City over the next 20 years. These issues include maintaining the quality of existing neighborhoods, encouraging the availability of affordable housing for all economic segments, and encouraging creative solutions to housing issues through flexible development standards and quality design.



### Future Housing Projections

In 2021, the Washington Legislature changed the way communities are required to plan for housing. House Bill 1220 amended the Growth Management Act (GMA) to instruct local governments to “plan for and accommodate housing affordable to all economic segments of the population of the state.” These requirements include an inventory and analysis of existing and projected housing needs, including “units for moderate, low, very low and extremely low-income households” as well as “emergency housing, emergency shelters and permanent supportive housing (PSH).

The Washington State Department of Commerce provided countywide projections of housing needs for all counties in Washington State. In Kitsap County, the county and its cities collaboratively decide how to allocate its 20-year housing allocation. For Poulsbo, the 2044 housing allocation that it must plan for and accommodate is 1,977 new housing units. The Housing Needs Assessment (HNA) (Appendix A.1) outlines the housing units needed for each income level, as defined by the percentage of Area Median Income. Table HS-1 below provides a summary. The purpose of these housing allocations is for jurisdictions to provide capacity for housing and to remove barriers to developing housing. Additionally, the city is required to accommodate 83 beds of emergency housing by 2044.

	Total	0-80% AMI	>80-120% AMI	>120% AMI
Projected Housing Needs <sup>1</sup>	1,977	1,139	278	560
Existing Capacity <sup>2</sup>	2,578	476 (-663)	590 (+312)	1,512 (+952)
Projected Capacity <sup>3</sup>	3,491	1,525 (+386)	541 (+263)	1,425 (+865)

<sup>1</sup> Kitsap County Countywide Planning Policies, <sup>2</sup> Revised Land Use Capacity (Appendix A.5), <sup>3</sup> Projected Land Use Capacity (Appendix A.5)

This analysis finds there is a deficiency (-663) in projected permanent housing needs at 0-80% AMI under existing capacity and zoning and development regulations. However, implementation of policies in 7.2 below provides additional housing capacity and a surplus of 386 units in 0-80% AMI.

Under the provisions of the GMA, an inventory of existing and projected housing needs should inform the housing element of a city's comprehensive plan. The HNA, Appendix A.1, serves as a foundation for policy recommendations designed to provide housing units that meet the city’s housing needs across the income spectrum. It also contains data on Poulsbo’s current housing stock, and demographic and economic characteristics of people and families that live and work in Poulsbo.

Appendix A.5 provides a detailed summary of the Poulsbo city and urban growth area residential land capacity analysis, and its ability to accommodate new housing units and projected population growth.



## 7..2 GOALS AND POLICIES

### Housing Choice

Perhaps the most pressing and complex challenge facing Poulsbo is housing affordability for all economic segments of the community. The quality of any city is defined, in large part, by whether families and individuals are able to find the type and size of housing that fits their household needs at a price they can afford. Communities that offer a range of housing types and affordability provide more opportunity for families and individuals to live where they choose. This allows workers to live near their jobs, older family members to continue to live in the communities where they raised their families, and younger adults to establish new households. The Housing Choice Goals and Policies encourage improved availability of diverse housing types, price points, sizes, and preferences.

#### **GOAL HS-1**

**Plan for sufficient housing and housing types to meet the needs of the existing and projected population at all income levels while also meeting the changing demographic needs and preferences.**

##### **Policy HS-1.1**

*Provide sufficiently zoned land for the city's projected population and housing growth targets.*

##### **Policy HS-1.2**

*Safeguard that the local housing market provides housing opportunities regardless of race, color, religion, gender, national origin, handicap disability, economic status, familial status, or age.*

##### **Policy HS-1.3**

*Plan for a range of housing choices near job centers that are attainable for workers at all income levels.*

##### **Policy HS-1.4**

*Encourage and expand opportunities for a variety of infill housing options within existing residential neighborhoods so vacant or underutilized land can be converted to residential uses.*

##### **Policy HS-1.5**

*Encourage development of accessory dwelling units (ADUs) through streamlined permitting, education and resources, and regular monitoring of the ADU regulations.*

##### **Policy HS-1.6**

*Encourage new multi-family housing in a variety of types and sizes in areas designated for such use in the Land Use Chapter and Map.*

##### **Policy HS-1.7**

*Encourage additional housing units through the provisions of mixed-use development in commercially zoned areas and consider allowing, in certain circumstances, residential uses to develop independent of or through flexible space provisions.*

##### **Policy HS-1.8**

*Consider innovative techniques, development standards, and incentives to accommodate higher-density housing where transit, employment and other services are present.*



**Policy HS-1.9**

*Review and streamline development standards and regulations to improve their public benefit, provide flexibility, and minimize additional costs to housing.*

**Policy HS-1.10**

*Continue to implement the recommendations of the 2021 Housing Action Plan, as amended, and as resources allow.*

**Policy HS-1.11**

*Expand housing capacity for moderate density housing to bridge the gap between single-family and more intensive multifamily development and provide opportunities for more affordable ownership and rental housing that allows more people to live in neighborhoods across the city.*

**Policy HS-1.12**

*Promote socioeconomic integration by allowing for a variety of housing types and sizes together in new residential and redevelopment projects. In the RL zoning district, continue the use of the planned residential developments to promote a variety of housing types, sizes, and site planning techniques that can achieve the maximum housing potential of the site while being designed in consideration of surrounding properties and the natural environment.*

**Policy HS-1.13**

*Encourage and support accessible design and housing strategies that provide seniors the opportunity to remain in their own neighborhood as their housing needs change.*

**Policy HS-1.14**

*Support agency and nonprofit organizations in the creation of housing opportunities to accommodate the homeless, elderly, physically or mentally challenged, and other segments of the population who have special needs.*

**Policy HS-1.15**

*Encourage and support the development of emergency, transitional and permanent supportive housing with appropriate on-site services for persons with special needs.*



## Existing Neighborhoods

The policy intent is to preserve and enhance the value and character of neighborhoods by improving and extending the life of existing housing stock. Preserving existing housing allows residents to stay in their homes, fostering a sense of community continuity. This social cohesion can be vital for the well-being of residents and neighborhood stability. Older homes can be more affordable than new construction. Preserving existing housing stock can help maintain a mix of housing options, including affordable ones.

### **GOAL HS-2**

**Strengthen and preserve the City's existing neighborhoods and housing stock.**

#### **Policy HS-2.1**

*Promote private efforts to preserve the existing quality housing stock by maintaining sound units, rehabilitating substandard units, and replacing severely deteriorated units.*

#### **Policy HS-2.2**

*Program regular infrastructure maintenance in residential neighborhoods to ensure its ability to support existing housing.*

#### **Policy HS-2.3**

*Initiate a program that provides financial assistance through grants or low-interest loans to repair and rehabilitate aging or substandard housing.*

#### **Policy HS-2.4**

*Encourage the maintenance, restoration, and rehabilitation of locally significant residences in which these residences are retained instead of redeveloped.*

#### **Policy HS-2.5**

*Encourage the preservation and enhancement of existing neighborhoods throughout the city.*

#### **Policy HS-2.6**

*Recognize the role of mobile and manufactured housing as an important component of Poulsbo's housing stock by creating a more stable planning and zoning environment for their continuation and by providing flexible and effective development regulations that will allow the upgrading and modernizing of older manufactured/mobile home parks.*



## Affordable and Subsidized Housing

An increasing challenge for Poulsbo is to provide affordable housing opportunities for all economic segments of the population. Housing is a fundamental human need. When people can secure stable and affordable housing near locations of jobs and opportunity, they are able to focus on achieving other life goals, such as education, career advancement, health, happiness, and social connections. Without stable and affordable housing, they face significant and sometimes insurmountable barriers to these goals.

The relationship between household income and housing cost is the main factor in the ability of Poulsbo residents to afford adequate housing. Housing costs have increased at a faster rate than employment wages. Because housing costs have been inflating faster than wages, households must spend a greater percentage of their income on housing. This “wage-housing mismatch” is most difficult for low and moderate-income households.

Poulsbo is planning for a housing supply that will meet the needs of all economic segments of the community. The City carries out affordable housing goals and policies through development regulations and the support of Housing Kitsap.

### **GOAL HS-3**

**Promote and facilitate the provision of affordable housing in all areas and zoning districts of the city.**

#### **Policy HS-3.1**

*Identify and implement strategies to meet affordable housing targets identified in the Kitsap County Countywide Planning Policies.*

#### **Policy HS-3.2**

*Identify potential physical, economic, and cultural displacement of low-income households and marginalized populations that may result from planning, public investments, private redevelopment, and market pressure. Use a range of strategies to mitigate displacement impacts to the extent feasible.*

#### **Policy HS-3.3**

*Disperse housing for low- and moderate-income households through Poulsbo and its Urban Growth Area and discourage the disproportionate concentration of such housing in any one geographical area of the city.*

#### **Policy HS-3.4**

*Continue to support the regionally coordinated provision of low-income housing through the City’s participation with the Kitsap Regional Coordinating Council and Housing Kitsap. The City shall support and encourage Housing Kitsap’s pursuit of funding for low- and moderate- income housing through the Community Development Block Grant program, state and federal programs, and other available funding opportunities.*

#### **Policy HS-3.5**

*Promote and encourage private developers and nonprofit organizations that seek to create increased housing and home ownership opportunities for low- and moderate-income households, such as Housing Kitsap’s Self-Help Housing program, Habitat for Humanity, shared or limited-equity housing, lease-purchase options, cohousing, and land trusts and cooperatives.*



**Policy HS-3.6**

*Provide density bonus opportunities and other incentives for development proposals that provide low- to moderate-income housing units. Provide criteria and process for ensuring that those units remain affordable over time.*

**Policy HS-3.7**

*Research emerging housing options or development incentives that are appropriate to be included in the City's zoning ordinance that will provide an increase of affordable housing units into the City's housing stock.*

**Policy HS-3.8**

*Encourage as affordable housing options, rooms for rent and boarding houses - which benefit those on a fixed income with those of low income - and thereby strengthening their social safety net and increased sense of community.*

**Policy HS-3.9**

*Continue to support the Department of Housing, Health and Human Services and its efforts to acquire grants and facilitate projects that provide affordable and transitional housing and financial support to our most vulnerable populations.*





# Chapter 8.

## Parks, Recreation, and Open Space

## 8.1 PLAN CONTEXT

The Parks, Recreation and Open Space Plan (PROS) addresses present and future park, recreation, and open space issues for Poulsbo. The 2021 PROS Plan is included in as Appendix B.5 to the City's Comprehensive Plan. The Urban Paths of Poulsbo Plan (UPP) Trails Plan) is included as Appendix B.6 of the City's Comprehensive Plan. Refer to those appendices for full narrative regarding Parks, Recreation, Open Space and Urban Paths.



