C I T Y O F P O U L S B O

COMPREHENSIVE PLAN

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Updated 2016

City of Poulsbo, 200 NE Moe Street, Poulsbo, WA 98370

City of Poulsbo Comprehensive Plan
2016
~~December 2009~~

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

Prepared for:
Mayor **Becky Erickson** ~~Kathryn Quade~~

~~2009~~ **2016** Poulsbo City Council

Kenneth Thomas
Connie Lord
Gary Nystul
Jim Henry
Jeff McGinity
Ed Stern and
David Musgrove

~~*Kimberlee Crowder*~~
~~*Becky Erickson*~~
~~*Jeff McGinity*~~
~~*Linda Berry-Maraist*~~
~~*Connie Lord*~~
~~*Dale Ruldolph and*~~
~~*Ed Stern*~~
+
~~2009~~ **2016** Poulsbo Planning Commission
Ray Stevens,Chair
James Coleman
Gordon Hanson
Kate Nunes
~~*Jim Henry*~~
Robert Nordnes
Shane Skelley and
James Thayer ~~*and*~~
~~*Stephanie Wells*~~

Prepared by:
Karla Boughton, Interim Planning and Economic Development Director
~~Barry Berezowsky, Planning Director~~
~~Barry Loveless, Public Works Director~~
Andrzej Kasiniak, Engineering Director
Diane Lenius, City Engineer

Deborah Booher, Finance Director
Mary McCluskey, Parks Director
James Haney, City Attorney
and their departmental staff and consultants
~~+~~
~~Karla Boughton~~
~~kb consulting~~

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Acronyms and Abbreviations

ADA	Americans with 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
CPSGMHB	Central Puget Sound Growth Management Hearings Board
~~CTED~~	~~Washington State Department of Community, Trade and Economic Development~~
CTR	Commute Trip Reduction
DC	Downtown Core Commercial land use/zoning designation
DNR	Washington State Department of Natural Resources
DOE	Washington State Department of Ecology
DU	Dwelling Unit
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
KEDC	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
OFM	Washington State Office of Financial Management
Plan	Comprehensive Plan
PMC	Poulsbo Municipal Code
PPH	Persons Per Household
PRD	Planned Residential Development
PSRC	Puget Sound Regional Council
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
TIP	Transportation Improvement Program
TSM	Transportation System Management
UGA	Urban Growth Area
UGAMA	Urban Growth Area Management Agreement
ULCA	Kitsap County Updated Land Capacity Analysis

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 is a reflection of the wide variety of individual and community desires, needs and aspirations, all within the context of the goals and requirements of the 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. In the face of continued growth, the City seeks to shape its future in ways that will maintain the quality of life that makes Poulsbo a special place to live and work. 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 citizens and elected officials:

Poulsbo is a vibrant community distinguished by its unique location on the shore of Liberty Bay, access to natural beauty and urban amenities, and historic, small-town character. ~~Environmentally and economically healthy,~~ Situated at the cross-roads of Puget Sound, Poulsbo is an ~~inclusive and diverse city with a~~ economically vital ~~livable~~ city ~~and~~ with a strong sense of community and heritage, where ~~picturesque downtown core that connects the City's neighborhoods and communities. The Citizens of Poulsbo are civically engaged, local government responds to public needs, and~~ civic groups, local government and neighbors work collaboratively to continually maintain and improve high quality of life.

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

Poulsbo's Guiding Principles

1. Respect Poulsbo's identity, including the historic downtown and existing neighborhoods and

districts, while allowing new areas to develop.

2. Improve and sustain the beauty and health of the surrounding natural environment.

~~3.~~ Develop an economically sustainable balance of services, amenities and infrastructure. f~~or a diverse population.~~

4. Promote community interaction by supporting gathering places, open spaces, and parks and recreation.

Single family home in Old Town Poulsbo residential neighborhood.

5. Support community members of all ages in their efforts to promote active lifestyle choices.

6. Connect the City, neighborhoods, and neighbors through **complete streets designed to provide safe mobility for all users.** ~~mobility options~~.

7. Establish processes that engage citizens and community partners and implement policies that reflect the desires and concerns of community members.

Poulsbo's Community Key Goals

These Community Key Goals are crafted as an extension and refinement of the City's Vision Statement and Guiding Principles and provide a framework for each of the Comprehensive Plan's Chapters. Therefore, these Community Key Goals are presented at the beginning of each applicable Chapter of the Comprehensive Plan.

LAND USE

• Achieve a mix of commercial land uses that serve the needs of the City's residents, businesses and visitors.

• Plan for residential development that compliments the built environment and the city's neighborhoods, while we change and grow.

• Plan and provide for public utilities and infrastructure to support the geographic and population growth of the City.

• Plan for mixed-use to encourage proximity and diversity in living and working options and decrease transportation challenges.

Public plaza at Downtown Poulsbo.

COMMUNITY CHARACTER

• Improve quality of life and create places where both adults and youth can live, work, learn,

shop and play.

• Maintain the positive identifiable images and features that make Poulsbo memorable.

• Encourage community cohesion by providing a range of spaces and places for civic functions, such as public meetings, ceremonial events, and community festivals.

• Provide a well-designed, pedestrian friendly, and community oriented downtown center.

• Respect the character of the City's downtown, waterfront, and residential areas, while allowing for new development, expansion, and renovation that considers the scale and character of the area.

• Accommodate infill development and redevelopment that enhances the quality of city neighborhoods and business areas.

SR 305

TRANSPORTATION

• **Emphasize development of complete streets that are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders regardless of age, ability or mode of transportation.**

• ~~Promote alternative mobility options and modes of transportation to reduce reliance on cars, including infrastructure for public transit, pedestrians, and bicyclists.~~

• Develop standards to improve the function, safety, and appearance of the City's street system.

• Maintain a consistent level of service on the City's street system that is appropriate for existing and future growth to improve traffic flow.

• Participate in efforts to enhance the City's connectivity to the region, including telecommuting.

NATURAL ENVIRONMENT

• Support standards that maintain or improve environmental quality.

• Preserve the City's natural systems to protect public health, safety and welfare, and to maintain the integrity of the natural environment.

• Support regulation of activities in sensitive and hazardous areas to ensure high environmental quality and to avoid risks actual damage to life and property.

• **Coordinate implementation of regulation and preservation efforts through the Comprehensive Plan, Critical Areas Ordinance, Shoreline Master Program, and other applicable City plans and regulations, depending on the nature and location of the natural resource to be protected.**

CAPITAL FACILITIES

• Proactively plan and provide for critical public facilities, such as water, storm water, ~~and~~ sanitary sewers, **streets, parks** and **other necessary** infrastructure to meet the needs of existing population and future growth.

• **Ensure that public facilities and services necessary to support development is adequate and available at the time of new development, without decreasing the adopted level of service.**

• Provide the necessary public facilities identified through **the** Capital Facilit**ies**~~y~~ Plan~~s~~ within the City's ability to fund or within the City's authority to require others to pay, or fundable through strategic partnerships.

• ~~Provide leadership for cooperative solutions for downtown traffic circulation and parking challenges for residents, businesses, and tourists~~.

Vinland Pointe

HOUSING

• Achieve a mix of housing types to meet the needs of owners and renters at various income levels and ages.

• Achieve a mix of housing types and densities while maintaining healthy neighborhoods, and guide new housing development into appropriate areas.

Shoreline at American Legion Park

PARKS, RECREATION AND OPEN SPACE

• Develop active and passive parks, recreation programs and facilities, and an open space system that benefits citizens of all ages, incomes and physical abilities.

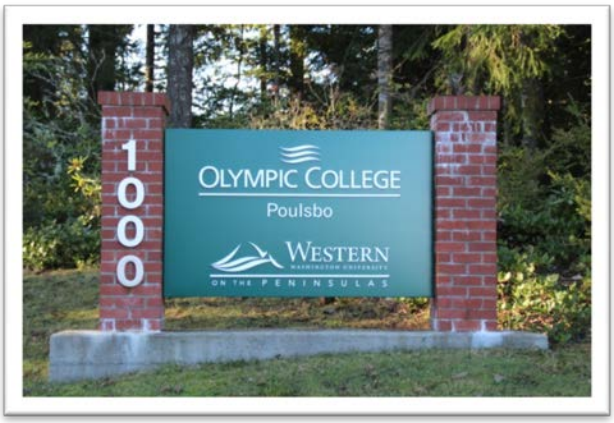
• Establish a**nd maintain a** network of trails, **safe walkways,** ~~pedestrian linkages~~ and open spaces throughout the Poulsbo community.

• Provide ~~more~~ opportunities for indoor and outdoor recreational activities and team sports in City ~~of Poulsbo~~ parks.

ECONOMIC DEVELOPMENT

• **Foster a positive economic climate that supports business retention, expansion and recruitment.** ~~Promote a strong, diversified, and sustainable local economy, incorporating new technologies and~~ facilities.

• Attract appropriate businesses and foster local entrepreneurship that serves **Poulsbo** residents' **as well as the greater North Kitsap community.** ~~and non-residents' needs.~~



Olympic College/WWU Campus at College MarketPlace

• Support the provision **and expansion** of education **at all levels** and training opportunities to maintain **and enhance** a skilled workforce.

• **Ensure Poulsbo residents have access to family wage jobs, and employers have access to a talented workforce to assist in retaining and growing their businesses.** ~~Help facilitate the retention and attraction of community-based, living wage jobs for people living in Poulsbo~~.

• **Provide sufficient infrastructure and public facilities necessary to support economic growth.**

• **Ensure a healthy and beautiful environment, vibrant and thriving community and high quality of life for all Poulsbo residents and businesses.**

• Encourage business activity that takes advantage of technology and promotes alternatives to commuting.

1.2. The Planning Context

Poulsbo's Comprehensive Plan is a legal and policy document that serves as the vehicle to achieve the City's vision of the future. The Plan has these characteristics:

- *Long Range* – The plan is based on a 20-year vision of the City;
- *Predictable* – The plan is site specific and clearly states how properties will be zoned and used in the future;
- *Consistent* – The plan is internally consistent and is consistent with the Poulsbo Sub Area Plan;
- *Flexible* - The plan will continue to evolve through its annual amendments and updates and the required **8-year** ~~7-year~~ review, the plan will be adjusted to changing needs, unforeseen circumstances and new local or regional trends;
- *and as the name implies, Comprehensive* – The plan 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 citizens.

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 Growth Management Act 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 Washington's 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 Act, local governments have many choices regarding the specific content of comprehensive plans and implementing development regulations.

GMA enumerated thirteen planning goals that are to be used 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:

1. ***Urban Growth***: Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. ***Reduce Sprawl*:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. ***Transportation*:** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city Comprehensive Plans.
4. ***Housing*:** Encourage the availability of affordable housing 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.
5. ***Economic Development*:** Encourage economic development throughout the state that is consistent with adopted comprehensive plans. Promote economic development opportunity for all citizens 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.
6. ***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.

7. ***Permits*:** Applications for both state and local governmental permits should be processed in a timely and fair manner to ensure predictability.
8. ***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.
9. ***Open Space and Recreation*:** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water and develop parks.
10. ***Environment*:** Protect the environment and enhance the state's high quality of life, including air and water quality and the availability of water.
11. ***Citizen Participation and Coordination*:** Encourage the involvement of citizens in the planning process to ensure coordination between communities and jurisdictions to reconcile conflicts.
12. ***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.
13. ***Historic Preservation*:** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

In 1991, the state legislature amended the GMA to create the Growth Management Hearings Boards to hear and determine allegations of non-compliance with the GMA. Three Boards were established based on geographic locations, to hear Petitions for Review to local governments' compliance with the GMA. **In 2010, the state legislature consolidated the three boards into one; however the regional structure to hear cases in three regions remains.** Poulsbo is within the Central Puget Sound **region.** ~~Growth Hearings Board's (CPSGMHB) authority~~.

The role of the Board, whose ~~three~~ members are appointed by the Governor, is that of a quasi-judicial panel. The Board reviews local actions only when a petition is filed, and determines if the local policy choice or action complies with the goals and requirements of the GMA. The decisions of the Board are binding to local governments (unless appealed and overturned by higher court authority); it is for this reason that prudent local governments review and ensure compliance not only with the requirements of the GMA, but also the multitude of Board rulings and decisions further refining the GMA's intent, meaning and requirements. Throughout this document, references to relevant CPSGMHB's rulings are included to give further context to the standards and requirements of the GMA.

The County-wide Planning Policy

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

The implementing legislation of the Growth Management Act required that counties and cities agree upon policy statements in eight subject areas, including:

1. The designation of Urban Growth Areas;
2. The promotion of contiguous and orderly development and the provision of urban services to such development;
3. Joint county and city planning within Urban Growth Areas;
4. The siting of essential public facilities of county or state-wide significance;
5. The need to develop county-wide transportation facilities and strategies;
6. The need for affordable housing for all economic segments of the population;
7. County-wide development and employment; and
8. Rural areas.

The Kitsap Countywide Planning Policy (CPPs) and its subsequent amendments were developed through a collaborative process between Kitsap County, its cities, tribes, Port of Bremerton, and the U.S. Navy. Through an intensive technical review process, and the ultimate adoption by the Kitsap Regional Coordinating Council, compliance with the county-wide policy ensures that comprehensive plans are consistent, coordinated, and fit the regional vision of Kitsap County.

Kitsap CPPs and the Kitsap Regional Coordinating Council play important roles in Kitsap County and its cities' mandates under the GMA. Important regional policies, such as how the OFM population allocation is to be distributed to the Kitsap County jurisdictions, and the designations of urban growth areas are identified in the CPPs. The regional approach and perspective are mandated by the GMA. Again, as set forth by CPSGMHB: *"The Board has held, and the Supreme Court has affirmed, that CPPs have a binding and substantive effect on local government's comprehensive plan. [CTED, 03317, FDO, at 13-14]."*

1.3. Public Engagement and Involvement

As required by the Growth Management Act, the City of Poulsbo adopted its first Comprehensive Plan in 1994. While the Plan was kept compliant with GMA through annual updates, the City Council initiated a comprehensive update to the Plan in Fall 2006, **which culminated in a 2009 Comprehensive Plan Update adoption.**

As the basis for **the 2006 initial kick-off** ~~this initiation~~, the City Council recognized not only the physical changes the City had undergone in the previous ~~past ten~~ years, but also the changing demographics and new citizenry that **joined the Poulsbo community.** ~~the past decade had brought as well~~. The Mayor and Council were unanimous in their desire to start the Comprehensive Plan Update with a proactive engagement of the community through an extensive visioning and community input effort. The City Council strongly believes a high level of citizen involvement is essential to the successful preparation and eventual adoption of a Comprehensive Plan. A phased public engagement and involvement program was designed **and implemented 2007-2009, and resulted in the adoption of the 2009 Comprehensive Plan.** ~~to ensure that every person in the city of Poulsbo who wishes to express an opinion has the ability to do so. The following discussion summarizes the public engagement activities completed during the Plan development:~~

The 2009 Comprehensive Plan Update public engagement and involvement program can be summarized as follows:

First Phase: Engaging the Community: **The first phase occurred January through June 2007, and focused on reaching out to the interested residents, business owners and citizens through a strong web presence on the City's website, "Community Conversations," and a community questionnaire. The new website served as the primary clearinghouse for all information on comprehensive planning, growth management act, frequently asked questions, and opportunities for comment. The "Community Conversations were held May 2007, and sought feedback and suggestions for an updated comprehensive plan. A community questionnaire was hosted on the City's website and distributed hard copies – with the purpose to seek input and feedback on specific topics and elements of a comprehensive plan. The first phase concluded with a joint workshop with the City Council and Planning Commission, where the key themes from the "Community Conversations" and questionnaire were discussed. Based upon the key themes identified, a vision statement, guiding principles and community key goals were agreed upon, and served and continue to serve as the foundation of the Poulsbo Comprehensive Plan.**

Second Phase: Draft Comprehensive Plan Review: **The second phase occurred January through June 2009, where opportunities for public involvement were provided during the Planning Commission and City Council review of the Draft Comprehensive Plan. The Planning Commission served as the central advisory committee for the public review of the January 2009 draft comprehensive plan. The public had opportunities to attend meetings, workshops, open houses and visit the City's "Project Poulsbo" website, which served as the**

clearinghouse for all the draft comprehensive plan documents, minutes, meeting announcements, and other project information. Written comments were received throughout the process, and public comment opportunities were provided at all meetings and workshops. At the end of the second phase, a Planning Commission recommended draft comprehensive plan was forwarded to begin the formal public hearing process.

Third Phase: Public Hearing Process: **The Planning Commission and City Council conducted public hearings to gather and consider public testimony on the Draft 2009 Comprehensive Plan. At the conclusion of the public hearings and extensive deliberations, the City Council adopted its 2009 Comprehensive Plan Update on December 16, 2009.**

Since the 2009 Comprehensive Plan Update adoption, the City has continued keeping its comprehensive plan relevant through the annual amendment process; where additions and revisions have occurred yearly since 2009, including amendments to policies maps, functional plans and the capital facilities plan.

2016 Comprehensive Plan Update: **The City initiated a review and update to its comprehensive plan in 2015 as part of the GMA periodic update requirement. Because the City underwent a significant update in 2009 and made subsequent annual amendments, the 2016 update is primarily a check-in on the comprehensive plan's policy direction and to identify amendments as needed and appropriate.**

Community Check-in open house held Fall 2015.

The first step in the update process was a "Community Check-in", where the City hosted an online community questionnaire July through September 2015 to solicit feedback from residents and business owners. A community open house was also held for interested citizens to provide opinions and feedback on the comprehensive plan update.

An interesting fact of the online community questionnaire is that many of the same questions from the 2007 comprehensive plan questionnaire were included in the 2015 questionnaire, in order to gauge changes in community desires and sentiment.

A wealth of feedback and opinions were expressed through these forums. The following are the key themes:

- **A desirable quality of life is what brings people to live and own businesses in Poulsbo.**
- **Poulsbo has a strong sense of community and heritage, and it is important not to lose this as the city grows.**
- **Reinvention and revitalization of Viking Avenue was identified as a top priority.**

- **Improving existing infrastructure, sidewalks and streets is very important, and should not be overshadowed by the needs of new growth.**
- **Full utilization of vacant land and buildings should be completed before new development occurs.**
- **Traffic congestion, especially on SR 305, continues to be a concern.**
- **Protection of Liberty Bay, environmental features and tree retention are a top priority as the city grows.**
- **A citywide trail system is a highly desired amenity.**
- **Increased living wage jobs, professional services and tech jobs were identified as employment needs.**
- **Expand the OC/WWU presence in Poulsbo.**
- **Concern about the timing and pace of new growth.**

Many of the 2016 Comprehensive Plan Update amendments were identified from the feedback received through the Community Check-in as well as policy direction from the Mayor and City Council. The Draft 2016 Comprehensive Plan Update public engagement and involvement program continues the goal from the 2009 update process with similar strategies and opportunities, to ensure that every interested person who wishes to express an opinion has the ability to do so.

~~*First Phase – January through June 2007*~~

~~*Engaging the Community*~~

- ~~**Short Course on Local Planning.** The City began its Comprehensive Plan update by hosting a Short Course on Local Planning, presented by Washington State Department of Community, Trade and Economic Development, in January 2007 for the City Council and Planning Commission, as well as interested residents and citizens. This course outlined the history of planning in the State of Washington, legal requirements and court case decision, and specifically the requirements of the Growth Management Act as it pertains to local governments and cities like Poulsbo.~~

- ~~**Project Poulsbo web page.** In May 2007, a web page link from the City's home web page, was created as the online repository of all aspects of the Comprehensive Plan's update. Meeting dates, published documents and analyses, contact people and other key information were provided and frequently updated on this page. Sign up for an e-notice mailing list for future meetings and updates on the process was also included on the web page. Results from the community conversations and the community questionnaire were posted and continuously available on the web page.~~

- ~~**Project Poulsbo Informational Materials.** Informational materials on comprehensive planning, opportunities for comment/participation, frequently asked questions, and visioning were prepared and posted on the Project Poulsbo web page, available at public buildings and at the community conversations.~~

- ~~**Community Conversations.** In May 2007, two community conversations were sponsored for residents to provide early feedback to the City. The meetings were advertised on the City's website, in utility bills, on posters and flyers distributed throughout the community, through a press release to all local papers, and through local organizations including the Chamber of Commerce, Sons of Norway, Rotary, and the North Kitsap School District. Approximately 80 people participated in the two conversations. Key themes identified by participants include:~~
    - ~~Strong sense of pride in their community.~~
    - ~~Enjoy small town feel, geographic location, and natural environment.~~
    - ~~Concerned about the impacts GMA will have on their community, overdevelopment and traffic congestion.~~
    - ~~Desire more living wage jobs, environmental and economic sustainability, and availability of programs for youth and seniors, balancing local resident needs with tourist culture.~~
    - ~~Planning for growth must include ensuring a strong infrastructure is in place during the predicted growth.~~
    - ~~Poulsbo's future should retain the sense of closeness as well as its idiosyncratic characteristics (including the Norwegian history and style reflected in architecture, festivals and local businesses).~~
    - ~~Downtown Poulsbo should reflect the city's natural beauty, pride in its Norwegian heritage, and should be deliberately preserved as the City's core by continuing to serve tourists and the local population.~~

- ~~**Community Questionnaire.** The City of Poulsbo distributed a community questionnaire to solicit more specific feedback from residents whose responses would influence the development of the City's Vision Statement and guiding principles. The questionnaire was made available for over a month from May-June 2007. The questionnaire was hosted on the Project Poulsbo's website, and hard copies were also available at public buildings throughout the community. The Questionnaire was advertised through the same means as the community conversations. Approximately 200 people completed the community questionnaire. Key themes identified by participants include:~~

    - ~~Respondents were attracted to, and have stayed in, Poulsbo because of its small-town atmosphere (83%) and beautiful natural surroundings (79%). Respondents also felt the city was safe (67%) and had a strong sense of community (52%).~~
    - ~~Respondents are satisfied with most aspects of Poulsbo's neighborhoods, including access to services and neighborhood appearance and character. However, affordability and access to public transit are a concern.~~
    - ~~Respondents' qualitative feedback focused on dealing with growth in an attractive, sustainable way that maintains Poulsbo's character.~~
    - ~~Nearly 80% of respondents strongly support or support special standards for Old Town that limit the size and height of new development.~~
    - ~~Nearly 50% of respondents think it is important or very important for the City to offer affordable housing options; over three-quarters think it is at least somewhat important.~~
    - ~~Most respondents, 83%, predominantly travel in their car and more than 55% are~~

~~mainly traveling on minor arterials and residential streets.~~

- ~~Transportation is a major concern for Poulsbo residents – 63% are dissatisfied or very dissatisfied with traffic flow.~~
- ~~Respondents would like to see the City invest more in transportation improvements, especially sidewalks and street improvements. With regard to street improvements, 88% and 80% of respondents respectively felt sidewalks and street improvements were important or very important investments. Respondents are generally supportive of all improvements that connect neighborhoods.~~
- ~~Respondents are generally satisfied with the mix of businesses and services in Poulsbo, with 65% of respondents satisfied or very satisfied and only 17% dissatisfied or very dissatisfied.~~
- ~~Respondents are satisfied with the parks and recreation opportunities in Poulsbo. Respondents use Liberty Bay Waterfront Park (now named Muriel Iverson Williams Waterfront Park) most frequently, 62%, but also rely on the North Kitsap School District facilities for recreation opportunities, 50%.~~
- ~~Respondents would like to see the City invest in a citywide trail system.~~

- ~~**Visioning Workshop.** Phase 1 concluded with a joint workshop with the City Council and Planning Commission in July 2007, where the key themes from the community conversations and community questionnaire were discussed. Based upon the key themes identified, a vision statement, guiding principles and community key goals were presented and discussed in the context of the community input received to date and the desires of the two collective bodies. Based upon the input from this workshop, the final vision statement, guiding principles and key goals were refined, are set forth in the Introduction Section 1.1, and have served as the foundation of this plan.~~

~~*Second Phase – January through June 2009*~~

~~*Draft Comprehensive Plan Public Review*~~

~~Opportunities for public involvement was provided through the 2009 Comprehensive Plan update to encourage early and continuous public participation. The goal was to provide the public with timely information, an understanding of the process, opportunities to review and comment on the draft comprehensive plan, and to have these comments forwarded to the City's decision makers.~~

~~The City of Poulsbo "Project Poulsbo" website was the main clearinghouse for all draft comprehensive plan documents, meeting announcements, minutes and other project information. Written comments were welcomed and encouraged throughout the 2009 Comprehensive Plan update process, and were made through the Project Poulsbo website or by providing comments to the City Planning Department. The City also maintained a mailing list of interested citizens, where periodic updates and meeting announcements were distributed.~~

~~The Planning Commission served as the central advisory committee for the public review of the draft comprehensive plan. Joint workshops with the City Council were also incorporated into the review process to ensure policy direction and priorities are made through a collaborative and~~

~~cooperative partnership. Public comment was taken at the beginning and end of each Planning Commission meeting and City Council joint workshop. At the end of the second phase, a Planning Commission recommended draft comprehensive plan was forwarded for review under the formal public hearing process.~~

~~*Third Phase – July through October 2009*~~

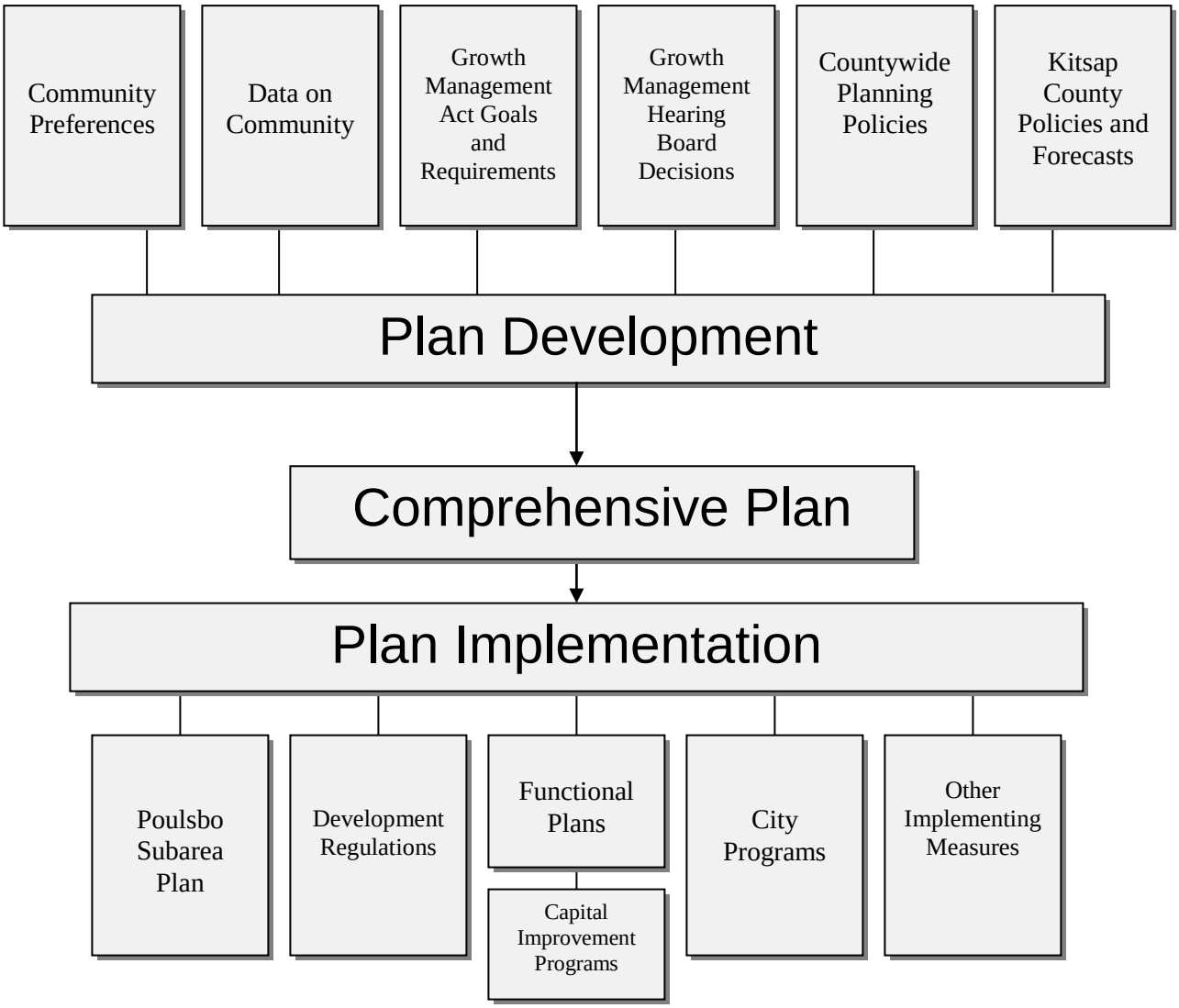
~~*Public Hearing Process*~~

~~The Planning Commission and City Council conducted public hearings to gather and consider public testimony on the Draft July 2009 Comprehensive Plan. The hearings were held July-October 2009. Public notice of the hearings stated explicitly the date/time, review body and location of the public hearing.~~

1.4. How the Comprehensive Plan is Implemented

There are a number of tools used to implement the comprehensive 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 traffic. These two tools constantly weigh the City's financial ability to support development against its minimum population obligations and environmental protection. It is the Comprehensive 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 Comprehensive Plan are necessary from time to time to respond to changing conditions and needs of Poulsbo citizens. The Growth Management Act requires that amendments to a comprehensive plan be considered no more frequently than once per year. Proposed amendments to the Comprehensive Plan shall be considered concurrently so that the cumulative effect of various proposals can be ascertained. In considering proposed amendments to the Comprehensive Plan, proposals will be evaluated for intent and consistency with the Comprehensive Plan, and whether a change in conditions or circumstances from the initial adoption of the Comprehensive Plan, or new information is present which was not available at the time of the initial adoption of the Comprehensive Plan. ~~Proposed~~ **T**he Planning Commission

reviews **proposed** amendments to the plan, which forwards recommendations to the City Council.

Updates to the Comprehensive Plan

The Growth Management Act requires that comprehensive plans be reviewed and updated as necessary, at least every ~~7~~ **8** years, outside of the optional annual review process. Further, Kitsap County must review, at least every ten years, its designated urban growth areas. ~~And every five years,~~ Kitsap County ~~is required to~~ review**s** the densities permitted within both the incorporated and unincorporated portions of the County for the Buildable Lands Report **the year prior to the 8-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 of the Comprehensive Plan is the plan's policy document, which contains all goals **and** policies ~~and implementation strategies~~.

Section 2 of the Comprehensive Plan is the City's Capital Facility Plan; Section 3 is a~~n~~ ~~extensive~~ review of past development trends and an evaluation of the city's available land capacity. Section 4 includes the Comprehensive Plan's References and Appendices including background technical data and the City's Functional Plans, which are included to support the Comprehensive Plan.

The Comprehensive Plan consists of ten elements. The GMA prescribes seven specific elements that must be contained in a city comprehensive plan. The City has added three optional elements:

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

Optional
Natural Environment
Community Character
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.

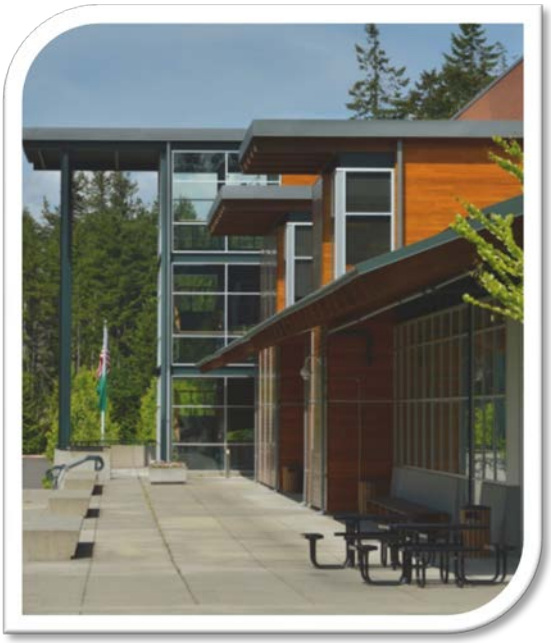
A ***policy*** is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is based upon a comprehensive plan's goals and the analysis of the data. A policy is put into effect through implementation measures such as zoning, land division, 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 Plan amendment process, the Poulsbo Subarea Plan amendment process, or the ~~7~~ **8**-year Comprehensive Plan review, as applicable.

SECTION 1
Comprehensive Plan Policy Document



Chapter 2. Land Use

2.1 Community Key Goals – Land Use

• Achieve a mix of commercial land uses that serve the needs of the City's residents, businesses and visitors.

• Plan for residential development that complements the built environment and the city's neighborhoods, while we change and grow.

• Plan and provide for public utilities and infrastructure to support the geographic and population growth of the City.

• Plan for mixed-use to encourage proximity and diversity in living and working options and decrease transportation challenges.

2.2 Plan Context

The Land Use Chapter is one of the mandatory elements of the Comprehensive Plan under the GMA. This chapter addresses the general location and distribution of land uses within the city, and provides the framework for other plan Chapters that guide other aspects of land use.

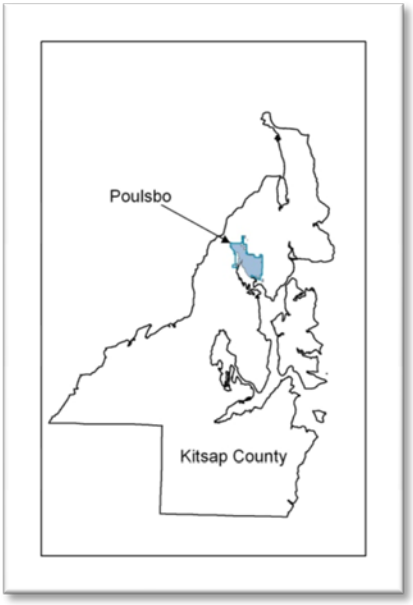
The Land Use Chapter plays the central role in guiding urban land use patterns and decisions for the City of Poulsbo. In keeping with state law, the City fulfills this responsibility by shaping land use primarily by regulatory means, such as zoning and critical areas ordinances.

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. The chapter's goals and policies provide a framework for the other chapters of the plan.

Further, the policies in this chapter work in tandem with the ~~2025~~ **2036** Comprehensive Land Use Plan Map, which illustrates the location of various land use categories. Please refer to Figure LU-1 for the Land Use Map.

2.3 Profile of Poulsbo

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 ~~4.5~~ **5.36** square miles, Poulsbo has numerous hills and valleys, streams, and frontage on the waters of Liberty Bay. Elevations range from sea level to 440 feet, with two ridges running along each side of Liberty Bay, which gradually rise in elevation and merge to the north. The western leg of the ridge slopes gradually towards Liberty Bay, while the eastern leg slopes in a broken pattern of knolls, valleys and benches to the eastern shore of the Bay.

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 a number of 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 Heritage

Photo courtesy of Poulsbo Historical Society

During the Scandinavian migration of the 1880s, Jorgen Eliason, who came to Poulsbo from Fordefjord, Norway with his sister and his young son, founded Poulsbo. A month later Iver B. Moe arrived from Paulsbo, Norway via Minnesota with his wife and three sons. When Moe felt there were enough people in the area to warrant a post office, he submitted an application calling the new town Paulsbo. Because the Postmaster General misread Moe's handwriting, the new town was officially listed as Poulsbo.

The first twenty-five years saw Poulsbo become a well-established community with a post office and school established in 1886, a Norwegian Lutheran Church (Fordefjord Lutheran) in 1887, an orphans home in 1891, a hotel in 1892, the Kitsap County Herald in 1900, a telephone company in 1907, a bank in 1909, and a codfish company in 1911.

Poulsbo had its first town Council meeting on January 7, 1908 and become incorporated as a town on January 14, 1908. Poulsbo became an incorporated city on June 14, 1913 and took on its current structure as a non-charter code city on December 3, 1969.

Photo courtesy of Rangvald Kvelstad Collection Poulsbo Historical Society

During those early years, water was the primary method of travel. Supplies were brought the eighteen-mile trip from Seattle by rowboat and later by steamboat. Over a sixty-year period, the "mosquito fleet," comprised of more than a dozen steamboats, served Poulsbo and other locations along Liberty bay and Puget Sound, carrying passengers and freight to and from Poulsbo and delivering farmers' produce to Pike Place Market in Seattle.

The buildings built in the city during its first 50 years were concentrated on the east side of Liberty Bay, along the waterfront and its immediate ridgeline. Many of the original buildings were destroyed in the fire of 1914, but several structures remain, including the Eliason building (now the Masonic Lodge), Hostmark's store and the original post office (the first building in Poulsbo), and several other structures along Front Street. These buildings were built in the "western" or "pioneer" style, and retain many of their original elements. Other buildings of local importance include Martha and Mary Nursing Home, which stands where the Martha and Mary Children's Home was located; the Son's of Norway Grieg Hall, built in 1970 and which replaced the Grand View Hotel; and the current Ebenezer Home, which has been rebuilt and stands at its original location. Finally, the American Legion Park, formerly the City's Legion Post, was donated to the City when the Post was disbanded. Its location provides an important scenic area within the city's center.

Photo courtesy of Poulsbo Historical Society

Of particular significance to the city's character are its churches. The Fordefjord Lutheran Church, now First Lutheran, was built in 1908. The Grace Lutheran Church, now converted to condominiums (Gran Kirk), has retained its character and location along Front Street; and the original Christ Memorial chapel, built in 1914. These structures are significant for their historic influence and for their importance as landmarks. Although Grace Lutheran and the Christ Memorial chapel have seen considerable alteration over the years, First Lutheran still retains its original appearance.

First Lutheran Church

Poulsbo experienced a major and permanent change during World War II when some 300 residential units were constructed near the center of Poulsbo by the military for defense workers at the nearby naval installations. Prior to the war, Norwegian was the predominant language spoken in Poulsbo; however, that changed forever as the population tripled in a three-year period. People of varying ethnic and religious backgrounds came to live in Poulsbo and help with the defense effort.

In the mid-1970's, Poulsbo underwent a second major change with the arrival of the Trident nuclear submarines at the SubBase Bangor Naval installation, six miles west of the city. To meet the impacts caused by the dramatically increased population, the city's sewer, water and street systems were upgraded with the assistance of federal grant funding.

Single family residence in Old Town Poulsbo residential neighborhood

Poulsbo's Neighborhoods

Poulsbo's residential areas have developed over a period of many decades. They range from two-story apartments and condominiums, clustered detached cottages and townhomes, to the predominant single-family subdivision neighborhoods.

Poulsbo's earliest homes are located in the commonly referred to "old town" area of the city – south of Iverson, bordered by Liberty Bay and Fjord Drive on the west and 9th Avenue on the east. These homes were generally small one or one-and-a-half story homes on relatively small lots, platted in the traditional grid pattern.

Entrance into Poulsbo Garden neighborhood

The city's residential character has been, and continues to be, single-family detached neighborhoods, which have established and maintained the low-density character of the city. While the city's residential developments since 1994 continue to meet state and local minimum urban density standards, the low-density appearance of the city is due to the natural landscape that is characterized by the area's hilly topography and vegetation. These undeveloped areas create a patchwork of open space throughout the City that visually separates developed areas and contributes to the City's "small town" appearance.

Meredith Heights neighborhood

The preservation of this landscape is paramount to maintaining the character of the city that is relished by those that live here and those who visit. The City's 1994 Comprehensive Plan's vision and primary goal was to maintain this low-density residential character while appropriately accommodating the designated population allocation. This ~~2009~~ **2016**

Comprehensive Plan update continues this vision to maintain the City's "small town" residential character, building on the City's more recent identity as a "college town," while meeting its required population growth through a variety of land use tools to achieve the maximum density allowed in the City's residential zoning districts.

Poulsbo's Commercial Areas

The City's commercial districts can be generally categorized into four areas: Downtown Front Street, SR 305 Corridor, Viking Avenue and College Market Place. Each of these four areas, totaling **440** ~~413~~ acres, has evolved into serving rather specific commercial services for Poulsbo's residents and the regional North Kitsap community. Downtown provides specialty/tourist stores, locally owned restaurants, and access to the waterfront; SR 305 corridor provides most of the City's service and retail stores, as well as numerous office buildings, providing **diverse** employment opportunities; Viking Avenue provides more intensive commercial services, such as auto and recreation vehicle dealers, heavy equipment rentals, etc.; and College Market Place is the area of the City for more regional commercial services and retailers. Taken as a whole, all four areas provide the community **with** well rounded commercial opportunities.

Mural on Downtown Poulsbo business

Downtown:

The historic downtown core of Poulsbo is popular with both locals and visitors alike. The downtown provides **a** ~~one~~ key element 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, the City Police Department, Post Office, Port facilities, 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.

SR 305 Corridor:

The SR-305 corridor 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 local residents. The variety of uses in this corridor include grocery stores, pharmacies, restaurants, banks, doctor offices, professional offices, personal services, and retail opportunities.

Viking Avenue:

Viking Avenue 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 and delis, fuel service centers, contractor or construction suppliers, professional offices, and residential neighborhoods of various types and intensities.

College Market Place:

Wal Mart at College MarketPlace

College MarketPlace, 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 SR3 and SR 305, with easy access to SR 307~~8~~. 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, Office Max, along with numerous banks, chain-type restaurants and retail stores.

Poulsbo's Industrial and Business Park Areas

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 ~~in areas~~.

Currently the city has approximately **56** ~~45~~ acres of land zoned Light Industrial, **62 acres zoned Office Commercial Industrial,** and 34 acres zoned Business Park. Light Industrial land 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.

Business Park allows for both office and some light industrial uses to locate in a cohesive, planned development. Suitable land uses include offices, hospitals, laboratories, warehousing and assembly of products. Single use manufacturing is not encouraged, as the minimum parcel size for this land use is 10 acres. There is one area zoned Business Park in the City located at the College Market Place/Olhava Master Planned area.

Office Commercial Industrial land 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.

2.4 Poulsbo as part of a Regional Focus

Regional Plans

While driven by local preferences, the City's vision for the future is also influenced by state, regional and county visions. The Puget Sound Regional Council's **(PSRC)** Vision 2040 Plan focuses the region's growth into its regional centers in order to more efficiently provide services to urban areas and to conserve rural lands, forests and other natural resources. The City of Poulsbo Comprehensive Plan incorporates a sustainable approach to planning. The Guiding Principles contained within Chapter 1 of the comprehensive plan document the City's commitment to environmental protection; economic development; community involvement and interaction; a multi-modal transportation network, including options that encourage physical activity; and development practices that respect Poulsbo's identity while promoting urban densities. The comprehensive plan includes information on Poulsbo's population allocation, which is set forth through Kitsap Countywide Planning Policies (CPPs). Poulsbo will continue to coordinate with the Kitsap Regional Coordinating Council to ensure the City's comprehensive planning efforts align with the VISION 2040 Regional Growth Strategy, the Multicounty Planning Policies, and the CPPs. The comprehensive plan addresses the policy areas in VISION 2040:

- Planning for Poulsbo's population allocation as required by the GMA and the CPPs [Regional Growth Strategy];
- Encouraging environmentally-friendly development techniques, such as Low Impact Development [Environment];
- Promoting mixed uses and density, especially in designated centers [Climate Change, Urban Land, Health];
- Allowing for a diversity of housing types and densities and encouraging affordable housing options [Housing];
- Encouraging a multi-modal transportation system that accommodates all road users [Transportation, Climate Change];
- Planning for both jobs and housing [Economic Development];
- Planning for capital facilities and public services to ensure adequate services and facilities. [Public Services].

County wide planning policies are policy documents that have both a procedural and a substantive effect on the comprehensive plans of cities and the county. The immediate purpose of the CPPs is to achieve consistency between and among the plans of cities and the county on regional matters. A long-term purpose of the CPPs is to facilitate the transformation of local governance in urban growth areas so that cities become the primary providers of urban governmental services and counties become the providers of regional and rural services and the makers of regional policies. [CPSGMHB *Poulsbo, 2309c,* FDO, at 23.]

The Kitsap Countywide Planning Policies (CPPs) include policies about quality of life and environmental protection, as well as practical and essential policies on population allocation, coordinated transportation systems, urban growth area designations and adjustments, contiguous and orderly development, affordable housing and economic development strategies. Poulsbo's Land Use Plan must be consistent with these larger perspectives.

Population and job growth are anticipated to occur in Kitsap County and its cities due to market forces that draw people and businesses to the Central Puget Sound area. Coordinated planning and agreement on housing and job growth targets through the Kitsap Regional Coordinating Council, allows Kitsap County and its cities to focus this growth within designated urban growth areas, as well as other multi-jurisdictional issues.

Poulsbo leaders participate on the Kitsap Regional Coordinating Council and Puget Sound Regional Council to ensure a cooperative, coordinated and consistent comprehensive planning occurs in the region. Further, the City coordinates and partners with Kitsap County on issues, challenges and projects as appropriate for the greater North Kitsap area.

Population Allocation

Planning to accommodate an estimated growth in population is a fundamental requirement of the Growth Management Act. 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." RCW 36.70A.115.*

The Washington State Office of Financial Management has the explicit responsibility for preparing the growth management population projections for each county planning under the Growth Management Act. OFM prepares a reasonable range of population growth projected over 20 years that is required to be used in growth management planning.

> Allocating growth (and its constituent parts, population and employment) is a regional policy exercise rather than a local regulatory exercise. [CPSGMHB *Edmonds, 3305c*, FDO, at 31.]

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 Kitsap Regional Coordinating Council holds this responsibility in Kitsap County. The process for distributing the forecasted population is specifically set forth in the Kitsap Countywide Planning Policy – Element B Urban Growth Areas, Policy **5** ~~4.~~

Appendix B of the Kitsap Countywide Planning Policy identifies the specific population allocation by jurisdiction to **2036** ~~2025~~. This is the countywide population distribution all jurisdictions must plan to provide for. Poulsbo's population allocation includes a city limits and an unincorporated urban growth area allocation:

Table LU-1 Poulsbo Population Allocation –
Kitsap Countywide Planning Policy Appendix B-1

Population Distribution	2010 ~~2000~~ Population	+ New Population	= Total in 2036 ~~2025~~
Poulsbo City	**9,222** ~~6,813~~	**1,330** ~~3,739~~	10,552
Poulsbo UGA	**478** ~~901~~	**3,778** 3,355	4,256
TOTAL	***9,700*** ~~***7,714***~~	***5,108*** ~~***7,094***~~	***14,808***

Such an allocation has been consistently before Poulsbo for the past **18** ~~14~~ years. Indeed, the City's 1994 Comprehensive Plan projected a population of 15,873 in 2020 (Housing Element, page IV-4). However, it was Kitsap County's 1998 Comprehensive Plan that provided the first definitive population allocation of a total Poulsbo city limits and unincorporated urban growth area population of 14,808.

> Providing sufficient land capacity to accommodate projected growth is a jurisdiction's duty under the GMA, it is an obligation and duty that the jurisdiction must discharge. RCW 36.70A.110. However, the Board observes that: if a jurisdiction's land capacity analysis quantifies and documents that there clearly is sufficient land suitable to accommodate the projected growth within the jurisdiction's city limits *and* its unincorporated planning area; and if there is consistency and congruency between a city and county as to the planning area and population to be accommodated [i.e. no dispute or inconsistent populations or areas]; then there is no need to differentiate between the incorporated and unincorporated areas…
> [CPSGMHB *Strahm, 05342*, FDO, at 25.]

Further, all of the City's functional plans since 1998, and most assuredly since the adoption of the Poulsbo Subarea Plan in 2002, the City has planned for a 14,808 total population. For the City's *planning* purposes, a distinction between city limits and unincorporated urban growth area has not been made. GMA clearly requires that a city provide the urban services for its urban growth area; the City has therefore focused on the total overall population required to plan for, rather than certain growth at a specific geographic area. Secondly, the City has its policy of generally not extending urban services outside of its city limits until annexation - this policy results practically in the fact that the City will most likely annex its urban growth area during the 20-year planning horizon, further demonstrating that total population is what the City should be planning to provide for – as the entire geographic area will eventually be the city limits.

This scenario is the result of the requirement in RCW 36.70A.110(3) that establishes urban government services be provided by cities, and that urban services shall not extend outside of urban growth areas (RCW 36.70A.110(4)). Therefore, consistent with this goal of constraining urban growth into a specific, pre-determined geographic area, GMA limits the territory a city may annex to that which lies within its urban growth area. Therefore it is to be expected that a city planning under the Growth Management Act will at some point fully annex the property located within its urban growth area; and in doing so, the city is complying with the GMA

> It is not the purpose of planning population projections either to stimulate or depress the rate of growth. Rather, it is their purpose to foretell the likely twenty-year population that will result in each county from external factors such as economic, political and demographic trends, which tend to operate largely at the national, state, or regional level.
> [CPSGMHB *Kitsap/OFM, 4314*, FDO, at 7.]

as well as meeting the goals and policies of the countywide and regional planning policies.

It is imperative however, to highlight the difference between *planning* for an allocated population growth, and the actual *realization* of population growth. The Growth Management Act 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. *When the growth actually 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.

> The Act does not require, and the Board does not expect, that the plans of a county and its cities, based on the most objective data, credible assumptions and analytical methods, will guarantee a specific population result twenty years hence.
> [CPSGMHB *Kitsap/OFM, 4314,* FDO, at 9.]

Therefore, the City of Poulsbo continues to plan for a total population of 14,808 persons in the year **2036** ~~2025~~. By combining the **2016** ~~2008~~ Poulsbo population from OFM and the number of persons currently residing within the Poulsbo Urban Growth Area, and subtracting that total from 14,808, the number of new persons (net growth) that the City must ensure there is available land and urban services is ***~~5,515~~ 4,182.***

Table LU-2 Poulsbo Projected New Growth

Population Distribution	**2036** ~~2025~~ Total Population	- **2016** ~~2009~~ Population	= New persons expected by **2036** ~~2025~~
Poulsbo City	10,552	**10,210** ~~8,855~~	**342** ~~1,697~~
Poulsbo UGA	4,256	**416** ~~438~~	**3,840** ~~3,818~~
TOTAL	***14,808***	***10,626*** ~~9,293~~	***4,182*** ~~5,515~~

Source: Appendix B-1 Population Distribution ***through 2036*** ~~*2005-2025*~~ *Kitsap Countywide Planning Policy; Washington State Office of Financial Management and Kitsap Assessor Data for* ~~*2009*~~ ***2016*** *Poulsbo UGA population.*

This net growth number will be revised every year after OFM releases its annual "April 1 Population of Cities, Towns and Counties." The net growth will be reduced equally by the increase in population experienced in the year.

A simple equation of the process is expressed as:

*~~2025~~ **2036** Total Population of 14,808 – Current Year City Population and UGA population = New growth remaining*

However, it is vitally important to acknowledge that while the City has ~~recently~~ established a database of approved housing units to evaluate whether urban densities are being achieved as assumed, and monitors the number of land use approvals and building permits issued, *the annual OFM population and 10-year U.S. Census release can be the only official and realistic measures of how the city's population is growing.* Therefore, it will be by these two official population reports that the City is compelled to measure its rate of growth.

Further, the GMA required Buildable Lands Report performed by Kitsap County ~~every 5 years~~, is the *official* evaluation of densities achieved and land capacity analysis (see RCW 36.70A.215). ~~However, for purposes of this comprehensive plan update,~~ Section 3 will **highlight the evaluation of densities and land capacity analysis for Poulsbo completed in the 2014 Kitsap Buildable Lands Report.** ~~evaluate and review the City's recent land use applications and evaluate the City's land capacity for the 5,515new persons.~~

> Cities are free to project whatever growth they choose and extrapolate whatever trends they choose, as their time and resources permit. However, for purposes of growth management planning in this state, it is the population growth forecasts prepared by OFM and allocated by the County that drive and govern GMA planning – not the projections of individual cities.
> [*Bonney Lake, 05316c*, FDO, at 18.]

2.5 Poulsbo's Challenges and Opportunities

Poulsbo must balance the need to accommodate new population with the desire to retain existing community character. This is the challenge of the GMA that is before Poulsbo.

The City has a number of opportunities that when implemented, can strive to strike the balance of folding new people into Poulsbo in a way that builds upon the character of the city. The challenges facing Poulsbo can be met when the Poulsbo's opportunities and growth strategies are capitalized and championed:

> Growth is more than simply a quantitative increase in the numbers of people living in a community and the addition of "more of the same" to the built environment. Rather, it encompasses the related and important dynamic of change. Because the characteristics of our population have changed with regard to age, ethnicity, culture, economic, physical and mental circumstances, household size and makeup, the GMA requires that housing policies and residential land use regulations must follow suit. This transformation in our society must be reflected in the plans and implementing measures adopted to manage growth and change.
> [CPSGMHB *Children's I, 5311*, FDO, at 9.]

Land Use Challenges

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 and housing growth that will primarily be accommodated in large areas of vacant and underdeveloped land. Where public utilities do not currently exist, the timing and who

pays for the infrastructure improvements are critical issues to address, but will most likely be developer and market driven.

- Neighborhood acceptance of infill, clustering, variety of housing types and other techniques in existing, or adjacent to, established neighborhoods.

- Increasing the supply of affordable housing in the face of rising development costs, ~~and~~ housing values **and housing demand.**

- Maintaining the desired scale and character of Poulsbo's downtown core and established residential neighborhoods.

- Improving the ease of vehicle mobility around the city by improving intersection control, adding new roadways and connecting roadways.

- Improving pedestrian linkages for new and existing residential neighborhoods by requiring sidewalk connections, as well as repairing and maintaining most of the city's existing aging sidewalks.

- Providing for additional commercial or business park zoning opportunities outside of the College Market Place development.

Live/Work units at Poulsbo Place

Smart Growth Opportunities

Smart growth is development that is environmentally sensitive, economically viable, and community-oriented. It is an approach to land use planning that promotes compact, transit-oriented urban communities that are attractive and livable. Smart growth focuses on the planning and layout of communities and the efficient use of land to maximize community goals and avoid low-density sprawl. It involves policies that integrate transportation and land use decisions by encouraging more compact, mixed-use development within existing urban areas and discouraging dispersed, automobile-dependent development at the urban fringe. In 2002, Poulsbo adopted a "Smart Growth Resolution", as part of the City's participation in the Kitsap Smart Growth Coalition.

Poulsbo can build on the existing character of the city by intentionally implementing many of the Smart Growth principles by providing:

- Attractive, safe, walkable communities

- Open space provision and acquisition
- Live/work opportunities
- Variety of housing choices
- Mixed land uses
- Innovative design
- Towns with centers for civic life
- Natural and recreation areas
- Preservation of historic buildings and cultural areas

Residential Development

To meet the requirements of the GMA and the countywide planning policies of compact urban development, residential land within the Poulsbo shall develop at urban densities. Poulsbo has a multi-pronged growth strategy to achieving urban densities and meeting the city's population allocation:

> The Act creates an affirmative duty for cities to accommodate the growth that is allocated to them by the county. This duty means that a city's comprehensive plan must include: (1) a future land use map that designates sufficient land use densities and intensities to accommodate any population and/or employment that is allocated; and (2) a capital facilities element that ensures that, over the twenty-year life of the plan, needed public facilities and services will be available and provided throughout the jurisdiction's UGA. [CPSGMHB *Hensley III, 6331,* FDO, at 9.]

***New Development*:** A majority of Poulsbo's new households will be through new development primarily in the vacant and underdeveloped acreage located within the city limits and urban growth area.

Infill and density maximization techniques*:* The City has historically provided policies in its comprehensive plan and development regulations to encourage and provide incentives for infill and other density maximization techniques. Techniques such as requiring minimum densities for all new residential developments, redevelopment overlay districts, residential infill density incentives, accessory dwelling units, mixed use, planned residential developments, clustering, cottage housing, multi-family attached and detached housing developments, and mixed housing types all have contributed to the City meeting and in some cases, exceeding established minimum urban density targets. Continuation, enhancement and monitoring the implementation of these techniques continue to be important policies in the ~~2009~~ **2016** Comprehensive Plan update and the City's ability to accommodate its anticipated growth allocation.

> Ensuring the neighborhood's *character* is not simply a matter of maintaining homogeneity of land use – but rather, as the Board noted in *Benaroya*, a question of accommodating growth and change in such a way as to respect, maintain or even improve residential character. [CPSGMHB *LIHI I, 0317*, FDO, at 12-13.]

Minimum Density

For growth management to work, land within urban growth areas must be used efficiently. Kitsap Countywide Planning Policies require that cities develop at or near their potential as set forth in their comprehensive plan, to ensure that land is used efficiently, to provide for housing opportunities, and to support the efficient use of infrastructure. To ensure meeting Poulsbo's

growth allocation, the City has established minimum density requirements in each of its residential zoning districts.

2.6 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 and its regional share of future population and employment allocations.

The Land Use Chapter is divided into the following sections:

- Growth Accommodation
- 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
- Urban Forestry
- **Groundwater Protection**

GROWTH ACCOMMODATION

GOAL LU-1

Provide orderly growth that enhances and respects the City's character, natural and small city setting, while accommodating the population growth allocated to the City by Kitsap Regional Coordinating Council in its Kitsap Countywide Planning Policy Appendix B-1, and the requirements of the Growth Management Act.

> Cities have many important and challenging duties under the Act, including the accommodation of urban development. While the range of certain city choices will be constrained by detailed and directive GMA provisions, comprehensive plans embody many other local choices not subject to such specific GMA provisions. In such instances, the Board will grant broad deference to choices about how growth is to be accommodated within city limits [CPSGMHB *WHIP/Moyer, 03306c,* FDO, at 19.]

Policy LU-1.1

*Achieve appropriate urban residential densities within the city and urban growth areas in order to practically accommodate the total population in the year **2036** ~~2025~~ of 14,808. The population allocation represents the City's commitment to provide the zoning and plan for the infrastructure necessary to accommodate this level of growth; the allocation is not a commitment that the market will deliver the growth during the defined planning period.*

Policy LU-1.2

Create a balanced mix of land uses, which includes residential, commercial, industrial, recreational, public use, and open space to serve the City's current and future residents.

Policy LU-1.3

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

Policy LU-1.4

Ensure commercial cores continue to be focused on service and retail commercial needs of the city and greater North Kitsap community, while also fostering business and industry uses to provide sustainable living wage jobs.

Policy LU-1.5

Participate in local, regional and statewide efforts to plan and provide for a multitude of mobility options for the city and larger community residents.

Snowberry Bungalows neighborhood

Policy LU-1.6

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

Policy LU-1.7

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

RESIDENTIAL LAND USE

A major objective of the Land Use Chapter is to maintain the vitality, quality and character of Poulsbo's single-family and multifamily neighborhoods. The neighborhoods vary widely in age, size and style of housing. These diverse attributes make them unique and desirable places to live. Most of Poulsbo's neighborhoods are stable and well maintained. Maintaining and enhancing these qualities is a primary concern.

Residential Low:

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 designation will primarily be single-family detached residential units on minimum 7,500 square feet and maximum 10,890 square foot lots. Some institutional uses, such as churches or schools may be suitable to be located within this land use designation.

Residential Medium:

The Residential Medium (RM) land use designation allows for attached residential units, by allowing a density range of **6**~~5~~-10 du per acre. Attached or clustered units are encouraged in the designation, such as duplexes, four-plexes, row houses, townhouses, or traditional stacked units. Other uses, such as churches and schools may be suitable to be located within this land use designation.

Duplexes at Austurbruin neighborhood

Residential High:

The Residential High (RH) land use designation allows for density range of **11**~~10~~-14 du per acre. The highest density designation in Poulsbo, a variety of housing types should be encouraged in order to maximize the density allowed. Other uses, such as churches and schools and medical/dental and professional offices, may be suitable to be located within this designation as well.

Condominiums at Liberty Bay Estates

GOAL LU-2

Provide residential land use designations that encourage a variety of housing types and densities throughout the city.

Policy LU-2.1

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** ~~5~~ du/net acre to 10 units/gross acre;*
- *High Density Residential (RH) minimum **11** ~~10~~ du/net acre to 14 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-2.2

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-2.3

Encourage a variety of housing sizes, densities, and types, facilitate a more economically diverse housing stock, and provide 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-2.4

Promote infill and/or redevelopment of underutilized, blighted or distressed properties. Infill provisions that provide an appropriate density increase for smaller parcels that have been bypassed in the residential development of urban areas and which maximize utilization of public services, utilities and facilities, shall be identified in the City's Zoning Ordinance. Development shall be reviewed for compatibility with existing and established neighborhoods.

Duplexes at Poulsbo Place

Policy LU-2.5

Locate complementary land uses near to one another to maximize opportunities for people to work or shop near to where they live and provide for the most efficient use of land.

Policy LU-2.6

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

Policy LU-2.7

To the extent possible, new residential development amenities, such as walkways, paths, or bike paths, should be connected.

Policy LU-2.8

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.

COMMERCIAL LAND USE

One of the regional land use policies most affecting the cities' commercial development is the concept of "centers." As part of Kitsap County's Growth Management strategy, the Kitsap Countywide Planning Policy agreed with this concept by identifying urban centers in Kitsap County. These Centers are the chief focal points for growth in the County. Poulsbo has two center designations: the Poulsbo Town Center (Downtown) and the Olhava Mixed Use Center (College Market Place).

While the city recognizes the importance these two centers have for the greater North Kitsap region and Poulsbo proper, city policy is to pursue a strong, diverse economy. Therefore it is equally important that other commercial areas of the city remain vital. Because of excellent freeway access and regional accessibility, many businesses in Poulsbo serve residents and businesses throughout Poulsbo and the North Kitsap region.

Front Street in Downtown Poulsbo

Commercial:

The Commercial (C) land use designation accommodates all types of commercial development, including wide range of retail and service uses, professional office and other related employment. Development may occur as either freestanding or within a larger center format. The C land use designation applies to the City's commercial zones. The City's Zoning Ordinance subdivides the C designation into 4 zoning districts.

GOAL LU-3

Encourage a mix of commercial land uses that serve the needs of the city residents, businesses and visitors, while providing an attractive commercial setting.

Policy LU-3.1

*The City shall support and build upon the Kitsap Countywide Planning Policy designations for Poulsbo Town Center and Olhava Mixed Use Center, (Centers of Growth, **Element C** ~~Policy 3~~), and provide an abundant mix of shopping, service, employment and cultural opportunities. The City shall continue to support future KRCC Center designations for areas within Poulsbo that meet the Centers of Growth criteria in the Kitsap Countywide Planning Policies.*

Entrance to College Marketplace

Policy LU-3.2

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

Policy LU-3.3

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

Policy LU-3.4

There is one Commercial land use designation identified on the ***Comprehensive Plan*** *Land Use map. The City's zoning ordinance designates specific commercial zoning districts and identifies uses and development standards as appropriate for each commercial zoning district.*

Safeway at 10th Avenue

Policy LU-3.5

In order 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-3.6

Provide development standards that identify appropriate uses, building heights, setbacks, access, landscaping, signage, parking and other appropriate standards, for commercial development.

Policy LU-3.7

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

Policy LU-3.8

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

Policy LU-3.9

Encourage mixed use by allowing residential units to be located in combination with existing and new street frontage commercial in all commercial zoning districts.

Policy LU-3.10

Encourage new mixed commercial and residential uses within planned developments in commercial zoning districts by providing ~~new~~ 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.

Policy LU-3.11
Evaluate the need for additional commercially designated land after Kitsap County releases its Kitsap Buildable Lands Report ~~every five years~~. Monitor the City's capacity to accommodate its employment forecasts by Kitsap County, and designate additional land if warranted.

BUSINESS AND EMPLOYMENT LAND USE

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 would provide 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 OCI land use designation differs from the **Business Park** (BP) land use designation by providing a wider variety of land uses and no minimum site size. Development and design standards applicable to the OCI zone will ensure that developments will be well-integrated, attractively landscaped, and pedestrian friendly.

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.

Incubator business – typically where a building shell is constructed and business(es) will occupy and lease out a portion with the expectation that in the future, the business will grow into the entire building – should be encouraged in these three zoning districts.

GOAL LU-4

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-4.1

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.

Policy LU-4.2

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-4.3

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-4.4

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-4.5

Development regulations shall include at a minimum provisions such as setbacks, landscaping, berms, walls or other appropriate measures to screen light industrial, office commercial industrial, and business park uses from adjacent uses.

Policy LU-4.6

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 and recreation facilities.

GOAL LU-5

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 provide the citizens 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-5.1

*The following City owned parks shall be designated with a Park (P) land use classification and Park zoning district: Net Shed Park, Forest Rock Hills Park, Betty Iverson Kiwanis Park, Austurbruin Park, Nelson Park, Frank Raab Park, American Legion Park, Muriel Iverson Williams Waterfront Park, Myreboe Wilderness Park, Poulsbo's Fish Park, Centennial Park, College MarketPlace ~~ballfields~~, Lions Park, **Poulsbo Pump Track, Morrow Manor Park,** and Hattaland Park. In addition, any 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.

The ideal site size for master planning is 20 acres or larger; however a smaller site size may be considered by the City if the proposed site would be in the public's interest to be master planned.

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-6

Encourage 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-6.1

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)).

> The eventual and logical culmination of 'cities as the primary providers of urban services' requires that annexation and incorporation occur rather than service agreements sufficing as more than a transitional device. [CPSGMHB *Poulsbo, 2309c,* FDO, at 26.]

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 a number of factors, including population growth, the housing market and the city's ability to provide urban services in that area.

The City primarily annexes through the petition method of annexation. From 2003 to 2011, the City has entertained petitions and has approved seventeen annexations, ranging from 2 acres to 133 acres in size. In 2008, the City initiated an annexation task force to review in detail the process of annexation, public notification, utility provisions, property tax implication and other pressing issues. The City Council adopted a resolution establishing refined annexation policies for the City to follow for future annexation petitions.

GOAL LU-7

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-7.1

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

Policy LU-7.2

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.

Requiring annexation as a condition of providing sewer service is a valid option which the City may choose in order to transform governance and phase development within the UGA. It is not a denial of sewer service or *de facto* moratorium on development within the UGA. [CPSGMHB *MBA/Larson, 04301*, FDO, at 18.]

Policy LU-7.3

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 and/or the Poulsbo Subarea 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-7.4

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.

GOAL LU-8

The City shall process annexations in accordance with Washington State annexation laws in a timely and efficient manner, and will facilitate public notification of proposed annexations.

Policy LU-8.1

The initiators of a proposed annexation will be required to contact all property owners within the area proposed for annexation, and all property owners within the contiguous UGA of the proposed annexation or other area approved by the City Council, within thirty days of the City Council authorizing circulation of the annexation petition in order to inform affected property owners of the pending annexation.

Policy LU-8.2

The initiators of a proposed annexation will be required to hold a community meeting in the city limits within sixty days of the City Council authorizing circulation of the annexation petition. At this meeting, the initiators of the annexation petition shall present their concept for infrastructure placement and design necessary to support the area. The initiators of the annexation petition shall invite city staff to attend the community meeting.

If the initiators of the annexation petition have proceeded towards property development in the area to be annexed and have engaged in a pre-application conference, a summary of the pre-application conference including designs and planning directives shall be made available for review during the community meeting.

Policy LU-8.3

When a petition method annexation is proposed that includes areas with existing utility extension agreement(s), the City shall notify in writing those property owners not included at the 10% petition submittal but who have a valid utility extension agreement, that an annexation has been initiated and to transmit a copy of their utility extension agreement to them.

Policy LU-8.4

The City shall devise and implement a method to track the status of submitted and ongoing annexations to be posted on the City's website.

Generally, in sizing its UGAs pursuant to RCW 36.70A.110(3) to accommodate the residential population, a county should look first to existing city limits, then its existing UGA before considering expansion of the UGA. The record should document this process – "show its work". [CPSGMHB *Kitsap Citizens, 0319c*, FDO, at 15.]

URBAN GROWTH AREA ADJUSTMENT AND EXPANSION

The Poulsbo Subarea Plan was developed in accordance with the requirements of the GMA and the Urban Growth Area policies of Kitsap County's 1998 Comprehensive Plan. Further, the Subarea Plan was written in accordance with Growth Hearing Board Decisions which allow cities and counties to have local discretion and policy choices in the sizing and configuration of urban growth areas, while also requiring them to

"show their work" in measurable ways and with sufficient documentation as to the rationale of the urban growth area.

The primary goal of the Poulsbo Subarea Plan, adopted by the City Council and Kitsap County Commissioners in 2002, was to develop the necessary supporting documentation for designating an unincorporated Urban Growth Area for Poulsbo. With the designation of a UGA for the City of Poulsbo, the City will have sufficient land by which the population allocation can be accommodated.

A land capacity analysis was included in the Poulsbo Subarea Plan to "show the work" in establishing the Poulsbo UGA. Subsequent land capacity analyses and comparison to Poulsbo's allocated population were completed and included in Kitsap County's 2007 **and** **2014** Buildable Lands Report **(BLR).** The results of the most recent analyses demonstrate that the Poulsbo Urban Growth Area ~~is~~ **continues to be** sized appropriately for Poulsbo's **2036** ~~2025~~ allocated population. **The result of the 2014 BLR land capacity analysis is included in Section 3 of this Comprehensive Plan. Because the results demonstrate there is sufficient land for Poulsbo's population forecast, no modifications to the Poulsbo Urban Growth Area were proposed in conjunction with Kitsap County's 2016 Periodic Update.**

> Land use designations within a UGA must allow for urban development regardless of the rural character a parcel of land may have today. [CPSGMHB *Aagaard, 4311c*, FDO, at 17.]

While past discussion has been on the establishment an Urban Growth Area for Poulsbo, recent discussions have turned to how to adjust or expand, when appropriate, the Poulsbo Urban Growth Area boundary in the future. The criteria for how and when urban growth areas are to be adjusted or expanded are set forth in Kitsap Countywide Planning Policy Element B - Urban Growth Areas.
The adjustment or expansion of the Poulsbo Urban Growth Area must be completed through a coordinated process with Kitsap County. The GMA gives explicit authority to counties for the designation and adjustment of urban growth areas. Further, the GMA (36.70A.130.3.a) requires counties to review each of its designated urban growth areas every ~~ten~~ **eight** years **in conjunction with the required comprehensive plan periodic update**. ~~For the Poulsbo Urban Growth Area, this review will occur in 2016.~~

~~The City of Poulsbo anticipates that a review of the Poulsbo Urban Growth Area will occur in 2016 though a joint process with Kitsap County. It is the City's intent to participate in the review of the Poulsbo UGA as set forth by the process and criteria established in the Kitsap Countywide Planning Policies, and to cooperate with Kitsap County in the assessment of the Poulsbo UGA, to determine what, if any, adjustment is necessary.~~

GOAL LU-9

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-9.1

At a minimum, the City and Kitsap County shall review the Poulsbo Urban Growth Area every ***eight*** *~~ten~~ years as required by GMA,* ***and the review*** ***shall occur*** *through the ~~joint review of the Poulsbo Subarea Plan,~~ the ~~most recent~~ Kitsap County buildable lands reporti****ng efforts. Review shall include*** *densities approved since the UGA designation* ***and the previous buildable lands report****, ~~and each of the jurisdiction's comprehensive plans,~~ to determine if growth and permitted densities are occurring as planned. ~~It is anticipated that this review will occur at or before 2016.~~ Results from the ~~2010~~* ***most recent*** *Census and any relevant Kitsap Countywide Planning Policy amendments shall be taken into consideration when reviewing the Poulsbo UGA.*

Policy LU-9.2

Expansion and adjustment of the Poulsbo UGA may be necessary after the ~~10~~ ***8****-year review described in Policy LU-9.1, or if the Kitsap Regional Coordinating Council approves a new or increased population* ***or employment*** *allocation to ~~the~~ Poulsbo. ~~UGA.~~ The criteria and required analyses for expansion and adjustment of the Poulsbo UGA shall be as set forth in the Kitsap Countywide Planning Policies Urban Growth Areas* ***Policies 1-3*** *~~Policy 1 and 2~~, including implementation of reasonable measures.*

Policy LU-9.3

The City and County shall enter into an Urban Growth Area Management Agreement (UGAMA) as set forth in Kitsap Countywide Planning Policy Urban Growth Areas #4.d and 2006 Kitsap County Comprehensive Plan Policies LU-26 through LU-29. At a minimum, the UGAMA shall provide policy guidance and procedures for the following: the management of the Poulsbo UGA; adjustment and expansion of the Poulsbo UGA; designation of Urban Reserve lands when appropriate, and the coordination of land use activity within the Poulsbo UGA.

GOAL LU-10

The City shall evaluate and enact appropriate reasonable measures before expanding the Poulsbo Urban Growth Area, as required by GMA (RCW 36.70A.215.1.b) and the Kitsap Countywide Planning Policies.

The purpose of RCW 36.70A.215's reasonable measures is to identify mechanisms to accommodate growth other than the expansion of existing UGAs. [CPSGMHB *Suquamish II, 07319c*, FDO, at 54.]

Policy LU-10.1

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 Poulsbo Subarea

Plan and Kitsap CPP growth allocation for Poulsbo. The City shall keep current the data bases created in conjunction with the comprehensive plan.

Policy LU-10.2

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-10.3

The City will continue to coordinate with Kitsap County in its ~~five-year~~ 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-10.4

*The City shall evaluate and enact as appropriate, reasonable measures provided in the KRCC List of Reasonable Measures or other appropriate planning resources, before expanding the Poulsbo Urban Growth Area. The City has completed a Reasonable Measures Evaluation (Chapter 13) and has identified a number of measures ~~yet to be implemented. These measures and other measures~~ **that** may be implemented in the future.*

Policy LU-10.5

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

DRAINAGE, FLOODING AND STORM WATER

GOAL LU-11

Provide a surface and storm water management system and program that controls damage from storm water, protects water quality, p~~P~~revents the loss of life, and property, protects the environment and supports healthy habitat for fish and wildlife. ~~damage and environmental degradation from storm water and related flooding and contaminants~~.

Policy LU-11.1

*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-11.2

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.

Raingarden on Hostmark and Fjord Drive

Policy LU-11.3

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-11.4

~~Seek to maintain the quantity of runoff, peak flows, and flow durations to reduce runoff and related flooding. Utilize infiltration to the fullest extent practical.~~ ***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.***

Infiltration modular wetlands on 3rd Avenue

Policy LU-11.5

As part of periodic updates to the City's Storm Water Comprehensive Plan, i*nventory 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-11.6

As part of periodic updates to the City's Storm Water Comprehensive Plan, 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.

~~Continuously review storm water regulations and design manuals to ensure that the City is meeting the most current BMPs and changes in state and federal storm water regulations.~~

Policy LU-11.7
As part of periodic updates to the City's Storm Water Comprehensive Plan and 6-year Capital Improvement Plan, 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-12

~~Encourage the~~ Implementation~~ of~~ low-impact development (LID) techniques in ~~overall~~ site planning~~, and~~ for storm water management and mitigation.

Policy LU-12.1

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

Policy LU-12.2

*~~Encourage utilization of~~ **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-12.3

Manage~~ment of~~ storm water ~~should be~~ as close to its point of origin as possible through the use of small scale, distributed hydrologic controls.

Policy LU-12.4

*~~Site design should~~ **I**ntegrate 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-12.5

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

6th Street retrofit with infiltration

Policy LU-12.6

Encourage the use of pervious pavement for parking lots, bike lanes and other paved areas that are not utilized as public streets or roads.

~~*The City shall implement as appropriate the "Low Impact Development (LID) Guidance Manual- A Practical Guide to LID Implementation in Kitsap County."*~~

Policy LU-12.7
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-13 ~~11~~

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

Policy LU-13.1
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-13.2
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-13.3
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.

URBAN FORESTRY

Trees are a valuable public resource - an important element of our community. ~~They help provide visual buffers, natural beauty, preserve the character of a neighborhood, and soften the impact of buildings and streets.~~ **Trees oxygenate the air, provide food and habitat for small animals and microorganisms, and reduce the impacts of storm water runoff by reducing erosion and enhancing infiltration. They enhance the visual appearance of the community, promote better transition between land uses, and help protect property values. Stands of trees are natural buffers against noise, heat, sun and wind. Although trees can be removed and replaced with new plantings, it takes years for young trees to reach maturity and match the benefits of existing trees.**

Poulsbo should enhance this natural resource by encouraging the preservation and maintenance of trees on public lands, protecting trees from unnecessary removal or damage during development, and promoting the planting of new trees. The City should provide leadership in urban forestry practices, by emphasizing public education regarding the benefits of trees, bringing issues related to trees to public attention, and reinforcing the value of trees to the public and property owners.

GOAL LU-14 ~~13~~

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.

Street trees in Deer Run neighborhood

Policy LU-~~13~~14.1
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 LU-~~13~~14.2
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;***
- ***Prohibit or limit the amount of tree removal on undeveloped property without an approved land use development permit;***
- ***Protect healthy stands or groves of trees on property proposed for development;***
- ***Required where appropriate, financial assurances for required tree planting and maintenance.***

Policy LU-~~13~~ 14.3 ~~.2~~
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 Street Tree Plan. ***Street trees should be installed in planter strips or tree wells located***

Street trees in Poulsbo Place neighborhood

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 LU-~~13~~14.4 ~~3~~

*Existing trees within a proposed development project **is** ~~should be~~ 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.** ~~Zoning, Subdivision Ordinance, and/or Clearing and Grading Ordinance~~. **Maximum tree retention and a treed appearance will be achieved when development occurs through the following:***

Street trees in Poulsbo Place neighborhood

- ***Establish a minimum tree retention requirement of significant trees and other applicable development standards within the City's zoning ordinance.***
- ***Prioritize the retention of viable tree clusters, forested slopes, treed gullies, and trees that are of a species that are long-lived, well-shaped to shield wind, and located so they can survive within a development without other nearby trees.***
- ***Establish best management practices based on current landscape industry standards.***

Policy LU-~~13~~14.5 ~~4~~

Appropriate n**ative tree species **or non-native trees naturally adapted to local conditions,** should be encouraged and incorporated, ~~where appropriate~~, 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 LU-~~13~~14.6 ~~5~~

Except as required by regulations adopted by the Department of Natural Resources, no forest harvesting of property (i.e. forest practice conversion type activity) shall be approved or authorized by the City until such time as the City has approved a land use development permit. Further, the City shall not approve a clearing and/or grading permit until such time as the City has approved a land use development permit.

Policy LU-14.7

Identify and plant suitable native trees and native vegetation within degraded stream and wetland buffers. Provide for the retention and new plantings suitable as native trees and vegetation on steep slopes.

Policy LU-14.8
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.

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.

College Marketplace water tank

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.

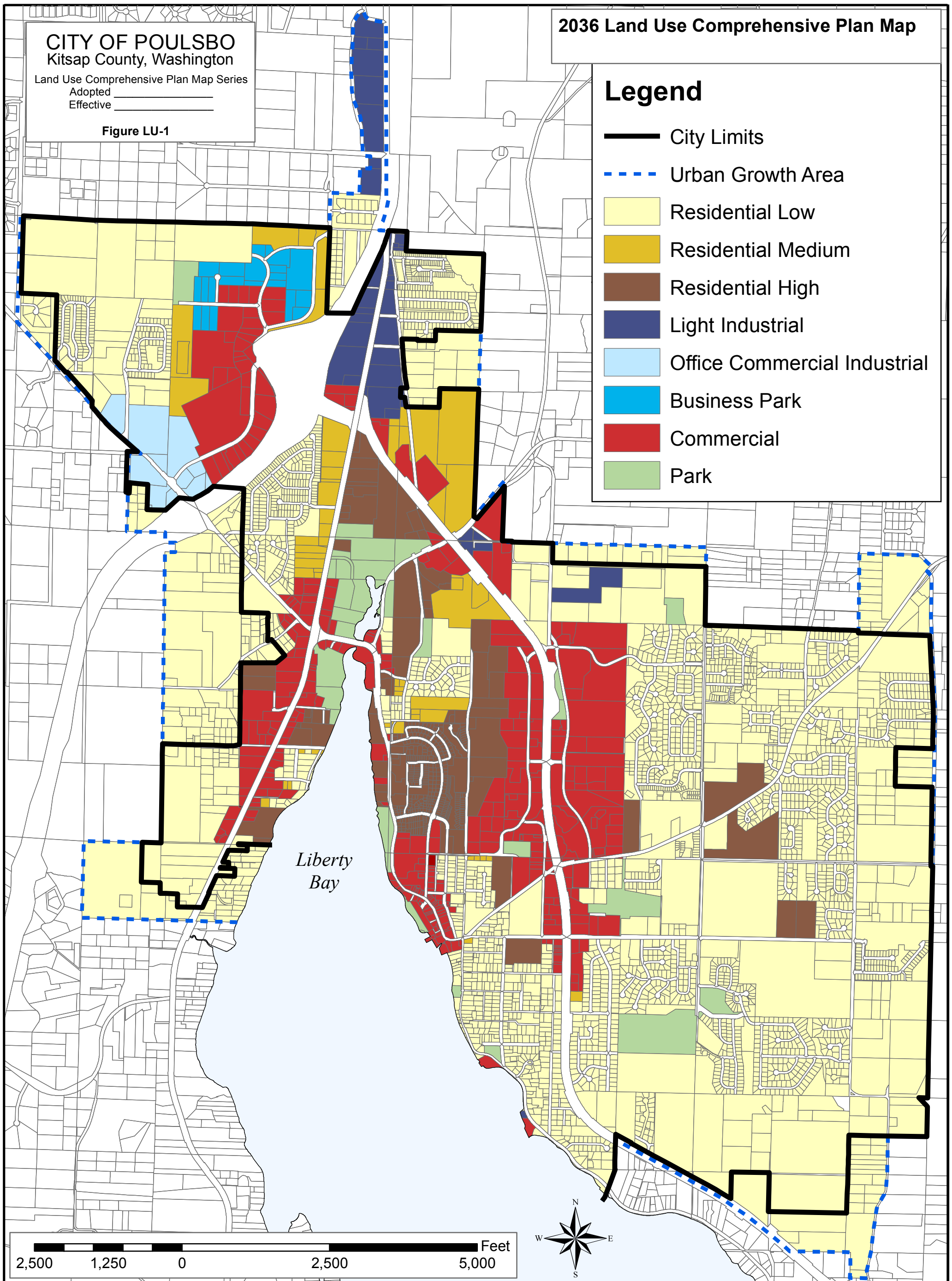
Policy LU-15.2
Encourage the development of low-impact development standards for storm water mitigation to maximize the recharging of groundwater resources.

Policy LU-15.3

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-15.4

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.



Comprehensive Plan Map Series Primary Map Sources and Original Scales:
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: City limits amended May 2011 by annexation. Urban Growth Area adopted 2001.

This comprehensive plan map series is intended for general comprehensive planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
Printed on February 29, 2016

Chapter 3. Community Character

3.1 Community Key Goals – Community Character

• Improve quality of life and create places where both adults and youth can live, work, learn, shop and play.

• Maintain the positive identifiable images and features that make Poulsbo memorable.

• Encourage community cohesion by providing a range of spaces and places for civic functions, such as public meetings, ceremonial events, and community festivals.

• Provide a well-designed, pedestrian friendly and community-oriented downtown center.

• Respect the character of the City's downtown, waterfront, and residential areas, while allowing for new development, expansion, and renovation that considers the scale and character of the area.

• Accommodate infill development and redevelopment that enhances the quality of city neighborhoods and business areas.

3.2 Plan Context

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 design framework for new development and construction, and is meant to address the goals of retaining Poulsbo's

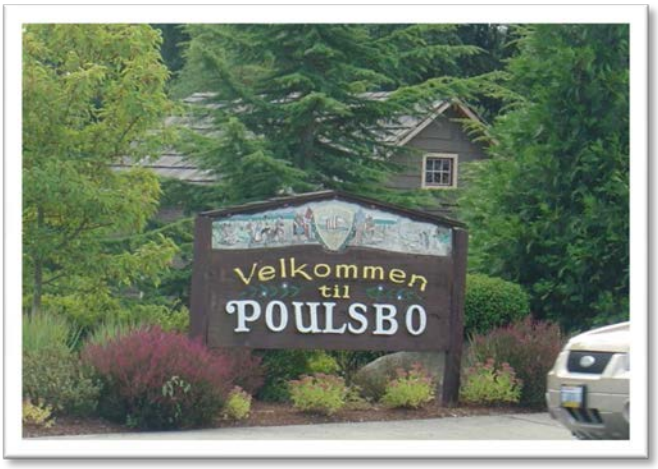
distinct character, and creating gathering places and cultural opportunities. It is intended to help achieve the vision of keeping Poulsbo a safe, friendly and attractive city in the future.