## 8.2 GOALS AND POLICIES

### Park Land Acquisition

#### **GOAL PRO-1**

**Acquire land for public park use that provides a variety of recreational opportunities, and access to the city's shorelines, preserves natural areas, and meets the city's park needs based on adopted level of service standards.**

#### **Policy PRO-1.1**

*Identify and acquire a wide variety of lands for parks and public open space purposes. These shall be identified in the Parks' Capital Facility Plan section and meet identified needs based on Level of Service standards:*

- *Natural areas and features with outstanding scenic or recreational value;*
- *Lands that provide public access to Liberty Bay shoreline, the Dogfish Creek estuary, and other creeks located within the city;*
- *Lands with value for wildlife or watershed conservation, science, education, or that have other significant natural amenities;*
- *Lands that connect natural areas, or provide important linkages for trails, plant communities, or wildlife habitat;*
- *Lands valuable for active recreation, including playgrounds, athletic fields and facilities, trails, fishing, swimming, or picnicking activities;*
- *Lands that provide an appropriate setting and location for a community center;*
- *Parkland that enhances the surrounding land uses;*
- *Land that preserves significant historical areas and features.*

#### **Policy PRO- 1.2**

*Community and neighborhood parks, recreation facilities and playfields should be as centrally located as possible within their service area and within walking distance of the population they serve.*

#### **Policy PRO-1.3**

*Publicly owned lands shall be examined and analyzed for their potential value as parkland, trail access or open space before being declared surplus and being disposed of. Underutilized publicly owned properties should be evaluated for partnership or parkland improvement opportunities. Prior to city owned park land being disposed of, the city shall establish a public process that includes the Park and Recreation Commission, to study its park potential and provide recommendations to the City Council.*

#### **Policy PRO-1.4**

*When a private developer is contemplating making a public benefit donation to the city, donations that help implement the Park's Capital Facility Plan or provide connectivity to other public park land, open space and/or pedestrian access should be encouraged, including the use of stormwater vaults as public parks.*

### Park Land Development

#### **GOAL PRO-2**

**Develop the City's public parks to their highest potential in order to offer a high quality, inclusive, and equitable park system that benefits citizens of all ages, incomes, and physical abilities.**

#### **Policy PRO-2.1**

*Continue the city's practice of preparing master park plans for acquired park land, in order to guide the development of city parks through a phased process as funds and resources become available. New park designs shall include appropriate active recreation facilities for a variety of abilities and age groups. Utilize volunteer groups to help with park master planning and development as warranted.*

**Policy PRO-2.2**

*Provide barrier-free recreation opportunities throughout the Poulsbo Parks system. Consult social service agencies for technical and financial assistance in order to best provide opportunities where mentally and physically challenged individuals can accompany and interact with their families in selected city parks and on trails.*

**Policy PRO-2.3**

*Evaluate impacts on surrounding land uses when considering sites for acquisition and in developing park sites. Neighbors shall be consulted and considered in the design of new parks.*

**Policy PRO-2.4**

*Incorporate public art and cultural resources into park design features that highlight Poulsbo and Tribal history, traditions, and natural resources.*

**Policy PRO-2.5**

*Continue to incorporate interpretative stations and viewing areas in city parks that educate the community and support the Kitsap Audubon Society's designation of Liberty Bay, the ancestral history of Poulsbo, and the Dogfish Creek estuary as the "Poulsbo Fjords Audubon Wildlife Viewing Area."*

**Policy PRO-2.6**

*Evaluate the future use of the land formerly owned by Kitsap County and the Department of Natural Resources for park and recreation purposes.*

**Park Stewardship**

**GOAL PRO-3**

**Provide wise stewardship of the resources existing within Poulsbo's parks and recreation programs.**

**Policy PRO-3.1**

*New park master plan designs should incorporate energy efficient facilities, plan for water conservation, protect wildlife habitat, encourage recycling, and employ low-impact development techniques to handle storm water runoff.*

**Policy PRO-3.2**

*Ensure parks are adequately maintained by providing Public Works staff with the resources to operate and maintain the parks and facilities with the most cost effective methods and policies. Minimize or eliminate the need to use irrigation by incorporating native and/or drought-tolerant vegetation.*

**Policy PRO-3.3**

*Minimize or eliminate the use of pesticides, artificial fertilizers, or herbicides through the use of integrated pest management techniques in the maintenance of City parks.*

**Policy PRO-3.4**

*Seek opportunities to incorporate environmental education in parks and open spaces throughout Poulsbo to encourage stewardship by current and future generations.*

**Policy PRO-3.5**

*Continue to develop partnerships with volunteers, businesses, schools, and civic groups to assist with capital improvements, and general park maintenance activities. Through fostering these relationships, we can better maintain a watchful eye on our parks and open spaces and help generate community stewardship of public spaces.*

**Urban Paths of Poulsbo**

**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.**

**Policy PRO- 4.1**

*Use the UPP Plan and maps to identify and prioritize implementation strategies and key acquisition and development opportunities for connections supporting non-motorized travel. Prioritize these connections in the city’s 6-Year Capital Improvement Program, which is reviewed annually.*

**Policy PRO-4.2**

*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-4.3**

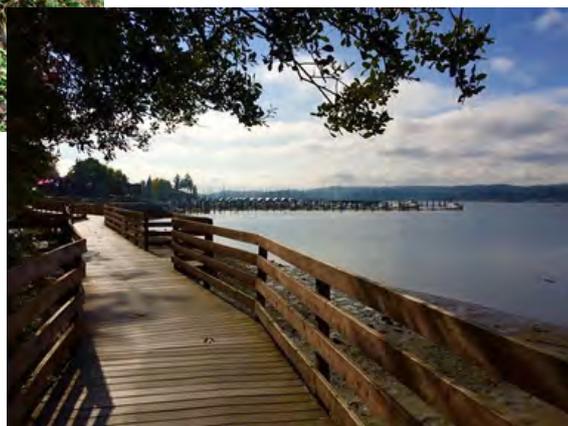
*Coordinate with neighboring jurisdictions to connect the city’s trail system with theirs and participate in county, regional and statewide efforts to plan and implement a statewide trail, where connection through Poulsbo provides a vital link to the Olympic Peninsula.*

**Policy PRO-4.4**

*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-4.5**

*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 allow for public access where it is identified or supported by the Urban Paths of Poulsbo Plan.*



**Policy PRO-4.6**

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-4.7**

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.

**Policy PRO-4.8**

Install wayfinding 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. Develop local trail maps and collaborate with neighboring jurisdictions to develop regional trail maps. Expand "adopt-a-park" programs to include an "adopt-a-trail" component.

**Policy PRO-4.9**

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 meets the intent of the UPP Plan and Figure PRO-3 will, when possible, be determined.

**Community Recreation and Programs**

**GOAL PRO-5**

**Continue to offer high quality recreation, education and enrichment programs for all ages, interests and abilities.**

**Policy PRO-5.1**

Provide a variety of enrichment programs such as arts and crafts, language, music and dance, physical conditioning, and special interest classes. Provide adult and youth programs, recreational sports for all ages and skill levels, senior activities and excursions, and other activities for a diversity of cultural, age, physical and mental capability, and income groups in the community.

**Policy PRO-5.2**

Share resources with Kitsap County, WWU Poulsbo, Olympic College, Kitsap Regional Library and North Kitsap School District, and other parks and recreation agencies throughout the county to encourage cooperative use of facilities and work toward the development of a combined program guide and website on recreational, educational and park offerings.

**Policy PRO-5.3**

Provide areas within the park system for "P-Patches" or community agriculture plots to allow urban residents the opportunity to garden and grow their own vegetables.

**Policy PRO-5.4**

Continue to seek funding sources for the Poulsbo Events and Recreation Center (PERC). The city has identified several options for the PERC and will continue to explore the feasibility of this project and the various options.

## Implementation and Funding

### **GOAL PRO-6**

**Develop a funding strategy and financing plan to meet the City's Parks capital facility needs identified in the Parks Capital Improvement Program.**

#### **Policy PRO-6.1**

*Utilize the city's Park Six-Year Capital Improvement Program (CIP) as the short-term budgetary prioritization of park development. Identify projects on the CIP that are the city's top park development priorities for funding and completion within the six-year timeframe. The CIP shall be reviewed annually and updated on a two-year cycle by the Poulsbo Parks and Recreation Commission.*

#### **Policy PRO-6.2**

*Use any authority granted to the city under state law to require mitigation of new development impacts on the city's park system. The city will impose park impact fees, through its adopted impact fee ordinance, as set forth in the Growth Management Act.*

#### **Policy PRO-6.3**

*Maximize every possible funding source for park 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 easements; donations; partnerships; in-kind donations of materials and labor; and voter approved bonds. The city shall consider ongoing dedicated funding for park and recreation improvements.*

#### **Policy PRO-6.4**

*Maintain dialog with Kitsap County, North Kitsap School District, the Kitsap Public Facilities District, and other interested parties to study alternative means of financing parks and recreation, including a Metropolitan Park District or regional approach to funding major recreation facilities, such as swimming pools and major event facilities.*

#### **Policy PRO-6.5**

*Ensure that individuals who wish to support Poulsbo Parks and Recreation through financial or property donations, conservation easements, or bequests are able to do so by providing easily accessible information and promote giving opportunities. Encourage donations that help implement the Park's Capital Facility Plan.*

#### **Policy PRO-6.6**

*Identify and develop partnership opportunities with interested individuals, groups, neighborhoods and clubs to develop Adopt-A-Park and Adopt-A-Trail programs.*

#### **Policy PRO-6.7**

*Foster partnerships with local government agencies, private individuals, civic clubs and community groups, to assist with the provision and development of public parks. Many agencies and groups have and will continue to partner with the City to provide quality parks and recreation facilities, such as:*

- North Kitsap School District
- Poulsbo's service and civic clubs
- Ports of Poulsbo
- Suquamish Tribe
- Port Gamble/S'Klallam Tribe
- Kitsap County
- Housing Kitsap
- Kitsap Public Facilities District
- Kitsap Audubon Society
- Greater Peninsula Conservancy
- Poulsbo Farmers Market
- SEA Discovery Center and Western Washington University - Poulsbo
- Olympic College

**GOAL PRO-7**

**Comprehensively plan the city Park’s capital facility needs, evaluate Level of Service standards, and ensure quality park facilities continue to be available to Poulsbo residents.**

**Policy PRO-7.1**

*Provide a Park and Recreation planning program to identify and manage the acquisition and development of park land, trails, and open space to satisfy the recreation program needs of the community. The mayor shall appoint a Park and Recreation Commission to provide recommendations to the City Council. Conduct regular evaluation of the public’s use of the city parks, facilities, and recreational programming, incorporating citizen input, to ensure that user needs are being met, and to maintain ongoing communication with city residents.*

**Policy PRO-7.2**

*The city Parks, Recreation and Open Space Plan and the Urban Paths of Poulsbo Plan shall serve as the city’s functional plans for park and trail facilities. To ensure consistency, updates to the Parks functional plans shall be incorporated as appropriate into the Comprehensive Plan through the city’s annual review process.*

**Policy PRO-7.3**

*Utilize the city’s GIS mapping capabilities to meet the requirements of the Growth Management Act and to serve as important long-range planning tools. Open space corridors and lands useful for recreation as defined by RCW 36.70A.160, are depicted on Figure PRO-1 and Figure PRO-3. The City’s long-term Park Capital Facility Plan project list identifies capital improvement projects necessary to provide the adopted level of service are depicted on Figure PRO-2. These maps shall be updated during the six-year review and update of the City’s Parks, Recreation and Open Space Plan.*

**Policy PRO-7.4**

*Figures PRO-1 and PRO-3 map open space corridors required to be identified under RCW 36.70A.160. Lands useful for recreation have been identified by mapping public parks, publicly owned open space, privately owned open space and recreational amenities within subdivisions; wildlife habitat by mapping critical area ordinance designated Fish and Wildlife Habitat Conservation Areas; trails by mapping existing and planned public trails; and connections of critical areas by mapping Fish and Wildlife Habitat Conservation Areas within the city limits, Poulsbo Urban Growth Area, and extending into unincorporated Kitsap County. Regulation of Fish and Wildlife Habitat Conservation Areas is as provided in the applicable jurisdiction’s critical areas ordinance.*



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**ChocMo**  
Chocolatier & Café

ELECTRIC  
VEHICLE  
CHARGING  
STATION

# Chapter 9. Economic Development

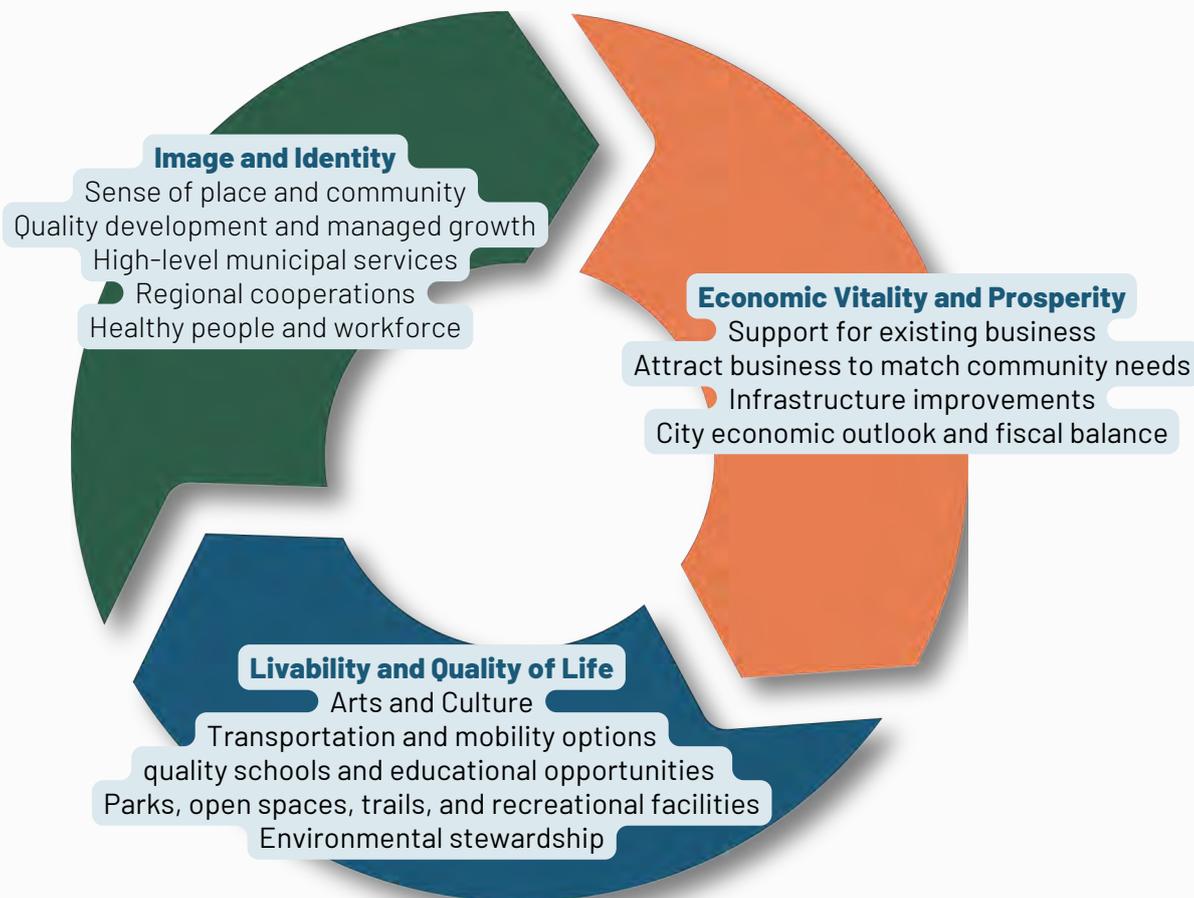
## 9.1 PLAN CONTEXT

Economic vitality is essential for achieving Poulsbo’s vision of the future, strengthening the community through the expansion of its business sector, economic opportunities, and employment base. Economic development should balance economic growth, stability, environmental protection, efficient use of land, and preservation of Poulsbo’s identity and character.

Poulsbo’s economy is largely influenced by the presence of significant Naval bases, its geographic location for a commuting workforce to Seattle and other large cities, as well as an entrance point for access to the Olympic Peninsula. The rise of remote working and Kitsap Transit’s fast ferry service have expanded employment opportunities for the Poulsbo workforce. The proposed expansion of the Kitsap Transit electric bus and transportation maintenance facility will enhance transit opportunities to and from the city. Poulsbo is ideally situated at the crossroads of West Sound, and serves as North Kitsap’s commercial, employment and residential center.

Poulsbo’s Economic Development Chapter is built upon the understanding that the City’s economy is intrinsically tied to its quality of life, as well as the identity it presents to others, whether they are visitors, shoppers, residents, developers, or employers.

Figure 9-1 Relationship of Livability and Economic Vitality



Poulsbo is home to many small, medium-size and locally owned businesses, as well as national chain retailers. The city provides a positive business climate with its four distinct commercial zoning districts that support innovation and attracts local and start up business owners to locate here because of quality of life, which is a key factor in recruiting talent and workforce.

To be successful in the future, Poulsbo needs to build on its strong sense of community and shared heritage, while also providing land availability and infrastructure to areas where companies can locate and provide family wage employment. The City recognizes that a healthy economy provides opportunities for diverse segments of the community. While the City can lead and participate in economic development and revitalization, it takes effective partnerships with the business community to be successful and retain the livable and economically viable Poulsbo community.

The Economic Development Chapter, therefore, provides a policy framework that identifies how the community can retain successful businesses while pursuing future economic development opportunities. This chapter includes policies related to:

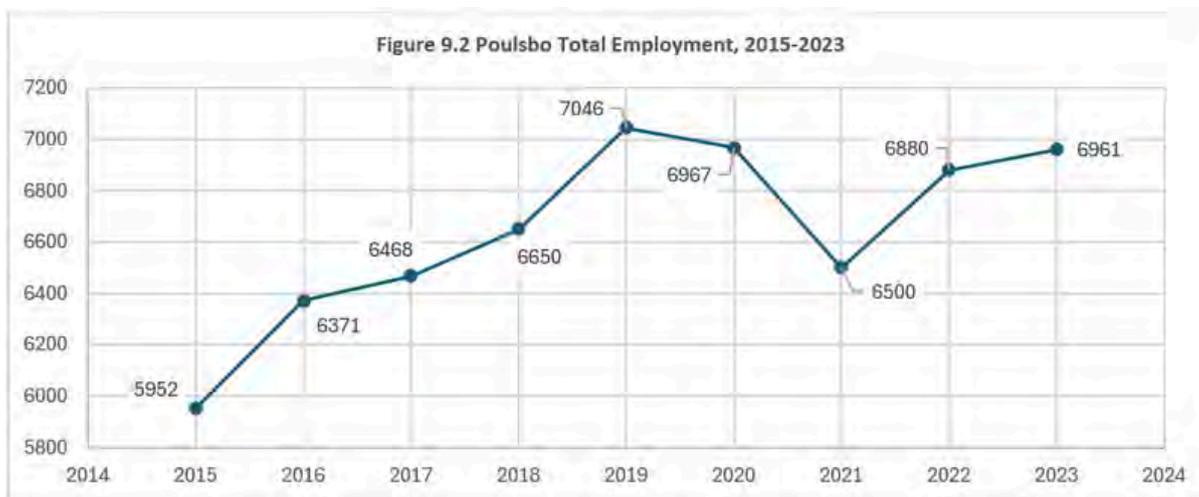
- Positive Business Climate
- Education and Workforce Development
- Planning and Infrastructure
- Economic Development Implementation
- Partnerships
- Livability and Economic Vitality
- Recreation and Tourism

## 9.2 TODAY'S CONDITIONS AND TOMORROW'S EMPLOYMENT TARGETS

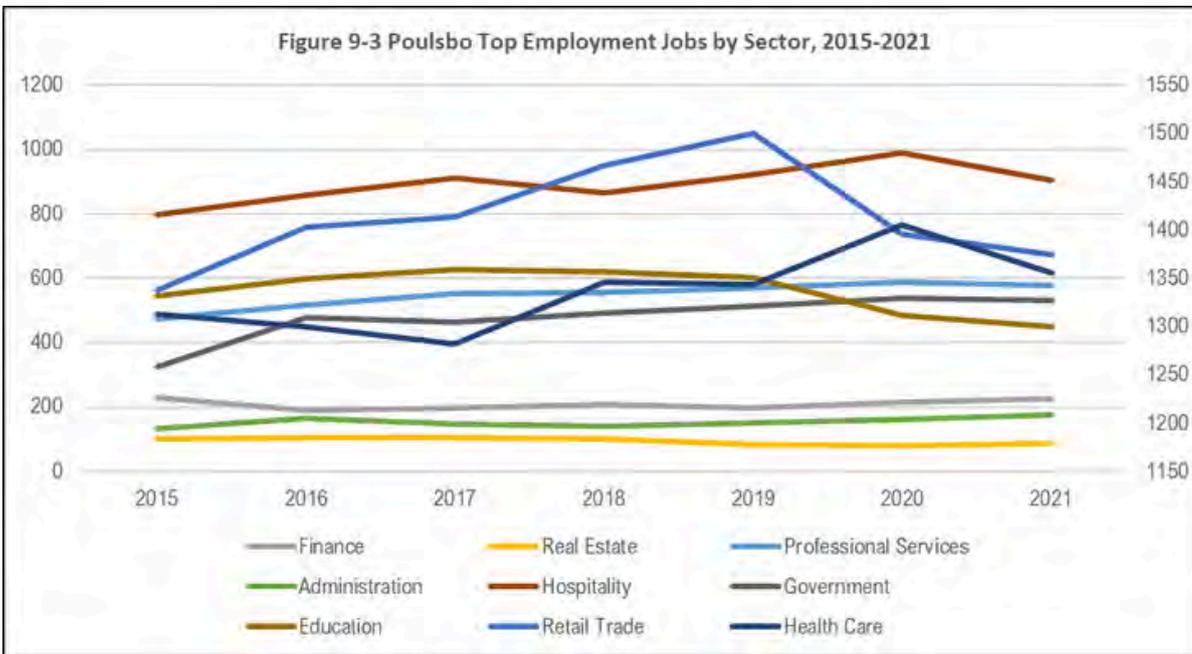
### Today's Conditions

The Puget Sound Regional Council (PSRC) monitors employment for its member jurisdictions by tracking data reported to the Washington State Employment Security Department. The data set is pulled March of each year, as a representative month when seasonal fluctuations are minimized. The unit of measurement is jobs - rather than persons - and includes part time and temporary positions.

While Poulsbo's total number of jobs declined from its peak in 2019 largely due to the COVID-19 pandemic, jobs rebounded to pre-pandemic levels in 2023.



Source: Puget Sound Regional Council, Covered Employment Estimates by Jurisdictions, by year



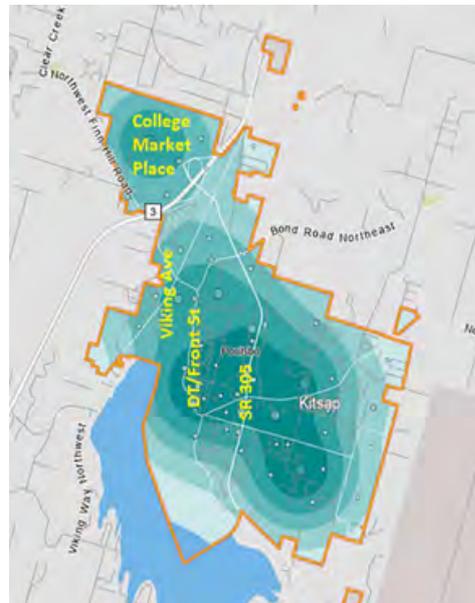
Source: Puget Sound Regional Council, Covered Employment by City - Major Sector

Total jobs in 2023 was 6,961, an increase of 1,009 from 2015 or approximately 126 jobs/year. Top employment sectors in 2021 included healthcare, retail, and hospitality, with hospitality seeing the largest increase from 799 jobs in 2015 to 906 in 2021. This increase may reflect the new Fairfield Inn and Suites that opened in 2021 at College Marketplace. Retail was the only top sector in 2015 that was replaced in 2021 by healthcare. Education jobs have decreased each year since 2019. Professional service and government jobs have been on a gradual rise, with finance, administration and real estate staying relatively the same during the six (6) year period. Excluded from this table were Information jobs based on incomplete data from PSRC.

### Commercial District Employment

The City of Poulsbo has four primary commercial districts, as depicted below:

- College Marketplace - experiencing the most rapid employment growth over the last decade - with large format anchor stores.
- Viking Avenue - with a strong service sector but overall lowest job counts of the four districts.
- Downtown/Front Street - the location of the most service and government jobs.
- SR-305 - with the most employment of any of the four commercial districts and (potentially) second in job growth over the last decade.
- Rest of City - covering the rest of Poulsbo with substantial employment, much of which is education related and may include home-based employment.