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:

- Maintain the desired scale and character of Poulsbo's downtown core.
- Refinement of commercial design standards and guidelines.
- Preservation of the unique scale and character of Poulsbo's existing residential neighborhoods, while allowing redevelopment and improvement.
- Encouraging and allowing mixed use development in the city, while ensuring compatibility and appropriate scale.
- Improvement of the City's aging sidewalk system, while also providing for new pedestrian opportunities and linkages.

3.3 Goals and Policies

This chapter is complimentary to other elements of the Comprehensive Plan, and many of the policies identified in this chapter may be included or further refined in other chapters.



Welcome to Poulsbo sign located at Viking Avenue

This element considers the following aspects of Community Character:

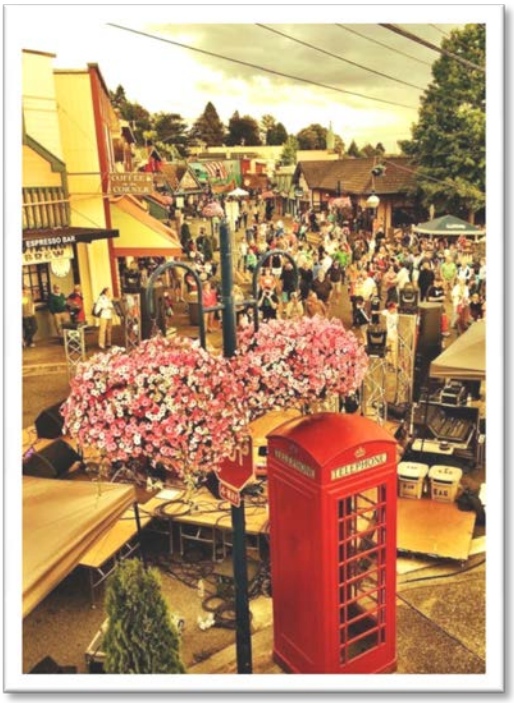
- People and Public Places
- Entrances, Gateways and Landmarks
- Buildings and Design Review
- Streets and Pathways
- Downtown Poulsbo
- Historic Resources and Landmarks

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 residents and visitors with positive activities and interesting and quality public places.



Poulsbo's Annual Street Dance

Policy CC-1.1

The City will continue supporting traditional and non-traditional community festivals and events. Emphasize events that are important to Poulsbo's history or Scandinavian heritage to be held in Downtown Poulsbo, such as Viking Fest.

Policy CC-1.2

Support the development of a diverse set of recreational and cultural programs that celebrate Poulsbo's heritage and diversity, such as:

- *An active Sons of Norway;*
- *Special events that celebrate Poulsbo's Scandinavian heritage, such as Viking Fest, Yule Log and Lucia Bride holiday events;*
- *An active and attractive Port of Poulsbo and marina;*
- *An active parks and recreation program;*
- *An active historical society;*
- *An active farmer's market;*
- *A community theatre; and*
- *Public art displays.*

Policy CC-1.3

Preserve and develop informal community gathering places in Downtown and the city's residential neighborhood parks. This can include techniques such as:

- *Requiring seating opportunities, with tables and attractive landscaping;*
- *Small plazas or squares, especially in commercial areas;*
- *Encouraging art or water features;*
- *Providing for active uses, such as chessboard or public performances in these public spaces; and*
- *Facilitating partnerships, where appropriate, to create public places.*

Policy CC-1.4

Design and build Poulsbo's public buildings with quality 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 gallery-type display opportunity for art in public buildings and provide opportunities for artists to contribute to public art within city-owned parks, bridges or other public facilities.

ENTRANCES, GATEWAYS AND LANDMARKS

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.

City directory sign located at Viking Avenue

GOAL CC-2

Provide residents and visitors with positive identifiable images of Poulsbo.

Policy CC-2.1

Identify and support the establishment of gateways at all key entry points into the City, and emphasize these entrances with distinctive design elements such as symbolic markers, signage, monuments, landscaping or other design features.

Policy CC-2.2

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, ~~and~~ Port Marina, 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-2.3

Encourage schools, religious facilities, library and other public or semi-public buildings to locate and design unique facilities to serve as community landmarks.

BUILDINGS AND DESIGN REVIEW

Quality and pleasing design is as important in the details of a building 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 design that promotes variety and architectural interest in the City's commercial areas.

Policy CC-3.1

Design standards for commercially zoned areas shall be developed 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.

Attractive office building located along SR 305

Policy CC-3.2

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

- *Ensure new development includes architectural features that create visual interest;*
- *The height and bulk of buildings are proportional and appropriate to the site;*
- *Roof forms include visual focal points and variation in detail including pitch, terraced and cornice roof forms;*
- *Rooftop equipment is creatively concealed; and*
- *Landscaping which unifies site design and creates character.*

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.

STREETS AND PATHWAYS

Attracting people into the public realm also means supporting them with safe street crossings, sidewalks, walkways, and bicycle routes as important connections between different places in the city. Street corridors 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;*
- *Character defining materials and accessories;*
- *Unique and interesting street lighting;*
- *Sidewalk furniture; and*
- *Street landscaping and sidewalk planters.*

Street furniture along Front Street

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 and unique shops and restaurants.

Front Street at Downtown Poulsbo

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

Preserve and enhance the existing character and scale, pedestrian friendly and community oriented Downtown Poulsbo.

Policy CC-5.1

Encourage preservation of character and enhancement of distinctive focal points within Downtown Poulsbo, including the Muriel Iverson Williams Waterfront Park, boardwalk and piers, Sons of Norway building, storefront designs and pedestrian scale of Front Street.

Policy CC-5.2

Maintain the Downtown as a primary identifying feature of Poulsbo, setting it apart from the rest of the City through control of such characteristics as height, scale, and intensity. The existing character of Front Street, with its two-story buildings, awnings, and store fronts located at the sidewalk, provide an appealing pedestrian scale that should be preserved.

Poulsbo Boardwalk along Downtown shoreline

Policy CC-5.3

Encourage interspersed landscaping, public plazas with seating and tables, pleasing street frontage design and colors, and inclusion of public art throughout Downtown Poulsbo.

Policy CC-5.4

Continue to support and assist the Historic Downtown Poulsbo Association in its efforts for the promotion, preservation and enhancement of Downtown Poulsbo.

Policy CC-5.5

Identify and improve walking and biking routes to Downtown Poulsbo 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-5.6

Implement the Downtown Parking Management Strategy, which identifies short and long-term strategies and alternatives for providing additional Downtown public parking.

Downtown walkway and landscpaing

Policy CC-5.7

New development and redevelopment in Downtown Poulsbo shall retain its pedestrian-friendly scale and be limited in height to an average of 35'.

Policy CC-5.8

The City's design standards for Downtown Poulsbo should be evaluated to ensure that redevelopment in the Downtown will retain its intimate, pleasant and pedestrian-scale character. Height, street frontage design and colors, building design, placement of buildings, and view of rooflines (from below and above), at a minimum should be assessed.

Policy CC-5.9

Encourage mixed use by allowing residential units to be located in association with commercial frontage in Downtown Poulsbo.

HISTORIC RESOURCES AND LANDMARKS

History is a major aspect of Poulsbo that gives it depth, diversity and uniqueness. Different parts of the city have their own individual mixture of past events, people, buildings and celebrations.

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.

Martinson House Museum commemorates Poulsbo's past

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-6

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

Policy CC-6.1

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-6.2

Cooperate with the Poulsbo Historical Society to identify Poulsbo's heritage residences and buildings. Develop a walking tour brochure and map of these heritage buildings for residents

and visitors to learn about Poulsbo's history. Where feasible, install historic signs/markers for Poulsbo's heritage residences and buildings.

Policy CC-6.3

Protect and conserve designated historical, archaeological and cultural sites and resources using the City's regulatory power as appropriate and necessary.

Policy CC-6.4

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-6.5

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-6.6

Provide assistance to 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 Community Key Goals – Transportation

• **Emphasize development of complete streets that are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders regardless of age, ability or mode of transportation.**

• ~~Promote alternative mobility options and modes of transportation to reduce reliance on cars, including infrastructure for public transit, pedestrians, and bicyclists.~~

• Develop standards to improve the function, safety, and appearance of the City street system.

• Maintain a consistent level of service on the City's street system that is appropriate for existing and future growth to improve traffic flow.

• Participate in efforts to enhance the City's connectivity to the region, including telecommuting.

4.2 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 under the Revised Code of Washington (RCW) 36.70A.070, and supports the vision of Poulsbo.

The Transportation Chapter of the Comprehensive 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 – Capital Facilities Plan
- **2016** ~~2006~~ Poulsbo Transportation Plan Update

- Poulsbo 6-year Transportation Improvement Plan

An overview of Poulsbo's transportation system inventory is included in the **2016** ~~2006~~ Poulsbo Transportation Plan Update, included in full as Appendix B-4 of this 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 **2036** ~~2025.~~

~~Further,~~ The Poulsbo **2016** ~~2006~~ Transportation Plan Update provides the analyses ~~and is based on information from the Poulsbo Traffic Study Final Report – Phase 1 + Phase 2, prepared by David Evans and Associates, Inc. (October 2004). The 2006 Transportation Plan Update~~ **and** has been developed to fit within the City of Poulsbo's Comprehensive Plan Update process and is intended to meet the planning requirements of the Growth Management Act.

Poulsbo faces a number of 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 bicycle routes within and outside of the City, as well as adding bicycle lanes to existing streets where feasible.

- 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.

4.3 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
- Pedestrian sidewalks and bicycle lanes
- Public transportation
- Accessibility

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. 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.

Lindvig Way/Viking Avenue intersection

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 design standards adopted by the City. 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 Figures TR-3 and TR-4, and the Transportation Plan Update **2016** ~~2006~~ (as*

amended or updated) prepared for the City of Poulsbo ~~by David Evans and Associates~~, and included as Appendix B-4 to this Comprehensive Plan document.

Policy TR-1.2

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.

Traffic impacts and capacity shall be measured in terms of net new trips added to the City's roadway system ~~and weighted by length of roads so affected~~. All trips generated by a development shall be counted as impacting the system. ***Commercial trips with multiple stops may be eligible for "bypass" reduction.***

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, 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.

SR 305 at SR 307 intersection

Policy TR-1.3

All new roadway improvements segments shall be consistent with Figure TR-3 City's ~~2025~~ ***2036*** *New Roadway Segments map, either as depicted on the map, or if unfeasible due to topography, property ownership or other challenges, shall provide an alternative alignment and/or connection that meets the intent of the* ***2036 New Roadway Segments map.*** *~~2025 Transportation Roadway Improvements map.~~*

Policy TR-1.4

The City shall require that all streets – new construction, retrofit or reconstruction – be complete streets, built to accommodate all travel modes in compliance with the City's design standards and plans for streets, bicycles and pedestrian facilities and safety elements.

LEVEL OF SERVICE AND CONCURRENCY

Transportation level-of-service standards and concurrency are key requirements of the Washington Growth Management Act. 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.

GOAL TR-2

Maintain a consistent level of service on City streets 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 ~~public streets~~ ***transportation facilities*** *(except as otherwise* ***designated*** *~~exempted~~) 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 a****ll local ~~streets~~* ***roadway sections*** *designated Residential Collector and Residential Access ~~are exempt from this concurrency standard~~.*

Policy TR-2.2

A concurrency level of service standard of LOS F is established for the following ***roadway segments****:*

- ***Front Street from Bond to Sunset***
- ***Torval Canyon from Front Street to 4th Avenue***
- ***Viking Way from the southern City Limits to Bovela***
- ***Lindvig from Viking Avenue to Bond Road***

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

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

Policy TR-2.3

*Transportation facilities to which the level of service standard applies include both intersections and roadway **section**s, and different methods of calculating level of service apply to each type of facility. For intersections, the definitions of level of service and capacity shall be based on the most recent edition of the Highway Capacity Manual published by the Transportation Research Board of the National Research Council.*

*For road**way** sections between intersections, level of service and capacity shall be as defined in "Allowable Capacity of Roadways based on Design Features," identified as Appendix **A** ~~E~~ to the City's Transportation Plan Update **2016** ~~2006~~, prepared for the City of Poulsbo by **Parametrix and** David Evans and Associates; and is included in Appendix B to this Comprehensive Plan and incorporated herein by this reference as if fully set forth.*

Policy TR-2.4

*The City shall strive to achieve level of service standard of LOS C on all City **transportation facilities** ~~roadways~~, but shall, for concurrency purposes, maintain the level of service on such **transportation facilities** ~~roadways at no less than LOS E (~~as fully identified in ~~Policy~~ **Policies** TR-2.1 and TR-2.2~~)~~.*

Policy TR-2.5

For those roadway segments and intersections with an adopted LOS F designation, the City may implement 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-2.6

Development projects that contribute traffic to LOS F designated roadway segments and intersections may be required to partially or fully participate in funding or constructing the mitigation measures identified pursuant to Policy TR-2.5 if the mitigation project is not already part of the City's adopted TIP. These mitigation measures would be identified and developed through a Traffic Impact Assessment prepared pursuant to applicable sections of Poulsbo Municipal Code (PMC).

Policy TR-2.7

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-2.8~~5~~

*The transportation facility improvements identified in the Capital Facilities Plan of this Comprehensive Plan shall be based on achieving these level of service standards identified in Policies TR-2.1 through TR-2.**7**~~4~~ 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-2.9~~6~~

The level of service standards adopted by the Washington State Department of Transportation (WSDOT) are hereby included in this Transportation Element in order to gauge the performance of the state-owned transportation facilities located in the City of Poulsbo. 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".

SR 305 at Hostmark Street intersection

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 Element 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-2.10 ~~7~~

*Develop a system for monitoring the LOS of all city owned ~~intersections and roadway segments~~ **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-2.11

Ensure that Poulsbo's level of service standards 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.

GOAL TR-3

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

The transportation element requires a local government to adopt a "concurrency" ordinance that will prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan. (Footnote omitted.) [CPSGMHB *McVittie, 9316c, FDO*, at 29.]

Policy TR-3.1

The City shall ***administer*** *~~adopt and enforce~~ a concurrency ordinance which prohibits development approval if the development causes the level of service on a City-owned transportation facility to decline below LOS E, 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 and TR-2.2.***

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.*

Residential street in Havn Heights neighborhood

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 ensures a safe transportation network.

GOAL TR-4

Provide a safe, efficient, and reliable transportation system.

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.

Pedestrian pathway to NKSD school campus

Policy TR-4.2

Protect and enhance neighborhoods with an active program that focuses on safety, safe routes to school, traffic calming, education, and enforcement.

Policy TR-4.3

Develop and implement access management regulations in the City's Street Construction Standards that provides standards for driveway spacing and delineation, and encourages the joint use of access points where practical.

Policy TR-4.4

Maintain roadway/intersection sight distance standards. Identify and implement sight distance standards for City intersections. Eliminate sight obstructions such as utility poles, signs, parked vehicles and vegetation where site distance standards are not met.

Policy TR-4.5

Provide adequate lighting for roadway and intersection visibility in accordance with adopted standards.

Policy TR-4.6

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-4.7

Review and evaluate the City's Street Construction Standards 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. Currently, the City should evaluate the need to provide for:

Speed hump at 3rd Avenue

- *Establishment of a Citywide traffic calming methodology;*
- *Alternatives to standard intersection controls, such as roundabouts;*
- *Inclusion of a bicycle lane within local street standards;*
- *Inclusion of vegetative strips **with street trees** along edges of streets and within median planting strips, to be included within local street standards;*
- *Sight distance standards appropriate for local residential and commercial streets; and*
- *Inclusion of an alley standard for both residential and commercial uses;*
- *Low impact development techniques for street storm water runoff.*

CITYWIDE TRANSPORTATION SYSTEM

The private auto**mobile** remains the most common mode of vehicular travel in this country. For the foreseeable future, the private auto**mobile** 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.

Urban collector streets include neighborhood and commercial collectors and are two or three lane streets that collect (or distribute) traffic within a neighborhood providing the connections to minor or principle arterials. Collectors serve 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. This classification includes residential collectors, residential access, neighborhood lanes and commercial access as described in the 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

Encourage improvements in vehicular and pedestrian traffic circulation within the city.

Front Street

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, transit and high-capacity transit service. Develop 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

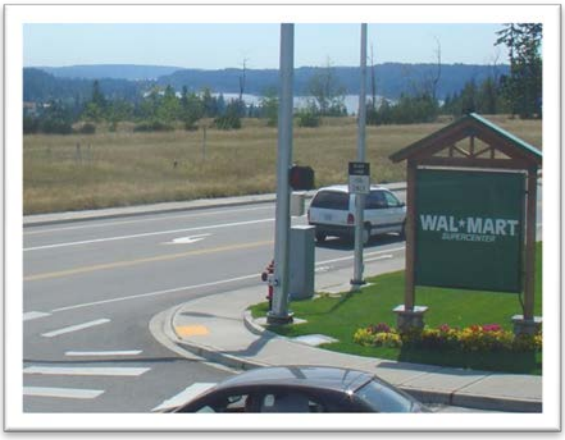
Utilize transportation demand management (TDM) strategies to reduce the need for new roads and capacity improvements.

Policy TR-5.5

Utilize transportation system management (TSM) strategies, such as parking restrictions, 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.

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.



Olhava Way at College MarketPlace

GOAL TR-6

Coordinate land use and transportation planning to manage growth.

Policy TR-6.1

Review and evaluate the City's Comprehensive Plan Transportation Maps (Figures TR-1 through TR-4) at a minimum every three years to ensure that the City is being responsive to potential changes and needs of the City's street system. The Map 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-6.2

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 insure adequate level of service is maintained and needed improvements are completed during the required time frame.

Policy TR-6.3

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

Policy TR-6.4

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

- *Facility designs, in particular, collection and treatment of storm water and surface run-off.*
- *Avoiding construction during rainy season.*
- *Regular and routine maintenance of the City system.*

The GMA specifically sets out language that a six-year plan (the TIP) required under RCW 35.77.010 *must be consistent with the transportation element*. RCW 36.70A.070(6)(c). [CPSGMHB *Fallgatter V, 06303*, FDO, at 13.]

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.

Jurisdictions should be aware that those needs identified in the 20-year Plan, ultimately must be addressed (funded and implemented) at some point during the original 20-year life of the Plan. [CPSGMHB *McVittie IV, 0306c*, FDO, at 21.]

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 ~~2025~~ **2036** 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.*

The City Council's Capital Improvement Planning Committee shall review and provide recommendations to the City Council on alternatives if a funding shortfall occurs.

Viking Avenue

REGIONAL COORDINATION

The Growth Management Act requires that transportation planning be coordinated among local and state jurisdictions. The Kitsap Countywide Planning Policies have identified coordination between Kitsap County and its incorporated cities to meet three inter-related transportation goals:

- Serve Designated Centers to reduce sprawl, conserve land and make more efficient use of infrastructure;
- Preserve the natural environment, including water and air quality; and
- Provide a balanced system for the efficient, safe movement of people, goods and services among Designated Centers within Kitsap County and the larger Puget Sound Region.

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, and programs with those of other jurisdictions serving Kitsap County to ensure a seamless transportation system. Focus particularly on cooperation 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.

Vetter Homestead neighborhood

Policy TR-8.3

The City, in the interest of encouraging telework and telecommuting to better provide regional connectivity to job opportunities, and investing in a family-wage community-based work force, shall promote those findings and aspects of the Kitsap Telework pilot project.

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 increased mobility choices, reduce reliance on motorized vehicles, and provide 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.

GOAL TR-9

Ensure a functional and friendly non-motorized transportation system that effectively serves the needs of pedestrian and bicycle users and encourages non-motorized travel.

Policy TR-9.1

Require pedestrian facilities on all public streets as set forth in the City's Construction Manual Street Standards. Alternative pedestrian facilities that meet or exceed the minimum street standards may be considered by the City, and is subject to approval by the City Engineer.

Policy TR-9.2

The City shall maintain a Sidewalk Improvement Program, which is reviewed annually, and funded through the City's budget.

Bicycle lane at Olhava Way

Policy TR-9.3

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

Policy TR-9.4

Using the Urban Paths of Poulsbo Plan as a guide, the City shall identify appropriate arterial and collector streets where the existing roadway shoulders can be designated as a new bicycle lane. New striping, such as fog line markings, may be required on streets to delineate the vehicle travel lanes where shoulder areas are designated for bicycle and/or pedestrian facilities.

Sidewalk improvements on 6th Avenue

Policy TR-9.5

The City shall seek opportunities to provide bicycle lanes outside of street right-of-ways.

Policy TR-9.6

The Engineering Department will, when possible, coordinate with the Parks and Recreation Department to implement the Urban Paths of Poulsbo 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-9.7

Identified as a key connection in the Urban Paths of Poulsbo Plan, the City should develop a non-motorized transportation facility between the downtown core and West Poulsbo/Viking Avenue corridor (commonly known as the Liberty Bay waterfront trail) that connects neighborhoods, business areas, and parks. The facility should provide connectivity for bicyclists

and pedestrians. Also, secondary non-motorized connections to the facility should be provided to link commuters from neighborhoods with business and employment areas in downtown and along Viking Avenue.

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. 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 Park and Ride at Poulsbo Junction

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 Washington State Ferry terminal. Kitsap Transit also has a transfer center in Poulsbo, providing connections to Jefferson County and other Kitsap Transit bus routes.

GOAL TR-10

Actively promote the use of public transportation to accommodate a larger share of the traveling public.

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. Work with Kitsap Transit, Jefferson Transit, the Washington State Department of Transportation, and surrounding communities to create a Transit Plan for the City.

Policy TR-10.2

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 to increase capacity, provide trolley or shuttle service throughout the City, reduce service deficiencies and increase ridership on under-utilized routes.

Policy TR-10.3

Work with Kitsap Transit to increase Park and Ride capacity within the City by identifying potential Park-and-Ride locations and explore a Bus Rapid Transit (BRT) system that will serve Park-and-Rides and connect Poulsbo to surrounding communities throughout the region.

Policy TR-10.4

Continue coordinating with Kitsap Transit during development permit application, 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.

ACCESSIBILITY

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.

GOAL TR-11

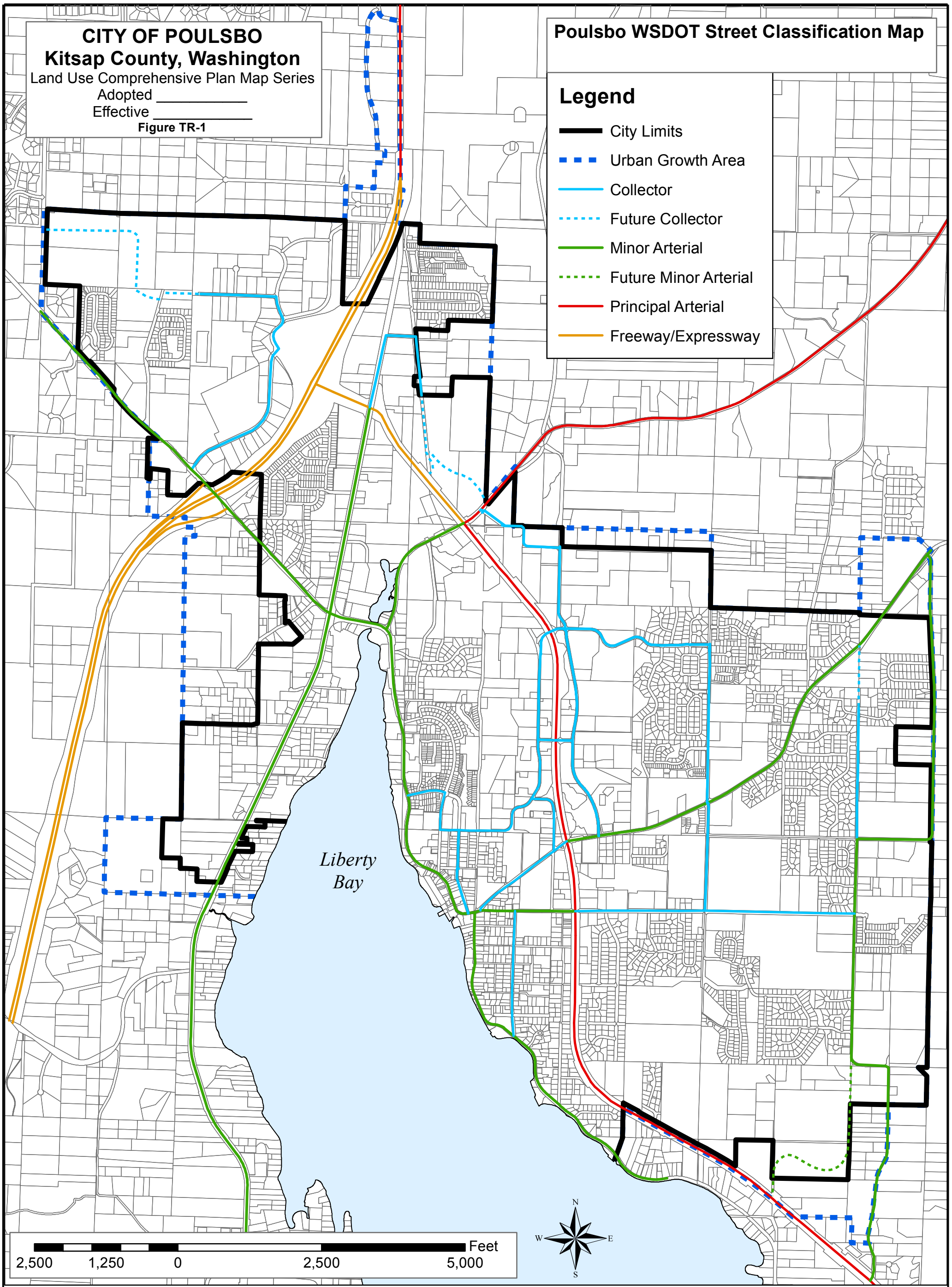
Transportation improvements within the City shall comply with requirements of the Americans with Disabilities Act (ADA).

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

Develop programs and procedures to ensure compliance with the ADA requirements.



Infrastructure Map Series Primary Map Sources and Original Scales:
Washington State Department of Transportation Functional Classification Map Series updated December 2, 2014 (www.wsdot.wa.gov/mapsdata/tdo/FunctionalClassMaps)
Roadway designations compiled using the Transportation Plan Update, February 2016, from the CIty of Poulsbo Public Works Department, Engineering Division; Updated February 2016
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: Detailed transportation system mapping is in functional plans incuded as Appendix B.

This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
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CITY OF POULSBO
Kitsap County, Washington
Land Use Comprehensive Plan Map Series
Adopted _____
Effective _____
Figure TR-2

Poulsbo Local Access Street Classification Map

Legend
- Minor Arterial
- Future Minor Arterial
- Commercial Collector
- Future Commercial Collector
- Neighborhood Collector
- Future Neighborhood Collector
- Residential Collector
- Future Residential Collector
- City Limits
- Urban Growth Area

Liberty Bay

Some streets have dual WSDOT/Poulsbo Classifications; For instance, Iverson Street is classified as both an Urban Collector by WSDOT and a Commercial Collector by Poulsbo.

These classifications are based on Average Daily Trip (ADT's) specifications as described in Figure 2-01 of the City of Poulsbo Construction Manual street standards. Some streets may not strictly meet the ADT's as described in Figure 2-01, but function at higher or lower classifications.

2,500 1,250 0 2,500 5,000 Feet

N W E S

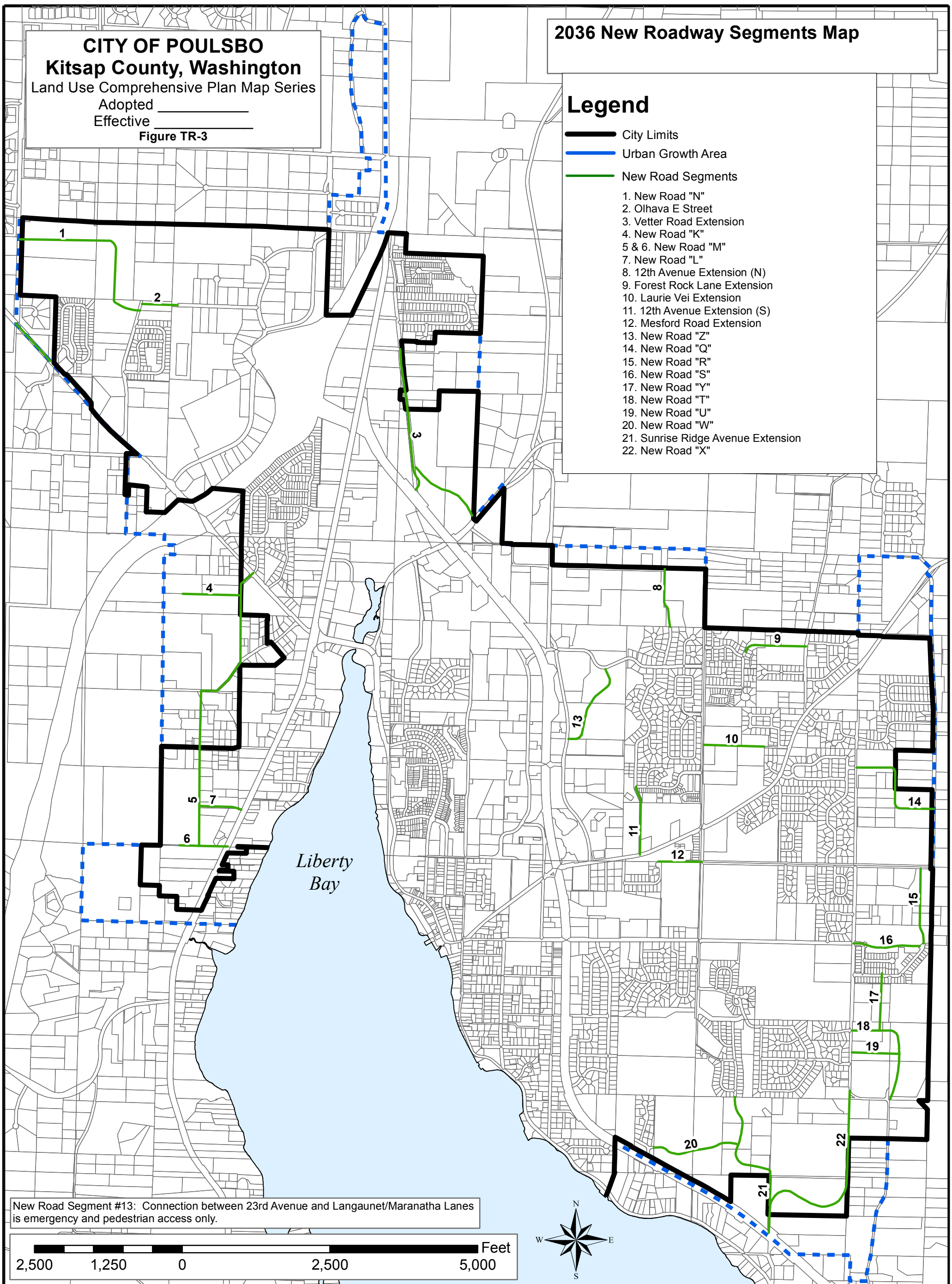
Infrastructure Map Series Primary Map Sources and Original Scales:
Roadway designations compiled using the Transportation Plan Update, February 2016, from the CIty of Poulsbo Public Works Department, Engineering Division; Updated February2016
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: Detailed transportation system mapping is in functional plans incuded as Appendix B.

This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
Printed on February 29, 2016

CITY OF POULSBO
Kitsap County, Washington
Land Use Comprehensive Plan Map Series
Adopted _____
Effective _____
Figure TR-3

2036 New Roadway Segments Map



New Road Segment #13: Connection between 23rd Avenue and Langaunet/Maranatha Lanes is emergency and pedestrian access only.

Infrastructure Map Series Primary Map Sources and Original Scales:
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: Detailed transportation system mapping is in functional plans incuded as Appendix B.

2036 New Roadway Segments are identified in the Comprehensive Plan Section 2 Table CFP-6.

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City of Poulsbo Planning Department GIS
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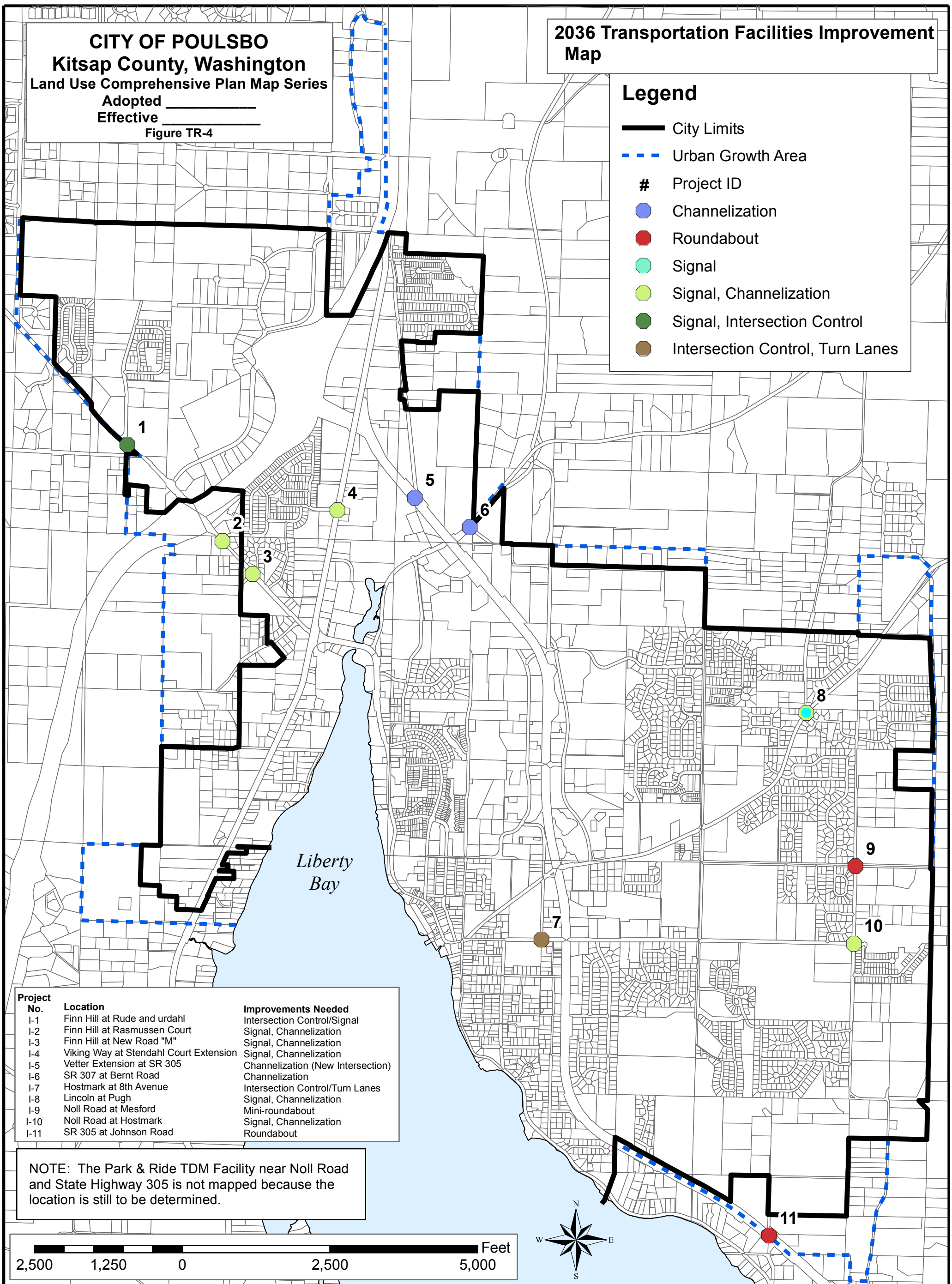
CITY OF POULSBO
Kitsap County, Washington
Land Use Comprehensive Plan Map Series
Adopted _____
Effective _____
Figure TR-4

2036 Transportation Facilities Improvement Map



Project No.	Location	Improvements Needed
I-1	Finn Hill at Rude and urdahl	Intersection Control/Signal
I-2	Finn Hill at Rasmussen Court	Signal, Channelization
I-3	Finn Hill at New Road "M"	Signal, Channelization
I-4	Viking Way at Stendahl Court Extension	Signal, Channelization
I-5	Vetter Extension at SR 305	Channelization (New Intersection)
I-6	SR 307 at Bernt Road	Channelization
I-7	Hostmark at 8th Avenue	Intersection Control/Turn Lanes
I-8	Lincoln at Pugh	Signal, Channelization
I-9	Noll Road at Mesford	Mini-roundabout
I-10	Noll Road at Hostmark	Signal, Channelization
I-11	SR 305 at Johnson Road	Roundabout

NOTE: The Park & Ride TDM Facility near Noll Road and State Highway 305 is not mapped because the location is still to be determined.

Infrastructure Map Series Primary Map Sources and Original Scales:
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: Detailed transportation system mapping is in functional plans incuded as Appendix B.

2036 Transportation Facilities Improvements are identified in the Comprehensive Plan Section 2 TableS CFP-7 & CFP-8.

This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
Printed on January 29, 2016

Chapter 5. Natural Environment

5.1 Community Key Goals – Natural Environment

• Support standards that maintain or improve environmental quality.

• Preserve the City's natural systems to protect public health, safety and welfare, and to maintain the integrity of the natural environment.

• Support regulation of activities in sensitive and hazardous areas to ensure high environmental quality and to avoid risks or actual damage to life and property.

• Coordinate implementation of regulation and preservation efforts through the Comprehensive Plan, Critical Areas Ordinance, Shoreline Master Program, and other applicable City plans and regulations, depending on the nature and location of the natural resource to be protected.

5.2 Plan Context

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 provides a framework that recognizes the relationship between Poulsbo's natural environment, land use planning, and a variety of regulatory and non-regulatory efforts.

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

The Washington State Growth Management Act requires every county and city to adopt policies and development regulations that designate and protect critical areas (RCW 36.70A.060(2)). Critical areas are defined in RCW 36.70A.030(5) as:

a) Wetlands;
b) Areas with a critical recharging effect of aquifers used for potable water;
c) Frequently flooded areas
d) Geologically hazardous areas
e) Fish and wildlife habitat conservation areas.

These five critical areas are defined, mapped and regulated in the City's Critical Areas Ordinance (CAO), which was revised to ensure the inclusion of Best Available Science **(BAS)** in 2007. As part of the public hearing process to the 2007 update, the City prepared a CAO Adoption Document which provides a detailed explanation of how the ordinance is in compliance with GMA; how best available science was applied; and addressed many of the public comments received during the course of the public process. **R**eview the current CAO and the Adoption Document to fully ascertain the how, why, and what of the City's critical area protection measures **is recommended.**

The Natural Environment goals and policies address:

- Environmental Stewardship
- Wetlands
- Aquifer Recharge Areas
- Frequently Flooded Areas
- Geologically Hazardous Areas
- Fish and Wildlife Habitat Conservation Areas
- Shorelines and Liberty Bay

The fact that a portion of a parcel of land contains critical areas does not preclude any development whatsoever on the parcel. Instead, the Act requires that critical areas be protected. As long as that mandate is met, other, non-critical portions of land can be developed as appropriate under the applicable land use designation and zoning requirements. Furthermore, development of critical areas is not absolutely prohibited as long as those areas are adequately protected. [CPSGMHB *Anderson Creek, 5353c,* FDO, at 19.]

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:

- Making choices about the City's future that balances consideration of environmental stewardship and urban growth and development.

- Improving the water quality of Liberty Bay and creeks within the city limits and urban growth area.

- Storm flow surges in stream systems due to existing development that was not required to meet today's storm water regulations.

- Need for basin-wide control and management of storm water, at existing and future developments, to minimize changes to stream hydrology.

- Improving the City-owned storm water facilities annual inspection and maintenance program.

5.3 Shoreline Management

The shorelines of Liberty Bay and the Dogfish Creek estuary are regulated through the Shoreline Master Program (SMP). RCW 90.58.020 and .100 provide policy direction for the SMP to:

- Protect the natural character, **functions,** ~~and the~~ resources and ecology of the shoreline;
- Increase public access to publicly owned areas of the shoreline;
- Increase recreational opportunities for the public in the shoreline;
- Mitigate and restore habitat impacts to ensure no net loss of habitat function;
- Maintain the public right of navigation;
- Prioritize water-dependent and single-family residential uses and development;
- Coordinate shoreline management with other relevant local, state and federal regulations;
- Prevent and/or minimize flood damage;
- Protect private property rights;
- Protect and restore sites with historic, cultural and/or educational value.

The Shoreline Management Act (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 Act.

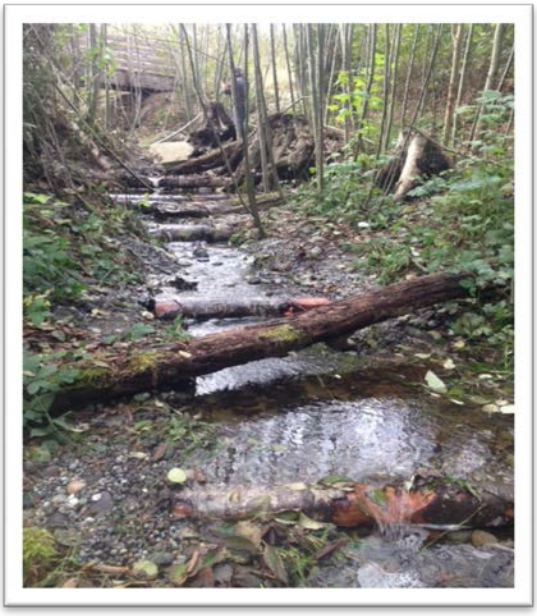
The overarching policy is that "the public's opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the state shall be preserved to the greatest extent feasible consistent with the overall best interest of the state and the people generally." Coordinated planning is necessary 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.

The 2003 SMP Guidelines (WAC 173-26, Part III) includes a requirement for "no net loss" of shoreline ecological function. The Department of Ecology's SMP Handbook indicates that "no net loss" means that "over time, the existing condition of shoreline ecological functions should remain the same as when the SMP is implemented. The no net loss standard is designed to halt the introduction of new detrimental impacts to shoreline ecological functions resulting from new development." WAC 173-26-186(8) directs that master programs "include policies and regulations designed to achieve no net loss of those ecological functions." The goals and policies of the SMP are required to be incorporated into the City's Comprehensive Plan.

5.4 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.



Stream restoration at Poulsbo Fish Park

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 environmental quality through land use plans, surface water management plans and programs, comprehensive park plans, development regulations and site-specific project review.

The County's approach, to rely on identification of critical areas [aquifer recharge areas] on a site-by-site basis, is within the range of choices available to local governments to satisfy the designate and protect mandates for critical areas. [CPSGMHB *Sakura, 02321*, 2/12/03 Order, at 4.]

Policy NE-1.2

The City shall maintain regulations such as the Critical Areas Ordinance, 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 development standards shall incorporate and utilize appropriate and applicable best available science for purposes of designating and protecting all regulated critical areas.*

Policy NE-1.3

The City should work in concert with state and regional agencies, as well as with neighboring jurisdictions and tribes, to protect sensitive areas and the City's natural environment. The City will cooperate in watershed planning efforts and consider watershed impacts during decision making.

Policy NE-1.4

The City will continue to require completion of environmental studies by qualified professionals to assess the impact of proposed development on critical areas. The Critical Areas Ordinance shall set forth when and how the environmental studies shall be required.

Policy NE-1.5

The City shall continue to ***implement low impact development techniques in site planning, for storm water management and mitigation.*** *~~participate in Low Impact Development technique classes and programs, such as the Kitsap County Homebuilders Kitsap Low Impact Development Leadership team. The City shall implement as appropriate the "Low Impact Development (LID) Guidance Manual- A Practical Guide to LID Implementation in Kitsap County."~~*

Policy NE-1.6

The City shall encourage, where appropriate, public-private partnerships and voluntary efforts to protect, restore and enhance the quality and functions of the City's critical areas and their associated buffers.

Policy NE-1.7

City regulated environmental protection cannot constitute a legal "takings" of land and the City must provide provisions for reasonable use of property according to legal precedent and laws.

Policy NE-1.8

Critical areas within the shoreline shall be protected by the standards in the CAO, unless the SMP provides for a critical area that is more stringent than that provided in the CAO, in which case the more stringent protection shall apply.

Wetlands at Poulsbo Fish Park

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.

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 do not include those artificial wetlands intentionally created from nonwetland sites, such as irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm pond, and landscape amenities, or those wetlands created after July 1, 1990 that were unintentionally created as a result of the construction of a road, street or highway. Wetlands may include those artificial wetlands intentionally created from nonwetland areas created to mitigate conversion of wetlands. *(See RCW 36.70A.030(**21**~~20~~) for complete wetland definition).*

Wetlands reduce floods, contribute to stream flows, and improve water quality. 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.

Natural vegetation at Bjorgen Creek

Undeveloped land adjacent to a wetland provides a buffer to help minimize the impacts of urbanization. The long-term function of a wetland is dependent on land development strategies that protect wetland buffers.

Poulsbo has successfully (through acquisition and regulation) protected its larger wetlands, specifically those wetlands associated with the Dogfish Creek estuary. In addition to fish and wildlife benefits, publicly owned wetlands provide significant value to the community in the form of open space, passive recreation, education and cultural resources. Privately owned wetlands are important components of the hydrologic cycle and are amenities for property owners.

The City has mapped general locations of wetland areas for planning purposes, but the large-scale mapping is too imprecise to record the location of wetlands on specific sites. The City's wetland mapping combines ~~the National Wetlands Inventory~~, hydric soils maps from the U.S. Department of Agriculture and wetlands identified and delineated through the development review process. Site-specific wetland delineations by qualified professionals are required during 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.

Policy NE-2.2

The City shall continue to update its existing wetland database using the most recent information available. Wetland identification and delineations completed in conjunction with a land use permit will be entered into the database.

Policy NE-2.3

Use of fencing, flagging, or tape to mark wetland boundaries and buffers 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-2.4

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

Policy NE-2.5

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.

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 reduce the groundwater recharge potential.

The Kitsap County Ground Water Management Plan (1991) identifies the Poulsbo Aquifer as a concern because it has high permeability and potential for contamination. Aquifer recharged areas have been mapped to assist the City in identifying areas where special conditions may be necessary to ensure Poulsbo's ground water resource is protected from contamination. **Additional data on groundwater from the 2014/15 U.S. Geological Survey Scientific Investigation Report prepared in cooperation with the Kitsap Public Utility District was also reviewed and mapped as appropriate.**

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

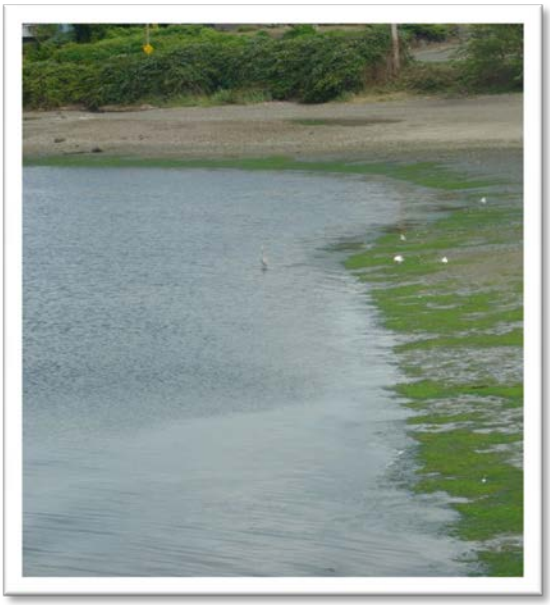
Proposed development in areas identified as a Critical Aquifer Recharge Area may be required to prepare a hydrogeological report. The City's Critical Areas Ordinance shall set forth the criteria for when such a report is required and the information to be included.

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

Flooding is caused by excess surface water runoff and results in creating property damage, public safety hazards, and destroying aquatic and riparian habitat. In recognition of this situation, the Federal Flood Insurance Program was created to guarantee protection of lands in flood hazard areas if eligibility requirements are met. The standard set by the program is the preservation of the 100-year floodplain. The 100-year floodplain is the area of land flooded by a storm that has a 1 percent probability of occurring in any year.



Liberty Bay Shoreline

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.

Only one stream in the City of Poulsbo has a designated floodplain: Dogfish Creek. Several other areas in the City have flood hazard

designations; they include: Liberty Bay, Dogfish Creek, and Bjorgen Creek in the vicinity of Hwy 305.

The City ~~adopted an~~ updated **the** Floodplain Management Chapter (PMC 15.24) through the adoption of a ~~new~~ Flood Prevention Ordinance (Ordinance 2005-27) **that was updated in 2010 (Ordinance 2010-21).** ~~and is adopted by reference to the City's CAO.~~ Th**ese**~~is~~ ordinance**s** ~~was~~ **were** reviewed and approved by the Washington State Department of Ecology (DOE).

~~Existing~~ FEMA mapping delineates flood hazard areas, **which were updated in 2010; these maps have been adopted by the City**. The mapping includes those areas inundated by 100-year and 500-year floods. ~~To improve the accuracy of the FEMA mapping, which was originally developed in the 1970's, DOE consulted with City staff to revise the FEMA maps and develop a new map that complies with the agency's most recent floodway and floodplain regulations~~. When assessing the potential for a flood hazard on a given site, the City's development review staff utilizes the FEMA maps; therefore flood hazards are not reproduced on the City's Critical Area maps.

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.

Slopes at American Legion Park

GEOLOG~~Y~~ICALLY HAZARDOUS AREAS

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, valley and

benches to the eastern shore.

As described in the Soil Survey of Kitsap County, Washington, the soils of Kitsap County formed mainly in glacial drift deposited by the most recent several continent-sized glacial ice sheets. This 3,000-foot glacier, emanating from Canada, formed most of the topography and waterways of the area between 13,000 and 15,000 years ago.

The predominant deposit, and therefore parent soil material, is glacial till. It generally consists of compact basalt till covered by a thin discontinuous layer of ablation till. The Kapowsin, Poulsbo and Sinclair soils, prominent soils in Poulsbo, were formed in this till material.

Underlying these glacial deposits is sediment deposited during previous glacial or interglacial periods. This sediment, generally exposed only on sea cliffs, consists primarily of stratified clay, silt, sand and gravel. Where this deposit has glaciolacustrine properties, Kitsap soils formed. Kitsap soils are prominent soils on the eastern shoreline of Liberty Bay, and north of Hostmark to Bond Road.

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.

Geologically Hazardous Areas and Areas of Geologic Concern have been identified and mapped. The map is intended to serve as a guide to the general location, based upon identified soil types, the potential likelihood of a geological hazardous area. Site specific topographic, survey and geologic information is required with development proposal**s** to determine the existence and extent of such areas, and if such hazard**s**~~sous~~ can be mitigated.

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 geological**ly** 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 of 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 ~~to~~ **for** maintain**ing** **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.** ~~that cooperative and coordinated land use planning is critically important among counties and cities in a region.~~

> Absent the requisite environmental attributes of a critical area that is large in scope, of high rank order value and is complex in structure and function, [a city's] future land use map density designations must permit appropriate urban densities. [CPSGMHB *LMI/Chevron, 8312,* FDO, at 26.]

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).**~~080(5)).~~

Fish and wildlife habitat conservation areas include (WAC 365-190-**130(2)):**~~080(5)(a)):~~

a) Areas with which endangered, threatened and sensitive species have a primary association;
b) Habitats and species of local importance, **as determined locally**;
c) Commercial and recreational shellfish areas;
d) Kelp and eelgrass beds; herring, ~~and~~ smelt **and other forage fish** spawning areas;
e) Naturally occuring ponds under twenty acres and their submerged aquatic beds that provide fish or wildlife habitat;
f) Waters of the State;
g) Lakes, ponds, streams and rivers planted with game fish by a government or tribal entity; ~~or~~ **and**
h) State natural area preserves, ~~and~~ natural resource conservation areas **and state wildlife areas**.

Basin Overview

The Poulsbo watershed is defined by the convergence of two glacially formed hills and contains a series of small natural systems. The largest stream system in the City is Dogfish Creek. The Dogfish Creek watershed includes the main stem of Dogfish Creek, and the East and South Forks. The main stem flows in a southerly direction, draining the Big Valley area. The East Fork flows in a southwesterly direction draining Lincoln Hill and Bond Road areas. The South Fork flows north and northwest along and adjacent to State Highway 305 and is located entirely within the existing city limits.

The South Fork is smaller in size than the other two forks; however, it drains a much more urbanized watershed, and is subject to periodic flooding. All of the creeks and small streams within the city limits drain into Liberty Bay. The watershed has no lakes, but some surface storage is provided in the large marshy area near the main stem of Dogfish Creek. The water quality of streams is generally suitable for most purposes throughout most of the year.

North Fork of Johnson Creek is a Type 3 stream that lies primarily in the unincorporated portion of the City's Urban Growth Area, with only the headwaters, upper and lower stream reach located in the city limits at this time. Bjorgen Creek is a Type 3 stream that flows south from the Deer Run subdivision through recently annexed land and ultimately ends at Liberty Bay. Lemolo Creek is located just east of the Poulsbo UGA boundary in the Noll Road vicinity and flows south into Liberty Bay. The majority of these three stream systems run through undeveloped or low-density areas within the City or its outlying area.

Poulsbo Creek is a small stream system that flows through a portion of the City known as Old Town. Historically, this creek has been regulated only as a drainage way, but through the City's CAO update, Washington State Fish and Wildlife reclassified the creek as a regulated stream.

Liberty Bay is the major body of surface water in the City.

Beneficial uses of surface water are listed in the Water Quality Standards for Surface Water of the State of Washington (WAC 173-201**A**). These include drinking water; salmonid and fish habitat; shellfish; wildlife habitat; recreation; commerce and navigation; stock and crop water. Water quality is especially important for maintaining safe drinking water and swimming areas, and for maintaining healthy fish, shellfish and wildlife populations.

Although urbanization within the city limits has affected shoreline and in-stream habitat conditions, watershed-scale processes (especially processes occurring in the upper basin) have also affected the health of Poulsbo's streams and shoreline areas. Many of the factors that affect habitat quality are the result of actions that extend beyond the City's jurisdiction. Additional measures that address basin hydrology, sediment transport, impervious surface area, and water quality on a watershed scale will need to be explored and pursued in conjunction with Kitsap County if long-term and sustainable habitat improvements are to be achieved.

Streams in Poulsbo's urban area have all been impacted to some degree by development. Challenges include blocked culverts, severe channel down-cutting, areas of moderate to sever erosion, invasive non-native vegetation, and inadequate vegetative cover and lack of large woody

debris. Recommendations to improving the existing conditions have been identified ~~through the Critical Area Ordinance update process. Improvements~~ **and** include replacing culverts to allow for fish passage **or better flow control**; develop and implement a stream channel rehabilitation program for degraded reaches ~~in Wilderness Park~~; implementation of a vegetation management plan to improve/enhance vegetated buffer areas; and ensure storm water receive maximum water quality treatment per the City's adopted storm water management manual.

Mapping

The City has mapped stream hydrology types as identified by the Department of Natural Resources adopted stream typing data and classifications; and fish and wildlife habitat conservation areas are based on the Washington State Department of Fish and Wildlife priority habitat and species list and digital GIS data provided by WDFW to the City.

The City utilizes the WDFW Priority Habitat and Species digital data, and the Natural Heritage Program GIS Data Set provided by Washington State Department of Natural Resources, to identify areas within the city limits that may be subject to the requirements for Wildlife Habitat Conservation Areas, Areas of Rare Plant Species and High Quality Ecosystems. These maps provide only generalized information to protect these sensitive species and ecosystems, and are updated as these State agencies provide the City with new information.

Classification and Designation

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)** ~~080(5)(c)(ii)~~ 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 August 2008 **(updated 4/20/2014)** Priority Habitats and Species List prepared by WDFW, *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.)

The Fish and Wildlife Habitat Conservation Areas section of the City's CAO uses the WDFW Priority Species and Habitat List as the foundation for the designation of Fish and Wildlife Habitat Conservation Areas (see PMC 16.20.310).
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. Therefore, it is clear based on the WDFW species listing that the City's streams, shoreline and Liberty Bay are its primary fish and wildlife habitat conservation areas. For this reason, the City's CAO has designated all of the following as "Fish and Wildlife Habitat Conservation Areas" (PMC 16.20.310 A-F; and Table 16.20.315):

A. South Fork of Dogfish Creek Stream/Riparian Corridor Conservation Areas.
B. Streams. (All streams that meet the criteria for Types **S, F, Np, Ns** ~~1,2,3,4 and 5~~ as set forth in WAC 222-16-031 of DNR Water Typing System.)
C. Saltwater Shorelines. (Including commercial and recreational shellfish areas; riparian areas; shoreline feeder bluffs; kelp and eelgrass beds; and herring, sand lance and smelt spawning areas, and juvenile salmonid migratory corridors).
D. Lakes less than 20 acres.
E. Class 1 and Class 2 Wildlife **Habitat** Conservation Areas.
F. Areas of Rare Plant Species and High Quality Ecosystems.

Regulatory measures, such as required buffers, resource management areas, setbacks, preparation of habitat management plans, and other development standards apply to these five Fish and Wildlife Habitat Conservation Areas, and are identified in the City's CAO.

Anadromous Fish
GMA further requires jurisdictions to give "special consideration" to preserve anadromous fish. The term "anadromous" refers to fish that spawn in fresh water streams or lakes, migrate to salt water for a portion of their life cycle, and then return to fresh water.

To give special consideration includes protecting the habitat important for all salmonid life stages that occur in Poulsbo's streams. Fish species listed as threatened or endangered under the federal Endangered Species Act (ESA) are protected in accordance with the Act. Bull Trout, Chinook Salmon, Chum Salmon, and Rainbow Trout/Steelhead are the anadromous fish that have been identified as Federal Threatened Species that have or may frequent Liberty Bay and its streams.

While any future ESA response will be coordinated with regional salmon recovery planning efforts, the City has taken a proactive role in maintaining and restoring the fish habitat of Dogfish Creek and the Liberty Bay Estuary through such park projects as the acquisition of Fish Park, Wilderness Park, and Centennial Park.

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.

Small pond at Poulsbo Fish Park

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

Recommendations from two stream corridor ecological analyses should be reviewed for any appropriate inclusion in the City's storm water management programs or development regulations These reports have been prepared by P.A. Fishman of SWCA Environmental Consultants, and include:

- *"Ecological Condition and CAO Recommendations for North Fork Johnson Creek Corridor, Poulsbo, Washington."*
- *"Proposed Natural Resource Buffers for Lemolo Creek Corridor, Poulsbo, Washington."*

Dogfish Creek estuary

Policy NE-6.10

The City shall complete the "Dogfish Creek Restoration Project Master Plan," reviewing and considering all previous studies and data prepared evaluating Dogfish Creek. The City shall coordinate with the Suquamish Tribe on the planting plan and scheduling of the habitat rehabilitation installation.

Policy NE-6.11

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

SHORELINES AND LIBERTY BAY

Shoreline Management

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 will address these shorelines as well as those located within the City limits. However, in the absence of an interlocal agreement with Kitsap County, the City will not have any regulatory authority in the predesignated areas until they are annexed. No "optional expansion" of jurisdiction for critical areas and buffers per RCW 90.58.030(2)(f)(ii) and WAC 173-26-221(2)(a) is included in this SMP.

There are a number of local tools used to implement the goals and policies of the Act. Development regulations such as the Zoning Ordinance and Critical Areas Ordinance support the SMP in regulating development along the City's shorelines. Capital improvement plans, such as

sewer, water, parks and transportation, also help the City maintain a balance of providing public services and access on the shoreline, while ensuring environmental protection.

As required by the Shoreline Management Act, 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** ~~five~~ 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-6.

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.

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 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.

The Shoreline Residential environment is identified on Figure NE-6, and is divided into two ~~sub-~~ designations: Shoreline Residential-1 (SR-1) and Shoreline Residential-2 (SR-2). The SR-1 environment primarily includes those areas of the shorelands ~~waterward~~ **within** ~~of~~ the established shoreline buffer **(100' from the ordinary high water mark),** and/or on the water side of "buffer interruptions" such as major roads.

The SR-2 environment primarily includes those areas of the shorelands outside of the established shoreline buffer and/or on the upland side of "buffer interruptions," such as major roads. Within these areas, new residential development is permitted according to the applicable shoreline and zoning development standards, with an emphasis on transition from the preservation–oriented focus of SR-1 to adjacent residential development located outside of the shoreline jurisdiction.

Policy NE-8.1
New development and redevelopment in the Shoreline Residential (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. The identified HI areas include the downtown waterfront and an area near the head of Liberty Bay.

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. The UC designation applies to several shoreline properties located at the west side of the intersection of Lindvig Way and Bond Rd, adjacent to the Dogfish Creek estuary.

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. N areas within the city include the majority of Fish Park, and areas of Muriel Iverson Waterfront Park, Net Shed Park, American Legion Park and Nelson Park, that are within 0-100 feet of the ordinary high water mark of Liberty Bay and/or the estuarine portion of Dogfish Creek.

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** ~~on~~ 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 ~~non-commercial~~ aquaculture in support of future restoration or enhancement efforts may be appropriate, and may be considered by the City on a case-by-case basis through a Shoreline Conditional Use permit.

Public Access
The Shoreline Master Program Guidelines require dedication and improvement of public access in developments for water-enjoyment, water-related, and nonwater-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.

LIBERTY BAY

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 ¾ 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. Over 50% of the historically forested watershed is now developed, with over 17% 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.

There are six major creeks in the watershed: Little Scandia Creek, Big Scandia Creek, Bjorgen Creek, Daniels Creek, Dogfish Creek (including all major tributaries) and Johnson Creek. At 4,700 acres, the largest drainage in the watershed is Dogfish Creek, which forms the head of Liberty Bay.

Liberty Bay

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.

Liberty Bay, like much of Puget Sound, has experienced significant impacts on its ecological integrity and water quality. About half of the shoreline of Liberty Bay is armored and a greater portion has been developed. These shoreline modifications have altered nearshore processes and affected nearshore habitat conditions.

In addition, violations of water quality standards, most notably for microbial pollution, are a recurring problem in Liberty Bay. As a result, tribal, commercial and recreational shellfish harvest is now restricted to a fraction of historic levels. However, in spite of negative impacts on its water quality, Liberty Bay retains a level of natural ecosystem structure and function. Ecological conditions in the Liberty Bay watershed are generally supportive of aquatic life – although there is room for improvement. Water quality conditions are also generally supportive of recreational beneficial uses such as swimming and boating activities, although there are improvements still needed to fully support shellfish harvesting throughout the bay.

Much has been accomplished within the Liberty Bay watershed in the past decade. The Kitsap County Health District (KCHD) **and Kitsap Conservation District's** **Liberty Bay Watershed Restoration** Pollution Identification and Correction program has significantly reduced bacterial pollution in Dogfish Creek and Liberty Bay **through correction and restoration efforts with septic systems and agricultural sites**. The City, ~~and~~ KCHD **and the Washington Department of Ecology (DOE)** have also been working to reduce bacterial pollution from storm water draining into the South Fork of Dogfish Creek and Liberty Bay. The Port of Poulsbo and the three marinas located in Liberty Bay have all instituted best management practices to reduce pollution. A historic undersized culvert located at the mouth of Dogfish Creek was replaced with a bridge, now allowing unrestricted passage to salmonids and other aquatic biota, as well as restoring natural tidal flushing into the creek. New parks established by the City along the Liberty Bay shoreline and two existing parks along the shoreline, have enhanced the shoreline with natural vegetation.

Continuing improvements in nearshore habitat conditions, water quality, **storm water management** and biological integrity could eventually result in the full restoration of beneficial uses throughout Liberty Bay.

In 2016, the City in coordination with DOE, Kitsap County Health District, Kitsap County and others, completed "Liberty Bay Total Maximum Daily Load (TMDL) Implementation Plan". The purpose of this plan is to identify and prioritize actions that will help to preserve, protect and restore water quality and natural systems in Liberty Bay, while at the same time providing infrastructure that supports both existing and future development.

From this plan, the City has identified specific restoration and corrective action projects and efforts that can be programmed into its storm water capital improvement plan.

~~The City is responsible for the improvement of Liberty Bay primarily through its regulation of land uses and development along the Liberty Bay shoreline, and its storm water management of water quality that enters Liberty Bay through culverts. The Washington State Shoreline Management Act of 1971 requires local governments to adopt a Shoreline Master Program (SMP) that provides land use regulations and restrictions for shoreline management.~~

GOAL NE-10

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

Policy NE-10.1

Protect shoreline ecological processes and functions through regulatory and non-regulatory means, including acquisition of key properties on the Liberty Bay estuary and shoreline; regulation of new development through the City's Shoreline Master Program; and incentives to encourage ecologically sound design.

Policy NE-10.2

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, 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-10.3

The City shall, ~~when revising its Shoreline Master Program,~~ provide regulations to sustain shoreline ecological functions and natural resources, and to encourage and facilitate the restoration of existing impaired ecological functions.

Policy NE-10.4

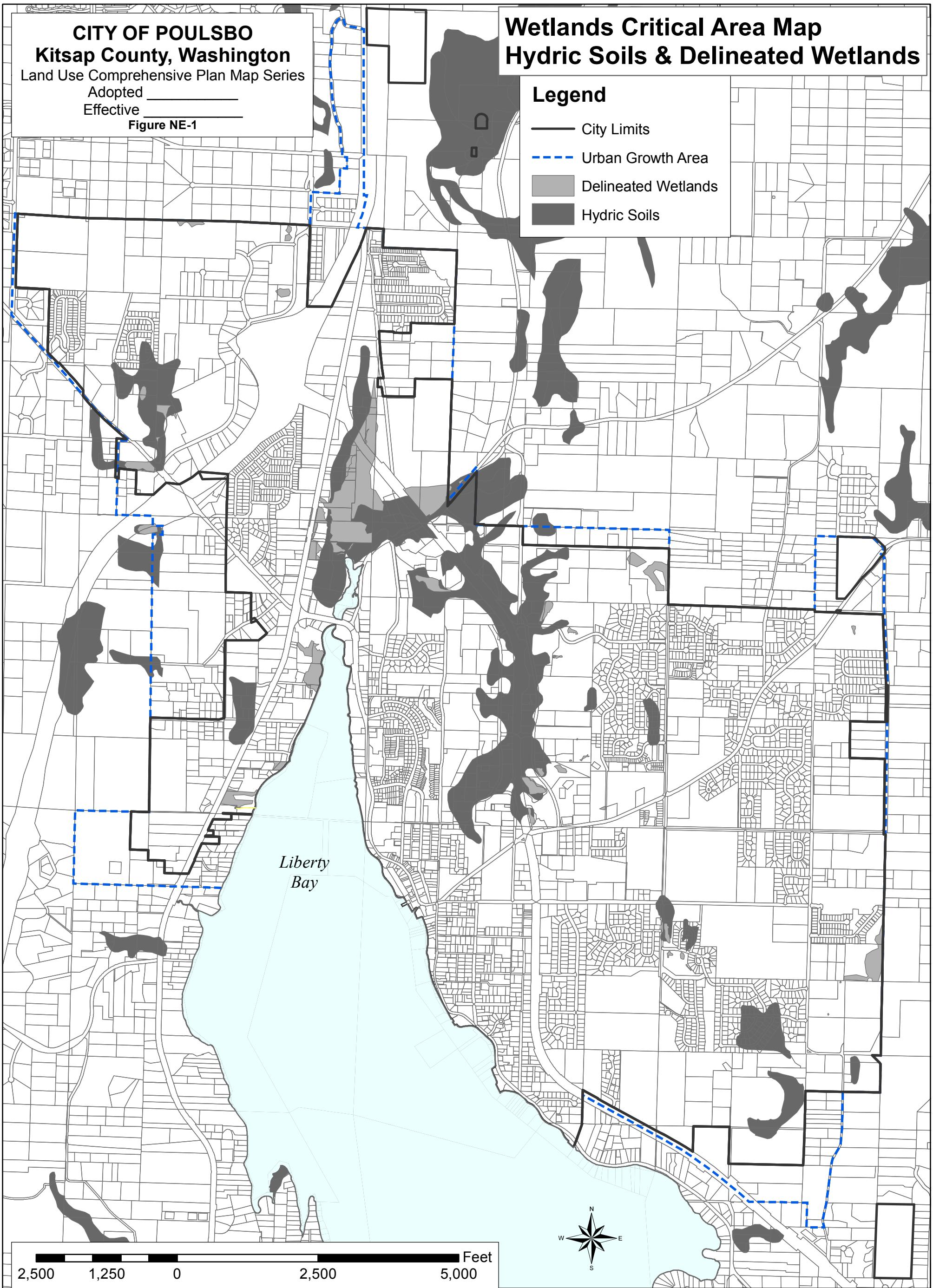
The City will implement as appropriate, ***recommendations of the City of Poulsbo Liberty Bay TMDL Implementation Plan (2016).*** *~~any remaining recommendations of the Kitsap County Health Department in its "City of Poulsbo Nonpoint Pollution Impacts to South Fork of Dogfish Creek Final Report 2002" not already implemented, to improve the surface water quality in SF Dogfish Creek and Liberty Bay.~~*

GOAL NE-11

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

Policy NE-11.1
Where possible, identified archaeological areas and historic sites along the City's shorelines should be permanently preserved.

Policy NE-11.2
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.



Critical Area Map Series Primary Map Sources and Original Scales:
Delineated Wetlands compiled using Plat Maps from the City of Poulsbo Planning Department.
Hydric Soils United States Department of Agriculture, Soil Conservation Service in cooperation with the Washington State Department of Natural Resources and Washington State University Agricultural Research Center 1977 1:24,000
W.S.D.N.R. Hydrography, Washington State Department of Fish and Wildlife 1:24,000
Deeter, J. 1979, Quaternary Stratigraphy of Kitsap County Appendix III, p 149-159 and Plate 9
Welch, W.B., Frans, L.M., and Olsen, T.D., 2014, Hydrogeologic framework, groundwater movement, and water budget of the Kitsap Peninsula, west-central Washington: U.S. Geological Survey Scientific Investigations Report 2014-5106, 44 p., http://dx.doi.org/10.3133/sir20145106. Prepared in cooperation with the Kitsap Public Utility District.
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: Saltwater wetlands are not represented on this map, however, they are of concern within the Shoreline Management Act.

This critical area map series is intended for general critical area planning. These maps are schematic representations of physical features, infrastructure, and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

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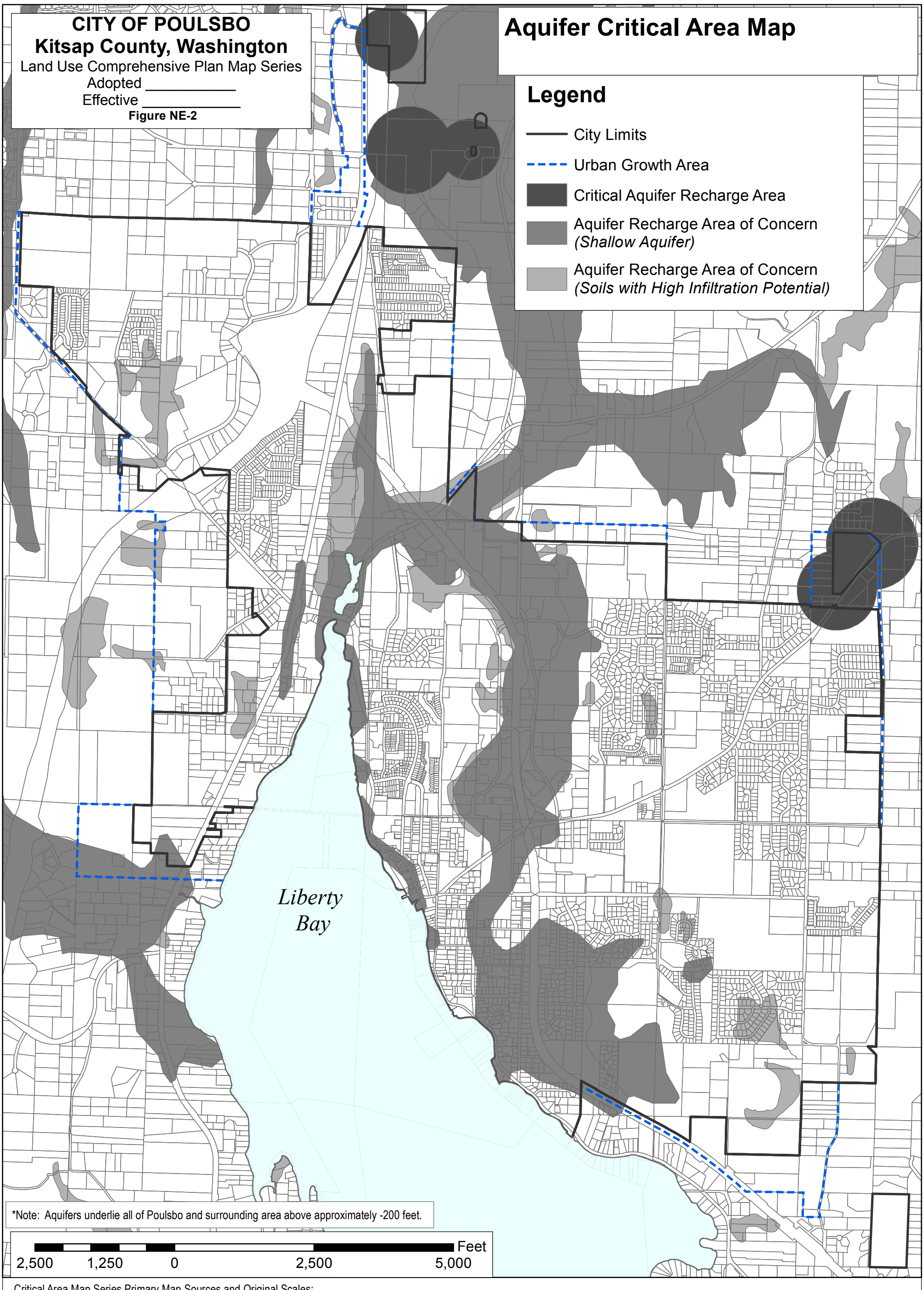

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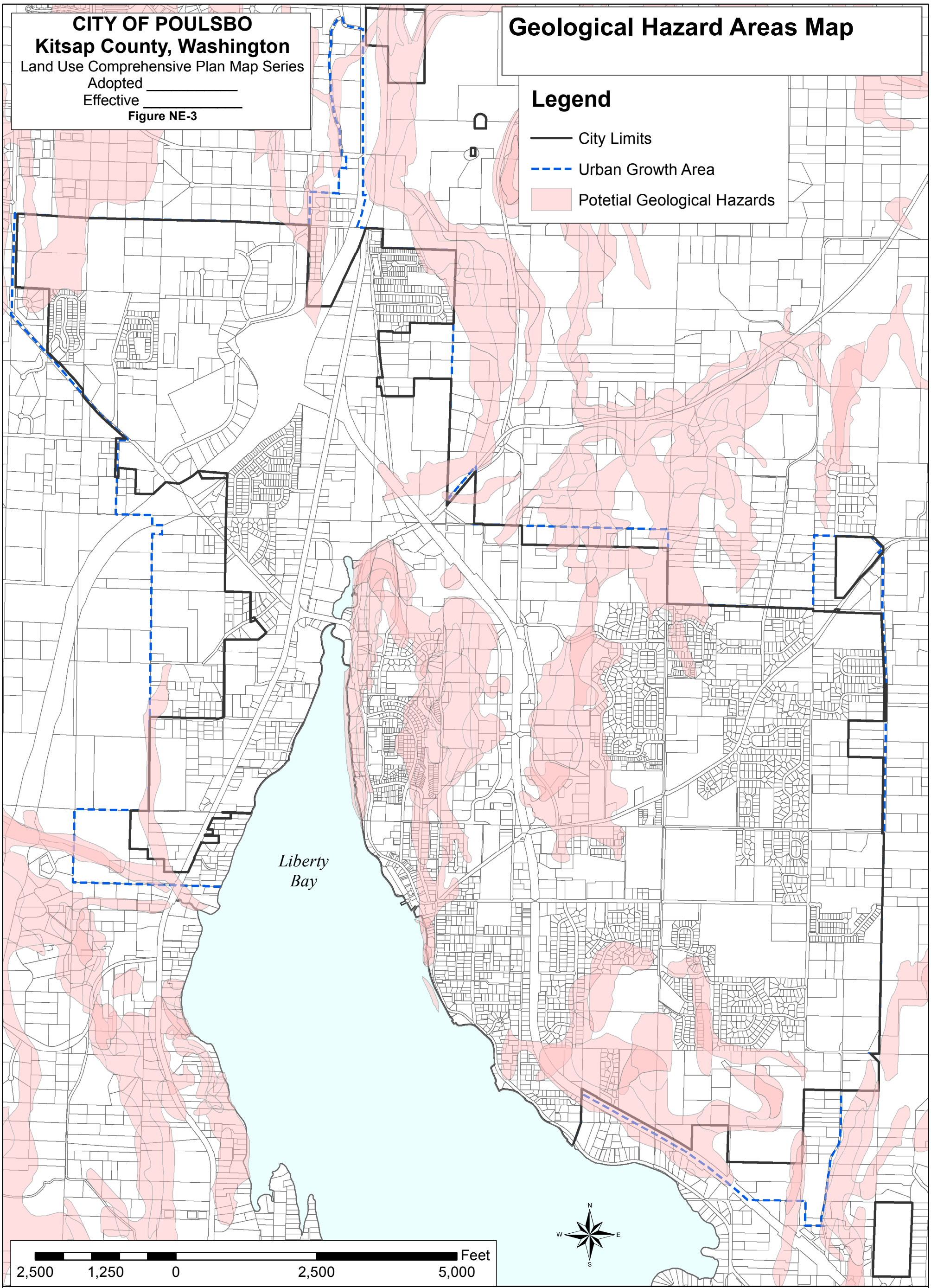
Printed on: July 19, 2016



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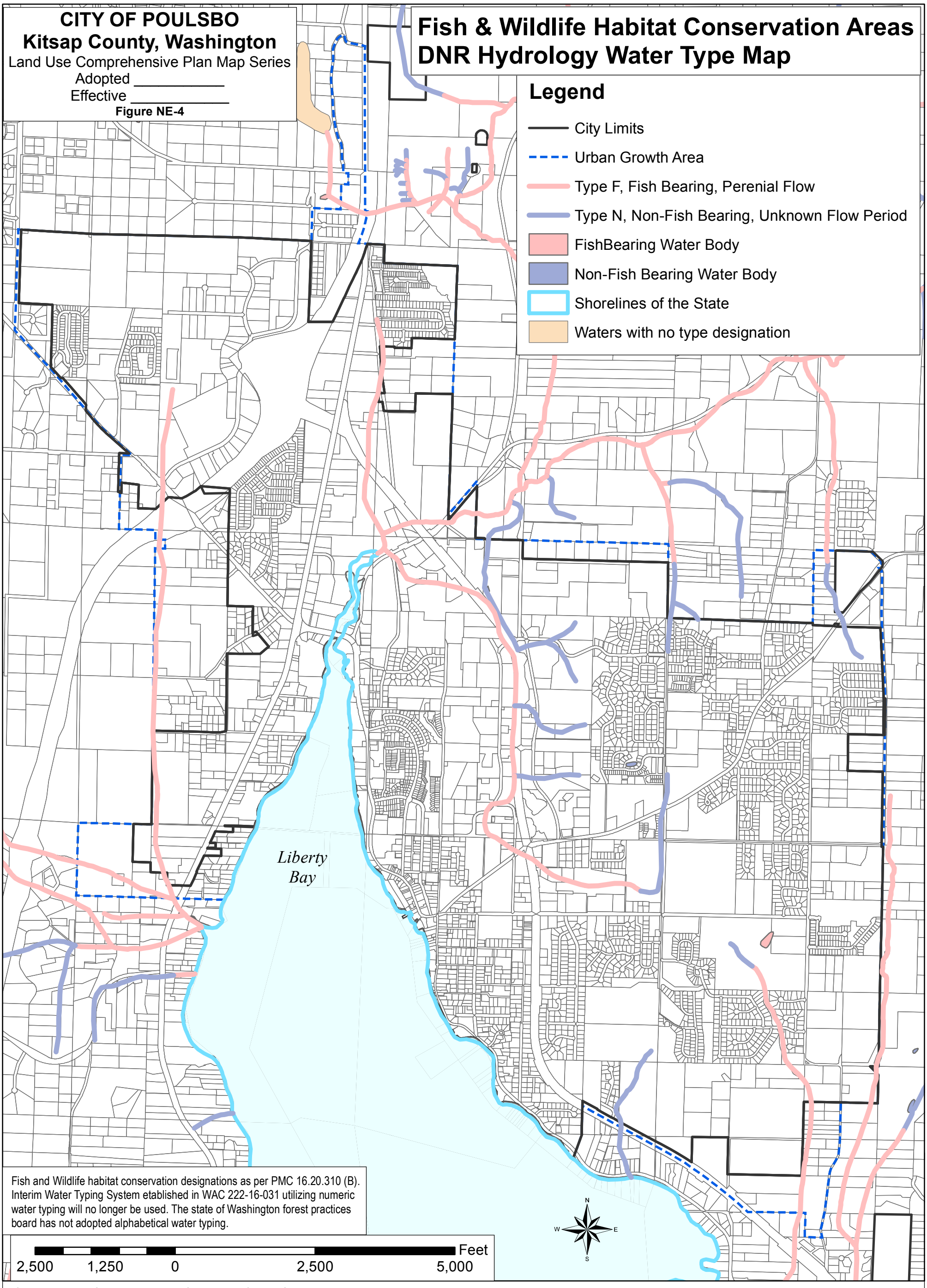
CITY OF POULSBO
Kitsap County, Washington
Land Use Comprehensive Plan Map Series
Adopted _____
Effective _____
Figure NE-4

Fish & Wildlife Habitat Conservation Areas
DNR Hydrology Water Type Map

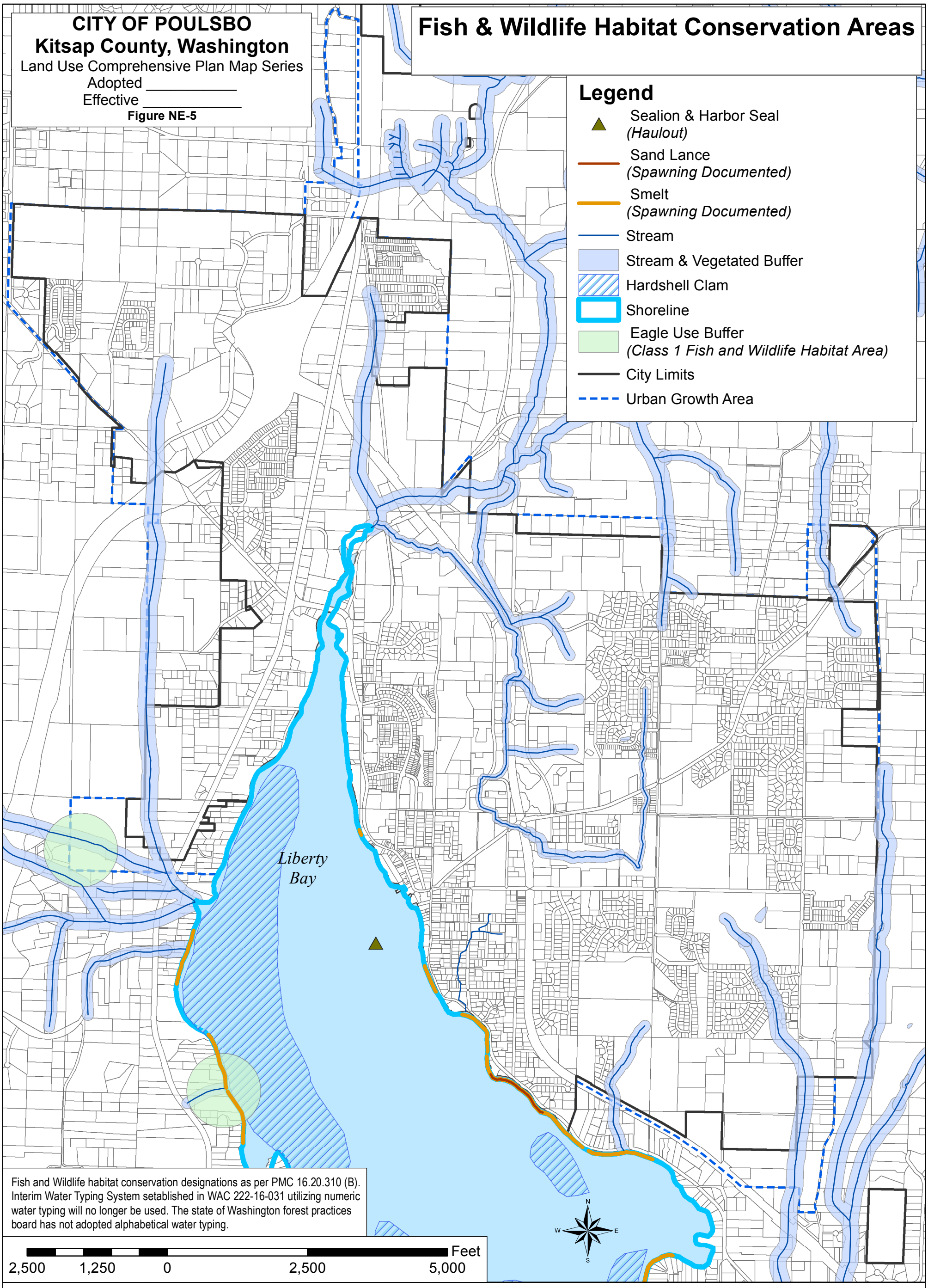


Fish and Wildlife habitat conservation designations as per PMC 16.20.310 (B). Interim Water Typing System etablished in WAC 222-16-031 utilizing numeric water typing will no longer be used. The state of Washington forest practices board has not adopted alphabetical water typing.