In 2019, service businesses account for almost half of in-town jobs, with retail having the second highest job count. PSRC estimates that the SR 305 commercial district accounts for 41% of Poulsbo’s employment, followed by College Marketplace, Downtown/Front Street and Viking Avenue - with 19% reporting to workplace addresses elsewhere in the city.

## 2044 Employment Targets

In 2022, the Kitsap Regional Coordinating Council adopted employment targets that are consistent with the Puget Sound Regional Council’s Regional Growth Strategy (a land use policy document which is part of PSRC Vision 2050 Plan), and local employment trends. These countywide employment targets are included in the Kitsap Countywide Planning Policies (Appendix B-2) and identify job targets for all jurisdictions.

Vision 2050 incorporates a renewed focus on locating growth near current and future high-capacity transit facilities. Vision 2050 has a goal for 65% of population growth and 75% of the region’s employment growth to be located in a Regional Growth Center and within walking distance of high-capacity transit. This approach not only connects people to more compact, walkable and transit served neighborhoods, but will also significantly reduce greenhouse gas emissions.

Poulsbo (and its UGA) is one of 35 cities and unincorporated communities designated as a high-capacity transit community, along with Bainbridge Island, Kingston, and Port Orchard (and its UGA). Kitsap County expects to see an additional 46,023 new jobs by 2044. Of that total, 14,728 were allocated between the high-capacity transit communities.

Poulsbo’s 2044 employment growth target is an additional 4,000 jobs, representing about 9% of the countywide allocation and 27% of the allocation for the high capacity communities. This employment target represents a growth of approximately 200 new jobs annually; however, similar to the City’s population allocation, whether the job growth actually occurs at the projected rate is dependent on the national, regional, and local economic markets.

When the employment target of 4,000 is added to the 2021 Poulsbo jobs of 6,500, the total number of jobs anticipated for Poulsbo in the year 2044 is 10,500.

Poulsbo’s employment and population targets provide a jobs-housing ratio of 1.5. A jobs-housing ratio in the range of 0.75 to 1.5 is considered beneficial for reducing vehicle miles traveled because people are living and working in the same community. This is just inside what’s generally considered to be a "good" balance (0.75 - 1.5). This ratio is one of many measures or variables used by city planners to examine the proportions of residents, jobs, and services in urban areas and to guide development planning for efficient city plans and transit networks.

The allocation of 2044 2036 employment growth by jurisdiction is shown in Table ED-1.

<b>2020-2044</b>	<b>Employment Growth Allocation</b>	<b>Percent</b>
Bainbridge Island	1,927	4.4%
Bremerton	14,175	32.4%
Bremerton UGA	2,434	5.6%
<b>Bremerton Total</b>	<b>16,609</b>	<b>38%</b>
Central Kitsap UGA	1,470	3.3%
Kingston	1,400	3.2%
Port Orchard	5,400	12.3%
Port Orchard UGA	1,500	3.5%
<b>Port Orchard Total</b>	<b>6,900</b>	<b>15.8%</b>
<b>Poulsbo</b>	<b>3,903</b>	<b>8.9%</b>
Poulsbo UGA	97	0.2%
<b>Poulsbo Total</b>	<b>4,000</b>	<b>9.1%</b>
Silverdale	11,416	26%
<b>Total Urban</b>	<b>43,722</b>	<b>95%</b>
Rural	2,301	5%
<b>Total New Jobs Urban and Rural</b>	<b>46,023</b>	<b>100%</b>

*Source: Kitsap Countywide Planning Policies, Appendix B-2: Employment Distribution Through 2044*

The commercial land supply for the cities and unincorporated Kitsap County was calculated based on agreed land capacity methods and are included and described in the 2021 Kitsap Buildable Lands Report Chapter 4. The summary of the land capacity analysis for commercial/industrial land supply for each jurisdiction is reported in Table ED-2.

UGA	Growth Allocation 2044		Total Capacity	Difference	Capacity/Demand Ratio
	Total	Percent	Total Job Capacity	Total Capacity Minus Allocation	Ratio
Bainbridge Island	1,927	4.4%	1,127	-800	.58
Bremerton	14,175	32.4%	17,794	3,619	1.25
Bremerton UGA	2,434	5.6%	2,454	20	1
Central Kitsap UGA	1,470	3.3%	1,452	-18	0.98
Kingston UGA	1,400	3.2%	818	582	.58
Port Orchard	5,400	12.3%	5,243	-157	.97
Port Orchard UGA	1,500	3.5%	1,172	-328	.78
Poulsbo	3,903	8.9%	2,915	-988	.74
Poulsbo UGA	97	0.2%	97	0	1
Silverdale UGA	11,416	26%	5,026	-6,390	.44
Total Urban	43,722	95%	38,098	-5,624	-.12
Rural	2,301	5%	11,019	8,718	4.78
<b>Total Urban and Rural</b>	<b>46,023</b>	<b>100%</b>	<b>49,117</b>	<b>3,094</b>	<b>1.06</b>

Source: Kitsap Countywide Planning Policies, Appendix B 1: Population Distribution Through 2044 and B-2: Employment Distribution Through 2044, Kitsap County Buildable Lands Report 2021, Exhibit 52

Based upon the capacity analysis utilized by all jurisdictions, there is sufficient land capacity to meet the countywide growth target of 46,023 jobs with additional capacity of 3,094 jobs. Poulsbo has adopted a target of 988 jobs above the 2021 capacity. However, since the creation of these tables and the adoption of the BLR, Poulsbo’s job capacity has increased to 4,099. This is based on code amendments adopted in 2024 to increase the likelihood of mixed use development within our SR 305 corridor. Additionally, employment capacity is no longer bound by commercial land availability as the COVID-19 pandemic has revolutionized the way and where we work. According to the PSRC 2021 Household Travel Survey, working at home in the central Puget Sound region increased from 6% to 27% from 2017 to 2021. In 2023, the portion of people always working from home decreased to 12%. Hybrid workers increased but not as dramatically with 15% in 2017 to 25% in 2023, up 2% from 2021. If these same percentage assumptions were applied to the total jobs, this would result in a reduced need of employment square footage to accommodate jobs as homes have also become a full time or part time workplace. Additionally, there is likely additional capacity within underutilized existing commercial buildings

While the economic market will dictate whether the targeted number of jobs allocated to Poulsbo is actually realized, the City should continue to evaluate the availability of commercial land annually and through the required buildable land reporting intervals.



## 9.3 CHALLENGES AND OPPORTUNITIES

Poulsbo is strongly positioned for continued economic vitality; however, the City will need to respond to key challenges and opportunities as it continues to expand as a competitive city.

### **Promoting innovative and entrepreneurial development:**

Innovation and entrepreneurialism are keys to success in an evolving economy, and Poulsbo will need to be competitive to attract and retain the talent that thrives on innovation. The City and community can do more to cultivate an environment that supports entrepreneurship by building on the local education system and expanding the presence of the existing higher education institutions, recruiting innovative companies that are a good fit for Poulsbo, and promoting affordable and flexible workspace that attract innovative talent, start-ups and niche businesses.

### **The Built Environment:**

Poulsbo needs diverse business zoning districts and building types to attract new development, adjust to market trends, and remain attractive to key commercial and industrial sectors. The Land Use Chapter, zoning and development regulations must provide for the land use and building types necessary to achieve the City's economic development goals. Moreover, the City will need to ensure the necessary infrastructure is planned, funded and built to support these commercial centers.

### **Mobility Challenges:**

Population, employment and tourism growth have increased the movement of people and goods traveling on the local and regional transportation system. Economic success in Poulsbo will require a range of multimodal transportation options. This will require both local and regional resources to ensure that the region's transportation network is able to maintain the movement of people and goods in an efficient and timely manner.

### **Tourism and Visitor Experiences:**

Poulsbo has strong and attractive tourism and visitor experiences, continuing to be named one of the best small cities in Washington State to visit and dubbed as "Little Norway". Encouraging cohesive, cooperative, and more comprehensive marketing of Poulsbo presents many exciting opportunities for improvement.

### **Workforce Housing:**

To support a healthy economy, there is a need for housing options for workers at all income levels. Promoting housing affordability has become and will continue to be a challenge as Poulsbo continues to grow and become more desirable.

### **Maintaining Poulsbo's Economic Prosperity:**

Poulsbo's resilience in the aftermath of the Covid-19 pandemic is testimony to a diverse economy. The challenge now is to build on the strengths that economic diversity and innovation can yield, without losing or diminishing the quintessential elements that make Poulsbo, well, Poulsbo.



## 9.4 GOALS AND POLICIES

### Positive Business Climate

With its four distinct commercial districts, and opportunity for home occupations and coworking space, the City provides a positive economic climate, supportive for business retention and expansion through the efficient delivery of governmental services, a cost-effective tax, fee and regulatory structure, and effective partnerships with agencies that engage in direct economic development activities. A positive economic climate is a major factor in business location decisions, and is comprised of a number of factors that the city directly controls or influences:

- Desirable quality of life;
- Reasonable, predictable, and stable land use regulations;
- High quality public services and facilities;
- Responsive and responsible tax rates;
- Diverse and affordable workforce housing opportunities;
- Excellent public education system, along with continuing education and job training opportunities, particularly in health and cyber security;
- A sense of innovation and openness to new businesses, people and ideas.

When these factors are aligned, a community has a powerful advantage in the marketplace. Pousbo is in a strong position on many of these fronts to achieve this and should take a facilitative approach to encourage business investment and committed interest in business growth. For example, the city has for years had a tax policy that has been deliberately restrained, with a focus on maintaining excellent services within existing resources.

A positive economic climate cannot be accomplished without the sustained efforts of numerous parties. Many factors are beyond the city's control, such as educational resource allocation, or the housing investment decisions made by the private sector. Given a community willingness to maintain a strong economy, the City can act in a leadership role to communicate the importance of a positive economic climate and work with others to achieve it.

#### **GOAL ED-1**

**Nurture an economic climate that will attract and retain businesses, and assist in their development, expansion and success.**

##### ***Policy ED 1.1***

*Promote and maintain a business climate that supports the scalable recruitment, retention, and expansion of the city's economic base.*

##### ***Policy ED-1.2***

*Support the retention and expansion of existing local businesses and by promoting locally produced goods and services.*

##### ***Policy ED-1.3***

*Foster a supportive environment for business startups, small businesses, locally owned and women- and minority-owned businesses to help them prosper.*

##### ***Policy ED-1.4***

*Ensure that economic development sustains and respects the region's environment and encourages development of established and emerging industries, technologies, and services in step with environmental sustainability, especially those addressing climate change and resilience.*

##### ***Policy ED-1.5***

*Foster a culture of creativity, entrepreneurship and innovation which helps promote job growth and new business creation, including artisanal and small-scale producers, such as the craft food and beverage industry.*

##### ***Policy ED-1.6***

*Encourage infill and redevelopment of existing or underutilized commercial and light-industrial areas, while striving to maintain a jobs/housing balance.*

**Policy ED-1.7**

Evaluate and amend design and development standards that respond to the changing needs and support the growth of the city's four commercial districts: College Marketplace, Viking Avenue, Downtown/Front Street, and SR 305.

**Policy ED-1.8**

Facilitate the collection, analysis and dissemination of information that promotes existing and new economic activity.

**Policy ED-1.9**

Facilitate efforts of businesses and institutions to train workers, and support and advocate continuing education for Poulsbo's business and health care community.

**Policy ED-1.10**

Include an assessment of the economic benefit to the community and the effects on business in developing and implementing City policies and programs,

**Policy ED-1.11**

The City Council shall consider and weigh the impacts of the city's policies regarding taxes, fees and utility rates on Poulsbo's economic development goals, while recognizing the balance between economic development, the maintenance of high-quality services, and the financial health of city government.

**Education and Workforce Development**

Poulsbo is home to several primary, secondary, and higher education institutions. When combined, they contribute new ideas and innovations, cultural offerings and training opportunities that benefit students and businesses. Exceptional education provides quality of life benefits and prepares the next generation of workers to build and maintain an innovative and creative economy. By promoting educational and workforce learning opportunities for residents and workers of all ages and backgrounds, the City lays the foundation for a resilient local economy that attracts outstanding talent.

**GOAL ED-2**

**Commit to academics, affordable educational options, career training and lifelong learning.**

**Policy ED-2.1**

Support and partner with educational institutions to maximize resources and improve the quality of life for both city residents and students. Support and collaborate with Olympic College, Western Washington University, North Kitsap School District, and other education institutions to:

- Maintain and enhance the quality of education at all grade levels;
- Maintain and expand the programs, including those recreational in nature, of the Olympic College and Western Washington Poulsbo campus;
- Support the academic and technical training provided by higher education that serves our community, Kitsap and Olympic peninsulas, and the region;
- Encourage the development of programs that meet the changing needs of employers and employees;
- Encourage educational institutions, governments, and businesses to provide opportunities for youth to see and experience a variety of employment and business opportunities; and
- Encourage a commitment to lifelong learning to strengthen and diversify the existing workforce and attract talented new workers.

**Policy ED 2.2**

Provide apprenticeships and other workplace learning opportunities in Poulsbo City government.

**Policy ED 2.3**

Support the programs that encourage high school students to explore early college opportunities, such as Running Start and Two for Two, to help them build a strong foundation for their future careers.

## Planning and Infrastructure

One of the City’s critical economic development roles is to plan and prepare for the land uses, design features, and utility and transportation infrastructure that support the city’s continued development. By adopting a land use vision, implementing regulations to accomplish it, and investing in the necessary infrastructure to support this desired land use, the City’s infrastructure funding and development efforts are directly linked to and supports the City’s economic development program.

The City’s commitment to planning ensures that the city’s infrastructure, utilities, parks, and other resources are able to respond to or lead changing development pressures and needs, while meeting the needs of our residents. This allows the city to grow gracefully, to meet the needs of both existing neighborhoods and new development.

The City also undertakes planning activities to help Poulsbo adjust to changing market conditions. By doing this basic task well, Poulsbo is able to attract and retain predetermined business types.

### **GOAL ED-3**

**Provide a sufficient amount of land for commercial, light industrial, and business uses, the infrastructure and public facilities necessary to support economic growth, and an efficient and timely permit process.**

#### **Policy ED-3.1**

*Monitor and maintain an adequate supply of developable employment lands (commercial, light industrial, office commercial industrial, and business park) to accommodate the forecasted growth and accomplish the City’s economic development goals, while factoring in the changing needs due to a growing remote work force.*

#### **Policy ED-3.2**

*Promote economically viable neighborhood commercial that can foster small business enterprises, entrepreneurship and reduce vehicle miles while encouraging walking and cycling.*

#### **Policy ED-3.3**

*Determine and pursue the appropriate center designation(s) for the city, as designed and set forth in Puget Sound Regional Council’s adopted and updated Regional Centers Framework (March 2018) and the Kitsap County Countywide Planning Policies (CPP’s).*

#### **Policy ED-3.4**

*Review land use regulations and development standards to ensure that vacant or underutilized employment lands can be used as efficiently as possible. Identify and remove barriers to redevelop underutilized and/or vacant land and buildings, while providing flexibility and incentives as appropriate.*



**Policy ED-3.5**

Maintain an efficient, timely, predictable, and customer-focused permit process, conducted in a manner that integrates multiple city departments into a coordinated entity.

**Policy ED 3.6**

Continually explore efficiencies in permit reviews by harnessing appropriate technologies.

**Policy ED-3.7**

Enforce development regulations in a consistent, objective manner.

**Policy ED-3.8**

Encourage and support the development of technology and telecommunications infrastructure citywide.

**Policy ED-3.9**

Continue to plan, identify, construct, and maintain public infrastructure systems and capital facilities required to manage a positive economic climate. Anticipate needs and coordinate City infrastructure investments with economic development opportunities.

**Economic Development Implementation**

Economic development is a dynamic field, and to remain competitive, Poulsbo will need to implement its economic development strategy.

**GOAL ED-4**

**Encourage an economic development strategy that is flexible and nimble, able to respond quickly to market changes and climate.**

**Policy ED-4.1**

Encourage an environment supportive of entrepreneurial activities, evolving business models and emerging work forces.

**Policy ED-4.2**

Accommodate a mix of jobs, while actively seeking a greater proportion of family wage jobs that will benefit a broad cross-section of Poulsbo residents.

**Policy ED-4.3**

Continue to support development of flexible workspaces where people with shared interests can meet, collaborate, and develop their business ideas and products.

**Policy ED-4.4**

Consider the use of organization and financial tools or investment, including public-private partnerships where appropriate, to catalyze or leverage private sector and other resources, to accomplish Poulsbo's economic development goals.

**Policy ED-4.5**

Encourage economic development through a mix of incentives, economic and planning data, business assistance services, and strategic investments that support the City's adopted plans.

**Policy ED- 4.6**

Seek grant opportunities or other funding sources for the City to develop an Economic Strategic Plan to consider the opportunities and challenges citywide of a healthy economic climate, retention and expansion of existing businesses and successful recruitment of new businesses.

**Policy ED-4.7**

Support the Kitsap Public Utility District efforts to install telecommunication infrastructure, especially high-capacity fiber optic cable.

**Policy ED-4.8**

Monitor trends in telecommunication and technology, ensuring that new infrastructure will be in place or available for future businesses.

## Partnerships

For a community like Poulsbo that has a variety of business types and strong education partnerships, the foundations for effective economic development are the firms that are already here. Retaining these firms, continuing to meet their needs and assisting them as they grow and expand, is of paramount importance. A second source of economic development is the recruitment of new firms or businesses. Recruitment runs the gamut from nurturing small business start-ups to attracting large firms.

Poulsbo is fortunate to have some very capable organizations that play major roles in marketing, retention, and recruitment - including the Chamber of Commerce, Visit Poulsbo, Visit Kitsap Peninsula, and the Historic Downtown Poulsbo Association. Other partners include the Port of Poulsbo and the Kitsap Economic Development Alliance.

For continued success in retention and recruitment, Poulsbo needs effective leadership that coordinates and promotes the best efforts of all the complementary players. It needs to focus its economic development efforts with a clear and coordinated strategy.

### **GOAL ED-5**

**Foster partnerships with businesses, civic clubs, and government agencies to build upon and expand Poulsbo’s economic base to enhance and build Poulsbo’s economic diversity.**

#### **Policy ED-5.1**

*Continue to participate with and support the Kitsap Economic Development Alliance as a primary resource to provide advice and data on economic development issues, the potential for retaining and expanding existing industries, including industry clusters, and attracting new job opportunities.*

#### **Policy ED-5.2**

*Continue to partner with the Chamber of Commerce and Historic Downtown Poulsbo Association and other organizations to promote and market the city’s retail districts. Collaborate with the Chamber and Downtown merchants in development of community marketing materials.*

#### **Policy ED-5.3**

*Cooperate with Kitsap County, state agencies, and the private sector, to ensure that public improvements necessitated by new private development are funded equitably.*

#### **Policy ED-5.4**

*Continue working with the Port of Poulsbo to provide and promote Poulsbo as a destination for the boating community.*

#### **Policy ED-5.5**

*Encourage public and not for profit organizations to enter into partnership arrangements with private business interest to facilitate economic development projects that would not otherwise occur without cooperation of both the public and private sector.*

#### **Policy ED-5.6**

*Collect, analyze, and disseminate information that contributes to economic activity, anticipates issues, and identifies early action to avoid decline in the city’s commercial areas.*



## Livability and Economic Vitality

The quality, character and richness of place has become a key driver of the economic competitiveness of cities and regions. High-speed telecommunications allow talented workers and businesses to locate anywhere, increasing the importance of livability factors such as high-quality built environment and urban design, environmental protection, parks and recreation opportunities, cultural attractions, and entertainment. Quality of life also requires recognizing the importance of affordable and diverse housing options that provide workers with opportunities to live close to their jobs.

### **GOAL ED-6**

**Continue to support and invest in the quality-of-life attributes that provide Poulsbo with a competitive advantage in attracting business interests.**

#### **Policy ED-6.1**

*Recognize the economic benefits of city and private sector investments in urban amenities like arts and culture, open space and recreational facilities, and high-quality urban design. Strengthen the City's assets in these areas as an explicit component of the City's economic development strategy.*

#### **Policy ED-6.2**

*Promote and encourage public art that supports Poulsbo's culturally and ethnically diverse communities, institutions and Native Tribes.*

#### **Policy ED-6.3**

*Maintain development standards that ensure high quality design and urban amenities for public and private development.*

#### **Policy ED-6.4**

*Actively support increased supply and range of housing options to accommodate Poulsbo's diverse workforce, while striving to reach a jobs/housing balance.*

#### **Policy ED-6.5**

*Maintain and implement programs specifically designed to improve Poulsbo's community appearance (i.e. graffiti, litter, weed abatement, property maintenance.)*



## Recreation and Tourism

Poulsbo's historic "Little Norway" is one of the Kitsap Peninsula's favorites and most popular destinations for visitors of all ages and interests. Stroll down Front Street to explore galleries, museums, and shops in Poulsbo's growing Arts District, or stop by one of the several waterfront restaurants for a bite to eat overlooking the marina and waterfront park. Poulsbo is also home to several award-winning breweries that have taprooms and brew pubs as well as a growing coffee scene. The Poulsbo Marina is one of the most popular places for boaters to visit on the Kitsap Peninsula and there are kayak and SUP rentals on Liberty Bay. Poulsbo is also home to four museums celebrating the history, including maritime, heritage and culture of Poulsbo and the surrounding community.

### **Goal ED-7**

#### **Foster and grow Poulsbo's recreation and tourism-based economy**

##### **Policy ED-7.1**

*Support Poulsbo's emergence as a tourist destination by promoting tourism efforts in the community.*

##### **Policy ED-7.2**

*Promote the development of walking, bicycling, boating and kayaking tours that include a variety of destinations throughout Poulsbo.*

##### **Policy ED-7.3**

*Collaborate with downtown businesses, the Port of Poulsbo, and civic organizations to support Poulsbo as an emerging cruise destination.*

##### **Policy ED-7.4**

*Encourage development of expanded lodging options to support overnight stays by tourists and other visitors, while monitoring the short-term rentals and gauge their impact on the community.*