Critical Area Map Series Primary Map Sources and Original Scales:
Delineated Wetlands compiled using Plat Maps from the City of Poulsbo Planning Department.
Hydric Soils United States Department of Agriculture, Soil Conservation Service in cooperation with the Washington State Department of Natural Resources and Washington State University Agricultural Research Center 1977 1:24,000
W.S.D.N.R. Hydrography, Washington State Department of Fish and Wildlife 1:24,000
Deeter, J. 1979, Quaternary Stratigraphy of Kitsap County Appendix III, p 149-159 and Plate 9
Welch, W.B., Frans, L.M., and Olsen, T.D., 2014, Hydrogeologic framework, groundwater movement, and water budget of the Kitsap Peninsula, west-central Washington: U.S. Geological Survey Scientific Investigations Report 2014-5106, 44 p., http://dx.doi.org/10.3133/sir20145106. Prepared in cooperation with the Kitsap Public Utility District.
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: Saltwater wetlands are not represented on this map, however, they are of concern within the Shoreline Management Act.

This critical area map series is intended for general critical area planning. These maps are schematic representations of physical features, infrastructure, and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
Printed on: July 19, 2016



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City of Poulsbo Planning Department GIS
Printed on: February 29, 2016

CITY OF POULSBO
Kitsap County, Washington
Land Use Comprehensive Plan Map Series

Adopted _____

Effective _____

Figure NE- 6

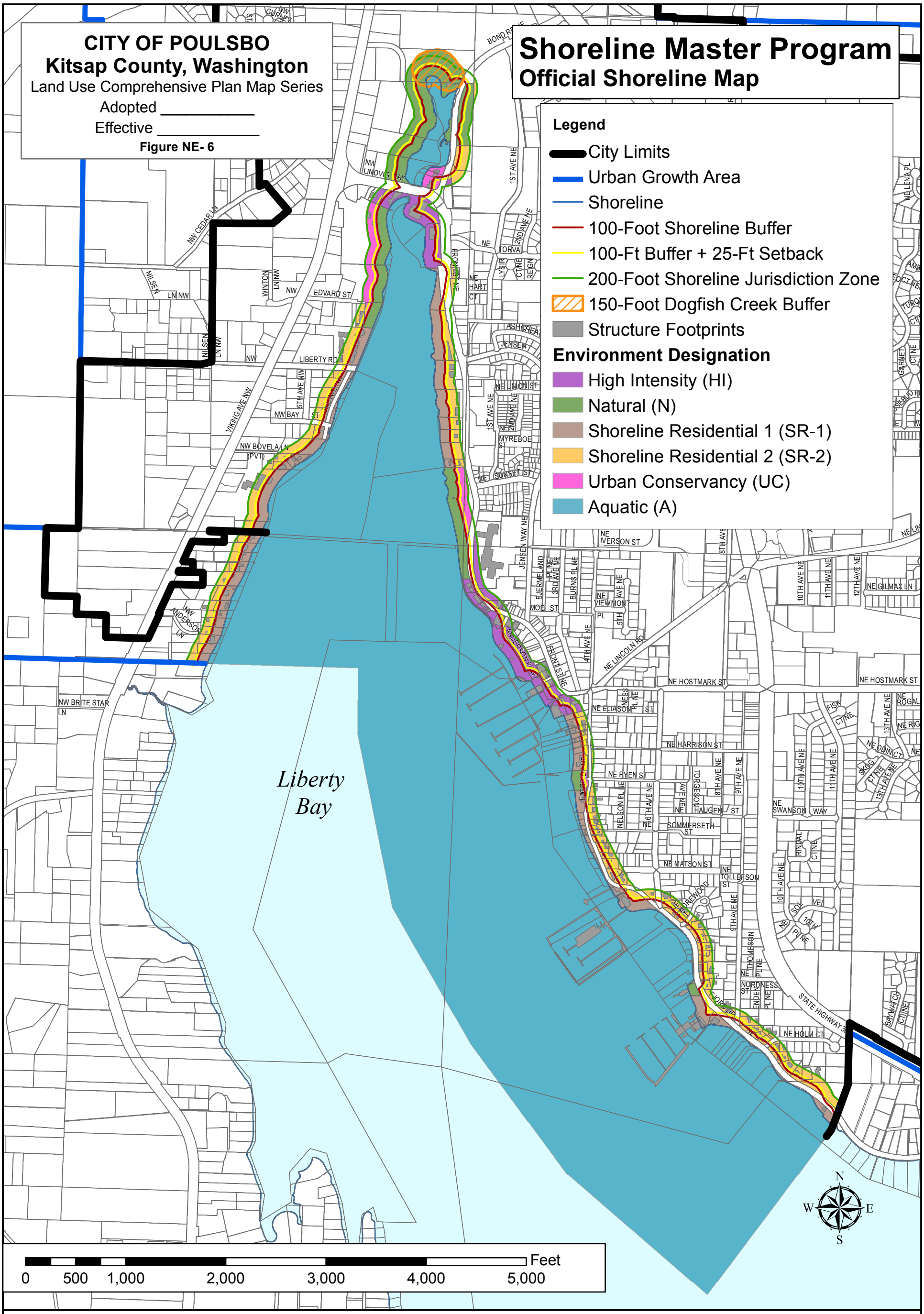
Shoreline Master Program
Official Shoreline Map

Legend

- City Limits
- Urban Growth Area
- Shoreline
- 100-Foot Shoreline Buffer
- 100-Ft Buffer + 25-Ft Setback
- 200-Foot Shoreline Jurisdiction Zone
- 150-Foot Dogfish Creek Buffer
- Structure Footprints

Environment Designation

- High Intensity (HI)
- Natural (N)
- Shoreline Residential 1 (SR-1)
- Shoreline Residential 2 (SR-2)
- Urban Conservancy (UC)
- Aquatic (A)



Primary Map Sources & Original Scales:Kitsap County Assessor's Tax Maps 1:11,000, Kitsap County IT, GIS Division.Kitsap County Building Footprints, updated by the City of Poulsbo Planning Department (Updated May 11, 2016) Critical Area Map Series Primary Map Sources and Original Scales: Delineated Wetlands compiled using Plat Maps from the City of Poulsbo Planning Department. Hydric Soils United States Department of Agriculture, Soil Conservation Service in cooperation with the Washington State Department of Natural Resources and Washington State University Agricultural Research Center 1977 1:24,000 W.S.D.N.R. Hydrography, Washington State Department of Fish and Wildlife 1:24,000 Deeter, J. 1979, Quaternary Stratigraphy of Kitsap County Appendix III, p 149-159 and Plate 9 Welch, W.B., Frans, L.M., and Olsen, T.D., 2014, Hydrogeologic framework, groundwater movement, and water budget of the Kitsap Peninsula, west-central Washington: U.S. Geological Survey Scientific Investigations Report 2014-5106, 44 p., http://dx.doi.org/10.3133/sir20145106. Prepared in cooperation with the Kitsap Public Utility District. Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)

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This shoreline map series is intended for general shoreline planning. These maps are schematic representations of physical features, infrastructure, and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
Printed on May 11, 2016

Chapter 6. Capital Facilities

6.1 Community Key Goals – Capital Facilities

• Proactively plan and provide for critical public facilities, such as water, storm water, ~~and~~ sanitary sewers, **streets, parks** and **other necessary** infrastructure to meet the needs of existing population and future growth.

• **Ensure that public facilities and services necessary to support development is adequate and available at the time of new development, without decreasing the adopted level of service.**

• Provide the necessary public facilities identified through **the** Capital Facilit**ies**~~y~~ Plan~~s~~ within the City's ability to fund or within the City's authority to require others to pay, or fundable through strategic partnerships.

• ~~Provide leadership for cooperative solutions for downtown traffic circulation and parking challenges for residents, businesses, and tourists~~.

6.2 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 Comprehensive Plan and Sewer Comprehensive 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, and which assess the capital facility needs of the City and the cost of obtaining them over the long term.

> Under the GMA, a county's comprehensive plan must contain a capital facilities element that ensures that, over the twenty year life of the plan, needed public facilities and services will be available and provided *throughout* the jurisdiction's UGA. [CPSGMHB *KCRP VI, 06307*, 3/16/07 Order, at 11.]

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 Capital Facilities Plan 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.

The Growth Management Act, from its inception, was built around the concept of coordinating urban growth with availability of urban infrastructure. Determining that "uncoordinated and unplanned growth" posed a threat to the state and its citizens [RCW 36.70A.010], the legislature created a framework that requires consistency between land use planning and coordinated provision of capital facilities and urban infrastructure. The "urban growth" and "public facilities" goals used to guide local comprehensive plans are cross referenced. RCW 36.70A.020(1) and (12). [CPSGMHB *Fallgatter V, 06303*, FDO, at 11.]

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 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 housing growth, which will primarily 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.

6.3 Goals and Policies

Poulsbo is a city with a full array of urban services to accommodate the city's existing population, and must ensure it has sufficient capacity to accommodate its anticipated growth. The City's capital facilities implement the Land Use Map, 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.

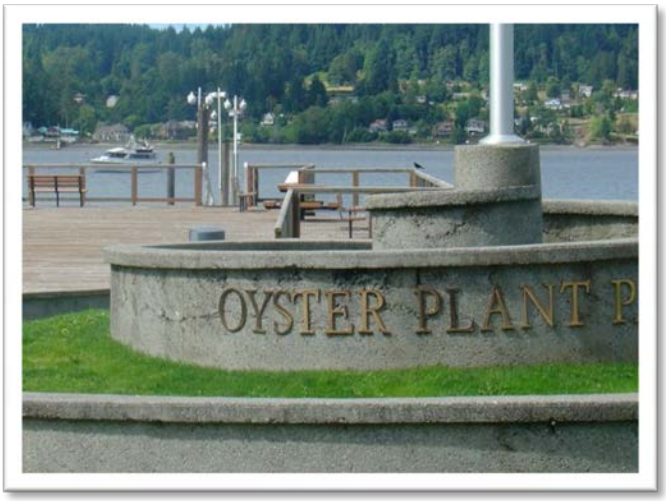
GOAL CF-1

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.*



Oyster Plant Park on Fjord Drive

Reading RCW 36.70A.070(3) in light of Goal 12, the Board concludes that the CFE must include locally established minimum standards, a baseline, for included public facilities, so that an objective measurement test of need and system performance is available. [*McVittie, 9316c, FDO*, at 25.]

LEVEL OF SERVICE STANDARDS

Level of Service (LOS) is the adopted standard used 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 not created in a vacuum. They~~ 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.

Westside Well house

Policy CF-2.1

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

- *Water system: A flow volume that meets instantaneous demand together with project fire flows.*

- *Sewer system: A level that allows collection of peak wastewater discharge plus infiltration and inflow.*

- *Storm water:* ***Comply with all conditions of Washington Department of Ecology's NPDES Phase II Western Washington Municipal Storm water Permit.***

  ~~*Manage the City-owned municipal separate storm sewer system (MS4) in compliance with the requirements of the Western Washington Phase II Municipal Storm water Permit.*~~

- *Parks and recreational facilities:*
  - *Citywide: 13.73 acres per 1,000 population*
  - *Neighborhood parks: 2 acres per 1,000 population*
  - *Community parks: 3.5 acres per 1,000 population*
  - *Regional parks: 1.5 acres per 1,000 population*
  - *Open space parks: 6 acre per 1,000 population*
  - *Trails: 1.0 mile per 1,000 population*

- *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-**2.11** ~~2.7.~~*

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 Growth Management Act 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.

> To determine whether existing capital facilities are adequate to meet the future needs of the projected population and employment growth, the Board looks to the language of the plan itself, its appendices, departmental letters, departmental functional plans and the capital improvement program. [CPSGMHB *WSDF IV, 6333*. FDO. at 24.]

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 worn out 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 annual budget cycle.

Policy CF-3.1

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

1. *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 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.*** ~~*The City shall enter into a formal agreement with Kitsap Public Utility District (KPUD) agreeing to the coordination of domestic water supplies, storage and service areas that ensure water supply capacity for Poulsbo at a minimum for within the 20-year planning period. If the City of Poulsbo cannot, or does not enter, into a formalized agreement with the KPUD and has not otherwise demonstrated adequate water supply capacity for the 20-year planning period, the City is thereby required by GMA to reassess its Land Use Chapter.*~~

4th Avenue water tanks

2. *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.* ~~*The City has implemented a sewer utility rate increase in 2009 that sufficiently demonstrates the funds for the needed system improvements for the 20-year planning period.*~~

3. *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~~s~~.*

4. *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 increase storm water utility rates* ***periodically and adopt other funding mechanisms such as a storm water general facility charge****.*

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.

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*** *~~appropriate~~ level or 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.*

The Board recognizes that the timing and precise location of development cannot be predicted with certainty, and cities will want to guard against premature commitment of public funds. Thus, to prevent the premature commitment of funds, Sultan's consultants wisely set a conservative six-year capital improvement program. However, long-range, coordinated planning *is the Legislature's choice* for reducing the fiscal and environmental risks of haphazard development. This long-range, coordinated planning is the reason that the GMA was initially adopted and provides the foundation for the planning decisions of cities and counties throughout the state. [CPSGMHB *Fallgatter V, 06303*, FDO, at 16.]

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~~Y~~ 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 Poulsbo's desire to improve the city's capital investments.

The City will ensure that the Comprehensive Plan's Capital Facility Plan 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 Capital Facilities Plan's ~~2025~~ **2036** 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 ~~2025~~ **2036** project list will then move onto the 6-year CIP.

~~To ensure capital facility planning is made proactively, the City Council has established a Capital Improvement Planning Committee (PMC 2.04.040). This Committee was created to consider and make recommendations on the City's capital improvement needs, and has two functions – long-term strategic planning, and financing and budget recommendations~~.

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 Growth Management Act. Similar to city-managed capital facilities, non-city-managed capital facility improvements are funded through bond issues and special assessments.

> The Board notes that the GMA requires a capital facilities element with a financing plan that ensures the provision of necessary urban services within the 20-year planning horizon. *However*, a specific funding plan is only required for capital facilities needed in the coming six years. The 6-year CFP must be consistent with the comprehensive plan. [CPSGMHB *KCRP VI, 06307*, 11/5/07, at 8-9; *see also WSDF I, 4316*, FDO, at 49.]

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 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:

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

~~*The City Council's Capital Improvement Planning Committee shall review and provide recommendations to the City Council on alternatives if a funding shortfall occurs.*~~

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 worn out 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 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 worn out 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 referenda) 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.*

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 and Sewer Comprehensive Plans, and the Transportation 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; and*
- *Transportation.*

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;*
- *A public participation program describing the functional plan's public review 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.*

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 Growth Management Act 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 essential public facilities 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 Essential Public Facilities to be located within Kitsap County, as defined in RCW 36.70A.200, is conducted by the Kitsap Regional Coordinating Council. 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

Participate and implement a process for siting essential public facilities of a state, regional or local nature.

Policy CF-7.1

The process for review and criteria for siting Essential Public Facilities, as defined in RCW 36.70A.200, and to be located in any jurisdiction in Kitsap County, has been identified in the Kitsap Countywide Planning Policy – Element G "Siting Public Capital Facilities of a Countywide or Statewide Nature." The City of Poulsbo shall participate as set forth in this section of the Kitsap Countywide Planning Policy, in the identification and ranking of countywide sites suitable for public facility siting. ***The City zoning ordinance shall identify the process for siting a local essential public facility.***

Chapter 7. Housing

7.1 Community Key Goals – Housing

• Achieve a mix of housing types to meet the needs of owners and renters at various income levels and ages.

• Achieve a mix of housing types and densities while maintaining healthy neighborhoods, and guide new housing development into appropriate areas.

7.2 Plan Context

Poulsbo has experienced a steady growth in population over the past 25 years largely because of its geographic proximity to the state's largest population and employment center. This increase in population has created a corresponding demand for housing in Poulsbo.

Poulsbo's housing stock remains predominately single-family detached. While the ~~2000~~ **2010 U.S.** Census ~~bureau~~ data **continues to** show~~s~~ most of Poulsbo residents are homeowners, ~~the~~ ~~past~~ increases in real estate prices ~~is~~ impose~~ing~~ a strain on affordable housing and home ownership opportunities.

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

> The Housing Goal contains three separate, but equal subparts: 1) encouraging the availability of affordable housing to all segments of the population of this state, 2) promoting a variety of residential densities and housing types, and 3) encouraging the preservation of existing neighborhoods. [CPSGMHB *LIHI II, 1323*, FDO, at 8.]

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:

- The median income of city residents has not been keeping up with the rising costs of housing.
- The increase in small-lot single-family subdivisions as a way to provide more affordable housing, balancing the community's desire for attractive, well-designed developments with generous amenities.
- New and creative methods for providing affordable housing, and who will be responsible for developing such housing.
- Encouraging and allowing mixed use development in the city, while ensuring compatibility and appropriate scale.

Snowberry Bungalows neighborhood

Future Housing Projections

The Growth Management Act requires that each county and its cities plan to accommodate the growth that is projected over a 20-year horizon. In Kitsap County, the county and its cities collaboratively decide how to allocate its 20-year population projection. For Poulsbo, the ~~2025~~ **2036** total population (city limits + urban growth area) that it must plan for is 14,808. When current year (**2016** ~~2008)~~ population (from city limits and unincorporated urban growth area) is subtracted from the 14,808, a net growth of **4,182** ~~5,515~~ persons is identified. This number will ~~be~~ decreased ~~each year~~ by the amount the City's population grows in a year.

The new persons growth of ~~5,515~~ **4,182** can be translated into housing units by dividing the new growth by an average household size. Table HS-1 illustrates that the City of Poulsbo and its urban growth area must be able to have capacity to accommodate **1,818** ~~2,251~~ additional housing units.

Table HS-1 Housing Units Needed

Population Distribution	2036 ~~2025~~ New Growth	New housing units needed by 2036 ~~2025~~
Poulsbo City	**342** ~~1,697~~	**149** ~~693~~
Poulsbo UGA	**3,840** ~~3,818~~	**1,670** ~~1,558~~
TOTAL	***4,182*** ~~***5,515***~~	***1,818*** ~~***2,251***~~

*~~2025~~ **2036** Net Growth/2.**3** ~~45~~ hhs* = New housing units*

Average household size used is **2.3 ~~2.45,~~ as set forth in the ~~2005~~ **2014** Kitsap County Buildable Lands Report (BLR), Appendix A. See Comprehensive Plan Section 3 for further discussion on BLR.*

The Comprehensive Plan's Section 3 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.

7.3 Goals and Policies

ACCOMMODATING NEED

Poulsbo provides a full range of housing opportunities to meet the needs of the people who would call Poulsbo "home." Strong neighborhoods in which residents care about and invest in their community and participate in community affairs are an important component of Poulsbo's livability. Stable and healthy neighborhoods are built on friendships, a sense of community, and freedom from encroachment by incompatible land uses.

Housing in Poulsbo is primarily single-family residential on separate lots, but has experienced a growth in the last decade a variety of housing options, including cottage or bungalow housing, condominium ownership, and townhouses.

Single family residence in Havn Heights neighborhood

To accomplish the GMA mandates and meet Poulsbo's housing needs, Poulsbo must protect the existing housing stock while pursuing opportunities to increase the supply and diversity of housing. Poulsbo is committed to protecting and enhancing all of its neighborhoods. However, Poulsbo's metamorphosis from a small town to a small city with urban centers, requires that it seek innovative and creative ways to develop additional housing that is compatible with existing neighborhoods.

Innovative housing types include planned residential developments that allow for a mix of housing unit types; mixed use; infill incentives on existing lots bypassed by development; and accessory dwelling units.

Planned Residential Developments: The Planned Residential Development (PRD) process allows for variations in site design and density from the strict requirements of the zoning code. Clustering is encouraged to protect critical areas. Specific design and development guidelines, as well as early public review, can assure compatibility with the setting. Compatibility may be achieved with attention to intensity of use, design quality and character, building bulk and scale, and provision of open space and neighborhood amenities.

Mixed Use: Mixed use housing is the marriage of housing and commercial uses on the same site. Providing housing opportunities in commercial areas will be helpful in accommodating the City's housing demand.

Infill housing: Incentives, such as decreased minimum lot size, can be utilized to encourage subdivision of existing parcels that have been bypassed by residential development, to increase the number of units the parcel can support.

Duplex at Austurbruin neighborhood

Accessory dwelling units: New housing opportunities may also be found in well-established neighborhoods. A single-family lot may be designed to accommodate an independent residence within the existing home or in a separate structure known as a "mother-in-law apartment" or "accessory dwelling unit." Accessory dwelling units are subject to strict guidelines to protect the character of the neighborhood. These units often provide affordable housing opportunities to help those with limited incomes to keep their homes.

GOAL HS-1

Provide enough housing to meet the needs of the existing and projected population.

Policy HS-1.1

Provide land for the city's projected population through a variety of housing types, such as single family and multi-family attached and detached housing (both owner and renter occupied), mixed use, manufactured housing, group homes, government-assisted housing, and housing for low-income households.

Policy HS-1.2

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

Policy HS-1.3

Promote infill development in existing residential neighborhoods so vacant or underutilized land can be converted to residential uses. This includes developing land that may have been passed over for any number of reasons – low demand for land, low density site, leap-frog development or site constraints.

Under RCW 36.70A.070(2)(c), Bothell must demonstrate that it has identified sufficient land for residential development, and it has done so in the record. Bothell has the discretion to determine the zoning required – whether small lot, duplex, multi-family, or mixed use – so long as the plan includes sufficient land for housing all economic segments of its community…
[CPSGMHB *Futurewise V, 07314*, FDO, at 10.]

Policy HS-1.4

Encourage the use of planned residential developments to promote flexibility in development standards and affordability in new housing construction.

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

The City Public Works shall program regular infrastructure maintenance in existing residential neighborhoods to ensure its ability to adequately and appropriately support existing housing.

Policy HS-2.3

The City shall consider initiating a program that provides financial assistance through grants or low-interest loans to repair and rehabilitate aging or substandard housing.

GOAL HS-3

Promote a variety of housing types that meet changing population needs and preferences.

Policy HS-3.1

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, promote the use of the planned residential development's provision for attached housing units clustered with the traditional single-family detached units.

Policy HS-3.2

Continue to permit accessory dwelling units in the RL zone, and provide development standards in the City's Zoning Ordinance that also promote ease of permitting. Accessory dwelling units shall be achieved by adding a second unit by:

- *A second separate dwelling unit built on the same lot;*
- *A second dwelling unit added to the original residence on the lot;*
- *A second dwelling unit by converting an existing accessory structure on the lot; or*
- *A second dwelling unit created by converting existing space, such as an attached garage, in the original residence.*
- *Accessory units do not include recreation vehicles of any kind.*

Policy HS-3.3

Promote home ownership by encouraging alternatives to conventional detached single-family housing, such as condominiums, attached single family units, and townhouses.

Policy HS-3.4

Encourage preservation of land currently accommodating manufactured home parks, and continue to permit manufactured homes in all residential zones.

Policy HS-3.5

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-3.6

Encourage additional housing units through the provisions of mixed use development in commercially zoned areas.

AFFORDABLE HOUSING

An increasing challenge for Poulsbo is to provide affordable housing opportunities for all economic segments of the population. The state Growth Management Act's housing goal affirms the City's responsibility to meet this challenge.

The relationship between household income and housing cost is the main factor in the ability of Poulsbo residents to afford adequate housing. Housing costs especially in Washington State have increased over the last twenty-five years, at a faster rater than employment wages. Because housing costs have been inflating faster than wages, households must spend a greater percent of their income on housing. This "wage-housing mismatch" is most difficult for low and moderate-income households.

> Higher density single family and multifamily housing (apartments, cottage housing, condominiums and townhouses, etc.) adds variety to housing alternatives within urban areas to help make housing affordable for all segments of the population. [Goal 4 and RCW 36.70A.070(4)]. [CPSGMHB *Kaleas*, *05307c*, FDO, at 14.]

In a housing market, income determines the type and size of housing that a household can obtain. When household income increases, housing consumption increases. Usually, upper income households spend a smaller percentage of their income on housing costs, although the amount they spend may be greater. Low-income households are likely to be spending the most on housing relative to their incomes.

The U.S. Department of Housing and Urban Development (HUD) provides the definitions of very low, low, and moderate-income households. These income levels are based on fixed percentages of the area's median income for a household of four. These categories are used to evaluate and prioritize the relative housing needs of income groups that require housing assistance.

Utilizing these definitions, the Kitsap Countywide Planning Policy identified these definitions in its Affordable Housing policies: Low-income families are those whose income are 80 percent

or less of Kitsap County's median income; Moderate-income families are at 80 percent to 95 percent of median income; and Middle-income families are 96%-120% of countywide median. ~~In 2000, the Kitsap County median household income was $46,840.~~

The generally accepted cost burden threshold is when gross housing costs, including utilities, exceeds 30% of gross household income. This is the threshold at which the cost of shelter typically becomes a financial hardship, reducing the amount of income available for other necessary expenses such as food, medical care, and clothing.

According ~~from~~ **to** data collected by Census **2010** ~~2000~~, the median household income for Poulsbo residents was $**59,464 and is estimated in 2014 as $57,296.** ~~38,808 – which was further defined by owner-occupied household median income of $51,356; and renter-occupied household median income of $24,395~~.

The amount of household income spent on monthly housing costs was also surveyed by **U.S.** Census **American Community Survey 5-year estimates 2014,** ~~2000~~, which indicated that **46** ~~28~~% of owner-occupied households spent more than 30% of their income on monthly housing expenses. For renter-occupied households, this amount **was** ~~increased to~~ **44** ~~41~~% of renter-occupied households.

Winton Woods apartments

A wide variety of market and institutional forces influence housing costs. Local government can affect some of these, but most others are the result of larger socio-economic issues that are beyond the reach of regional and local policies. The primary influences on housing affordability tend to be:

- Price of raw land or platted lots;
- Finance costs, including interest rates and fees;
- Materials and construction costs, including labor;
- Population changes, including demographic shifts and in-migration;
- Land use controls which limit the areas where housing may be built and the density of development;
- Building code requirements; and
- Site development costs, including infrastructure, environmental mitigation, and off site improvements.

The rising costs of development – land, residential construction, financing, permit processing, roads and utilities – have contributed to increased rents and house prices at all levels.
Existing housing units in Poulsbo will most likely provide a majority of the affordable housing needed for housing growth. In the past as households upgrade from "starter" homes to newer

homes, those homes become available to the affordable housing market. However, with the continued challenge of lower-cost housing availability, it is essential that new construction also provide affordable housing, especially for low and moderate-income households.
Efforts to encourage sufficient infrastructure and reduced development costs can help make new affordable housing achievable. Zoning incentives and infrastructure strategies that cut development costs all can contribute to increased newer, moderately priced housing.

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.** ~~the Kitsap County Consolidated Housing Authority~~.

Brookdale senior and assisted living complex

Development Regulations: To provide new housing in Poulsbo that implements the comprehensive plan and enhances the character of the city, a variety of housing types in a variety of settings should be identified. Innovative strategies, such as planned residential developments, mixed use developments, density bonuses for below market housing units, accessory dwelling units, incentives for attached units, and the state authorized exceptions in development codes allowed to housing authorities, are all identified in Poulsbo's development regulations to facilitate construction of affordable housing.

Housing Kitsap ~~*Kitsap County Consolidated Housing Authority:*~~ Recognizing the need to work aggressively and collaboratively to increase the supply of affordable housing, cities and Kitsap County formed **Housing Kitsap (formerly known as Kitsap County Consolidated Housing Authority**). Its purpose is to preserve and increase the supply of housing for low and moderate-income households in Kitsap County.

All jurisdictions in Kitsap County have a responsibility to accommodate some of the projected population growth. Equitable distribution of below market housing units countywide is an important regional policy. Kitsap Regional Coordinating Council shall continue to monitor and coordinate the distribution strategies.

GOAL HS-4

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

Policy HS-4.1

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-4.2

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 Kitsap Consolidated Housing Authority~~. The City shall support and encourage ~~the~~ Housing* ***Kitsap's*** *~~Authority'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-4.3

Support and encourage Habitat for Humanity and private developers who seek to provide below-market housing units.

Policy HS-4.3

Provide density bonus opportunities in the City's Zoning Ordinance 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-4.4

Continue to support and encourage the ***Housing Kitsap's*** *~~Kitsap County Consolidated Housing Authority's~~ Self-Help Housing program, in which people gain home equity in exchange for work performed in renovation or construction.*

Policy HS-4.5

Promote partnerships between public and private nonprofit organizations to create increased housing and home ownership opportunities for low- and moderate- income households.

Policy HS-4.6

Support other ownership approaches that may apply to low-income housing, such as shared or limited-equity housing, lease-purchase options, cohousing, and land trusts and cooperatives.

Policy HS-4.7

The City shall 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.

Chapter 8. Parks, Recreation and Open Space

8. 1 Community Key Goals – Parks, Recreation and Open Space

• Develop active and passive parks, recreation programs and facilities, and an open space system that benefits citizens of all ages, incomes, and physical abilities.

• Establish a**nd maintain a** network of trails, **safe walkways** ~~pedestrian linkages~~, and open spaces throughout the Poulsbo community.

• Provide ~~more~~ opportunities for indoor and outdoor recreational activities and team sports in City ~~of Poulsbo~~ parks.

8.2 Plan Context

The Parks, Recreation and Open Space element addresses the present and future park, recreation and open space issues for Poulsbo. ~~A community parks and recreation survey was completed in 2011, with the results supporting the goals and policies in this plan.~~ The **2015** Parks, Recreation and Open Space Plan (**PROS Plan** ~~Parks Plan~~) ~~adopted by the City~~ supplements this chapter and is included in as Appendix B-5 to the Comprehensive Plan. The Urban Paths of Poulsbo Plan (Trails Plan) adopted by the City **also** supplements this chapter and is included as Appendix B-6.

This element includes policies related to:

- Parkland Acquisition
- Parkland Development
- Park Stewardship
- Urban Paths of Poulsbo
- Community Recreation and Programs
- Implementation and Funding

8.3 Goals and Policies

The richness of Poulsbo's natural setting and environment has long been central to the **city's** quality of life ~~it offers~~. ~~Lying along~~ **Surrounding** Liberty Bay, the city enjoys ~~it's~~ **a** fjord setting and spectacular views of the Olympic Mountains. Within the city's boundaries are saltwater shorelines, urban forests, wetlands and streams that support a variety of wildlife. **The City park system goals r**ecogniz**e**~~ing~~ the uniqueness of ~~this~~ **the** natural **setting and correspond to Poulsbo's active lifestyle**. ~~the City's park system goals respond to the vision of Poulsbo's vibrant community and natural setting~~.

Entrance gate to Community Garden at Frank Raab Park

The ~~overall~~ vision that guides the goals and policies is to enrich the lives of citizens in the greater Poulsbo area with quality recreation opportunities, ~~programs~~, facilities, **special events,** parks, **trails** and **passive** open space **park areas**; and to provide wise stewardship of the natural and cultural resources within Poulsbo's parks and open space.

A strong park system is vital to the Poulsbo community. As the city's population grows, ~~the~~ demand **and need** for park facilities will continue to increase. In is important that the City anticipate **and respond to** the growing demand on the City's park facilities, recreation programs, and open space resources in order to maintain the **quality** ~~qualities~~ and service~~s~~ **for which it is known.** ~~that define the city.~~

The key overarching goals reflected in this Chapter include:

- Continue to develop and enhance active and passive parks, recreation programs and facilities, ~~and open spaces~~ that benefit residents of all ages, incomes and physical abilities.

- 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.

- Provide enhanced opportunities for indoor and outdoor recreation activities and team sports in Poulsbo parks and recreational facilities.

PARK LAND ACQUISITION

Poulsbo is committed to **building and improving** ~~completing~~ its park system and ~~to~~ utilizing various acquisition strategies to assure that land is available to meet the City's current and future park and open space needs. The City directs its acquisition efforts toward achieving a coordinated and connected system of parks and open space that provide~~s~~ land needed for public park-related facilities and activities, and protects significant environmental features. Property acquisition is ~~often~~ driven by availability and affordability. In order to **be able** take advantage of ~~acquisition~~ opportunities **as they arise**, strong leadership and a variety of acquisition **tool** options must be available.

Muriel Iverson Williams Waterfront Park and a portion of Boardwalk

There are four park types in the City's inventory, and which new park land acquisition would be classified under based on its size, primary purpose, and intended population. They are:

- Neighborhood parks – serve the recreational and social focus of a neighborhood in the city;
- Community parks – serve a broader population, may include athletic fields, sports courts, trails, playgrounds, picnicking facilities and open space;
- Regional parks – serve **the** largest population because people will come from outside of Poulsbo to enjoy the park. These parks are generally located along the City's shoreline and located in the economic or tourist areas of the city.
- Natural/Open space parks – are natural lands set aside for preservation of significant natural resources, open space and areas for aesthetics and buffering.

The City has identified a long-range park land acquisition program that is reflected in its "**2036** ~~2025~~ Park System Acquisition and Improvements," found in Section 2 Capital Facility Plan. The acquisition projects are also mapped in Figure PRO-2. **Upon review of the 2015 community survey results, review by the Poulsbo Parks and Recreation Commission**, **and the** long-range park land acquisition list, three priorities are identified:

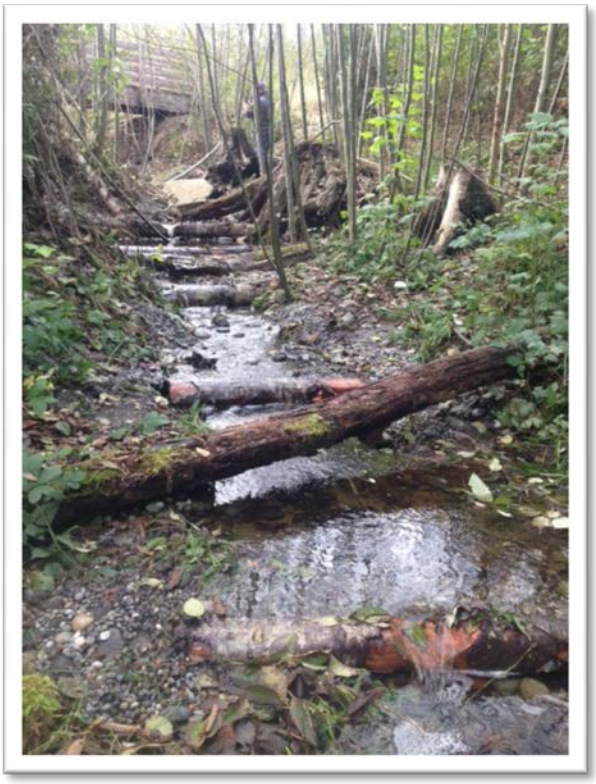
- Acquire land along the shoreline of Liberty Bay and in the Dogfish Creek Corridors to provide shoreline access, preserve open space and provide natural trails.

- Acquire land in the geographically underserved areas **where population is growing, primarily located on the edges** of the City.

- **Acquire** ~~Acquisition of~~ land **or recreational easements** that can serve to link together sections of a citywide trail system.

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.



Stream restoration for SF Dogfish Creek at Poulsbo Fish Park

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, ~~such as~~* ***including*** *playgrounds, athletic field**s** and facilities, trails, fishing, swimming or ~~picnic~~* ***picnicking*** *activities;*
- *Lands that provide an appropriate setting and location for* ***a*** *community center ~~facilities~~;*
- *Parkland* ***that*** *~~which~~ enhances the surrounding land uses;*
- *Land that preserves significant historical areas and features.*

~~*Policy PRO-1.2*~~

~~*Ensure a reasonably equal geographic distribution of parks, playgrounds and related recreation opportunities. New park land acquisition shall be based on park needs identified through level of service analysis. Geographic areas within the city and urban growth area identified for acquisition of new neighborhood parks are depicted on Figure PRO-2.*~~

~~*Policy PRO-1.3*~~

~~*Seek additional opportunities to acquire park land and access easements to provide public access along the shoreline of Liberty Bay. Build upon existing road ends and public easements with access to the shoreline. Whenever possible, include boating facilities, fishing piers, beach access and swimming, and boardwalks as water access amenities.*~~

~~Policy PRO-1.4~~
~~The City shall prioritize acquisition of land adjacent to the Dogfish Creek estuary to connect, enhance and enlarge the City's Fish Park.~~

Policy PRO- 1.2 ~~5~~
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.

Arbor at Frank Raab Park

~~Policy PRO-1.6~~
~~Endeavor to obtain through purchase, lease and/or conservation easements, any available tidelands within the city limits. These may include agency-owned, tax-defaulted or surplus federal tidelands.~~

Policy PRO-1.3 ~~7~~
*Publicly owned lands shall be examined and analyzed for **their** ~~its~~ potential value as parkland, trail access or open space before **being declared** ~~considering~~ 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 ~~8~~
~~Provide incentives within the City's zoning ordinance for private developers to dedicate land or easements for public access to the City for public park land, open space and/or pedestrian access.~~ 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.

PARK LAND DEVELOPMENT

Poulsbo's parks are designed to meet active and passive recreation needs of their neighborhoods and communities at large, provide safe and healthy places for children to play and **for** people of all ages to exercise and enjoy the outdoors. Priorities should be given to completing existing parks, such as Nelson Park, **Centennial Park** and Poulsbo**'s** Fish Park, as well as upgrading and renovating older parks, **such as the Waterfront Park public bathrooms**. ~~New~~ Development **of newly acquired parkland** ~~such as Centennial Park,~~ should also be a priority as funding becomes

available. Development of all existing parks will be more successful when community partnerships are developed and maintained.

In carrying out upgrades and enhancements of existing parks and planning for new parks, particular attention should be given to the following: designing with environmental sustainability in mind (through water and energy conservation measures, for example), **connecting paths and trails,** seeking out opportunities to enhance the wildlife benefit of new and existing parks, and expanding access for children and adults with physical disabilities.

Nelson Park

The City has identified a long-range park land development program that is reflected in its "**2036** ~~2025~~ Park System Acquisition and Improvements," found in Section 2 Capital Facility Plan. The development/renovation projects are also mapped in Figure PRO-2. Upon review of the long-range park land development list, the priorities are:

- Complete master planned phased development of existing parks, such as Nelson Park, **Centennial Park,** Indian Hills Recreation Area, and Poulsbo's Fish Park.
- Construct **or partner to develop** multi-use fields at College MarketPlace.
- ~~Develop recently acquired properties, such as Centennial Park.~~
- Develop trails along Liberty Bay shoreline and Dogfish Creek.
- Retrofit parks with barrier-free recreational equipment.
- Improv**e** ~~ing~~ playground facilities.
- **Include outdoor exercise activities, such as disc golf and circuit equipment**
- **Develop** North Kitsap Event Center, including ballfields.

GOAL PRO-2

Develop the City's public parks to their highest potential in order to offer a high quality and diversified 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.

Driftwood fish artwork by Travis Foreman at Poulsbo's Fish Park

Policy PRO-2.3
*Evaluate impacts on surrounding land uses when considering sites for acquisition and in developing park sites. Neighbor**s** ~~hood interest~~ shall be consulted and considered in the design of new parks.*

~~***Policy PRO-2.4***~~
~~*Design and manage city-owned open space and parks as beneficial places for local and migratory wildlife. Add wildlife habitat features such as birdhouses, bat boxes and water features to existing parks, and seek opportunities to add wildlife habitat features during the development of new parks. Maintain and enhance areas of layered and texturally diverse native vegetation to meet habitat needs.*~~

Policy PRO-2.4 ~~5~~
*Incorporate public art and cultural resources into park design features that highlight Poulsbo~~'s~~ **and Tribal** history, traditions and natural resources.*

Policy PRO-2.5 ~~6~~
Incorporate into ~~the City's~~ Fish Park and Nelson Park, and along the planned Liberty Bay/Dogfish Creek shoreline trail, interpretative stations and viewing areas to support the Kitsap Audubon Society's designation of Liberty Bay and the Dogfish Creek estuary as the "Poulsbo Fjords Audubon Wildlife Viewing Area."

PARK STEWARDSHIP

Poulsbo's parks should balance resource protection with recreational activities and uses. This can be accomplished through careful and thoughtful management of our public lands.

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,** provide recycling opportunities, 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.***

Community Garden at Frank Raab Park

Policy PRO-3.3

Minimize or eliminate the use of pesticides, artificial ferilizers or herbicides through the use of integrated pest management techniques in the maintenance of City parks.

~~*Policy PRO-3.4*~~

~~*Minimize or eliminate the need to use irrigation in the City parks by incorporating natural vegetation where possible and encourage maintenance practices that do no adversely impact local surface water quality.*~~

Policy PRO-3.4 ~~5~~

*Seek opportunities to incorporate environmental education in parks and open spaces throughout Poulsbo to encourage stewardship ~~in~~ **by** current and future generations.*

Policy PRO-3.5 ~~6~~

*Encourage volunteer, **business, schools,** and civic groups to assist with **capital improvements,** park maintenance and litter clean-up activities, **to** maintain a watchful eye on our parks and open spaces, and help in general stewardship of public spaces.*

URBAN PATHS OF POULSBO

During the 2009 Comprehensive Plan update process, Poulsbo residents identified a citywide trail system as a top priority. **Opportunities for walking and hiking continues to be very important to residents; this was reaffirmed in the City's 2015 Parks and Recreation community survey, where developing more trails was identified as the highest priority for City park acquisition and development.** ~~A 2002 Washington State Recreation and Conservation Office assessment listed walking and bicycling among the most popular outdoor activities in our state. The study also projected that of the many future recreation activities, those estimated to have the greatest increase over the next 20 years are walking, nature activities, visiting a beach, and canoeing/kayaking.~~

Commencing in late 2008, the *Urban Paths of Poulsbo (UPP) Plan* was developed over several years, led by the Parks and Recreation Department and a Trails Committee composed of citizens, representatives of the City's Tree Board and Parks and Recreation Commission, city council, city staff, and representatives from agencies and organizations including the Kitsap Health District and local land trusts. The group began the planning effort by establishing a vision:

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

To realize the vision and goals of the UPP Plan, the trail system in Poulsbo will be a hybrid system including existing trails and infrastructure and making on- and off-street improvements to link the network. A pedestrian may walk along sidewalks, trails, or a shared-use path along the way. A bicycle route may include streets with bicycle lanes, sharrows, or shared paths. The goal is **to create** ~~creating~~ continuous and complete routes.

Trail connecting Nelson Park with Poulsbo Fish Park

For more detailed information, the *Urban Paths of Poulsbo Plan* is adopted as a functional plan and incorporated as Appendix B-6. It is the primary resource for trail goals, policies, implementation, and strategies for financing improvements. The plan includes ~~a matrix of~~ implementation strategies and maps. This **section** ~~chapter~~ is meant to provide a framework for building a safe non-motorized transportation system to connect the city, ~~with the details of that framework developed in the UPP Plan~~. Additional direction can be found in Section 2 of the Comprehensive Plan and as projects are prioritized through the six-year Capital Improvement Program.

The City is committed **to expanding the trail system** ~~additional trail system acquisitions~~ through a variety of mechanisms **by acquiring land and easements,** ~~including public park and open space acquisition~~, **partnering** ~~partnership opportunities~~ with private developers or with other organizations like the North Kitsap School District on properties ~~they~~ **it** own**s** within the city. ~~or through easement acquisition~~.

The UPP Plan includes a Pedestrian Map and a Bicycle Route Map. Figure PRO-3 identifies the proposed network of pedestrian facilities, corresponding to the Pedestrian Map in the UPP Plan. A policy in the Transportation Element requires the Engineering Department to review the UPP

Plan and maps to incorporate pedestrian and bicycle facilities into their Transportation Improvement Program and development standards, as appropriate.

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 Urban Paths of Poulsbo Plan and maps to identify and prioritize implementation strategies and key acquisition and development opportunities for ***connections supporting*** *non-motorized* ***travel*** *~~connections~~. Prioritize these connections in the City's 6-Year Capital Improvement Program, which is reviewed annually.*

Policy PRO 4.2

Use a multi-faceted approach to implement the Urban Paths of Poulsbo Plan. As set forth in the UPP plan, the implementation strategies should include:

- *Reviewing the city's municipal code to incorporate standards for pedestrian and bicycle facilities, bicycle parking, and incentives for developers who provide* ***connections for walking, cycling and other forms of non-motorized travel.*** *~~non-motorized connections~~.*
- *Coordinating with the Planning Department to* ***look for*** *~~provide comments on~~ opportunities for non-motorized linkages during the development review process.*
- *Working with ~~existing~~ Homeowners' Associations to* ***identify prospective paths in their subdivisions to connect the neighborhood to outside routes.*** *~~open key connections within subdivisions to the public.~~*
- *Seeking partnerships with other jurisdictions, private businesses, non-profit organizations, the development community, and citizens to realize the UPP vision.*
- *Working with the City Engineering Department to consider and evaluate the UPP plan, maps, and implementation list in the planning, design, construction and maintenance of roadway projects.*
- *Establishing maintenance standards and ensuring adequate funding is available for maintenance of trails in parks and on-street facilities.*
- *Reviewing existing policies for non-motorized users and coordinating with the Police Department to ensure adequate enforcement* ***for public safety****.*

Policy PRO-4.3

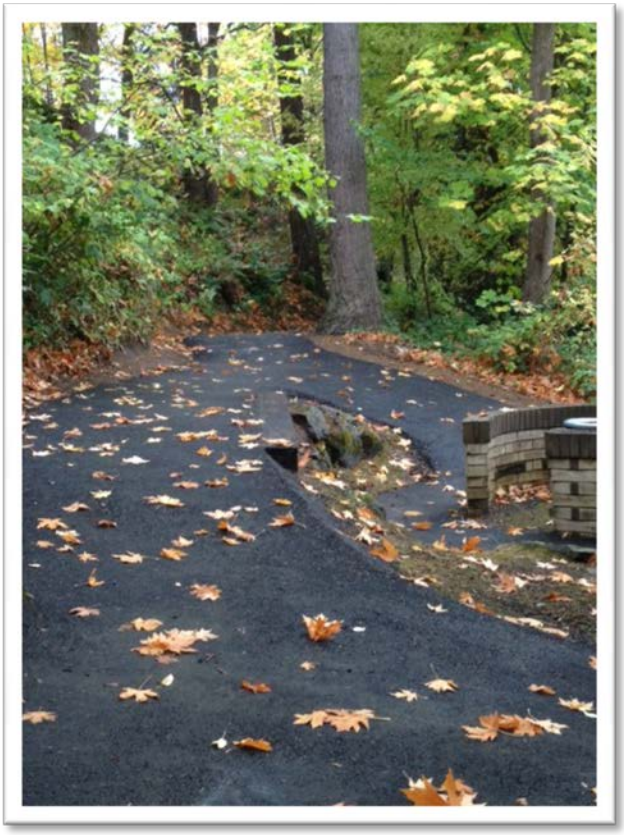
*A key priority for trail****s*** ***planning*** *~~connections~~ in Poulsbo is to link citizens with the shoreline. Therefore, the City should emphasize acquisition of land and/or conservation easements along the shoreline of Liberty Bay to connect, enhance, and* ***lengthen*** *~~enlarge~~ the existing, but limited, shoreline pedestrian trail. All shoreline development is subject to the requirements of the City's Shoreline Master Program.*

Policy PRO-4.4

Coordinate with neighboring jurisdictions to connect the city's trail system with ***theirs*** *~~adjacent jurisdictions~~ and ~~to~~ participate in county, regional and statewide efforts to plan and implement a statewide trail, where connection through Poulsbo provides a vital link to the Olympic Peninsula.*

Policy PRO-4.5

Use the trail standards identified in the ~~City's latest adopted Parks, Recreation and Open Space and/or~~ 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 ~~identified in the Parks functional plan~~ 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.*



Trail at American Legion Park providing shoreline access

Policy PRO-4.6

Make trails accessible to people with disabilities as much as possible.

Policy PRO-4.7

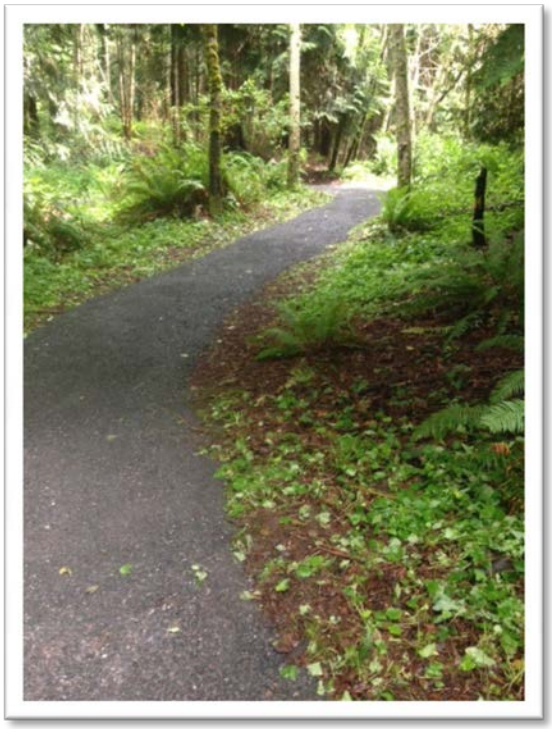
Utility easements should be considered for possible trail easements. ~~Only~~ Working ***only*** *with willing property owners, the City should work to encourage multi-purpose easements that allows for public access* ***where it*** *~~when the need~~ is identified or supported by the Urban Paths of Poulsbo Plan.*

Policy PRO-4.8

The City intends to develop the Urban Paths of Poulsbo (UPP) Plan primarily through (1) continued construction of sidewalks, bicycle facilities, and shared-use paths in conjunction with new roadway projects; (2) through multi-purpose easements as described in Policy PRO-4.7; and (3) through the development of trails with willing and cooperative property owners going through the development review process, including but not limited to subdivisions, Planned Residential Developments, and commercial site plans. The City will ***engage*** *only ~~work~~ with willing property owners in the implementation of the UPP Plan.*

Policy PRO-4.9

When a public trail is designed to be located within a regulated critical area, ***the City shall engage professional consultants or other experts to ensure appropriate mitigation of any potential conflicts between path construction and wildlife habitat.*** *~~professional consultant services or other qualified resources, shall be consulted to ensure potential conflict between path construction and wildlife habitat is appropriately mitigated~~. Trail development within critical areas is subject to the requirements of the City's Critical Areas Ordinance* ***and Shoreline Master Program.***



Trail at Forest Rock Hills Park

Policy PRO-4.10
Install way-finding and route signs and provide maps to guide users through the city's pedestrian and bicycle network. Coordinate with schools and agencies to promote bicycle and pedestrian safety through educational programs and events. ~~Cooperate~~ ***Collaborate*** *with neighboring jurisdictions to* ***develop*** *~~provide a~~ regional trail map**s**. Expand "adopt-a-park" programs to include an "adopt-a-trail" component.*

Policy PRO-4.11
Proposed routes *~~Trails and non-motorized connections~~ 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 ~~work~~ ~~with~~ willing property owners. If a connection is not feasible, an alternative alignment and/or connection that meet the intent of the UPP Plan and Figure PRO-3 will, when possible, be determined.*

COMMUNITY RECREATION AND PROGRAMS

Poulsbo offers a wide variety of services and programs intended to provide all people with opportunities for lifelong learning and enjoyment, including access to activities that contribute to a healthy lifestyle.

Developing strong partnerships with other service providers throughout the community is a key factor in meeting the City's services and programming goals. The City's partnership with North Kitsap School District, for instance, is a key to providing active recreation facilities and full utilization of school athletic fields. Other ongoing partnerships that enable the City to expand its offerings include those with **Western Washington University Poulsbo, Washington State University Kitsap Extension Office, Port of Poulsbo** the Kitsap Audubon Society, ~~Poulsbo Marine Science Center~~, Kitsap Public Facilities District, Poulsbo Farmer's Market, **Poulsbo Garden Club** and others.

The City offers extensive and high quality recreational opportunities and enrichment programs throughout the year. From **the Learn and Grow** preschool classes, to sailing instruction on Liberty Bay, Viking Fest Road Race and Summer Nights on the Bay special events, to arts and crafts and **foreign language** ~~computer~~ classes, the City's **varied offerings** ~~recreational variety~~ provide~~s~~ exceptional life-long learning and recreational opportunities for city **and county** residents.

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.*

Viking Fest Road Race

~~***Policy PRO-5.2***~~

~~*Provide a variety of recreational sports and participatory activities for all age, skill level, and income groups in the community.*~~

Policy PRO-5.2 ~~3~~

*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 develop a combined program guide and website on recreational, educational and park offerings,.*

~~***Policy PRO -5.4***~~

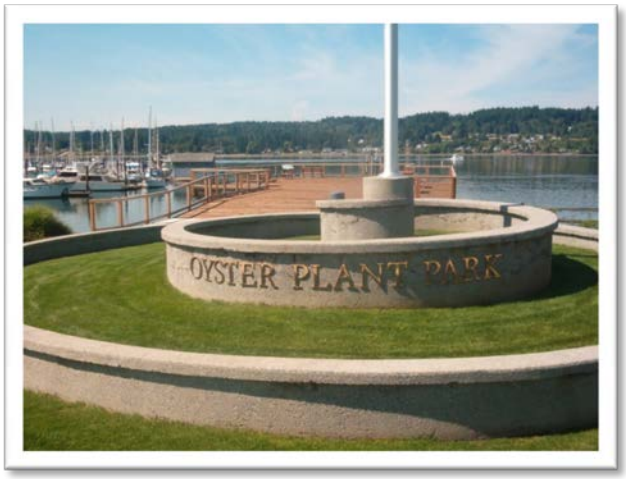
~~*Coordinate with other service, program and facility providers to provide programs and special events to the citizen and visitors in the Poulsbo community and use of City parks for regional special events.*~~

Policy PRO-5.3 ~~5~~

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-5.6***~~

~~*Conduct regular evaluation of the public's use of 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. Use the findings of these evaluations to update the Parks, Recreation and Open Space Plan and ensure it is maintained as a valuable guide for City elected officials, appointed commissioners and developers shaping the landscape of Poulsbo.*~~



Oyster Plant Park

~~***Policy PRO-5.7***~~

~~*Provide information and referral services for local parks and recreational opportunities to the greater Poulsbo community.*~~

Policy PRO-5.4 ~~***8***~~

Seek locations and funding sources for a ***full-service*** *Recreation Center in Poulsbo. The City has identified* ***several*** ~~*possible*~~ *options for a Poulsbo Recreation Center: 1) enhance the current recreation center; 2) coordinate with the North Kitsap Regional Event Center partners and approved master plan to potentially place a recreation facility near North Kitsap High School;* ~~*3) utilize the City's public works property that is contiguous to Centennial Park, once public works is relocated;*~~ *or 3)* ***utilize*** *other* ***properties within the city****.*

IMPLEMENTATION AND FUNDING

Implementing the Park Plan relates specifically to capital improvements for acquisition, development and redevelopment projects, and depends on both opportunity and funding availability. As competing demands escalate for ~~increasingly limited~~ City resource dollars, creative solutions are needed to fund park-related projects. It is clear that completion of the City's park system will take time and will need a sound and realistic financial strategy.

The Capital Facilities Plan (Section 2) identifies park projects to address needs over the 20-year term of this Plan. The short-term projects identified in the Six-Year Park Capital Improvement Program (CIP) define the more immediate needs, providing the short-term budgetary prioritization of park acquisition and development.

Development and redevelopment are equally important to provide citizens a variety of passive and active recreation opportunities. Renovation of facilities plays a role in ensuring a safe, functional and well-maintained park system. There must be a strong commitment to maintain and redevelop, as necessary, existing parks if the city is to maximize its open space and recreation potential.

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

Funding for park projects must come from a variety of means – City budget, park impact fees, federal and state grants, and in-kind donations, are the most common sources. Park projects that have been placed on the 6-year Capital Improvement Program (CIP) have received a funding commitment, usually through a combination of grant funding, city budget, impact fees and in-kind donations.

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.

Volunteers during work party at Poulsbo Fish Park

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*
- *Port**s** of Poulsbo and Kingston*
- *Suquamish Tribe*
- *Kitsap County*
- ***Housing Kitsap*** ~~*Kitsap County Consolidated Housing Authority*~~
- *Kitsap Public Facilities District*
- *Kitsap Audubon Society*
- *Greater Peninsula Conservancy*
- *Poulsbo Farmers Market*
- *Poulsbo Marine Science Foundation*
- ***Western Washington University – Poulsbo***
- ***Washington State University- Kitsap Extension Office***
- ***Kitsap Regional Library***

GOAL 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.*** ~~*recommend courses of actions in accordance with PMC 2.36.01*~~. ***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* ~~*and Recreation*~~ *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 that 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****.* ~~*and Recreation Plans*~~*.*

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.

CITY OF POULSBO
Kitsap County, Washington
Land Use Comprehensive Plan Map Series
Adopted _____
Effective _____
Figure PRO-1

Citywide Park & Open Space Map

Legend

- City Limits
- Urban Growth Area
- Open Space (Via Buffers Required in Applicable Jurisdiction's CAO)*
- Washington DOT Wetland Mitigation Site
- Public Parks
- Private Open Space In Developments

*Per 36.70A.160 RCW

Liberty Bay

Figures PRO-1 and PRO-3 hereby identify open space corridors required to be identified by RCW 36.70A.160. Specifically, Figures PRO-1 and PRO-3 identify lands useful for recreation by mapping public parks and open space, and privately owned open space and recreation amenities within subdivisions; wildlife habitat by mapping City 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, the Poulsbo Urban Growth Area and extending into unincorporated Kitsap County.

Feet
2,500 1,250 0 2,500 5,000

N W E S

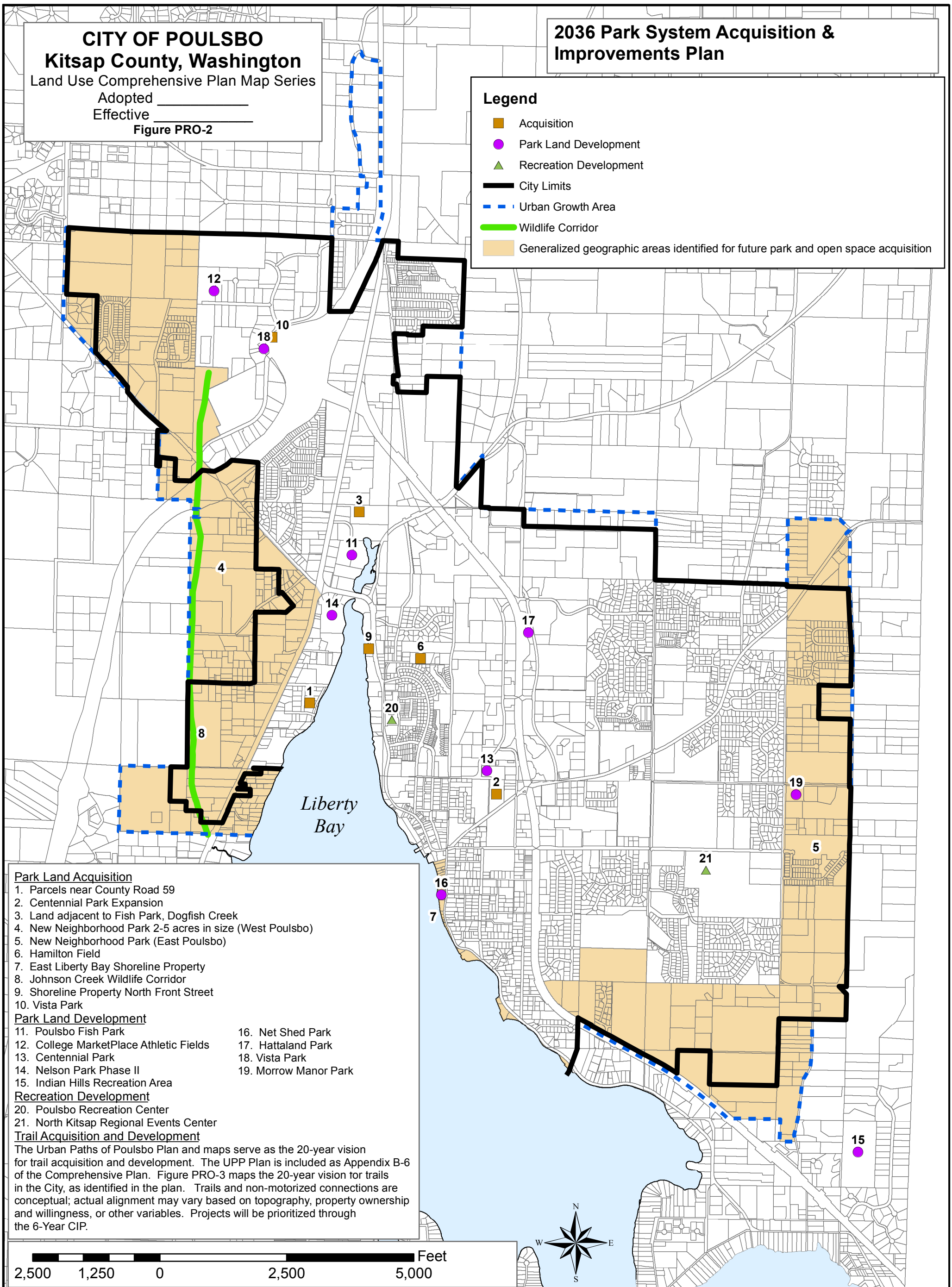
Critical Area and Comprehensive Plan Map Series Primary Map Sources and Original Scales:
W.S.D.N.R. Hydrography, Washington State Department of Fish and Wildlife 1:24,000
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
Kitsap County Assessor's Land Use Table, used to determine Private Open Space and Parks and updated by the City of Poulsbo Planning Department

This comprehensive plan map series is intended for general comprehensive planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
Printed on February 29, 2016

CITY OF POULSBO
Kitsap County, Washington
Land Use Comprehensive Plan Map Series
Adopted _____
Effective _____
Figure PRO-2

2036 Park System Acquisition & Improvements Plan



Park Land Acquisition
1. Parcels near County Road 59
2. Centennial Park Expansion
3. Land adjacent to Fish Park, Dogfish Creek
4. New Neighborhood Park 2-5 acres in size (West Poulsbo)
5. New Neighborhood Park (East Poulsbo)
6. Hamilton Field
7. East Liberty Bay Shoreline Property
8. Johnson Creek Wildlife Corridor
9. Shoreline Property North Front Street
10. Vista Park

Park Land Development
11. Poulsbo Fish Park
12. College MarketPlace Athletic Fields
13. Centennial Park
14. Nelson Park Phase II
15. Indian Hills Recreation Area
16. Net Shed Park
17. Hattaland Park
18. Vista Park
19. Morrow Manor Park

Recreation Development
20. Poulsbo Recreation Center
21. North Kitsap Regional Events Center

Trail Acquisition and Development
The Urban Paths of Poulsbo Plan and maps serve as the 20-year vision for trail acquisition and development. The UPP Plan is included as Appendix B-6 of the Comprehensive Plan. Figure PRO-3 maps the 20-year vision for trails in the City, as identified in the plan. Trails and non-motorized connections are conceptual; actual alignment may vary based on topography, property ownership and willingness, or other variables. Projects will be prioritized through the 6-Year CIP.

Comprehensive Plan Map Series Primary Map Sources and Original Scales:
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)

Figure PRO-2 maps the City's 2036 Park Development and Land Acquisition Goals.
The parkland acquisition and development project descriptions are in the Comp Plan Section 2 - Capital Facilities Plan's park section.

Non-motorized connections and trail acquisition and development priorities are developed in the Urban Paths of Poulsbo Plan and Figure PRO-3. Trail project descriptions will be incorporated into the 6-Year CIP.

This comprehensive plan map series is intended for general comprehensive planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

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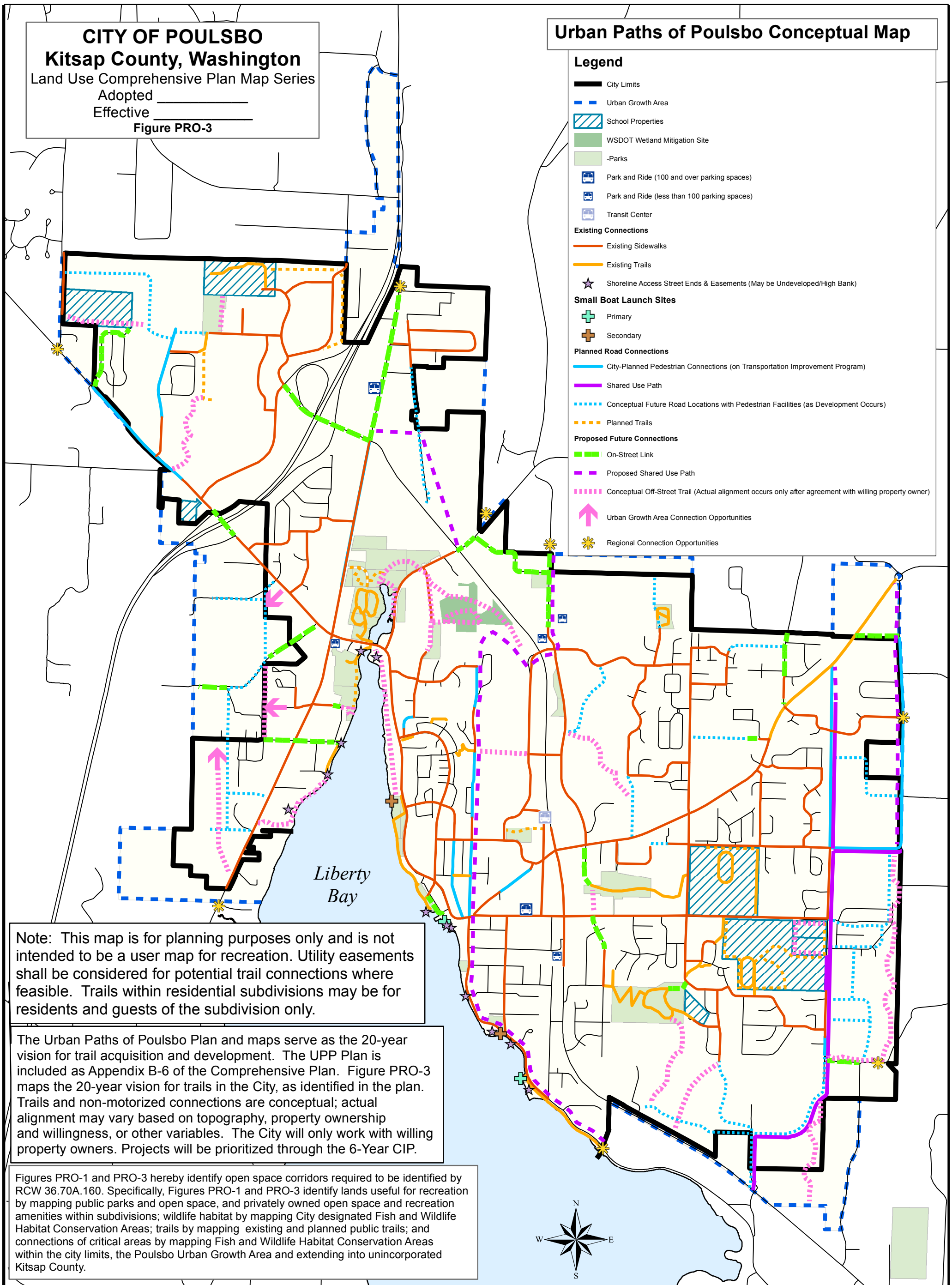
CITY OF POULSBO
Kitsap County, Washington
Land Use Comprehensive Plan Map Series
Adopted _____
Effective _____
Figure PRO-3

Urban Paths of Poulsbo Conceptual Map



Note: This map is for planning purposes only and is not intended to be a user map for recreation. Utility easements shall be considered for potential trail connections where feasible. Trails within residential subdivisions may be for residents and guests of the subdivision only.

The Urban Paths of Poulsbo Plan and maps serve as the 20-year vision for trail acquisition and development. The UPP Plan is included as Appendix B-6 of the Comprehensive Plan. Figure PRO-3 maps the 20-year vision for trails in the City, as identified in the plan. Trails and non-motorized connections are conceptual; actual alignment may vary based on topography, property ownership and willingness, or other variables. The City will only work with willing property owners. Projects will be prioritized through the 6-Year CIP.

Figures PRO-1 and PRO-3 hereby identify open space corridors required to be identified by RCW 36.70A.160. Specifically, Figures PRO-1 and PRO-3 identify lands useful for recreation by mapping public parks and open space, and privately owned open space and recreation amenities within subdivisions; wildlife habitat by mapping City 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, the Poulsbo Urban Growth Area and extending into unincorporated Kitsap County.

Critical Area and Comprehensive Plan Map Series Primary Map Sources and Original Scales:
W.S.D.N.R. Hydrography, Washington State Department of Fish and Wildlife 1:24,000
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
Kitsap County Assessor's Land Use Table, used to determine Private Open Space and Parks and updated by the City of Poulsbo Planning Department

Feet
2,500 1,250 0 2,500 5,000

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City of Poulsbo Planning Department GIS
Printed on February 29, 2016

Chapter 9. Economic Development

9.1 Community Key Goals – Economic Development

•Foster a positive economic climate that supports business retention, expansion and recruitment.

~~• Promote a strong, diversified, and sustainable local economy, incorporating new technologies and facilities.~~

• Attract appropriate businesses and foster local entrepreneurship that serves **Poulsbo** residents ~~and~~ **as well as the greater North Kitsap community.** ~~non-residents needs.~~

• Support the provision **and expansion** of education **at all levels** and training opportunities, to maintain **and enhance** a skilled workforce.

• **Ensure Poulsbo residents have access to family wage jobs, and employers have access to a talented workforce to assist in retaining and growing their businesses.** ~~Help facilitate the retention and attraction of community-based, living wage jobs for people living in Poulsbo.~~

• **Provide sufficient infrastructure and public facilities necessary to support economic growth.**

• Encourage business activity that takes advantage of technology and promotes alternatives to commuting.

• **Ensure a healthy and beautiful environment, vibrant and thriving community and high quality of life for all Poulsbo residents and businesses.**

9.2 Plan Context

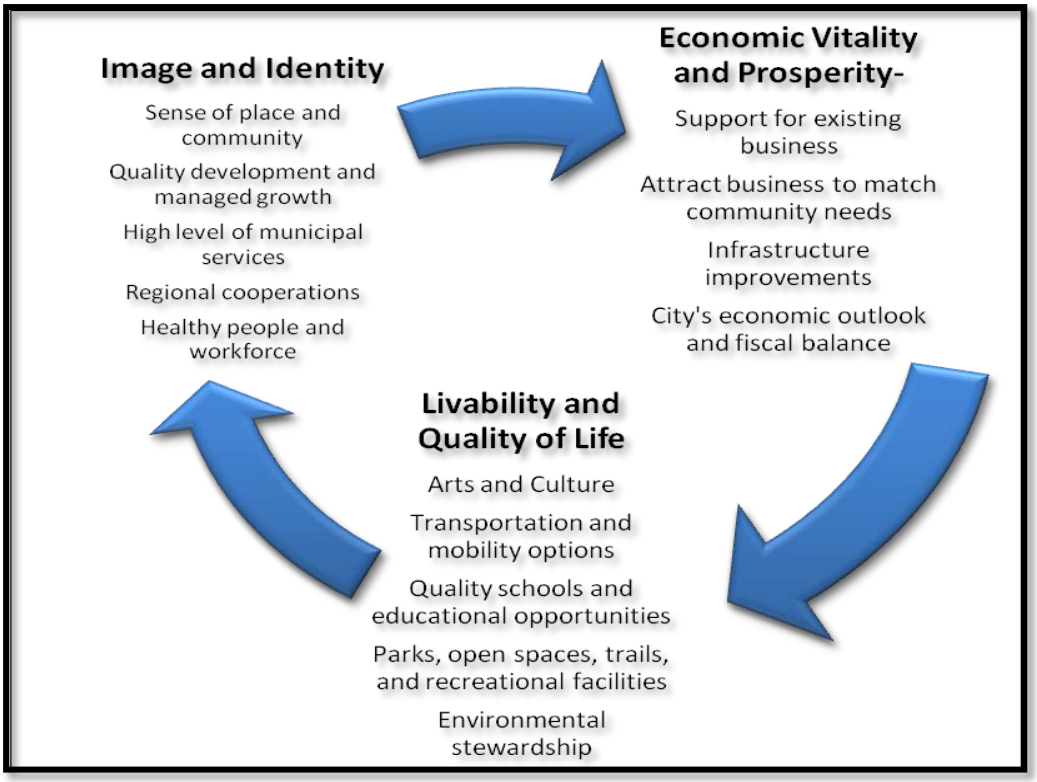
~~A~~ ~~strong~~ **Economy~~ic~~ vitality is** essential for achieving Poulsbo's vision of the future. This vision has always been to strengthen the community through the expansion of its tax and employment base **and encourages employment opportunities.** ~~This expansion allows the community to support a higher quality of life by improving public services.~~ Ideally, economic development should balance economic **growth** ~~vitality~~, stability, environmental protection, **efficient use of land,** and preservation of Poulsbo's **identity and** ~~small town~~ 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. **Poulsbo is ideally situated at the crossroads of West Sound, and it** ~~Poulsbo~~ serves as North Kitsap's commercial, ~~and~~ employment **and residential** center. ~~and has retained a healthy and stable economy~~.

~~As companies become more mobile, due to the shift from a resource based economy, and advances in telecommunications, quality of life issues will become increasingly important criteria in site selection.~~

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 of employers.

NEW 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 that supports innovation and attracts business owners to locate here because of the quality of life it offers. An attractive quality of life will continue to become more important for site selection, as companies continue to become more mobile through advances in technology.

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 provide areas where companies can locate to provide living wage employment. The City recognizes that a healthy economy ~~that~~ provides opportunities for diverse segments of the community ~~is important to its residents' quality of life~~. 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. ~~that Poulsbo has~~.

The Economic Development Chapter, therefore, provides **a policy framework** ~~policies~~ that ~~will~~ identif**ies**~~y~~ how **the community can** ~~to~~ retain successful businesses **while** ~~and to~~ pursu**ing**~~e~~ future **economic development** opportunities. This element includes policies related to:

- **Positive Business** ~~Economic~~ Climate
- **Education and Workforce Development**
- Planning and Infrastructure
- **Economic Implementation** ~~Technology~~
- Partnerships
- **Livablity and Economic Vitality**

~~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:~~

- ~~Local governments' strong reliance on retail sales tax as a primary source of revenue.~~
- ~~The median income of city residents keeping up with the costs of housing.~~
- ~~Retail trade is projected to continue to be the major trade employer for workers in Poulsbo.~~
- ~~Successfully attracting new businesses that provide family-wage jobs, and retaining and expanding existing businesses.~~

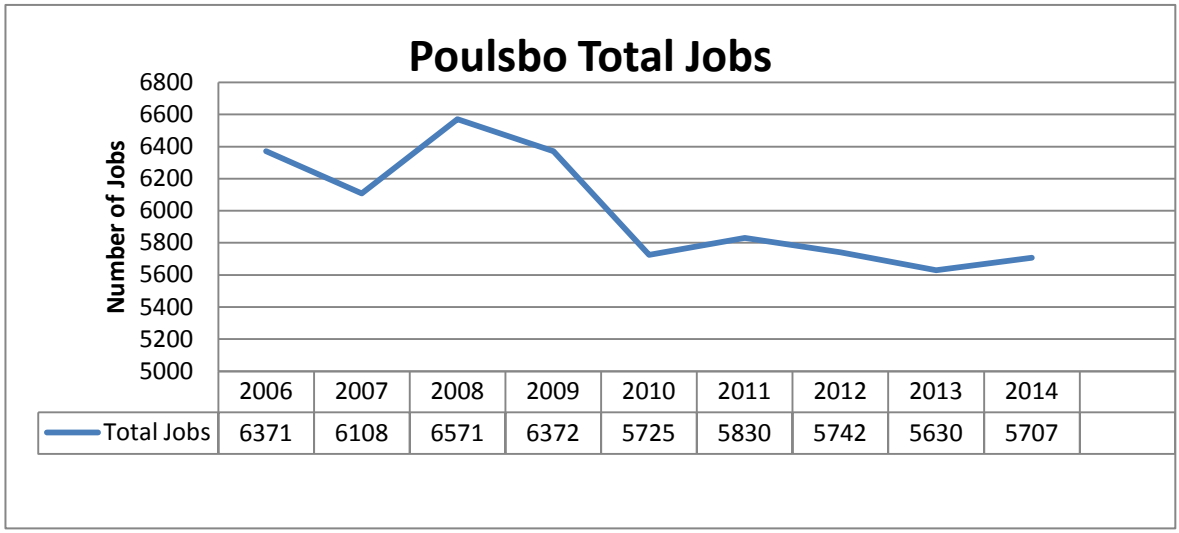
9.3 Today's Conditions and Tomorrow's Employment Targets ~~Forecasts~~

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 2008, it has remained relatively consistent and steady since 2010. Based on new commercial development in recent years, the City expects increased job growth in the upcoming reporting years.

Table ED-1 Poulsbo Total Employment 2006-2014



	2006	2007	2008	2009	2010	2011	2012	2013	2014
Total Jobs	6371	6108	6571	6372	5725	5830	5742	5630	5707

Source: Puget Sound Regional Council, Covered Employment Estimates by Jurisdictions, by year

2036 Employment Targets

In 2014, the Kitsap 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 2040 Plan), and local employment trends. These countywide employment targets are included in the 2014 Kitsap Buildable Lands Report, and identify job targets for all jurisdictions.

Kitsap County expects to see an additional 46,158 jobs by 2036, with 76.6% as commercial jobs and 23.4% as industrial jobs. The industrial target represents a 6.4% increase in industrial jobs from the previous employment target (2006 Kitsap County Comprehensive Plan). The increased target represents the county and Puget Sound region-wide goals to support the creation and retention of industrial sector employment.

Poulsbo's 2036 employment growth target is an additional 4,201 jobs, representing 9.1% of the countywide allocation; the commercial sector is projected to grow by 3,651 jobs over the 20-year time period, and the job growth in the industrial sector is expected to be 550 new jobs over the same time period. 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 4,201 is added to the 2014 Poulsbo jobs of 5,707, the total number of jobs anticipated for Poulsbo in the year 2036 is 9,908.

The allocation of **2036** ~~2005-2025~~ ~~forecast net~~ employment growth by jurisdiction is shown in Table ED-2:

NEW Table ED-2 Kitsap ~~2025~~ 2036 Employment Growth Targets ~~Forecasts~~ by Jurisdiction

	Sector Share Summary		Growth Allocation: 2010-2036	
UGA	**Commercial**	**Industrial**	**Total**	**Percent**
Bainbridge Island	1,984	823	2,808	6.1%
Bremerton	13,493	4,509	18,003	39%
Bremerton UGA	962	422	1,385	3%
Central Kitsap	1,030	171	1,200	2.6%
Kingston	437	163	600	1.3%
Port Orchard	2,571	560	3,132	6.8%
Port Orchard UGA	1,712	134	1,846	4%
Poulsbo	3,607	548	4,155	9%
Poulsbo UGA	44	2	46	0.1%
Silverdale	6,679	2,427	9,106	19.7%
Total Urban	32,521	9,760	42,281	91.6%
Rural	2,817	1,060	3,877	8.4%
Total New Jobs Urban and Rural	35,338	10,820	46,158	100%

Source: Table 5-1 2014 Kitsap Buildable Lands Report p. 53
Kitsap County and BERK and Associates

~~Unlike population, there is no specific employment goal for Kitsap County or its jurisdictions identified in the Kitsap Countywide Planning Policy. However, based on observed employment trends and employment forecasts from Puget Sound Regional Council (PSRC), a countywide jobs forecast was developed by Kitsap County as part of its 2006 Comprehensive Plan update.~~

~~The 2025 countywide employment forecast indicates a net projected growth of about 49,000 new jobs countywide during the planning horizon.~~

~~Further, the 2006 Kitsap County Comprehensive Plan update allocated the 2005-2025 countywide employment forecasts to individual jurisdictions based on a variety of sources, including individual city comprehensive plans, PSRC employment forecasts, and Washington Employment Security Department data. The methodology, forecasts and allocations are set forth in Appendix D of 2006 Kitsap County's Comprehensive Plan.~~

~~The allocation of 2005-2025 forecast net employment growth by jurisdiction is shown in Table ED-1:~~

~~**Table ED-1 Kitsap 2025 Employment Forecasts by Jurisdiction**~~

~~**Employment Sector Growth by Jurisdiction**~~	~~**Bremerton**~~	~~**Bainbridge Island**~~	~~**Port Orchard**~~	~~**Poulsbo**~~	~~**Unincorporated Kitsap County**~~
~~**Industrial Sector**~~					
~~*Construction/Resources*~~	~~176~~	~~163~~	~~57~~	~~87~~	~~2,835~~
~~*Manufacturing*~~	~~1,888~~	~~73~~	~~4~~	~~13~~	~~10,939~~
~~*Warehousing/Transportation/ Utilities*~~	~~631~~	~~195~~	~~107~~	~~9~~	~~238~~
~~***Total Industrial Employment***~~	~~***1,081***~~	~~***431***~~	~~***168***~~	~~***109***~~	~~***14,012***~~
~~**Commercial Sector**~~					
~~*Retail*~~	~~2,475~~	~~1,469~~	~~239~~	~~594~~	~~387~~
~~*Finance/Insurance/Real Estate/Services*~~	~~4,577~~	~~490~~	~~1,992~~	~~2,904~~	~~18,266~~
~~*Government/Education*~~	~~1,627~~	~~500~~	~~374~~	~~296~~	~~0~~
~~***Total Commercial Employment***~~	~~***8,679***~~	~~***2,459***~~	~~***2,605***~~	~~***3,794***~~	~~***18,653***~~
~~***Totals***~~	~~***7,598***~~	~~***2,890***~~	~~***2,773***~~	~~***3,903***~~	~~***32,665***~~

~~*Source: Kitsap Buildable Lands Report 2007 based upon data from Kitsap County Comprehensive Plan 10 Year Update 2006 and Appendix D: Employment Capacity.*~~

The commercial/industrial land supply for the cities and unincorporated Kitsap County was calculated based on agreed land capacity methods, and are included and described in the 2014 Kitsap Buildable Lands Report Chapter 5 and Appendix C. The summary of the land capacity analysis for commercial/industrial land supply for each jurisdiction is reported in Table ED-3.