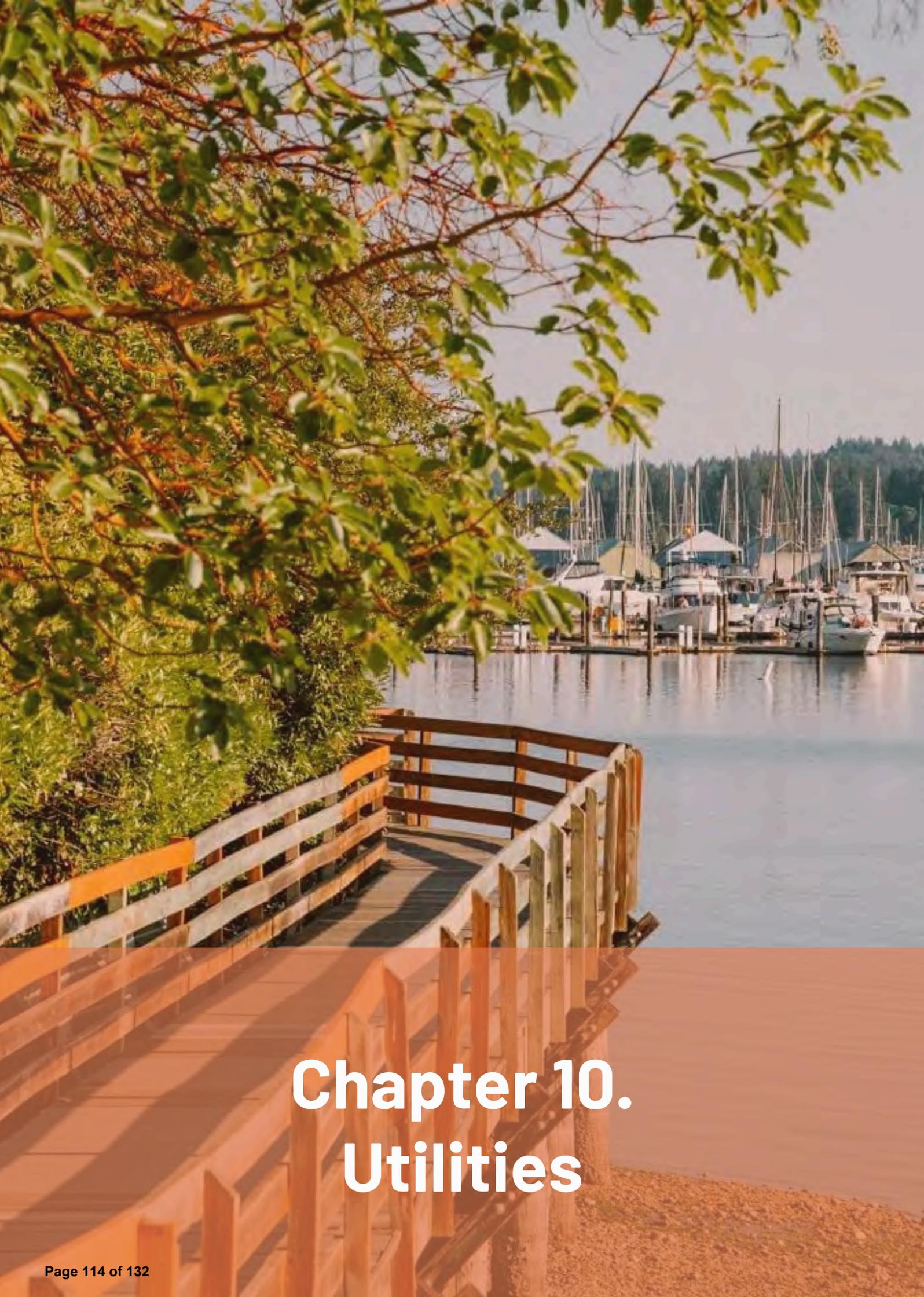
##### **Policy ED-7.5**

*Encourage and support community, entertainment, and evening activities throughout the commercial areas of the city, to support a nightlife economy.*

##### **Policy ED-7.6**

*Actively support the pursuit of an officially recognized Washington State Creative District.*





# Chapter 10. Utilities

## 10.1 PLAN CONTEXT

The Growth Management Act (GMA) requires the City to include a Utilities Chapter within its Comprehensive Plan consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines (RCW 36.70A.070(4)).

The Utilities Chapter contains the goals and policies necessary to guide the siting of utility services in the city. The main purpose of this chapter is to ensure that utility services provided by both public and private purveyors will be supportive of the comprehensive plan and be available to support the growth and development anticipated during the planning period. The goals and policies also address the quality, reliability, safety, and regulation of the services provided.

Like many cities, Poulsbo utilities are provided by a combination of city-managed and non-city-managed providers. Depending on their service, these are state regulated, federally licensed and/or municipally franchised providers.



## 10.2 GOALS AND POLICIES

### City-Managed Utilities

City-managed utilities include Sewer, Water, Solid Waste, and Storm Water Utilities. These utilities are enterprise operations that are self-supporting and separate from the city General Fund. Detailed descriptions and assessments of these utilities are included in Section 2, Capital Facility Plan.

- *The Sewer Utility* operates, maintains, and extends the sewage collection system to respond to the needs of residents and commercial establishments. The collection system discharges into interceptors owned and operated by Kitsap County, which transport the sewage to the Central Kitsap Wastewater Treatment Plant.
- *The Water Utility* operates, maintains, and distributes water through mains constructed, operated, and maintained by the city to residential and commercial users.
- *The Storm Water Utility* operations include flood control, maintenance and enhancement of surface water quality, National Pollutant Discharge Elimination System (NPDES) compliance, and public education.
- *The Solid Waste Utility* provides for the collection, hauling, and disposal of solid waste.

#### **GOAL UT-1**

**Provide the development and maintenance of all city-managed utilities at the appropriate levels of service to accommodate the City of Poulsbo's projected growth.**

#### ***Policy UT-1.1***

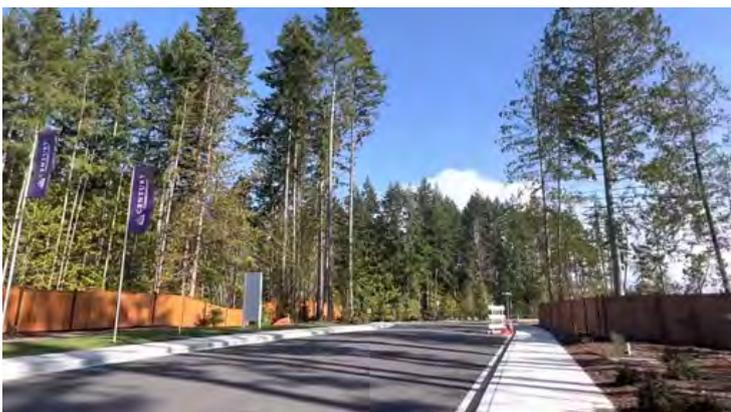
*The City shall adopt design and construction standards for all City-managed utilities. The City shall review their utility construction standards at a minimum of every five years to ensure the City's standards remain contemporary and relevant to the changing needs of the city.*

#### ***Policy UT-1.2***

*It is the City's policy not to hold itself as a public utility and therefore generally requires that properties annex to the city limits before City public utilities are to be extended. There may be circumstances, however, that the City may decide, at its sole and absolute discretion, to allow extension of utility service to property prior to annexation. The Poulsbo Municipal Code establishes the procedures and policies for utility extensions prior to annexation.*

#### ***Policy UT-1.3***

*Require sewer and water connections for all new development and land use redevelopment, consistent with City construction standards.*



**Policy UT-1.4**

Allow existing single family homes with working septic systems and private wells to continue to utilize these facilities, providing there are no health or environmental problems.

**Policy UT-1.5**

All new water and sewer mains shall be installed in public right-of-way, and the use of private easements for such locations shall be minimized to the extent feasible.

**Policy UT-1.6**

Sewers intended to serve new development shall be gravity unless topography or technical design reasons prevent obtaining gravity flow. In those specific cases where gravity flow cannot be achieved, lift stations may be considered by the city.

**Policy UT-1.7**

Provide a water supply that complies with all federal and Washington State Department of Health drinking water regulatory requirements and standards.

**Policy UT-1.8**

Provide for adequate design, construction, sampling, management, maintenance, and operation practices to supply safe and high-quality drinking water in a reliable manner with quality suitable for intended use including for domestic usage, irrigation usage, and sufficient supply for emergencies and fire flow protections.

**Policy UT-1.9**

Develop and implement a proactive water use efficiency and conservation program, based upon the goals and recommendations set forth in the most current water system functional plan. Any such efficiency and conservation program shall identify incentives for water conservation.

**Policy UT-1.10**

Maintain water quality by looping new water systems and connecting to existing systems to the extent feasible.

**Policy UT-1.11**

Manage the storm water system in Poulsbo to protect public safety, prevent public and private property damage, protect and work to enhance water quality and improve the water quality in the aquatic habitat, and provide for the safety and enjoyment of citizens, including the ongoing maintenance of stormwater facilities.

**Policy UT-1.12**

The City shall implement programs, projects, and maintenance measures in order to comply with the Washington State Department of Ecology Phase II NPDES permit requirements.

**Policy UT-1.13**

Maintain a cost-effective and responsive solid waste collection system. Require single-family residential garbage to be collected weekly at the curbside on public streets. Require commercial and multi-family garbage collection in City provide containers.

**Policy UT-1.14**

Promote the recycling of solid waste materials by providing opportunities for convenient recycling and distributing educational materials on recycling, composting and other waste reduction methods.

**Policy UT-1.15**

Continue participating in Kitsap County's solid waste management planning to ensure a regional approach to solid waste management.



## Non City-Managed Utilities

The Washington Utilities and Transportation Commission (WUTC) has the authority from state law to regulate the services and define the costs that a utility can recover, to ensure that the utility acts prudently and responsibly.

### Electrical Service

Puget Sound Energy (PSE) is a private utility providing electric and natural gas service to homes and businesses in Puget Sound region, covering 10 counties and approximately 6,000 square miles. PSE's regional and local electric planning efforts are integrated and centered on providing safe, dependable, and efficient energy service.

PSE's operations and rates are governed by the Washington Utilities and Transportation Commission (WUTC). PSE electric utility operations and standards are further governed by the Federal Energy Regulatory Commission (FERC), the National Electric Reliability Corporation (NERC), and the Western Electricity Coordinating Council (WECC) that monitor, assess, and enforce compliance and reliability standards.

The residents of City of Poulsbo and region rely on the coordinated effort between PSE and City for the adoption and enforcement of codes to protect transmission and distribution line capacity and support federal and state compliance of safe, reliable, and environmentally sound operation of PSE's electric facilities. Routine utility work and vegetation management is required to maintain compliance with these FERC, NERC, and WECC regulations.

In order for PSE to meet regulatory requirements, to provide dependable and cost-effective service, PSE updates and files an Integrated Resource Plan (IRP) with the WUTC every two years. The IRP is an analysis that considers policies, costs, economic conditions, and the physical energy system, and proposes the starting point for making decisions about what resources may be procured in the future and presents a long-term forecast of the lowest reasonable cost combination of resources necessary to meet the needs of PSE's customers over the next 20 years. The current IRP was published on April 2, 2021.

To provide the city with electricity, PSE builds, operates, and maintains an extensive integrated electric system consisting of generating plants, transmission lines, substations, switching stations, sub-systems, overhead and underground distribution systems, attachments, appurtenances, and metering systems.

Within the City of Poulsbo, PSE operates and maintains: ~3.8 miles of 115 kilovolt (kV) high-voltage transmission lines, 2 distribution substations (Poulsbo sub on Viking Way and Serwold sub on Lincoln Rd.), and 1 transmission switching station (Foss Corner), ~28.7 miles of overhead and ~53.4 underground 12.5kV distribution lines, and approximately 3,976 metered customers.

To meet regional and citywide electric demand, new transmission lines and substations may need to be constructed, in addition, existing facilities will need to be maintained and possibly rebuilt to serve current and future demand. Specific transmission and substation construction that is anticipated in the City of Poulsbo in the next 10 years includes a possible fourth transmission tie from the south to the Foss Corner switching station that may go through city limits.



## **Natural Gas**

Cascade Natural Gas (CNG) builds, operates and maintains the natural gas facilities serving the City of Poulsbo. The Pacific Northwest receives natural gas from various regions of the United States and Canada. Natural gas is transported through the states of Washington, Oregon, and Idaho via a network of interstate transmission pipelines owned and operated by Northwest Pipeline Corporation.

The location, capacity, and timing of improvements within CNG's service area depends primarily on opportunities for expansion and the location of city growth. There are usually several alternative routes possible when connecting to the existing system. The ultimate route will depend on right-of-way, environmental impacts, and the additional opportunity to install mains concurrent with new development, or other underground infrastructure improvements.

## **Telecommunication Services**

Telecommunication is the transmission of information in the form of electronic signals or other similar means and includes telephone, wireless services, microwave, cable, broadband, and fiber optic.

Telecommunications utilities are provided by private companies and their infrastructure is located throughout the city and includes lines, poles, cables, antenna, towers and system hubs. In most cases, these telecommunication services will use existing utility corridors, public rights-of-way, and city owned properties other than rights-of-way. Poulsbo encourages the shared use of facilities.

The telecommunications industry continues to change rapidly. Poulsbo supports technological advances, while still considering the implications of continuing availability of basic communication services to all residents and businesses.



**GOAL UT-2**

**Encourage provision of non-City managed utilities, facilities and services that meet the needs of the City and accommodate future population and economic growth.**

**Policy UT-2.1**

*Work with providers to appropriately site new utility facilities to maintain a reliable level of service and accommodate growth. Provide data and population projections to assist providers in their utility planning.*

**Policy UT-2.2**

*Ensure the City's Comprehensive Plan and development regulations are consistent with and does not impair the fulfillment of public service obligations imposed upon utility providers by federal and state law. Work with utility providers to review local regulatory barriers for alternative and renewable energy sources and, if any are found, remove these barriers.*

**Policy UT-2.3**

*Ensure reasonable access to rights-of-way for all providers consistent with federal and state laws. Require compliance with the City's permitting process for any activity within city right-of-way.*

**Policy UT-2.4**

*Ensure that utilities are provided consistent with applicable rules, regulations, and prudent utility practices.*

**GOAL UT-3**

**Locate utilities to minimize impacts on public health and safety, the surrounding development, the environment, and interference with other public facilities.**

**Policy UT-3.1**

*Promote affordability and equitable access of public services to all communities, especially the historically underserved. Prioritize investments to address disparities.*

**Policy UT-3.2**

*Place utility facilities along public rights-of-way and encourage underground distribution lines in accordance with City and state rules and regulations.*

**Policy UT-3.3**

*Coordinate the design and timing of installation and repair of utilities with street improvements whenever possible.*

**Policy UT-3.4**

*Protect the City's rights-of-way from unnecessary damage and interference and ensure restoration to pre-construction condition or better.*

**Policy UT-3.5**

*Minimize visual impacts of personal wireless telecommunication facilities (excluding small wireless facilities) by establishing location priorities. Placement for new personal wireless telecommunication facilities shall be in the following priority: 1) Attach on existing telecommunication facilities; 2) attach antennas within rights-of-ways and on existing structures (power poles, buildings, water towers); 3) Non-residential zoning districts; 4) Residential zoning districts.*

**Policy UT-3.6**

*Wireless telecommunication facilities shall be camouflaged by employing the best available technology. This may be accomplished by use of compatible materials, location, color, stealth technologies, and/or other strategies to achieve minimum visibility of the facility as viewed from public streets or residential properties.*





# Chapter 11. Health and Human Services

## 11.1 PLAN CONTEXT

The Health and Human Services Chapter is not required by the Growth Management Act (GMA); even so, Poulsbo feels strongly that planning for the health and wellness of the community is just as important as planning for other chapters of the Comprehensive Plan.

Health and Human Services encompasses a wide spectrum of programs and functions aimed at promoting the well-being and vitality of individuals and communities alike. It demonstrates our shared commitment to a city where every person has access to the resources and support, they need to lead a fulfilling and healthy life.

Poulsbo has made a commitment to providing services and assistance to those considered more vulnerable and/or at risk of poor health outcomes, displacement, or involvement in emergency systems including low-income youth and adults, isolated older adults, people struggling with mental health disorders and chronic health conditions, and people struggling with drug and alcohol addiction. In 2020, the Housing, Health, and Human Services (HHH) Department was added as a way to strengthen the City's social safety net and improve services to residents. This new chapter serves as a landing place for the work already underway, as well as a framework for making future decisions regarding health and human services.

Emergency management is crucial for the City of Poulsbo to ensure the safety and well-being of its residents, businesses, and visitors. Effective emergency management not only prepares the community for unforeseen events but also enhances resilience, mitigates potential damage, and facilitates a quicker recovery. By prioritizing emergency preparedness, Poulsbo can protect lives, maintain critical infrastructure, and sustain economic stability in times of crisis.



## 11.2 GOALS AND POLICIES

### Human Services

Human services are an essential part of the fabric of a community. The City of Poulsbo is no exception. The dedication and commitment of the city is shown by the creation of the Housing, Health, and Human Services Department (HHH) in 2020. The HHH Department provides space and opportunity for direct services and funds, promotes, and enhances the work of other departments, agencies, and nonprofits and works with partners to understand current and emerging human service needs—and find new opportunities to address them.

Human services are services that enable individuals and families to meet basic human needs (physical, economic, and social) and offer a continuum of support including intervention, prevention, and enhancement.

#### **Goal HH-1**

**Support an effective and efficient system of human services that addresses and anticipates needs within the community.**

#### ***Policy HH-1.1***

*Continue to support the Housing, Health, and Human Services Department, which partners with other departments, agencies, and nonprofits to understand current and emerging human service needs and find new opportunities to address them.*

#### ***Policy HH-1.2***

*Conduct an initial community needs assessment to understand gaps in community human services, as well as the strengths and assets available in the community.*

#### ***Policy HH-1.3***

*Support efforts to increase community awareness of community-based human service resources.*

#### ***Policy HH-1.4***

*Encourage human services to become accessible to all in the community by removing any barriers, including but not limited to architectural, cultural, language, communication, and location.*

#### ***Policy HH-1.5***

*Promote volunteerism as a way to involve citizens in meeting the needs of their neighbors, stretch funding resources, and build a sense of pride in the community.*

#### ***Policy HH-1.6***

*Encourage human services organizations to locate facilities near commercial centers where transit and non-motorized facilities exist.*

#### ***Policy HH-1.7***

*Provide training to City employees who interact frequently with the public, including but not limited to police, public works operations, development services, and parks staff, to detect potential human services needs and offer contact information, while respecting citizens' rights to privacy.*

#### **Goal HH-2**

**Recognize the interrelationship between housing and human services.**

#### ***Policy HH-2.1***

*Support programs designed to allow people who need assistance to remain in their homes or maintain their independence as long as possible.*



**Policy HS 2.2**

*Encourage the creation of a mix of housing alternatives for people at different levels of independence.*

**Policy HS 2.3**

*Support the creation of residences for people in recovery from drug and alcohol use disorder; ensure that these residences provide adequate recovery support for residents and access to educational/vocational skills.*

**Healthy Living**

Healthy, sustainable, and safe communities do not just happen – they are the product of people working together and investing time, energy and commitment. Health is a major determinant of quality of life and the ability to participate fully in the community. The city recognizes the importance of health for all of Poulsbo’s residents, particularly the most vulnerable and/or at risk.

**Goal HH-3**

**Create a healthy environment where community members may practice healthy living, are well nourished, and have access to quality health care.**

**Policy HH-3.1**

*Work with the medical community and providers to promote access to high quality healthcare, including physical and mental health, emergency medical, and addiction services.*

**Policy HH-3.2**

*Collaborate with community organizations and health providers to advocate for quality health care and broader accessibility to services.*

**Policy HH-3.3**

*Support the increased availability of home care and appropriate assisted-living opportunities for older adults and people with disabilities, including appropriate support and resources for caregivers of older adults and people with disabilities.*

**Policy HH-3.4**

*Support organizations that help provide food assistance to low-income residents.*

**Policy HH-3.5**

*Promote the development of home and community gardens, farmers’ or public markets, and other small-scale collaborative initiatives in order to provide citizens with a diverse choice of locally based food products.*

**Policy HH-3.6**

*Continue to develop a robust pedestrian and bicycle network that safely accommodates walking and biking for commuting, school, shopping, and recreational trips by those of all ages and levels of experience.*

**Policy HH-3.7**

*Encourage development of new parks, plazas, gardens, trails and paths, and open space amenities concurrent with approvals for new development to increase opportunities, encourage physical activity, and help mitigate urban heat island effects.*

**Policy HH-3.8**

*Continue to support the Parks and Recreation Department programs that create a healthier, more inclusive community where all residents, regardless of age or financial constraints, can lead active and fulfilling lives by offering free or low costs activities, senior programs and accessible parks and facilities.*



## Emergency Preparedness and Resiliency

Emergency preparedness and resiliency are essential pillars of any community's ability to withstand and recover from unforeseen crises and disasters. Being prepared for emergencies, whether natural or man-made, is not merely an option but a responsibility.

### **Goal HH-4**

**Develop an increased level of emergency preparedness among all segments of the population to help coordinate governmental response and recovery efforts that seek to minimize the adversity of a major emergency or disaster.**

#### **Policy HH-4.1**

*Develop a plan to evaluate the City's ability to withstand and recover from natural disasters and human-made disruptions in order to minimize disruptions to public services. Prepare a city response that organizes community partners and volunteers to ensure recovery from emergency events.*

#### **Policy HH-4.2**

*Develop a climate change risk assessment and impact analysis for city government facilities and operations.*

#### **Policy HH-4.3**

*Provide community education and outreach on wildfire smoke mitigation best management practices. Ensure outreach is accessible and prioritizes vulnerable communities, including those who work outside. Work with community partners to establish hubs that can serve as clean air shelters for use by the public during wildfire smoke events.*





# Chapter 12. Participation, Implementation, and Evaluation

## 12.1 PLAN CONTEXT

The adoption of the Comprehensive Plan (“The Plan”) is a commitment to a coordinated vision for the future. The Plan’s success is measured through committed use by elected and appointed officials, municipal employees, and residents. Elected officials will utilize The Plan as a guidebook for implementing the community’s vision for the future and adopt regulations to support those goals and update as necessary to respond to changing conditions. The Plan also influences budgeting decisions by making sure sufficient capital facilities and resources are available to serve the current and future residents of the City.

Successful communities are those that are able to face their challenges collectively. Poulsbo has an effective local government that responds to and anticipates the changing needs of the community, recognizes the value of effective public involvement and creates opportunities for engagement. Decisions are better—more equitable, resilient, and accountable—when all interested parties are involved in considering the issues and weighing in on decisions. Collaborative and inclusive participation is essential to a prosperous, healthy, and equitable Poulsbo.



## 12.2 GOALS AND POLICIES

### Public Participation

The Growth Management Act (GMA) establishes that cities shall have procedures providing for early and continuous public participation in the development and amendment of comprehensive plans and regulations that implement these plans. The Plan is based on involved community input and reflects the priorities and values of its residents and the business community.

Broad-based community participation is essential to maintaining an effective and useful Comprehensive Plan for the future. However, public participation in Comprehensive Plan updates is just one piece. The community also must be involved as The Plan is implemented, including opportunities to review proposed updates to development regulations and functional plans, as well as to review public projects. Different levels of involvement are appropriate at various states of Plan preparation and implementation.

#### **GOAL PI-1**

**Value public participation and promote broad-based involvement by members of the Pouslbo community in the update and implementation of the Comprehensive Plan, as well as in other issues and opportunities of significance to the City.**

#### **Policy PI-1.1**

*Provide opportunities for public review of plans, regulations, and development proposals while tailoring the review approach and specific issues to the appropriate stage of plan preparation and implementation.*

#### **Policy PI-1.2**

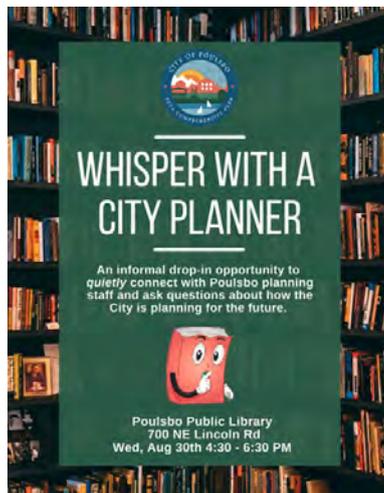
*The City shall develop public participation plans for major projects or decision processes. In addition to hearings and other formal opportunities for oral and written public comment, the City will utilize other outreach techniques, such as town hall meetings, open houses, workshops, forums, opinion surveys and stakeholder groups.*

#### **Policy PI-1.3**

*Provide early and continuous participation by use of all public involvement and communication options at the City's disposal, such as websites, surveys, workshops, open houses and other meetings, and citizen advisory/stakeholder groups.*

#### **Policy PI-1.4**

*Support effective and equitable participation by providing a variety of community engagement opportunities which include accessible and culturally and linguistically appropriate materials to actively recruit input from diverse sources.*



## Implementation and Evaluation

Achieving the goals and policies outlined in the Comprehensive Plan depends on taking action. Similar to many budgets, while there are not sufficient resources to accomplish all of the strategies simultaneously, the City can make progress on carrying out the Plan by identifying priorities.