NEW Table ED-3 Commercial/Industrial Land Supply and Demand Analysis through 2036

	Growth Allocation 2036		**Total Capacity**	**Difference**	**Capacity/Demand Ratio**
UGA	**Total**	**Percent**	**Total Job Capacity**	**Total Capacity Minus Allocation**	**Ratio**
Bainbridge Island	2,808	6.1	2,941	1,363	1.04
Bremerton	18,003	39.0	19,182	1,179	1.06

Bremerton UGA	1,385	3.0	1,383	-2	1
Central Kitsap UGA	1,200	2.6	1,012	-188	0.84
Kingston UGA	600	1.3	638	38	1.06
Port Orchard	3,132	6.8	5,569	2,437	1.78
Port Orchard UGA	1,846	4.0	3,634	1,787	1.97
Poulsbo	4,155	9.0	4,010	-145	.97
Poulsbo UGA	46	0.1	64	18	1.39
Silverdale UGA	9,106	19.7	6,409	-2,697	0.7
Total Urban	42,281	91.6	44,842	3,774	1.181
Rural	3,877	8.4	N/A	N/A	N/A
Total Urban and Rural	46,158	100	N/A	N/A	N/A

Source: Table 5-9 2014 Kitsap Buildable Lands Report p. 59
Kitsap County and Kitsap Regional Coordinating Council

Based upon the capacity analysis utilized by all jurisdictions, there is sufficient land capacity to meet the countywide growth target of 46,158 jobs. Poulsbo has sufficient available employment land to meet 4,074 of its 4,201 job target, representing a small land capacity deficient of 127 jobs.

While the economic market will dictate whether the targeted number of jobs allocated to Poulsbo is actually realized, additional land for commercial and light industrial will most likely need to be provided in the future. The City should continue to evaluate the availability of commercial and light industrial land annually and through the required buildable land reporting intervals.

~~Kitsap County has established that Poulsbo's employment forecast is for 3,903 new jobs for Poulsbo and its urban growth area by year 2025. Of these new jobs, 97% are in the commercial sector, primarily in finance/insurance/real estate/services occupations.~~

~~Poulsbo's employment target by sector was derived utilizing the mid-point of the PSRC 2020 and 2030 employment forecasts for Poulsbo. To calculate the increment of change, 2004 Employment Security sectoral data was reduced one year to a 2003 baseline using a constant rate of change, by sector, to the interpolated PSRC forecast. *(Methodology from Appendix D 2006 Kitsap County Comprehensive Plan).*~~

~~Preparing and planning for the anticipated new jobs is to ensure available land for Poulsbo's employment forecast. Like Poulsbo's population allocation that must be translated into new housing units to be accommodated on available residentially zoned land, employment forecasts must translate into available commercial and industrially zoned land.~~
~~Therefore, the total number of jobs expected to locate in Poulsbo must be quantified. This quantification was also completed in Kitsap County's 2006 Comprehensive Plan Update, in Appendix D. Kitsap County developed a methodology that identified assumptions regarding employee space needs, net/gross acre conversions, land market factors and other features of the~~

~~commercial/industrial land development process. These assumptions were held constant for determining commercial/industrial land demand across all Kitsap County jurisdictions.~~

~~The methodology identified in Appendix D of Kitsap County's Comprehensive Plan was further applied in Kitsap County's 2007 Buildable Lands Report, which reviewed all of Kitsap County's jurisdictions' employment forecasts, converting the jobs into acreage demand, which was then compared to available net industrial and commercial acreage by jurisdiction. This analysis was performed consistently for all the cities by Kitsap County. The 2005-2025 forecast net employment growth by jurisdiction is shown in Table ED-2.~~

~~Table ED-2 Commercial/Industrial Land Supply and Demand Analysis~~

~~Jurisdiction~~	~~Industrial (Net Acres)~~			~~Commercial (Net Acres)~~		
	~~2005-2025 Demand~~	~~2005 Capacity~~	~~Surplus or Deficit~~	~~2005-2025 Demand~~	~~2005 Capacity~~	~~Surplus or Deficit~~
~~Bremerton~~	~~-14~~	~~265~~	~~279~~	~~232~~	~~265~~	~~33~~
~~Bainbridge Island~~	~~32~~	~~35~~	~~3~~	~~77~~	~~83~~	~~6~~
~~Port Orchard~~	~~23~~	~~13~~	~~-10~~	~~67~~	~~43~~	~~-24~~
~~Poulsbo~~	~~26~~	~~26~~	~~0~~	~~99~~	~~92~~	~~-7~~
~~*Totals*~~	~~*67*~~	~~*339*~~	~~*272*~~	~~*475*~~	~~*483*~~	~~*8*~~
~~Countywide Land Supply/Demand Ratio~~			~~5.05~~			~~1.02~~

~~*Source: 2007 Kitsap Buildable Lands Report*~~
~~*Note: Land Supply/Demand Ratio: 1.0 or above demonstrates sufficient supply for demand. See 2007 BLR for additional discussion on supply/demand ratios.*~~

~~The 2007 Kitsap Buildable Lands Report evaluates the demand of jobs to the supply of land as a total of all the cities collectively, with the results demonstrating that combined, the land capacity for both industrial and commercial zoned land exceeds the forecasted employment demand for the planning period.~~

~~However Poulsbo's industrial and commercial zoning land is identified as minimally providing sufficient capacity for the planning period. While the economic market will dictate whether the expected number of jobs to Poulsbo is actually *realized*, additional land for light industrial and commercial development may need to be provided sometime in the future.~~

~~The City should continue to evaluate its light industrial and commercial land availability through the Buildable Lands Report(s) process, as designed and set forth by RCW 36.70A.215. Permitted commercial and light industrial gross square footage shall be monitored and reported to Kitsap County for analysis during the five-year intervals of the Buildable Lands Report. Based upon the results of the analysis, additional light industrial and commercially designated land may be necessary to ensure sufficient land is available for Poulsbo's future employers and employees.~~

9.4 Challenges and Opportunities ~~Strengths and Weaknesses of City Economy~~

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 entrepreneurialism 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.

Olympic College/WWU Poulsbo Campus

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. 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 will be a challenge as Poulsbo continues to grow.

~~STRENGTHS~~

~~*A Strong Work/Live Community:* Poulsbo residents have generally found jobs near where they live. Census data show that a majority of the City's workforce has found employment near where they live. Certainly the easy commute to Bangor military base, the commercial opportunities of Silverdale and the variety of opportunities on Bainbridge Island have provided Poulsbo residents with many employment options.~~

~~*Encouraging Employment Forecasts:* Kitsap County and Puget Sound Regional Council's future employment forecasts for the Poulsbo area are encouraging. The forecasts predict growth in finance/insurance/real estate/services occupations. The anticipated new jobs created will continue to provide opportunities for Poulsbo residents.~~

~~*Strong Tax Support:* Poulsbo has provided adequate commercially zoned land where retail businesses can locate and thrive. The revenue generated from sales tax significantly supports the City's budget. Large stores and numerous unique and interesting shops contribute to the strong retail trade occurring in Poulsbo. In 2008, Poulsbo ranked sixth in Washington's top 50 cities, for strongest retail sales growth rate for the past five years. This sales tax support is a strength that many residential communities who rely on property taxes as their major revenue support, do not enjoy.~~

~~*College MarketPlace:* College MarketPlace provides an interesting and exciting mixture of uses all in a master planned development. The Olympic College campus opened in early 2004 with its first students. Large commercial retailers have located within this area along with numerous smaller businesses. The remainder of the development is zoned business park and residential, providing opportunities to live, work, learn and shop all within the 216-acre development.~~

~~*Quaint Downtown:* Poulsbo's downtown is a tourist destination by land and sea. Groups of families and friends visit downtown Poulsbo shops and restaurants year round. The Historic Downtown Poulsbo Association members are creative and always searching for new ways to market and promote Downtown Poulsbo.~~

~~WEAKNESSES~~

~~*Reliance on Retail Sales Tax:* Retail Sales Tax is a major contributor to the City's tax revenue. This strength is also a weakness, as retail sales fluctuate with national and global economic trends. If the economic market experience swings, the revenue the City relies on to support its general fund may decrease. Continued identification and implementation of a diversified revenue sources are necessary for the City to help provide stability during the unpredictable turns of economic trends.~~

~~*Median income not keeping pace with housing prices:* Data from Census 2000 states that the median income of Poulsbo residents was $38,875. More recent estimates prepared by~~

~~Washington State (using 2000 Census and updated using CPI percentage for inflation) places Poulsbo's median income projected at $50,298. While Poulsbo's median income appears to be growing, housing prices in Poulsbo's are among the higher-priced homes in Kitsap County.~~

~~*Retail trade continues as major employer:* The majority of the City's workforce is employed in retail trade. The wages typically earned in the retail trade will not be able to support the trend of increasing housing prices.~~

~~*Aging infrastructure and necessary new improvements:* Much of the City's utility infrastructure is planned to be replaced significantly during the 2025 planning horizon. In addition, new infrastructure will be necessary to support the City's projected population growth. The City's ability to fund, or legally require others to pay for these improvements, will be a challenge.~~

9.5 Goals and Policies

POSITIVE BUSINESS CLIMATE

A positive economic climate is the creation of a supportive environment 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;
- Competitive tax rates;
- Diverse and affordable workforce housing opportunities;
- Excellent public education system, along with continuing education and job training opportunities;
- 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. Poulsbo 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 ~~the~~ educational resource allocat**ion**~~ed by the North Kitsap School District~~, 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

~~To build and~~ Nurture a<u>n</u> ~~positive~~ economic climate that will attract and retain <u>businesses, and assist in their development, expansion and success</u>. ~~high quality firms~~.

Entrance into Powder Hill Business Park

Policy ED-1.1

<u>Promote and</u> *maintain a business climate that supports the retention and expansion of the city's economic base.* ~~*Encourage long-term employment opportunities for community residents so our children can remain in the community if they choose, by providing sufficient family waged jobs.*~~

Policy ED-1.2 ~~14~~

Support the retention and expansion of existing firms ***by <u>promoting local businesses and locally produced goods and services.</u>*** ~~*and recruiting activities for businesses of all types and sizes which demonstrate a commitment to protecting the environment and enhancing the quality of life in the community.*~~

Mora Ice Cream at Eagle Harbor Business Park on north Viking Avenue

Policy ED-1.3 ~~5~~

~~*Engage in*~~ *Proactive**<u>ly</u>** recruit~~ment~~ ~~for~~ new business**<u>es</u>*** *to locate in the City of Poulsbo* ~~*and support expansion of existing business*~~*. Examples of proactive recruitment activities include development of marketing* ***<u>and promotional printed and digital</u>*** ~~*studies and*~~ *materials, and staffing for implementation activities.*

Policy ED-1.4 ~~9~~

Facilitate the collection, analysis and dissemination of information that ***<u>promotes</u>*** ~~*contributes to*~~ ***<u>existing and new</u>*** *economic activity.*

Policy ED-1.5 ~~11~~

Facilitate efforts of businesses and institutions to train workers, ~~*for today's and tomorrow's jobs,*~~ *and support* ***<u>and advocate</u>*** *continuing education* ~~*in*~~ ***<u>for Poulsbo's business community</u>***. ~~*the community.*~~

<u>Policy ED-1.6</u>

<u>Foster a culture of creativity, entrepreneurship and innovation which helps promote job creation and job growth.</u>

Policy ED-1.7
Encourage infill and redevelopment of existing or underutilized commercial and light-industrial areas.

Policy ED-1.8 ~~15~~
In developing and implementing City policies and programs, decision makers should ***take into consideration the effects on business and the economic benefit to the community****.* *~~seek to enhance small business opportunities and reduce potential negative impacts on small businesses.~~*

Policy ED-1.9 ~~10~~
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.

~~Policy ED-1.2~~
~~Encourage new businesses that build upon the City's strong foundation as an educational and medical hub. New cutting-edge clean/green businesses should be encouraged to located in Poulsbo.~~

~~Policy ED-1.3~~
~~Encourage business diversification to reduce dependence on governmental spending, commuter jobs outside of the city, and to minimize cyclical unemployment.~~

~~Policy ED-1.4~~
~~Consider preparing or cooperate in the development of a market study identifying marketing strategies and opportunities to target business and industries best suited to locate in Poulsbo.~~

~~Policy ED-1.6~~ – MOVE to Policy ED-4.5
~~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-1.7~~
~~Continue to provide high quality and cost efficient city services and facilities, and promote this as one of Poulsbo's outstanding economic development assets.~~

~~Policy ED-1.8~~ – MOVE to Policy ED-3.8
~~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-1.12~~ – SEE Partnership Section
~~Cooperate and coordinate with local and regional government and economic agencies to implement the Kitsap Countywide Economic Development policies.~~

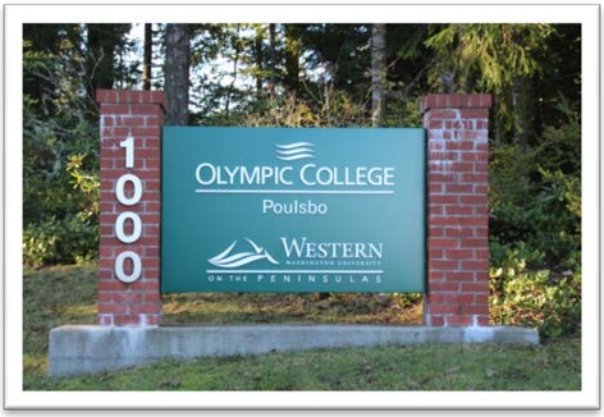
~~***Policy ED-1.13***~~ ***Move to Policy ED-2.5***

~~*Promote economic development by working with educational institutions to maximize resources and improve the quality of life for both city residents and students. Support and collaborate with Olympic College, 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 of the Olympic College Poulsbo campus;*~~
- ~~*Encourage the development of programs that meet the changing needs of employers and employees; and*~~
- ~~*Encourage educational institutions, governments, and businesses to provide opportunities for youth to see and experience a variety of employment and business opportunities.*~~

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 opportunities for residents and workers of all ages and backgrounds, the City lays the foundation for a resilient local economy that attracts outstanding talent.



Entrance to OC/WWU Poulsbo campus

GOAL ED-2

Commit to academics, affordable educational options, career training and lifelong learning.

Policy ED-2.1

Encourage expansion of the OC/WWU presence in Poulsbo and the desire to become a "college town," by supporting:

- ***Increased 4-year degree programs;***
- ***Increased facilities to be more campus-like and less satellite-college;***
- ***Increased community-oriented classes and lectures;***
- ***Provision of dorms/student housing;***
- ***Provision of student union/recreation center;***
- ***Improved nightlife, entertainment and evening activities; and***
- ***Provision of student jobs.***

Policy ED-2.2

Continue to support the provision of high-quality primary and secondary education by the North Kitsap School District and private schools.

Policy ED-2.3

Ensure a commitment to lifelong learning which drives innovation, strengthens and diversifies existing workforce, and attracts talented new workers.

Policy ED-2.4 ~~*1.13*~~

~~*Promote economic development by working*~~ ***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 of the Olympic College* ***and Western Washington*** *Poulsbo campus;*
- *Encourage the development of programs that meet the changing needs of employers and employees; and*
- *Encourage educational institutions, governments, and businesses to provide opportunities for youth to see and experience a variety of employment and business opportunities.*

Marine View Beverage at College Marketplace

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.** ~~lays a foundation upon which development can occur.~~

The City's commitment to planning ensures that the city's infrastructure, utilities, parks and other **resources** ~~needs~~ are able to respond to changing development pressures and needs. 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. ~~As Washington's market conditions change, new challenges and opportunities arise, and the City will need to undertake planning activities to help Poulsbo adjust~~. By doing this

basic task well, Poulsbo **is able to attract and retain predetermined business types.** ~~will be able to use planning and infrastructure development to help attract and retain the specific types of economic development desired.~~

GOAL ED-3 ~~2~~

Provide a sufficient amount of land for commercial and business uses, the infrastructure and public facilities necessary to support economic growth, and an efficient and timely permit process. ~~through a supportive Land Use Plan and development regulations.~~

Policy ED-3.1

Maintain an adequate supply of developable employment lands to accommodate the forecasted growth and accomplish the City's economic development goals.

Policy ED-3.2

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.

Policy ED-3.3 ~~2.10~~

*~~Continue to~~ **M**onitor Poulsbo's light industrial and commercial land availability **annually and** through the recurring Buildable Lands Report(s) process, as designed and set forth by RCW 36.70A.215. ~~Based upon the results of the BLR's analysis, additional light industrial and commercially designated land may be necessary to ensure sufficient land is available for Poulsbo's future employers and employees.~~*

Policy ED-3.4

Continue to provide adequate and efficient community infrastructure such as roads, water, sewer, storm water management, parks and recreation, and other public facilities and services.

Policy ED-3.5 ~~2.3~~

*Continue to **plan,** identify, construct and maintain infrastructure systems and facilities required to **accommodate** ~~promote~~ and sustain a positive economic climate. Anticipate needs and coordinate City infrastructure investments with economic development opportunities.*

Policy ED-3.6

Encourage and support the development of technology and telecommunications infrastructure citywide.

Policy ED-3.7 ~~2.8~~

Provide public services and capital facilities necessary to support the City's planned urban growth at its adopted levels of service. Implement level of service and concurrency management systems which are consistent with economic development goals and policies.

Policy ED-3.8 ~~1.8~~

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-3.9

Enforce development regulations in a consistent, objective manner.

~~Policy ED-2.1~~

~~Provide a mix of uses that allows for the daily needs of residents to be met within Poulsbo.~~

~~Policy ED-2.2~~

~~Maintain and update the City's land use, transportation and utility plans on a regular basis to guide the future of the city's major commercial areas and help them respond to change.~~

~~Policy ED-2.4~~

~~Encourage businesses to expand or locate in Poulsbo in which:~~

- *~~Are already in the City;~~*
- *~~Support existing businesses and industries;~~*
- *~~Fill existing or future gaps in the goods and services available within the City,~~*
- *~~Provide jobs to local residents with family or high level wages.~~*
- *~~Redevelop underutilized commercial areas.~~*

~~Policy ED-2.5~~

~~Encourage opportunities for small business enterprises and home-based businesses that are compatible with residential neighborhoods. Limit signs, parking and deliveries and manage other potential impacts. Provisions shall be included in the City's Zoning Ordinance.~~

~~Policy ED-2.6~~

~~Continue efforts to implement electronic systems to make permit status information available online.~~

~~Policy ED-2.7~~

~~Encourage mixed use developments within commercial districts that will enhance the economic quality while providing housing opportunities~~

~~Policy ED-2.9~~

~~Encourage business and industry incubation to encourage participation in Kitsap Economic Development Alliance's Business Incubation System. Consider identifying incentives and/or flexible development standards to encourage incubator businesses to locate in Poulsbo. Such incentives could be tax abatement and referral, special development considerations, business incubator facility identification, and financing.~~

~~Policy ED-2.11~~

~~*Encourage the use of shared parking, carpooling and the establishment of transit incentive programs within commercial projects*~~.

~~***Policy ED-2.12***~~
~~*The City may provide opportunities through zoning, for the concentration of complementary businesses that can attract increased customers, provide needed services or producer and/or consumer goods for surrounding uses.*~~

ECONOMIC IMPLEMENTATION ~~***TECHNOLOGY***~~

Economic development is a dynamic field, and to remain competitive, Poulsbo will need to implement its economic development strategy.

~~Poulsbo's ability to provide relevant and current telecommunications will be an asset for the City to attract talent and employers to the city in the foreseeable future. In the world of technology, it is difficult to see far into the future; therefore, the City will need to partner and promote keeping the city's technology current and competitive.~~

GOAL ED-4 ~~3~~

Ensure that Poulsbo's economic development strategy is flexible and nimble to respond quickly to market changes and climate.

~~**Implement Poulsbo's economic development goals, while supporting a business climate that responds to market changes. Encourage the expansion of telecommunications to provide widespread access to broadband capabilities within the City**~~**.**

Policy ED-4.1

Encourage an environment supportive of entrepreneurial activities and emerging business models.

Policy ED-4.2

Accommodate a mix of jobs, while actively seeking a greater proportion of living wage jobs that will benefit a broad cross-section of Poulsbo residents.

Policy ED-4.3

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-4.4

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- 4.5 ~~1.6~~
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-4.6 ~~3.1~~
*~~Coordinate~~ **Support** ~~local installation of city utilities with~~ the Kitsap Public Utility District **efforts** to install telecommunication infrastructure, especially high-capacity fiber optic cable.*

Policy ED-4.7 ~~3.3~~
Monitor trends in telecommunication and technology, ensuring that new infrastructure will be in place or available for the future businesses.

~~Policy ED-3.2~~
~~Identify and then offer incentives to encourage the establishment of "telework" stations throughout the city.~~

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, **Poulsbo Marking Coalition, Kitsap Peninsula Tourism, North Kitsap Tourism Consortium,** 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 4

Foster partnerships with local businesses, civic clubs and government agencies to build upon and expand Poulsbo's economic base.

Policy ED-~~4.1~~ 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** ~~needs~~, the potential for retaining and expanding existing industries, and attracting new job opportunities.*

Policy ED-~~4.2~~ 5.2

Partner with the Chamber of Commerce and Historic Downtown Poulsbo Association to promote and market the city's retail districts. Assist the Chamber and Downtown Merchants in development of community marketing materials.

Policy ED-~~4.3~~ 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-~~4.4~~ 5.4

Continue working with the Port of Poulsbo to provide and promote Poulsbo as a destination for the boating community, and to assist the Port where feasible, to improve their facilities including additional parking for port use.

Policy ED-~~4.5~~ 5.5

The City Council's Economic Development Committee shall continue to work to build these partnerships, support the Poulsbo business community, and identify programs and policies to enhance and build Poulsbo's economic diversity.

Policy ED-~~4.6~~ 5.6

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.

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 provides Poulsbo with a competitive advantage in attracting business interests.

The GMA imposes an affirmative duty upon cities to give support to, foster, and stimulate (encourage) urban growth throughout the jurisdictions' UGAs within the twenty-year life of their comprehensive plans. [CPSGMHB *Benarova I. 5372c*. 3/13/97 Order. at

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
Maintain development standards that ensure high quality design and urban amenities for public and private development.

Policy ED-6.3
Provide a range of housing options to accommodate Poulsbo's diverse workforce.

Policy ED-6.4
Support efforts that promotes tourism, hotel, retail and arts businesses.

Policy ED-6.5
Facilitate the redevelopment and re-invigoration of older commercial areas. Work with property owners and stakeholders to transform such areas into dynamic retail/mixed use commercial areas that also provide a gathering place.

Chapter 10. Utilities

10.1 Plan Context

The Utilities Chapter contains policies and maps that guide the siting of utility facilities in the city. The main purpose of this chapter is to ensure that Poulsbo will have utilities to adequately serve the Land Use Plan. Policies also address the quality, reliability, safety and regulation of the services provided.

The Growth Management Act requires all comprehensive plans to contain a Utilities Element that "includes the general location, proposed locations, 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)).

In Poulsbo, as in many cities, utilities are provided by a combination of city-managed and non city-managed providers. Depending on their service, these are variously state regulated, federally licensed and/or municipally franchised providers.

City-managed utilities are sewer, water, storm water and solid waste.

Non city-managed utilities are electricity, natural gas, other petroleum gas, telephone, personal wireless services, and cable.

Non city-managed utilities providers include Puget Sound Energy (PSE) (electrical), Cascade Natural Gas (natural gas), and providers of telephone services. The Washington Utilities and Transportation Commission (WUTC) regulate these utilities.

Personal wireless service providers serving Poulsbo are those licensed by the Federal Communications Commission (FCC) in the Radio Frequency Spectrum for wireless telecommunications service and registered to do business in Poulsbo.

Cable services are provided under municipal franchise.

10.2 Goals and Policies

CITY-MANAGED UTILITIES

The City of Poulsbo manages the Sewer, Water, and Storm Water Utilities, as well as Solid Waste management activities. These utilities are enterprise operations that are self-supporting and separate from the city General Fund. Detailed descriptions and assessment of City-managed 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 Waste Water 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's operation includes flood control, maintenance and enhancement of surface water quality, and public education.

Solid Waste management activities include the collection of solid waste, recyclables, and yard 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 be to 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.

City's 4th Avenue water tanks

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 avoided as much as possible.

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 meets all federal and Washington State Department of Health drinking water quality standards.

Policy UT-1.8

Provide reliable water service for domestic use, fire flow protection and emergencies.

Anderson Parkway stormwater filterra

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

Ensure water quality is maintained by requiring all new water systems to be looped as much as possible.

Policy UT-1.11

*Manage the storm water system in Poulsbo to ~~maintain a hydrologic balance in order to~~ **protect public safety**, prevent **public and private** property damage, protect water quality **and aquatic habitat**, and provide for the safety and enjoyment of citizens.*

Policy UT-1.12

The City shall complete and implement the necessary programs, projects and maintenance ***measures*** *that satisfy the Washington State Department of Ecology Phase II NPDES requirements.*

Policy UT-1.13

Maintain a cost-effective and responsive solid waste collection system. Require garbage pick-ups to be located on public streets.

Policy UT-1.14

Promote the recycling of solid waste materials by providing opportunities for convenient recycling and by developing 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.

Kitsap County's Poulsbo Recycle Center located on Viking Avenue

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. This Integrated Resource Plan (IRP or plan) 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 plan, which was filed on November 30, 2015, details both the energy supply and transmission resources needed to reliably meet customers' wintertime, peak-hour electric demand over the next 20 years. The plan, which was updated in the fall of 2015, forecasted that PSE would have to acquire approximately 275 megawatts of firm, dispatchable generation (most likely natural gas plants) in the next 7 years. This resource need is driven mainly by expiring purchased-power contracts and expected population and economic growth in the Puget Sound region. The IRP suggests that roughly more than half of the utility's long-term electric resource need can be met by energy efficiency and the renewal of transmission contracts. This reduces the need down to 2,200 MW by 2033. The rest of PSE's gap in long-term power resources, the IPR stated is likely to be met most economically with added natural gas-fired resources.

PSE generates approximately 46 percent of the electricity for its customers' from its own power plants; hydro, thermal, and wind. PSE currently has about 3,000 megawatts of power-generating capacity, and purchase the rest of its power supply from a variety of other utilities, independent power producers and energy marketers across the western United States and Canada.

PSE's Renewable Energy Advantage Program (REAP) encourages the growth of renewable electricity production in its service area in support of WAC 458-20-273 through payments to the customer for energy produced. Currently, there are approximately 1,500 small customer-owned generation facilities. The vast majority of these are solar panel installations. Although this provides a very small portion of PSE's electrical supply portfolio, the number of customer-owned installations increases every year. This voluntary set of rules allows Washington state utilities the option of participating in an incentive program for eligible customers who use solar PV, wind or anaerobic digesters to generate their own electricity. The incentives are available to individuals, business within the City to generate electricity on its own property.

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.

Electricity provided by PSE to the City is often produced elsewhere and is interconnected to Northwest's regional transmission grid through an extensive network of transmission facilities providing bulk transmission service to meet the demands of electricity customers within the region's eight states. The PSE electric transmission facilities in City of Poulsbo are important components of the electric energy delivery grid serving the Puget Sound region. As electricity reaches the City, the voltage is reduced and redistributed through lower-voltage transmission lines, distribution substations, overhead and underground distribution lines, smaller transformers, and to individual meters.

PSE will be prudently and systematically deploying smart grid technology at each level of infrastructure to enhance and automate monitoring, analysis, control and communications capabilities along its entire grid. Smart grid technologies can impact the electricity delivery chain from a power generating facility all the way to the end-use application of electrical energy inside a residence or place of business. The ultimate goals of smart grid are to enable PSE to offer more reliable and efficient energy service, and to provide customers with more control over their energy usage.

PSE Serwold substation at Lincoln Avenue

Within the City of Poulsbo, PSE operates and maintains: ~3.8 miles of 115 kilovolt (kV) high-voltage transmission lines, 2 substations (Poulsbo sub on Viking Way and Serwold sub on Lincoln Rd.), ~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.

~~Puget Sound Energy (PSE) builds, operates and maintains the electrical utility system serving the City of Poulsbo. PSE is an investor-owned utility with the responsibility for providing service to over 1,630,000 metered customers within the company's 6,000 square mile service territory, including Kitsap County.~~

~~PSE imports electrical energy from generation sources primarily from hydrogenerating stations along the mid-Columbia River and from Canada. PSE's goals are to meet future customer needs for electrical service, enhance system reliability and maintain safe facilities.~~

~~PSE has divided Kitsap County into two subareas – north and south – for purposes of electric facilities planning. The North Kitsap subarea is defined by the shoreline with Sinclair Inlet as the southern border to Hood Canal as the northern border. The South Kitsap subarea is defined by the shorelines, the county-line to the south, and Sinclair Inlet as the northern border.~~

~~The North and South subareas receive power from a network of 115kV transmission lines interconnecting transmission sources in South Kitsap County to transmission switching stations in Central and North Kitsap County. The Poulsbo area is served by two parallel 115kV transmission lines that carry power from the Bremerton Substation and the Valley Junction~~

~~Substation north of Silverdale to the Foss Corner Substation northeast of Poulsbo between Bond Road and Stottlemeyer Road NE.~~

~~An 115kV transmission line is located in Viking Way NW, which leads into a distribution station near Liberty Road. The line continues to the north end of the City, where it crosses along north of Liberty Bay and down Lindvig Way to Bond Road NE, feeding into the Foss Corner Substation. The 115kV line continues down the eastern perimeter of the City, following Stottlemeyer Road NE down NE Lincoln Drive and cutting through to Noll Road NE. The line eventually cuts back across Liberty Bay's Southern end to connect the transmission lines with the U.S. Navy Keyport and South Keyport Distribution Stations.~~

~~PSE's long-range plans are based on electrical growth projections anticipated in the planning period. PSE uses state, regional and local population and employment forecasts, as well as recent growth patterns. This data, in conjunction with the company's projections of conservation, retail rates and any know short term large load additions or deletions, form PSE's forecast of energy and peak loads.~~

~~PSE's future electrical facilities plan is based on an estimated normal peak winter load. PSE plans to construction additional transmission and distribution facilities to meet demand. At this time, no new electrical facilities have been identified for the Poulsbo city limits or urban growth area.~~

Natural Gas

Cascade Natural Gas (CNG) builds, operates and maintains the natural gas facilities serving the City of Poulsbo. CNG is responsible for the installation of services for new construction, as well as the conversion from electricity or oil to natural gas.

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.

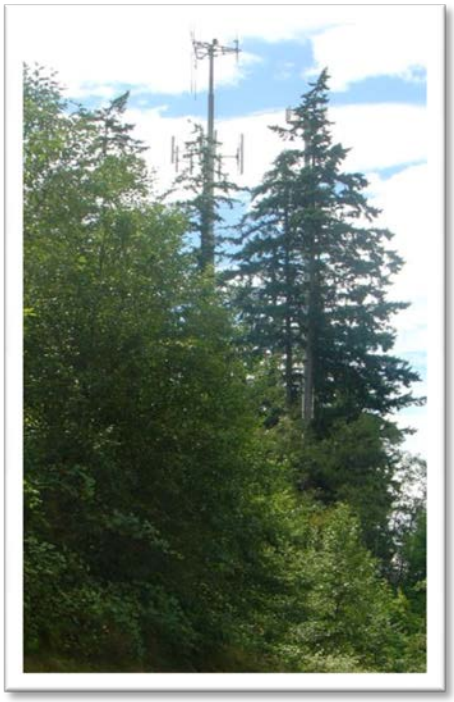
The location, capacity and timing of improvements within CNG's service area depends primarily on opportunities for expansion and the location of city growth. There are usually several alternative routes possible when connecting to the existing system. The ultimate route will depend on right-of-way, environmental impacts, and the additional opportunity to install mains concurrent with new development, or other underground infrastructure improvements.

Telecommunication Services

Telecommunication is the transmission of sound, images and/or data by wire, radio, optical cable, electromagnetic, or other similar means. Telecommunications include but are not limited to, telephone, personal wireless services, microwave, and cable.

In most cases, these telecommunication services will use existing utility corridors, public rights-of-way and city owned properties other than rights-of-way, and will be able to provide services to all parts of the city. Poulsbo encourages the shared use of facilities.

Telephone: In addition to service offered by established telephone providers, cable companies also now offer local telephone service. It is anticipated that additional upgraded telephone facilities will be needed to handle a growing demand for telecommunication services.



Wireless communication facilities located on 4th Avenue

Personal Wireless: Personal wireless facility communication services use radio waves to transmit voice and/or data using the radio frequency spectrum. These services include, but are not limited to, commercial mobile services (e.g. cellular), unlicensed wireless services, and common carrier wireless exchange services.

Personal wireless facility communication services use ground-based directional receivers (antennae) that may be located on freestanding poles and towers or on buildings and structures. Each antenna has ancillary power and radio equipment. Poulsbo recognizes that providing personal wireless facility communication service involves adapting to changing technologies that may make current forms of receivers obsolete and removable.

Cable: At this time, one cable operator provides cable services in the City of Poulsbo. This service provides broadcasting via a network of overhead and underground coaxial cables.

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 notification to the city prior to a utility's maintenance or removal of vegetation in 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

Place utility facilities along public rights-of-way and encourage underground distribution lines in accordance with state rules and regulations.

Policy UT-3.2

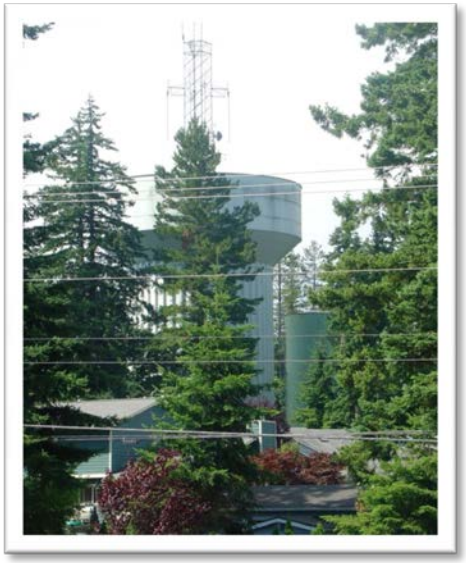
Coordinate the design and timing of installation and repair of utilities with street improvements whenever possible.

Policy UT-3.3

Protect the City's rights-of-way from unnecessary damage and interference, and ensure restoration to pre-construction condition or better.

Policy UT-3.4

Minimize siting impacts of personal wireless telecommunication facilities by identifying development standards addressing appropriate permitting, locational priorities, visual impact, screening standards, and others as applicable, all within the regulations of applicable federal law.



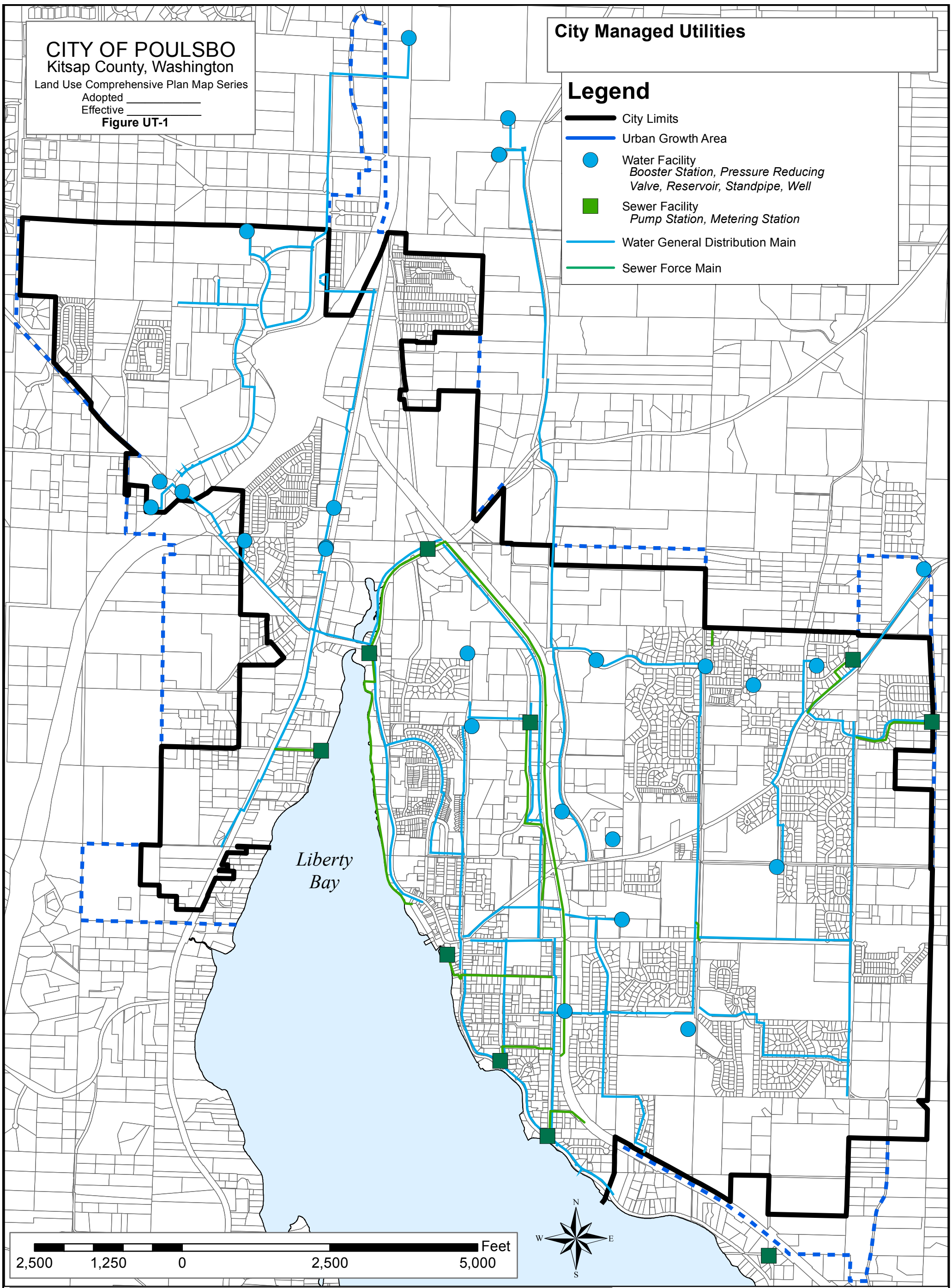
City's water tank at Lincoln Avenue

Policy UT-3.5

Minimize visual impacts of personal wireless telecommunication facilities by establishing location priorities. Placement for new personal wireless telecommunication facilities shall be in the following priority: 1) Co-locate on existing telecommunication facilities; 2) Co-locate antennas within rights-of-ways and 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.



Infrastructure Map Series Primary Map Sources and Original Scales:
Major Water Facilities compiled using the Water System Plan, October 2007, from the City of Poulsbo Public Works Department
Major Sewer Facilities compiled using the Comprehensive Sanitary Sewer Plan, September 2008, from the City of Poulsbo Public Works Department
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: Detailed water and sewer system mapping is in functional plans included as Appendix B.

This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

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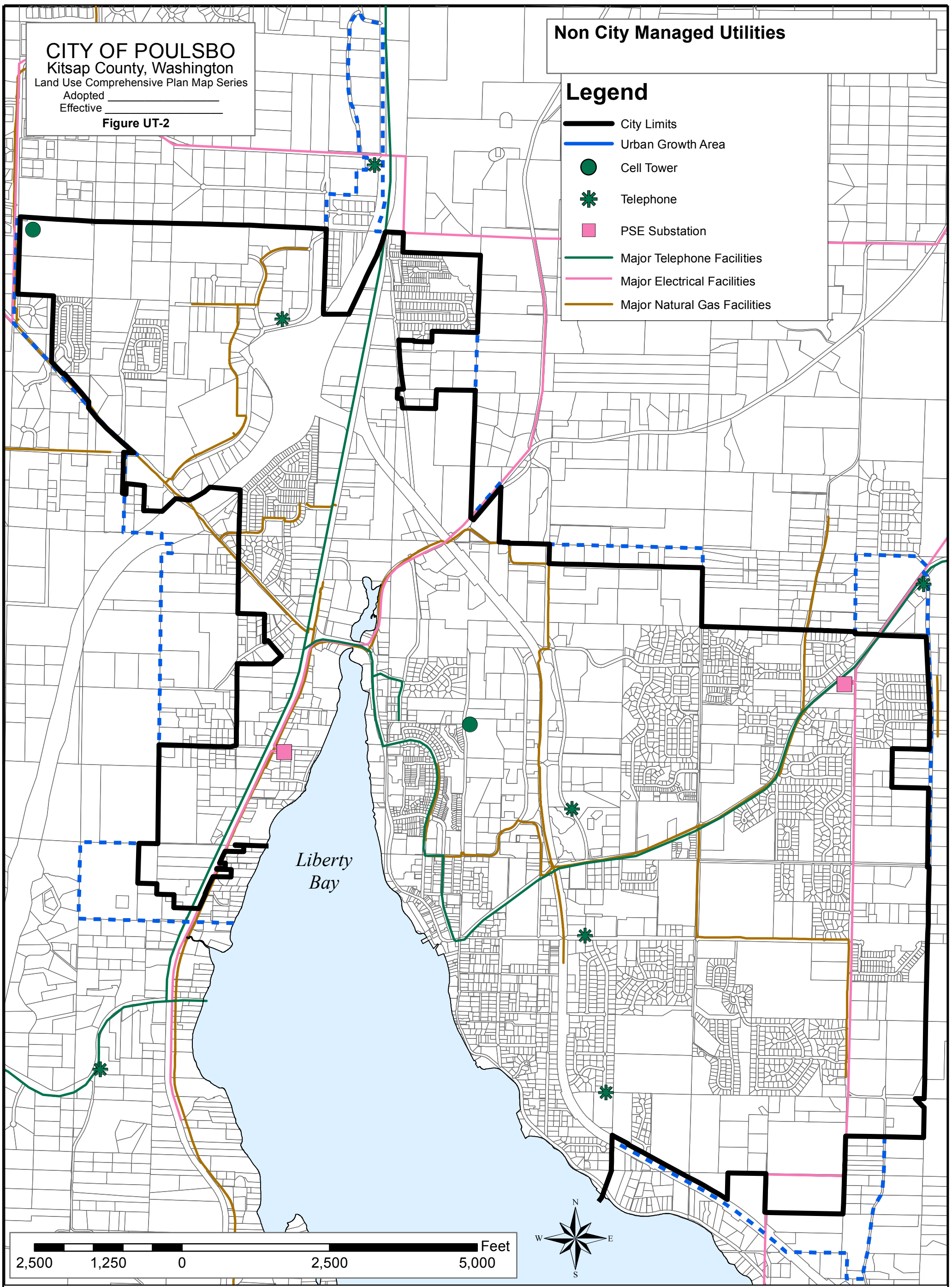

Infrastructure Map Series Primary Map Sources and Original Scales:
Locations of natural gas facilities compiled using information from Cascade Natural Gas
Locations of electric facilities compiled using information from Puget Sound Energy
Locations of telephone facilities compiled using information from Sprint
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
* Note: Detailed mapping is maintained by individual utilities and questions should be directed to appropriate provider.

This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

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Chapter 11. Participation, Implementation and Evaluation

Successful communities are those that are able to face their challenges collectively, harnessing the energy of all different elements of the community. Successful public involvement strategies are essential to defining the community's vision and move toward it.

Poulsbo recognizes the value of effective public involvement. There are many citizen advisory boards that help the City Council address community issues.

Broad-based community participation is essential to maintaining an effective and useful Comprehensive Plan for the future. The community must also be involved as the Plan is implemented, including opportunities to review proposed updates to regulations and functional plans, as well as to review public and private projects.

11.1 Goals and Policies

PUBLIC PARTICIPATION

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 Poulsbo 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

Use 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.

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 Comprehensive 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 private sector, the public, the City of Poulsbo, and other local, State and federal agencies.

~~The City's Implementation Strategies for the Comprehensive Plan will be a "management plan" that provides a framework for accomplishing the Plan's goals and policies.~~

> The GMA is designed to manage growth, not stop it. The GMA is dynamic, not static. The Act requires OFM to produce periodic population projections and it requires cities and counties to accommodate these new forecasts by reviewing and updating their plans and development regulations accordingly. . . RCW 36.70A.110 imposes a consistent and ongoing duty for all GMA jurisdictions. . . to accommodate the ensuing growth periodically projected by OFM and allocated [by the counties]. Simply put, so long as the state and region continue to grow, counties and cities must continue to plan for, manage, and accommodate the projected and allocated growth. [*Kaleas, 05307c*, FDO, at 11-12.]

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

Ensure 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 ~~five to seven~~ **eight** 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 ~~and implementing measures~~ 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. ~~done every five to seven years~~.*

Policy PI-2.3

*Update ~~any other~~ applicable City code provision**s** ~~directly~~ **as soon as possible** following a Comprehensive Plan amendment or where a major revision to the Comprehensive Plan **has been adopted**. ~~is adopted, within one year of Comprehensive Plan amendment~~.*

Policy PI-2.4

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.

~~*Policy PI-2.5*~~

~~*City Department heads shall submit annual and six-year work programs to the Mayor and applicable City Council Committee by January 31st of each year. The work plan shall be based, in part, on the policies and implementing strategies identified in the Comprehensive Plan.*~~

~~*Policy PI-2.6*~~

~~*Review the Comprehensive Plan's Implementation Strategies annually and each appropriate department head shall prepare a report to the Mayor and City Council on the action taken and progress made toward implementation through actions such as private development, budget decisions and facility improvements. The evaluation shall be submitted as part of the appropriate department's work program (as identified in Policy PI-2.7). Identify any information as important that may necessitate amendments to the Comprehensive Plan, Capital Facility Plan, functional plans or City budget, that is available prior to the annual Comprehensive Plan amendment process, and that may be added to the docket by the City Council or annual budget process.*~~

AMENDING THE COMPREHENSIVE PLAN

The City of Poulsbo Comprehensive Plan provides the long-range policy guidance for the future and a framework for managing change. It is important that amendments to the Comprehensive Plan retain the broad perspective articulated in the community vision statement, satisfy the goals and policies of the Plan, and remain consistent with the intent of the Growth Management Act.

Generally, there will be three types of amendments to the City's Comprehensive 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 Comprehensive Plan are considered on an annual basis (no more frequently than once a year) 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 annual review process, if adopted concurrently with an annual budget; this is allowed under GMA (RCW 36.70A.130.2.a.iii).

The Poulsbo Planning Department collects proposed amendments throughout the year, and processes the amendments according to the provisions set forth in Poulsbo Municipal Code Chapter 19~~.01~~. To be approved, all comprehensive plan amendments must meet one of the following criteria: 1) the amendment is warranted due to an error in the initial adoption of the Comprehensive Plan; 2) the amendment is based on a change of conditions or circumstances from the initial adoption of the Comprehensive Plan; 3) the amendment is based on new information or facts which were not available at the time of the initial adoption of the Comprehensive Plan.

Amending narrative text, goals and policies

Amendments to narrative text, goals and policies may be initiated by City officials, City Council, or by other entities, organizations or individuals. Amendments to text, goals and policies of the Comprehensive 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

Amendments to the maps within the Comprehensive Plan may be initiated by City officials, City Council, or by other entities, organizations or individuals.

Land use designations of specific properties on Figure LU-1 "~~2025~~ **2036** 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 Comprehensive Plan may be amended from time to time, most often when new information or circumstances dictate. For example, the Transportation chapter maps, Park, Recreation and Open Space chapter maps, Natural System chapter maps or Utilities chapter maps may be updated throughout the planning horizon as new information becomes available.

The boundary of the Poulsbo Urban Growth Area is established by Kitsap County and amendments to the UGA follows the requirements and procedures of the Kitsap Countywide Planning Policies and Kitsap County's Comprehensive Plan for UGA adjustments. Amendments to the Poulsbo UGA are not done through the City's annual Comprehensive Plan amendment process.

Amending the Capital Facilities Plan

Amendments to the Comprehensive Plan's Capital Facilities Plan may be initiated by City officials, City Council, or by other entities, organizations or individuals. It is expected that City officials will propose amendments to the Capital Facility Plan 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 Capital Facilities Plan 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 **2036** ~~2025~~ 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. Level of service analysis may also be subject to revision during the ~~2025~~ **2036** planning period – any changes in these will require textual amendments to the CFP.

New projects added to Table CFP-3 "~~2025~~ **2036** 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 allocation or maintain adopted level of service standards. This will most likely occur when functional plans are updated on its six-year review cycle. New projects may also be identified when new funding sources become available, or if new circumstances and priorities occur. Descriptive text for the new project will also need to be included in the appropriate facility section of the CFP. For transportation and park projects, amendments to the respective ~~2025~~ **2036** improvement maps will also be necessary for any new projects identified (Figures TR-3 and TR-4 for transportation; Figure PRO-2 for park projects).

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

Each of the City's functional plans are scheduled to be updated on a six year cycle. The functional plans may be updated selectively in-between the six-years 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. All functional plans are part of the Comprehensive 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 Growth Management Act 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-3.7 below.

Emergency Amendments

Emergency amendments to the Comprehensive 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 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.

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 ~~Chapter~~ **Title** 19.~~01~~ of the Poulsbo Municipal Code. The City shall establish a docket for any proposed amendments to the Poulsbo Comprehensive Plan once a year, 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 annual review process, if adopted concurrently with an annual budget; this is allowed under GMA (RCW 36.70A.130.2.a.iii).

Policy PI-3.4

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-3.5

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-3.6

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-3.7

The City's functional plans are those plans where identified projects are tied to the Comprehensive Plan's Capital Facilities Plan. The City's functional plans shall be scheduled to be updated on a six year cycle; however, the functional plans may be updated selectively in between the six years 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 Council Committee. The review and comment process shall be documented and included with the functional plan when ready for comprehensive plan amendment docketing.

SECTION 2
Capital Facilities Plan

Chapter 12. Capital Facilities Plan

12.1 Introduction

One of the more challenging aspects in managing growth is ensuring that needed public facilities are available when growth occurs. The implementation of a well-defined capital facilities plan will help realize the community's vision of a well-managed city. The ultimate full development of the Land Use Plan is contingent on the development of needed infrastructure in a timely and orderly fashion.

The purpose of the Capital Facilities Plan **(CFP)** is to demonstrate that all capital facilities serving Poulsbo have been addressed and that capital facility planning has been and will continue to be, conducted for all capital facilities. A meaningful and GMA compliant CFP enables Poulsbo to practice good management of its infrastructure and resources. Planning for major facilities and their costs allows Poulsbo to:

- Ensure future capital facilities are provided cost effectively and compliant with the Growth Management Act;
- Ensure adopted level of service is maintained;
- Demonstrate the need for facilities and the need for revenues to pay for them;
- Estimate future operation/maintenance costs of new facilities that will impact the annual budget;
- Take advantage of sources of revenue (e.g. grants, impact fees, real estate excise taxes) that require a CFP in order to qualify for the revenue; and
- Get better ratings on bond issues when the City borrows money for capital facilities (thus reducing interest rates and the cost of borrowing money).

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.

Capital Facilities Planning Under the GMA

What is our vision for Poulsbo?

Setting GOALS:

- The GMA Urban Growth Planning Goal directs development of an urban area with adequate public facilities provided in an efficient manner.
- Countywide Planning Policies goals ensure jurisdictions develop their allocated growth consistent with the Capital Improvement Plan, and urban areas must have public facilities/services to meet the allocated growth.
- Poulsbo's Capital Facilities Plan must provide reasonable assurance there are adequate public facilities which address past deficiencies, anticipate growth needs, achieve acceptable levels of service, efficiently use fiscal resources, and meet realistic timelines.

What do we have?

Taking INVENTORY of facilities:
City managed facilities -Water, Sewer, Storm Drainage, Parks and Recreation, Transportation, Police, Government facilities, Solid Waste; and non-city managed Fire Protection, Libraries, and Schools.

What do we need?

Project FUTURE FACILITY NEEDS based on Land Use Chapter growth allocation.

How can we do it?

Use levels of service, consistency measures, and **FUNCTIONAL PLANS:** 6-Year Transportation Facility Plans; Water, Sewer, Storm Water Management; Park, Recreation and Open Space Plans; Solid Waste Management, and other non city-managed capital facility plans.

How can we pay for it?

The **SIX-YEAR FINANCING PLAN**, included in the City's Capital Improvement Plan must include projects that are realistically intended to be constructed within its time frame.

The City's Capital Budget must represent the amount and a secure funding source that will be used to pay for the construction of the facilities.

How are we doing?

Tools to MONITOR and REASSESS the process:

- Annual comprehensive plan amendments
- Annual CIP updates
- Preparing annual CIP Budget monitoring reports
- Annual Implementation Strategies report to Mayor and City Council
- Periodic GMA-level comprehensive plan monitoring and updates (buildable lands, updates, urban growth boundary).

Poulsbo's Capital Facilities

In this Chapter, a section is devoted to each type of capital facility service: Water, Sanitary Sewer, Storm Water Management, Transportation, Parks and Recreation, Police Protection, Solid Waste, Government Facilities, Fire Protection, Libraries, and Schools. For Water, Sanitary Sewer, Storm Water Management, Transportation and Parks and Recreation, the most recent functional plan developed for each of these facilities has been included as an appendix to this comprehensive plan and are adopted in full. For those facilities where a functional plan is included as an appendix, the existing system conditions, LOS evaluation, and identified deficiencies discussion can be found in the respective functional plan.

This Chapter identifies: 1) a list of needed capital facility projects in order to meet the project growth demands to the year **2036** ~~2025~~; 2) the facilities' 6-year Capital Improvement Program **(CIP)** with projected costs; and 3) a funding strategy for implementation of the identified projects.

Table CFP-1 Types and Providers of Capital Facilities

Facility Type	Provider	Description	Applicable Functional Plan(s) or other Documents
Water	City of Poulsbo Public Works Department	Provide supply of potable water from system of wells. Service area includes developed portions of city and surrounding unincorporated areas.	Water System Plan ~~2007~~ **2014**
Sanitary Sewer	City of Poulsbo Public Works Department	Provide facilities used in the collection, transmission, storage, treatment or discharge of waterborne waste within the city limits.	Comprehensive Sanitary Sewer Plan ~~2008~~ **2016**
Storm Water Management	City of Poulsbo Public Works Department	Provides facilities that collect, **treat** and transport Storm Water runoff.	Storm Water Management Comprehensive Plan ~~2008~~ **2016**
Transportation	City of Poulsbo Public Works Department	Provides streets, sidewalks, traffic controls and street lighting.	Transportation Chapter 4 Transportation Plan Update ~~2006~~ **2016**
Parks	City of Poulsbo Parks and Recreation	Provides facilities for active and passive	Parks, Recreation and Open Space Chapter

Parks	Department	recreational activities.	8 Poulsbo Park, Recreation and Open Space Plan ~~2006~~ **2016**
Police Protection	City of Poulsbo Police Department	Provides facilities that support the provision of law enforcement services.	Poulsbo Annual Budget
Solid Waste	City of Poulsbo Public Works Department	Provides facilities for the collection and disposal of solid waste.	Poulsbo Annual Budget
Government Facilities	City of Poulsbo	Provides facilities at which the function and administration of city services can occur.	Poulsbo Annual Budget
Fire and Emergency Services	Poulsbo Fire Department	Provides facilities that support the provision of fire and emergency services.	Poulsbo Fire Department Annual Budget
Libraries	Kitsap Regional Library	Provides facilities that support the provision of library and community meeting space services.	KRL Annual Budget
Schools	North Kitsap School District	Provide elementary and secondary facilities for instruction in the several branches of learning and study required by the Basic Education Code of the State of Washington.	NK School District Capital Facilities Plan **2016-2022**

12.2 Poulsbo Capital Facilities Level of Service

All capital facilities provided by Poulsbo use a form of measurement to evaluate performance and needs. The quantity and quality of needed capital facilities are measured by level of service, operating criteria or performance standards.

Levels of service (LOS) are quantifiable measures of the amount of public facilities that are provided to the community. Levels of service standards are measures of the quality of life of the community. Standards should be based on the community's vision of its future and its values.

Table CFP-2 City of Poulsbo Level of Service Standards

Capital Facility/Service	Level of Service
Water System	A flow volume that meets instantaneous demand together with projected fire flows.
Sanitary Sewer	A level that allows collection of peak wastewater discharge plus infiltration and inflow.
Storm Water	**Comply with all conditions of Washington Department of Ecology's NPDES Phase II Western Washington Municipal Storm water Permit.** ~~Manage the City-owned municipal separate storm sewer system (MS4) in compliance with the requirements of the Western Washington Phase II Municipal Stormwater Permit.~~
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 and TR-**2.11**.~~2.7.~~
Parks	Citywide: 13.73 acres per 1,000 population Neighborhood parks: 2 acres per 1,000 population Community parks: 3.5 acres per 1,000 population Regional parks: 1.5 acres per 1,000 population Open space parks: 6 acres per 1,000 population Trails: 1 mile per 1,000 population
Police Protection	Facilities, equipment and personnel sufficient to meet the demand for police protection and service for the residents and businesses located within the city limits.
Solid Waste	Weekly curbside refuse collection and recyclable materials collection.

Once a~~n~~ LOS standard 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, new facilities, or an evaluation of the LOS.

12.3 Capital Facilities Future Facility Needs

The ~~2025~~ **2036** population target established for Poulsbo by the Kitsap Countywide Planning Policy Appendix B**-1**, approved and adopted by the Kitsap Regional Coordinating Council is 14,808, reflecting a growth of ~~5,515~~ **4,182** persons from **2016**

~~2009~~. The Capital Facilities Plan and the utility functional plans, have applied Poulsbo's total population allocation of 14,808 to analyze system deficiencies, identify future capital needs, and to provide overall and long-term capital facility planning.

The City will ensure that the Comprehensive Plan's Capital Facility Plan list of capital improvements is implemented. The City shall provide and fund the capital improvements, or require others to do so within the City's legal parameters of doing so. The identified capital improvement projects are listed as a 20-year list of projects, with a 6-year CIP serving as short-term budgetary focus for implementing the CFP.

The functional plans include a list of projects that have been identified as necessary to provide the necessary capital facilities to accommodate the **2036** ~~2025~~ population allocation. In some cases, those projects have been reflected in the functional plan as being programmed into the 6-year CIP; however, it is important to note, that regardless of what the functional plan depicts in its 6-year CIP, only those items in the 6-year CIP (Table CFP-4) identified here in the comprehensive plan's Capital Facilities Plan are the projects intended to be financed and constructed in that time frame by the City of Poulsbo; the remaining projects have been identified in the City's ~~2025~~ **2036** Capital Facility Project List (Table CFP-3).

It is the intent of the City to continually manage the Comprehensive Plan's Capital Facilities Plan's **2036** ~~2025~~ 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 ~~2025~~ **2036** project list will then move onto the 6-year CIP.

~~To ensure capital facility planning is made proactively, the City Council has established a Capital Improvement Planning Committee (PMC 2.04.040). This Committee was created to consider and make recommendations on the City's capital improvement needs, and has two functions – long-term strategic planning, and financing and budget recommendations.~~

Recommended project priorities – what projects are to be completed when on the 6-year CIP, and what projects are to move off the ~~2025~~ **2036** project list onto the 6-year CIP – is to be conducted through the City Council Committee structure - with recommendations

made by the City Department Heads. The policy guidance provided in Capital Facilities Chapter Policy CF-1.1 shall be used when recommending capital facility project priorities.

Once these recommendations have been agreed upon in Council Committee, ~~the Capital Improvement Planning Committee shall review the recommendations, with continued input from City Department Heads, and~~ **the Committee** forward**s** its recommendation to the City Council **as part of the City's budget process**, identifying: 1) the 6-year project priority funding r~~ecommendations to the City Council as part of its annual budget process and its 6-year CIP;~~ and 2) any ~~2025~~ **2036** project list modification recommendations which may need to be included as part of the City's annual comprehensive plan amendment process.

Further, the City's functional plans shall also be kept current and relevant by the appropriate Department, updating them at a minimum of the state required six-years, but earlier if warranted by changing conditions or new information. The functional plans' updates and/or amendments shall be adopted as comprehensive plan amendments (or as set forth in Capital Facilities Chapter Policy CF-6.4). The functional plans shall serve as the foundation for identifying the City's long-term capital facilities needs and funding strategies.

This method of continuous evaluation by the City, through its ~~annual~~ budget process (6-year CIP), the annual comprehensive plan amendment process (~~2025~~ **2036** Project List), and by keeping the City's functional plans current and relevant, ensures long-range, coordinated capital facility planning and implementation of the City's Capital Facilities Plan.

Table CFP-3 below identifies the list of capital facility improvements necessary for the City to adequately accommodate the ~~2025~~ **2036** population allocation assigned to Poulsbo. Detailed descriptions of each of the projects as well as funding strategies are identified further in this chapter under the specific facilities section.

Please note this list of projects has been developed comparing current facilities and projecting the needs of the ~~2025~~ **2036** population allocation, as described in detail in the City's functional plans. These projects are to be implemented over the long-term planning period and will be funded through a variety of means available to the City. Specific funding sources are identified later in this Chapter.

Table CFP-3 ~~2025~~ 2036 City Capital Facility Project List

Capital Facility	Project List
Water System	Lincoln Wells No. 1 and No. 2 Manganese Treatment Westside Well Treatment Big Valley Well No.3 Westside Well No. 2 Reservoir Coating Program Wilderness Park Reservoir Repairs Raab Park Reservoir Replacement **and Booster Station** ~~Wilderness Park Booster Station Replacement~~ 340 Zone Fire Flow Pump and Zone Expansion Old Town Water Main Replacement Viking Avenue **PRV** ~~PVR~~ Hostmark Transmission Main **Noll Road Water Improvements** SR 305 Crossing Liberty Ridge Fire Flow Water main Replacement Program Meter Upgrade and Replacement Program Telemetry System Upgrades
Sanitary Sewer	***System Rehabilitation Projects*** ~~Central Poulsbo Inflow and Infiltration Reduction~~ Annual Inflow Reduction Program ~~6th Avenue Pump Station Upgrade~~ ~~9th Avenue Pump Station Upgrade~~ **Applewood Pump Station Replacement** Village Pump Station Repair ~~Marine Science Pump Station Repair~~ **Annual Pump Station Rehabilitation/Replacement** ~~Portable Trash Pumps~~ ~~Slipline Force Main Between Lindvig and Marine Science Center Pump Stations~~ Replace Force Main Between Marine Science Center Pump Station and Harrison Street ~~Replace 6th to 9th Avenue Pump Station Force Main~~ ***Downstream Conveyance Capacity Improvements*** Repair or Replace Metering Flume and Flow Measurement System **Pipe Replacement Upstream of Lemolo Siphon** ~~Lemolo Pipeline Improvements~~ Pipe Replacement at Johnson Road ~~Pump Station 16 Improvements~~ ~~I&I Effectiveness and Downstream Conveyance Improvements Study~~ **Storage Facility for SR 305 Interceptor** **Purchase and Demolition of Lemolo House** **Lemolo Siphon #2** ***System Expansion Projects*** **SR 305 Force Main Extension** ~~Finn Hill Basin Collection System~~ Noll Road (north) Collection System

	Noll Road (south) Collection System South Viking Avenue Collection System Liberty Bay Pump Station Improvements Central Viking Avenue Collection System Finn Hill Collection System ~~Tollefson Force Main Upgrade~~
Storm Water	Restore South Fork Dogfish Creek near 8th Avenue **8th Avenue Culvert Replacement** **South Anderson Parkway Retrofit** **Poulsbo Creek Outfall Rehabilitation** **Viking Avenue Treatment Facility** **Ridgewood/Kevos Pond Basin Drainage Improvements** **Fjord Drive Water Quality and Habitat Improvements** **Replace Bjorgen Creek Culvert** **Community Bioretention Program** **Fjord Drive Drainage and Water Quality Improvements** **Repair American Legion Park Outfall** **Deer Run Pond and Swale Retrofit** **Replace Storm Drain at 10th Avenue** **Anderson Parkway Outfall Capacity Improvements** **Glen Haven Storm Drain Replacement** **Noll Road Improvements** **Poulsbo Village Regional Facility** **North Kitsap School District Campus Retrofit** **Front Street Retrofit** **Torval Canyon Water Quality Retrofit** **Poulsbo Place Water Quality Retrofit** ~~New 18" Storm Drain east of Viking Avenue~~ ~~Fjord Drive Bank Repair Phase 1~~ ~~Replace Storm Drain in Wendy Way~~ ~~Replace Norrland Lane Drainage Ditch~~ ~~Replace Storm Drain West of 10th Avenue~~ ~~Repair American Legion Park outfall~~ ~~South Fork of Dogfish Creek Regional Detention Facility, Phase 2~~ ~~South Fork of Dogfish Creek Enhancement, 7th Avenue to Liberty~~ ~~South Fork of Dogfish Creek Enhancement, Wilderness Park~~ ~~Viking Avenue Regional Detention Facility~~ ~~South Viking Avenue Regional Detention Facility~~ ~~Noll Road Regional Water Quality and Detention Facility~~ ~~Fjord Drive Repair and Storm Water Treatment, Phase 2~~ ~~Fjord Drive Shoreline and Drainage Repair~~ ~~Replace Bjorgen Creek Culvert~~ ~~Haugen Street Storm Drainage System~~ ~~Anderson Parkway Stormwater Retrofit~~
Transportation/ Streets	*Roadway Improvements* Turn lane and Sidewalks: 10th Avenue 600' north of Liberty to Liberty Sidewalks, Widen and Resurface: 8th Avenue from Hostmark to 7th Avenue Sidewalks and Resurface: Pugh from Lincoln to city limits ~~Left-turn lane, Sidewalks and Bike Lane: Lincoln from Laurie Vei to UGA boundary~~ Sidewalks, Widen and Resurface: Mesford from 20th Avenue to Noll

Transportation/ Streets	Sidewalks and Resurface: Hostmark from 4th Avenue to 6th Avenue Sidewalks and Resurface: Caldart from Hostmark to Gustaf Sidewalks: 11th Avenue from Hostmark to Sol Vei Way ~~Sidewalks~~, **Shared Use Path,**Turn Lanes, ~~Through Lanes, Bike Lanes~~: Noll from **Storhoff Lane** ~~SR 305~~ to **Mesford** ~~NK School property~~ Sidewalks and Resurface: 4th Avenue from Iverson to Torval Canyon Sidewalks and Resurface: 4th Avenue from Iverson Street to Hostmark Street Sidewalks, Bike Lane, Resurface: 3rd Avenue from Iverson to Hostmark Sidewalks, Bike Lanes and Resurface: Finn Hill from W City Limits to Olhava Way ~~Add through lanes, signal coordination and TDM strategy: Finn Hill Road from Olhava Way to Rasmussen Court~~ Sidewalks and Resurface: Liberty Road from Viking Way to New Road "M" Non-Motorized Improvements and Resurface: Bernt Road from SR 307 to Little Valley Road Sidewalks, Resurface, and Bike Lanes: Johnson Road from SR 305 to Sunrise Ridge extension Pavement restoration, sidewalks and drainage: Hamilton Court from Jensen Way to 1st Avenue Sidewalks and Resurface: Little Valley Road from Forest Rock Lane to UGA boundary Sidewalks: Lincoln Road from Hostmark to SR 305 Liberty Bay Waterfront Trail: American Legion Park to Nelson Park *New Roadway Segments* Forest Rock Extension from Caldart Avenue to Pugh Road Mesford Extension from Gilmax Lane to Caldart New Road "W" from Baywatch Court to Johnson Road New Road "X" from Johnson Road to Noll Road Sunrise Ridge Extension from existing end to Johnson Road Olhava E Street from existing end to Urdahl Road New Road "M" from Finn Hill Road to Viking Way New Road "N" from Rhododendron to Urdahl Road New Road "K" from New Road "M" in West UGA boundary Vetter Road Extension from existing end Vetter Road to SR 305 12th Avenue from existing end to Genes Lane New Road "L" from Viking Avenue at Liberty Shores to New Road "M" Laurie Vei extension from existing end of Laurie Vei to Caldart 12th Avenue from existing end to Lincoln Langaunet/Maranatha from Mesford to Lincoln New Road "Q" from Langaunet to Noll Road (E-W) New Road "R" from Noll Road @ Mesford to Hostmark New Road "S" from Noll Road @ soccer fields to New Road "R" New Road "Y" from New Road "S" to New Road "T" New Road "T" from Noll Road @ Thistle to Noll Road @ Heron Pond New Road "U" from Bjorn Street to New Road "T" New Road "Z" from Forest Rock Lane to 10th Avenue *Intersection Improvements* ~~Signal and Through lanes: Finn Hill at SR 3 Southbound Ramp~~ Intersection Control/Signal: Finn Hill at Rude and Urdahl Signal and Channelization: Finn Hill at Rasmussen Court Signal and Channelization: Finn Hill at New Road "M" ~~Roundabout: Lincoln Road at Noll Road~~ Channelization: SR 307 at Bernt Road Signal and Channelization: Viking Way at Stendahl Court extension

Transportation/ Streets	~~Signal: Lincoln at 10th Avenue~~ Signal, Channelization: Lincoln at Pugh Channelization: Vetter Extension at SR 305 Intersection Control/Turn Lanes: Hostmark at 8th Avenue Channelization: Hostmark at Caldart **Mini-Roundabout: Noll Road at Mesford** **Signal, Channelization: Noll Road at Hostmark** *TDM Strategies/Measures* ***Roadway Segments*** **Front Street, from Bond Road to Sunset** **Torval Canyon from Front Street to 4th Avenue** **Viking Way from south city limits to Bovela Lane** **Lindvig Way from Viking Way to Bond Road** ***Intersections*** **Front Street at Torval Canyon, Jensen Way and Fjord/Hostmark** **Lindvig Way at Viking Way and Finn Hill Road** ~~Front Street, Torval Canyon, 4th Avenue, Jensen Avenue, Iverson Street, Finn Hill Road, Lindvig Way, Forest Rock Lane, Pugh Road, Mesford Road, Caldart Avenue, Lincoln at 8th Avenue/Iverson Street, Liberty at 7th and 10th Avenue, and 10th Avenue at Forest Rock Lane~~ *Transit Improvements* Park and Ride lot: Noll Road vicinity ~~Park and Ride lot: Viking Avenue vicinity~~
~~**Solid Waste**~~	~~Solid Waste Transfer Station~~
Parks	*Park Land Acquisition* Acquire parcels near County Road 59 Acquire properties adjacent to Centennial Park Acquire land adjacent to Fish Park Acquire land East Poulsbo for new neighborhood park Acquire land West Poulsbo for new neighborhood park Acquire Hamilton Field Acquire East Liberty Bay Shoreline Property Acquire Johnson Creek Wildlife Corridor parcels Shoreline Property north Front Street Acquire land for Vista Park at College Market Place *Park Land Development* Poulsbo Fish Park development College Marketplace Athletic Fields Centennial Park development Nelson Park Phase 2 development Morrow Manor park development Vista Park development Indian Hills Recreation Area development Net Shed Park **development** ~~Planning~~

Parks	Hattaland Park **development** ~~Planning~~ *Trail Acquisition and Development* The Urban Paths of Poulsbo Plan and maps serve as the ~~2025~~ **2036** vision for trail acquisition and development. The UPP Plan is included as Appendix B-6 of the Comprehensive Plan. Figure PRO-3 maps the ~~2025~~ **2036** vision for trails in the City, as identified in the plan. Trail development and acquisition projects will be prioritized through the 6-year Capital Improvement Program process.
Government Buildings	Construct New Public Works Complex Acquire a new Recreation Center North Kitsap Regional Events Center

*Sources: Comprehensive Water Plan **2014** ~~2007~~; Comprehensive Sanitary Sewer Plan Update **2016** ~~2007, 2008~~; Comprehensive Storm Water Management Update **2016** ~~2008~~; Transportation Plan Update **2016** ~~2006~~; Parks, Recreation and Open Space Plan **2016** ~~2006, 2008 CIP~~; and ~~2009~~ **2016** City Annual Budget CIP.*

Table CFP-4 6-year Capital Improvement Projects

2017 - 2022 GENERAL PURPOSE CAPITAL IMPROVEMENTS

Page #	Project Name	Prior Years Costs	2017 Project Cost	2018 Project Cost	2019 Project Cost	2020 Project Cost	2021 Project Cost	2022 Project Cost	Total Project Cost
	GENERAL PROJECTS / MUNICIPAL FACILITIES								
9-19	Library Roof Replacement		45,000						45,000
	7-City/Utility Reserves		22,500						22,500
	13-Donation/In-Kind		22,500						22,500
9-20	PW Complex Relocation	2,456,955	600,000	3,500,000	4,000,000				10,556,955
	2-State Grants	441,015							441,015
	6-Non-Voted Bonds			3,500,000	3,500,000				7,000,000
	7- City/Utility Reserves	2,015,940	600,000						2,615,940
	11-Sale of City Property				500,000				500,000
	Total Municipal Facility Capital Projects	***$ 2,456,955***	***$ 645,000***	***$ 3,500,000***	***$ 4,000,000***	***$ -***	***$ -***	***$ -***	***$ 10,601,955***
	Total Municipal Facility Capital Funding Sources	***$ 2,456,955***	***$ 645,000***	***$ 3,500,000***	***$ 4,000,000***	***$ -***	***$ -***	***$ -***	***$ 10,601,955***
	2-State Grants	*441,015*							*441,015*
	6- Non-Voted Bonds			*3,500,000*	*3,500,000*				*7,000,000*
	7 - City/Utility Reserves	*2,015,940*	*622,500*						*2,638,440*
	11 - Sale of City Property				*500,000*				*500,000*
	13 - Donation/In-Kind		*22,500*						*22,500*

2017 - 2022 GENERAL PURPOSE CAPITAL IMPROVEMENTS (continued)

Page #	Project Name	Prior Years Costs	2017 Project Cost	2018 Project Cost	2019 Project Cost	2020 Project Cost	2021 Project Cost	2022 Project Cost	Total Project Cost
	PARK PROJECTS								
9-22	Centennial Park	885,308			250,000	111,500			1,246,808
	2-State Grants				150,000	50,000			200,000
	7-City/Utility Reserves	239,308			25,000	25,000			289,308
	8 - City Impact Fees	46,000			75,000	36,500			157,500
	10-Real Estate Excise Tax	600,000							600,000
9-23	MIW Waterfront Park Benches		45,000						45,000
	8 - City Impact Fees		45,000						45,000
9-24	MIW Waterfront Park Restrooms	100,000	200,000						300,000
	7-City/Utility Reserves	50,000	200,000						250,000
	8 - City Impact Fees	50,000							50,000
9-25	Morrow Manor Park	115,000	135,000	416,184					666,184
	2-State Grants		25,000	250,000					275,000
	7-City/Utility Reserves	65,000							65,000
	8 - City Impact Fees	50,000	10,000	166,184					226,184
	13-Donation/In-Kind		100,000						100,000
9-26	Nelson Park Playground		25,000						25,000
	8 - City Impact Fees		25,000						25,000
9-27	Poulsbo Fish Park Restoration	3,535,322	180,000	460,000	285,000	60,000			4,520,322
	1-Federal Grants	150,000							150,000
	2-State Grants	2,380,144	80,000	225,000	137,500	25,000			2,847,644
	7-City/Utility Reserves	149,551	25,000	10,000	10,000	10,000			204,551
	13-Donation/In-Kind	855,627	75,000	225,000	137,500	25,000			1,318,127
9-28	Poulsbo Skate Park			25,000	325,000				350,000
	2-State Grants				150,000				150,000
	7-City/Utility Reserves			25,000	50,000				75,000
	13-Donation/In-Kind				125,000				125,000
	Total Park and Recreation Projects	***$ 4,535,630***	***$ 585,000***	***$ 901,184***	***$ 860,000***	***$ 171,500***	***$ -***	***$ -***	***$ 7,053,314***
	Total Park and Recreation Capital Funding Sources	***$ 4,535,630***	***$ 585,000***	***$ 901,184***	***$ 860,000***	***$ 171,500***	***$ -***	***$ -***	***$ 7,053,314***
	1 - Federal Grants	*150,000*							*150,000*
	2 - State Grants	*2,380,144*	*105,000*	*475,000*	*437,500*	*75,000*			*3,472,644*
	7 - City/Utility Reserves	*453,859*	*225,000*	*35,000*	*85,000*	*35,000*			*833,859*
	8 - City Impact Fees	*96,000*	*80,000*	*166,184*	*75,000*	*36,500*			*453,684*
	10 - Real Estate Excise Tax	*600,000*							*600,000*
	13 - Donation/In-Kind	*855,627*	*175,000*	*225,000*	*262,500*	*25,000*			*1,543,127*
	Total General Purpose Capital Projects	***$ 6,992,585***	***$ 1,230,000***	***$ 4,401,184***	***$ 4,860,000***	***$ 171,500***	***$ -***	***$ -***	***$ 17,655,269***
	Total General Purpose Capital Funding Sources	***$ 6,992,585***	***$ 1,230,000***	***$ 4,401,184***	***$ 4,860,000***	***$ 171,500***	***$ -***	***$ -***	***$ 17,655,269***

2017 - 2022 TRANSPORTATION CAPITAL IMPROVEMENTS

Page #	Project Name	Prior Years Costs	2017 Project Cost	2018 Project Cost	2019 Project Cost	2020 Project Cost	2021 Project Cost	2022 Project Cost	Total Project Cost
	STREET PROJECTS								
9-33	City-wide Pavement Restoration Program	345,000		341,000					686,000
	1-Federal Grants	300,000		300,000					600,000
	7-City/Utility Reserves	45,000		41,000					86,000
9-34	City-wide Safety Improvements			50,000	250,000				300,000
	2 - State Grants				200,000				200,000
	8-City Impact Fees			50,000	50,000				100,000
9-35	Finn Hill Rd Reconstruction	150,000	950,000						1,100,000
	2 - State Grants		500,000						500,000
	8-City Impact Fees	150,000	450,000						600,000
9-36	Liberty Bay Waterfront Trail	350,000	120,000	3,900,000					4,370,000
	1-Federal Grants	250,000							250,000
	2-State Grants		100,000	3,900,000					4,000,000
	7-City/Utility Reserves	100,000							100,000
	8-City Impact Fees		20,000						20,000
9-37	Local Neighborhood Road Maintenance Program	268,000	150,000	150,000	150,000	150,000	150,000	150,000	1,168,000
	7-City/Utility Reserves	268,000	150,000	150,000	150,000	150,000	150,000	150,000	1,168,000
9-38	Noll Road Improvements - Phase III	1,831,392	750,000	2,020,000	4,260,000	252,000	1,845,000	210,000	11,168,392
	1-Federal Grants	1,456,106		1,180,000			1,245,000		3,881,106
	2 - State Grants	15,000				72,000	500,000	60,000	647,000
	6-Non-Voted Bonds			340,000	3,760,000				4,100,000
	7-City/Utility Reserves	125,000							125,000
	8-City Impact Fees	235,286	750,000	500,000	500,000	180,000	100,000	150,000	2,415,286
9-39	3rd Ave (Moe to Hostmark)					120,000	600,000		720,000
	1-Federal Grants					100,000	500,000		600,000
	7-City/Utility Reserves					20,000	100,000		120,000
	Total Transportation Capital Projects	***$ 2,944,392***	***$ 1,970,000***	***$ 6,461,000***	***$ 4,660,000***	***$ 522,000***	***$ 2,595,000***	***$ 360,000***	***$ 19,512,392***
	Total Transportation Capital Funding Sources	***$ 2,944,392***	***$ 1,970,000***	***$ 6,461,000***	***$ 4,660,000***	***$ 522,000***	***$ 2,595,000***	***$ 360,000***	***$ 19,512,392***
	1 - Federal Grants	*2,006,105*		*1,480,000*		*100,000*	*1,745,000*		*5,331,105*
	2 - State Grants	*15,000*	*600,000*	*3,900,000*	*200,000*	*72,000*	*500,000*	*60,000*	*5,347,000*
	6-Non-Voted Bonds			*340,000*	*3,760,000*				*4,100,000*
	7 - City/Utility Reserves	*538,001*	*150,000*	*191,000*	*150,000*	*170,000*	*250,000*	*150,000*	*1,599,001*
	8-City Impact Fees	*385,286*	*1,220,000*	*550,000*	*550,000*	*180,000*	*100,000*	*150,000*	*3,135,286*

2017 - 2022 ENTERPRISE CAPITAL IMPROVEMENTS (Sewer)

Page #	Project Name	Prior Years Costs	2017 Project Cost	2018 Project Cost	2019 Project Cost	2020 Project Cost	2021 Project Cost	2022 Project Cost	Total Project Cost
	SEWER PROJECTS								
9-45	Annual Inflow Reduction Program	200,000	90,000	180,000	180,000	180,000	180,000	180,000	1,190,000
9-46	Annual Pump Rehab		50,000	50,000	50,000	50,000	50,000	50,000	300,000
9-47	Applewood Pump Station			100,000					100,000
9-48	Harrison Force Main Replacement	6,329	283,671						290,000
9-49	*Kitsap County Campus Buildings*							*221,620*	*221,620*
9-50	*Kitsap County Capital Facilities Charge for CK Plant*	*5,380,530*	*133,000*	*133,000*					*5,646,530*
9-51	*Kitsap County Johnson Road Metering Station*		*450,000*						*450,000*
9-52	*Kitsap County Lemolo Force Main Capacity*		*350,000*			*1,140,000*	*3,600,000*		*5,090,000*
9-53	*Kitsap County Lemolo Siphon Phase 2*		*200,000*	*300,000*					*500,000*
9-54	*Kitsap County Pump Station #16 & 67 Replacement*			*5,000,000*					*5,000,000*
9-55	*Kitsap County Screw Press*				*158,300*				*158,300*
9-56	*Kitsap County Sewer Plant Upgrade*		*5,000,000*						*5,000,000*
9-57	*Kitsap County Ultra Violet*			*316,000*					*316,000*
9-58	Liberty Bay Pump Station Improvements	300,000	360,000						660,000
9-59	Noll Road Sewer Improvements			20,000	210,000				230,000
9-60	Old Town Sewer Upgrades						100,000	100,000	200,000
9-61	Poulsbo Village Pump Station Upgrades	300,000	500,000						800,000
9-62	SR305 Force Main Extension					200,000	2,610,000		2,810,000
9-63	Storage Facility at Sol Vei and SR 305		500,000						500,000
9-64	Water Meter Replacement	175,000	175,000	250,000					600,000
	Total Sewer Capital Projects	***$ 6,361,859***	***$ 8,091,671***	***$ 6,349,000***	***$ 598,300***	***$ 1,570,000***	***$ 6,540,000***	***$ 551,620***	***$ 30,062,450***
	Total Sewer Capital Funding Sources	***$ 6,361,859***	***$ 8,091,671***	***$ 6,349,000***	***$ 598,300***	***$ 1,570,000***	***$ 6,540,000***	***$ 551,620***	***$ 30,062,450***
	4-PWTF	*267,000*							*267,000*
	6-Non-Voted Bonds	*4,315,530*	*5,000,000*	*5,000,000*		*1,340,000*	*6,210,000*		*21,865,530*
	7-Sewer Reserves	*1,779,329*	*3,091,671*	*1,349,000*	*598,300*	*230,000*	*330,000*	*551,620*	*7,929,920*

2017 - 2022 ENTERPRISE CAPITAL IMPROVEMENTS (Water)

Page #	Project Name	Prior Years Costs	2017 Project Cost	2018 Project Cost	2019 Project Cost	2020 Project Cost	2021 Project Cost	2022 Project Cost	Total Project Cost
	WATER PROJECTS								
9-66	Caldart Main		300,000						300,000
9-67	Finn Hill Tank Painting							200,000	200,000
9-68	Fjord Street Main Replacement		170,000						170,000
9-69	Front Street Water Main Replacement						250,000		250,000
9-70	Hostmark Pipe						200,000		200,000
9-71	Noll Road Water Improvements	20,000		220,000	150,000				390,000
9-72	Old Town Water Main Replacement						350,000		350,000
9-73	Olhava Tank Painting							200,000	200,000
9-74	Raab Tank & Booster	80,000	850,000						930,000
9-75	SR305 Crossing				200,000				200,000
9-76	Water Meter Replacement	175,000	175,000	250,000					600,000
9-77	Westside Well - Treatment for Manganese				150,000	800,000			950,000
9-78	Wilderness Tank Retrofit		80,000	500,000					580,000
	Total Water Capital Projects	***$ 275,000***	***$ 1,575,000***	***$ 970,000***	***$ 500,000***	***$ 800,000***	***$ 800,000***	***$ 400,000***	***$ 5,320,000***
	Total Water Capital Funding Sources	***$ 275,000***	***$ 1,575,000***	***$ 970,000***	***$ 500,000***	***$ 800,000***	***$ 800,000***	***$ 400,000***	***$ 5,320,000***
	7-Water Reserves	*275,000*	*1,575,000*	*970,000*	*500,000*	*800,000*	*800,000*	*400,000*	*5,320,000*

2017 - 2022 ENTERPRISE CAPITAL IMPROVEMENTS (Storm)

Page #	Project Name	Prior Years Costs	2017 Project Cost	2018 Project Cost	2019 Project Cost	2020 Project Cost	2021 Project Cost	2022 Project Cost	Total Project Cost
	STORM DRAIN PROJECTS								
9-80	American Legion Park Outfall Repair				120,000				120,000
9-81	Deer Run Pond Retrofit					16,000	184,000		200,000
9-82	Dogfish Creek Restoration	38,144	30,000	250,000		500,000	500,000		1,318,144
9-83	8th Ave Culvert Replacement				150,000	150,000			300,000
9-84	Fjord Dr Storm Drain		206,000						206,000
9-85	Fjord Dr Stormwater Quality Treatment Improvements			70,300					70,300
9-86	Forest Rock Hills (SR 305) Outfall						75,000		75,000
9-87	Glenn Haven Storm Drain Replacement					10,000	120,000		130,000
9-88	Liberty Rd (SR 305) Outfall			40,000					40,000
9-89	Noll Road Improvements Phase III	333,505	240,000	1,000,000	1,000,000	108,000	1,155,000	90,000	3,926,505
9-90	Norrland Drainage Ditch Replacement		57,000						57,000
9-91	Poulsbo Creek Outfall		40,000	250,000					290,000
9-92	Ridgewood/Kevos Pond - Replace Storm Drains	42,593		20,000	240,000				302,593
9-93	7th Avenue Regional Detention Facility			50,000					50,000
9-94	West Poulsbo Waterfront Park		800,000	250,000	500,000	500,000			2,050,000
	Total Storm Drain Capital Projects	***$ 414,242***	***$ 1,373,000***	***$ 1,930,300***	***$ 2,010,000***	***$ 1,284,000***	***$ 2,034,000***	***$ 90,000***	***$ 9,135,542***
	Total Storm Drain Capital Funding Sources	***$ 414,242***	***$ 1,373,000***	***$ 1,930,300***	***$ 2,010,000***	***$ 1,284,000***	***$ 2,034,000***	***$ 90,000***	***$ 9,135,542***
	1-Federal Grants	*333,505*	*240,000*	*1,000,000*	*1,000,000*		*1,155,000*		*3,728,505*
	2-State Grants		*400,000*	*375,000*	*475,000*	*958,000*	*375,000*	*90,000*	*2,673,000*
	3-County				*125,000*	*125,000*			*250,000*
	7-Storm Drain Reserves	*80,737*	*733,000*	*555,300*	*410,000*	*201,000*	*504,000*		*2,484,037*
	Total Enterprise Capital Projects	**$ 7,051,101**	**$ 11,039,671**	**$ 9,249,300**	**$ 3,108,300**	**$ 3,654,000**	**$ 9,374,000**	**$ 1,041,620**	**$ 44,517,992**
	Total Enterprise Funding Sources	**$ 7,051,101**	**$ 11,039,671**	**$ 9,249,300**	**$ 3,108,300**	**$ 3,654,000**	**$ 9,374,000**	**$ 1,041,620**	**$ 44,517,992**

2017 - 2022 GRAND TOTAL CIP PROJECTS SUMMARY

	GRAND TOTAL CIP PROJECTS	**$ 16,988,078**	**$ 14,239,671**	**$ 20,111,484**	**$ 12,628,300**	**$ 4,347,500**	**$ 11,969,000**	**$ 1,401,620**	**$ 81,685,653**
	GRAND TOTAL CIP FUNDING SOURCES	**$ 16,988,078**	**$ 14,239,671**	**$ 20,111,484**	**$ 12,628,300**	**$ 4,347,500**	**$ 11,969,000**	**$ 1,401,620**	**$ 81,685,653**

The City's Capital Improvement Projects (Table CFP-4) are divided into three categories in the City's Annual Budget. The General Purpose category contains projects dealing with police, parks and recreation, and public buildings. The Transportation category contains projects dealing with vehicle and pedestrian transportation. The Enterprise category contains projects associated with the City's utilities – water, sanitary sewer, storm water and solid waste.

The Water, Sanitary Sewer, Storm Water and Solid Waste Capital Improvement Projects are funded through ~~from~~ each utility's enterprise fund capital reserves. The enterprise funds' monthly user charges and initial connection charges are the primary revenue sources for their capital projects.

The funding source for the General Purpose category is from general obligation bonds, impact fees, federal and state grants, city reserves and in kind donations, usually associated with park projects and through the contribution of community groups' labor and donated materials.

12.4.1 Capital Facility Funding

The Capital Improvement Program identified in the Comprehensive Plan Capital Facilities Plan and in the City's most current annual budget, is the City's six-year financing and implementation plan where the City's prioritized public facilities and infrastructure projects have been identified and priced.

The objective of the CIP is to identify capital facility needs and funding mechanisms to finance the construction, reconstruction, and acquisition of needed assets because of aging **infrastructure**, growth, changing needs, and Poulsbo's desire to improve the city's capital investment.

The CIP utilizes numerous revenue sources to fund designated capital improvement projects. City Revenues come from various sources, including sales tax, utility monthly rates and initial connection charges, as well as state revenues, bond issues, and state and federal grants or loans. Another source of revenue is impact fees and other specific revenues allowed under the Growth Management Act to fund the city's capital investment and needed public facilities. Similar to city-managed capital facilities, non-city-managed capital facilities improvements are funded through bond issues and special assessments.

The City of Poulsbo believes that a "pay as you go" approach for capital facility improvements is the most advantageous method for the community. This has often resulted in delaying capital improvements until most, if not all, of the funding was at hand. To achieve this, the City established several reserve accounts. For example, the City transfers into utility reserves an amount equal to 100% of its depreciation expense, this has allowed the City to prolong the need to go out for debt on smaller projects, and be able to fund the entire project.

In addition, of the City's property taxes collected, the City transfers **flat amounts based upon percentages of property tax, approximating 26%** ~~36~~% into the street fund for maintenance, operations and small projects; **4.3** ~~5~~% into park reserves; and **2.15** ~~5~~% into the street reserves for capital projects. The City also uses the first one-quarter percent of its real estate excise tax for streets; while the second one-quarter percent held in reserve for CIP projects. Many of the City's streets and parks have been improved and/or developed with a combination of federal or state grants, and funds from the City's reserves.

Debt Financing

As the demand for public sector investment and infrastructure continues to grow, the issuance of debt has become an increasingly important component of state and local government capital programs. While the issuance of debt is frequently an appropriate method of financing capital projects, it also entails careful monitoring of such issuance to ensure that an erosion of the City's credit quality does not result. The City of Poulsbo currently received an underlying "AA" rating for its last insured General Obligation Bonds issue from Standard and Poors. This is an upgrade from the previous "A+" rating.

The implementation of the City's formal debt policies is an important component of the City's overall capital program. Two basic forms of long-term debt are General Obligation and Revenue Bonds. The difference between the two types is that General Obligation bonds are backed by the full faith and credit (i.e. taxes) of the City. Revenue bonds are backed by the income of a specific utility or activity for repayment (i.e. monthly utility fees). The City of Poulsbo has utilized both general obligation and revenue debt in its operations.

The decision to borrow money binds the City to a stream of debt service payments that can last as long as thirty years. The consistent application of carefully developed debt management policies can benefit the City in a number of areas. Foremost among these benefits are enhanced credit quality and improved access to the tax-exempt and tax credit markets. Formal debt policies send a clear message to credit analysts, underwriters and investors that the City is administering its debt program in a responsible manner. The City of Poulsbo complies with its policies relative to debt management.

In addition, the City, under RCW 39.36.020(4), may ask the public to approve park facilities and utility bond issues. The voter - approved bonds have a limit on the amount to be approved. All voted bonds require a 60% majority approval, and total votes must equal at least 40% of the total votes cast in the last general election.

The City may issue bonds for general government in an amount not to exceed 2.5% of the city's assessed valuation. Within the 2.5%, the City Council may approved bond issues not to exceed 1.5% (non-voted) of the City's assessed value.

Rate Increases

The City's current utilities of sewer, water, storm drainage and solid waste are enterprise funds, and are intended to be self-sufficient – the rates collected for the service, are in turn used to operate, maintain and improve the utilities. With the continued aging of the City's utility infrastructure, repair and replacement of existing facilities will become more critical within the 6- and 20-year planning period. ~~The current rates, most established over ten years ago, will not be able to keep pace with the improvement needs of the City's infrastructure. Therefore, the City initiated a rate study in 2008 to evaluate its utility rates. Through this process, a rate increase for the sewer utility was determined necessary in order to ensure adequate funding to maintain and improve this utility's infrastructure. Further, rate adjustment to include annual CPI is also anticipated on the monthly rates and initial connection charges. These increases were implemented in early 2009.~~ The City, through its functional plan updates, ~~shall~~ ~~continually~~ **continuously** monitor**s** its utilities' financial ability to fund its operations, maintenance and necessary capital improvements, alerting the City of when rate increases or additional revenue sources are necessary. **Rates for storm drainage and water utilities were increased in 2014 and 2015 respectfully, and the sewer utility is planned to have its rates increased in 2018. These rate increases are intended to provide for needed future capital projects and debt issues. It is also expected that utility bonds (issued and/or voted) will be necessary to pay for future sewer system and plant upgrades, and general obligation bonds will be necessary to pay for future street and facility improvements.**

Impact Fees

Impact fees are charges assessed by local governments against new development projects that attempt to recover the cost incurred by government in providing the public facilities required to serve the new development. Impact fees are only used to fund facilities, such as roads, schools, and parks, that are directly associated with the new development. They may be used to pay the proportionate share of the cost of public facilities that benefit the new development; however, impact fees cannot be used to correct existing deficiencies in public facilities.

In Washington, impact fees are authorized for those jurisdictions planning under the Growth Management Act (RCW 82.02.050 - .100), as part of "voluntary agreements" under RCW 82.02.020, and as mitigation for impacts under the State Environmental Policy Act (SEPA – Ch. 43.21C RCW). GMA impact fees are only authorized for: public streets and roads; publicly owned parks, open space, and recreation facilities; school facilities; and fire protection facilities in jurisdictions that are not part of a fire district.

The City has collected mitigation fees for park and transportation facilities through the authority of the State Environmental Policy Act (SEPA) for many years. However, in October 2011, the City adopted ordinances authorizing the imposition of transportation and park impact fees on new development, under the authority of RCW 82.02.020.

Business and Occupation Tax

The City is currently one of the few cities in the State of Washington that does not impose a business and occupation (B&O) tax. All cities are authorized to establish such a tax and doing so could generate significant revenue that could be earmarked to fund the City's capital improvements.

Transportation Benefit District
Chapter 36.73 RCW authorizes cities and counties to form transportation benefit districts (TBDs), quasi-municipal corporations and independent taxing districts that can raise revenue for specific transportation projects, usually through vehicle license fees or sales taxes. Transportation benefit district revenue may be used for transportation improvements included in a local, regional or state transportation plan. Improvements can range from roads and transit service to sidewalks and transportation demand management. Construction, maintenance and operation costs are also eligible.

The City's ability to finance its Capital Improvement Plan is the critical piece in ensuring the City is able to fully serve its current and future citizens, as well as being compliant with the requirements of the Growth Management Act. The City has in its financing "toolbox" the choices of borrowing funds or raising service rates and taxes as methods of increasing its revenues. Perhaps neither of these options are desirable, but the reality of needing to improve aging infrastructure, providing and maintaining streets, securing future sewer capacity and water supply, as well as facilities which significantly improve Poulsbo's resident's quality life, such as trails, parks and open space, must be funded somehow. The City Council~~'s Capital Facilities and Finance subcommittees~~ will need to tackle these important funding questions.

12.5 Reassessment of Land Use Element

The Growth Management Act requires that provisions be made to reassess the Land Use Element of the Comprehensive Plan periodically because a capital facilities plan is an evolving document based on projected population growth and future land development. The purpose of this requirement is to ensure that adequate facilities will be made available at the time certain portions of the City are developed and facilities are needed. If the anticipated funding for the needed capital facilities falls short, the GMA requires a reassessment of the Land Use Element to determine what changes needed to be made.

The Capital Facilities Policy CF-4.3 establishes the procedure the City will use in reviewing the Land Use Element. Additionally, the comprehensive plan has identified an implementation strategy that tasks the City Council Capital Facilities Committee to monitor the funding sources and the City's ability to implement its 6-year Capital Improvement Program.

12.6 Water System

The City of Poulsbo Water Utility provides potable water within the city limits and some limited areas in the surrounding unincorporated UGA. A complete inventory, analysis of

need, identification of deficiencies, and the capital facilities program is provided in the 2014 Water System Plan, which is included in Appendix B-1 to the Comprehensive Plan and adopted in its entirety.

The City's water system provides service to approximately 9,388 people located in an area totaling 2,970 acres. These customers are served by five wells (capable of 3.4 million gallons per day), nine reservoirs (4.1 million gallons), and six pressure zones. Approximately two-thirds of total water consumption is used by residential customers.

The City's water service area encompasses approximately 4.93 square miles and ranges from sea level to 360 feet. The downtown area lies in the lower elevations near the shores of Liberty Bay. The service area is separated into six pressure zones to serve the varying service elevations. The City's water service area encompasses where direct service connections exist or service connections are currently available. The City's water service area is identified in Appendix B-1 Figure 1-2.

The City's water service area has been adjusted since the 2007 Water System Plan to reflect changes to the city limits and adjustments to better serve customers. The service area adjustment in the northwestern part of the UGA does not include the entire UGA due to the topography of the area. Services west of Olympic College had been in the City's planning area, but are now served by the Kitsap Public Utility District (KPUD). In 2011, the City agreed to relinquish these areas to the KPUD and in return there is an additional intertie at NW Reliance Road that will help provide fire flow storage for the West High Zone.

An average of 74 water service connections was added to the City's water system annually over the last seven years, which corresponds to an average annual growth rate of approximately 2.3%. Single-family residential connections lead the new connections and non-residential connections decreased for several years after 2008.

The amount of water the City uses has dropped significantly since the last water system plan. In the 2007 Water System Plan, the City used on average 195 gpd/ERU and currently uses 159 gpd/ERU. This decrease in water has been a combination of increased efficiency, education, and lowering the distribution system leakage. Consequently, the long term projected consumption of the City is not anticipated to exceed their water rights as it did in the 2007 plan.

By 2020, the total annual water use is projected to be 1,270 acre-feet/year, a 30 percent increase from current usage. By the end of the 20-year planning period **at 2036**, **usage is** project**ed**~~s~~ **to** increase~~d~~ to 1,612 acre-feet/year. These projections do not include reductions in water use created by increased conservation and water use efficiency measures underway and planned by the City. At this time, the City holds water rights for a total of 1,893 acre-feet/year. It is not expected that the City will need additional instantaneous or annual water rights within the 20-year planning period.

~~2025~~ 2036 Water Facility Improvements

Water system capital facility improvements have been evaluated, identified and prioritized on the basis of water quality concerns, growth demands, regulatory requirements, component reliability, system benefit, and financial priority for the planning period to **2036** ~~2025~~. When the Water System Plan is updated again at the end of its 6-year planning period, the projects presented for the 20-year planning period should be reevaluated and scheduled for the subsequent 6-year planning period as necessary.

Water Supply Projects

Lincoln Wells No. 1 and No. 2 Manganese Treatment

The Lincoln Wells have higher than desired manganese concentrations in the raw water. The concentrations exceeded the high concentrations, and cause the City to frequently have to flush its water mains, as it can add an unwanted color, odor and taste to the water. The City conducted a pilot test in 2014 and constructed a treatment facility in 2015. The treatment would reduce or eliminate the manganese from the raw water concentration to below 0.05 mg/L in the finished water. The Pugh Well has iron bacteria issues. The Pugh Well will be isolated from the system and remain as a resource for emergency situations.

Westside Well Treatment

The Westside Well also has manganese concentrations in the raw water that are slightly higher than the EPA's Secondary MCL. Manganese can add an unwanted color, odor and taste to the water. The City plans in installing a pilot test system in 2015 and a treatment facility in 2016. The treatment system would reduce the manganese from the raw water concentration to below 0.05 mg/L in the finished water.

Long Term Water Supply Study

The City plans to develop a long term water supply study that identifies alternatives to procuring additional water rights or water supply capacity. The City has sufficient water rights to supply demands for the 20-year planning period, but the existing pumps will need to pump an excess of 18 hours a day; therefore the City plans to add source capacity to improve system reliability and meet DOH recommendations.

Big Valley Well No. 3

The City plans to drill, develop, and equip a third well at the Big Valley Well site. Additional source capacity is necessary to provide maximum day demand and replenish fire suppression storage during the planning period, and a new 500 gmp well will provide sufficient flows.

Westside Well No. 2

The City plans to drill, develop, and equip a second well at the Westside Well site. Additional supply capacity should be installed to reduce the demand on aquifers and equipment. This project will be re-evaluated upon completion of the long-term water supply study.

Acquire/Upgrade Supply Capacity
The City needs to acquire additional or upgrade current source capacity in order to meet its predicted demands and Department of Health's reliability recommendations. Project identification is expected to come from the long term water supply study.

Storage Projects

Wilderness Park Reservoir Repairs
Based on a seismic study which evaluated the City's reservoirs, the Wilderness Park Reservoir does not meet current seismic design standards. This project will retrofit the existing reservoir to have additional ties to the foundation to resist overturning forces induced by seismic loads.

Raab Park Reservoir Replacement
Replace the existing 150,000- gallon tank with a 300,000-gallon tank. The existing tank does not meet seismic design standards and is at the end of its useful life.

Reservoir Coating Program
The City plans to recoat the interior and exterior of the Finn Hill and Olhava Reservoirs. Periodic coatings need to be applied to protect the structural steel from corrosion damage.

Booster Station Projects

~~Wilderness Park~~ Raab Park Booster Station Replacement
The City plans to construct a new booster station **to feed the high zone from the middle zone location.** ~~at the Wilderness Park Reservoir site~~. The new booster station will transfer supply from the Low Zone to the East High Zone to eliminate the storage deficiency in the East High Zone and provide redundancy to the Pugh and Lincoln Wells. Currently, the City does not have a pumping facility to transfer supply to the East High Zone. The booster station will consist of three 750 gpm pumps, integrated control systems, standby generator, and an automatic transfer switch with a new CMU building. **This station will replace the station at Wilderness Park tank site.**

340 Zone Fire Flow Pump and Zone Expansion
The 340 Zone currently has houses that are served by a pump for average day and maximum day demands, but is served by gravity for fire flow. The high elevations cause pressures to drop below 20 psi during fire flow emergencies when the reservoirs are depleted of operational storage. A fire flow pump is needed to boost flows and pressures in the 340 Zone and would decrease the large dead storage in the Low Zone. This project will be coupled with a zone expansion to address the low pressure at the 4th Avenue Townhomes since work will need to be performed at the existing booster station. This project will include an additional 250 feet of pipe to expand the zone and the pumps necessary to meet projected demands.

Distribution System Projects

The following distribution system projects are recommended to increase fire flow, replace undersized water mains, or to accommodate transmission and storage projects.

Old Town Water Main Replacement
The City plans to replace the undersized and aging water mains in the "old town" area located south of downtown. This area is primarily residential although a few businesses are located along the waterfront. Existing piping serving the area is approximately 9,000 LF of 4-inch water main and 5,450 LF of 6-inch water main. This project will replace 3,140 LF of 4-inch piping with 8-inch piping along 6th Avenue and Haugen Street. The new piping will serve as a "backbone" for the area and increase fire flow availability.

Viking Avenue PRV ~~PVR~~
The Viking Avenue water main currently has very high pressures (180 psi) that need to be reduced. High pressure in the main has caused pipes to burst several times. The City plans to install two **PRV** ~~PVR~~ systems, including one at the old Viking Avenue Booster Station site to reduce pressure along this main.

~~**Hostmark Transmission Main**~~
~~The City plans to install a transmission main between the Wilderness Park Booster Station and the East High Zone. This project will allow the City to transfer supply between the Low and East High Zones to improve supply redundancy to both areas. The project consists of approximately 3,000 LF of 12-inch water main along Hostmark Street. A new pressure reducing valve station will be installed to transfer supply from the East High Zone to the Middle Zone.~~

Noll Road Water Improvements
The City plans to provide water system improvements including a new transmission main approximately 1,000 LF as part of the Noll Road Improvement construction. The new transmission line is intended to serve new eastside residential development.

SR 305 Crossing
The City plans to replace the transmission main that crosses SR 305 at Hostmark. The existing water main is an old and undersized pipe that serves the downtown area.

Liberty Ridge Fire Flow
The Liberty Ridge Apartments require a minimum of 2,500 gmp for fire flow. They are at a higher elevation than most of the Low Zone and are served by 6-inch piping from the south. An additional 8-inch pipe from Bond Road to 1st Avenue NE at the south end of the complex would loop the service and increase fire flow to above 2,500.

Water Main Replacement Program
The City has scheduled specific water main replacements for the next 6 years and will continue replacing aging water mains annually. Which mains will be replaced beyond what is currently scheduled will depend on the needs of the system and the know**n** pipe conditions at that time.

Miscellaneous Projects

Meter Upgrade and Replacement Program
The City plans to replace all existing meters in their water system. The new meters will have remote read capabilities and will be a higher quality magnetic meter. This project is intended to help reduce water loss and improve the efficiency of the water system.

Telemetry System Upgrades
The City plans to replace the current telemetry system. This project will upgrade the central control system so that the City will have better remote operation of its water and sewer facilities.

Public Works Complex
The City plans to construct a Public Works Complex which will provide a maintenance and operations center for the water, sanitary sewer, storm sewer, solid waste, roads and parks departments. The water utility is expected to fund 20% of the project costs.

Water Facilities Funding Strategy

Municipal utilities in Washington State are operated as enterprise funds and are required by state law to operate with a balanced budget. Therefore, the City must decide how it will finance its utility capital improvements as well as provide funds to operate the utility through some combination of user rates, debt, and contributions. It must then establish user rates at a level that is sufficient to operate and maintain its facilities, pay debt service on any debt issued, and maintain reasonable cash reserves.

Funding the Water System's capital improvements comes from the Water Enterprise Fund, which is intended to be self-sufficient. Revenue is from monthly rates from both residential and commercial users, and through one-time utility connection charges. The combination of these revenue sources funds the water utility's operational expenses, debt reduction, maintenance and capital improvements.

The 2014 Water System Plan provided a financial analysis of the water utility's anticipated monthly rate revenues and projected operational expenses over a six-year period. It also provided an analysis for projected connection charge revenues, which are used to upgrade and expand the water system. Based upon the Plan's analysis, the City has adequate operating revenue to meet its existing and projected operating expenses, as well as its 6-year CIP project.

The City has seen an increase in the amount of revenue since the 2007 Water System Plan, and based upon projected revenue and an increase in water rates approved in 2014, the expected revenue is sufficient to complete system upgrades. In addition, the City, however, has several options for funding the CIP should revenue projections be less due to slower than expected growth or decreased water consumption. Projects identified on the 6-year CIP intended to accommodate system growth can be delayed until such time as needed. Further, additional revenue sources such as public works loans, revenue bonds, or rate increases can be utilized when necessary. The anticipated long-term coordinated water supply, storage and distribution agreement with KPUD may also decrease or

eliminate the need to implement some of the identified 6-year and longer-term capital improvements.

System Expansion Projects Funding

For future proposed developments that currently do not have the City's water system readily available, the City generally requires the developer or landowner to agree to execute a utility extension agreement. Through the agreement, the City requires the developer or property owner to pay all costs associated with designing, engineering, and constructing the extension to City standards. This agreement does not, however, guarantee or reserve water capacity within the system. Capacity is only assured when a building permit is actually issued. This agreement also requires the developer/landowner to turn over and dedicate any capital facilities to the City at no cost. All agreements must be approved by the City Council. The City anticipates this process will be used more often to serve development occurring throughout the underdeveloped areas of the city and the urban growth area.

12.7 Sanitary Sewer System

The City of Poulsbo Sanitary Sewer Utility provides sanitary sewer within the city limits and some specific areas in the surrounding unincorporated UGA. A complete inventory, analysis of need, identification of deficiencies, and capital facilities program is provided in the ~~2008~~ **2016** City of Poulsbo Sanitary Sewer System Plan, which is included in Appendix B -2 to the Comprehensive Plan and adopted in its entirety.

The City of Poulsbo owns, operates, and maintains a wastewater collection and conveyance system that serves approximately 2.5 square miles within the City of Poulsbo and the associated UGA. The sewer system consists **of approximately 42 miles of collection system main, nine wastewater pump stations, and a collection system** ~~primarily of gravity collection lines~~, which feed two interceptor sewers that convey wastewater from the west and north sides of Liberty Bay to the Kitsap County conveyance system at Lemolo. The County conveyance facilities transport the wastewater south under Liberty Bay to the Central Kitsap Wastewater Treatment Plant (CKWWTP) located in Brownsville. The effluent is treated at the CKWWTP, which is owned and operated by Kitsap County Department of Public Works (KCDPW).

~~Primary deficiencies in the City's sanitary sewer system consist of: 1) high inflow and infiltration (I&I); and 2) potential capacity constraints within the City system and in the downstream conveyance system owned by Kitsap County.~~

Projected Wastewater Flows

Projected sewer flows for existing and future population were calculated using different per capita rates and peaking factors. Total future sewer flows were calculated by adding existing sewer flows to the calculated sewer flows from future population growth. Future wastewater flows were estimated using an estimated peaking factor (PF) of 2.8 and sewer flows of 70 gallons per day per person (gpcd) for new population and PF of 4.05 with sewer flows of 62 gpcd for existing population. The higher future per capita flow rates were used in order to be

conservative, while the lower peaking factor is assuming modern construction materials and techniques which will result in lower inflow and infiltration (I/I).

System Deficiencies

Primary deficiencies in the City's sanitary sewer system consist of: 1) high inflow and infiltration (I/I); and 2) potential capacity constraints within the City system and in the downstream conveyance system owned by Kitsap County.

Inflow and Infiltration

The 1992 Comprehensive Sewer Plan identified significant Inflow and Infiltration in the older sections of the city. Over the past 20 plus years, the City has repaired and replaced many of the original sanitary sewers in the downtown corridor and older sections of the city. The 2008 Comprehensive Sewer Plan identified a significant reduction of infiltration, steady flow, and inflow into the Poulsbo wastewater collection system compared to the 1992 study. Between 1996 and 2008, approximately 30,000 lineal feet of gravity sewer main in Jensen Way, Front Street, Caldart Avenue, and streets in the 6th Avenue Basin area were repaired or replaced by both open trench and pipe bursting methods.

A major concern for the City is the continued I/I within the sanitary sewer system. The City has accordingly developed an on-going I/I reduction program. This program includes continuous monitoring of sewer pump station flow run times, I/I reduction, capital projects and videotaping and inspection of the gravity sanitary sewer main as needed.

Based on the 2016 Comprehensive Sewer Plan, the City does not exceed EPA criteria for excessive inflow or infiltration. Inflow during periods of heavy rain was calculated at 132 gallons per capital per day (gpcd), compared to EPA "excessive inflow" criteria of 275 gpcd. Infiltration during the seasonal high water table period of December through March was calculated at 83 gpcd, compared to EPA "excessive infiltration" criteria of 120 gpcd.

~~In 2008, the City initiated an Inflow and Infiltration Analysis to evaluate Storm Water I&I in the largest of the City's basins, and to assess apparent effectiveness of the 6th Avenue basin I&I project completed in 2001. Of the five pump stations evaluated (6th Avenue, 9th Avenue, Liberty Bay, Lindvig and Marine Science Center), the quantity of Storm Water infiltration per lineal feet of pipe and per acre of basin drained was highest in the 6th and 9th Avenue basins.~~

~~On the basis of total inflow, the Marine Science Center (MSC) pump station basin contributed the greatest volume of storm water, followed by the 6th Avenue basin and the Lindvig pump station basin. It should be noted that the majority of I&I in the MSC pump station basin is generated in the older downtown area where the City's next I&I reduction project will be implemented.~~

~~An analysis of the 2001 I&I project in the 6th Avenue basin effectiveness was also made. Analysis of the pump records indicated the I&I project reduced pump run time by over 35 percent. While the limited number of data points does not provide sufficient information for a strong conclusion on the amount of flow reduction at this time, it is anticipated that the project will reduce peak flow in this basin by at least 30 percent.~~

~~Overall, the 2008 I&I evaluation concluded that there continues to be a significant I&I problem, especially in the older portions of the City, and that further evaluation is necessary to determine specific sources of inflow and infiltration. Another engineering evaluation is programmed for 2012 after implementation of the central Poulsbo I&I project programmed for 2011.~~

~~Additional inflow reductions are planned for implementation in 2009, such as installation of inflow prevention devices (such as manhole inserts) in public right-of-way; a development of an I&I monitoring program; smoke tests of suspected high I&I areas to identify specific inflow sources; and development of education and City policies to encourage private property owners to disconnect roof drains and other sources of direct inflow to the sanitary sewer system~~.

Potential Capacity Constraints

Potential future capacity constraints may exist both within the City system and at the downstream conveyance system owned by Kitsap County. Projects have been identified and included in the **2036** ~~2025~~ project list that addresses these potential capacity constraints.

City system:

The **2016 Comprehensive Sewer Plan included** ~~City's engineering consultant prepared~~ a capacity assessment of the City's system ~~in 2007~~ to evaluate selected conveyance pipes that had been identified as having potential concerns due to recent or future growth. Based on the analysis, ~~it is likely that~~ several pipe segments **and pump stations** in limited areas of the City are potentially deficient in the future. Based on the assessment, **several** ~~three~~ projects were added to the **capital 2036** ~~2025~~ project list to remedy these capacity constraints.

Downstream Conveyance Capacity:

Capacity of the County conveyance system is currently limited by the **Central Interceptor, the** Lemolo **gravity sewer system, and the Lemolo** siphon. ~~and County Pump Station 16.~~

The Central Interceptor collects flow from most of the City's collection system. The existing peak hour rate is approximately 2.67 mgd and its capacity is approximately 2.35 mgd within its minimally sloped section. Projects identified to address this deficiency include a near-term construction of an off line storage facility to divert peak flows and a long-term solution of extending the Bond Road Pump Station force main past the minimally sloped section. Pipe replacement projects are also proposed for the very long-term (60 years) for the Lemolo gravity sewer deficiencies

and upgrade of the Lemolo siphon. More detailed descriptions of these projects are found in the 2036 Sanitary Sewer Facility Improvements section.

~~Based on correspondence with Kitsap County, the existing capacity of the Lemolo siphon is 3.2 mgd, and the capacity of Pump Station 16 in Keyport is 3.8 mgd with two of the three pumps operating (firm capacity as required by Ecology). Facility Improvements to increase capacity are necessary to ensure long-term downstream conveyance capacity.~~

~~The City will continue to coordinate with Kitsap County on potential long term alternatives for ensuring adequate downstream conveyance capacity for peak flows is available. Improvements have been identified to increase capacity of the siphon and County Pump Station 16. These projects have been identified on the 2025 Project List and the Six-year Sewer CIP.~~

Treatment Capacity

The Central Kitsap Waste Water Treatment Plant (CWWTP) has an existing maximum month treatment capacity of 6 mgd, which is adequate to accommodate City existing and projected flows. The CKWWTP is being upgraded to a treatment capacity of 12 mgd, and the City will participate on a pro-rata basis of 15.83% for capital improvements needed. The CKWWTP will be able to accommodate Poulsbo wastewater flows of the 20 year planning horizon.

~~2025~~ 2036 Sanitary Sewer Facility Improvements

System Rehabilitation Projects

~~Central Poulsbo Inflow and Infiltration Reduction~~

~~This is the second Inflow and Infiltration (I&I) project for the older, central portion of Poulsbo. This project will replace old deteriorated mains in the areas of 3rd Avenue, 5th Avenue, Moe Street, Lincoln and Hostmark Streets south of SR 305, and Swanson Way. Construction will likely be by pipe bursting techniques. New side sewers leading to homes will also be installed to eliminate inflow from roof downspouts.~~

Annual Inflow Reduction Program

Flow monitoring data shows that the existing sewer system experiences high levels of inflow during storm events. This inflow may be associated with leaking manholes, storm drain connections or roof drain connections. The City will continue an annual inflow reduction program consisting of identifying and repairing inflow sources.

The annual I/I control program will include the following elements:

- **Installation of inflow prevention devices (such as manhole inserts) in public right-of-way.**
- **Development of an I/I monitoring program to identify areas of high I/I**
- **Smoke tests of suspected high I/I areas to identify specific inflow sources;**

- **Development of public education activities and City polices that will encourage private property owners to disconnect roof drains and other sources of direct inflow to the sanitary sewer system.**

~~Flow monitoring data shows that the existing sewer system experiences high levels of in-flow during storm events. This inflow may be associated with leaking man-holes, storm drain connections or roof drain connections. Starting in 2007-2008, the City implemented an annual inflow reduction program consisting of identifying and repairing inflow sources. An approximate $20,000 budget is allocated for this work each year.~~

~~6th Avenue Pump Station Upgrade~~
~~This project consists of replacement of the pumps and electrical system, providing metering, and installing an emergency generator. The work is required for pump station rehabilitation.~~

~~9th Avenue Pump Station Upgrade~~
~~This project provides a complete rebuild of the pump station. Safety is an issue because the electrical float control contacts are directly above the wet well. Gas from the sewers can accumulate in the can pump station and could explode with an electrical spark. The work would be a complete rehabilitation to include new pumps, valves, electrical control, flow metering, and telemetry.~~

Poulsbo Village Pump Station Repair
This project is under design and construction will be completed in 2016. It will allow for upgrades to approximately 700-750 gpm by replacing impellors or pumps. This is a system upgrade and a system rehabilitation and maintenance project.

~~This pump station is in generally good condition, but repair and maintenance will be required to ensure reliability and safety. The existing J-box for the floats located in the wet well can be difficult to access and can be submerged during power outages. The J-box should therefore be relocated.~~

~~Marine Science Pump Station Repair~~
~~This pump station is in generally good condition. However, the existing 30-hp pump must be replaced with a 50-hp pump in order to ensure a firm pumping rate of 2,000 gpm for the pump station.~~

~~Portable Trash Pumps~~
~~This project consists of purchasing three portable trash pumps for emergency use at the City's pump stations, primarily at the Bond Road, Lindvig, and Marine Science Center pump stations.~~

~~Slipline Force Main Between Lindvig and Marine Science Center Pump Stations~~
~~This project will be accomplished after the new force main to the Bond Road pump station is complete. The project will slip line the existing 10-inch force main with an 8-inch HDPE main.~~

Replace Force Main between Marine Science Center Pump Station and Harrison Street

This project replaces the 12-inch force main from the Marine Science Center pump station that runs along the beach. The existing main is subject to damage or failure which would result in release of sewage to Liberty Bay. The force main will be rerouted along Fjord Drive and then tie into the existing Central Interceptor main in SR 305 at Harrison Street. **This is a system rehabilitation and maintenance project.**

Applewood Pump Station Replacement

This project will consist of replacement or major rehabilitation of all mechanical, structural, electrical and instrumentation of the pump station.

Annual Pump Station Rehabilitation/Replacement

The City has budgeted $50,000 annually for ongoing pump station rehabilitation/replacement. Capital improvement items that this annual allocation might be used for include the following:

- **Request services of the applicable equipment vendor or representative to conduct training sessions at pump stations with Human Machine Interface (HMI) devices for all O&M staff that may be required to review and/or change settings and alarms for the operating equipment.**
- **Install lifting chains for deeper submersible pumps, attach chain to pump, and affix to a hook near the wet well hatch. All materials (chain/cable/hook, etc.) shall be constructed of 316 stainless steel. Lifting chain options (i.e. chain or cable/chain and "grip eye") shall be reviewed and selected with O&M staff at each station and shall consider station depth and accessibility.**
- **Inspect and replace all hooks, supports, carabineers, concrete anchors, strain relief grips, and other appurtenances in wet well with 316 stainless steel materials as appropriate.**
- **Install a fall protection system at each pump station wet well that requires regular inspection. Fall protection system shall consist of a hinged safety grating or retractable safety net. Fall protection safety into the wet well can be maintained during routine inspection and maintenance activities for O&M personnel when the wet well hatch is open.**
- **Develop and implement a valve exercise program to regularly inspect and exercise isolation and check valves (including buried valves) to confirm acceptable operation. Identify, prioritize, and replace/rehabilitate valves as necessary.**

Public Works Facility

The City will be constructing a new Public Works Facility which will be shared with all City utilities. The total project cost is estimated at $7,000,000. The sewer utility will fund 30% of the total project cost with bonds estimated at $150,000 per year starting in 2017.

Noll Road Sewer Improvements

This project will abandon the Alasund Pump Station with a gravity sewer once the gravity sewer in Noll Road is extended north. This is a system rehabilitation and maintenance project and is a component of the Noll Road construction project.

Telemetry System
This project will upgrade the City's telemetry system with a new ICS Healy Ruff MTU in order to better monitor pump station flows, high level alarms, and run time. This is a system rehabilitation and maintenance project.

~~**Replace 6th to 9th Avenue Pump Station Force Main**~~
~~This project serves two purposes. First, it replaces a force main running adjacent to the beach. Secondly, it separates the flows between the two stations. Currently, if both pump stations are running at the same time, the rate of pumping of both stations is reduced because they share the same undersized pipe. A new force main serving the 6th Avenue pump station will be constructed up Matson Street to the new Central Interceptor in SR 305. The existing force main to the 9th Avenue pump station will be either abandoned, or retained for use as emergency backup for the 6th Avenue pump station.~~

~~**Tollefson Force Main Upgrade**~~
~~The Tollefson Force Main is aging and undersized. Replacement of the 6th and 9th Avenue pump stations warrants replacement of this force main to manage increased flows.~~

Downstream Conveyance Capacity Improvements

Downstream conveyance capacity projects are designed to increase capacity of County-owned facilities located between the Johnson Road metering stations, and the CKWWTP. Pursuant to the agreement between the City and the County, the City is responsible for 100 percent of the costs of these improvements because the City generates 100 percent of flow within this portion of the County's system.

Repair or Replace Johnson Road Metering Flume and Flow Measurement System
The County's flow measuring flume does not register peak flows in excess of 2.5 mgd. Since the two siphons have a fixed flow capacity, it is important to know how close to this capacity the flows are during heavy rain events. The cause of the flume malfunction is not known, and may be an electronic device, or it may be an incorrectly sized flume. This project will determine the problem and correct it.

Pipe Replacement Upstream of Lemolo Siphon
The 2016 CSP included analysis of the 14-inch pipe upstream of the Lemolo siphon upsized to 18-inches. The model showed that with a flow of 4.74 mgd no surcharging would occur. This project is under design and in review in 2016. These upgrades are estimated to be needed in the next 20 year planning horizon, and it indicates that additional flows will be able to be accommodated without installing an additional siphon. An additional siphon for redundancy may still be desired, subject to the existing condition of the 14-inch gravity/force main

~~**Lemolo Pipeline Improvements**~~
~~Installation of three air and vacuum valves and sealing of three manholes between Johnson Road and the siphon will increase the capacity of the siphon system to 4.4 mgd. Following these improvements, the siphon will have a capacity of at least 4.4 mgd, sufficient to meet future flows until approximately 2030.~~

Pipe Replacement at Johnson Road
The conveyance pipe from Johnson Road and State Route 305 leaves the JRMS in an 18-inch diameter reinforced concrete pipe (RCP). One hundred and seventy-five feet away the conveyance turns into a 14-inch diameter ductile iron pipe force main. This pipe connects into the two 12-inch diameter siphons under Liberty Bay. This 18-inch diameter pipe would be upsized to match the capacity of the upstream 305 interceptor improvements.

~~The conveyance pipe from Johnson Road and State Route 305 leaves the Johnson Road metering station in an 18-inch pipe. Replacing the 175-foot long 18-inch pipe with a 24-inch pipe, would increase the capacity of conveyance. The pipe replacement would need to be conducted prior to or concurrent with the Lemolo pipeline improvements.~~

Pump Station ~~16~~ 67 Replacement ~~Improvements~~
This project in Keyport is to change the hydraulics on the Poulsbo side of the piping system in order to eliminate PS 16 and reroute all the Poulsbo flow to PS 67. Upgrades to PS 67 are needed to handle the increase flow.
~~Pump Station 16 has firm pumping capacity with two pumps operating, with a capacity of 3.8 mgd. By adding an additional pump, firm capacity can be increased to 5.0 mgd.~~

Storage Facility
This project would include construction of a storage facility adjacent to the SR-305 Interceptor to reduce surcharging during high flow events, and to help limit flow surcharges due to pumps turning on and off. The facility would be approximately 80,000 gallons and located near Sol Vei and SR-305.

Purchase and Demolition of Lemolo House
Kitsap County currently owns the property on Lemolo Shore Drive NE (parcel number 252601-2-045-2009). The County was considering using the property to construct a pump station, but has opted not to. The City will purchase the property, which could be used as a staging/construction area to install a third siphon barrel across Liberty Bay.

Lemolo Siphon Phase 2
This project would be to construct a third siphon barrel under Liberty Bay, either parallel to the existing two siphon barrels, or from the Lemolo House property purchased and discussed above.

~~**I&I Effectiveness and Downstream Conveyance Improvements Engineering Study**~~

~~This project would consist of engineering analysis to document I&I reduction program effectiveness, and to design hydraulic improvements to the downstream conveyance system needed to increase conveyance capacity over 3.7 mgd. This study would be conducted after implementation of the central Poulsbo I&I project, and several years of implementation of the I&I reduction program~~.

System Expansion Projects

System expansion projects provide for new facilities in the sewer service area in order to support new housing and commercial development. These upgrades generally consist of new gravity mains that carry wastewater to one of the nine existing pump stations. In a few cases, at low elevations, a pump station will be required to lift the wastewater to a gravity main. Attempts to minimize new pump stations have been made in order to reduce future operation and maintenance costs and to be consistent with City policy. **The following sections describe specific projects to expand the system to accommodate new growth.**

SR-305 Force Main Extension

This project would install approximately 5,170 lf of 12-inch force main from the existing Bond Road Pump Station force main to the Johnson Road chlorination manhole. This would reduce flows in the capacity limited portion of the Central Interceptor and associated surcharging and flooding. The project would include air/release vacuum valves as necessary, as well as roadway restoration. WSDOT is considering widening SR-305 through Poulsbo, which could present an opportunity for this project to be constructed concurrently.

Noll Road (north) Collection System

This project will serve new residential development in the Noll Road corridor and consists of a new gravity main in or near Noll Road between Lincoln Avenue and Deer Run. The new pipe will connect to the 10-inch main carrying wastewater from the Deer Run development. Since the 10-inch Deer Run gravity main is on a very flat slope, the new development flows will result in existing capacity being exceeded. Therefore, the existing 10-inch main will either be increased to a 15-inch diameter main using pipe bursting methods, or a new 10-inch diameter main paralleling the existing main will be installed.

A new pump station and force main would be constructed to serve a small portion of this basin that is not able to connect to the main by gravity flow. The new gravity sewer would allow the existing Alasund Meadows pump station and force main to be phased out. This project will allow the development of new housing along Noll Road.

Noll Road (south) Collection System

Property along Noll Road south of Deer Run is at a low elevation and therefore cannot drain into the existing Deer Run collection main. To serve this area, a new 10-inch main will be placed in or near Noll Road from Deer Run to SR 305. A pump station will be constructed at SR 305 and the wastewater pumped through a new force main in SR 305 to the chlorination manhole located at Johnson Road.

This project will allow wastewater collection from existing and future homes along Noll Road. No major developments are currently proposed, nor is it likely that any large development will be proposed that could fund the entire project. Funding may therefore need to be a combination of developer latecomer fees and City funding, if available.

South Viking Avenue Collection System
This project consists of constructing a new collection system to serve residential and commercial areas at the south end of Viking Way. A pump station at the lower end of Anderson Lane will be required to convey wastewater to the existing gravity main in Viking Avenue. Flow from both the east and west sides of Viking Avenue could discharge to this pump station. This project will allow wastewater to be collected from a new development west of Viking Avenue. Existing homes located east of Viking Avenue, currently on septic systems, could connect to the system if the pump station is located in Anderson Lane.

Liberty Bay Pump Station Improvements
This project is under design and construction will be completed in 2016. The upgrade, modifications or additions to the pump station are planned generally as follows:

- **Remove above grade wet well mounted pump station including enclosure, control system, power service and appurtenances.**
- **Evaluate and repair wet well infiltration sources.**
- **Add constant speed duplex submersible solids-handling pumps on guide rail system.**
- **Add precast concrete top slab with access doors and interior fall protection hinges and grating.**
- **Repair or replace existing concrete pad immediately around wet well.**
- **Add valve/meter vault with check valves, plug valves, electromagnetic flow meter and sump pump.**
- **Add above grade reduced pressure backflow assembly, in insulated enclosure.**
- **Add above grade electrical power cabinet, control and telemetry systems.**

~~The south end of the Viking Way basin is expected to experience significant development. Expansion of the pump station will be required to increase capacity from the current 100 gpm to 400 gpm.~~

Central Viking Avenue Collection System
This project consists of constructing a new collection system to serve the area west of Viking Avenue that can flow either to the Liberty Road pump station or to the Lindvig pump station. No pump stations or force mains will be required. ~~This project will allow wastewater to be collected from new developments west of Viking Way~~.

Finn Hill Basin Collection System
This project consists of constructing a new collection system to serve the Finn Hill and

Urdahl Road areas located north of SR 3. Wastewater from these properties will all flow via the Olhava gravity system to the Bond Road pump station. A gravity main will be placed in Finn Hill Road and a portion of Urdahl Road leading to a new pump station at Finn Hill near SR 3. This pump station will lift the wastewater to the gravity system in **Olhava Way NW** ~~"A" Street in front of Wal Mart~~, which will carry it to the Bond Road pump station. Portions of the north end of Urdahl can flow either by gravity to the Olhava sewer system, or to the new pump station at the lower end of Finn Hill Road. ~~It can be constructed incrementally, with several proposed housing developments constructing pump a station and main down Finn Hill Road with developers of future projects adding on to the system.~~

Based on the capacity assessment, the following upgrades to the existing sewer system in the Finn Hill basin will be needed as development occurs:

- **Olhava basin near Wal-Mart, Pipe Run 18. Increase 246-ft of 8-in diameter pipe to 10 or 12-in diameter.**
- **Olhava basin on Bond Road, Pipe Run 94. Increase 70-ft of 8-in diameter pipe to 10 or 12-in diameter.**
- **Additional projects to increase capacity of the other segments in the Olhava basin that exceed capacity for 100 percent of full build out may be added to the CIP at a later date after development assumptions and as-built conditions are confirmed. These pipe segments appear to have adequate capacity in the near term to allow completion of a more detailed hydraulic model and back water analysis that would verify capacity conditions.**

Sewer Facilities Funding Strategy

Funding the Sanitary Sewer System's capital improvements comes from the Sewer Enterprise Fund, which is intended to be self-sufficient. Revenue is from monthly rates from both residential and commercial users, **developer contributions, grants and loans,** and through one-time utility connection charges. The combination of these revenue sources funds the sewer utility's operational expenses, debt reduction, maintenance and capital improvements.

The ~~2008~~ **2016 Comprehensive** Sanitary Sewer Plan provide**s**~~d~~ a financial analysis of the Sewer Utility's anticipated monthly rate revenues and projected operational expenses over a six-year period. Based upon the Plan's analysis, it was identified that sewer rates **and connection charges** need to be increased to cover costs associated with normal operation and maintenance, as well as the necessary system upgrades.

~~In 2008, the City initiated a sewer rate study and task force to review the financial situation of the sewer utility.~~ A recommended rate increase for the sewer monthly rates and connection charges was presented to the City Council, with the rate increase to begin implementation in ~~January 2009~~. **2018. It is also expected that utility bonds (issued and/or voted) will be necessary to pay for future sewer system and plant upgrades.**

System Expansion Projects Funding

For future proposed developments that currently do not have the City's sanitary sewer system readily available, the City generally requires the developer or landowner to agree to execute a utility extension agreement. Through the agreement, the City requires the developer or property owner to pay all costs associated with designing, engineering, and constructing the extension to City standards. This agreement does not, however, guarantee or reserve sewer capacity within the system. Capacity is only assured when a building permit is actually issued. This agreement also requires the developer/landowner to turn over and dedicate any capital facilities such as main lines, pump stations, and wells to the City, at no cost. All agreements must be approved by the City Council. The City anticipates this process will be used more often to serve development occurring throughout the underdeveloped areas of the city and the urban growth area.

12.8 Storm Water Management System

The City of Poulsbo Storm Water Utility provides **surface water management within the City limits including development and maintenance of the** storm water collection, conveyance and treatment **system.** ~~within the city limits~~. A complete inventory and analysis of existing drainage system and facilities inventory and water quality, analysis of minimum control measures, ~~discussion on low impact development~~, evaluation of the City's operation and maintenance program, and summary of system deficiencies is provided in the ~~2008~~ **2016** City of Poulsbo Storm Water **Comprehensive** ~~Management~~ Plan, which is included as Appendix B-3 to the Comprehensive Plan and adopted in whole.

The 2016 Storm Water Comprehensive Plan completed an evaluation of the City's existing system, compliance with the NPDES Permit conditions, and progress toward meeting the Liberty Bay Total Maximum Daily Load (TMDL) Plan that was prepared by the Department of Ecology in 2013. Primary system needs consist of localized flooding problems and funding for capital costs associated with continued compliance with both the NPDES Phase II permit and Liberty Bay TMDL Plan.

System Description

The City of Poulsbo owns, operates and maintains a storm water collection, conveyance and treatment system that services approximately **4** ~~2.5~~ square miles within the City of Poulsbo city limits. **The storm water utility's services are divided into two functional areas: management and administration (which includes capital improvement activities), and operation and maintenance (O&M). These two functional areas have a total of 6 full time equivalent staff and are supported by other Public Works and City staff, and non-utility support as needed.**

Poulsbo is located entirely within the Liberty Bay watershed, and the natural drainage system consists of portions of Dogfish, Lemolo, Johnson and Bjorgen Creek basins, as well as several other drainage courses that discharge directly to

Liberty Bay. The **physical storm water** system consists of gravity collection ditches and pipelines that collect storm water primarily from impervious surfaces such as roads, parking lots and buildings, and conveys it to natural drainage features such as streams and creeks, which eventually discharge to Liberty Bay. Water quality treatment and water quantity detention structures are interspersed throughout the system, many of which are privately owned and maintained.

~~The City participated, along with other Kitsap County jurisdictions, in the development of technical design standards to aid in implementing Low Impact Development (LID) techniques. These LID techniques emphasize storm water management methods that reduce impervious areas, retain vegetation and maximize on-site infiltration. The Kitsap Home Builders Association (KHBA) led the LID standard development process, under a grant agreement with the Washington State Department of Ecology. The City adopted the *Low Impact Development (LID) Guidance Manual – A Practical Guide to LID Implementation in Kitsap County*, in May 2009.~~

~~The 2008 Storm Water Management Plan completed an evaluation of the City's existing system. Primary deficiencies consist of localized flooding problems and compliance with NPDES Phase II permit record keeping and program administration requirements. The capital improvement projects identified in the 2025 Storm Water facility list of projects have been identified to address these deficiencies.~~

~~*2025*~~ *2036* *Storm Water Management Facility Improvements*

~~Improving the City's Storm Water Management system applies to collection, conveyance, quantity control and quality control. Improving collection and conveyance generally means constructing new pipes or replacing existing structures or ditches with larger pipes or culverts. Improving Storm Water quantity control means constructing new detention or retention facilities. Improving Storm Water quality generally consists of constructing wet ponds, biofilters or mechanical structures to filter or otherwise remove sediments, oils or other potential contaminants prior to discharge.~~

The storm water capital improvement projects (CIP) identifies the specific facilities, priorities and costs of capital projects that address and implement identified needs, goals and policies.

Projects in the CIP were identified through the 2016 Storm Water Comprehensive Plan update process. Specific projects were developed to address each of the high priority sub-basins identified via the watershed assessment. The combined list of existing CIP projects and proposed priority projects were then screened, compared, and rated relative to a set of criteria that included water quality, flood control, habitat, and community development criteria.

Projects were then prioritized as either high, medium, or low based on scores. Project prioritization will be reviewed and revised annually based on new information, funding availability, and specific project needs.

Following project identification and prioritization, the CIP implementation program was developed that considered project cost, potential funding source, and project timing. Project costs are based on planning level estimates that reflect concept design level information. Project funding assumptions reflect that capital funding is expected to be in the range of $2.0M per year, with approximately 25% funded with utility rates and fees, and 75% funded with grants.

Restore South Fork Dogfish Creek Near 8th Avenue

The South Fork of Dogfish Creek downstream of 8th Avenue frequently floods **due to**, ~~causing water to flow across private property and the Public Works maintenance yard. Attempts to control the flooding with sandbags have not been successful~~. **u**pstream erosion **that** has resulted in channel aggradation, which creates a shallow and flat channel that is not able to convey peak flows. ~~Both stream channel re-grading and construction of side berms will be required to control peak flows~~. This project will consist of **restoring 525 feet of degraded stream and 36,750 square feet riparian buffer between 8th Avenue and Centennial Park. The project will construct bioretention facilities to treat run-off from the existing Public Works site and portions of Lincoln Road, 8th Avenue, 7th Avenue and Iverson Street. The existing detention pond at the Poulsbo Library will be retrofit into a treatment wetland, and a new treatment wetland would be constructed for runoff from SR 305 and portions of adjacent commercial development.** ~~re-construction of the stream channel to its original location away from the edge of the maintenance building, and replacement of the undersized culvert under 8th Avenue to prevent flooding of the street.~~

8th Avenue Culvert Replacement

This project will replace the existing undersized 24-in diameter pipe under 8th Avenue with a new 12-ft wide concrete box culvert.

South Anderson Parkway Retrofit

The south Anderson Parkway retrofit will complement the retrofit of the main Anderson Parkway parking lot that occurred in 2010. The project will retrofit the existing 0.65 acre parking lot with pervious pavement and modular wetland system, and will replace an undersized 12-in diameter outfall conveyance pipe with new 18-in diameter pipe.

Poulsbo Creek Outfall Rehabilitation

The existing outfall pipe is corroded and has collapsed in places. This project will replace the corroded metal splash pad and outfall pipe with concrete splash pad and energy dissipater. The existing culvert will be lined from the outfall to Lions Park and new catch basin control structure will be installed. The project will also install habitat features at the outfall channel for mitigation, and will convert the existing ditch on Fjord Drive to a bioretention swale.

West Poulsbo Park/Viking Avenue Regional Treatment Facility

The south central Viking Avenue basin discharges untreated storm water from a relatively large impervious area. This project will construct a regional treatment

facility for the 60-acre urban basin consisting of bioretention, high performance media filter and a constructed wetland. It will also improve capacity of the conveyance system. The project includes acquisition of a 3-acre waterfront property for the site of a future storm water park.

Ridgewood/Kevos Pond Basin Drainage Improvements
Undersized pipes and conveyance systems result in localized flooding and drainage problems. This project will replace undersized 12-inch diameter storm drains with 18-inch diameter storm drains and modify existing control structure to improve conveyance and reduce flooding. It will also replace existing drainage ditch on Norrland Court with new 18-inch diameter storm drain, and construct bioretention cells to improve water quality.

Fjord Drive Water Quality and Habitat Improvements
Fjord Drive and associated shoreline areas experience water quality and erosion problems due to untreated storm water discharges and deteriorated outfall structures. This project will consolidate three outfalls between 6th Avenue and Oyster Plant Park and install a new Modular Wetland System for treatment. It will also modify the storm collection system between 9th Street and east City limits and install a Modular Wetland System and Filterra vaults at the corner of Holm Court and Fjord Drive. The project will stabilize eroding shoreline and outfall energy dissipaters at multiple locations using soft armoring techniques.

Replace Bjorgen Creek Culvert
The existing culvert under Storhoof Lane is undersized and creates a fish passage barrier due to elevation drop at the downstream end of the culvert. This project would replace the existing 36-inch culvert with a 12- foot wide bottomless box culvert.

Community Bioretention Program
The community bioretention program is a collaborative partnership between the City and Kitsap Conservation District to site, design and construct bioretention facilities in the City of Poulsbo. Projects would be constructed at multiple locations over a period of several years.

Fjord Drive Drainage and Water Quality Improvements
This project would replace 700-ft of deteriorated 8-inch diameter concrete pipe between Hostmark Street and Harrison Street, and would install a Modular Wetland System to treat 0.5-acres of City Street. The project would also replace the existing 12-inch diameter outfall with a concrete energy dissipater structure.

Repair American Legion Park outfall
The outfall structure at the north end of the American Legion Park is eroded and in jeopardy of collapsing into Liberty Bay. Further erosion of the steep bank will result in risk to the outfall structure and additional erosion of the park property. This project will stabilize the bank and replace the outfall pipe.

Deer Run Pond and Swale Retrofit
The existing storm water treatment system for the Deer Run development is undersized and eroding. This project will retrofit the existing detention wet pond and bioswale to increase capacity, reduce erosion and improve water quality treatment.

Replace Storm Drain of 10th Avenue
The existing storm main that runs across property located at 1858 10th Avenue NE is undersized and needs to be replaced. This project would replace the existing storm drain with a new larger capacity pipe.

Anderson Parkway Outfall Capacity Improvements
The existing north outfall at Anderson Parkway that serves much of the downtown area is undersized for flows from peak rain events. This project will provide a new 18-inch diameter storm drain and outfall from Jensen Way to the existing outfall location near the Park gazebo. The project will also stabilize the armored slope and install flow splitter at Jensen Way.

Glen Haven Storm Drain Replacement
This project will replace the existing corroded and undersized 12-inch diameter storm drain from Mesford Street to Wilderness View with a new 18-inch diameter storm drain.

Noll Road Improvements
Noll Road will be improved for vehicles, non-motorized users and stormwater management between SR 305 and Lincoln Road over an approximate six year period. The storm water portion of the project will retrofit the existing and future roadway with new treatment and detention facilities.

Poulsbo Village/7th Avenue Regional Facility
The Poulsbo Village basin is largely developed and discharges untreated stormwater to the South Fork of Dogfish Creek. This project would construct a regional treatment facility for the basin consisting of a detention pond and high performance media filter or constructed wetland. It would also modify the existing conveyance system and acquire property needed to support construction of the facility.

North Kitsap School District Campus Retrofit
The upper segment of Bjorgen Creek below the NKSD has been degraded due to untreated storm water discharges. This project would construct regional treatment facilities on the NKSD property for a 76-acre urban basin that includes both the NKSD and residential areas. Treatment facilities may consist of a combination of bioretention, high performance media filter and a constructed wetland. The project will also improve capacity of conveyance system to alleiviate localized flooding during high intensity storm events.

Front Street Retrofit
This project would retrofit Front Street between 3rd Avenue to the south and King Olaf parking lot to the north by installing bioretention cells using Filterra media at crosswalk bulb outs and existing planting strips. The project would also realign the intersection of Front Street and Jensen and create an area to construct a small scale stormwater park.

Torval Canyon Water Quality Retrofit
This project would retrofit portions of Torval Canyon Road with Modular Wetland Systems and Filterra vaults. It would also modify the storm collection and conveyance system to direct flows to treatment devices.

Poulsbo Place Water Quality Retrofit
Storm water runoff from Poulsbo Place is largely untreated. This project would retrofit the Poulsbo Place development with Modular Wetland Systems and Filterra vaults and modify the storm water collection and conveyance system to direct flows to treatment devices.

~~**New 18" storm drain east side of Viking Avenue**~~
~~A storm drain discharges water to a ditch behind Shoomadoggie's business on the east side of Viking Avenue. The ditch runs about 90 feet and then enters a storm drain through a trash barrier. This barrier and storm drain become easily plugged, causing flooding on the Liberty Bay Condominium property below. This project consists of replacing the open ditch with a new 18-inch PVC storm drain and two new catch basins, connecting one existing catch basin in the adjoining parking lot to the new catch basin and storm drain, and connecting the other drains to the second new catch basin.~~

~~**Fjord Drive Bank Repair – Phase 1**~~
~~Storm Water has sheet-flowed off the edge of Fjord drive north of the Poulsbo Yacht Club, which has contributed to failure of the steep slope up to the edge of the paved roadway. This project would install a curb to prevent sheet flow and soil saturation, and would include erosion control mats and planting to stabilize eroded soil. This project would provide minimum repair pending a more permanent solution.~~

~~**Replace Storm Drain in Wendy Way**~~
~~The existing 12-inch storm drain through the Royal Viking Mobile Home Park does not have sufficient capacity to convey storm flows from the housing areas located to the north. During heavy storm events, water floods private property and travels as sheet flow down Wendy Way. This project consists of replacing 700 feet of 12-inch storm pipe with new 18-inch pipe. Replacement of the catch basins is likely not required. This project must be accomplished prior to replacing the drainage ditch in the three yards of the homes located on Norrland Lane (see project below).~~

~~**Replace Norrland Lane Drainage Ditch**~~
~~Storm water from Lincoln Road and a drainage system north of Lincoln Road both discharge to a ditch located behind three homes on Norrland Lane. This 90-foot ditch~~

~~enters an 18-inch storm drain and then flows through Norrland lane to Wendy Way in the Royal Viking Mobile Home Park. The installation of the detention structure in Lincoln Road and the associated discharge to this ditch exceeds its original design capacity. Flooding of the crawl space has occurred on occasion. This project consists of increasing the drainage capacity by installing 90-feet of 18-inch diameter PVC pipe. This project cannot be accomplished until the Wendy Way storm drain is increased to 18 inches.~~

~~Replace Storm Drain West of 10th Avenue~~

~~The existing storm main that runs across the property located at 1858 10th Avenue NE is undersized and needs to be replaced. An attempt was made in 2001; however, flooding problems persist due to inadequately sized pipes or blockage. Camera inspection is not possible due to access constraints. This project would replace the existing storm drain with a new large capacity pipe.~~

~~Repair American Legion Park outfall~~

~~The outfall structure at the north end of the American Legion Park is in jeopardy of collapsing into Liberty Bay. Further erosion of the steep bank will result in risk to the outfall structure and additional erosion of the park property. This project will stabilize the bank and replace the outfall pipe~~.

~~South Fork of Dogfish Creek Regional Detention Facility, Phase 2~~

~~Undetained run off from impervious surfaces in the upper South Fork of Dogfish Creek has contributed to stream erosion, water quality degradation and downstream flooding. Phase 1 of the regional detention project was implemented in 2006, with construction of a 60,000 cubic feet underground detention structure on the NKHS property. Phase 2 of the regional detention facility would consist of collection system improvements in the vicinity of Hostmark Street and Caldart Avenue.~~

~~South Fork of Dogfish Creek Enhancement, 7th Avenue to Liberty~~

~~The South Fork of Dogfish Creek passes through a degraded channel and two metal culverts, which do not adequately carry the peak storm flows of the creek, contribute to flooding and present a barrier to fish passage. This project consists of replacing the two culverts with larger culverts that will convey peak flows and be more conducive to fish passage. This project would also restore the degraded channel between 7th Avenue and Liberty Road by removing invasive vegetation and providing habitat structures.~~

~~South Fork of Dogfish Creek Enhancement, Wilderness Park~~

~~This project consists of stabilizing and restoring the incised stream channel within the City's Wilderness Park. Undetained flows have created head cutting in the channel, resulting in a stream channel that is heavily eroded in places. This project would consist of installing grade control wiers and vegetation in eroded bank areas.~~

~~Viking Avenue Regional Detention Facility~~

~~Storm water from the Viking Avenue area north of Finn Hill Road discharges untreated to Dogfish Creek. This project consists of constructing a water quality and retention/detention system, using Low Impact Development (LID) techniques~~.

~~**South Viking Avenue Regional Detention Facility**~~
~~Storm water from the Viking Area south of Finn Hill Road discharges untreated to Liberty Bay. This project consists of constructing a water quality and retention/detention system, using LID techniques.~~

~~**Noll Road Regional Water Quality and Detention Facility**~~
~~Storm Water from Noll Road and other adjacent impervious areas currently flows untreated and undetained, and discharges to Bjorgen Creek. This contributes to potential release of sediments and contaminants. This project would construct a two cell wet pond for water quality improvements, and a detention pond to reduce the rate of discharge. Both facilities are assumed to be located in the south Noll Road area.~~

~~**Fjord Drive Repair and Storm Water Treatment, Phase 2**~~
~~This project would route storm water from the slope failure area to a new treatment facility prior to discharge to Fjord Drive. A new retaining wall would also be constructed to stabilize the failed high bank slope.~~

~~**Fjord Drive Shoreline and Drainage Repair**~~
~~Portions of the shoreline along Fjord Drive between 6th Avenue and the city limits have eroded and threaten the street. This project consists of constructing new storm drains, installing curbs and catch basins, and planting vegetation to stabilize eroded areas.~~

~~**Replace Bjorgen Creek Culvert**~~
~~The existing culvert, under an easement south of Noll Road, is undersized and creates a fish passage barrier due to elevation drop at the downstream end of the culvert. This project would replace the existing 36-inch culvert with a 10 foot wide bottomless arch-type culvert.~~

~~**Haugen Street Storm Drainage System**~~
~~Due to the lack of a storm collection system, flooding occurs during heavy storms near Haugen Street in the vicinity of 8th Avenue, 9th Avenue, and Torgeson Avenue. This project would install new collection pipes to intercept runoff and convey flows to the 6th Avenue storm sewer. A control structure to bypass high volume storms would also be required.~~

~~**Anderson Parkway Stormwater Retrofit**~~
~~Anderson Parkway is one of the most significant sources of stormwater pollutant loading to Liberty Bay. Sampling conducted by the Kitsap County Health Department and the Department of Ecology have indicated high levels of bacterial loading from the Anderson Parkway Basin. This project will replace the aging storm system and provide water quality treatment per 2005 Department of Ecology stormwater management standards.~~

Storm Water Facilities Funding Strategy

Funding the Storm Water facilities' capital improvements comes from the Storm Utility Enterprise Fund, which is intended to be self-sufficient. Revenue is from monthly rates from both residential and commercial users, **and grants from state and federal**

agencies. These revenue sources fund the utility's operational expenses, maintenance and capital improvements.

The Storm Water utility expenditures cover all costs associated with operating and maintaining the storm water utility. This includes program administration, and repair and maintenance of the system. It also covers the costs of capital expenditures, which includes the purchase of equipment to maintain the system, costs to replace deteriorated pipes, culverts, or other components; and costs to install new components to better manage storm water (**bioretention facilities,** detention ponds **and other BMPs)** ~~or underground vaults~~), or to meet new ~~environmental~~ **regulatory** requirements.

The **2016** ~~2008~~ Storm Water **Comprehensive** ~~System~~ Plan provides~~d~~ a financial analysis of the Storm Water utility's anticipated monthly rate revenues and projected operational **and capital** expenses over a six-year period. Given the existing capital and operating fund reserves **and capital grant funding assumptions**, existing rates **(increased in 2014)** and future revenues are adequate to support the operations and maintenance program required under the NPDES. ~~as well as implement a baseline 6-year CIP~~. Under this scheme, revenues are sufficient to cover expected costs during the 6-year CIP timeframe, with no substantial increase in rates; **however, a new storm water General Facility Charge – similar to what the City charges for water and sewer - was implemented in 2016.** ~~In 2008, however, an annual adjustment to CPI was authorized.~~

NPDES permit compliance requirements obligate the City to implement expanded operations, maintenance, **regulation** and education elements, which **will continue to** ~~are likely to further~~ increase **program and O&M** costs and decrease revenue that could be available for capital projects. Full implementation of the **2036** ~~2025~~ Storm Water Facilities project list will need additional funding **and successful grant fund awards**. **It is realistic to assume that** T~~his will realistically result in the need to increase~~ storm water utility rates **will likely increase** in the future. **The Storm Water functional plan 6-year update cycle will continue to evaluate the utility's financial plan and will identify the time when increased rates is necessary.** ~~The next Storm Water functional plan update will to thoroughly assess this situation and alert the City when the need for increased rates is necessary.~~

12.9 Transportation System

The City of Poulsbo **2016** ~~2006~~ Transportation Plan Update **(TPU)** (Appendix B-4 of this Comprehensive Plan) provides the **basis** ~~analyses~~ for this section **of the Capital Facilities Plan**. ~~which is based on information from the Poulsbo Traffic Study Final Report – Phase 1 + Phase 2, prepared by David Evans and Associates. (October 2004~~). The Transportation Plan Update has been developed to fit within the City of Poulsbo's Comprehensive Plan update process and is intended to meet the transportation requirements of the Growth Management Act. The ~~2006~~ **2016** Transportation Plan Update includes an existing system evaluation; growth and transportation demand forecast; future transportation needs assessment; necessary facility improvements; and implementation/funding strategies.

The GMA requires that a comprehensive plan include an evaluation of existing transportation conditions in light of the adopted standard level of service (LOS). This is to identify the existing deficiencies resulting from past growth, before planning of improvements needed for future growth. This analysis was completed in the **2016** ~~2006~~ Transportation Plan Update. The following is the summary from that analysis:

- Transportation level of service is graded from A (very good) to F (failing). In Poulsbo, the desired LOS is **D** ~~C or better as a goal~~, but level E is permitted before improvement**s** **are required.** ~~is necessary~~. For intersections, Poulsbo uses a method based on the average amount of delay per vehicle using the intersection in peak hours. This method measures congestion. For road sections between intersections total traffic volume is compared to the road's capacity, with adjustments for the classification of each road, and for compliance with design standards. If the road does not meet urban design standards (particularly sidewalks and shoulders), the allowable capacity is reduced. This measures the ability of the entire road corridor to safely provide for pedestrian and bicycle needs along with vehicular travel.

- ~~Several~~ **Only one** existing deficiencies **was** ~~were~~ identified **in the 2016 TPU** based on the LOS standards **The only roadway segment to operate at a LOS F in the existing condition is Viking Way from the south county line to Bovela lane (or about a 0.5 mile section of roadway).**. ~~Most will be corrected by currently funded city or state improvement projects. Two deficient locations remain, but these will benefit from the SR 305 improvements and should be reevaluated after traffic through the downtown area has had time to adjust. No further action is required for existing deficiencies.~~

- **Under 2036 future conditions, it is predicted that 12 segments will be deficient (i.e. projected to carry higher traffic loads than the available capacity). There are also 10 intersections with entering volumes or geometric constraints that will likely result in operations that fall below LOS standards in 2036 without improvements. For locations with future deficiencies, improvements and strategies are identified in the 2016 TPU that provided the needed capacity and transportation demand management to meet the City's adopted transportation LOS.**

- Road projects that are funded and certain to be completed within six years were treated as if existing, for the purpose of this evaluation. Committed improvements include the **Noll Road extension project,**~~SR 305 widening project,~~ ~~sidewalk~~ improvements on several downtown area roads, ~~extension of 3rd Avenue from Jensen to Iverson behind the post office~~, and **non-motorized** ~~sidewalk~~ improvements on **Finn Hill Road**. ~~Caldart Avenue and Mesford Street~~.

In projecting future growth impacts, the City's transportation consultant – **Parametrix and** David Evans and Associates – created and calibrated a traffic forecasting model for

Poulsbo and surrounding areas. Using this model, the increase in travel demand was assigned to Poulsbo's road network to identify future conditions and evaluate future improvement needs.

The model identified that in order for Poulsbo to serve the projected ~~2025~~ **2036** travel demand and comply with LOS standards, transportation improvements will be needed. Some forecast needs cannot easily be solved by adding capacity, and ~~should~~ **are** instead ~~be~~ dealt with by efforts to reduce travel demand or reroute the demand to other locations. In summary, the transportation improvements necessary to accommodate the City's ~~2025~~ **2036** **transportation** population forecast include:

- **Nineteen projects will add sidewalks, turn lanes, bicycle lanes, and otherwise upgrade existing roads. These projects will assure that all arterials and collectors and sub-collector roads provide adequately for pedestrians and bicycles as well as motor vehicles. These projects will be implemented as expected growth occurs.**
- **Twenty-two projects will add new roadway segments of various lengths. These projects add new connections in growing areas and efficiently route traffic from neighborhoods to the arterial network.**
- **Ten projects will improve the capacity of intersections through signalization, channelization, roundabouts, and two-way or all-way stop controls.**
- Locations where capacity improvements are not feasible, alternative strategies for Transportation Demand Management (TDM) should be pursued.
- ~~Projects to add sidewalks, turn lanes, bicycle lanes and otherwise upgrade existing roads.~~
- ~~Projects to add new roadway segments of various lengths. These projects add new connections in growing areas, to efficiently route traffic from neighborhoods to the arterial network.~~
- ~~Projects to improve the capacity of intersections with signalization, channelization, roundabouts, and two-way or all-way stop controls.~~
- ~~Routes were identified where reclassification may be appropriate to best reflect the future use of those roads.~~

These ~~recommended~~ improvements would be implemented gradually, as growth occurs. The actual timing of needs may take more or less than the 20-year planning horizon assumed.

~~*2025*~~ *2036 Transportation Facility Improvements*

For most locations with future deficiencies, improvements were defined that provide the capacity needed. Many of the improvement projects on existing roads provide for upgrading to full design standards, such as adding sidewalks and other urban features that are part of the City's street design standards but missing or only partly found on existing older roads. Turn pockets or turn lanes are added where needed. No new general traffic lanes for through travel were added to any existing arterial corridor. ~~(However, at the interchange of SR 3 and Finn Hill Road, two through lanes should be added on Finn Hill for adequate operation of a series of coordinated and interconnected signals).~~

New roads are added to the system at the level of collector **or** arterial~~s or sub-collector~~ roads. These new ~~road~~ connections are essential to the orderly development of the City – first to provide for access to developing land parcels, and secondly to provide for efficient circulation within larger sub-areas. These new roads provid**e**~~ing~~ more direct paths, **and** also minimize emergency vehicle response time. Without the proposed new road connections ~~between neighborhoods~~, some affected areas would suffer longer response times by first responders.

In a few places, **adding extra lanes to** directly serv**e**~~ing~~ the forecasted traffic growth, ~~by adding extra lanes,~~ would **likely mitigate** ~~appear to solve the~~ **a** capacity deficiency, but that action is not recommended, either for economic, topographic or environmental reasons (such as Front Street through downtown Poulsbo.) **In this case, t**he cost of building a wider road would be unacceptably high due to the high cost of acquiring right-of-way through an already built area. **The social and environmental costs of such widening would also be unacceptably high.** For those situations, **including** alternative strategies for travel demand management are recommended instead **of capacity improvements.**

Mitigation Options

There are generally three strategies for addressing LOS deficiencies identified in the **2036** ~~2025~~ Forecast model. These are defined as follows and detailed below:

- Add transportation facilities to serve forecast travel demand.
- Apply TDM **or Transportation System Management (TSM)** strategies to divert excess traffic away from problem areas.
- ~~Relax~~ **Reduce** the City's transportation **LOS** ~~service~~ standards.

A combination of the first two strategies ~~was found to be~~ **is** adequate to meet ~~most of~~ the ~~2025~~ **2036** identified deficiencies ~~due to~~ **associated with** allocated growth. ~~Other remaining deficiencies could be addressed initially by a "wait and see" position, or reclassification of some sub-collector roads if necessary, near the end of the 20-year planning period.~~ There is no need to consider lowering the adopted transportation **LOS** ~~level of service~~ standard~~s~~ until after TDM strategies have been fully **implemented and** tested ~~at some future date~~.

Add Transportation Facilities

Table CFP-5 below indicates the improvements to existing roadway segments to correct potential service deficiencies, and other identified transportation system improvements.

Table CFP-5 ~~2025~~ 2036 Required Transportation Improvement Projects

Road Classification	Name	From	To	Improvement Needed
Commercial ~~Sub-collector (reclass as~~ Collector~~)~~	10th Avenue	600 feet north of Liberty	Liberty	Turn Lane Sidewalks

Road Classification	Name	From	To	Improvement Needed
Commercial Collector ~~Arterial~~	8th Avenue	Hostmark	7th Avenue	Sidewalks one side; Resurface; Widen
Neighborhood ~~Sub- collector (reclass as~~ Collector~~)~~	Pugh	Lincoln	City Limits	Sidewalks; Resurface
~~Minor Arterial~~	~~Lincoln~~	~~Laurie Vei Loop~~	~~UGA Boundary~~	~~Left-turn lane; Sidewalks; Bike lanes;~~
Neighborhood ~~Sub-~~ Collector	Mesford	20th Avenue	Noll	Sidewalks; Widen; Overlay
Minor Arterial	Hostmark	4th Avenue	6th Avenue	Sidewalks; Resurface
Neighborhood ~~Sub-~~ Collector	Caldart	Hostmark	Gustaf	Sidewalks; Resurface
Residential ~~Sub-~~Collector	11thAvenue	Hostmark	Sol Vei Way	Sidewalks
~~Collector~~ **Minor** Arterial	Noll Road	~~SR 305~~ **Storhoff Lane**	~~NK School Property~~ **Mesford**	Turn lanes; **shared use path**~~Sidewalks; Thru lanes; Bike lanes~~
Neighborhood ~~Sub-~~ Collector	4th Avenue	Iverson	Torval Canyon	Sidewalks; Resurface
Minor Arterial	Finn Hill	W. City Limits	Olhava Way	Sidewalks; Widen; Bike lanes; Resurface
~~Minor Arterial~~	~~Finn Hill Road~~	~~Olhava Way~~	~~Rasmussen Court~~	~~Add through lanes, Signal coordination; TDM Strategy~~
Residential Collector ~~Local Access (reclass as Commercial Sub-Collector)~~	Liberty Road	Viking Way	New Road "M"	Sidewalks; Resurface
Local Access ~~(reclass as Commercial Sub-Collector)~~	Bernt Road	SR 307	Little Valley Road	Non-motorized improvements*; Resurface
Minor Arterial ~~Local Access (reclass as Neighborhood Sub-Collector)~~	Johnson Road	SR 305	Sunrise Ridge extension	Sidewalks; Resurface; Bike lanes
Neighborhood Collector ~~Local Access – Residential Access~~	Hamilton Court	Jensen Way	1st Avenue	Pavement restoration, sidewalks, drainage
Local Access- Residential Access	Little Valley	Forest Rock Lane	UGA Boundary	Sidewalks; Resurface

Road Classification	Name	From	To	Improvement Needed
~~Commercial Sub-collector~~	Road			
Sidewalks*	4th Avenue	Iverson Street	Hostmark Street	**Sidewalk,** Removal and reconstruction
Sidewalks*	Lincoln Road	Hostmark	SR-305	Removal and reconstruction
Sidewalks*	3rd Avenue	Iverson	Hostmark	Sidewalk one side; Bike lane; Resurface
Non-motorized Project*	Liberty Bay Waterfront Trail	American Legion Park	Nelson Park	Trail

*Source: Table **12** ~~15~~ ~~2006~~ **2016** Poulsbo Transportation Plan Update; ~~revised and updated 2012 annual comprehensive plan amendment~~*

** Funding for sidewalks **may be** ~~will be~~ from the City's pedestrian improvement fund; non-motorized projects funding through state and federal grants, other agency participation, and developer agreement.*

*(Note: Not shown are other segments that were found to be potentially deficient by ~~2025,~~ **2036** but the forecast growth cannot be reasonably served by expansion of existing facilities. These are identified in Table CFP-8 as travel demand management strategies. This is discussed further in the following section.)*

Most of the road segment improvements consist of adding turn lanes, ~~median~~ **center two way left** turn lanes, sidewalks, and bicycle lanes. Some roads will also require reconstruction of obsolete pavement. ~~A significant emphasis is placed on~~ **C**ompletion of sidewalks **is also identified** to satisfy the ~~proposed~~ segment-based LOS policy. Without sidewalk improvements on many streets, the additional traffic impacts caused by new developments would create unsafe conditions for pedestrians. The City's design standards require sidewalks on all roads. The segment-based LOS policy enforces the requirement to add sidewalks on older rural roads as a condition for carrying the increased volumes due to urban growth.

Table CFP-6 shows the new roadway segments that are recommended for consideration by ~~2025~~ **2036.** All projects shown in this table have been designated for funding by developments since they serve the purpose of providing access to and through undeveloped land. Locations of new roadways and roadway improvements are shown in Figure TR-**3** ~~2~~, located in the Transportation Chapter in Section 1 of the Comprehensive Plan.

Table CFP-6 ~~2025~~ 2036 Required New Roadway Segments

Road Classification	Name	From	To
Commercial **Collector** ~~Access~~	New Road "Z"	Forest Rock Lane	10th Avenue

Road Classification	Name	From	To
Neighborhood ~~Sub-~~Collector	Forest Rock Extension	Caldart Avenue	Pugh
Residential ~~Sub-~~Collector	Mesford Extension	Gilmax Lane	Caldart
Residential ~~Neighborhood Sub-~~ Collector	New Road "W"	Baywatch Court	Johnson Road
~~Neighborhood Sub-Collector~~ **Minor Arterial**	New Road "X"	Johnson Road	Noll Road
Residential Collector	Sunrise Ridge Extension	Existing End	Johnson Road
Neighborhood Collector ~~Collector Arterial~~	Olhava E Street	Existing End	Urdahl
Neighborhood Collector ~~Collector Arterial~~	New Road "M"	Finn Hill Road	Viking Way
Neighborhood ~~Sub-~~Collector	New Road "N"	Rhododendron	Urdahl
Neighborhood ~~Sub-~~Collector	New Road "K"	New Road "M"	West UGA boundary
Neighborhood Collector ~~Commercial Sub-Collector~~	Vetter Road Extension	Vetter Road (existing)	SR 305
Residential ~~Sub-~~Collector	12th Avenue	Existing End	Genes Lane
Residential ~~Sub-~~Collector	New Road "L"	Viking Avenue @ Liberty Shores	New Road "M"
Residential ~~Sub-~~Collector	Laurie Vei Extension	Laurie Vei Loop	Caldart
Residential ~~Sub-~~Collector	12th Avenue	Existing End	Lincoln
Neighborhood Collector ~~Residential Sub-Collector~~	Langaunet/ Maranatha	Mesford	Lincoln
Residential Sub-Collector	New Road "Q"	Langaunet	Noll Road (E-W)
Residential ~~Sub-~~Collector	New Road "R"	Noll Road @ Mesford	Hostmark Street
Residential ~~Sub-~~Collector	New Road "S"	Noll Road @ Soccer Fields	New Road "R"
Residential ~~Sub-~~Collector	New Road "Y"	New Road "S"	New Road "T"
Residential ~~Sub-~~Collector	New Road "T"	Noll Road @ Thistle Ct.	Noll Road @ Heron Pond Ln.
Residential ~~Sub-~~Collector	New Road "U"	Bjorn Street	New Road "T"

*Source: Table **13** ~~15~~ ~~2006~~ **2016** Poulsbo Transportation Plan Update ~~+ City of Poulsbo Engineering Department~~*

Table CFP-7 shows the improvements to existing intersections that are recommended for consideration by **2036**. ~~2025~~. ~~Intersection improvements are of two general types: signalization or geometric changes~~. Each intersection will require improvements to operate satisfactorily in the 20-year future, but a traffic signal is not always the right tool.