Successful implementation of the Plan also depends on evaluating the actions taken to determine if they are meeting community goals. Finally, implementing the Comprehensive Plan requires the cooperation of, and partnerships among, the citizens, property owners, private sector, non-profit organizations, business owners, the City of Poulsbo, and other local, State and federal agencies.

### **GOAL PI-2**

**Maintain and implement a Comprehensive Plan that embodies the future vision for Poulsbo and carries out the City's local, regional and statewide responsibilities.**

#### **Policy PI-2.1**

*Verify that development regulations, functional plans, City budget, capital improvement plan budgets and priorities, and other implementing measures and actions are consistent with, and reinforce, the Comprehensive Plan.*

#### **Policy PI-2.2**

*Conduct a substantial Comprehensive Plan review every ten years. Analyze the opportunities and issues facing the City, review changes in State law, complete a thorough review of existing policies, and update the Plan as needed. New Census data will be utilized for implementation and administration purposes as it becomes available, and the data will be incorporated into the substantial Comprehensive Plan review.*

#### **Policy PL-2.3**

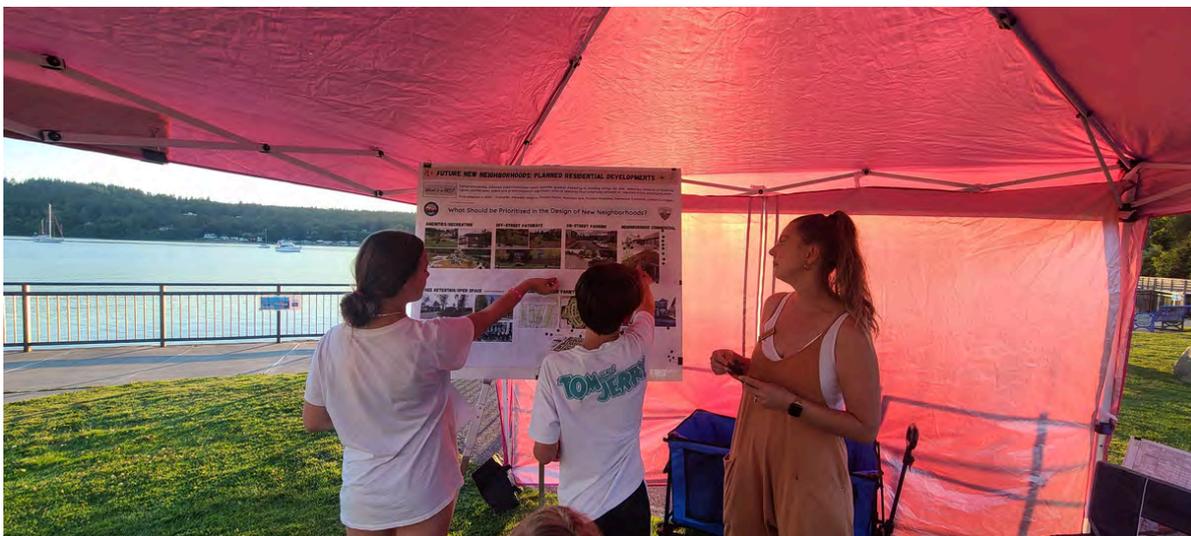
*Provide an implementation progress report detailing the progress achieved in implementing the comprehensive plan every five years after the adoption of the comprehensive plan update (RCW.36.70A.130).*

#### **Policy PI-2.4**

*Update applicable City code provisions as soon as possible following a Comprehensive Plan amendment or where a major revision to the Comprehensive Plan has been adopted.*

#### **Policy PI-2.5**

*Ensure the City's development regulations do not result in an unconstitutional taking of private property by ensuring City staff are familiar with Washington State Attorney General's "warning signals" for unconstitutional takings of private property.*



## Amending the Comprehensive Plan

The Plan is a dynamic document. It provides predictability for citizens, developers, and elected officials about the City's long-term strategy for the future. At the same time, the goals and policies in The Plan are designed to be flexible enough to respond to changing conditions. Also, The Plan is reviewed and evaluated on a regular basis to ensure that it addresses changing conditions in the City, new information and current state and regional policy guidance.

The Plan provides long-range policy guidance for the future and a framework for managing change. It is important that amendments to The Plan retain the broad perspective articulated in the community vision statement, satisfy the goals and policies, and remain consistent with the intent of the GMA.

Generally, there will be three types of amendments to the Plan: 1) amendments to narrative text, goals, and policies; 2) amendments to comprehensive plan maps; and 3) amendments to the Capital Facilities Plan.

Proposed amendments to The Plan may be initiated by City officials, City Council, or by other entities, organizations, or individuals, are considered on an annual basis (no more frequently than once a year with exception of the year that updates are due) and processed concurrently so that the cumulative effect of the various proposals can be ascertained. Amendments to the capital facilities plan may occur outside of the annual review process, if adopted concurrently with an annual budget per (RCW 36.70A.130.2.a.iii).

Proposed amendments are collected throughout the year and processed according to the provisions set forth in the Poulsbo Municipal Code. To be approved, a comprehensive plan amendment must meet one of the following criteria: 1) the amendment is warranted due to an error in the initial adoption of the Plan; 2) the amendment is based on a change of conditions or circumstances from the initial adoption of the Plan; 3) the amendment is based on new information or facts which were not available at the time of the initial adoption of the Plan.

### Amending Narrative Text, Goals and Policies

Amendments to text, goals and policies of The Plan will most likely be based on the need to clarify or refine the text or its intent, changing circumstances or new policy direction.

### Amending Comprehensive Plan Maps

Land use designations of specific properties on Figure LU-1 "2044 Land Use Comprehensive Plan Map" as well as the City's zoning map, may be requested for re-designation by property owners or designated representatives. This type of amendment, referred to as a "site specific re-designation request," proposes a change in land use from one type of land use to another - for example from residential land use to commercial land use.

Other maps within The Plan may be amended throughout the planning horizon when new information becomes available, or circumstances dictate.

The boundary of the Poulsbo Urban Growth Area (UGA) is established by Kitsap County and amendments to the UGA follow the requirements and procedures of the Kitsap Countywide Planning Policies and Kitsap County's Comprehensive Plan for UGA adjustments. Amendments to the Poulsbo UGA cannot be made through the City's annual Comprehensive Plan amendment process.



### Amending the Capital Facilities Plan

The Capital Facilities Plan (CFP) addresses the infrastructure needed to adequately serve the city residents and businesses and includes police protection, solid waste, government buildings, fire/emergency services (Poulsbo Fire District), and schools (North Kitsap School District). It is expected that City officials will propose amendments to the CFP as City departments complete capital projects, identify new projects, secure funding, establish new priorities, and update the 6-year Capital Improvement Program (CIP) through the annual budget process.

The City's CFP is intended to be an on-going process, as the City identifies needed projects - most likely through updates to functional plans, adds the projects to the 2044 Capital Facilities Project List (Table CFP-3), funds and schedules the projects on the City's 6-year CIP (annual budget + Table CFP-4), and implements the project. It is anticipated that amendments to the CFP will be necessary most years.

### New Text in the Capital Facilities Plan

This amendment type will most likely occur when circumstances have changed, or new information is available. For example, when capital facilities are completed, an amendment will be necessary to remove the project from Table CFP-3 and its appropriate section's descriptive text. The level of service analysis may also be subject to revision during the 2044 planning period - any changes in these will require textual amendments to the CFP.

### New Projects Added to Table CFP-3 "2044 City Capital Facility Project List"

The Public Works, Engineering, or Parks departments may identify new projects that are necessary to accommodate the City's population, employment, and/or housing allocations or to maintain adopted level of service standards. This will most likely occur when functional plans are updated. New projects may also be identified when new funding sources become available, or if new circumstances and priorities occur.

### New Projects added to Table CFP-4 "City of Poulsbo 6-year Capital Improvement Projects"

Capital improvement projects which are included in Table CFP-3, the long-term capital facility project list, that have reasonably secured funding sources and are planned to be implemented within six-years, are included on the City's 6-year Capital Improvement Program (CIP).

### Updates to Functional Plans

Functional plans are the method the city utilizes to meet GMA requirements for city operated infrastructure and facilities. The five functional plans include water, sanitary sewer, stormwater management, transportation, and parks. Whenever a functional plan is fully updated or selectively, an amendment to The Plan is necessary to formally adopt the plan. All functional plans are part of The Plan, and are found in Appendix B.

Comprehensive Plan Policy CF-6.5 allows for administrative updates to functional plans if the new information does not: a) respond to a GMA requirement; b) identifies new improvements necessary to serve planned growth; or c) are new or revised policies.

Functional plans should be developed and reviewed in a process that includes City departmental and City Council review, as well as public review and comment, before proposing to be docketed as a Comprehensive Plan amendment. Functional plan updates should generally follow the process outlined in Policy PI-3.6 below.



## Emergency Amendments

Emergency amendments to the Plan are allowed pursuant to RCW 36.70A.130(2)(b). Emergency amendments can be considered outside of the annual review cycle and must be based on an event, circumstance or situation that constitutes an immediate threat to public health, safety, or welfare. One public hearing before the City Council is required to adopt an emergency amendment to the Plan and must be legally noticed 10-days before the hearing.

### **GOAL PI-3**

**Process comprehensive plan amendments in conformance with the requirements of the Growth Management Act, and as set forth in the Poulsbo Municipal Code.**

#### **Policy PI-3.1**

*Amendments to the Comprehensive Plan shall be processed pursuant to the requirements of Title 19 of the Poulsbo Municipal Code. The City shall establish a docket for any proposed amendments to the Poulsbo Comprehensive Plan once a year, except for the year of a comprehensive plan update, considering the Plan amendments as a package in order to evaluate their cumulative impact.*

#### **Policy PI-3.2**

*Amendments to the capital facilities plan may occur outside of the annual review process, if adopted concurrently with an annual budget; this is allowed under GMA (RCW 36.70A.130.2.a.iii).*

#### **Policy PI-3.3**

*Amendments to comprehensive plan text or maps may be administratively made by the Planning Director if the amendment is to correct an obvious factual error, typographical error or an inadvertent omission. The Planning Director shall review the record to confirm the error and provide written documentation of the correction.*

#### **Policy PI-3.4**

*Amendments to the City's comprehensive plan and/or City's functional plans should generally conform to the public participation process used for the initial adoption of the comprehensive plan. Depending on the nature of the amendments, the process may vary in terms of time frame, content, number of meetings, etc.*

#### **Policy PI-3.5**

*Recognize that the need for emergency amendments may require modifications to the annual comprehensive plan amendment process. The need for emergency amendment(s) shall be based on an event, circumstance, or situation that constitutes an immediate threat to the public health, safety, or welfare. One public hearing before the City Council is required to adopt an emergency amendment to the comprehensive plan and must be legally noticed 10-days before the hearing.*

#### **Policy PI-3.6**

*The City's functional plans shall be updated as required per state law if new information or circumstances dictate. Whenever a functional plan is fully updated or selectively, an amendment to the comprehensive plan is necessary to formally adopt the plan.*

*Prior to docketing as a comprehensive plan amendment, the appropriate department shall circulate a draft functional plan (or selective amendments) for review and solicit comments from: appropriate City staff; interested citizens, property owners and/or general public; any appropriate state or local agency; and appropriate City Commission. The review and comment process shall be documented and included with the functional plan when ready for comprehensive plan amendment docketing.*