For several locations, other choices should be evaluated, such as roundabouts, four-way stops, or reconfiguration of street connections.

Table CFP-7 2036 Required Intersection Improvement Projects

Location	Improvement Needed
Finn Hill at Rude and Urdahl	Intersection Control/Signal
~~Finn Hill at SR 3 Southbound Ramp*~~	~~Signal, Through Lanes~~
Hostmark at 8th Avenue	Intersection Control/Turn Lanes
~~Lincoln at Noll Road~~	~~Roundabout~~
~~Lincoln at 10th Avenue~~	~~Signal~~
SR 307 at Bernt Road	Channelization
Vetter Extension at SR 305	Channelization
~~Hostmark at Caldart~~	~~Channelization~~
Lincoln at Pugh	Signal, Channelization
Finn Hill at Rasmussen Court	Signal, Channelization
Finn Hill at New Road "M"	Signal, Channelization
Viking Way at Stendahl Court Extension	Signal, Channelization
Noll Road at Mesford	**Mini-roundabout**
Noll Road at Hostmark	**Signal, Channelization**

*Source: Table **14** ~~17~~ – **2016** ~~2006~~ Poulsbo Transportation Plan Update~~+ City of Poulsbo Engineering Department; revised and updated 2012 annual comprehensive plan amendment~~*
~~* Funding for the Finn Hill/SR3 signal will be in conjunction with WSDOT.~~

Analyses completed in the ~~2006~~ **2016** Poulsbo Transportation Plan Update indicate that with these ~~2025~~ **2036** Transportation Facilities Improvements implemented in a timely manner, the transportation facilities in all **areas except those with TDM strategies** ~~but the Old Poulsbo Subarea~~ will be able to accommodate the forecasted ~~2025~~ **2036** demand and meet desired transportation ~~service~~ **LOS** standards.

Apply Transportation Demand Management Strategies

In those situations where it is not physically possible, economically viable, or socially desirable to meet forecast growth by adding new capacity (e.g., new lanes) in the same location where the demand appears, an alternative strategy **is** ~~may be~~ to divert **or manage** the forecast**ed** traffic growth **by re-directing** to other **facilities or provide transportation systems that encourage and support other transportation modes such as public transit and non-motorized paths, trails, and bike lanes.** ~~possibilities elsewhere.~~

Collectively, such strategies are described as Transportation Demand Management **(TDM).** The **central goal of TDM** ~~concept~~ is to reduce the demand instead of increasing the supply. Some common examples of TDM are:

- Speed humps, bumps, chicanes, and other traffic calming devices to discourage through traffic;
- All-way stop controls to favor local turning movements over through movements;
- Signal timing strategies that favor certain movements over others;
- Increased transit operations to provide an alternative to automobile travel;

- **New non-motorized facilities such as shared use paths, bike lanes and sidewalks;**
- Support for carpooling and vanpooling to reduce commute trips by automobile;
- Provision of continuous high-quality pedestrian and bicycle networks through the affected area; and
- Provision of increased capacity and better continuity on alternative routes.

The roadway segments shown in Table CFP-8 are also expected to have transportation deficiencies by **2036** ~~2025~~, but it **does not** appear~~s~~ ~~un~~feasible to **increase capacity at** ~~widen~~ those locations **due to a variety of economic, social and environmental factors.** ~~to provide more capacity.~~ TDM strategies are the desired approach to address the expected transportation deficiencies. The roadway segments are identified, acknowledging that TDM strategies impact traffic patterns for a larger vicinity. The City's approach is to apply TDM strategies to a geographic area and monitor results.

Table CFP-8 ~~2025~~ 2036 Segments and Intersections for Transportation Demand Management

Classification	Street
~~Upper Eastside Poulsbo~~ Roadway Segments	
Minor Arterial ~~Neighborhood Collector~~	**Front Street, from Bond Road to Sunset** ~~Caldart Avenue~~
Residential Collector ~~Neighborhood Collector~~	**Torval Canyon, from Front Street to 4th Avenue** ~~Mesford Road~~
Minor Arterial ~~Neighborhood Collector~~	**Viking Way, from south city limits to Bovela Lane** ~~Pugh Road~~
Minor Arterial ~~Neighborhood Collector~~	**Lindvig Way, from Viking Way to Bond Road** ~~Forest Rock Lane~~
~~7th/10th Avenue Corridor~~ Intersections	
Minor Arterial	Lincoln at 8th Avenue~~/Iverson Street~~
Minor Arterial	**Front Street at Torval Canyon, Jensen Way and Fjord/Hostmark**
Minor Artrial	**Lindvig Way at Viking Way and Finn Hill Road**
Commercial Collector	Liberty at 7th ~~and 10th Avenue~~
Commercial **Collector** ~~Sub-collector (reclass as Collector)~~	10th Avenue at Forest Rock Lane
~~Downtown Core~~	
~~Minor~~	~~Front Street~~
~~Commercial Sub-Collector~~	~~Jensen Avenue~~
~~Collector Arterial~~	~~Iverson Street~~
~~North Front Street~~	
~~Minor~~	~~Front Street~~

~~Neighborhood Sub-Collector~~	~~Torval Canyon~~
~~Neighborhood Sub-Collector~~	~~4th Avenue~~
~~Finn Hill~~	
~~Minor~~	~~Finn Hill Road~~
~~Minor~~	~~Lindvig Road~~
Transit Improvements	
Park and Ride	Noll Road
~~Park and Ride~~	~~Viking Avenue~~

*Source: Tables **16 and 17** ~~18 – 2006~~ **2016** Poulsbo Transportation Plan Update; ~~revised and updated 2012 annual comprehensive plan amendment~~*

~~In 2008, the City initiated development of a Traffic Demand Management Study, lead by David Evans and Associates and a citizen review committee. The Study is intended to develop a systematic approach to Travel Demand Management and Transportation System Management techniques and strategies for Poulsbo. A primary goal of the Study is to address the areas in the Old Poulsbo Subarea and the other streets where the LOS cannot be mitigated through increase in capacity. Phase I of the measures recommended by the Traffic Demand Management Study was implemented in 2009 and continue to be monitored.~~

~~**Relax Transportation Service Standards**~~
~~An acceptable balance of transportation facilities and travel demand will be achieved in 2025 by improving facilities and implementing travel demand management strategies. It should not be necessary to relax the City's transportation service standards in the 20-year planning period when these improvements and strategies are implemented.~~

Capital Facilities Plan & Six-year Transportation Improvement Program Coordination

The Capital Facilities Plan Transportation section contains all major capacity, maintenance and safety improvements that have been identified as necessary to maintain ~~Level of Service~~ **LOS** standards ~~and preserve existing transportation infrastructure~~ in the ~~2025~~ **2036**- planning horizon. As additional projects are identified, or projects are completed, the Capital Facilities Plan Transportation section will be updated through the regular Comprehensive Plan amendment process.

The projects listed on the City's annual Six-year Transportation Improvement Program (TIP) are derived **in part** from the project lists (Tables CFP-5, CFP-6, CFP-7 and CFP-8) in the Capital Facilities Plan Transportation section. All projects that are potentially eligible for Federal transportation funding and most sources of funding from Washington State must be included on the Six-year TIP that is submitted to the Washington State Department of Transportation each year. The City's Capital Improvement Program (CIP) contains those projects from the TIP for which funding has been secured or is anticipated with reasonable assurance.

Pavement restoration projects are not listed individually in the Capital Facilities Plan, but are kept on lists maintained by the Public Works Department and reviewed annually during the 6-year TIP and annual budget process. Similarly, minor street maintenance

and restoration projects, as well as minor bicycle facilities installation and pedestrian improvements not connected to a larger plan of improvement or development, are not included in the Capital Facilities Plan if construction costs are generally less than $100,000, and will be programmed through the 6-year TIP and annual budget process.

Transportation Facilities Funding Strategy

Funding for the ~~2025~~ **2036** Transportation Facilities improvements will be through a combination of public and private financing. Primary funding sources include the City's budget, federal and state grants, other state and local agency assistance, property tax revenue, **general obligation bonds,** developer impact fees and developer improvements.

Combined, Table CFP-5 "~~2025~~ **2036** Required Transportation Improvement Projects," ~~and~~ Table CFP-7 "Required Intersection Improvement Projects", **and Table CFP-8 Transportation Demand Management** represent an estimated **$54** ~~$20~~ million of transportation improvements to the City's roadways and intersections:
$31.3 million Transportation Improvement Projects (Table CFP-5), $3.5 million in Intersection Improvement Projects (Table CFP-7), $11.2 million for TDM, Transit and Trail projects, and $8 million for New Road X– Noll Road Extension.

Preliminary roadway segment costs were determined by applying planning level unit costs for required lineal feet of improvements. Specific unit costs for sidewalks, turn lanes, bike lanes, roadway widening and new roadways were developed and applied to the lengths of various improvements required. Preliminary intersection costs were determined by applying planning level unit costs for various intersection improvements. Specific unit costs for signalization, roundabout construction, rechannelization, realignment, and two-way and all-way stop-control were developed and applied to the various intersection locations.

The City anticipates contributing $**54.8** ~~10~~ million through taxes, grants and City revenues over the ~~2025~~ **2036** planning period for the improvements identified. ~~in Tables CFP-5 and CFP-7.~~

Table CFP-9 Transportation Projects Public Funding Sources

Funding Sources	Approximate Funding Available
State/Federal Grants*	**$29,000,000** ~~$4,500,000~~
Traffic Impact Fees ~~Legislative Grants~~	**$16,200,000** ~~$500,000~~
General Obligation Bonds ~~agency assistance~~	**$4,100,000** ~~$500,000~~
~~Engineer Share of~~ Fund **311** ~~101~~	**$5,500,000** ~~$1,000,000~~
~~Banked property tax revenue~~	~~$3,000,000~~
~~Gas tax~~	~~$500,000~~
TOTAL	**$54,800,000** ~~**$10,000,000**~~

Source: City of Poulsbo Engineering and Finance Departments

~~The additional funding need is approximately $10 million to implement the improvements needed for 2025 as identified in Tables CFP-5 and CFP-7. The remaining $10 million will be provided by developer contributions in the form of impact fees.~~

~~In October 2011, the City adopted an ordinance authorizing transportation impact fees imposed on new development. The ordinance was accompanied by a technical document that provided the required analysis to support the imposition of the impact fee. The resulting impact fee was derived to fund the remaining $10 million.~~

Funding for transportation improvements will come also from private funding through improvements paid for by developers. Frontage improvements on City streets will be required for all new development, and therefore are not identified in the facility improvement tables. Projects identified in Table CFP-6 "~~2025~~ **2036** Required New Roadway Segments", ~~which are estimated at $44 million,~~ are necessary due to new residential development in the underdeveloped areas of the City, and therefore will be improved by private developers at the time of project construction. ~~as well.~~ **However, the City has obligated itself to fund and construct New Road X – Noll Road Extension, and this has been included in the identified $54 million of publicly funded transportation projects.**

~~Funding for the TDM projects, as identified in Table CFP-8, will be paid for by the City, other agency assistance, and grants; further, some select TDM projects will benefit from impact fees contributions.~~

Summary

The City of Poulsbo must provide public funding for anticipated road improvements. Funding from the City Budget must be included in the variety of funding sources already identified. The City allocates **26%** ~~36~~% of annual property taxes collected into its street fund and **2.15%** ~~5~~% for street capital projects. In addition, the City has issued general obligation bonds in the past to support transportation capital projects, and it **plans to do** ~~may need to consider~~ ~~doing~~ so again in the future. It is vital that the process is established to review, prioritize and fund the City's capital projects through the 6-year TIP, and that the ~~City Capital Facilities Committee and~~ City Council continue to review annually the revenue identified for transportation capital improvements. If funding shortfall occurs, the options identified in Policy TR-7.3 in the Comprehensive Plan's Section 1 Policy Document must be evaluated. It is therefore in the City's best interest to be vigilant in its review and application of all available transportation facilities funding sources.

12.10 Parks System

The City of Poulsbo Parks Program provides quality recreation opportunities, programs, facilities, parks and open space to the greater Poulsbo citizens. The City has a ~~2006~~ **2016** Parks, Recreation and Open Space Plan adopted to provide policy, acquisition and program guidance for the City's Parks Program. This Plan is included in Appendix B-5, and is adopted in whole. The Urban Paths of Poulsbo Plan (UPP) includes goals, policies,

implementation and financing strategies for non-motorized connections throughout the city. The UPP Plan is included in Appendix B-6 and is adopted in whole.

The City of Poulsbo owns ~~17~~ **20** parks ranging in size from **.24** ~~.84~~ of an acre to **over 36** ~~21~~ acres. The types of parks have been defined into four categories, in part by their size, but also by its intended service area. **Collectively, these parks contain a variety of outdoor recreation facilities, including playgrounds, picnic areas, basketball courts, a recreation center, shoreline access, boat ramps, restrooms, off-leash dog runs, ball fields and natural open spaces with walking paths and trails.**

- Neighborhood Parks are the parks that serve as the recreational and social focus of a neighborhood within the city. **They are designed to serve a radius of less than ½ mile, and the parks themselves are small, averaging 2 acres in size. Neighborhood Parks are usually home to a combination of playground equipment, picnicking and outdoor activity areas. Poulsbo has nine neighborhood parks totaling 19.33 acres.** ~~They are developed for both passive and active recreation. The service radius is under ½ mile, and is usually home to a combination of playground equipment, picnicking and non-organized activity areas. Poulsbo has seven neighborhood parks totaling 13.76 acres. They are:~~
    - ~~Net Shed Park (.84 acre)~~
    - ~~Lions Park (1.2 acres)~~
    - ~~Forest Rock Hills Park (3.1 acres)~~
    - ~~Betty Iverson Kiwanis Park (2.4 acres)~~
    - ~~Austurbruin Park (2 acres)~~
    - ~~Oyster Plant Park (.22 acre)~~
    - ~~Nelson Park (4 acres)~~

- Community Parks are larger in size and serve a broader purpose and population than neighborhood parks. They are developed for both passive and active recreation. These parks may typically include athletic fields, sports courts, trails, playgrounds, open space and picnicking facilities. The service radius is larger – usually ½ to 3 miles. Poulsbo has two community parks totaling **27.07** ~~28.44~~ acres. ~~They are:~~
    - ~~Frank Raab Park (21 acres)~~
    - ~~College MarketPlace Area (5.92 acres)~~
    - ~~Poulsbo Recreation Center (1.52 acres)~~

- Regional Parks are the largest park designation because people will come from many miles to enjoy the park. These parks are often along waterways, and may be in the center of the economic or tourist areas in a city. Poulsbo has **four** ~~two~~ such parks totaling **12** ~~14.38~~ acres. ~~They are:~~
    - ~~American Legion Park (12.88 acres)~~
    - ~~Muriel Iverson Williams Waterfront Park (1.5 acres)~~

- Natural/Open Space parks are natural lands set aside for preservation of significant natural resources, open space and areas for aesthetics and buffering.

These parks are often characterized by sensitive areas, and may include wetlands, slopes, significant natural vegetation or shorelines. Poulsbo has six parks with the natural/open space designation totaling **74.60** ~~55.82~~ acres. ~~They are:~~

- ~~Myreboe Wilderness Park (11.56 acres)~~
- ~~Indian Hills Park (20 acres)~~
- ~~Poulsbo's Fish Park (20.79 acres)~~
- ~~Centennial Park (2.4 acres)~~
- ~~Nelson Park (7 acres)~~
- ~~Hattaland Park (1.5 acres)~~

- ~~The Urban Paths of Poulsbo Plan and maps serve as the 20-year vision for trail acquisition and development. The UPP Plan is included as Appendix B-6 of the Comprehensive Plan. Figure PRO-3 maps the 20-year vision for trails in the City, as identified in the plan. The goal of the UPP Plan is to develop 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. Off-street trails are built in parks, along roads or in old road rights-of-way.~~ **Trails are provided in parks, along roads or in old road right-of-ways.** Most of ~~these~~ **Poulsbo's** trails do not connect, but by adding sidewalks and **other** right-of-ways, a walker can get from one place to another. Connectivity of Poulsbo parks is a priority and a major goal of the City. Poulsbo has **11** ~~9~~ trails totaling **5.59** ~~3.75~~ miles.

Table CFP-10 Poulsbo Park, Recreation and Open Space Inventory

Name of Park	Location	Acres	Park Classification	Existing Amenities
Austurbruin Park	Curt Rudolph Road	4.51	Neighborhood	Picnic area, playground, trails, wildlife habitat, open space
Betty Iverson Kiwanis Park	20255 1st Avenue	2.76	Neighborhood	Picnic area, playground, shelter/gazebo, grills
Forest Rock Hills Park	North end of 12th Avenue	3.11	Neighborhood	Picnic area, playground, trails, grills, plants/wildlife viewing, open space
Lions Park	585 Matson Street	1.2	Neighborhood	Picnic area, playground, restrooms
Poulsbo Pump Track	20523 Little Valley Road	1.82	Neighborhood	undeveloped

Name of Park	Location	Acres	Park Classification	Existing Amenities
Morrow Manor	SE corner of Noll/Mesford	1	Neighborhood	undeveloped
Nelson Park	20296 3rd Avenue	4	Neighborhood	Picnic area, playgrounds, shelter/gazebo, grills, restrooms, trails, plants/wildlife viewing, open space
Net Shed Vista	18500 Fjord Drive	.69	Neighborhood	Picnic area
Oyster Plant Park	17881 Fjord Drive	.24	Neighborhood	Shoreline, small boats launch, picnic area, trails, wildlife viewing
			Total Neighborhood Parks	19.33 acres
College MarketPlace	Reliance Street	6.07	Community	Undeveloped
Raab Park	18349 Caldart Avenue	21	Community	Picnic area, playgrounds, shelter/gazebo, grills, restrooms, trails, basketball court, off-leash dog run, community gardens/open space
			Total Community Parks	27.07 acres
American Legion Park	Front Street	4.19	Regional	Shoreline, picnic area, playgrounds, restrooms, trails, plants/wildlife viewing
Poulsbo's Fish Park	288 NW Lindvig Way	4.53	Regional	Shoreline, picnic area, amphitheater, trails, plants/wildlife viewing, open space
Muriel Iverson Williams	18809 Anderson Parkway	1.76	Regional	Shoreline, picnic area, shelter/gazebo,

Name of Park	Location	Acres	Park Classification	Existing Amenities
Waterfront Park				restrooms, boat ramp
Poulsbo Recreation Center	19545 1st Avenue	1.52	Regional	Basketball court, fitness center, gymnastics equipment, classrooms, , preschool
			Total Regional Parks	12 acres
Centennial Park	7th and Iverson Street	2.85	Natural/Open Space	Picnic area, trails, plants/wildlife viewing, open space
Hattaland Park	10th Avenue NE	2.04	Natural/Open Space	Picnic area, trails, plants/wildlife viewing, open space
Indian Hills Park	Stenbom Lane	20	Natural/Open Space	Undeveloped, open space
Nelson Park	20296 3rd Avenue NW	6.8	Natural/Open Space	Undeveloped, open Space
Poulsbo's Fish Park	288 NW Lindvig Way	32.17	Natural/Open Space	Trails, Plants/wildlife viewing, open space
Wilderness Park	Caldart Avenue and Hostmark Street	10.74	Natural/Open Space	Picnic area, trails, plants/wildlife viewing, open space
			Total Natural/Open Space	74.60 acres
Boardwalk-American Legion Park Trail	Front Street	.30 mile	Trail	Boardwalk and paved
County Road 59	Shoreline at 5th Avenue NW	.10 mile	Trail	Soft surface
Poulsbo's Fish Park Trails	288 NW Lindvig Way	1.5 miles	Trail	Soft surface
Fjord Drive Waterfront Trail	Fjord Drive, from 6th Avenue to city limits	2 miles	Trail	Paved shoulder
Forest Rock Hills	North end of 12th Avenue	.25 mile	Trail	Soft surface
Lincoln Road Shared Use Path	Lincoln Road from Maranatha Lane to Noll Road roundabout	.36 mile	Trail	Paved (separate from street)
Moe Street Trail	Moe Street to 3rd Avenue	.10 mile	Trail	Soft surface

Name of Park	Location	Acres	Park Classification	Existing Amenities
Noll Road Shared Use Path	Noll Road south of Hostmark	.20 mile	Trail	Paved (separate from street)
Raab Park Exercise Trail	18349 Caldart Ave.	.33 mile	Trail	Soft surface
Raab Park Nature Trail	18349 Caldart Ave.	.20 mile	Trail	Soft surface
Wilderness Park Trail	Caldart and Hostmark	.25 mile	Trail	Soft surface
			Total Trails	**5.59 miles**

Source: Park acreage amount derived from 2015 Kitsap County Assessor data as accessed from Kitsapgov.com parcel search online data. American Legion Park and Muriel Iverson Williams Waterfront Park acreage amount was derived from Poulsbo Planning and Economic Development GIS analysis.

2025 Park System ~~Facility~~ Needs ~~Improvements~~ based on LOS

The City of Poulsbo's planned Park Level of Service is the result of a review of various standards from sources such as the National Recreation and Parks Association, as well as input from the public and the Poulsbo Parks and Recreation Commission. When comparing the current park acreage with the acreage anticipated necessary for the City's ~~2025~~ **2036** population, the results provide the City with its park acquisition and development priorities. It proves a useful tool when programming projects into the Parks 6-year Capital Improvement Program.

The projected future population of the City of Poulsbo is 14,808 at the year **2036** ~~2025~~. Table CFP-**11** ~~10~~ identifies the City's park needs utilizing its planned level of service **by** ~~on~~ park type.

The City has established a planned overall park system level of service (PLOS) of 13.73 acres per 1,000 population. Level of service standards have also been identified for the City's park types and trails, and are identified in Table CFP-**11** ~~10~~. ~~The City is planning to maintain the 2010 existing level of service (ELOS) for the planning horizon citywide, but have made adjustments to the park type planned level of service standards to support acquisition and development priorities. The Planned Level of Service standards identified in Table CFP-10 are the City's desired standards and take precedent over the standards identified in the 2006 park functional plan.~~

Table CFP-11 ~~10~~ ~~2025~~ 2036 ~~Project~~ Park Need~~s~~ based on LOS

Park Type	2015 Existing Acres	2015 Existing Level of Service Acres per 1,000 population	2036 Planned Level of Service Acres per 1,000 population	2036 Acreage Need based on PLOS**	2036 Park Acreage Needs***
Neighborhood Park	19.33	1.94	2	29.62	10.29
Community Park	27.07	2.72	3.5	51.83	24.76
Regional Park	12	1.21	1.5	22.21	10.21
Open Space Park	74.60	7.50	6	88.85	14.25
Trails	5.59 miles or 4.08 acres*	.56 mile or .41 acres	1 mile or .73 acre	14.81 miles or 10.81 acres	9.22 miles or 6.73 acres
TOTAL	137.08 acres	13.78 acres/1,000 population	13.73 acres/1,000 population	203.32 acres	66.24 acres

** Trail miles are converted into acreage by assuming a 6' wide trail x 1 mile = .73 acre*
*** City's 2036 population of 14,808 was used to calculate total 2036 acreage needed.*
**** 2036 Park acreage needs calculated by subtracting 2015 existing acres from 2036 acreage need based on PLOS.*

~~Park Type~~	~~2010 Existing Acres~~	~~2010 Existing Level of Service (ELOS)~~	~~2025 Planned Level of Service (PLOS)~~	~~2025 Acreage Need based on PLOS**~~	~~Actual 2025 Park Acreage Needs***~~
~~Neighborhood Park~~	~~13.76~~	~~1.54 acre/1,000 pop.~~	~~2 acre/1,000 pop.~~	~~29.61~~	~~15.85 acres~~
~~Community Park~~	~~28.44~~	~~3.19 acre~~	~~3.5 acre~~	~~51.82~~	~~23.38 acres~~
~~Regional Park~~	~~14.38~~	~~1.61 acre~~	~~1.5 acre~~	~~22.21~~	~~7.83 acres~~
~~Open Space Park~~	~~63.25~~	~~7.1 acre~~	~~6 acre~~	~~88.86~~	~~25.61 acres~~
~~Trails~~	~~3.75 miles or 2.73 acres*~~	~~.42 mile or .3 acres~~	~~1 mile or .73 acre~~	~~14.81 miles or 10.81 acres~~	~~11.06 miles or 8.08 acres~~
~~TOTAL~~	~~122.56 acres~~	~~13.74~~	~~13.73~~	~~203.31 acres~~	~~80.75 acres~~

		~~acres/1,000 population~~	~~acres/1,000 population~~		

~~* Trail miles are converted into acreage by assuming a 6' wide trail x 1 mile = .73 acre~~
~~** City's 2025 population of 14,808 was used to calculate total 2025 acreage needed.~~
~~*** Actual 2025 acreage needs calculated by subtracting 2010 existing acres from 2025 acreage need based on PLOS.~~

Table CFP-11 shows an existing inventory of parkland of 137.08 acres and a need of 203.32 acres by the year 2036, reflecting a deficit of 66.24 acres. The greatest need is for Community Parks, followed by Open Space Parks.

Credits from Non-City Parkland/Facilities and Anticipated Parkland donation:

Two types of public parkland have been identified as being available for the City to consider and credit in its demand and need analysis - North Kitsap School District fields and Washington State Department of Transportation SR 305 wetland mitigation open space land. Each is addressed below:

Partnership with North Kitsap School District

The City has formed a partnership with the North Kitsap School District (NKSD) through shared-use agreements for fields at four schools. These fields are available for City-sponsored recreation programs, as well as for the general public use.

Table CFP-12 Shared Fields with NKSD

NKSD Schools with Shared Use Agreement	Field Size
Vinland Elementary	3.4 acres
Strawberry Fields (Poulsbo Elementary)	8.34 acres
NK Middle School	20.4 acres
NK High School	11.08 acres
Total Shared Fields with NKSD	43.22 acres

Source: Poulsbo Planning and Economic Development Department GIS

The NKSD shared fields' total acreage is not available for City recreational programming or general public use all the time. Field use is reserved for schools weekdays generally between 8 a.m. and 5 p.m. during the school year. Middle school and high school facilities are less available for community use due to sports and activities conducted by NKSD. Overall, the annual community and public use is assumed at an average 40% annually. Based upon the public availability of the shared fields, the City can apply a credit of 40% of the shared field acreage, which adds in 17.288 acres to the city inventory, and is applied to Community Park acreage need.

SR 305 Wetland Mitigation Acreage

As part of the SR 305 widening project in 2008-2009, WSDOT was required to establish a wetland mitigation site. This site is 13.69 acres, adjacent to SR 305 (near the Bond Road intersection), and is near the City's Betty Iverson – Kiwanis Park. An agreement between the City and WSDOT has the ownership of this land transferring to the City in approximately five years. This acreage should be credited as Open Space parkland, as the transference of ownership is assured.

Table CFP-13 2036 Adjusted Project Park Need

Park Type	2036 Park Acreage Needs	Credit to 2036 Needed Acres	Adjusted 2036 Park Acreage Needs
Neighborhood Park	10.29 acres		10.29 acres
Community Park	24.76 acres	- 17.288 acres (NKSD Shared fields)	7.47 acres
Regional Park	10.21 acres		10.21 acres
Open Space Park	14.25 acres	- 13.69 acres (WSDOT Wetland Mitigation)	.56 acres
Trails	9.22 miles or 6.73 acres		9.22 miles or 6.73 acres
TOTAL	66.24 acres	30.98 acres	35.26 acres

When the NKSD fields acreage and the SR 305 Wetland Mitigation acreage is credited, the needs in Community Park and Open Space Parks decrease, and bring the overall citywide 2036 Park Need to 35.26 acres. With these two adjustments, Neighborhood Parks becomes the highest priority park type for acquisition during the planning period, with Regional Parks a close second. The WSDOT Wetland Mitigation acreage almost entirely meets the 2036 Open Space Park needs.

~~2025~~ 2036 Park System Acquisition and Improvements

The City has identified several specific needs for the growth of its park system. These are based upon the above Level of Service **needs** analysis. Common themes running through the list of projects is a desire to increase ownership and access along Liberty Bay and Dogfish Creek, **connecting trails/walkways throughout the city, improving existing parks, and acquiring new land for neighborhood parks.** ~~as well as the expressed need for expanded park, open space and trail facilities citywide, and an interest in sharing responsibility for cooperative use facilities to provide needed recreational programming.~~ Figure PRO-2 in Section 1 maps each of the City's ~~2025~~ **2036** Park Improvements. The number in each of the following project descriptions refers to the legend on Figure PRO-2. Figure PRO-3 in Section 1 maps the ~~2025~~ **2036** Urban Paths of Poulsbo trails vision.

Park Land Acquisition

Parcels near County Road 59

Acquisition of four contiguous parcels totaling 3.86 acres adjacent to County Road 59, could expand the existing shoreline trail located at the county road right-of-way, **enhance shoreline access** and provide a ~~new West Poulsbo~~ neighborhood park. **Acquisition and**

development could be in conjunction with regional stormwater improvements. This property is identified as #1 on Figure PRO-2. ***(Priorities: Shoreline access, trail connectivity, new neighborhood park).***

Centennial Park Expansion
Acquisition of the Public Works **Department's** two sites **and** ~~plus~~ ~~three~~ **two** small residential **properties** ~~pieces~~ will add approximately 3~~.89~~ acres to Centennial Park. In addition to restoration activities **to South Fork Dogfish Creek** and parkland expansion, the acquisition of these sites will **enable the City to better manage storm water in the flood-prone area**. ~~assist with storm water issues in the area~~. This project is identified as ~~number~~ **#**2 on Figure PRO-2. ***(Priorities: improve existing park, provide additional community or regional parkland).***

Additional land adjacent to Fish Park
The City wishes to acquire additional parcels as they become available along Dogfish Creek and its estuary for the purpose of habitat restoration and salmon rearing. **Existing p**artnerships with the Suquamish Tribe and various organizations and non-profits will **continue to** ~~help~~ benefit this project. ~~The Holm property (3.77 acres) has been identified as a key property adjacent to Fish Park for the City to acquire~~. This project is identified as ~~number~~ **#**3 on Figure PRO-2. ***(Priorities: shoreline access, additional trails).***

West Poulsbo
Available ~~Future~~ residential**ly zoned land** ~~development expected~~ in the western city limits **will most likely develop during the planning period and** would benefit from a new Neighborhood Park. **The park should be 2 to 5 acres in size.** No specific parcel has been identified for this park. This project is identified as **#4** ~~number 7~~ on Figure PRO-2. ***(Priority: new neighborhood park).***

East Poulsbo
A number of future residential developments are expected to develop within the eastern city limits and ~~Future residential development expected in the eastern city limits~~ would benefit from a new Neighborhood Park. The park should be at least 2 acres to 5 acres in size. No specific parcel has been identified for this park. This project is identified as **#5** ~~number 4~~ on Figure PRO-2. ***(Priorities: new neighborhood parks).***

Hamilton Field
This 2.2 acre parcel is located on Hamilton Court and is currently owned by the North Kitsap Pee Wees Association. If acquired, the field could provide a lighted soccer/football field which includes a clubhouse/storage building on the premises. A partnership ownership opportunity may exist for this property. Access, parking and drainage issues will need to be addressed to make this a viable community asset. ~~This property would be classified as a Community Park.~~ This project is identified as **#6** ~~number 5~~ on Figure PRO-2. ***(Priority: new community park).***

East Liberty Bay Shoreline Property

Acquisition of parcels located along Fjord Drive **to provide beach access and shoreline trail connections.** ~~for a community or neighborhood park, and access to beach areas and trail connections.~~ This project is identified as **#7** ~~number 6~~ on Figure PRO-2. ***(Priorities: shoreline access, trail connection)***

Johnson Creek Wildlife Corridor
Acquisition of undeveloped parcels of land along the Johnson Creek corridor and within the city limits. This project would acquire properties as they become available or easements for future trail connections along the corridor. This project is identified as ~~number~~ **#**8 on Figure PRO-2. ***(Priority: trail connections)***

Shoreline property north Front Street
Acquisition of .69 acres of steep shoreline property just south of Liberty Bay Auto **to** ~~could~~ add to the Liberty Bay **Waterfront T**rail. This project is identified as ~~number~~ **#**9 on Figure PRO-2. ***(Priority: shoreline access, trail connection)***

Vista Park
Acquisition of undeveloped tracts, easements, and/or parcels of land along the ridge in College Market Place ~~(across from Home Depot and along Market Place NW~~), in order to take advantage of surrounding views and enhance pedestrian access. **This property is identified as #10 on Figure PRO-2. (*Priorities: new community park, trail connections).***

Park Land Development

Poulsbo Fish Park Development
Continue to develop Poulsbo Fish Park, ~~including~~ **with trails,** ~~public access trails,~~ interpretive areas, restoration of the estuary, and wildlife viewing areas. An environmental education learning center may be appropriate at this park. This project is identified as **#11** ~~number 10~~ on Figure PRO-2. ***(Priorities: shoreline access, trail connections, improve existing regional park).***

College MarketPlace Athletic Fields
This project recognizes that the City is deficient in the number of ball fields it owns. ~~(none), and that the development of additional athletic fields is necessary.~~ The plan for this project is the development of two multi-use fields and parking on the **6.07** ~~5.92~~-acre site. This project is identified as **#12** ~~number 11~~ on Figure PRO-2. ***(Priority: improving existing community park).***

Centennial Park Development
~~This project is~~ **Continue** to restore, renovate and protect the natural resources existing on and around this 2.5 acre **site located** ~~piece of parkland~~ on the South Fork of Dogfish Creek, while also providing public access opportunities. The scope of this project **includes** ~~will provide~~ ~~public access including~~ trails, ~~a~~ creek overlook, two pedestrian bridges, restoration and habitat improvements around the creek, tree ~~and habitat~~ plantings, limited demonstration gardens, benches and picnic tables. This project is

identified as **#13** ~~number 12~~ on Figure PRO-2. ***(Priority: Improving existing park, trail improvement).***

Nelson Park Phase 2
Nelson Park encompasses over 11 acres in **w**est Poulsbo **and includes shorelines, wetlands, wooded and vegetated areas; a 4-acre portion of the park is developed with a restroom, picnic shelter, playground, parking and some trails**. ~~This waterfront property was purchased in 1997 and includes four parcels along the Liberty Bay shoreline. A master plan was developed in 1998. In 2004, phase 1 development of about four acres included a restroom and picnic shelter, playground, parking and some trails~~. ~~Phase 2~~ **The second phase of park improvements includes** ~~would include~~ **extending** trails throughout the property **and providing shoreline access**. This project is identified as **#14** ~~number 13~~ on Figure PRO-2. ***(Priority: trail and shoreline access improvement).***

Indian Hills Recreation Area
The 20-acre parcel is a city landfill that was closed in 1976, located just south of city limits. The City and Kitsap Public Health District continue to monitor the site for any environmental concerns, but the plan is that it can be developed in the future as an Open Space Park. ~~This 20-acre parcel is planned to be developed as a passive park~~. This project is identified as **#15** ~~number 14~~ on Figure PRO-2. ***(Priority: improving and enhancing existing parkland).***

Net Shed Park
This park is currently a vista setting of Liberty Bay **high-bank waterfront, and includes benches and picnic facilities.** ~~with picnicking facilities.~~ ~~Plans call to~~ **Improvement** plan**s** ~~and develop this park to~~ include beach access and **shoreline** trails. **This project is identified as #16 on Figure PRO-2. *(Priorities: shoreline access and trail improvement.)***

Hattaland Park
This 2~~.5~~ acre open space park is ~~mostly~~ **primarily** undeveloped; ~~but~~ **improvement** plans **include trails to views of adjacent South Fork Dogfish Creek and associated wetlands, as well as benches and picnic facilities.** ~~call to add low-impact activities such as trails, picnicking and views of the creek and wetlands.~~ **This project is identified as #17 on Figure PRO-2. *(Priorities: trail improvement, improving and enhancing existing parkland.)***

Vista Park
Development of trails and benches ~~intended~~ to enhance pedestrian access along the ridge at College Market Place ~~(across from Home Depot and adjacent to Market Place NW), and~~ to take advantage of views **of Mount Rainier.** ~~from the commercial complex~~. **This project is identified as #18 on Figure PRO-2. *(Priorities: trail improvement, new community park).***

Morrow Manor
Development of a 1 acre park donated to the City. **Improvement plans include sitting benches, playground equipment and shared-use path.** ~~utilizing existing trees and~~

~~fauna. Plans call for sitting benches, playground equipment and shared use path~~. **This project is identified as #19 on Figure PRO-2.** ***(Priority: new neighborhood park).***

Recreation Development

Poulsbo Recreation Center
~~This project consists of~~ **A** multi-purpose building which would ideally include two full size gyms with hardwood floors, fitness room, classrooms, and two meeting rooms. This building could serve as a new regional recreation center. Acquisition of new property or incorporating the project onto property already owned by the City or another public entity is desirable. This project could be **completed in** ~~done as a~~ partnership with North Kitsap School District, Kitsap County **Public Facilities District, or partnership with a non-profit organization.** ~~and/or the Public Facilities District~~. This project is identified as **#20** ~~number 15~~ on Figure PRO-2. ***(Priority: new regional park facility).***

North Kitsap Regional Events Center
The NK Regional Event Center is a **potential project identified through** partnership**s** between the City, Kitsap County, the Public Facilities District, and North Kitsap School District. The NK school campus in Poulsbo has been identified as the site of a **regional events center** ~~recreation~~ ~~master plan~~. The partnership project includes field improvements, theater renovation, and the development of a Special Events/Recreation Center. This project is identified as **#21** ~~number 16~~ on Figure PRO-2. ***(Priority: new regional park facility).***

Trail Acquisition and Development
The Urban Paths of Poulsbo, adopted as Appendix B-6 of the Comprehensive Plan, serves as the ~~2025~~ **2036** vision for non-motorized **travel** ~~trail~~ ~~acquisition and development~~ within the city. Figure PRO-3 maps the network of trails and **other** ~~non-motorized~~ connections that make up the Urban Paths of Poulsbo Plan vision. The UPP Plan also includes a detailed implementation table. Trails acquisition and development projects will be prioritized during the **City's** annual **budget** 6-year CIP process. ***(Priority: trail acquisition and improvement).***

Park Facilities Funding Strategy
The funding for park projects comes from a variety of means – City budget park reserves, park impact fees, federal and state grants, and in kind donations - usually through the contribution of community groups' labor and donated materials. Park projects that are placed on the 6-year CIP have received a funding commitment, usually through a combination of grant funding, city park reserves or impact fees, and in-kind donations.

The following is a summary of the variety of funding sources available to implement the **Park Acquisition and Improvement list of projects:** ~~Park System's 2025 list of projects~~:

City Park and Recreation Funding
The Parks and Recreation Department has two primary sources of funding from the City budget. The first fund contains the mitigation **or impact** fees that the City has collected from developers. The second, the Park Reserve fund, amounts to 5% of annual property taxes. In addition, the City Council can approve the use of ¼ of one-percent real estate excise tax for any park capital improvement project.

Impact Fees
The City has collected mitigation fees for park facilities through the authority of the State Environmental Policy Act (SEPA) for nearly 20 years. In October 2011, the Poulsbo City Council voted to approve an ordinance imposing park impact fees on new development under the Growth Management Act (GMA) as authorized by RCW 82.02, consistent with identified level of service standards. This impact fee will ensure that new development pays its proportionate share of the cost of park, open space and recreation facilities within the city.

Grants
~~There are~~ **A** number of state agencies ~~that~~ provide a variety of grant programs ~~to eligible application sponsors~~ for outdoor recreation and conservation ~~purposes~~. The amount of money available for grants statewide varies from year to year and most funding sources require that monies be used for specific purposes. Grants awarded to state and local agencies are on a highly competitive basis, with agencies generally required to provide matching funds for any project proposal. In the past, Poulsbo has been very successful in receiving state and federal grants for the acquisition and development of many of its parklands.

Conservation Futures
Kitsap County instituted a levy in 1991 that established the Conservations Futures Fund, setting aside property taxes to purchase and annually maintain open space. The $4 million fund was augmented by ~~another~~ $3 million bond in 1999. **Nominated properties are ranked according to their open space value and given higher ranking for outside financial support and partial donations.** ~~A ranking process to determine which properties should be purchased follows periodic requests for property nominations. Nominated properties are ranked according to their open space value and given higher ranking for outside financial support and partial donations.~~ This program, which deals with willing sellers, is a potential source of funding for the purchase and long-term maintenance of open space in Poulsbo.

Conservation Easements
A conservation easement is placed on property when a landowner agrees to severely restrict or exclude its development in perpetuity. Conservation easements are an attractive alternative to fee-simple purchase because the land is protected from adverse development without a large outlay of public money.

Donations

Occasionally, landowners who wish to preserve their property donate their land to local government or a land trust with clear instructions on its future use. Owners can also donate part or the purchase price of a piece of property they sell to the City, ~~effectively lowering the buyer's costs.~~

Partnerships
Through interlocal agreements, interagency cooperation, civic organization, non-profit, and other types of partnerships, the City has been very successful in providing and developing city parkland. The cost of planning, development of a site, or creating recreational programs can be accomplished through partnerships. Under state law, local service organizations and associations can supply plans, provide improvements to parks, install equipment, or provide maintenance services. These can come from individuals, organizations or businesses, and the donors benefit from tax deductions and publicity.

Voter Approved Bond
Voter-approved general obligation bonds can be **sold to acquire or develop parks,** ~~generated from acquisition or development of parks~~, and are typically repaid through an annual "excess" property tax levy through the maturity period of the bonds – normally **for a period of** 15 to 20 years. Broad consensus support is needed for passage, as a 60% "yes" vote is required. A validation requirement also exists wherein the total number of votes cast must be at least 40% of the number of votes in the preceding general election.

Metropolitan Park District
A discussion throughout the community regarding the formation of a Metropolitan Park District (MPD) for Poulsbo and North Kitsap has been occurring in varying degrees of support and interest over many years. **The rationale for a Metropolitan Park District in North Kitsap is that many citizens who use and enjoy the City Parks and Recreation program do not live within the city limits. According to** ~~This is because many citizens who use and enjoy the City Parks and Recreation programs do not live within the city limits~~. ~~A Metropolitan Park District is defined in~~ RCW 35.61.010 ~~as~~ "A MPD may be created for the management, control, improvement, maintenance, and acquisition or parks, parkways, boulevards, and recreational facilities. A metropolitan park district may include territory location in portions or all of one or more cities or counties, or one or more cities or counties, when created or enlarged as provided by this chapter." Funding through ~~the~~ a MPD could provide a more stable funding structure and source for parks and recreation programs and facilities.

12.11 Police Service

The City of Poulsbo provides police service within the city limits. The major responsibilities of the Police Department are law enforcement, maintenance of order, crime investigation and prevention, traffic control, marine enforcement, process and service of civil papers for the courts, service of criminal warrants, and other emergency services.

Current Personnel/Equipment

The Poulsbo Police Department consists of ~~nineteen~~ **eighteen** commissioned police officers and three civilian clerks. The Poulsbo Police Department field operations combine the traditional police services of uniformed patrol officers and investigative follow-up. This includes the Patrol Division, Investigations Division, Field Training Officer Programs, School Resource Officer, Marine Officers, Citizen Volunteer, and Reserve Officer Division.

~~In 2007, the City initiated a process study of the Police Department and it was recommended that the City add a Deputy Chief and Police Clerk to the Department. By adding the Deputy Chief, the current Administrative Sergeant would be able to provide more services to the patrol officers in the field. Also the additional Police Clerk would be able to input the officers' data and reports allowing the officers to be out in the community.~~

The department is also supported by an active and professional force of reserve officers, who provide hundreds of volunteer hours of patrol time to the city each year. Many of the City's special community events could not be safely policed without the assistance of these citizen volunteers. The Police Department is also assisted by a group of citizen volunteers, who patrol the city, enforce parking violations, make vacation checks for residents who are away from home, and assist with traffic control and parking at special events.

The department's administrative support performs records management, communications, property/evidence, background, fingerprinting, alarms, data entry, accounts payable/receivable, customer service and court/citation records keeping.
The Police Department is supported by ~~twelve~~ **twenty-two** police vehicles, **two police motorcycles**, and one police motorboat.

Department Services/Activities

~~The Poulsbo Police Department's greatest challenges at this time are traffic problems and issues related to growth. The City has grown in the past decade, with the transportation system challenged to keep up. This often results in congested roads and commuters looking for faster routes to get around the city. Often this results in cut-throughs in residential neighborhoods. As the City continues to grow, the size of the community to patrol increases, calls for service and demands are placed on the Police Department.~~

Some of the services and activities performed by the Poulsbo Police Department are summarized below in Table CFP-**14** ~~11~~:

Table CFP-14 ~~11~~ Poulsbo Police Department Activities

Type of Activity	2013 ~~2005~~	2014 ~~2006~~	2015 ~~2007~~	~~2008~~
Case Reports	1,391 ~~1,586~~	1,359 ~~1,998~~	1,766 ~~2,090~~	~~1,783~~
Citations Issued	1,415 ~~2,162~~	1,433 ~~2,167~~	1,467 ~~2,325~~	~~985~~
Prosecutor Complaints (Criminal)	143	137	150	
Calls for Service	11,653 ~~11,229~~	12,473 ~~13,374~~	12,429 ~~12,942~~	~~12,234~~
Motor Vehicle Accidents	235 ~~211~~	203 ~~175~~	345 ~~271~~	~~235~~
DUI	28 ~~58~~	15 ~~110~~	29 ~~72~~	~~71~~
~~Vehicle Lockouts~~	~~25~~	~~11~~	~~15~~	~~20~~
Citizen Assist	480	604	750	
Vacation House Checks	677 ~~909~~	373 ~~1,034~~	0 ~~1,049~~	~~375~~ ~~847~~
~~Handicap~~ Parking Citations	327 ~~177~~	374 ~~231~~	377 ~~250~~	~~50~~ ~~250~~

Source: City of Poulsbo Finance Department ***2016 Budget and Poulsbo Police Department***

Detention and Correction

The City of Poulsbo contracts with Kitsap County to provide **most** incarceration services. Kitsap County has a 472 bed correction facility, 48 bed work release facility, and a ~~23~~ **35** bed juvenile facility. All three of these facilities are located in Port Orchard, Washington. **The Forks Jail is also utilized to provide services for long time incarcerations.**

Level of Service Analysis

The Police Department's Level of Service is associated with police protection, operations, special operations, and support services. The service standard is to have facilities and equipment sufficient to meet the demand for police services. As the City continues to grow – residentially and commercially – the demands on increased calls for service on the Police Department, grows. Increased patrols and officers may be necessary in the future as these demands continue. ~~The Police Department facilities are discussed under the Government Facilities section.~~

Capital Facilities Needs

At this time, replacement and maintenance of the City's police patrol equipment are the only identified capital expenditures. The replacement of police capital equipment is established through the City's Capital Acquisition Fund, which provides the funding for replacement of equipment.

12.12 Solid Waste

State law (RCW 70.95.010) requires counties to plan an integrated solid waste management system that emphasizes waste reduction and recycling. Management of solid waste that cannot be recycled or managed alternatively can be incinerated, placed in a landfill, or a combination of the two.

Kitsap County Public Works' Solid Waste Division is the lead planning agency for solid waste management in Kitsap County. The Comprehensive Solid Waste Management Plan specifies the management actions that will be taken over a detailed 6-year and general 20-year time period. The plan is developed with participation with the County's cities, tribes, and the Navy, as well as the County's solid waste advisory committee. Components of an integrated solid waste management program include:

- System planning, administration and enforcement;
- Collection, transfer and disposal of solid waste;
- Collection and processing of recyclables; and
- Moderate risk waste transfer and collection programs.

The City of Poulsbo provides collection, transfer and disposal of solid waste and recyclables within the city limits. The City's Public Works Department is responsible for system planning and administration of the City's solid waste program, and coordinates and cooperates with Kitsap County in the county-wide system planning and administration through the Comprehensive Solid Waste Management Plan. The Kitsap County Health District is responsible for enforcement; Kitsap County is responsible for Moderate Risk Waste transfer and collection programs.

Current Services/Facilities

The City of Poulsbo provides both residential and commercial solid waste collection and disposal services to approximately ~~2,238~~ **3,375** residential and commercial utility customers within the city limits. Residential services include the weekly pickup of containers **typically** ranging in size from 10 gallon to 32 gallon. Commercial services include all sizes of containers together with dumpsters ranging in size from two yard to eight yards. For units greater than eight yards in volume, customers are referred to Bainbridge Disposal for disposal services.

Solid waste is collected on a weekly basis in the residential areas of the community and on a more frequent basis in the commercial areas of the City subject to the property or business owner's disposal requirements.

Solid waste is transported and disposed of at the Olympic View Transfer Station located in South Kitsap, adjacent to the Port of Bremerton Industrial Park. Table CFP- **15** ~~12~~ depicts the amount of solid waste delivered to the Olympic View Transfer Station in recent years.

Table CFP-15 ~~12~~ Poulsbo Solid Waste Delivered to Olympic View Transfer Station

	2011 ~~2004~~	2012 ~~2005~~	2013 ~~2006~~	2014 ~~2007~~	2015 ~~2008~~
Tons of Solid Waste Delivered to OVTS	**4,874** ~~5,181~~	**5,114** ~~5,200~~	**5,063** ~~5,690~~	**5,459** ~~5,557~~	**5,693** ~~5,082~~

*Source: ~~2008~~ **2016** Poulsbo Final Budget Document + City of Poulsbo Public Works*

The City anticipates the amount of solid waste delivered to the Olympic View Transfer Station **(OVTS)** will continue to rise, as the City's residential customer base grows. Olympic View Transfer Station serves as the disposal system for all jurisdictions in Kitsap County. Waste Management operates the OVTS through a contract with Kitsap County. The County entered into a 20-year contract with Waste Management to send the solid waste collected at OVTS to a landfill managed by Waste Management. This landfill has capacity up to 100 years, plus additional acreage that could be permitted to increase capacity beyond that time. Kitsap County is the lead agency in planning and coordinating for future solid waste capacity needs. The City participates in disposal capacity planning by participating in the County's Consolidated Solid Waste Management Plan.

Recycling

The *Waste Not Washington Act of 1989* mandated that each local jurisdiction develop~~ed~~ recycling services. In 1991, the City established its recycling program. The fee for recycling is included in the customer's monthly service charge rate.

Recycling services include bi-weekly curbside collection of residential recyclables, cardboard, and yard waste. The recycling program also includes a regional recycling center. To assist those residents in the surrounding unincorporated community, and for expanded service for city residents, the Kitsap County Solid Waste Division developed the Poulsbo Recycle Center. The drop-off recycling center is located on Viking Avenue, north of SR 305, and serves city and county residents. The recycling center provides a drop point for the disposal of newspapers, aluminum, tin cans, plastic, and some household hazardous waste, such as oil and batteries.

Level of Service

Solid Waste Collection

The City of Poulsbo has established a Level of Service to provide curbside collection of solid waste refuse once a week to all city residents who wish to receive such service. **The City is currently evaluating the potential to go bi-weekly solid waste collection. If bi-weekly is adopted, the LOS will be revised accordingly. Garbage collection is mandatory for all residences and businesses.**

Recycling

All incorporated cities in Kitsap County are considered "Level 1" service areas, and must provide curbside collection of residential recyclables for all single-family dwellings and multi-family complexes. This LOS was established by Kitsap County Ordinance No. 157-1993.

~~2025~~ 2036 Solid Waste Facilities Needs

The City constructed a solid waste transfer facility in 2015. At this time, ~~construction of a transfer station is the only identified~~ **identified solid waste** capital expenditures **are garbage collection truck replacement ($200,000/year) and contribution to the future Public Works Operation facility ($100,000/yr.)** The City's solid waste utility users fees from monthly service charges support the utility's expenditures**, including capital equipment**. At this time, the solid waste **collection vehicle replacement expense is** ~~transfer station has been~~ included in the City's 6-year **solid waste** capital improvement program.

12.13 Government Facilities

The City of Poulsbo's government facilities include government administrative offices, maintenance facilities, municipal courtrooms, police station, and recreation center.

Existing Facilities/Buildings

City Hall
The existing City Hall is located at 200 NE Moe Street in downtown Poulsbo. The structure is three floors and includes an under-building parking garage. City Hall houses the Executive, Finance, Clerk, Planning **and Economic Development**, ~~and~~ Building, Public Works administration, Engineering, and Police departments. The building includes several conference rooms, record storage, a courtroom, and the City Council chambers.

Public Works
The existing Public Works equipment bays, shops and some administrative space are located on 1.7 acres on 8th Avenue and Iverson Road. The existing facilities consist of one World War II surplus Quanset Hut, with an addition on the south end for offices; an 800 square foot administrative office space; and two outbuildings for storage and shops. The majority of the Public Works equipment is stored outside, exposed to the elements, shortening the life of the equipment and vehicles. Some administrative/utility files are stored in unheated, damp areas.

The Public Works complex is no longer able to meet the needs and demands of the City's public works operations, maintenance and administrative functions.

Police Station
The Police Department is housed within the City Hall building, located at 200 NE Moe Street. Within City Hall, the Police Department houses officers, administrative staff, a locker room, evidence storage, impound area, and support spaces for the City's policing functions. Current operations are 7 days per week, on call 24 hours a day with 3 daily shifts.

Poulsbo Recreation Center
The existing Poulsbo Recreation Center is located at 19540 Front Street. The Poulsbo Parks and Recreation Department occupies and operates its recreation program on the first floor of the Center, utilizing approximately 7,500 square feet. The current Recreation Center houses a preschool, fitness room, weight room, racquetball courts, and one meeting room, as well as the administrative offices for the Parks and Recreation Department staff. Recreation classes, fitness classes, preschool, and other programming utilize the Recreation Center's spaces at various hours and days throughout the week. The City leases portions of the building not currently needed for the Parks and Recreation Department.

~~*2025*~~ *2036* *Government Building Facilities Needs*

~~In 2001, the City of Poulsbo commissioned the architectural and planning firm of Merritt+Pardini for the purpose of providing a space needs analysis for twenty years of growth, and the feasibility of developing a new city hall and police department facilities.~~

~~The Merritt+Pardini Space Program was developed using input from staff surveys and discussions with staff and department managers. Eight departments were evaluated: Executive, City Clerk, Finance, Planning and Building, Engineering, Municipal Court and District Court, Police and Parks and Recreation.~~

~~The sizing of offices, storage and meeting spaces are based on comparable facilities in the region, and square footage amounts were determined from conceptual configuration sketches that were developed in conjunction with City staff. Once the "net" areas were determined for each space type, they were subtotaled and multiplied by an efficiency factor to arrive at a total "gross" area. The circulation factors account for such areas as hallways, mechanical space, wall thickness, etc. and they vary between building type. For this calculation, Merritt+Pardini used 30% efficiency and grossing factors.~~

~~The space programming and square footage amounts were further refined in 2005, when the City commissioned the architectural firm BLRB, to prepare a feasibility study for a new municipal campus. Further, these square footage amounts were confirmed in 2008 by the architectural firm Lewis Architects, which the City hired to design a new city hall downtown.~~

~~City Hall~~
~~The two primary objectives for a new City Hall were to provide expanded facilities to accommodate a projected increase in staff; and to centralize departments in one location to improve the efficiency of staff operations and the delivery of services to the public. This provides the opportunity to improve departmental adjacencies and the sharing of spaces, such as public lobby and counters, copier/work counters, conference rooms, storage areas, and libraries.~~

~~One grouping of departments that desire close adjacencies to each other are the Executive, City Clerk and Finance departments; the second is Planning, Building, Engineering and Public Works administration. The departments are grouped around a~~

~~central public lobby, each department with its own public counter. This arrangement facilitates a "one-stop" permit center that streamlines access to City services.~~

~~Table CFP-13 City Hall Departmental Space Needs~~

~~Department~~	~~Square Feet~~
~~Executive~~	~~324~~
~~City Clerk~~	~~4,442~~
~~Finance~~	~~2,236~~
~~Human Resources/IT~~	~~1,820~~
~~Planning/Building~~	~~4,520~~
~~Public Works/Engineering~~	~~3,316~~
~~Municipal and District Court~~	~~3,797~~
~~Common Support Facilities~~	~~8,871~~
~~TOTAL for new City Hall~~	**~~29,326 sq feet~~**

~~*Source: Municipal Campus Master Plan Merritt+Pardini 2001*~~
~~*Municipal Campus Feasibility Study BLRB 2005*~~

~~In 2000, the City purchased a 2.5 acre site, located at 7th Avenue NE and NE Iverson Way as the location of a new municipal campus. Environmental constraints and protection (South Fork of Dogfish Creek bisects this parcel) precluded the ability to locate a majority of City functions on this site. The City Council ultimately decided to pursue a new location and preserve this parcel as an urban park. This location will be improved as the City's Centennial Park.~~

~~In 2006, the City purchased an approximate 8 acre parcel on 10th Avenue for the location of a new municipal campus. Preliminary site design and architectural renderings set forth a phased development plan which would include a new approximate 29,000 square foot City Hall, approximate 11,000 square foot new Police Station, and approximate 10,000 square foot new Poulsbo Recreation Center. Environmental constraints and protection (two wetlands are located on the parcel) diminished the ability to locate the recreation center on this site. In addition, during the application process for the new city hall and police station, public displeasure on the proposed location was expressed to the City Council, to the point where the Council decided to allow for a public vote on the location. The question put forth for a public vote was whether a new City Hall should remain within the City's Downtown Commercial Core, or be located elsewhere in the City (such as at the 10th Avenue parcel). On the November 2006 ballot, the majority of Poulsbo citizens who voted choose to retain City Hall's location downtown.~~

~~In early 2007, the City initiated a public request to property owners and developers to submit proposals for sites and conceptual designs for a new city hall located in downtown Poulsbo. A number of designs and locations were submitted to the City for consideration. In November 2007, the City Council chose to proceed with a new city hall located at Moe and 3rd Street. A request for proposals from architecture firms was made in late November 2007, with Lewis Architects chosen as the City's lead firm in the design of a new city hall.~~

~~Site plans and building and space designs were developed in 2008; land use was completed, and the groundbreaking ceremony was held on September 9, 2008. Preliminary site work was completed at the end of December 2008. Construction began Spring 2009. City staff moved into the completed building in late 2010. Improvements were made to allow the Police Department to locate within City Hall and the Police moved to City Hall in late 2011.~~

Public Works

~~In 1998, the City commissioned a Public Works Facility study to evaluate alternatives of moving to a new location, or expanding and improving the existing location. At that time, the library was undergoing expansion and the Iverson Street extension alignment was beginning its design. The City Council evaluated alternatives, and agreed that the Public Works operations and maintenance should be moved to a new location, and the Public Works office and administration services should join with a new City Hall building, when a new City Hall was to be constructed.~~

~~The 1998 Public Works Facility study identified that a 10 acre site would most likely be necessary to house the vehicle maintenance shops and equipment storage bays. The study also identified approximately 21,000 square feet of building or bays would be necessary to accommodate the needs of Public Works operations and maintenance.~~

~~Since 1998, the City pursued the possibility of joint location with Kitsap County North Road Shop and Kitsap Transit's North vehicle storage facility all to be located at a new location. No formal agreements or joint purchases were made, however. The City also investigated the option of relocating onto one of the City's well/water storage tank sites, however, zoning and environmental concerns and wellhead protection precluded this option.~~

The City ~~would like~~ **is planning** to relocate the operations and maintenance functions of Public Works to a new, larger, and more suitable location. In 2008, the City purchased a 4.3 acre site in north Poulsbo along Viking Avenue. It is intended that a new Public Works operation, maintenance and storage facilities ~~would~~ **will** be constructed at this location. **Design and construction will be phased over several years, with design completed in 2016 and construction to begin in 2018. In 2014, the City was the recipient of a grant to begin construction of a decant facility for the disposal of storm water waste on the site. The decant facility is being combined to house a solid waste transfer station. Both facilities, in addition to the new operations and maintenance building, will be located at this north Viking Avenue site.**

This project has been programmed in the City's 6-year CIP, with non-voted general obligation revenue bonds, **utility reserves, and sale of the existing public works site** as the ~~primary~~ funding source**s**.

Poulsbo Recreation Center

~~The 2005 BLRB Municipal Campus Feasibility Study evaluated and programmed space needs for a new Poulsbo Recreation/Community Center. A 10,374 square foot building was identified to adequately provide for administration, the need for fitness areas and educational and preschool classrooms.~~

The City would like to acquire or construct a new Poulsbo Recreation Center **that would serve as a multi-functional building, and would ideally include two full-sized gyms with hardwood floors, fitness room, classrooms, and meeting rooms. This building could serve as a new regional recreation center. Acquisition of new property or incorporating the project onto property already owned by the City or another public entity is desirable. This project will most likely be completed in partnership with other agencies, educational institutions or non-profit organization(s). At this time, this project is not programmed into the City's 6-year Capital Improvement Plan.** ~~The City as identified possible options for a Poulsbo Recreation Center: 1) enhance the current recreation center; 2) coordinate with the North Kitsap Regional Event Center partners and approved master plan to potentially place a recreation facility near North Kitsap High School; 3) utilize the City's public works property that is contiguous to Centennial Park, once public works is relocated; or 4) another site not identified at this time.~~

Government Buildings Funding Strategy

~~In 2005, the City initiated $5.1 million in general obligation funds to purchase a site for a new city hall, perform civil site work and architectural design. These funds were used to purchase the 10th Avenue site and the initial architectural design. However, as the new city hall is located in downtown Poulsbo, the remaining funds from this bond have been used for construction at the downtown location, and the 10th Avenue property has been sold.~~

~~The primary funding source for the new city hall is non-voted general obligation bonds. Real estate excise taxes, sale of property and city reserves have also contributed to the funding on the new city hall project.~~

~~In fall of 2008, the City received a two-step upgrade to an AA rating from Standards and Poors, for the intended city hall general obligation bond issue. The financial program includes bonding for $9.5 million, which will be issued at a time when availability and interest rates are reasonable. The financial program also includes the sale of three properties – the initial 10th Avenue site, the Klingel property, and the old City Hall site~~.

Funding for design and construction of a new Public Works complex on the **north Viking Avenue** ~~recently purchased~~ site will be through general obligation ~~revenue~~ bonds, **utility reserves, and sale of the existing public works site**. It has been programmed that each of the city utilities will contribute revenues towards the payment of these revenue bonds.

Government building **projects in which the City is committed to constructing** ~~costs~~ are included in the City's 6-year Capital Improvement Program, Table CFP-4.

12.14 Fire and Emergency Services

The Poulsbo Fire Department (Fire District 18) provides fire and emergency services for the City of Poulsbo. The Department covers an estimated ~~50~~ **54** square miles (~~3~~ **approximately 4** square miles within incorporated City of Poulsbo limits and ~~47~~ **50** miles of unincorporated County), and encompasses an~~d~~ estimated ~~2008 Census~~ **2014 Service Area OFM** population of **19,387.** ~~25,112~~. **Fire** District No. 18 extends north of Poulsbo city limits to Port Gamble, west to Bangor Naval Base/Clear Creek Road, and south to Mountain View Road. The eastern boundary is approximately 3 miles east of Poulsbo city limits. The Fire Department has four fire stations: **Station 71 and Station 77 are staffed full time, Station 72 is flex-staffed and Station 73 is staffed by volunteers.**

Current Equipment/Personnel

Poulsbo Fire Department current equipment includes:

- ~~5~~ **4** Fire Engines,
- 2 Water Tenders,
- **2 Medic Units**
- **3 Aid Units**
- ~~6 Ambulances~~
- ~~2 4x4 Rescue Units,~~
- 4 Staff Vehicles
- ~~8~~ **4** Command Units
- **1 Rescue Boat**

The Department's staff includes ~~48~~ **44** paid positions (38 are paid first responders), and 20-25 volunteers.

CFP Level of Service Standard

Consistent with GMA requirements, the CFP provides a minimum measure of need for City of Poulsbo fire services. The Level of Service standard for the Poulsbo Fire District is to achieve the following minimum Washington Surveying and Ratings Bureau (WSRB) Ratings:

- **Fire districts with career staff serving urban areas must have a minimum WSRB rating of 4.**

Urban areas include city limits and UGAs. The 2012 Poulsbo Fire Department WSRB is 5.

The WSRB is a non-profit that evaluates fire protection capabilities of cities and fire protection districts. In turn, insurance companies use WSRB Protection Classes to help establish fair premiums for fire insurance. The evaluation process includes a review of the following that are relevant to capital facilities: distribution of fire stations and fire companies, apparatus, equipment, water supply and water pressure. Other activities include personnel and training, response to alarms, dispatching, code enforcement and public education.

Level of Service Analysis

The Poulsbo Fire Department meets the WSRB minimum rating of 4 and therefore meets the LOS standard. Two **other tools commonly** ~~methods generally~~ used in **evaluating** ~~determining~~ level of service for fire districts are fire units per capita and response time. ~~Since many districts operate using a level of service (LOS) tied to response time, it is included in this discussion; however,~~ **F**or capital facility forecasting, the per capita method provides a ~~more~~ quantifiable LOS **measure** that can be easily related to cost.

Fire Units per Capita

~~Determination of an~~ **The** LOS using the fire units per capita method is calculated by dividing the number of fire units operated in a district by the district's population. Multiplying the established LOS by future population projections is a**n** **established** ~~proven~~ method for reasonably predicting growth-related fire and emergency service capital facilities requirements.

This method only uses fire/emergency units (e.g. fire engines, water tenders, and medic units). Although personnel is an integral component of the operation of any fire district, personnel is not considered a capital facility item under the requirements of GMA.

Response Time

State statute (RCW 52.33) requires fire districts with a predominance of career staff (as opposed to volunteers) to adopt and annually report response time objectives. These objectives may change over time to respond to each district's resources and needs. Response time is defined as the amount of time that elapses between the initial call for assistance and arrival of the first emergency unit on site. ~~A five-minute~~ **R**esponse time **objectives for the** ~~in urban areas is a level of service goal that the~~ Poulsbo Fire Department ~~tries to meet for fire and priority events, and 1:30 minute response for medical events.~~ **are as follows:**

- **Turnout time: 2:00 minutes for fire and priority 1 and 2 events and 1:30 minutes for medical events.**
- **Response time of units to suburban calls for service at 8:00 minutes.**
- **Rural response time goals, at 11:00 minutes.**

Actual response time in 2014 compared to response goals is provided in Table CFP-16.

Table CFP-16 Poulsbo Fire Department
2014 Actual Response Time compared to Goals (in minutes)

Call	Goal	Average	90% Fractal*
All Suburban	8	5:51	9:45
Priority Suburban	8	5:10	8:18
Fire Suburban	8	5:16	8:37

Ability to response in specified time frame with 90% assurance.
Source: Kitsap County Fire District 18, 2014 Annual Report of Service Level Objections

Planning for fire protection and medical facilities that use this method is often tied to a geographic distribution of stations and the equipment housed at each facility. **Typically, s**~~S~~tations should be located within a five-mile radius of each other to provide blanket coverage. With this method, a population increase does not have as direct an effect on fire protection facility needs as it would on other types of capital facilities, such as water systems or schools. Population increases will more directly affect the number of emergency calls that a district receives, which in turn affects the number of personnel and amount of equipment needed to maintain an adequate response time.

~~The Poulsbo Fire Department utilizes the fire units per capita level of service standard to plan for its future capital facility needs.~~

Projected Capital Facility Needs

Projected capital facilities needs are derived from the Poulsbo Fire Department chapter of the Final Kitsap County Capital Facility Plan (Kitsap County 2016). Table CFP**-17** ~~15~~ show the Poulsbo Fire Department's current and projected Level of Service, comparing current fire units per 1,000 population. The LOS analysis shows that the Poulsbo Fire Department has adequate fire units to serve its service area population during the six-year capital improvement period.

Table CFP-17 ~~15~~ Poulsbo Fire Department
Projected Level of Service - 0.54 Fire Units per 1,000 population

Time Period	Service Area Population	Fire units @ .~~000~~54 per 1,000 pop ~~capita~~	Fire units available	New Reserve or Deficiency
~~2008~~ **2010** actual	**19,387** ~~25,112~~	**11** ~~14~~	**12** ~~15~~	+1
2016-2022 ~~2009-2014~~ projected growth	2,465	1	**12**~~15~~	-1
2022 Total	~~27,577~~ **21,852**	**12** ~~15~~	**12** ~~15~~	0

*Source: **2016** Kitsap County Capital Facility Plan ~~Fire Projection + Poulsbo Fire Department~~*

Project Costs and Funding Strategy

The Poulsbo's Fire Department LOS of .54 fire units in service per 1,000 population will not require any additional fire or emergency units through the year **2021** ~~2014~~. The Poulsbo Fire Department has a 6-year non-capacity Capital Improvement Plan, which is depicted in Table CFP-**18** ~~16~~. Revenue from the **current and future** Fire District Tax Lev**ies**~~y~~ ~~is~~ **are** anticipated to cover the projected capital expenses. ~~No new stations are planned.~~

Table CFP-18 ~~16~~ Poulsbo Fire Department Capital Improvement Plan

Project	2016-2018	2019-2021	Total Cost
Capacity Increasing Projects	None	None	None
Capacity Replacement, Maintenance and Operations			
Replace SCBAs (including SCBA compressor)		$260,000	$260,000
Replace Bunker gear	$48,000	$113,000	$161,000
Medic Unit Replacement	$243,000	$761,000	$1,004,000
Ongoing Hose Replacement		$64,000	$64,000
MCT		$88,000	$88,000
Replace Lifepack		$103,000	$103,000
Other Fire Equipment	$9,000	$86,000	$95,000
Other Miscellaneous Capital Improvements	$142,000	$316,000	$458,000
Replace Staff Vehicles	$72,000	$113,000	$185,000
Replace Station 71 Parking Lots and Drainage		$500,000	$500,000
Replace Flat Roofs and Station 71 with peak roof		$300,000	$300,000
Replace Station 72		$3,500,000	$3,500,000
Add Exhaust Capture Systems, upgrade bay doors		$450,000	$450,000
Replace Engines at end of useful life		$2,825,000	$4,025,000
TOTAL	$1,714,000	$9,479,000	$11,193,000
Project Revenues			
Fire District Tax Levy	$1,714,000	$704,000	$2,418,000
Revenue Sources (to be determined)	$0	$8,775,000	$8,775,000
TOTAL	$1,714,000	$9,479,000	$11,193,000

Source: Poulsbo Fire Department 2012; BERK 2015; Fire Protection References: Kitsap County, 2016. Final Capital Facility Plan. Kitsap County Department of Community Development, June 2016.

~~Project~~	~~2009~~	~~2010~~	~~2011~~	~~2012~~	~~2013~~	~~2014~~
~~Minor Capital Expenditures~~	~~$50,000~~	~~$50,000~~	~~$50,000~~	~~$50,000~~	~~$50,000~~	~~$50,000~~
~~Medic Unit Replacement~~	~~$200,000~~					~~$200,000~~
~~Medic Unit Refurbishment~~		~~$90,000~~		~~$90,000~~		
~~Fire Engine Replacement~~			~~$475,000~~			
~~Fire Engine Refurbishment~~		~~$100,000~~		~~$100,000~~		
~~Projected Fire District Tax Levy Revenue~~						
~~Fire District Tax Levy~~	~~$250,000~~	~~$240,000~~	~~$525,000~~	~~$240,000~~	~~$50,000~~	~~$250,000~~

	~~2009~~	~~2010~~	~~2011~~	~~2012~~	~~2013~~	~~2014~~
~~Total Costs~~	~~$250,000~~	~~$240,000~~	~~$525,000~~	~~$240,000~~	~~$50,000~~	~~$250,000~~
~~Total Revenues~~	~~$250,000~~	~~$240,000~~	~~$525,000~~	~~$240,000~~	~~$50,000~~	~~$250,000~~
~~Balance~~	~~0~~	~~0~~	~~0~~	~~0~~	~~0~~	~~0~~

~~*Source: Kitsap County Capital Facility Plan Fire Protection + Poulsbo Fire Department*~~

12.15 Library

The City of Poulsbo is annexed into the Kitsap Regional Library District. The Poulsbo Library was built by, and is maintained, by the City. The Kitsap Regional Library (KRL) provides books, furnishings, equipment, and staffing. The Poulsbo Library is located within the city limits at 700 NE Lincoln Road.

In 1998, a Library Capital Facilities District was formed. This District includes properties located within the city limits as well as surrounding unincorporated areas that also use and benefit from the Poulsbo Library. The voters in this Capital Facilities District approved a $1.6 million dollar levy to expand the library. An interlocal agreement was approved between Kitsap County and the City. Kitsap County issued and is responsible for the debt. The City managed the construction project. Construction of the library expansion was completed in early 2001.

The Poulsbo Library is a 13,558 square feet building. The Library includes a finished basement that is available for public and community meetings. The basement meeting room is used by many community organizations, and it serves as a convenient meeting room for public agency use as well.

The Poulsbo Library is served well by its community. A Friends of the Library volunteer group serves to support the KRL and Poulsbo branch, and the City's volunteer Library Board, which in consultation with KRL, serves to offer recommendations and provide input to the City Council on the library building itself.

Library Service

Kitsap Regional Library provides the library services and staffing for the Poulsbo Library, as one of nine libraries located in Kitsap County that they operate. All library cardholders are able to take advantage of the many services the KRL provides. At the Poulsbo branch classes, computer/internet access, young children story times, and book clubs are a few of the services offered. The Poulsbo Library is open ~~54~~ **46** hours per week.

Capital Facility Needs and Funding Strategy

~~The failure of the 2007 library levy lid lift resulted in the reduction of $2.1 million from its budget. In order to balance the budget, the KRL reduced it hours of operations to 44 hours per week system wide.~~

The City, as maintainer of the Poulsbo Library building, had identified one capital facility expenditure - replacing the **roof. The replacement is scheduled for 2017-2018 and is preliminary identified to cost $45,000.** ~~carpet in the Library community meeting room (basement) -which was completed in 2008. No further capital facility improvements have been programmed into the City's 6-year CIP~~.

Funding for ~~any future~~ library capital improvements will be through the City's General Purpose Capital Improvement Fund.

12.16 Schools

The North Kitsap School District provides public education for the City of Poulsbo. The school district includes all of North Kitsap, bordered by Hood Canal to the west, and Puget Sound to the north and east.

The North Kitsap School District has a Capital Facility Plan, which identifies and directs the District's capital improvements for the six-year ~~and twenty-year~~ planning period **2016-2022**. The District recently updated its CFP in ~~early~~ **2016.** ~~2009~~.

Current Service Area and Capacity

The North Kitsap School District (NKSD) is the third largest school district in Kitsap County. It serves approximately 6,**000**~~700~~ students within its 110 square miles. The District's twelve schools include seven elementary schools, two middle schools, two four-year high schools and one alternative high school. NKSD employees a staff of ~~860~~ **1,000 full-time and part-time** employees **that support its students with all aspects of education**. ~~425 are teachers with 67.5% of them having a master's degree or higher.~~

The district uses the following grade level configurations: K-5 in elementary schools; 6-8 in the districts two middle schools, and 9-12 housed in two senior high schools. CFP Table -**19** ~~17~~ ~~lists~~ **summarizes** North Kitsap Schools and their enrollment capacity **including permanent schools and portable classrooms.**

Table CFP-19 ~~17~~ North Kitsap School District ~~2008~~ 2016 Enrollment Capacity under ESSB 6052

School	~~2008~~ 2016 Enrollment Capacity
Elementary Schools (K-5)	
Breidablik	**394** ~~342~~
Gordon	**404** ~~335~~
Pearson	**328** ~~281~~
Poulsbo (located within city limits)	**571** ~~353~~
Suquamish	**404** ~~389~~
Vinland (located within city limits)	**560** ~~407~~
Wolfe	**361** ~~317~~

Total Elementary	**3,021**
~~Junior High~~ Middle Schools (6-8)	
Kingston	**958** ~~780~~
Poulsbo (located within city limits)	**721** ~~632~~
Total Middle Schools	**1,678**
Senior High Schools (9-12)	
North Kitsap (located within city limits)	**1,313** ~~1,078~~
Kingston	**806** ~~719~~
Sprectum Alternative Learning Center	**60** ~~65~~
Total High School	**2,194**

Source: ***May 2016 NKSD Capital Facilities Plan 2016-2022***
~~*Draft 2009 NKSD Capital Facilities Plan*~~

Level of Service

For capacity planning purposes, the North Kitsap School District has established a Level of Service goal of 18 students per classroom for grades kindergarten through fourth grade; ~~24~~ **27** students per classroom for ~~grades~~ fifth ~~through eight~~ grade; ~~26~~ **29** students per classroom for **grades six through twelve**; ~~high school classrooms;~~ ~~11~~ **8** students per self-contained special education class; and 30 students per physical education at the high school level.

Projected Student Enrollment

~~North Kitsap School District has developed a model to forecast enrollment~~. ~~The model makes predictions out to 2029 using Office of Financial Management (OFM) forecasting assumptions of population and residential units to project enrollment growth. These forecasting assumptions are consistent with the population growth allocations for the Poulsbo Urban Growth Area, and other population allocations within the NK district area. The modeling assumptions are identified in the NKSD's draft 2009 Capital Facility Plan~~.

In February 2016, NKSD contracted with a consultant to perform a demographic study in order to determine future student enrollment. The study was completed in April 2016. The projections are based upon the consultant's analysis of recent trend information and projections in population, housing and births, including projected growth within the city limits.

Based on the NKSD model, student enrollment is projected to increase by ~~392~~ **259** students at the elementary school level, **an** increase **of 160** ~~40~~ students at the middle school level and ~~to decrease by~~ ~~351~~ **to increase by 137** students at the high school level between ~~2008 and the 2014-2015~~ **2015-2016 and the 2021-2022** school year. Projected student enrollment by grade span based on the District's model is provided in Table CFP-**20** ~~18~~.

Table CFP-20 ~~18~~ Projected School Enrollment by Grade Span NKSD 2016-2022 ~~2009-2014~~

Grade Span	Actual 2015-16 ~~2008~~	2016-17 ~~2009~~	2017-18 ~~2010~~	2018-19 ~~2011~~	2019-20 ~~2012~~	2020-21 ~~2013~~	2021-22 ~~2014~~	Actual Change
Elementary (K-5)	2,646 ~~2,870~~	2,698 ~~2,892~~	2,720 ~~2,931~~	2,786 ~~3,054~~	2,818 ~~3,128~~	2,864 ~~3,220~~	2,905 ~~3,262~~	259 ~~392~~
Middle School (6-8)	1,382 ~~1,522~~	1,390 ~~1,501~~	1,384 ~~1,481~~	1,394 ~~1,466~~	1,457 ~~1,492~~	1,508 ~~1,502~~	1,542 ~~1,562~~	160 ~~40~~
High School (9-12)	1,916 ~~2,357~~	1,896 ~~2,148~~	1,956 ~~2,069~~	1,998 ~~2,041~~	1,987 ~~2,033~~	2,035 ~~2,023~~	2,053 ~~2,006~~	137 ~~(351)~~
Total	5,944 ~~6,749~~	5,984 ~~6,581~~	6,060 ~~6,480~~	6,178 ~~6,561~~	6,262 ~~6,652~~	6,407 ~~6,745~~	6,500 ~~6,831~~	556 ~~82~~

Source: May 2016 NKSD Capital Facilities Plan 2016-2022
~~Draft 2009 NKSD Capital Facilities Plan~~

~~The District's 2029 enrollment projections are used when determining its long-range facility plans. A summarized projected enrollment by grade span for 2029 is provided in Table CFP-19:~~

~~Table CFP-19 Projected School Enrollment 2029~~

~~Grade Span~~	~~2029 Projected Student Enrollment~~
~~Elementary (K-5)~~	~~4,256~~
~~Middle School (6-8)~~	~~2,168~~
~~High School (9-12)~~	~~2,723~~
~~District Total (K-12)~~	~~9,137~~

~~Source: Draft 2009 NKSD Capital Facilities Plan~~

Projected facility need is derived by subtracting the 2015 school facility capacity (Table CFP-19 ~~17~~) from the 2021-22 projected student enrollment.

Table CFP-21 Projected School Enrollment 2021-2022

Type of Facility	2015 Capacity	2021-2022 Projected Enrollment	2021-2022 Facility Need**
Elementary*	**2,627**	**2,905**	**278**
Middle	**1,678**	**1,542**	**(136)**
High	**2,194**	**2,053**	**(141)**

***Does not include Breidablik Elementary capacity of 394*
*** Negative numbers indicated overhoused (i.e. sufficient capacity); positive number indicated underhoused (i.e. insufficient capacity).*
Source: May 2016 NKSD Capital Facilities Plan 2016-2022

Projected Capital Facility Needs

Expected student enrollment in the elementary schools (K-5) will exceed the current capacity of the elementary school facilities during the planning period. Projected increases in new students due to new housing, along with the mandated class size reductions put into effect by the State Legislature (ESSB 6052) in grades K-3, will cause NKSD's currently operating elementary schools to further exceed their capacity. Based upon these projections, the District is evaluating the need to reopen Breidablik Elementary to provide additional classrooms. This is in lieu of purchasing additional portables.

Reopening Breidablik Elementary, which has been closed in 2013, will require a significant financial investment to restore systems that have been neglected or suffered from vandalism.

~~The North Kitsap School District will need to meet the educational needs of the projected school enrollment through a combination of existing and new facilities.~~

~~Projected excesses or deficiencies in student enrollment capacity is derived by subtracting the projected student enrollment for each year within the forecast period from the existing 2008 facility capacity. It is projected that by the end of 2015, additional classroom capacity will be required at the elementary school level. Based on existing facility capacity and the conservative enrollment forecasts, it is projected that 832 elementary school students will be unhoused by year 2015. Unhoused is defined as students attending classes in portable classrooms or in classrooms where class size exceed the identified level of service. At the end of this same period, 150 middle school and 161 high school students will be unhoused.~~

~~NKSD has identified a set of construction projects to address the need for additional capacity:~~

1. ~~Construct new elementary school classrooms, including acquisition of temporary housing to meet enrollment needs through 2015.~~

2. ~~To ensure long-term capacity, sites for two new elementary schools and new middle school should be sought.~~

3. ~~Based on the enrollment projections, it is likely the District will need to build two new elementary schools and a third middle school to meet anticipated student capacity requirements for the year 2029. In addition, the District will need to construct high school additions.~~

NKSD 6-year Capital Improvement Program

The NKSD Capital Facility Plan dated May 2016, identifies reopening Breidablik Elementary in order to accommodate the expected student enrollment. While the projected student enrollment for the middle and high

schools are within the existing capacity during the planning period, if actual and expected growth trends continue, the District should also evaluate capacity needs for its middle and high schools in the next 6-year Capital Facility Plan (2022-2028).

The identified needed improvements to Breidablik Elementary are as follows:

Table CFP-22 NKSD Six-Year Capital Improvement Program

Project	2016-2022	Funding Source
Reopen Breidablik Elementary		
Replace Roofing	**$380,000**	**General Fund, Capital Projects Fund, Impact/Mitigation Fees**
Furniture (desks, chairs, etc.)	**$280,000**	
IT Equipment (computers, etc.)	**$240,000**	
Phone and Computer Wiring	**$150,000**	
Library Books	**$125,000**	
Network Wiring	**$50,000**	
HVAC repairs and replacement	**$40,000**	
PE Equipment	**$30,000**	
Replace Kitchen Equipment	**$30,000**	
Plumbing Repairs and Replacement	**$15,000**	
Floor Covering Repairs and Replacement	**$15,000**	
Sonitrol Upgrades	**$15,000**	
Phones	**$10,000**	
Playground Equipment Repairs and Replacement	**$10,000**	
		TOTAL $1,135,000

Source:* *May 2016 NKSD Capital Facilities Plan 2016-2022

Note: Should the District elect not to reopen Breidablik Elementary, additional capacity will need to be created by adding portable classrooms to elementary sites.

~~Two capital facilities improvement projects are planned for the six-year planning period: 1) Purchase/Relocate Portables. The temporary provision of facilities to house students at the elementary and middle school grade levels will require relocation of existing portables, renovation of existing portables, and the acquisition and installation of new portables through the District. The projected student population at the elementary schools in 2015 could be met by 10 double-classroom portables, and 2 double-classroom portables could be sufficient for middle school enrollment. 2) The increased enrollment will require acquire additional bus capacity.~~

~~**Table CFP-20 NKSD Six-Year Capital Improvement Program**~~

~~**Project**~~	~~**2009-2015**~~	~~**Funding Source**~~
~~Purchase/Relocate Portables 12@$225,000~~	~~$2,700,000~~	~~Impact Fees, Bonds~~
~~New School Busses~~	~~$514,250~~	~~Impact Fees, Bonds~~
~~**Total**~~		~~**$3,214,250**~~

~~*Source: Draft 2009 NKSD Capital Facility Plan*~~

~~The NKSD anticipates seeking sites for new elementary schools and middle school in the near future. Preliminary land cost of approximately $120,000 per acre in urban growth area(s) has been identified for budget planning purposes. The District's average size for an elementary school is 14 acres and 22 acres for a middle school site. While no specific sites have been identified or programmed in the 6-year CIP for purchase, site acquisition is planned to occur within the long-range planning period.~~

School Facilities Funding Strategy

Funding of school facilities is secured from a number of sources, the primary source as voter-approved bonds. Other sources include State matching funds and developer impact (or mitigation) fees.

General Fund

The NKSD General Fund revenues are primarily from state funds, special maintenance and operations levy funds, federal funds and fees. These revenues are used for financing the current day to day operations of the school district, such as instructional programs for students, food services, maintenance and pupil transportation.

Capital Projects Fund

The NKSD Capital Projects Fund provides for acquisition of lands or buildings, major modernization of buildings and other property, and acquisition of equipment, including technology systems. The Capital Projects Fund is generally financed from the proceeds from the sale of bonds, state matching revenues, lease or sale of surplus real property, interest earnings and special levies.

General Obligation Bonds

Bonds are typically used to fund construction of new schools and other capital improvement projects. A 60% voter approval is required to pass a bond. Bonds are then retired through the collection of property taxes.

The NKSD currently has an outstanding bond indebtedness of $21.8 million and a debt capacity of $271 million. The District is anticipating the need for a capital projects bond in the near future.

~~The NKSD has an assessed valuation of $7.2 billion. The bond limit for all outstanding bonds is 5% of assessed value, or $3.6 million. The District has a current bond capacity of $2.9 million.~~

State Match Funds

State Match Funds come from the Common School Construction Fund. Bonds are sold on behalf of the fund then retired from revenues accruing predominantly from the sale of renewable resources (i.e. timber) from State school lands set aside by the Enabling Act of

1889. If these sources are insufficient to meet needs, the Legislature can appropriate funds or the State Board of Education can ration project funding on a priority basis.

School Districts may qualify for State matching funds for specific capital projects based on an eligibility system. Eligible projects are prioritized for allocation of available funding resources based on prioritized categories.

State match funds are available to help districts with the construction costs for enrollment and modernization related school construction projects, but cannot be used for site acquisition, the purchase of portables or for normal building maintenance. Often school districts must front fund a project with local funds, even if qualified for State matching funds, with the State's share of the project funding as a reimbursement payment to the District.

New Development Impact Fees/Mitigation Fees

Authority for local jurisdictions to condition new development on the mitigation of the school impacts is provided for under the State Subdivision Act Chapter 58.17 RCW; the State Environmental Policy Act (SEPA) Chapter 43.21C RCW, and the Growth Management Act, Chapter 36.70A RCW.

Subdivision Act Mitigation. RCW 58.17.110 requires that the permitting jurisdiction find that proposed plats adequately provide for schools and school grounds. The proposed development must provide land sufficient to ensure that such facilities are provided for proposed new students.

SEPA Mitigation. SEPA provides that local jurisdictions may condition~~al~~ approval of a new development to mitigate specific adverse environmental impacts which are identified in SEPA environmental documents.

GMA Mitigation. The Growth Management Act has specifically identified schools as a facility in which impact fees can be assessed on new growth development projects. Enacting a school impact fee would ensure that new development pays its proportionate share of the cost of school facilities that are reasonably related to new development.

SECTION 3.
Land Development Review and Evaluation

Chapter 13. Land Development Review and Evaluation

13.1 Introduction

Each county required to plan under GMA must designate an urban growth area or areas within which urban growth shall occur and outside of which urban growth shall not be allowed. Urban growth areas are to be sized based upon the projected 20-year population growth forecast generated by the Washington State Office of Financial Management. All cities planning under GMA must be included in an urban growth area.

In 1998, Kitsap County allocated a 20-year population forecast of 14,808 total population to the City of Poulsbo. The City prepared a land capacity analysis to estimate how many people could be accommodated within the city limits to meet this growth allocation. This analysis concluded that there was not enough developable land within the city limits to accommodate the projected 20 year growth. In accordance with Kitsap County's 1998 Comprehensive Plan urban growth area policies, the City and County embarked on a joint planning process to determine the size and shape of Poulsbo's unincorporated Urban Growth Area.

The Poulsbo Subarea Plan was developed through a joint City/County process to address and resolve the issues identified in the 1998 Kitsap County Comprehensive Plan related to the designation of a Poulsbo UGA. A land capacity analysis was included in the Poulsbo Subarea Plan to "show the work" in establishing the Poulsbo UGA. The analysis followed the County's adopted land capacity methodology at that time.

In 2002, the Kitsap County Commissioners and Poulsbo City Council adopted the Poulsbo Subarea Plan and the designation of the Poulsbo Urban Growth Area. The Poulsbo UGA is the primary area where the City may provide urban services and property may be annexed into its city limits.

Further, in 2004 when the Kitsap Regional Coordinating Council adopted new population allocations for cities and urban growth areas, Poulsbo's total population of 14,808 was not altered (Kitsap Countywide Planning Policy Appendix B); this was due to the intensive joint planning process and adoption of the Poulsbo Subarea Plan that had recently occurred and to allow the urban planning policies time to be implemented. **And in 2016, the total population of 14,808 continues to be the population allocation for Poulsbo and urban growth area.**

Key to the success of the GMA is ensuring that the densities planned and assumed in the designation of urban growth areas, are being achieved when residential projects are submitted to and approved by jurisdictions. The state legislature recognized this, and in 1997 adopted an amendment to the Growth Management Act, commonly referred to as

the "Buildable Lands" amendment.

The amendment, codified in RCW 36.70A.215, requires certain counties and their cities to monitor development activities **periodically** ~~through five-year periods~~ and conduct a coordinated housing unit and employment capacity analysis for each jurisdiction.

Much of the emphasis in the Buildable Lands Program focuses on the collection and monitoring of annual development data in order to evaluate whether or not population and employment allocations are being met. Further, through the Buildable Lands reporting requirements, a substantial amount of data is collected that assists local jurisdictions in evaluating the effectiveness of their adopted comprehensive plans and associated development regulations.

Kitsap County and its cities are required by state law to participate in the Buildable Lands monitoring program. Kitsap County is the lead agency implementing the program. **There have been two Buildable Lands Report (BLR) since the adoption of the Poulsbo Subarea Plan that the City has participated in – the 2007 BLR and the 2014 BLR. These reports meet the official requirements of GMA's Buildable Lands reporting.**
~~Kitsap County adopted the 2007 Buildable Lands Report (BLR) in spring 2008, which evaluated development data from 2000-2005 for Kitsap County and its cities. This Report meets the official requirements of GMA's Buildable Lands reporting.~~

~~However,~~ **F**or purposes of Poulsbo's 2009 Comprehensive Plan update, this chapter **was included to** provide~~s~~ a detailed analysis of land development in Poulsbo since 2002 when the Poulsbo Subarea Plan was adopted and the Poulsbo UGA was designated. This effort was made to review and evaluate how the City's growth strategies are working. **The conclusion in the 2009 Comprehensive Plan is that the City's growth strategies worked, and there remained sufficient land for the City's population forecast.**

In 2013-2014, the City participated in Kitsap County's Buildable Lands Report data collection and reporting; this effort was intended to be in preparation for the 2016 Comprehensive Plan Periodic Update. Chapter 13 is updated to include the buildable lands and land capacity analysis data that is included in Kitsap County 2014 Buildable Lands Report.

The following sections provide the results of three evaluation efforts:

- The first section provides the summary of **Poulsbo's reporting included in the 2014 Kitsap Buildable Lands Report. In addition, the City has updated its land development report of approved residential projects from the 2009 Comprehensive Plan update to September 2016.** ~~every residential project approved since 2002, and its gross and net density achieved to determine whether the City has been meeting its required and planned residential densities. This~~

~~section further depicts, from those approved projects, how many residential certificates of occupancy have been issued since 2002.~~

- The second section is an updated land capacity analysis for the city limits and unincorporated urban growth area **as included in the 2014 Kitsap County Buildable Lands Report.** ~~This evaluation was completed to determine what extent the increased buffer requirements of the City's 2007 Critical Areas Ordinance would have on available land for future development. While the Poulsbo Subarea Plan remains adopted and valid for purposes of the Poulsbo UGA, this land capacity analysis was made to evaluate the availability of usable land to accommodate the City's adopted population allocation of 14,808.~~

- Reasonable Measures Evaluation is the third and final section. This section was performed as required by RCW 36.70A.215. Before an adjustment to the Poulsbo UGA can be contemplated, reasonable measures must be identified and implemented.

13.2 Land Development Monitoring

13.2.1 2014 Kitsap County Buildable Lands Report - Poulsbo

Evaluation of Approved Residential Projects 2006-2012 ~~since 2002~~

Table 13-1 below summarizes all of the residential projects approved by the City **2006-2012 (the designated BLR reporting period)** ~~since 2002~~ in total number of lots, gross acres, net acres, gross density and net density. ~~Appendix C-1 provides the detailed project-by-project spreadsheet for all residential projects.~~ **There were 12 final plats, 14 short plats and 1 testamentary subdivision recorded in the reporting period.**

Table 13-1 Summary of City's approved residential projects 2006-2012 ~~since 2002-2008~~

Land Use Designation/ Zoning District	Lots/Units Approved	Gross Acres	Net Acres	Avg. Gross Density	Avg. Net Density
Residential Low 4-5 du/acre ~~(34 projects)~~	**555** ~~1060~~	**121.37** ~~246.35~~	**76.95** ~~174.75~~	**4.57** ~~4.3~~	**7.21** ~~6.1~~
Residential Medium 5-10 du/acre ~~(1 project)~~	**3*** ~~10~~	**26.17** ~~1.03~~	**12.33** ~~.82~~	**0.11** ~~9.7~~	**0.24** ~~12.2~~
Residential High 10-14 du/acre ~~(6 projects)~~	**10** ~~121~~	**8.13** ~~18.87~~	**4.45** ~~9.49~~	**1.23** ~~6.4~~	**2.24** ~~12.8~~
Redevelopment District (Poulsbo Place)	**122**	**11.59**	**8.25**	**10.53**	**14.78**

	~~199~~	~~15.09~~	~~12.53~~	~~13.2~~	~~15.9~~

Source: Poulsbo Planning Department and ***Kitsap County Buildable Lands Report 2014***
**** Seven lots were created in the Residential Medium zone during the reporting period; however, 3 lots were for future residential development.***

The Central Puget Sound Growth Management Hearings Board has made a distinction between gross acres and net acres, especially for purposes of calculating density. The CPSGMHB allows for the reduction from gross acres the land needed for rights-of-way, storm water management/treatment facilities, designated open spaces and critical areas.

Therefore, net density is expressed as a number of residential dwelling units per acre of adjusted land in a residential development. It is density based on net acreage that the CPSGMHB has ruled is the appropriate number for determining whether urban densities are being achieved.

~~Figures 13-1 and 13-2 graphically illustrate City of Poulsbo planning permit approved projects by year and type since 2002. These figures correspond with detailed residential project spreadsheet table in Appendix C-1.~~

Residential Building Permits Issued

During the Buildable Lands reporting period, there were no permits issued for new multi-family development. The following table identifies single-family building permits issued during the reporting period by zoning district in which a certificate of occupancy was also issued.

Table 13-2: 2006-2012 Poulsbo Residential Building Permits

Zoning District	Total Acreage	Number of Units	Achieved Density
Residential Low	75.5	473	6.26
Residential Medium	0	0	N/A
Residential High	0.57	4	7.01
Redevelopment Zone	6.13	84	13.70

Source: Poulsbo Planning Department

These figures indicate that the City did not have many projects in the RM or RH zoning district during the BLR reporting period. The homes approved in the RH zoning district were from one short plat that was recorded prior to the City requiring developments in the RM and RH zoning district meet minimum zoned density. In future BLR reporting, the City anticipates seeing RM and RH projects

meet density due to its new code updates that require minimum density to be achieved.

The conclusions of the density evaluation of approved residential projects **2006-2012** ~~since 2002~~ are:
~~**The City's growth strategies have worked.** The land use designation density ranges, minimum density requirements and incentives for clustering and infill have worked for the City to obtain an average net density of 7 units per net acre. This overall density is completely consistent with vision, goals and policies of the Poulsbo Subarea Plan and City's 1994 Comprehensive Plan.~~

The City is meeting its density target identified in the Poulsbo Subarea Plan for the RL designation/zoning district. The Poulsbo Subarea Plan identified a 5 du/net acre density target for the RL district (after consideration of critical areas and other reduction factors). The evaluation of all residential projects concludes that an average density of **7.21** ~~6.1~~ du/net acre was achieved in the RL district. Contributing to this density was the use of the planned unit development bonus density provisions on a number of projects; **of the 12 recorded final plats reported, 6 were under the PUD provisions**. ~~however, it should also be highlighted that many standard subdivision projects were able to obtain land efficiency and achieve density at or above 5 du/net acre~~**. The City updated its zoning code provisions in 2007, and again in 2013, which will impact future development trends in Poulsbo. The 2007 update removed the Planned Unit Development (PUD) code provisions and replaced them with the Planned Residential Development (PRD) regulations. The PRD standards require a public benefit in exchange for a density bonus and recent submittals have not included requests for bonus density. Projects will still be held to the minimum density of 4 dwelling units per net acre. The maximum density in the RL zone is 5 dwelling units per gross acre.**

Single family detached in the City's Residential Low land use designation/zoning district **continues to be the primary housing type**, as **56%** ~~81~~% of the new lots/units approved **2006-2012** ~~since 2002~~ are in the RL district. This is to be expected as the RL district encompasses **63%** ~~62~~% of the entire City's zoned acreage, including non-residentially zoned land. Clearly, the density range of 4-5 dwelling units per gross acre in the RL zoning district, as expressed through single-family detached housing units, is intended to be the primary land use in the City of Poulsbo.

The projects approved in the Residential Medium and Residential High zoning district are of mixed results.

There were a total of four short plats that approved 10 lots during the BLR reporting period in the City's Residential High Zone. Out of all recorded short plats, 4 lots were approved for single-family units. The other 6 lots are intended for future development. The apparent low density reported is not particularly relevant because the larger lots separated out are intended for future development at the

density range allowed in the Residential High zoning district (11-14 dwelling units/acre). If all 4.45 acres of net developable acreage is developed at a density of 14 dwelling units/net acre, it is likely that the properties could accommodate approximately 62 new dwellings.

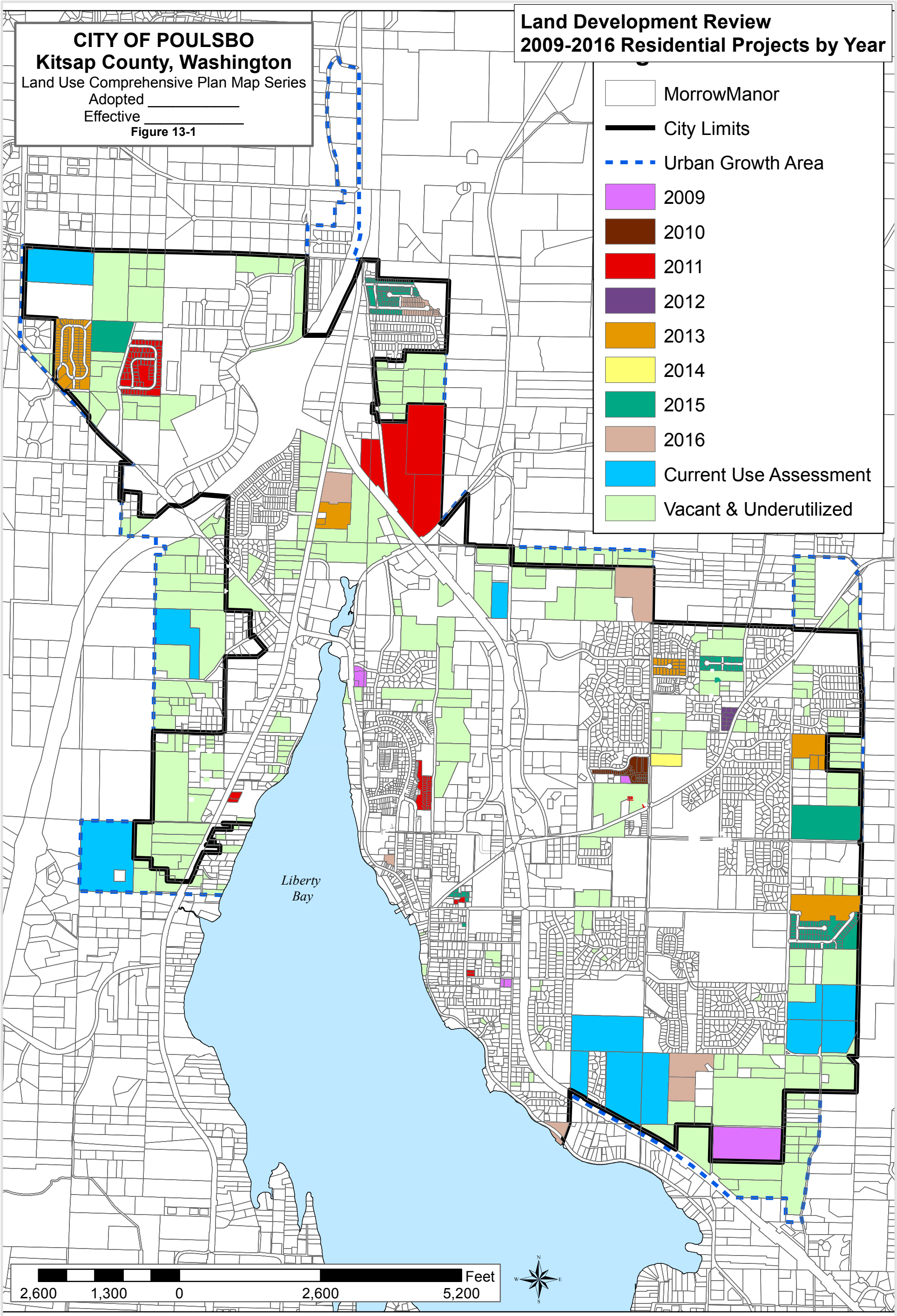
The City did not see many projects proposed in the multi-family zoning districts during the BLR reporting period, but it is likely that future projects will benefit from increase flexibility in housing types and a requirement to meet minimum density standards.

~~Over half of the projects approved in the RH zoning district did not meet the Poulsbo Subarea Plan density target of 14 du/net acre, those primarily being short plat applications. The other projects proposed as high density projects, either met or were very close to the 14 du/net acre target. One project was approved in the RM zoning district, and it did meet its density target of 10 du/net acre. Minimum density requirements, incentives to develop multi-family units (rather than single family detached in these higher density zones), and flexibility in development standards were all strategies adopted in the 2007 zoning ordinance amendments for the RM and RH zoning districts - intended to ensure future development will achieve higher densities in these districts.~~

13.2.2 Residential Development Review 2009-2016

While GMA requires the official reporting of development permit monitoring be completed through the regional Buildable Lands Reporting (BLR) program, Poulsbo also monitors its approved projects annually, and provides periodic updates to elected officials, businesses, citizens and other interested parties. Permit monitoring provides a snapshot of what has been approved for development and is helpful in capital facility planning and prioritization, it should also be noted that the economic market has influence on whether the approved projects become reality. Some projects which are approved expire before recording or development occurs.

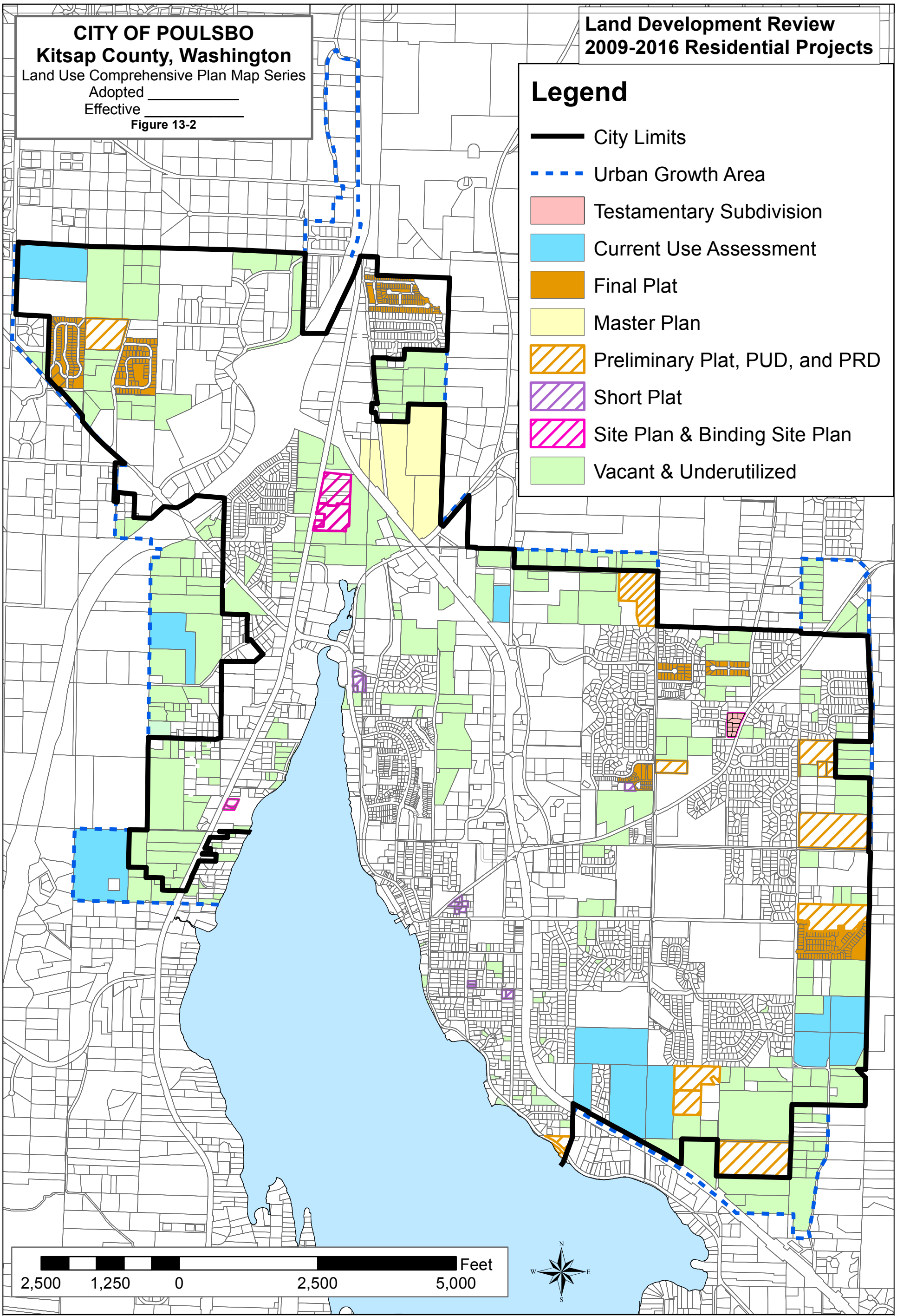
Figure 13-1 depicts the residential projects approved by the City of Poulsbo by year from 2009 through September 2016. Figure 13-2 depicts these same projects and identifies the type of residential permit that was approved.



Comprehensive Plan map Series Primary Map Sources and original Scales:
Kitsap County Assessor's Tax Maps (Kitsap County IT, GIS Division)
City of Poulsbo Planning Department records were used to develop project list from 2009-2015

This comprehensive plan map series is intended for general comprehensive planning. These maps are schematic representations of physical features, infrastructure, and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studes may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
September 14, 2016



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City of Poulsbo Planning Department GIS
September 14, 2016

Table 13-3 provides details on the residential project approvals depicted in Figures 13-1 and 13-2, and provides additional data from the BLR 2006-2012 reporting period, showing an increase in residential projects approved from 2013-2016, including a number of multi-family developments. Project specific data is included in Appendix C-1.

NEW Table 13-3 Residential Projects Approved 2009-2016

Zoning District	Acreage Lots/Units	2009	2010	2011	2012	2013	2014	2015	2016 (Sept)
RL	Gross Acreage	19.89	5.23	17.2	2.14	65.43	2.96	40.81	29.45
	Net Acreage	10.48	5.23	14.8	2.14	41.71	2.24	23.46	21.63
	Lots/Units	85	34	72	10	305	13	213	126
	Gross Density	4	6.5	4	4.7	4.6	4	5	4
	Net Density	8	6.5	5	4.7	7	5.8	9	6
RM	Gross Acreage	1.68	N/A	46	N/A	N/A	N/A	N/A	N/A
	Net Acreage	1.68		33.34					
	Units	18		540*					
	Gross Density	11		12					
	Net Density	11		16					
RH	Gross Acreage	N/A	N/A	N/A	N/A	6.38	N/A	N/A	6.67
	Net Acreage					.79			4.35
	Lots/Units					18			91
	Gross Density					3			14
	Net Density					22			20
RDZ	Gross Acreage	N/A	N/A	4.19	N/A	N/A	N/A	N/A	N/A
	Net Acreage			2.22					
	Lots/Units			32					
	Gross Density			8					
	Net Density			14					
C**	Gross Acreage	N/A	N/A	.87	N/A	N/A	N/A	.74	N/A
	Net Acreage			.87				.74	
	Units			8				58	
	Gross Density			9				78	
	Net Density			9				78	

** Master Plan approval ** These projects are mixed use buildings in C zoning district; no minimum or maximum density requirements are established for mixed use buildings.* ***Source: Poulsbo Planning Department***

Table 13-4 summarizes the annual data in Table 13-3, and identifies the total number residential lots or units approved, and the densities achieved by zoning district. A few trends can be observed after the BLR reporting period, especially in the RM and RH zoning districts, where net densities were easily achieved, and the RL zoning district's net density remained consistent at 7 du/net acre.

NEW Table 13-4 Summary of Residential Projects Approved 2009-2016 (Sept.)

Zoning District	Approved Lots/Units	Total Gross Acreage	Overall Residential Density per Gross Acre	Total Net Acreage	Overall Residential Density per Net Acre
RL	858	183	5	122	7
RM	558	47.68	12	35.02	16
RH	109	13.05	8	5.14	21
RDZ	32	4.19	8	2.22	14
C	66	1.61	41	1.61	41

Source: Poulsbo Planning Department

~~*Evaluation of Certificates of Occupancy issued since 2002*~~

~~The review of approved planning permits since 2002 is important to determine whether the density targets of the Poulsbo Subarea Plan are reasonable and achievable. This evaluation gives useful information to City leaders regarding their adopted growth strategies and provides insight into housing market trends in Poulsbo. It helps highlight any need for modifications to development standards or incentives (such as was done in 2007 for the RM and RH zoning districts).~~

~~However, the fact that planning permits are approved by the City does not guarantee all the approved projects will be developed. The other side of the equation is the housing market; since planning permits have time limits, if the market waits too long to develop housing units, planning permits will often expire.~~

~~Therefore, to determine what has been developed and occupied from the list of approved planning permits, an evaluation of residential certificates of occupancy issued throughout the city since 2002 was made. An intensive hand-count of all residential building permits and certificates of occupancy was made in late 2008 to guarantee the most accurate information.~~

~~Figure 1-3 graphically illustrates residential certificates of occupancy (COs) issued in Poulsbo by year. (Residential building permits issued by Kitsap County before annexations are also depicted). The majority of the COs issued by the City occurred in final platted subdivisions. The main plats include Poulsbo Place, Meredith Heights, Alasund Meadows, Vetter Homestead and Stendahl Ridge. Several smaller plats,~~

~~primarily located on the east side of the city, were also built during this time. From 2002-2008, 630 residential COs were issued. These COs were for a total of 741 residential dwelling units.~~

~~Poulsbo's annual population estimate provided by the Washington State Office of Financial Management (OFM) each summer is largely based upon the number of residential certificates of occupancy issued by the City. This annual population is the definitive representation of how the City is growing – not the number of units approved through planning permits.~~

~~The conclusions of the evaluation of certificates of occupancy issued by the City since 2002 are: The majority of new residential units were **constructed in final platted subdivisions**, as opposed to infill or redevelopment in existing neighborhoods.~~

~~When the number of occupancy permits issued on an annual basis is considered, (see Figure 13-3 legend), **a continual, stable and manageable rate of growth in the city is observed.** While development of larger projects may lend to a perception that the city is growing at a fast rate, Figure 13-3 illustrates that a gradual and citywide distribution of housing units over the past six years has occurred.~~

13.3 Poulsbo Land Capacity Analysis

~~*Land Capacity Analysis Methodology*~~

~~Kitsap County's adopted Land Capacity Analysis (LCA) methodology has undergone modifications and refinements since the County's initial comprehensive plan adoption in 1995. The following provides the chronology of the LCA journey, how it has been applied in Poulsbo's past comprehensive planning, and the current methodology applied to this comprehensive plan's update.~~

~~***1998 Kitsap County Comprehensive Plan***~~

~~In 1998, Kitsap County adopted a comprehensive plan that included a land capacity methodology and reduction factors. This methodology and reduction factors were accepted by the CPSGMHB (the 1998 plan was in response to original and subsequent appeals of the 1995 Kitsap County Comprehensive Plan, of which land capacity reduction factors were one of the items appealed).~~

~~***Poulsbo Subarea Plan***~~

~~Kitsap County's 1998 land capacity methodology was used in the development of the Poulsbo Subarea Plan and the ultimate sizing of the Poulsbo Urban Growth Area. On page 20 of the Poulsbo Subarea Plan, Table 1 summarizes the reduction factors used in the land capacity analysis.~~

~~Certain variables in the County's 1998 land capacity methodology were refined when applied to the city limit's population capacity. Three different variables were utilized by the city based on Poulsbo specific circumstances: 1) increased critical area reduction factor based on city staff's parcel by parcel analysis of critical areas impact on available land within the city limits; 2) a slightly smaller household size than assumed by Kitsap County; and 3) high end of zoning districts' density range utilized when calculating population capacity.~~

~~Other than these agreed-upon variable differences, the methodology and other reduction factors utilized in calculating the city limit's holding capacity and the unincorporated UGA land capacity analysis, was as set forth in the County's 1998 Plan.~~

~~***Kitsap County-wide Planning Policy***~~

~~The Kitsap Countywide Planning Policies includes policies regarding land capacity methodology. Urban Growth Areas (UGA) Policy 1 requires a coordinated Land Capacity Analysis approach which meets the requirements of GMA 36.70A.215, commonly known as "Buildable Lands." Specifically, the policies state:~~

~~**Policy 1. Land Capacity Analysis Program:**~~

~~a. The County and the Cities shall maintain a Land Capacity Analysis Program using consistent, agreed-upon methodology to estimate the land~~

~~supply available to accommodate future residential, commercial, and industrial growth.~~

~~b. The County and Cities shall participate in an agreed-upon Buildable Lands Analysis Program to monitor and evaluate the effectiveness of their respective Comprehensive Plans.~~

~~c. The County and Cities shall establish procedures for resolving disputes in collection and analysis of Land Capacity data. In the event a resolution cannot be achieved, the Kitsap Regional Coordinating Council shall be a forum to review and if possible facilitate any disputes between parties.~~

~~Kitsap County's 2005 Updated Land Capacity Analysis~~

~~Kitsap County initiated updating its Land Capacity Methodology by hiring a consultant and convening a Citizens Advisory Group (CAG). This effort was in response to the recently adopted Kitsap Countywide Planning Policy requiring a consistent Land Capacity Analysis methodology for all jurisdictions. Representatives from all cities participated on the CAG.~~

~~The CAG's task was to evaluate the 1998's Comprehensive Plan's Land Capacity methodology's rationale and assumptions for determining residential and commercial/industrial capacity (in both urban and rural), and to thereby establish an "objective approach by which to determine the current land and how much population and development Kitsap County can expect to accommodate under current zoning and development regulations in the existing rural lands and urban growth areas (UGAs)." (2005 Updated Land Capacity Analysis at page 2).~~

~~Kitsap County's 2005 Updated Land Capacity Analysis established the rationale and assumptions for land capacity calculations. It provides "step by step" narrative on how to calculate: Densities assumed per zoning district (ULCA report at page 6); Vacant lands methodology (ULCA report at page 7); Underutilized lands methodology (ULCA report at page 12); and Calculation of total housing unit and population holding capacity for residential zones.~~

~~The 2005 ULCA public process included seven months of CAG meetings, a presentation to the KRCC Board, a public hearing before the Kitsap County Planning Commission and Board of Commissioners, with the Board making a "final framework recommendation" in April 2005. The "Kitsap County 2005 Updated Land Capacity Analysis" report was released in October 2005.~~

~~Central Puget Sound Growth Management Hearings Board~~

~~On December 19, 2005, Kitsap County adopted an ordinance amending the Kingston Subarea Plan, which included expanding the Kingston Urban Growth Area. This ordinance was appealed to the CPSGMHB, as Case No. 06-3-0007 KCRP VI v. Kitsap County.~~

~~Among the five main issues appealed by KCRP, one of the issues appealed was the Urban Land Capacity Analysis utilized in determining the size of the Kingston UGA. The Kingston Subarea Plan utilized the 2005 ULCA methodology.~~

~~The Petitioners raised specific arguments regarding most of the changes made in the 2005 ULCA Report from the previous methodology. The Petitioners state that "the new methodology institutes a new, more restrictive definition of 'vacant lands,' changes several 'reduction factors,' and establishes a new reduction – 'sewer constrained lands' – all resulting in an excessively oversized UGA." (Page 23 Final Decision and Order.)~~

~~The Board, however, concurred with Kitsap County's arguments on the validity of the reduction factors included in the 2005 ULCA, with one exception – sewer constrained lands. The Board's decision states the GMA requires that urban infrastructure be available to support an urban growth area within the 20-year planning horizon, and therefore a reduction factor for "sewer constrained" is not appropriate. (page 25 Final Decision and Order.)~~

~~Therefore, through the KCRP VI v. Kitsap County's decision, the CPSGMHB has validated the 2005 ULCA methodology with the exception of the sewer constrained lands reduction factor.~~

~~Kitsap County 2006 Comprehensive Plan~~

~~The County's 2006 Comprehensive Plan's Section 2.2.2 "Land Capacity Analysis" in the Plan's Land Use chapter, includes Policy LU-6: "Use the Updated Land Capacity Analysis methods to identify capacity for urban residential and urban commercial/industrial lands." The County's 2006 Plan utilized the 2005 UCLA methodology with the exception of sewer constrained lands reduction factor, when enlarging certain urban growth areas in the 2006 Plan.~~

~~Kitsap County 2007 Buildable Lands Report~~

~~In August 2007, Kitsap County released its Buildable Lands Report (BLR). This report is in response to RCW 26.70A.215 Buildable Lands requirement of five year reporting. This report evaluated the growth and densities achieved in Kitsap County and its cities from 2000-2005.~~

~~The BLR is divided into five parts: 1) Population growth permitted housing units in Kitsap County's unincorporated lands (urban growth areas and rural), and within each of the cities' limits are reported; 2) Data collection and land capacity analysis methodology are outlined. It is clearly stated that the methodology utilized for the report is the 2005 Updated Land Capacity Analysis methodology, with the removal of the "sewer constrained lands" reduction factor; 3) Population and Housing Analysis by Jurisdiction, where the density growth from 2000-2005 is set forth. A buildable land capacity is also included; 4) Commercial and industrial land analysis; and 5) Reasonable Measures evaluation.~~

~~The 2007 BLR also identifies in its Appendix A, the ULCA methodology and variables utilized by each of the County's four cities. The City of Poulsbo has identified two variable refinements from the ULCA methodology: 1) continue to use the critical area reduction factor from the Poulsbo Subarea Plan, and 2) utilize a 2.45 average household size (hhs). The remaining methodology and variables as set forth in the ULCA are to be applied to the city limits and Poulsbo urban growth area.~~

~~The Kitsap County Board of Commissioners adopted the 2007 BLR in spring 2008; the report was not appealed.~~

~~Poulsbo 2009 Comprehensive Plan Update~~
~~Kitsap County Department of Community Development completed the land capacity analysis for Poulsbo's comprehensive plan update. The County completed three analyses for Poulsbo – all utilizing the adopted ULCA methodology, variable critical area reduction factor, and 2.45 hhs.~~

~~*Analysis of new CAO impact on land availability*~~

~~The City adopted a new Critical Areas Ordinance in 2007; among the many new provisions and requirements of the new CAO, increased vegetative buffer requirements for regulated streams and wetlands were established. The increased buffer widths result in decreasing the amount of available land for future development previously assumed in the Poulsbo Subarea Plan's land capacity analysis.~~

~~A new critical area reduction factor was determined by performing an analysis through the City's Geographic Information System (GIS). The GIS analysis captured all mapped critical areas and applied the highest and most likely buffer that would be required by the new City CAO on all vacant and underutilized parcels in the city limits and urban growth area. A comparison between the available vacant and underutilized parcels and the critical area and buffer map was made in GIS to determine the overall impact on the available land as a percentage. The result is that 26.5% of the available vacant and underutilized land in the city limits and urban growth area are encumbered by critical areas and vegetated buffer requirements.~~

~~*2008*~~ *2014 Poulsbo Land Capacity Analysis*

~~Kitsap County Community Development Geographic Information Systems (GIS) division performed the land capacity analysis for both the Poulsbo city limits and the unincorporated urban growth area in November 2008. The methodology utilized is the adopted 2005 Updated Land Capacity Analysis methodology (without sewer constrained reduction) with the two variable refinements specific to Poulsbo (household size and critical area reduction factor~~). **GMA requires as a component of the Buildable Lands Reporting, a determination there is sufficient suitable land to accommodate the countywide population projection. For the 2014 Kitsap Buildable Lands Report, a land capacity analysis of each of the city limits and unincorporated urban growth area was completed. Poulsbo's land capacity analysis evaluated whether sufficient land remained available to accommodate is 2036 population allocation of 14,808.**

The completed Poulsbo ~~2008~~ **2014** **Kitsap Buildable Lands Report** ~~Updated~~ Land Capacity Analysis tables are included in Appendix C-2.

~~Poulsbo requested three analyses be completed - one utilizing the critical area reduction factor of 22% (as adopted in the Poulsbo Subarea Plan and 2007 BLR); the second utilizing a critical area reduction factor of 26.5% which reflects the impact of the increased vegetative buffer requirements on available land due to the City's new CAO; and the third utilizing Kitsap County's ULCA methodology critical area reduction factor.~~

- ~~The Land Capacity Analysis utilizing the 22% critical area reduction factor concludes that the current city limits can accommodate 4,341 additional persons and the current urban growth area can accommodate 987 additional persons, for a combined total of 5,328 population capacity.~~

Table 13-5 ~~2~~ 2014 Poulsbo Land Capacity Analysis City Limits ~~with 22% critical area reduction factor~~

Poulsbo City Limits				
	Residential Low (5 Du/Ac)	**Residential Medium (10 Du/Ac)**	**Residential High (14 Du/Ac)**	**Total**
	Acres	**Acres**	**Acres**	**Acres**
Net Developable Acres	**272.888**	**53.579**	**37.17696039**	**363.644**
	5 du/ac	**10 du/ac**	**14 du/ac**	**DUs**
Dwelling Unit Capacity	**1292.442**	**525.789**	**510**	**2328.231**
	2.3 PPH	**2.3 PPH**	**2.3 PPH**	**Total Population**
Population Capacity	**2972.617**	**1209.316**	**1174**	**5355.93**

Source: City of Poulsbo Planning and Economic Development Department

Table 13-6 ~~3~~ 2014 Poulsbo Land Capacity Urban Growth Area

Poulsbo Urban Growth Area		
	Residential Low (5 du/Ac)	**Total**
-	**Acres**	-
Net Developable Acres	**119.157**	**119.157**
-	**5 du/ac**	-
Dwelling Unit Capacity	**539.785**	**539.785**
	2.3 PPH	-
Population Capacity	**1241.506**	**1241.506**

Source: City of Poulsbo Planning and Economic Development Department

	~~**RL minimum 4 du/acre**~~	~~**RM minimum 5 du/acre**~~	~~**RH minimum 10 du/acre**~~	~~**Redevelopment Zone (Poulsbo Place)**~~
~~Net Developable Acres - City~~	~~268.4~~	~~57.12~~	~~39.18~~	
~~Net Developable Acres - UGA~~	~~118.73~~	~~0~~	~~0~~	
~~Total Net Developable Acres~~	~~387.13~~	~~57.12~~	~~39.18~~	
~~Dwelling Unit Capacity~~	~~1548.52~~	~~285.60~~	~~391.80~~	~~137~~
~~Decreased by existing units~~	~~163~~	~~10~~	~~15~~	
~~Total Dwelling Unit Capacity~~	~~1385.52~~	~~275.60~~	~~376.80~~	~~137~~
~~Total Population @ 2.45 pph~~	~~3394.52~~	~~675.22~~	~~923.16~~	~~336~~
~~**Total Population Capacity**~~				~~**5,328**~~

~~*Source: Poulsbo 2008 Land Capacity Analysis Table 22% critical area reduction factor*~~

- ~~The Land Capacity Analysis utilizing the 26.5% critical area reduction factor concludes that the current city limits can accommodate 4,094 additional persons and the current urban growth area can accommodate 920 additional persons, for a combined total of 5,014 population capacity.~~

~~**Table 13-3 Land Capacity Analysis with 26.5% critical area reduction factor**~~

	~~**RL minimum 4 du/acre**~~	~~**RM minimum 5 du/acre**~~	~~**RH minimum 10 du/acre**~~	~~**Redevelopment Zone (Poulsbo Place)**~~
~~Net Developable Acres - City~~	~~252.91~~	~~53.82~~	~~36.93~~	
~~Net Developable Acres - UGA~~	~~111.88~~	~~0~~	~~0~~	
~~Total Net Developable Acres~~	~~364.79~~	~~53.82~~	~~36.93~~	
~~Dwelling Unit Capacity~~	~~1459.16~~	~~269.10~~	~~369.3~~	~~137~~
~~Decreased by existing units~~	~~163~~	~~10~~	~~15~~	

~~Total Dwelling Unit Capacity~~	~~1296.16~~	~~259.10~~	~~354.3~~	~~137~~
~~Total Population @ 2.45 pph~~	~~3175.59~~	~~634.8~~	~~868.03~~	~~336~~
~~**Total Population Capacity**~~				~~**5,014**~~

~~*Source: Poulsbo 2008 Land Capacity Analysis Table 26.5% critical area reduction factor*~~

- ~~The Land Capacity Analysis utilizing the ULCA critical area reduction factor concludes that the current city limits can accommodate 4,353 additional persons and the current urban growth area can accommodate 973 additional persons, for a combined total of 5,326 population capacity.~~

~~**Table 13-4 Land Capacity Analysis with Kitsap County's ULCA critical area reduction factor**~~

	~~**RL minimum 4 du/acre**~~	~~**RM minimum 5 du/acre**~~	~~**RH minimum 10 du/acre**~~	~~**Redevelopment Zone (Poulsbo Place)**~~
~~Net Developable Acres - City~~	~~290.18~~	~~63.22~~	~~27.9~~	
~~Net Developable Acres - UGA~~	~~117.29~~	~~0~~	~~0~~	
~~Total Net Developable Acres~~	~~407.47~~	~~63.22~~	~~27.9~~	
~~Dwelling Unit Capacity~~	~~1629.88~~	~~316.1~~	~~279~~	~~137~~
~~Decreased by existing units~~	~~163~~	~~10~~	~~15~~	
~~Total Dwelling Unit Capacity~~	~~1466.88~~	~~306.1~~	~~264~~	~~137~~
~~Total Population @ 2.45 pph~~	~~3593.86~~	~~749.95~~	~~646.8~~	~~336~~
~~**Total Population Capacity**~~				~~**5,326**~~

~~*Source: Poulsbo 2008 Land Capacity Analysis Table ULCA critical area reduction factor*~~

~~By performing the land capacity analysis utilizing three legitimate critical area reduction factors – a population capacity range has been established for Poulsbo and its urban growth area. Comparing the three results, a couple of conclusions can be made:~~

- ~~Comparing the 22% and 26.5% critical area reduction factors, the City's new critical area buffer requirements has displaced the available land capacity to accommodate 314 persons;~~
- ~~Kitsap County's ULCA critical area reduction factor results in a population capacity that is practically the same as the Poulsbo Subarea Plan's 22% critical area reduction factor.~~

~~Therefore, based on the updated land capacity analyses performed for the city limits and urban growth area, the population capacity for Poulsbo ranges between 5,014 and 5,329 persons.~~

Comparison of population capacity to ~~2025~~ 2036 population allocation

Poulsbo has been allocated through Appendix B**-1** of the Kitsap Countywide Planning Policy, a total ~~2025~~ **2036** population of 14,808. This population is for both the city limits and urban growth area. To determine the amount of new growth remaining, the ~~2009~~ **2016** population in the city limits and urban growth area has been subtracted from the 14,808.

Table 13-7 ~~5~~ Poulsbo 2036 ~~2009-2025~~ Projected New Growth

Population Distribution	~~2025~~ 2036 Total Population	- 2016 ~~2009~~ Population	= New persons expected by 2025
Poulsbo City	10,552	**10,210** ~~8,855~~	**342** ~~1,697~~
Poulsbo UGA	4,256	**416** ~~438~~	**3,840** ~~3,818~~
TOTAL	***14,808***	***10,626*** ~~***9,293***~~	***4,182*** ~~***5,515***~~

*Source: Appendix B**-1** Population Distribution **Through 2036** ~~2005-2025~~ Kitsap Countywide Planning Policy; ~~2009~~ **2015** OFM population estimate; and Kitsap Assessor Data for **2016** ~~2009~~ Poulsbo UGA population.*

Comparison of net growth remaining to population capacity

To determine whether the City and its urban growth area can accommodate its ~~2025~~ **2036** population allocation, a comparison between the results of the land capacity analys**is**~~es~~ and the new growth remaining is made. Table 13-**8** ~~6~~ depicts this comparison:

Table 13-8 ~~6~~ Comparison of new growth remaining to population capacity

Poulsbo City Limits and UGA	**Population Capacity and Demand**
2036 Population Capacity **City limits + urban growth area** **(Tables 13-5 and 13-6)**	**6,597**
2036 Population Target **(Table 13-7)**	**4,182**
Net 20-year population capacity	**2,415**

Source: City of Poulsbo Planning and Economic Development Department

Therefore, based on the ~~updated~~ **2014 Buildable Lands Report land** capacity analyses methodology that calculates the available land's ability to accommodate future housing units - compared to the remaining net growth the City must accommodate - there appears

to be **sufficient capacity within the city limits and urban growth area to accommodate the adopted population target.** ~~a range of anticipated new persons that cannot be accommodated. Looking at the most conservative estimate, this may result in a need for 205 additional dwelling units~~.

The population capacity for the city limits and urban growth area has increased since the 2007 Buildable Lands Report and the 2009 Comprehensive Plan updated land capacity analysis. This increase can be explained primarily by changes in the land capacity methodology; and particularly, the density assumptions per zoning district now utilizes the maximum density per zone when calculating population, whereas past land capacity methodology utilized the minimum density per zoning district. If minimum densities were utilized for the land capacity analysis, the population capacity would decrease by 1,100 persons. However, the 2014 BLR methodology utilized the maximum density per zoning district due to a remand order from the Central Puget Sound Growth Management Hearings Board, and Poulsbo's land use capacity utilized the same methodology. Additionally, while there is no way to guarantee that projects will develop at maximum density, the net densities approved residential development projects have achieved also supports utilizing the maximum density assumption.

Regardless of whether the minimum or maximum density per zoning district is utilized, it is clear that the existing available land within the city limits and urban growth area remains adequate for Poulsbo's 2036 14,808 population target.

~~**Estimated growth to accommodate – 5,515 new persons**~~	~~**Population Capacity Ranges**~~		
	~~22% CA reduction~~	~~26.5% CA reduction~~	~~ULCA CA reduction~~
	~~5,328 population capacity~~	~~5,014 population capacity~~	~~5,326 population capacity~~
	~~-187 persons~~	~~-501 persons~~	~~-189 persons~~

~~Table 13-7 translates the remaining new persons from Table 13-6 into dwelling units (by 2.45 pph), in order to recognize the potential impact of the theoretical shortfall.~~

~~**Table 13-7 Additional dwelling units to accommodate new persons**~~

~~**Population Capacity Ranges**~~		
~~22% CA reduction~~	~~26.5% CA reduction~~	~~ULCA CA reduction~~
~~187 person shortfall~~	~~501 person shortfall~~	~~189 person shortfall~~
~~**76 dwelling units**~~	~~**205 dwelling units**~~	~~**77 dwelling units**~~

Accommodating Poulsbo's population allocation

The ~~2008~~ **2014** Poulsbo Land Capacity Analysis ~~completed by Kitsap County~~ demonstrates that Poulsbo has sufficient capacity within its city limits and urban growth area to accommodate its ~~2025~~ **2036** population allocation of 14,808.

~~The potential dwelling unit shortfall identified Table 13-7 can be easily accommodated through many of the infill and density maximization techniques identified in the 2009 Comprehensive Plan and which will be implemented through development regulations.~~

Additionally, the City has adopted in its zoning ordinance ~~These~~ density maximization techniques **that should result in efficient land use.** ~~will likely afford higher number of units than the minimum density assumed in the land capacity analyses~~. ~~Other~~ **R**eduction factor~~s~~ **assumptions applied in the land capacity methodology,** such as critical areas, roads, and public facilities may not be as high as assumed in the **2014 BLR** land capacity analysis; and lands not even considered in the land capacity analysis (i.e. current use exempt land), may exit out of the program and be available for development. Many factors are unknown - this land capacity analysis is a temporary snapshot.
~~The City has many years left in its 2025 planning period.~~ The City must maintain thorough monitoring of its approved **residential project** densities, final plats and certificates of occupancy. Appropriate annual monitoring by the City Planning Department will ensure the City's population capacity remains on course.

- The City shall build on the data bases created in conjunction with the development of this comprehensive plan, and keep them current.

- The City shall review annually:
  - Net growth adjusted each year by new population estimate by OFM;
  - Residential project densities approved to determine trends; and
  - Identify if any significant variation from density assumptions has occurred.

Further, the GMA has built into its requirements certain check-ins over time to ensure that implementation of comprehensive plans is consistent with the requirements of growth management. There are three identified check-in points: 1) the **seven** ~~five~~-year Buildable Lands Reporting; 2) the **eight** ~~seven~~-year comprehensive plan review and update if necessary; and 3) the ~~ten-year~~ urban growth area review **in conjunction with the comprehensive plan review** and update if necessary.

Of these, the ~~five-year~~ Buildable Lands Reporting (BLR) provides the City critical evaluation of its density trends and updates its land and population capacity at each interval. The BLR is completed in coordination with Kitsap County, ensuring the Kitsap Countywide Planning Policies on BLR are implemented.

Further, the Central Puget Sound Growth Management Hearings Board has stated:

*There is a sound and logical link between the BLR's assessment of past activities and the land capacity analysis' evaluation of accommodating future growth. The information derived from the BLR should provide data better than theoretical densities and serve as a basis for modifying planning assumptions, policies and designations and testing them with a future land capacity analysis to determine whether jurisdictions have planned for the capacity to accommodate newly assigned growth. [*Pilchuck VI, 06315c*, FDO, at 17.]*

Therefore, the City will continue to coordinate with Kitsap County in its ~~five-year~~ Buildable Lands Reporting. The City shall utilize the data collected and analyzed to monitor and scrutinize development trends to ensure adequate densities are being achieved to accommodate the City's population allocation. The City should also discuss with Kitsap County if land capacity methodology assumptions for Poulsbo should be refined based on the BLR evaluation results.

~~***Reasonable measures***~~
~~The GMA requires that a jurisdiction consider reasonable measures before enlarging an urban growth area to accommodate population growth. The City will begin implementing reasonable measures to increase its population capacity. Section 13.4 completes a reasonable measure evaluation.~~

~~*Conclusion*~~

~~The City has an adopted Subarea Plan that established an appropriately sized urban growth area using the adopted land capacity analysis methodology at that time. A review of all residential projects approved since 2002 concludes that urban densities have been achieved, resulting in an overall city average of 7 du/net acre.~~

~~A new land capacity analysis was completed for the City's 2009 Comprehensive Plan update. The analysis has identified a range of population capacity. This updated land capacity analysis completed by Kitsap County, demonstrates that Poulsbo has sufficient capacity within its city limits and urban growth area to accommodate its 2025 population allocation of 14,808.~~

~~The City still has many years left in its 2025 planning period. Poulsbo has provided in the 2009 Comprehensive Plan a variety of infill and density maximization policies and techniques that are available for future developments. Over the course of the 2025 planning period, accommodation of the potential dwelling unit shortfall may be easily made through implementation of these tools and techniques.~~

~~The City needs to continue monitoring. Appropriate annual monitoring by the City Planning Department as well as the five-year Buildable Lands Reporting will ensure the City's population capacity remains on course.~~

~~The City will also implement reasonable measures to increase its population capacity.~~

13.4 Reasonable Measures Evaluation

The GMA requires that a jurisdiction must consider reasonable measures before enlarging an urban growth area to accommodate population growth: RCW 36.70A.215(1)(b) "Identify reasonable measures, other than adjusting urban growth areas, that will be taken to comply with the requirements of this chapter."

Further, the Kitsap Countywide Planning Policies includes the following in its Urban Growth Area Policies:

"2. Each jurisdiction is responsible for implementing appropriate reasonable measures within its jurisdictional boundaries. If the Buildable Lands Analysis shows that a jurisdiction's Comprehensive Plan growth goals are not being met, that jurisdiction shall consider implementing additional reasonable measures in order to use its designated urban land more efficiently."

To assist in the identification of appropriate reasonable measures, **in 2005** the Kitsap Regional Coordinating Council ~~has~~ prepared a list of numerous reasonable measures to encourage urban densities and increase residential development capacity in existing urban growth areas for jurisdictions to consider during their comprehensive plan updates.

~~*KRCC's List of Reasonable Measures*~~

The following reasonable measures ~~are~~ **were included** ~~identified~~ in the **2005** KRCC's list to maximize density:

- Increase building height to allow for higher densities
- Allow accessory dwelling units
- Clustering
- Duplexes, town homes, and condominiums
- Density bonuses
- Higher allowable densities
- Minimum density requirements
- Mixed use
- Small lot/Cottage housing
- Transit-oriented development
- Urban centers and Urban villages
- Lot size averaging
- Allow co-housing
- Encourage infill and redevelopment
- Mandate maximum lot sizes
- Enact inclusionary zoning ordinance for new housing developments
- Zone areas by performance, not by use

Many of these identified reasonable measures are currently implemented and codified in the Poulsbo Zoning Ordinance (such as accessory dwelling units, clustering, attached housing units, mixed use, small lot/cottage housing, and infill and redevelopment). Of those reasonable measures either not currently implemented or not fully implemented, the following may be applicable to Poulsbo's need to increase capacity:

1. Increase building height to allow for higher densities
2. Duplexes, town homes, and condominiums
3. Density Bonuses
4. Higher Allowable Densities
5. Urban Centers and Urban Villages
6. Lot Size Averaging
7. **Infill and Redevelopment**

Poulsbo's Reasonable Measures Evaluation

1. ***Increase building height to allow for higher densities***
   Currently, Poulsbo's height limit is 35' (from average finish grade to peak of roof) for all zoning districts. Practically, this limits the height of structures to no more than three-stories. An increase of height in the multi-family zones (RM and RH) would allow for higher densities to be achieved in the same footprint as currently allowed. Further, allowing an increase in height in the Commercial zone when mixed use is proposed – when residential units are to be located above the street/first floor – could also help maximize residential unit capacity.

2. ***Duplexes, town homes, and condominiums***
   Duplexes, town homes and condominiums, as well other types of attached developments, are all appropriate for the City's RM and RH zoning districts. In 2007 **and 2013**, the City amended its zoning development regulations for the RM and RH zones to facilitate increased efficiency in these zones. The new standards identify duplexes, triplexes, apartments, town homes, detached cottage and attached or detached condominiums as permitted, and provide standards to encourage development of these types of housing units over the traditional single-family detached subdivision. The City should monitor how these amendments are implemented and if the desired results occur.

3. ***Density Bonuses***
   Density bonuses are currently provided for in Poulsbo's Planned Residential Development provisions. These density bonuses are tied to specific public benefit provision and therefore, may not be widely utilized by developers. ~~The City amended these provisions in 2007 and none of the PRD applications submitted since then have proposed utilizing the density bonus provision. However, there has not been enough implementation time to identify a trend.~~ Monitoring of the use of density bonuses should be made to evaluate whether the public benefit requirement for density bonuses should be refined.

4. ***Higher Allowable Densities***
   Of all the proposed reasonable measures, this measure is the most quantifiable. Since Poulsbo has minimum density requirements, increasing the City's minimum densities even by one dwelling unit in each of the three residential zones, would provide for additional residential unit and population capacity. Increasing densities not only is more quantifiable, it also provides the highest level of predictability. It is possible, of course, for residential projects to develop to the maximum density allowed per zoning district or utilize the density bonus provision of the planned residential development – but this is less predictable as it is largely dependent on economic market factors and developer preferences.

5. ***Urban Centers and Urban Villages***
   Urban Centers or Urban Villages can provide creative mixing of uses and residential densities, while facilitating walkability and inter-connected neighborhoods. Poulsbo has two centers designated by the KRCC – College MarketPlace and Town Center. The City is planning to initiate a Viking Avenue Mixed Use Corridor Plan and Town Center Neighborhood Plan to define its planning boundary, identify mixed use, commercial uses, residential density opportunities, and enhance neighborhood connectivity and pedestrian amenities. This plan will likely result in recommendations to increase and enhance mixed use developments, identify methods to provide a variety of housing types and densities, design guidelines, and streetscape amenities.

6. ***Lot Size Averaging***
   ~~Poulsbo does not currently provide for lot size averaging.~~ For residential development projects not utilizing the City's PRD provisions, a lot size averaging provision could help maximize the development's ability to reach maximize zoned density. While not exceeding the underlying maximum zoned density, a project may be able to utilize a variety of lot sizes to achieve the zoned density, where otherwise constraints such as critical areas, storm water management facilities and roads may result in a lower overall density. **The 2013 zoning code update included provisions for lot size averaging in the RL zoning district. The City should monitor how these amendments are implemented and if the desired results occur.**

7. ***Encourage infill and redevelopment***
   The 2013 zoning code update introduced additional flexibility to achieve density. New zoning provisions included expanded sections on infill residential development in residential zoning districts, and incentives in for residential units within commercial zoning districts. The City should monitor how these amendments are implemented and if the desired results occur.

~~2009 Reasonable Measure Implementation~~

~~The following reasonable measures shall be implemented after the adoption of the 2009 Comprehensive Plan update, and monitored to ensure their successful execution.~~

1. ~~***Initiate Viking Avenue Mixed Use Corridor Plan and Town Center Neighborhood***. The City shall consider initiating a Viking Avenue Mixed Use Corridor Plan and Town Center Neighborhood Plan, which would define a planning area boundary (that could serve as an overlay zone), identify mixed use opportunities, enhance neighborhood connectivity and pedestrian amenities, identify housing types and densities, and streetscape amenities.~~

2. ~~***Include Lot Size Averaging provisions*** in the City's development regulations to provide opportunity for density maximization in the RL zoning district. Amendments to the Poulsbo zoning ordinance are necessary to implement this reasonable measure.~~

3. ~~***Monitor recently amended density bonus provision and RM/RH development standards*** to ensure these amendments are implemented, if these techniques provide density maximization, or if refinements are necessary to ensure desired results.~~

Future Reasonable Measure Implementation

Additional population allocations to Poulsbo will be distributed by the KRCC in the future; this is the nature of growth management planning - it is ongoing and continuous. The City will need to evaluate and implement additional reasonable measures in the future to increase population capacity for any new population distribution made by the KRCC. A full palette of reasonable measures options will be evaluated, with additional reasonable measures identified either from the KRCC List or from other appropriate planning resources.

~~*Conclusion*~~

~~The City will begin implementing reasonable measures. For this 2009 Comprehensive Plan Update, the City will initiate a Viking Avenue Mixed Use Corridor Plan and Town Center Neighborhood Plan, where one component of the Plans would identify residential density opportunities. Additionally, the City has included a policy in its land use chapter to include lot size averaging provisions within its development regulations. Monitoring of the current density bonus provisions should be made to determine whether refinements to the 2007 amendments may be necessary; and the same should be made for the amendments made in the RM and RH zoning districts to ensure desired results occur.~~

~~Additional reasonable measures may be identified, either from the KRCC Menu or from other appropriate planning resources, at such a time when the City must begin additional reasonable measures implementation, most likely at such a time when Poulsbo receives a new population allocation from the KRCC.~~

SECTION 4. Appendices & References

Appendices

Appendix A: Technical and Background Data

Appendix A-1
Population, Housing and Employment Trends

Appendix A-2
Existing Land Use Inventory

Appendix B: City of Poulsbo Functional Plans

Appendix B-1

- ~~2007~~ **2014** City of Poulsbo Comprehensive Water System Plan - *prepared by Gary & Osborne, Inc.* ***September 2014*** ~~*March 2007*~~
- Memorandum of Agreement between Kitsap County Public Utility District and City of Poulsbo, dated August 8, 2008.

Appendix B-2

- ~~2008~~ **2016** City of Poulsbo Comprehensive Sewer System Plan - *prepared by* ***BHC Consultants, August 2016*** ~~*Parametrix, September 2008*~~

Appendix B-3

- ~~2008~~ **2016** City of Poulsbo Comprehensive Storm Water Management Plan – *prepared by Parametrix,* ***May 2016***

Appendix B-4

- ~~2006~~ **2016** City of Poulsbo Transportation Plan Update – *prepared by* ***Parametrix and*** *David Evans and Associates,* ***April 2016***

Appendix B-5

- ~~2006~~ **2016** City of Poulsbo Parks, Recreation and Open Space Plan – *prepared by* ~~*Arvilla Ohlde,*~~ *Mary McCluskey Parks Director and Poulsbo Park Commission*.

Appendix C: Land Development Review and Evaluation

Appendix C-1
Residential Density Calculations for ~~2002-2008~~ **2009-2016 (September)**Development - spreadsheet and methodology

Appendix C-2
Kitsap Buildable Lands Report 2014 - Poulsbo ~~2008~~ Land Capacity Analysis Tables

- ~~22% critical area reduction factor – city limits and urban transition area (UGA)~~
- ~~26.5% critical area reduction factor – city limits and urban transition area (UGA)~~

- ~~Kitsap County's UCLA critical area reduction factor – city limits and urban transition area (UGA)~~

Appendix C-3

- Kitsap Countywide Planning Policies, **as adopted May 11, 2015** ~~November 19, 2007~~
- ~~KRCC "Reasonable Measures: A Desktop Reference Guide for use by Kitsap County jurisdictions~~

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The author gratefully acknowledges the invaluable resource the Municipal Services and Research Center's web site is in its exceptional and unequaled clearinghouse of municipal government resources. The breadth of online links, on-site articles, and referrals made the research and completion of this comprehensive plan possible.

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Chapter 5: Natural Environment

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Chapter 7: Housing

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Chapter 13: Capital Facilities Plan

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Appendix A: Technical and Background Data

Appendix A-1 Population, Housing and Employment Trends

1. Population Trends

The City has experienced steady growth since the initial comprehensive plan was adopted in 1994. The rate of growth has varied, sometimes dramatically depending on the regional economy and housing market. ~~While the last nine years' rate of growth (2000-2009) has decreased from the rapid growth Poulsbo experienced in the 1970's through the 1990's (note the 86% decade growth rate from 1970-1980)~~, **Growth over the past decade has remained steady, and** Poulsbo continues to draw residents into its fold. ~~often from other states.~~

Table Appendix A-1.1 Annual Population 1994-2016 ~~2009~~

Year	Population	Annual New Population	Annual Growth Rate
1994 *(**Initial** Comprehensive plan adopted)*	**5,494** ~~5415~~	--	---
1995	**5,913** ~~5765~~	**419** ~~350~~	**7.6%** 6.4%
1996	**6,188** ~~6070~~	**275** ~~305~~	**4.6%** ~~5.2%~~
1997	**6,301** ~~6175~~	**113** ~~105~~	**1.8%** ~~1.7%~~
1998	**6,637** ~~6590~~	**336** ~~415~~	**5.3%** ~~6.7%~~
1999	**6,663** ~~6445~~	**26** ~~-145~~	**.3%** ~~-2.2%~~
2000	6,813	**150** ~~368~~	**2.2%** ~~5.7%~~
2001	**6988** ~~6,965~~	**175** ~~152~~	**2.5%** ~~2.2%~~
2002	**7,081** ~~7005~~	**93** ~~40~~	**1.3%** ~~.50%~~
2003	**7,129** ~~7010~~	**48** ~~5~~	**.6%** ~~.08%~~
2004	**7,357** ~~7200~~	**228** ~~190~~	**3.1%** ~~2.7%~~
2005	**7,657** ~~7450~~	**300** ~~250~~	**4%** ~~3.4%~~
2006	**7,722** ~~7490~~	**65** ~~40~~	**.8%** ~~.54%~~
2007	**7,823** ~~7560~~	**101** ~~70~~	**1.3%** ~~.94%~~
2008	**8,110** ~~7840~~	**287** ~~280~~	**3.6%** ~~3.7%~~
2009 ***(Comprehensive plan update)***	**9,106** ~~8855~~	**996*** ~~1015*~~	**12.2%** ~~12.9%~~

2010 Census	**9,200**	**94**	**1%**
2011	**9,245**	**45**	**.4%**
2012	**9,360**	**115**	**1.2%**
2013	**9,585**	**225**	**2.4%**
2014	**9,775**	**190**	**1.9%**
2015	**9,950**	**175**	**1.7%**
2016 ***(Comprehensive plan update)***	**10,210**	**260**	**2.6%**

Source: Washington State Office of Financial Management ***(OFM)***
**2009 population incorporates additional population which was a result of an intensive hand count of all building permits and certificates of occupancy issued by the City of Poulsbo 2000-2009. This information was forwarded to OFM, who increased Poulsbo's population accordingly.*

Table Appendix A-1.2 Annual Population Growth by Decade 1910-2016 ~~2009~~

Year	Population	Growth Rate
1910	364	--
1920	546	50%
1930	584	6.9%
1940	639	9.4%
1950	1,014	58%
1960	1,505	48%
1970	1,856	23%
1980	3,453	86%
1990	4,848	40%
2000	6,813	40%
~~2009~~	~~8855~~	~~30%~~
2010	**9,200**	**35%**
2016	**10,210**	**11%**

Source: U.S. Bureau of Census/Washington State Office of Financial Management

~~Since the adoption of Poulsbo's 1994 Comprehensive Plan, the City's population has grown by 3,440 persons.~~ A clue as to where Poulsbo's new residents come from can be provided in part from **American Community Survey** ~~Census 2000~~ data, **which reports on where** ~~polls~~ city residents ~~on where they~~ **previously** lived ~~in 1995~~. Table Appendix A-1.3 **reports that of the new residents which moved into Poulsbo city limits in 2014, 21% of them came from a different state, and 16% from within city limits and Kitsap County respectively.** ~~demonstrates that from 1995-2000, almost 60% of City residents moved into Poulsbo from another location, with 30% coming from within Kitsap County, 12% from within Washington State but outside of Kitsap County, and almost 20% from outside of Washington State.~~

Table Appendix A-1.3 Poulsbo Residency ~~in 1995~~

Poulsbo residents who lived in city limits in 2014 ~~2000~~, lived in 2013 ~~1995~~:	**Percent**
Same House in **2013** ~~1995~~	**80%** ~~38.5%~~
Different House in the US in **2013** ~~1995~~	**19%** ~~58%~~
Same City	***16%*** ~~*27.9%*~~
In Kitsap County	***16%*** ~~*11.7%*~~
In Washington State (but not Kitsap County)	***0%*** ~~*18.3%*~~
In different state	***21%***
Someplace else in **2013** ~~1995~~	**1%** ~~3.5%~~

Source: ***American Community Survey, 2014*** ~~*U.S. Bureau of the Census, Census 2000*~~

REGIONAL PERSPECTIVE

The Puget Sound Region experienced unprecedented growth during the 1970's and 1980's. This growth concerned local residents, jurisdictions, and ultimately the Washington State Legislature, who passed the Growth Management Act in 1990 to require planning and provision for future growth, and the preservation of forests, rural areas and open spaces. Kitsap County was required to plan under GMA because it had joined with the other more urban counties as one of the fastest growing counties in the state.

Table Appendix A-1.**4** depicts the population growth experienced in Kitsap County and each of its incorporated cities, providing significant context of where Poulsbo and its population growth fits into the larger regional perspective.

Table Appendix A-1.4 Kitsap County Population

Jurisdiction	**1970**	**1980**	**1990**	**2000**	**2010** ~~**2005**~~	**2016** ~~**2008**~~
Kitsap County*	59,204	100,508	138,676	159,896	**170,022** ~~167,920~~	**174,310** ~~170,500~~
Bainbridge Island	1,461**	2,196**	3,081**	20,308	**23,025** ~~22,200~~	**23,760** ~~23,180~~
Bremerton	35,307	36,208	38,142	37,259	**37,729** ~~34,580~~	**40,500** ~~36,860~~
Port Orchard	3,904	4,787	4,984	7,693	**11,144** ~~8,250~~	**13,810** ~~8,420~~
Poulsbo	1,856	3,453	4,848	6,813	**9,200** ~~7,450~~	**10,210** ~~7,840~~

Source: U.S. Bureau of Census/Washington State Office of Financial Management
**unincorporated only (does not include incorporated population)*
***City of Winslow population; incorporation of Bainbridge Island in 1991*

DEMOGRAPHICS OF POULSBO

The demographics of Poulsbo – who lives in the city limits – has remained relatively constant from 1990-~~2000~~-**2016**, according to the U.S. Census data. Age, household

makeup, and gender proportions have remained very close during ~~this~~ the decade**s**. ~~The most significant change was the increase of the median household income during this time of over $10,000.~~

Table Appendix A-1.5 Key Demographic Data ~~1990, 2000 Census~~

Demographic	1990 Census	2000 Census	2010 Census	2014
Total Population	4,848	6,813	9200	**9436**
Age				
24 years and under	34% (1,641)	31% (2,154)	**29% (2,668)**	**32% (3,058)**
25 to 44 years	30% (1,431)	27% (1,827)	**30% (2,760)**	**14.9% (2,353)**
45 to 64 years	17% (826)	22% (1,503)	**22% (2,024)**	**21.9% (2,065)**
65 years and older	19% (950)	20% (1,329)	**19% (1,748)**	**20.8% (1,960)**
Households	2,041	2,845	**3,883**	**3,759**
Family households	64% (1,291)	62% (1,773)	**60% (2,310)**	**60% (2,268)**
Non-family households	36% (750)	38% (1,072)	**40% (1,573)**	**40% (1,491)**
Average household size	2.28	2.30	**2.30**	**2.45**
Gender				
Male	46% (2,237)	46% (3,163)	**45% (4,164)**	**43% (4,077)**
Female	53% (2,611)	53% (3,650)	**55% (5,036)**	**57% (5,359)**
Educational Attainment				
25 years and over				
High School graduate	28% (887)	24% (1,103)	**21% (1,323)**	**24% (1,550)**
Some college, no degree	27% (871)	26% (1,225)	**28 % (1,756)**	**28% (1,782)**
Associate degree	7% (241)	7% (346)	**8% (501)**	**7% (447)**
Bachelor's degree	14% (451)	19% (900)	**24% (1,505)**	**22% (1,428)**
Graduate or prof. degree	6% (203)	10% (476)	**13% (815)**	**13% (819)**
High School graduate or higher	82%	87%	**94%**	**94%**
Bachelors degree or higher	20%	30%	**37%**	**35%**
Median household income	$25,385	$38,875	**$59,464**	**$57,296**

*Source: U.S. Bureau of the Census, Census 1990, 2000, **2010; American Community Survey, 2014***

2. Existing Housing Stock

The characteristics of Poulsbo's existing housing stock can be established through the data collected ~~every 10 years~~ by the U.S. Census Bureau. The data collected in respect to the city's housing units, occupancy, tenure, age and value can provide insight into the city's residential neighborhoods, housing trends, and what housing policies should be forwarded to address areas of concern.

Table Appendix A-1.6 Poulsbo Total Housing Units

Total number of housing units	1990	2000	2010 ~~2008~~	2014	2016
	2,147	2,992	**4,115** ~~3,581~~	**4,018**	**4,529**

*Source: U.S. Bureau of the Census, Census 1990, 2000, **2010; American Community Survey, 2014;** Washington State Office of Financial Management **2016** ~~2008~~*

HOUSING TYPE

Single-family detached housing units remains the dominant housing type for Poulsbo. From the ~~2008~~ **most recent** housing unit data, **over 60%** ~~61~~% of the city's housing units are one-unit (single-family); this result is to be expected as the City's past and current land use plan establishes the Residential Low (single-family) zoning district as the primary residential housing type in Poulsbo.

It is worth noting, however, that many policies included in **the** ~~this 2008~~ Comprehensive Plan update provide techniques or requirements to maximize densities in all land use districts. Further, the minimum density requirement in the multi-family districts should result in an increase of multi-family units (2 or more). Future Census and OFM housing unit data will indicate whether these ~~new~~ policies and the changing housing market will result in increasing the proportion of the multi-family housing unit types in Poulsbo.

Table Appendix A-1.7 Poulsbo Housing Units by Type

Type of housing units	1990	2000	**2010** ~~2008~~	**2014**
1 unit	49% (1,059)	56% (1,679)	**65% (2,676)** ~~61% (2,176)~~	**63% (2,543)**
2 or more units	40% (848)	34% (1,028)	**24% (1,208)** ~~31% (1,111)~~	**30% (1,207)**
Mobile Homes or Other	11% (240)	10% (285)	**6% (231)** ~~8% (294)~~	**6.7% (268)**

Source: U.S. Bureau of the Census, Census 1990, 2000, ***2010;*** ~~*Washington State Office of Financial Management 2008*~~ ***American Community Survey, 2014***

HOUSING OCCUPANCY

Housing occupancy continues to remain steady with over 90% of the housing stocked occupied. Of those units occupied, home ownership continues to increase with nearly 65% occupied by home owners in 2014.

~~Ninety-five percent (95%) housing occupancy remained steady at both the 1990 and 2000 Census, with only 5% of Poulsbo's housing units being vacant at the time of polling. Of those units occupied, home ownership did increase over 10% from 1990 to 2000, with 58% of all occupied housing units being occupied by the household's owners in 2000 compared to 45% in 1990.~~

Table Appendix A-1.8 Poulsbo Housing Occupancy

Occupancy	1990	2000	**2010**	**2014**
Unit Occupied	95% (2,041)	95% (2,845)	**94% (3,883)**	**93.6% (4,018)**
Household Owner	45% (938)	58% (1,656)	**62% (2,401)**	**64.9% (2,440)**
Household Renter	54% (1,103)	42% (1,189)	**38% (1,482)**	**35.1% (1,319)**

Source: U.S. Bureau of the Census, Census 1990, 2000, ***2010; American Community Survey, 2014***

HOUSING RESIDENCY

The residency trends indicated in Table Appendix A-1.9 supports the **continued** population growth experienced in Kitsap County and Poulsbo.

Table Appendix A-1.9 Poulsbo Residency

Year Household moved into unit	1990	2000	2014
1969 or earlier	8% (170)	2% (57)	**1% (29)**
1970-1979	15% (296)	7% (195)	**2% (80)**
1980-1989	42% (860)	11% (300)	**5%(185)**
~~1989-March 1990~~	~~35% (715)~~	~~–~~	
1990-~~1994~~ **1999**		17% (487)	**15% (577)**
2000-2009 ~~1995-1998~~		35% (1,004)	**47%(1,750)**
2010-2014 ~~1999-2000~~		28% (811)	**30 %(1,138)**

*Source: U.S. Bureau of the Census, Census 1990, 2000**; American Community Survey, 2014***

HOUSING AGE

Housing units constructed ~~1989~~ **in 1979** or earlier represent approximately **28%** ~~52~~% of Poulsbo's total housing units. It is these houses that generally, will require more intensive maintenance and renovation than units constructed in the last 20 years. The older and existing housing stock should be preserved and maintained. Housing policies should support homeowners who wish to preserve and maintain through repairs and renovation the older houses in the city. **The majority of the housing units in the city were constructed between 1980-1999, representing 45% of the total.**

Table Appendix A-1.10 Age of Housing Unit

Year Structure Built	Poulsbo **2014** ~~2008~~ Housing Units
1939 or earlier	**5 %(188)** ~~6% (238)~~
1940-1959	**5% (188)** ~~5% (176)~~
1960-**1979** ~~1969~~	**18% (677)** ~~5% (173)~~
~~1970-1979~~	~~15% (587)~~
1980-**1999** ~~1989~~	**45% (1,692)** ~~21% (800)~~
~~1990-1994~~	~~14% (528)~~
~~1995-1998~~	~~10% (387)~~
~~1999-March 2000~~	~~3% (115)~~
~~March~~ 2000-**2009** ~~April 2008~~	**25% (939)** ~~15% (589)~~
2010 or later	**.3% (112)**

*Source: **American Community Survey, 2014** ~~U.S. Bureau of the Census, Census 2000; Washington State Office of Financial Management 2008~~*

HOUSING VALUE

The value of a Poulsbo home has steadily increased since 1990:

Table Appendix A-1.11 Housing Unit Value

Value of Owner-Occupied Units	1990	2000	**2014**
Less than $50,000	2% (12)	--	**4,8% (117)**
$50-99,999	57% (387)	7% (94)	**6.9% (169)**
$100-149,999	28% (191)	29% (390)	**3% (74)**
$150-199,999	10% (69)	43% (563)	**6% (144)**
$200-299,999	3% (19)	17% (220)	**38% (929)**
$300-499,999	1% (6)	4% (50)	**37% (919)**
$500-999,999	--	1% (8)	**3% (82)**
$1,000,000 or more	**--**	**--**	**.2% (6)**
Median House Value	***$94,700***	***$164,200***	***$275,100***

Source: U.S. Bureau of the Census, Census 1990, 2000; ***American Community Survey, 2014***
(Census specified responses; sample does not include all Census respondents in City)
Note: Census asked respondent to estimate the value of how much the property (e.g. structure and lot, condominium unit) would sell for if it were for sale at that time.

The Median House Value (Table Appendix A-1.11) provided through the data collected ~~in the 1990 and 2000~~ **from U.S.** Census compared to the median home price provided by the Northwest Multiple Listing Service (Table Appendix A-1.12) offers a picture of the ~~dramatic climb~~ **continued increase** Poulsbo's housing value has made, **even with the recession's market correction**.

~~Poulsbo's amenities, picturesque vistas and its location at the crossroads of two ferry routes and close proximity to Jefferson County, puts Poulsbo at an ideal location for a commuting population.~~

Table Appendix A-1.12
Poulsbo Median Home Price (based on home sales per year)

Poulsbo Median Home Sales Price – July									
2006	**2007**	**2008**	**2009**	**2010**	**2011**	**2012**	**2013**	**2014**	**2015**
$358,000	**$357,000**	**$466,500**	**317,500**	**320,000**	**309,000**	**292,000**	**300,340**	**300,000**	**339,000**

Source: Northwest Multiple Listing Service (NWMLS)

~~**Median Home Sales Price**~~	~~**2005**~~	~~**2006**~~	~~**2007**~~
~~Poulsbo,*~~	~~$330,700~~	~~$357,475~~	~~$359,250~~
~~Finn Hill*~~	~~$305,500~~	~~$359,900~~	~~$410,000~~

~~*Areas as defined by Northwest Multiple Listing Service (NWMLS)~~
Source: ~~*Spring/Summer 2007 Kitsap County Trends Report*~~

~~According to the Spring/Summer 2007 Kitsap County Trends Report, since 2005 Poulsbo has been second or third generally behind Bainbridge Island for the most expensive median home price in Kitsap County. Other North Kitsap areas, such as Kingston, Hansville and Lofall have comparable median home prices as Poulsbo.~~

~~However, the current housing market has changed even from 2007. Data from the NWMLS indicates that the median sales price for all of Kitsap County has decreased by 10% in summer 2008 from summer 2007. While it is to be expected that Poulsbo's median house price will have decreased from its 2007 value, Poulsbo will most likely remain one of the more expensive places to purchase a home in Kitsap County~~.

3. Employment Trends

POULSBO RESIDENTS

The ~~2000~~ **U.S.** Census **data** is the ~~latest and~~ most complete demographic data available to evaluate the employment status of the residents of Poulsbo. The Census data gives a snapshot of what Poulsbo residents were doing, where they were working, and how much they were earning **every decade.** ~~in 2000~~. ~~When data from the 2010 Census is provided, additional comparisons and correlations can be made to identify economic and income trends for Poulsbo citizens.~~

In summary, **approximately** 60% of the city's residents over 16 years old~~s~~ **continue to be** ~~were~~ in the labor force ~~in 2000~~. ~~For 60% of Poulsbo families, both parents were in the labor force.~~ Of those in the labor force, **62%** ~~92~~% did not work at home and traveled to their employment, **and those working from home represented a dramatic increase from 8% in 2000 to 37% in 2014.** ~~Of those traveling, 77% percent worked in Kitsap County, while the remainder traveled out of the county.~~ ~~The~~ **For the** majority of those travel**inge**~~d~~ **to work, their commute was** less than 30 minutes ~~to their job~~. A majority of residents were employed in the management/professional occupations, in a variety of industries, with education and health/social services being the most common. Income earned by Poulsbo residents ~~in 2000~~ extended over a wide range, with a slight majority in the $50-$74,999 annual income range.

Table Appendix A-1.13 Poulsbo Labor Force

Labor Force	1990	2000	2014
16-years or Older	3,754	5,389	**7,451**
In Labor Force	61% (2,308)	61% (3,273)	**58% (4,369)**
Not in Labor Force	39% (1,446)	39% (2,116)	**41% (3,082)**

*Source: U.S. Bureau of the Census, Census 1990, 2000**; American Community Survey, 2014***

The majority of Poulsbo's working residents were employed in the management and professional occupational category. The second most common employment **remained service, with sales and office in a close third.** ~~did shift from service in 1990 to sales and office in 2000.~~

Table Appendix A-1.14 Poulsbo Workforce by Occupation

Occupational Categories	1990	2000	2014
Management, Professional	38% (783)	38% (1,119)	**39%(1497)**
Service	28% (571)	18% (514)	**25% (968)**
Sales and office	14% (284)	25% (717)	**23% (890)**
Farming, fishing and forestry	0	1% (31)	
Construction, extraction and maintenance	10% (208)	11% (327)	**4% (180)**

Production, transportation and material moving	10% (202)	7% (209)	**7% (270)**

*Source: U.S. Bureau of the Census, Census 1990, 2000, **American Community Survey, 2014***

There was some noteworthy movement in Poulsbo's workforce by industry from 1990 to **2014** ~~2000~~. **Education, health and social services remains the most common industry for the Poulsbo workforce, with professional, scientific, management, administrative, waste management jobs moving to the second most frequent position, and retail trade in a close third.** ~~Retail trade decreased from the top industry in 1990 to the third in 2000. Education, health and social services topped the most common industry in 2000, with 19% of the workforce. Other industries also experienced a relative significant jump in employment.~~

Table Appendix A-1.15 Poulsbo Workforce by Industry

Industry Categories	1990	2000	2014
Agriculture, forestry, fishing and hunting	2% (48)	2% (45)	**2% (69)**
Construction	8% (166)	7% (220)	**8% (311)**
Manufacturing	13% (262)	7% (271)	**5% (207)**
Wholesale Trade	1% (28)	2% (53)	**.4% (14)**
Retail Trade	19% (388)	11% (329)	**12% (454)**
Transportation and warehousing, and other utilities	3% (67)	4% (115)	**4% (148)**
Information	.5% (8)	5% (133)	**2% (73)**
Finance, insurance, real estate, and rental and leasing	6% (130)	10% (293)	**6% (237)**
Profession, scientific, management, administrative, and waste management services	1% (22)	9% (276)	**12% (465)**
Educational, health and social services	14% (288)	19% (561)	**25% (943)**
Arts, entertainment, recreation, accommodation and food services	4% (83)	13% (375)	**11% (427)**
Other services (except public administration)	14% (281)	6% (161)	**5% (204)**
Public administration	14% (277)	5% (139)	**7% (18)**

*Source: U.S. Bureau of the Census, Census 1990, 2000; **American Community Survey, 2014***

Privately employed persons continue to represent the majority of Poulsbo residents. ~~even increasing by 10% during the decade~~. ~~Conversely,~~ **G**overnment workers (including armed forces) ~~decreased its proportion by 9% during the same time.~~ **remained steady at 22% and self-employed workers experienced a small bump.**

Table Appendix A-1.16 Class of Worker

Labor Force	1990	2000	2014
Private wage and salary workers	62% (1,275)	72% (2,095)	**70% (2.666)**
Government Workers	31% (633)	22% (631)	**22% (837)**
Self-employed workers	6% (131)	6% (191)	**7.5% (284)**

*Source: U.S. Bureau of the Census, Census 1990, 2000; **American Community Survey, 2014***

U.S. Census ~~2000~~ collected data on travel time and place of work, which can provide a snapshot of how long and to where Poulsbo's residents travel to their place of employment. Almost all Poulsbo residents work in Washington State, with **87** ~~77~~% working in Kitsap County (remainder working out of the county) **in 2014**. ~~Only about~~

~~8% of residents worked at home.~~ **A significant increase in employees working at home is observed from 8% in 2000 to 37% in 2014.** The majority of those traveling **to their job**, drove alone, and traveled less than 30 minutes to their job.

~~Census 2010 data on travel time and place of work will provide interesting comparisons if place of work and traveling habits have changed during this most recent decade.~~

Table Appendix A-1.17 Travel Time and Place of Work

Labor Force	2000	2014
Place of Work		
Worked in State of residence	99.5%	**99%**
Worked in County of residence	77%	**87%**
Worked outside county of residence	22.5%	**13%**
Worked outside state of residence	.5%	**.7%**
Travel Time to Work		
Worked at home	8.4%	**37%**
Worked out of home	91.6%	**62%**
Traveled Less than 30 minutes	63%	**75%**
Traveled 30-45 minutes	11%	**7%**
Traveled 45-59 minutes	2%	**3%**
Traveled 60 or more minutes	24%	**14%**
Means of Transportation		
Car, truck or van	73.3%	**84%**
Drove alone	61%	**77%**
Carpooled	12%	**6%**
Public Transportation	11%	**8%**
Bus	1%	
Ferryboat	10%	
Motorcycle	.5%	**.8%**
Bicycle	1%	**0%**
Walked	3%	**2%**
Other Means	2%	**--**
Worked at home	8.4%	**6%**

Source: U.S. Bureau of the Census, Census 2000; ***American Community Survey, 2014***

Poulsbo's income has experienced noteworthy growth between 1990-**2014** ~~2000~~ with a~~n~~ **continued** increase ~~of $10,000~~ of the city's median household income. **The median income identified in 2014 is $57,296.** ~~It is interesting to note the top two percentage income ranges in 2000 are somewhat of an extreme: 21% of Poulsbo's residents earned $50-74,999 annual income in 2000, and 20% of Poulsbo residents earned $15-24,999 annual income.~~

Table Appendix A-1.18 Poulsbo Residents' Income

Income by Household	1990	2000	2014
Less than $10,000	19% (400)	8% (220)	**3% (126)**
$10-14,999	9% (191)	5% (138)	**8% (281)**
$15-24,999	20% (418)	20% (555)	**10% (399)**
$25-34,999	17% (341)	12% (347)	**10% (383)**

$35-49,999	17% (358)	17% (470)	**13% (487)**
$50-74,999	11% (223)	21% (588)	**19% (720)**
$75-99,999	5% (99)	13% (364)	**16% (590)**
$100-149,999	.5% (11)	4% (117)	**15% (560)**
$150-199,999	.6% (14)	.5% (15)	**3% (109)**
$200,000 or more	--	.5% (15)	**3% (104)**
Median Household Income	***$25,385***	***$38,875***	***$57,296***

Source: U.S. Bureau of the Census, Census 1990, 2000; ***American Community Survey, 2014***

POULSBO EMPLOYERS AND EMPLOYEES

Through a unique data-sharing agreement with Washington State Employment Security Department, Puget Sound Regional Council (PSRC) is able to collect and develop a set of employment data from individual business records. The PSRC staff analyzes and arrives at an annual estimate of covered employment per county and jurisdiction in the four-county member region. (Covered employment consists of those firms, organizations and individuals whose employees are covered by the Washington Unemployment Insurance Act). Covered employment typically represents 85-90% of a jurisdiction's total employment.

The database PSRC develops is capable of providing customized regional and local employment analysis that support the analytical requirements of the GMA, and assists in the development of employment forecasts. This information is the best available in determining how many people work in Poulsbo businesses and what they do in Poulsbo's city limits.

Table Appendix A-1.19 Poulsbo's Covered Employment

Occupational Categories	**2012** ~~**2004**~~ **Persons Employed**	**2013** ~~**2005**~~ **Persons Employed**	**2014** ~~**2006**~~ **Persons Employed**
Construction/Resources	**2% (124)** ~~4% (205)~~	**2% (98)** ~~4% (181)~~	**2% (125)** ~~4% (271)~~
Finance, Insurance, Real Estate and Services (FIRES)	**6% (367)** ~~6% (322)~~	**7% (376)** ~~6% (311)~~	**6% (355)** ~~5% (350)~~
Manufacturing	**1% (71)** ~~1% (75)~~	**1% (72)** ~~1% (73)~~	**1% (65)**
Retail	**21% (1,208)** ~~19% (943)~~	**21% (1,180)** ~~19% (998)~~	**21% (1,218)** ~~26% (1,665)~~
Services	**53% (3,024)** ~~47% (2,340)~~	**53% (2,990)** ~~50% (2,597)~~	**52% (2,967)** ~~44% (2,805)~~
Wholesale Trade, Transportation and Utilities (WTU)	**1% (65)** ~~4% (189)~~	**2 % (105)** ~~3% (145)~~	**2% (115)**
Education	**9% (545)** ~~11% (533)~~	**9% (504)** ~~10% (502)~~	**10% (555)** ~~8% (527)~~
Government	**5% (266)** ~~7% (348)~~	**5% (304)** ~~7% (340)~~	**5% (308)** ~~8% (514)~~
TOTAL	***5,742*** ~~***4,955***~~	***5,630*** ~~***5,148***~~	***5,707*** ~~***6,383***~~

*Source: Puget Sound Regional Council (PSRC) ~~Note: *Under confidentiality requirements, PSRC is required to suppress data if fewer than 3 firms are present, or a single firm accounts for more than 80% of the jobs. Data suppression is represented by an *.~~*

~~Although~~ **I**t is difficult to make direct comparisons between the Census **and American Community Survey** ~~2000~~ employment data and that provided by PSRC because the occupational categories are slightly different, Table Appendix A-1.**19** ~~23~~ does illustrate that the trend of Services, Retail, ~~and~~ Education, **and** Government jobs continue to be the three top employment categories offered in Poulsbo.

From the shared data, PSRC has also compiled the average annual wage by occupation, for jobs located in each jurisdiction in Kitsap County. This data represents what employers are paying their employees in each jurisdiction by occupational category:

Table Appendix A-1.20 ~~2006~~ 2008 Average Annual Wage by Jurisdiction

Jurisdiction	Construction/ Resources	FIRES	Manufact-uring	Retail	Services	WTU	Total
Bainbridge Island	**$42,037** ~~$32,800~~	**$48,404** ~~$40,100~~	**$40,214** ~~$33,900~~	**$25,583** ~~$22,100~~	**$33,519** ~~$26,000~~	**$64,669** ~~$54,100~~	**$35,896** ~~$29,600~~
Bremerton	**$68,096** ~~$47,200~~	**$41,213** ~~$35,700~~	**$28,284** ~~$39,000~~	**$30,986** ~~$28,700~~	**$35,818** ~~$31,200~~	**$39,276** ~~$34,700~~	**$37,204** ~~$31,900~~
Port Orchard	**$36,269** ~~$31,600~~	**$32,075** ~~$27,700~~	**$28,284** ~~$29,000~~	**$28,221** ~~$26,300~~	**$23,665** ~~$23,300~~	**$50,579** ~~$52,800~~	**$26,870** ~~$25,400~~
Poulsbo	***$61,105*** ~~***$43,100***~~	***$43,851*** ~~***$36,700***~~	***$24,946*** ~~***$21,600***~~	***$27,008*** ~~***$26,200***~~	***$31,748*** ~~***$27,100***~~	***$38,587*** ~~***$44,500***~~	***$33,035*** ~~***$29,100***~~
Unincorp. Kitsap	**$40,426** ~~$32,800~~	**$36,726** ~~$38,100~~	**$42,348** ~~$33,700~~	**$23,967** ~~$21,900~~	**$26,931** ~~$22,600~~	**$36,870** ~~$28,200~~	**$29,710** ~~$25,300~~
~~*TOTAL*~~	~~*$34,900*~~	~~*$36,900*~~	~~*$33,200*~~	~~*$24,000*~~	~~*$26,200*~~	~~*$35,800*~~	~~*$27,800*~~

Source: Puget Sound Regional Council (PSRC)

However, compared to the other counties included in PSRC's data collection, Kitsap County and Poulsbo employees earn less, and in come cases rather dramatically, than what employees in King, Pierce and Snohomish Counties earned. ~~in 2006~~:

Table Appendix A-1.21 ~~2006~~ 2008 Average Annual Wage by County

Jurisdiction	Construction/ Resources	FIRES	Manufact-uring	Retail	Services	WTU	Total
King County	**$58,316** ~~$47,000~~	**$74,509** ~~$60,400~~	**$71,213** ~~$60,600~~	**$35,008** ~~$30,800~~	**$58,132** ~~$47,100~~	**$62,694** ~~$55,300~~	**$58,703** ~~$48,600~~
Kitsap County	***$45,287*** ~~***$34,900***~~	***$39,751*** ~~***$36,900***~~	***$40,356*** ~~***$33,200***~~	***$26,070*** ~~***$24,000***~~	***$30,325*** ~~***$26,200***~~	***$41,883*** ~~***$35,800***~~	***$32,251*** ~~***$27,800***~~
Pierce County	**$47,376** ~~$38,900~~	**$62,179** ~~$65,100~~	**$54,217** ~~$45,700~~	**$27,715** ~~$26,100~~	**$33,501** ~~$28,000~~	**$49,294** ~~$43,800~~	**$39,260** ~~$34,500~~
Snohomish County	**$46,887** ~~$36,800~~	**$67,426** ~~$46,100~~	**$72,352** ~~$60,300~~	**$27,527** ~~$25,900~~	**$34,281** ~~$30,000~~	**$51,627** ~~$41,300~~	**$47,063** ~~$38,900~~

Source: Puget Sound Regional Council (PSRC)

Appendix A-2 Existing Land Use Inventory

EXISTING LAND USE INVENTORY

The City of Poulsbo is approximately **5.36** ~~4.5~~ square miles in area. The City is situated in North Kitsap County, and surrounds Liberty Bay on the north, east and west sides of the Bay's shoreline. Unincorporated Kitsap County is adjacent to the city limits.

A current land use inventory was completed for the purposes of this comprehensive plan. The inventory map is shown in Figure Appendix A-2.1, and the inventory is summarized in Table Appendix A-2.1. The existing land use map and acreage amounts include the city limits and urban growth area.

The existing land development and ownership pattern is a very powerful factor for determining future land uses. A complete inventory of the existing land uses was made to show use and ownership patterns throughout the city and urban growth area. The inventory provides information on existing development, densities and acreage by land-use type. The classifications used are generally as established by the Kitsap County Assessor.

Table Appendix A-2.1 2016 ~~2009~~ Existing Land Use Acreage

Classification	Acreage	Percent of Total
Residential	**1,248.4** ~~1,221.6~~	**40.2%** ~~40.9%~~
Commercial	**277.1** ~~270.2~~	**8.9%** ~~9.1%~~
Industrial	**19.8** ~~11.1~~	**0.6%** ~~0.4%~~
Public Use	**546.8** ~~405.1~~	**18.6%** ~~13.6%~~
Vacant	**435.6** ~~514.6~~	**14.0%** ~~17.2%~~
Open Land	**256.9** ~~299.5~~	**8.3%** ~~10.0%~~
Wooded	15.5	0.5%
Common Open Space/Area	**107.3** ~~89.0~~	**3.5%** ~~3.0%~~
Current Use	**167.7** ~~158.4~~	**5.4%** ~~5.3%~~
Total	**3,075** ~~**2,985**~~	**100%**

Source: City of Poulsbo GIS

Residential

The existing land development pattern for Poulsbo is predominantly single-family residential, and has helped establish and retain the small city character of Poulsbo. The City's residential land use designations have allowed for a range of residential densities, while Poulsbo's character is typified by a low-density pattern of residential development.

All Land Uses have been classified into different descriptive designations by the Kitsap County Assessor. For Residential Land Uses, there are ten categories that include at least one dwelling unit and vary according to density.

Residential Land Classifications
Rural: 5-10 acres/dwelling unit (d.u.)
Estate: 2.5 to 5 acres/d.u.
Suburban: 1 to 2.5 acres/d.u.
Urban-Low: 12,500 square feet (s.f.) to 1 acre/d.u.
Urban-Standard: 5,000 s.f. to 12,500 s.f./d.u.
Urban-Medium: 3,000 s.f. to 5,000 s.f./d.u.
Urban-High: less than 3,000 s.f./du.

Table Appendix A-2.2 2016 ~~2009~~ Existing Residential Land Acreage

Classification	Acreage	Percent of Total
Rural	**108.5** ~~134.0~~	**8.7%** ~~11.0%~~
Estate	**152.3** ~~164.8~~	**12.1%** ~~13.5%~~
Suburban	**190.2** ~~213.7~~	**15.2%** ~~17.5%~~
Urban Low	**221.7** ~~212.2~~	**17.8%** ~~17.4%~~
Urban Standard	**430.4** ~~391.7~~	**34.5%** ~~32.0%~~
Urban Medium	**48.5** ~~51.3~~	**3.9%** ~~4.2%~~
Urban High	**96.8** ~~53.9~~	**7.8%** ~~4.4%~~
TOTAL	**1,248.4** ~~**1,221.6**~~	**100%**

Source: City of Poulsbo GIS

Commercial

The commercial areas within Poulsbo serve both local residents and the traveling public. The historic downtown is especially popular with visitors, and includes community facilities, such as City Hall, U.S. Post Office and Port of Poulsbo. Other commercial areas in the City include the Viking Avenue commercial corridor, the SR 305 corridor (7th and 10th Avenues), and College MarketPlace.

Table Appendix A-2.3 2016 ~~2009~~ Existing Commercial Land Acreage

Classification	Acreage	Percent of Total
Commercial Retail	**122.7** ~~111.6~~	**44.3%** ~~41.3%~~
Commercial Services	**104.6** ~~105.3~~	**37.8%** ~~39.0%~~
Hotel/Motel	**4.9**	**1.7%**

	~~5.2~~	~~1.9%~~
Commercial Auto Highway	**24.8** ~~28.2~~	**8.9%** ~~10.4%~~
Commercial Mini-Storage	**20.1** ~~19.87~~	**7.3%** ~~7.4%~~
TOTAL	**277.1** **~~270.2~~**	**100%**

Source: City of Poulsbo GIS

Industrial

While Poulsbo has a significant inventory of commercial land uses, industrial and manufacturing areas are not as prevalent, and heavy industrial uses are not appropriate to be located within the City. The existing Light Industrial zoned lands are split between three main areas within the City – north of Forest Rock Lane, just east of SR 305; Viking Avenue, north of SR 305; and west of Vetter Road, east of SR 305.

Table Appendix A-2.4 2016 ~~2009~~ Existing Industrial Land Acreage

Classification	Acreage	Percent of Total
Industrial Light	**19.8** ~~11.06~~	100%
TOTAL	**19.8** **~~11.06~~**	**100%**

Source: City of Poulsbo GIS

Public Use

Public Use has been classified into seven different designations, accounting for **approximately 19%** ~~14~~% of the land use.

Table Appendix A-2.5 2016 ~~2009~~ Existing Public Use Land Acreage

Classification	Acreage	Percent of Total
Schools	134.2	**24.5%** ~~33.1%~~
Parks/Recreation/Marina	**232.2** ~~135.7~~	**41.5%** ~~33.5%~~
Cemetery	4.8	**.9%** ~~1.2%~~
Churches	57.**4**~~9~~	**10.5%** ~~14.3%~~
Public Facilities	**40.5** ~~27.2~~	**7.4%** ~~6.7%~~
Public Utilities	**58.2** ~~33.1~~	**10.6%** ~~8.2%~~
Parking, Easement Encumbered, or misc. ROW	**19.5** ~~12.2~~	**3.7%** ~~3.0%~~
TOTAL	**546.8** **~~405.1~~**	**100%**

Source: City of Poulsbo GIS

Current Use Taxation Parcels

To preserve agricultural, forestry, and open space land, Washington state law permits qualifying parcels to be taxed on the basis of their current use value rather than the usual assessment practice of using highest and best use market value. There are four current use tax programs established by RCW 84.34 and RCW 84.33 that are administered by the Kitsap County Assessor's Office. The four current use tax programs are: Open Space – Agriculture; Open Space – Timber; Open Space – Open Space; or Designated and Classified Forest Land.

Table Appendix A-2.6 provides the acreage within the city and UGA that are currently in the current use taxation program. This category represents **5.4** ~~5.3~~% of the city and UGA total acreage.

Table Appendix A-2.6 2016 ~~2009~~ Existing Current Use Taxation Parcels

Classification	Acreage	Percent of Total
Open Space- Agriculture	**41.7** ~~33.0~~	**24.8%** ~~20.8%~~
Open Space - Timber	**0** ~~18.8~~	**0** ~~11.9%~~
Open Space – Open Space	33.2	**19.8%** ~~21.0%~~
Designated and Classified Forest land	**92.6** ~~73.4~~	**55.3%** ~~46.3%~~
TOTAL	**167.5** ~~**158.4**~~	**100%**

Source: City of Poulsbo GIS

EXISTING ZONING ACREAGE INVENTORY

The existing zoning acreage inventory breaks down the total acres into their respective zoning districts. The zoned acreage inventory includes all acreage in the city limits and urban growth area - vacant and undeveloped land as well as built land defined in the current land use inventory above. Table Appendix A-2.7 is based on the City's current zoning map.

Table Appendix A-2.7 2016 ~~2008~~ Land Use Acreage by Zoning District

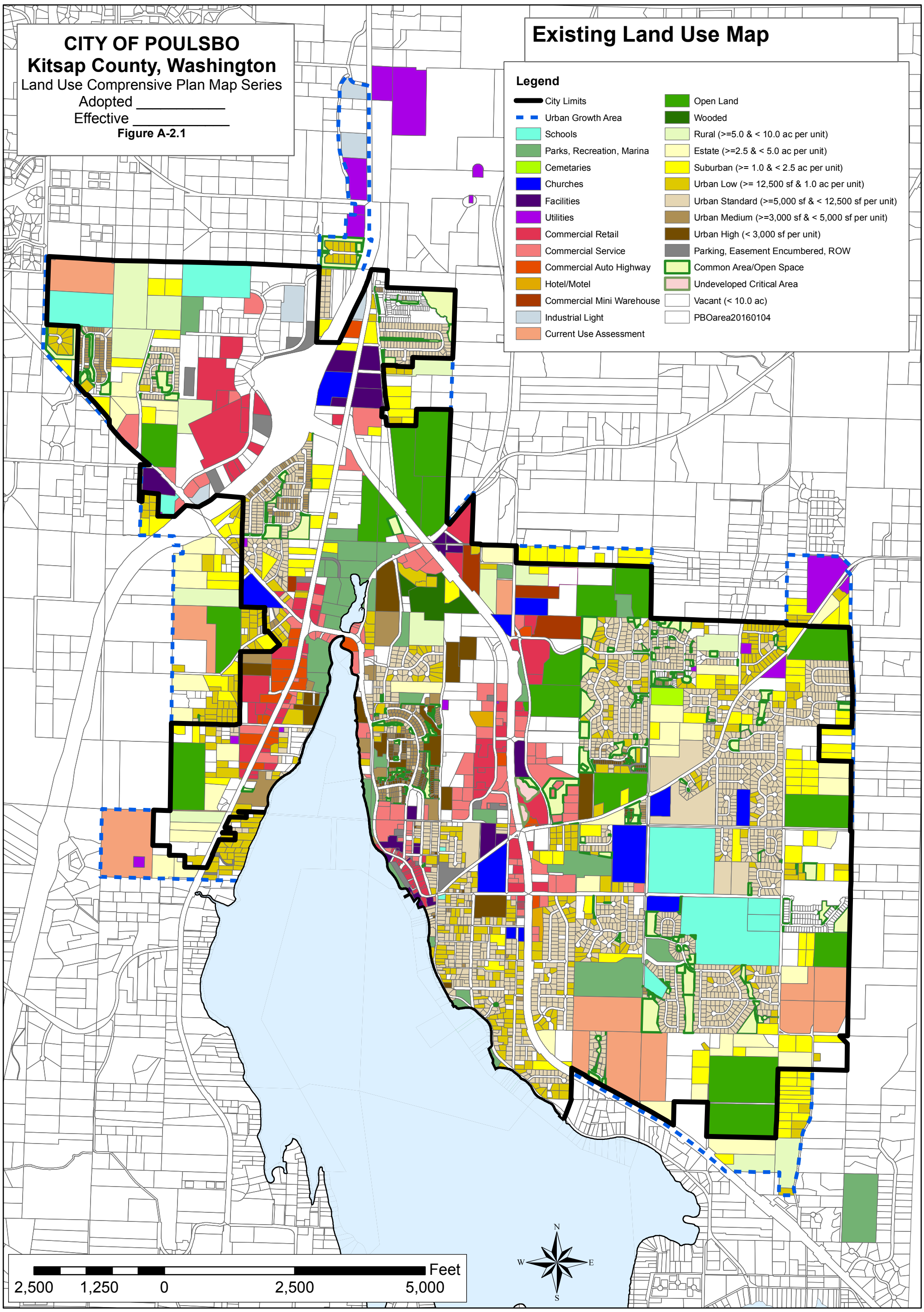
Zoning	City Acreage	Percent of City Acreage Total	UGA Acreage	Total Combined Acreage	Percent of Combined Acreage Total
Residential Low (RL)	**1,612.4** ~~1,563.60~~	**60%** ~~62%~~	**339.9** ~~391.41~~	**1,952.3** ~~1,955.00~~	**63%** ~~67%~~
Residential Medium (RM)	**144.1** ~~145.23~~	**5%** ~~6%~~	0.00	**144.1** ~~145.23~~	5%
Residential High (RH)	**228.3** ~~253.11~~	**8%** ~~10%~~	0.00	**228.3** ~~253.11~~	**7%** ~~9%~~
Commercial	**440.6**	16%	0.00	**440.6**	14%

(C)	~~413.15~~			~~413.15~~	
Office Commercial Industrial (OCI)	**42.1**	**2%**	**0.00**	**42.1**	**1%**
Light Industrial (LI)	**56.1** ~~97.69~~	**2%** ~~4%~~	**27.9** ~~30.95~~	**84** ~~128.64~~	**3%** ~~4%~~
Business Park (BP)	**33.9** ~~34.32~~	**1%** ~~1%~~	0.00	**33.9** ~~34.32~~	1%
Park (P)	**149.7**	**6%**	**0.00**	**149.7**	**5%**
Total	**2,707.2** ~~**2,507**~~	**100%**	**367.8** ~~**422**~~	**3,075** ~~**2,929**~~	**100%**

Source: City of Poulsbo GIS

CITY OF POULSBO
Kitsap County, Washington
Land Use Comprensive Plan Map Series
Adopted _____
Effective _____
Figure A-2.1

Existing Land Use Map



Comprehensive Plan Map Series Primary Map Sources and Original Scales:
Kitsap County Assessor's Tax Maps 1:12,000 (Kitsap County IT, GIS Division)
Kitsap County Assessor's Land Use Table,
updated by the City of Poulsbo Planning Department (Downloaded January 4, 2016)

This comprehensive plan map series is intended for general comprehensive planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may be necessary with project review to verify information.

City of Poulsbo Planning Department GIS
Printed on February 29, 2016

Appendix C:
Land Development Review and Evaluation

POULSBO BUILDABLE LANDS AND CAPACITY ANALYSIS - RESIDENTIAL DENSITY CALCULATIONS FOR 2009-2016 DEVELOPMENT

27-Sep-16

	Project Name	Type	Zone	Gross Acres	Net Acres [2]	# Lots/du	Gross Density/Ac	Net Density/Ac
2009	Torval Terrace[1]	SPlat	RH	1.68	1.68	18	10.7	10.7
	Owen Short Plat	SPlat	RL	0.56	0.56	3	5.0	5.0
	Guldjord Short Plat	SPlat	RL	0.73	0.73	2	2.7	2.7
	Johnson Ridge	PRD	RL	18.58	9.19	80	4.3	8.7
2010	Caldart Heights [4]	FP	RL	5.23	5.23	34	6.5	6.5
2011	Edward Rose	MP	RM	46.00	33.34	540	11.7	16.0
	Wenzlau Short Plat	SPlat	RL	0.39	0.39	2	5.1	5.1
	Poulsbo Place Div. 7	FP	RZD	4.19	2.22	32	7.6	14.0
	Liberty Hill	FP	RL	16.40	14.00	68	4.0	5.0
	Stimac Short Plat	SPlat	RL	0.41	0.41	2	5.0	5.0
	Liberty Bay LLC	BSP	C-2	0.87	0.87	8	9.0	9.0
2012	Cleaver Testimentary Subd.	Test. Sub	RL	2.14	2.14	10	4.7	4.7
2013	Mountain Aire [3]	PRD	RL	29.74	14.37	145	4.9	10.1
	Olympic Crest	PPlat	RL	5.05	3.46	19	3.8	5.5
	Langaunet	PPlat	RL	8.06	5.40	30	3.7	5.6
	Talon Glen	FP	RL	4.38	3.58	21	5.0	6.0
	Vinland Pointe	FP	RL	18.20	14.70	90	5.0	6.0
	Vikings Landing	PUD	RL	5.94	0.79	18	3.0	22.0
2014	Halden Glen	PP	RL	2.96	2.24	13	4.0	5.8
2015	Antonson Residential Infill	SP	RL	1.16	1.16	9	8.0	8.0
	Summerset Div. 1 and 2 [4]	FP	RL	16.00	8.19	100	6.0	12.0
	Noll Mesford	PRD	RL	18.60	10.65	85	4.5	8.0
	Olympic Crest	FP	RL	5.05	3.46	19	3.8	5.5
2016	Crystal View	PP	RL	12.14	8.92	46	3.7	5.0
	Westwood Crossing	PP	RL	9.40	6.41	37	4.0	6.0
	Whitford Strand	PP	RL	1.91	1.20	7	3.6	5.8

Morrow Manor	Splat	RL	2.40	1.90	8	3.3	4.0
Summerset Div. 3 [4]	FP	RL	3.60	3.20	28	7.0	9.0
Arendahl Apartments	SPR	RH	6.67	4.35	91	14.0	20.0
"Old City Hall" Mixed Use	SPR	C-1	0.74	0.74	58	78.0	78.0
	TOTAL:		**249.53**	**165.99**	**1623**		

[1] Existing 18-unit apt bldg on Lot B. Development of Lot A not proposed w/short plat.
[2] **N**et acres: gross acres minus critical areas; row/roads, stormwater/utilities, open space
[3] Mountain Aire had all stormwater facilities located "off-site", and these areas were not included in overall density or net acreage deductions in the staff report.
[4] Project w/bonus density

				Poulsbo Incorporated City Limits
UNDERUTILIZED LAND	**RESIDENTIAL LOW (5 DU/AC)**	**RESIDENTIAL MEDIUM (10 DU/AC)**	**RESIDENTIAL HIGH (14 DU/AC)**	**GRAND TOTAL**
Gross Residential Zoned Acres				
	Acres	Acres	Acres	Total Acres
Total Gross Acres (All Residentially Zoned Parcels, Not Including Vacant)	1250.027	54.221	173.170	1477.419
Multi-Family Dwelling (-)	7.950	1.942	102.144	112.036
Parcels <15,000 SF in RL, Less than 8,000 SF in RM/RH (-)	417.001	0.183	22.256	439.440
Public/Current Use/Utilities (-)	408.687	24.013	23.686	456.386
Commercial Uses (-)	1.375	0.000	1.129	2.505
Shoreline Parcel < 1.00 Acre (-)	3.855	0.061	0.877	4.794
Subtotal	**411.159**	**28.022**	**23.078**	462.259
Redevelopable Acres				
Median Home Value $174,110				
Parcels Less than 2.5 Minimum Zoning Size (Min. Zoning Size in RL 15,000; Min. Zoning Size in RM/RH 8,000) (-)	68.401	0.935	2.495	71.831
Parcels > = 2.5 - < 4 Min. Zoning Size & Value > $ 87,055	39.176	0.000	0.623	39.799
Parcels > = 4 - < 5 Min. Zoning Size & Value > $ 174,110	5.920	0.830	0.000	6.750
Parcels >= 5 - < 10 Min. Zoning Size & Value > $261,165	20.313	0.918	0.000	21.232
Subtotal	**277.348**	**25.339**	**19.960**	322.647
Remove 100% underutilized platted lots (total)	0.000	0	0.000	0
Critical Areas				
	26.5%	26.5%	26.5%	
26.5% (-)	73.497	6.715	5.289	
Subtotal	203.851	18.624	14.671	237.145
Roads/ROW (Future)				
	20%	20%	20%	
20% (-)	40.770	3.725	2.934	
Subtotal	163.081	14.899	11.737	189.716
Public Facilities (Future)				
	15%	15%	15%	
15% (-)	24.462	2.235	1.761	
Subtotal	138.618	12.664	9.976	161.259
Unavailable Land				
	15%	15%	15%	
15% (-)	20.793	1.900	1.496	
Subtotal	117.826	10.765	8.480	137.070
Developable Acreage				
Platted Lots				
Underutilized Platted Lots TOTAL	0.000	0.000	0.000	
Underutilized Platted Lots (25%) (+)				
Net Developable Acres	**117.826**	**10.765**	**8.480**	137.070
Dwelling Unit Capacity	**Residential Low**			
	5 du/ac	10 du/ac	14 du/ac	
Dwelling Unit Capacity	589	108	119	
Total Existing Dwelling Units (-)	72	10	10	
Total Net Dwelling Unit Capacity	**517**	**98**	**109**	723
Population Capacity	**Residential Low**	Residential Med.	Residential High	
	2.3 PPH	2.3 PPH	2.3 PPH	
Total Population Capacity	**1189**	**225**	**250**	1664

Poulsbo Incorporated City Limits				
VACANT LAND	**RESIDENTIAL LOW (5 DU/AC)**	**RESIDENTIAL MEDIUM (10 DU/AC)**	**RESIDENTIAL HIGH (14 DU/AC)**	**GRAND TOTAL**
Gross Residential Zoned Acres				
	Acres	Acres	Acres	Total Acres
Total Gross Acres (All Residentially Zoned Parcels, Not Including Vacant)	1250.02746	54.22120525	173.1704761	
Total Gross Vacant Acres	283.9113651	89.89404376	57.91	
Subtotal	**283.911**	**89.894**	**57.91**	**431.715**
Remove Vacant Platted Lots				
Vacant Platted Lots (-)	38.57429942991	0.250866594	2.28670436579	
Subtotal	245.337	89.643	55.623	390.604
Critical Areas				
	26.5%	26.5%	26.5%	
26.5% (-)	65.014	23.755	14.740	
Subtotal	180.323	65.888	40.883	287.094
Roads/ROW (Future)				
	20%	20%	20%	
20% (-)	36.065	13.178	8.177	
Subtotal	144.258	52.710	32.706	229.675
Public Facilities (Future)				
	15%	15%	15%	
15% (-)	21.639	7.907	4.906	
Subtotal	122.619	44.804	27.801	195.224
Unavailable Land				
	5%	5%	5%	
5% (-)	6.131	2.240	1.390	
Subtotal	116.488	42.563	26.410	185.462
Developable Acreage				
Platted Lots				
Vacant Platted Lots TOTAL (+)	38.574	0.251	2.28670436579	41.112
Net Developable Acres	**155.063**	**42.814**	**28.697**	**226.574**
Dwelling Unit Capacity	**Residential Low**	**Residential Med.**	**Residential High**	
	5 du/ac	10 du/ac	14 du/ac	
Dwelling Unit Capacity	775	428	402	1605
Total Net Dwelling Unit Capacity	**775**	**428**	**402**	**1605**
Population Capacity	**Residential Low**	**Residential Med.**	**Residential High**	
	2.3 PPH	2.3 PPH	2.3 PPH	
Total Population Capacity	**1783**	**985**	**924**	**3692**

Poulsbo Incorporated City Limits				
LAND CAPACITY TOTALS				
UNDERUTILIZED LANDS	**RESIDENTIAL LOW (5 DU/AC)**	**RESIDENTIAL MEDIUM (10 DU/AC)**	**RESIDENTIAL HIGH (14 DU/AC)**	**TOTAL**
	Acres	**Acres**	**Acres**	
Net Developable Acres	117.826	10.765	8.479759023	137.070
	5 du/ac	**10 du/ac**	**14 du/ac**	
Dwelling Unit Capacity	517.128	97.646	109	723.491
	2.3 PPH	**2.3 PPH**	**2.3 PPH**	
Population Capacity	1189.395	224.586	250	1664.029
VACANT LANDS	**RESIDENTIAL LOW (5 DU/AC)**	**RESIDENTIAL MEDIUM (10 DU/AC)**	**RESIDENTIAL HIGH (14 DU/AC)**	**TOTAL**
	Acres	**Acres**	**Acres**	
Net Developable Acres	155.063	42.814	28.69720137	226.574
	5 du/ac	**10 du/ac**	**14 du/ac**	
Dwelling Unit Capacity	775.314	428.143	402	1605.218
	2.3 PPH	**2.3 PPH**	**2.3 PPH**	
Population Capacity	1783.222	984.730	924	3692.002
GRAND TOTAL	**RESIDENTIAL LOW (5 DU/AC)**	**RESIDENTIAL MEDIUM (10 DU/AC)**	**RESIDENTIAL HIGH (14 DU/AC)**	**TOTAL**
	Acres	**Acres**	**Acres**	
Net Developable Acres	272.888	53.579	37.17696039	363.644
	5 du/ac	**10 du/ac**	**14 du/ac**	
Dwelling Unit Capacity	1292.442	525.789	510	1292.442
	2.3 PPH	**2.3 PPH**	**2.3 PPH**	
Population Capacity	2972.617	1209.316	1174	5356.031

Poulsbo Urban Growth Area			
UNDERUTILIZED LAND	**RESIDENTIAL LOW (5 DU/AC)**		**GRAND TOTAL**
Gross Residential Zoned Acres			
	Acres		**Total Acres**
Total Gross Acres (All Residentially Zoned Parcles)	349.352		
Multi-Family Dwelling (-)	0.000		
Parcels <15,000 SF in RL, Less than 8,000 SF in RM/RH (-)	10.047		
Public/Current Use/Utilities (-)	50.221		
Shoreline Parcel < 1.00 Acre (-)	6.653		
Subtotal	**282.431**		**282.431**
Redevelopable Acres			
Median Home Value $174,110			
Parcels Less than 2.5 Minimum Zoning Size (Min. Zoning Size in RL 15,000; Min. Zoning Size in RM/RH 8,000) (-)	39.999		
Parcels > = 2.5 - < 4 Min. Zoning Size & Value > $ 87,055	19.432		
Parcels > = 4 - < 5 Min. Zoning Size & Value > $ 174,110	1.562		
Parcels >= 5 - < 10 Min. Zoning Size & Value > $261,165	2.488		
Subtotal	**218.951**		**218.951**
Remove 100% underutilized platted lots (total)	0.000		0.000
Critical Areas			
26.5%			
26.5% (-)	58.022		
Subtotal	160.929		160.929
Roads/ROW (Future)			
20%			
20% (-)	32.186		
Subtotal	128.743		128.743
Public Facilities (Future)			
15%			
15% (-)	19.311		
Subtotal	109.432		109.432
Unavailable Land			
15%			
15% (-)	16.415		
Subtotal	93.017		93.017
Developable Acreage			
Platted Lots			
Underutilized Platted Lots TOTAL	0.000		0.000
Underutilized Platted Lots (25%) (+)			
Net Developable Acres	**93.017**		**93.017**
Dwelling Unit Capacity	**Residential Low**		
5 du/ac			
Dwelling Unit Capacity	465		465
Total Existing Dwelling Units (-)	56		56
Total Net Dwelling Unit Capacity	**409**		**409**
Population Capacity	**Residential Low**		
2.3 PPH			
Total Population Capacity	**941**		**941**

Poulsbo Urban Growth Area			
VACANT LAND	**RESIDENTIAL LOW (5 DU/AC)**		**GRAND TOTAL**
Gross Residential Zoned Acres			
	Acres		**Total Acres**
Total Gross Acres (All Residentially Zoned Parcles)	349.352		
Total Gross Vacant Acres	55.054		
Subtotal	**55.054**		**55.054**
Remove Vacant Platted Lots			
Vacant Platted Lots (-)	0.000		
Subtotal	55.054		55.054
Critical Areas			
	26.5%		
26.5% (-)	14.589		
Subtotal	40.465		40.465
Roads/ROW (Future)			
	20%		
20% (-)	8.093		
Subtotal	32.372		32.372
Public Facilities (Future)			
	15%		
15% (-)	4.856		
Subtotal	27.516		27.516
Unavailable Land			
	5%		
5% (-)	1.376		
Subtotal	26.140		26.140
Developable Acreage			
Platted Lots			
Vacant Platted Lots TOTAL (+)	0.000		0.000
Net Developable Acres	**26.140**		**26.140**
Dwelling Unit Capacity	**Residential Low**		
	5 du/ac		
Dwelling Unit Capacity	131		131
Total Net Dwelling Unit Capacity	**131**		**131**
Population Capacity	**Residential Low**		
	2.3 PPH		
Total Population Capacity	**301**		**301**

Poulsbo Urban Growth Area		
LAND CAPACITY TOTALS		
UNDERUTILIZED LANDS	**RESIDENTIAL LOW (5 DU/AC)**	**TOTAL**
	Acres	
Net Developable Acres	93.017	93.017
	5 du/ac	
Dwelling Unit Capacity	409.085	409.085
	2.3 PPH	
Population Capacity	940.895	940.895
VACANT LANDS	**RESIDENTIAL LOW (5 DU/AC)**	**TOTAL**
	Acres	
Net Developable Acres	26.140	26.140
	5 du/ac	
Dwelling Unit Capacity	130.701	130.701
	2.3 PPH	
Population Capacity	300.611	300.611
GRAND TOTAL	**RESIDENTIAL LOW (5 DU/AC)**	**TOTAL**
	Acres	
Net Developable Acres	119.157	119.157
	5 du/ac	
Dwelling Unit Capacity	539.785	539.785
	2.3 PPH	
Population Capacity	1241.506	1241.506

Adopted Kitsap Countywide Planning Policies

Amended and Adopted 5/11/15

Attached are the Kitsap Countywide Planning Policies as adopted by the Kitsap County Board of Commissioners by ordinance on May 11, 2015 (Ordinance 522-2015).The Countywide Planning Policies as revised are currently in effect in Kitsap County.

The Kitsap Countywide Planning Policies are the framework for growth management in Kitsap County. Under the Growth Management Act, the Puget Sound Region is defined as King, Kitsap, Snohomish and Pierce Counties. The Puget Sound Regional Council is responsible for developing the four-county regional transportation and land use vision. The Kitsap Countywide Planning Policies tailor the Puget Sound Regional Council's regional growth management guidelines to Kitsap County and are the policy framework for the County's and the Cities' Comprehensive Plans. The Kitsap Countywide Planning Policies address 14 separate elements, ranging from urban growth areas to affordable housing.

The Countywide Planning Policies are required by the Growth Management Act and may be appealed (only) by Cities and the Governor of Washington. The original Kitsap Countywide Planning Policies (adopted by Kitsap County in 1992) and subsequent revisions (August 2001, December 2003, November 2004, November 2007, November 2011, November 2013, and May 2015) were developed through a multi-jurisdictional collaboration sponsored by the Kitsap Regional Coordinating Council among: Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard & Poulsbo, the Suquamish & Port Gamble S'Klallam Tribes, the Navy, the Port of Bremerton, and Kitsap Transit.

Kitsap County is lead agency for its environmental review.

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INTRODUCTION

The Growth Management Act (GMA) is founded on the principle that it is in the best interest of the citizens of the State to foster coordination and cooperation among units of local and state government. Cities and counties must engage in a collaborative planning process under the requirements of the Act. Specifically, the Act states that, *"THE LEGISLATURE FINDS THAT UNCOORDINATED AND UNPLANNED GROWTH … POSE A THREAT TO THE ENVIRONMENT, SUSTAINABLE ECONOMIC DEVELOPMENT, AND THE HEALTH, SAFETY, AND HIGH QUALITY OF LIFE ENJOYED BY RESIDENTS OF THE STATE. IT IS IN THE PUBLIC INTEREST THAT CITIZENS, COMMUNITIES, LOCAL GOVERNMENTS, AND THE PRIVATE SECTOR COOPERATE AND COORDINATE WITH ONE ANOTHER IN COMPREHENSIVE LAND USE PLANNING."* To guide the development of Comprehensive Plans and development regulations, the GMA sets forth planning goals (RCW 36.70A.020) in 13 areas:

1. Urban Growth
2. Reduce Sprawl
3. Transportation
4. Housing
5. Economic Development
6. Property Rights
7. Permits
8. Natural Resource Industries
9. Open Space and Recreation
10. Environment
11. Citizen Participation and Coordination
12. Public Facilities and Services
13. Historic Preservation.

The Growth Management Act (*RCW 36.70A.210*) states that "*A COUNTYWIDE PLANNING POLICY IS A WRITTEN POLICY STATEMENT OR STATEMENTS USED SOLELY FOR ESTABLISHING A COUNTYWIDE FRAMEWORK FROM WHICH COUNTY AND CITY COMPREHENSIVE PLANS ARE DEVELOPED AND ADOPTED … (TO) ENSURE THAT CITY AND COUNTY COMPREHENSIVE PLANS ARE CONSISTENT…"*as required in *RCW 36.70A.100. "NOTHING IN THIS DOCUMENT SHALL BE CONSTRUED TO ALTER THE LAND USE POWERS OF CITIES."* The Act requires that the countywide policy be collaboratively developed among Cities and the County. Further, *"FEDERAL AGENCIES AND INDIAN TRIBES MAY PARTICIPATE IN AND COOPERATE WITH THE COUNTYWIDE PLANNING POLICY ADOPTION PROCESS."* These policies may also be used for other purposes requiring collaboration and cooperation in addition to the development and adoption of comprehensive plans.

Vision 2040 (adopted by the Puget Sound Regional Council during 2010) serves as the long-range growth management, environmental, economic development, and transportation strategy for King, Kitsap, Pierce, and Snohomish Counties. Vision 2040 includes the Regional Growth Strategy, Multi-County Planning Policies (RCW 36.70A.210) and Implementation Actions.

The 1992 Kitsap Countywide Planning Policies and subsequent revisions in 2001, 2003, 2007, 2011, 2013, and 2015 were developed by a committee of planners representing 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 Navy, and Kitsap Transit.[1] At each point, the Kitsap Regional Coordinating Council conducted a public hearing and prepared a recommendation for adoption by the Kitsap County Board of Commissioners and ratification by Cities and Tribes. The process of review and discussion through the Kitsap Regional Coordinating Council forum is intended to foster consensus whenever possible. County and City Comprehensive Plans must be consistent with the adopted Countywide Planning Policies.

[1] The Kitsap County Health District and Kitsap Economic Development Alliance (KEDA) also reviewed and commented upon the 2011 amendment proposals.

Policies for Update and Ratification (UR):

1. The Kitsap Countywide Planning Policies should be dynamic and regularly monitored for applicability and effectiveness.

    a. The adopted Countywide Planning Policies should be reviewed through the Kitsap Regional Coordinating Council process at least every five years. Proposed revisions shall be reviewed for impacts according to the State Environmental Protection Act (SEPA) and shall be consistent with the State Growth Management Act (GMA).

    b. The County or a City may propose a policy amendment to the Countywide Planning Policies.

2. Proposed amendments should be considered on a regular basis and voting is subject to the Kitsap Regional Coordinating Council by-laws.

    a. Kitsap County shall take action to consider and adopt amendments or revisions to the Countywide Planning Policies following recommendation from the Kitsap Regional Coordinating Council.

    b. The Kitsap Regional Coordinating Council will strive for ratification by all Cities and Tribes during the 90 days following the Board of County Commissioners' adoption of its subject ordinance. The adopted CPP will become effective upon ratification by three or more cities in Kitsap County.

    c. A City or Tribal Council that does not ratify the revised Countywide Planning Policies within 90 days of the Board of County Commissioners' adoption of its subject ordinance shall provide a written statement of its objections to the Kitsap Regional Coordinating Council, in order to facilitate further review. (See Appendix A for process flow chart).

    d. Once the ratified revisions to the Countywide Planning Policies take effect, a City or the Governor's office may appeal the revisions to the Growth Management Hearings Board within a further 60 day period.

The vision for the future of Kitsap County, "seeks to maintain and enhance the quality of life that makes our County a special place to live and work..... envision a future in which our natural systems are protected; the water quality in our lakes, streams and Puget Sound is enhanced; the village character of some of our smaller towns is preserved; the historical nature of our communities is respected in order to preserve our heritage for future generations; a diversified economic base that supports good jobs, contributes to healthy downtowns in our Cities and affordable housing choices; the rural appearance of our county is perpetuated.

This vision of the future, shared by citizens and elected officials, includes the following elements:

a. Livable urban communities and neighborhoods, centers for employment, civic activities, housing:

- Attractive, well designed, bike/pedestrian-friendly and livable urban communities, enhanced by preserved historic properties and neighborhoods, that are supported by efficient and high quality services and facilities, and provide a range of housing choices.
- Healthy cities that are the region's centers for employment, affordable housing choices, and civic and cultural activities.

b. Vital diversified economy: An economy that provides training, education, and living wage jobs for residents, supported by adequate buildable land for a range of employment uses and that encourages accomplishment of local economic development goals as articulated in the Kitsap Economic Development Alliance's adopted plan, Kitsap 20/20: A Strategy for Sustainable Economic Prosperity.

c. Efficient multi-modal transportation system: Creation of an efficient, clean, and sustainable multi-modal transportation system – including roads and highways, public transportation, ferries, airports, and opportunities for non-motorized travel – that provides efficient access and mobility for county residents, and supports our land use pattern.

d. Natural systems protection:

- Protection and enhancement of the natural environment, including wetlands, streams, wildlife habitat, shorelines, water quality, air, climate, and natural resource lands.
- Creation of a system of open space, trails, parks, and greenbelts that provide opportunities for recreation and that give structure and separation to urban areas.

e. Rural character: Maintenance of the traditional character, appearance, economic and ecological functions, and lifestyles of Kitsap County's rural communities and areas to include the production and distribution of locally grown food.

f. Responsive Government: An efficient and responsive government that works in partnership with citizens, governmental entities and Tribes to meet collective needs fairly; and that supports education, environmental protection and human services.

A key strategy to accomplish this vision is the intention to encourage future urban growth in areas within incorporated cities and in unincorporated areas that are already characterized by urban growth with existing and planned services and facilities. These actions will work to strengthen our natural environment and rural character, and are geared to reduce taxpayer costs by focusing the expenditure of public funds, encouraging concentrated development where appropriate, and increasing our choices for housing and jobs."

Balancing historical patterns of growth with a preferred vision of the future and legal requirements is an on-going challenge. Tradeoffs must be made to balance the costs with the gains; flexibility is necessary to adapt to changing conditions. These policies are intended to reflect the long-term goals of the people living, working and doing business here.

Policies for Countywide Growth Pattern (CW):

1. Roles of Cities and Urban Growth Areas/Urban Communities

a. The primary role of Kitsap's urban communities is to encourage growth, through new development, re-development and in-fill. (See Appendix B for current and projected population distribution.) Population growth should be directed to Cities, urban growth areas and centers with a transportation system that connects people with jobs and housing.

b. Each of Kitsap's urban communities should foster its unique vision as a high quality place to live and work, through urban design, historic preservation, and arts that improve the natural and human-made environments; promote healthy lifestyles; contribute to a prosperous economy; and, increase the region's resiliency in adapting to changes or adverse events.

c. In Kitsap, urban communities are closely linked to water and natural amenities and provide open space links to the natural environment.

2. Roles of Kitsap County:

a. Keep regional vision in mind when making local decisions.

b. Promote stewardship of unincorporated urban areas and promote annexation into cities or incorporation**.**

c. Maintain/enhance natural systems and rural character.

d. Include a variety of low density rural communities, densities, and uses.

3. To achieve these goals, the Kitsap Regional Coordinating Council member jurisdictions should:

a. Make decisions together when needed.

b. Coordinate and cooperate on land use policy, capital planning, environmental issues, and cultural resource management/planning.

c. Establish and keep updated a Buildable Land Analysis Program.

d. Develop a program for the Transfer of Development Rights to preserve lands with important public benefits.

e. Maintain/preserve distinct urban identities with green breaks or other natural features.

f. Promote tiering and/or phasing of infrastructure development within Urban Growth Areas.

g. Develop and implement land use policies, regulations and incentives to promote the efficient use of urban areas.

h. Incorporate provisions addressing community health into appropriate regional, countywide, and local planning and decision-making processes.

Element B. Urban Growth Areas

The basic premise for designating Urban Growth Areas is to encourage the location of urban density residential, commercial and industrial developments in areas where services can be most economically provided. The benefits of directing growth to designated urban areas include:

- Higher density residential development within walking or bicycling distance of jobs, transit, schools and parks.
- Limiting urban expansion into rural and forested areas.
- Promotion of in-fill or redevelopment of existing urban areas.
- Preservation of open space, critical areas and lands designated for resource protection.
- Accommodation of employment growth in a concentrated pattern.
- More economical provision and maintenance of streets, sewer/water lines and other public facilities.
- Promotion of attractive residential neighborhoods and commercial districts which provide a sense of community.
- A harmonious relationship with regional planning as articulated by Vision 2040 and Transportation 2040, adopted by the Puget Sound Regional Council as the growth and transportation strategy for central Puget Sound.

Background: The Growth Management Act was amended in 1997 requiring Kitsap County and Cities to monitor countywide development activities in five-year intervals in order to test their Comprehensive Plans' growth and land absorption assumptions. Two different analyses are used: (1) The Land Capacity Analysis, first conducted by Kitsap County in 2002, estimates the existing land supply based on a set of defined assumptions, *e.g.* market factor, speed of land absorption, critical areas exclusions, etc. It uses a consistent, agreed-upon methodology, with allowance for documented variations for individual jurisdiction's conditions. (2) The Buildable Land Analysis (as required by the State GMA) uses recorded permit activity to track and monitor residential, commercial, and industrial growth. It will be updated throughout Kitsap County in 2007. It is an adaptive management tool for comparing development assumptions, targets, and objectives with actual development. If inconsistencies are found, the County and Cities must then implement reasonable measures, other than adjusting Urban Growth Areas, that will be taken in order to comply with the GMA. The following countywide planning policies relate to this regional program to monitor the buildable land supply for future growth as forecasted by the State and distributed through the Kitsap Regional Coordinating Council

<u>Policies for Urban Growth Areas (UGA)</u>:

1. **Land Utilization & Monitoring Programs**:

   Consistent with RCW 36.70A.115, the County and Cities 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 housing and employment growth (derived from population distribution), as adopted in the applicable Countywide Planning Policies and consistent with the 20-year population forecast from the WA Office of Financial Management and Vision 2040 guidance. (Implements Multi-County Planning Policy DP-Action-15).

   a. The County and the Cities shall maintain a Land Capacity Analysis Program using consistent, agreed-upon methodology to estimate the land supply available to accommodate future residential, commercial, and industrial growth.

   b. The County and the Cities shall participate in an agreed-upon Buildable Lands Analysis Program to monitor and evaluate the effectiveness of their respective Comprehensive Plans.

   c. The County and Cities shall establish procedures for resolving disputes in collection and analysis of Land Capacity data. In the event a resolution cannot be achieved, the Kitsap Regional Coordinating Council shall be a forum to review and if possible facilitate any disputes between parties.

2. **Each jurisdiction is responsible for implementing appropriate reasonable measures within its jurisdictional boundaries. If the Buildable Lands Analysis shows that a jurisdiction's Comprehensive Plan growth goals are not being met, that jurisdiction shall consider implementing additional reasonable measures in order to use its designated urban land more efficiently.**

3. **Process and criteria for establishing, expanding, and adjusting Urban Growth Areas in Kitsap County:**

   a. Urban Growth Areas are areas "within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature" (RCW 36.70A.110(1)) except under specific circumstances, as fully contained communities and master planned resorts as authorized by the Growth Management Act.

   b. Unincorporated Urban Growth Areas shall be associated with an existing or future city.

   c. All Urban Growth Areas shall be reflected in County and respective City comprehensive plans.

   d. Sufficient area must be included in the Urban Growth Areas to accommodate the adopted 20-year population distribution as adopted by the Kitsap Regional Coordinating Council and consistent with WA Office of Financial Management projections.

   e. A jurisdiction may define growth tiers within its Urban Growth Area (RCW 36.70A.110.3) to focus public and/or private investment where growth is desired. Utility development and/or expansion may be phased to support efficient and cost-effective growth and to prioritize investments.

   f. The County, City, or interested citizens may initiate an amendment to an existing Urban Growth Area through the comprehensive plan amendment process as authorized by the Growth Management Act.

   g. Any jurisdiction seeking to expand its Urban Growth Area shall achieve densities and urban growth patterns consistent with the Growth Management Act and the City's adopted Comprehensive Plan and any inter-local agreement between the City and the County.

   h. If an adopted or proposed, 20-year projected population distribution requires the expansion of its Urban Growth Area, the respective jurisdiction shall conduct planning and analysis, addressing the following conditions:

      i. Update and confirm the capacity analysis for land within the existing Urban Growth Area for residential, commercial, and/or industrial lands, which takes into account all development approved within the overall UGA since the last UGA expansion. This shall be based upon updated Buildable Land and Land Capacity Analyses that follow the guidelines of RCW 36.70A.215 or other analysis determined appropriate for the particular UGA involved. To maximize consistency across jurisdictions, each jurisdiction shall use consistent methodology in calculating capacity.

      ii. Review the planning and zoning regulations and any incentive programs in place to determine expected densities and urban growth patterns in the existing UGA consistent with the Growth Management Act and the jurisdiction's adopted Comprehensive Plan.

      iii. Determine whether the adoption and implementation of suitable reasonable measures should be considered, if the Buildable Land Analysis shows that its Comprehensive Plan growth goals are not being met.

iv. Data collection and analysis for the Land Capacity Analysis should be done cooperatively. The County will be responsible for data describing growth and capacity in the unincorporated portion of the Urban Growth Area, and the City for the incorporated portion.

i. Expansion of Urban Growth Areas shall direct growth first to areas already characterized by urban growth that have adequate existing public facility and service capabilities to serve development; second to areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided; and third to areas that are adjacent to incorporated cities or established Urban Growth Areas once the available land meeting the first or second priority has been designated. Areas which have existing public facilities or where public facilities can be reasonably extended and are not currently at urban densities should be considered first within this category.

j. A jurisdiction, as part of its Comprehensive Plan amendment or Subarea Plan process, that proposes an expansion of the UGA shall prepare or update a comparison of potential areas for expansion, including.

i. Planning and zoning regulations currently in place.

ii. An evaluation of how a full range of urban-level infrastructure and services would be provided within potential expansion areas, including appropriate capital facility analysis.

Fire	Storm Water	Solid Waste
Police	Potable Water	Park & Recreation Facilities
Transportation	Sewer	Schools
Utilities: Power and Telecommunications, including Broadband		
Emergency Medical Services		

All service providers including special districts and adjacent jurisdictions should be included in the evaluation. Best available infrastructure technology may be used provided that it has been approved by the jurisdiction as part of a broader review of available technology.

iii. Although specific standards and criteria are not implied, other factors shall be addressed in evaluating areas for Urban Growth Area expansion, including but not limited to: environmental constraints; economic development; preservation of cultural, historical, and designated resource lands.

k. The City and County shall conduct early and continuous public involvement when establishing, expanding, or adjusting Urban Growth Areas, and shall do so jointly when appropriate. Residents of unincorporated areas should be consulted and actively involved in the process affecting them.

4. **Coordinated Growth Management in Urban Growth Areas:**

   a. Adopted City and County comprehensive plans shall reflect the intent that all land within unincorporated Urban Growth Areas will either annex to a city or incorporate within the 20-year planning horizon.

   b. To maximize the efficient use of urban lands, subdivisions in Urban Growth Areas shall be consistent with the associated jurisdiction's Comprehensive Plan and underlying zoning densities.

   c. As described in the Growth Management Act, cities are the primary provider of municipal services and facilities in their Urban Growth Areas, responsible for demonstrating within their Comprehensive Plans the capacity to provide all urban services within their associated Urban Growth Area(s). This may be accomplished through a collaborative process with Kitsap County and/or other service providers.

   d. The County and Cities shall establish procedures to facilitate the smooth transfer of governance for associated Urban Growth Area(s) through the adoption of Urban Growth Area Management Agreements (UGAMAs), as per Appendix C: Urban Growth Area Management Agreements.

   e. For Urban Growth Areas:

      i. The County should plan with associated cities and local communities to address land uses, infrastructure needs, level of service standards as identified in these policies, and other issues as needed. The results should be reflected in the County Comprehensive Plan.

      ii. The County should provide a level of urban facilities and services consistent with the County's ability and appropriateness to provide such services for those Urban Growth Areas that will be associated with a specific city or that will eventually incorporate.

5. **Distribution of 20 year population increments, as forecasted by the WA Office of Financial Management:**

   a. The Kitsap Regional Coordinating Council shall coordinate the process for distributing the forecasted population for the period 2005 – 2025 and every five years thereafter, consistent with the requirements of the Growth Management Act. Kitsap County shall adopt any revision to the population distribution as part of its next Comprehensive Plan amendment process and the Cities shall base their Comprehensive Plan amendments upon that distribution. The distribution process should consider countywide demographic analysis, the Land Capacity Analysis, and the OFM projections and it shall promote a countywide development pattern targeting over three quarters (76%) of new population growth to the designated Urban Growth Areas. The County and the Cities recognize that the success of this development pattern requires not only the rigorous support of Kitsap County in the rural areas, but also Cities' Comprehensive Plans being designed to attract substantial new population growth.

      Population distribution will be reviewed through the Kitsap Regional Coordinating Council process every five years. The review will include an analysis of the Cities' and County's progress in achieving target distributions. If the 76% UGA target mentioned above for new population growth and the overall population targets are met or exceeded, the target for new population will revert to five sixths (83%), as per the revised County-wide Planning

Policies adopted by Kitsap County Ordinance #258-01 on August 20, 2001. Otherwise, the target may be reaffirmed or explicitly modified.

i. Each jurisdiction with a designated Urban Growth Area shall develop an estimate and/or range of the additional population that it could accommodate and service during the 20 year planning horizon, consistent with its vision for future community character. The estimate shall consider the need for increasing population density within the Urban Growth Areas to promote efficient service delivery, avoid sprawl, and preserve community character.

ii. The population estimates and/or ranges shall be provided to the Kitsap Regional Coordinating Council, with a statement of need concerning adjusted Urban Growth Area boundaries.

iii. The Kitsap Regional Coordinating Council shall compile the jurisdictions' population estimates, including the estimate of additional population capacity for areas outside the Urban Growth Areas, and determine whether adjustments to the overall distribution are required in order to fit within the OFM projected range.

iv. The Kitsap Regional Coordinating Council, after conducting a public hearing, shall recommend the estimate and/or ranges of 20 year population distribution to Kitsap County for adoption as an amendment to the Countywide Planning Policies.

v. Kitsap County should give substantial weight to the Kitsap Regional Coordinating Council's recommendation in adopting the 20-year population distribution.

vi. Following adoption of the estimates and/or ranges, each jurisdiction should update its comprehensive plan, so as to arrive at a final population target consistent with the estimate and/or within the original range.

vii. After each jurisdiction has completed its comprehensive plan update, the final adopted target should be compiled and reviewed through the Kitsap Regional Coordinating Council process and the revised population distribution incorporated into the Countywide Planning Policies. A final distribution to Urban Growth Areas versus non-Urban Growth Areas within the range specified above should then be calculated.

6. Policies for Growth Outside of Urban Growth Areas: Fully Contained Communities, National Historic Towns and Master Planned Resorts

a. A Master Plan review process and decision criteria for fully contained communities, national historic towns, and master planned resorts should be incorporated in the County's Comprehensive Plan, must reflect the standards and requirements in the GMA, and in addition must address the following:

i. Provision of necessary public facilities, including but not limited to parks, schools, and

Under the Growth Management Act (RCW 36.70A.350), fully contained communities (FCCs) may be considered, provided that a portion of the twenty-year population forecast is reserved for & subsequently distributed to the FCC. The GMA requires that FCCs provide for a mix of uses that would provide jobs, housing, & public facilities and services to support a long-term residential population.

The GMA (RCW 36.70A.360) also allows the consideration of proposed master planned resorts (MPR's) outside of Urban Growth Areas for shorter-term residential uses. Master planned resorts are described as self-contained, fully integrated planned developments in areas with significant natural amenities.

The GMA allows for areas with a federal landmark designation to be developed as National Historic Towns (RCW 36.70A.520). The designation may allow urban services in rural areas dependent upon historic development pattern. Its boundaries and land uses must be consistent with those over the course of its history, but not specific to any point in time.

Vision 2040 policies state that new FCC's are to be avoided.

public safety facilities should be provided within or along with the development, consistent with adopted capital facility and level of service standards;

ii. Future assessment of adverse impacts to public infrastructure, nearby communities, adjacent rural areas, environmental resources, and designated resource lands. Such impacts should first be avoided, second minimized, and third mitigated;

iii. Provisions for review of such developments through the Kitsap Regional Coordinating Council process, in addition to other procedural requirements.

b. Consistent with guidance provided in Vision 2040, the Kitsap Regional Coordinating Council shall avoid the establishment of a Fully Contained Community (FCC). Only if it is found necessary to accommodate future urban population growth may the Kitsap Regional Coordinating Council recommend the creation of an FCC and a corresponding new community reserve population. Any such designation shall be fully consistent with all Countywide Planning Policies establishing new Urban Growth Areas (Elements B3 and B5) and RCW 36.70A.350 (2), which, in part, requires that a new community reserve population be established no more than once every five years as a part of the designation or review of Urban Growth Areas and that the Urban Growth Areas shall be accordingly offset.

In addition, the following shall be included in any County Comprehensive Plan requirements governing FCCs:

i. a phasing plan that monitors and requires concurrent development of commercial and employment uses with residential development, to insure that the community is fully contained;
ii. a mechanism to insure that the timing of the development components will be fully regulated by the phasing plan;
iii. a substantial public benefit.

c. As Vision 2040 requires comprehensive review and consideration of the regional impacts of any proposed Fully Contained Community, the County shall forward the proposal to adjacent counties, the Puget Sound Regional Council, and the Kitsap Regional Coordinating Council for review at the earliest possible point in the process. The Kitsap Regional Coordinating Council shall review the proposal for regional impacts to the following:

i. the regional growth strategy as included in Vision 2040;
ii. the split in population growth between the countywide urban and rural areas;
iii. other elements of the Countywide Planning Policies.

Element C: Centers of Growth

Centers are intended to be compact and centralized working, shopping and/or activity areas linked to other Centers by transit and non-motorized facilities. [See H. Transportation: 5-6] Centers and their boundaries are intended to be locally determined by the County and the Cities where a community-wide focal point can be provided, significant population and/or employment growth can be located, and the increased use of transit, walking and bicycling can be supported. Designated Centers are intended to define the pattern of future residential and commercial/industrial growth and incorporate opportunities for parks, civic, and public space development in Kitsap County. (See Appendix F for listing of Kitsap Designated Centers.)

Policies for Centers of Growth (C):

1. **In decisions relating to population growth and resource allocation supporting growth, Centers have a high priority.**
2. **The Kitsap Countywide Planning Policies encourage the development of Centers according to the following typology:**

The Puget Sound Regional Council has defined several types of Centers within Urban Growth Areas in the four-county planning region, with planning guidelines (Vision 2040).

a. Regional Growth Centers:

i. Metropolitan Centers function as anchors within the region for a high density mix of business, residential, public, cultural and recreational uses, and day and night activity. They are characterized by their historic role as the central business districts of the major cities within the central Puget Sound region, providing services for and easily accessible to a population well beyond their city limits. Metro Centers may also serve national or international roles." (Vision 2040)

ii. Urban Centers are areas with the comprehensive planning to support a wide range of commercial, housing, and cultural choices. All areas of the Urban Center are serviced by transit throughout the day and much of the area is within walking or bicycling distance. Significant in-fill opportunities exist with the highest residential, commercial, and employment densities expected. (Vision 2040)

b. Regional Manufacturing/Industrial Centers are major, existing regional employment areas of intensive, concentrated manufacturing and industrial land uses which cannot be easily mixed at higher densities with other incompatible uses. To preserve and maximize land at these centers for manufacturing, industry and related uses, large retail uses or non-related offices are discouraged. Provision of adequate public facilities and services, including good access to the region's transportation system, is very important to the success of manufacturing/industrial centers." (Vision 2040)

c. The following are other types of centers within Kitsap County:

i. Town or City Centers are usually the existing downtown core of a city or Urban Growth Area. There is an abundant mix of shopping, service, employment, and cultural opportunities. Multifamily housing may be intermixed and single family housing may

be within walking or bicycling distance. Infill should include mixed use and higher densities surrounding the Town Center.

ii. Mixed Use Centers are a generic category that can be described in terms of neighborhoods or districts within a city or Urban Growth Area. The designation represents a commitment to planning for Center development, with a planned mix of housing, commercial, service, and employment opportunities. Most shopping and commercial uses are within a short walking or bicycling distance of housing. There is a higher proportion of multi-family housing at relatively high densities. Navy facilities could be considered for this designation.

iii. Activity and Employment Centers are areas of concentrated employment and are a magnet for significant numbers of people usually during daytime hours because of business and/or manufacturing activities. They may be located outside of Urban Growth Areas, consistent with the Growth Management Act. Industrial and business parks and Navy employment centers are in this category. Within Urban Growth Areas, the opportunity to include a proportional residential element should be determined on a case-by-case basis, considering the unique geography and economics of the area.

iv. Transportation Hubs are locations of regional inter-modal connection that may be located outside of Urban Growth Areas. Examples are ferry terminals, the Bremerton National Airport, or certain transit stations.

3. **Recognizing that communities evolve over time, a jurisdiction may request of the Kitsap Regional Coordinating Council an initial designation or a change in Center status. This request shall be considered and a decision made during the next Countywide Planning Policies amendment cycle. A change in Center status may require action by the Puget Sound Regional Council.**

4. **In addition to meeting the applicable criteria above, a request for Center designation or a change in Center status should address the following: (See Appendix G)**

   a. Current or programmed transportation resources (including roads, ferries, transit, airports, bicycle, pedestrian)
   b. Balance of living wage employment opportunities with residential
   c. Proximity and connectivity among jobs, housing, retail services
   d. Types and density of residential uses
   e. Inclusion of affordable housing
   f. Provision of community gathering space, parks, and cultural opportunities
   g. Impacts to ecological functions.

Living wage is the minimum hourly wage needed by a sole provider working full time (2080 hours per year) to cover the costs of food, shelter, clothing, and other basic necessities for their family. The assumption is that living wages vary across communities, based on differences in the cost of living and size of household.
[Sources: Economic Policy Institute & KEDA]

Living Wage: Living Wage Calculator for Kitsap County, Pennsylvania State University: http://www.livingwage.geog.psu.edu/
Minimum Wage: WA State Dept of Labor & Industries: http://www.lni.wa.gov/

Element D: Rural Land Uses and Development Patterns

Rural areas of Kitsap County are characterized as having a variety of parcel sizes, with a diversity of land use activities. These areas also contain significant amounts of complex natural systems. It is a high priority to preserve and enhance the rural character of these areas. Counties are responsible for designating and regulating rural areas through the comprehensive planning process. However, rural preservation is a regional issue and it is important to coordinate these planning objectives with the Cities.

Policies for Rural Land Uses and Development Patterns (R):

1. **Preserving rural character and enhancing the natural environment.**

   a. Preserve the character of identified rural areas by protecting and enhancing the natural environment, open spaces, recreational opportunities, and scenic and historic areas. Support small scale farming and working resource land, promote locally grown food, forestry, eco- and heritage-tourism. Support low-density residential living and cluster development that provides for a mix of housing types, rural levels of service, cultural activities, and employment that services the needs of rural areas at a size and scale that is compatible with long-term character**,** productivity, and use of these lands.

   b. This policy is not intended to preclude the future designation of Urban Growth Areas.

2. **Preserving rural land use and development patterns:**

   a. **Rural Communities** are already-existing residential and commercial areas of more intensive rural development designated in the Kitsap County Comprehensive Plan under RCW 36.70A.070.5. In-fill is expected. Rural Communities should be serviced by transportation providers and other services consistent with the Levels of Service adopted by Kitsap County for roads and by Kitsap Transit for transit upon their designation as an area of more intensive rural development.

   b. **Transportation Hubs** may be located within existing areas of more intensive development. Walking, bicycling, and transit are the major forms of travel. Transportation Hubs are locations of regional intermodal connection. Examples are ferry terminals and transit stations with convenience services.

   c. The County shall develop criteria consistent with the Growth Management Act for designating future industrial and commercial development outside of Urban Growth Areas that protect rural character while encouraging vehicle trip reduction. The criteria should allow for industrial resource-based land use and recreation and for convenience commercial that is scaled to serve the daily needs of rural residents.

3. **Establishing and maintaining rural levels of service:**

   a. Rural level-of-service standards shall address sewage disposal, water, transportation and other appropriate services. The standards shall be developed based upon levels of service typically delivered in rural areas consistent with RCW 36.70A.030 (16).

   b. For purpose of trip reduction, develop a range of alternative modes of transportation consistent with rural levels of service to connect Rural Communities with urban Centers.

c. When sewers need to be extended to solve isolated health, environmental, and sanitation problems, they shall be designed for limited access so as not to increase the development potential of the surrounding rural area.

4. Conserving small-scale natural resource use in rural areas:

a. Rural land use designations in the County's Comprehensive Plan shall recognize ecological functions and support rural uses such as farming, forestry, mining, recreation, and other rural activities, and permit a variety of low-density residential uses which preserve rural character and ecological functions, and can be sustained by rural service levels.

b. The County's Comprehensive Plan policies shall promote clustering residential development and other techniques to protect and enhance significant open spaces, natural resources, cultural resources, and critical areas for more effective use of the land. Clustering should not increase residential housing units in the overall area designated as rural, consistent with designated rural densities. Development clusters shall be designed, scaled and sited in a manner consistent with rural character and the provision of rural levels of service.

c. The County's Comprehensive Plan policies shall support Rural Communities as locations of employment, a mix of housing types, and cultural activities for rural areas that primarily function as locations for service needs such as grocery stores, shopping, and community services, and small-scale cottage industries for the surrounding rural area.

Element E. Countywide Strategies for Open Space Preservation, Resource Preservation, Critical Areas, Air Quality, and Water Quality/Quantity

Open space is defined as land area consisting of natural systems, resource lands and critical areas that include building limitations for future development. These critical areas include wetlands, wildlife conservation areas, steep slopes, frequently flooded areas and areas with a critical recharging affect. These open space lands also include aesthetic functions such as view sheds of the water or ridgelines. Many of these natural systems are inter-connected and cross multi-jurisdictional boundaries within the County. The strategy is to conserve these areas and connect them to create a regional open space network to protect critical areas, conserve natural resources, and preserve lands and resources of countywide and local significance. The purpose of these strategies is to enhance the quality of countywide water, soil, and air resources and, potentially, climate.

Policies for Open Space Preservation, Resource Protection, Critical Areas, Air, and Water Quality/Quantity (PPCAAW):

1. Creating a regional network of open space:

a. The County and the Cities shall implement the Kitsap County Open Space Plan and the Kitsap County Consolidated Greenway Plan which identify a countywide green space strategy that incorporates planning efforts of the County, Cities, state agencies, non-profit interest groups and land trusts in the County.

b. The County and the Cities shall preserve and enhance, through inter-jurisdictional planning, significant networks and linkages of open space, regional parks and public/ private recreation areas, wildlife habitats, critical areas and resource lands; historic and cultural landscapes; water bodies and trails.

c. The County and the Cities shall frame and separate urban areas by creating and preserving a permanent network of urban and rural open space, including parks, recreation areas, critical areas and resource lands.

2. Conserving and enhancing the County's natural resources, critical areas, water quality/quantity, and environmental amenities while planning for and accommodating sustainable growth:

a. The County and the Cities shall protect critical areas (wetlands, aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, steep slopes, and geologically hazardous areas) and should consider other environmental amenities such as view corridors, canopy cover, and ridgelines.

b. The County and the Cities shall establish and implement Best Management Practices to protect the long-term integrity of the natural environment, adjacent land use, and the productivity of resource lands.

c. The County and the Cities shall establish procedures to preserve significant historic, visual and cultural resources including views, landmarks, archaeological sites, and areas of special locational character.

d. The County and the Cities shall encourage the use of environmentally sensitive development practices to minimize the impacts of growth on the County's natural resource systems.

e. The County and the Cities shall protect and enhance the public health and safety and the environment for all residents, regardless of social or economic status, by reducing pollutants, as defined by WA State and federal law.

f. The County and the Cities shall work together to identify, protect, and restore networks of natural habitat areas and functions that cross jurisdictional boundaries.

g. The County and Cities shall protect and enhance ecosystems that support Washington State's Priority Habitat and Species as identified by the Washington Department of Fish and Wildlife.

3. Protection of air quality is accomplished by reducing the levels of toxins, fine particles, and greenhouse gases released into the environment, especially through transportation activities.

a. The County and Cities, in their respective comprehensive plans, should include specific goals and policies to enhance air quality by reducing the release of toxins, fine particles, and greenhouse gases.

b. The County and Cities should adopt and implement purchasing policies/programs for vehicles/equipment that use clean efficient fuels.

4. Protection of water quality and quantity is accomplished by reducing the amount of toxins and pathogens in our water supply.

a. The County and Cities should adopt policies in their Comprehensive Plans to reflect that surface and storm water and aquifer recharge areas should be treated as a resource.

b. The County and Cities should continue to be models for low impact development and implement such programs whenever practical.

c. The County and Cities should develop and implement a program, as funding allows and where feasible, to retrofit infrastructure that was developed prior to the implementation of best practices in surface and storm water management programs.

5. Listed species recovery under the Endangered Species Act (ESA):

a. The County and the Cities shall preserve, protect, and where possible, restore the functions of natural habitat to support ESA-listed species, through the adoption of comprehensive plan policies, critical area ordinances, shoreline master programs and other development regulations that seek to protect, maintain or restore aquatic ecosystems associated habitats and aquifer through the use of management zones, development regulations, incentives for voluntary efforts of private landowners and developers, land use classifications or designations, habitat acquisition programs or habitat restoration projects.

b. The County and the Cities shall provide incentive-based non-regulatory protection efforts such as acquisition of priority habitats through fee-simple and conservation easements from willing sellers.

c. The County and the Cities shall jointly establish and implement monitoring and evaluation program to determine the effectiveness of restoration, enhancement, and recovery strategies for salmon including ESA-listed species. Each jurisdiction shall apply an adaptive management strategy to determine how well the objectives of listed species recovery and critical habitat preservation/restoration are being achieved.

6. Coordination of watershed and land use planning:

a. The County and the Cities shall participate in a planning program that determines changes in stream hydrology and water quality under different land use scenarios at full build-out of designated land use classifications.

b. The County and the Cities shall coordinate land use planning using watersheds or natural drainage basins to implement strategies for restoration of aquatic habitat and to reduce impacts to other natural systems and participate in efforts to improve the health of our waterways**.**

c. Kitsap County shall coordinate and maintain a regional database of best available science for the purpose of modifying Critical Areas Ordinances, if funding is available.

d. Upon adoption of a state classification system, the Cities and the County shall establish a single system for stream typing.

Element F. Contiguous, Compatible, and Orderly Development

Upon designation of Urban Growth Areas, the County and Cities will need to develop consistent implementation measures to ensure that development occurs in an orderly and contiguous manner. The intent of the following countywide planning policies is to minimize differences in urban development regulations and standards between the County and the Cities and to facilitate the economical provision of urban services to development.

Policies for Contiguous, Compatible, and Orderly Development (CCOD):

1. **Encouragement of cooperative inter-jurisdictional planning by federal, tribal, state, local, and special purpose government:**

   a. Inter-jurisdictional discussion, information exchange, and coordination of proposals shall be initiated as early and expeditiously as possible by the responsible agencies, to aid in the smooth transition of governance.

   b. Initial inventories and analyses of utilities and public services information are critical to the planning process and shall be made available as early and expeditiously as possible by the responsible agencies.

   c. The Kitsap Regional Coordinating Council may establish or designate on-going technical committee(s) comprised of representatives from utilities and service providers to investigate long-range regional needs for various facilities and services, including but not limited to those for transportation, sewer and storm drainage, availability and delivery of potable water, solid waste, broadband, parks and recreation, and open space.

   d. The Countywide Planning Policies will further the implementation of Vision 2040 and Transportation 2040 as adopted by the Puget Sound Regional Council.

2. **Inter-regional coordination of land use and transportation, environmental, and infrastructure planning:**

   a. The County and the Cities shall participate in the Puget Sound Regional Council and the Peninsula Regional Transportation Planning Organization.

   b. Locally-generated data shall be provided to the Puget Sound Regional Council and the Peninsula Regional Transportation Planning Organization for use in their coordination of population forecasts, land use, and transportation.

   c. The planning proposals of these regional organizations shall be monitored and adjustments recommended to insure that they accurately reflect local needs and plans.

   d. Recognize and work with corridors that cross jurisdictional boundaries (including natural systems, and transportation and infrastructure systems) in community planning, development, and design.

3. **Fiscal equity:**

   a. It is recognized that fiscal disparities exist as a result of growth and changes in municipal boundaries. The Kitsap Regional Coordinating Council shall monitor the Revenue Sharing Inter-local Agreement among the County and Cities (shown as Appendix D) and seek additional ways to address fiscal disparities as they relate to promoting coordinated development and the implementation of the Growth Management Act.

b. The County and the Cities shall work together to insure that all fees associated with development approval are based upon the real cost of service and act to encourage development within designated Urban Growth Areas.

c. The Kitsap Regional Coordinating Council shall facilitate on-going regional discussion on revenue equity issues.

4. **Community design and development:** Strategies should promote orderly development that reflects the unique character of a community and encourages healthy lifestyles through building and site design and transportation connectivity. In addition, sustainable economic and environmental development techniques should be utilized to enhance the quality of life:

   a. Utilize design strategies to ensure that changes in the built environment provide continuous and orderly development.

   b. Encourage development that reflects unique local qualities and provides an economic benefit to the community.

   c. Design mixed use developments and local street patterns to improve the environment for overall mobility and accessibility to and within the development through multi-modal transportation options that serve all users.

   d. Design of transportation networks should fit within the context of the built and natural environment, enhancing the community, connectivity, and physical activity in the area community wide and specifically in designated growth centers and high transit areas.

   e. Design schools, institutions and public facilities to be compatible with the surrounding community character and needs.

   f. Use sustainable building techniques (such as rehabilitation/re-use, LEED [Leadership in Energy & Environmental Design], Low Impact Development, energy-efficient fixtures, etc.) in the design and development of the built environment.

   g. Support urban design, historic preservation, and arts to enhance quality of life.

   h. Promote solar, wind, tidal, wave generation, and other renewable energy generation where appropriate to serve the community.

Element G. Siting Public Capital Facilities

The Growth Management Act requires local governments to inventory existing capital facilities owned by public entities, to identify locations and to determine capacities to meet future demand for growth without decreasing levels of service. The Washington State Office of Financial Management is responsible for identifying and maintaining a list of essential state public facilities that are required or likely to be built within the next six years as required by the Growth Management Act. Counties and cities are also required to coordinate the siting of countywide and statewide capital facilities to mitigate potential adverse impacts from the location and development of these facilities.

Policies for Siting Public Capital Facilities (CF):

1. **Identification of needed capital facilities:**

   a. The County and the Cities shall each inventory their existing capital facilities and identify needed facility expansion and construction and provide that data to the Kitsap Regional Coordinating Council.

   b. The Kitsap Regional Coordinating Council shall develop and maintain a list of public capital facilities needed to serve Kitsap County as a whole, based upon the County and Cities' Comprehensive Plans, the Countywide Coordinated Water System Plan, and other appropriate system plans. These include, but are not limited to, solid and hazardous waste handling facilities and disposal sites, water and wastewater treatment facilities, regional water supply inter-tie facilities, education institutions, airports, local correctional facilities, in-patient facilities including hospitals and regional park and recreation facilities, and government buildings that serve Kitsap County as a whole, including those essential public facilities as defined in RCW 36.70A.200.

2. **Location of capital and public facilities:**

   a. If the primary population served by the facility is urban, the facility should be located in a City or Urban Growth Area where feasible.

3. **Establishing a process and review criteria for the siting of facilities that are of a countywide or statewide nature:**

   a. When essential public facility as defined in RCW 36.70A.200 is proposed in Kitsap County, and its location has not been evaluated through a regional siting process pursuant to WAC 365-196-550 (3) (d), the Kitsap Regional Coordinating Council shall appoint a Facility Analysis and Site Evaluation Advisory Committee composed of citizen members selected by the member jurisdictions to represent a broad range of interest groups to evaluate proposed public facility siting. At a minimum this evaluation shall consider:

      i. The impacts created by existing facilities;

      ii. The potential for reshaping the economy, the environment and community character;

      iii. The development of specific siting criteria for the proposed project, giving priority consideration to siting within Designated Centers;

      iv. The identification, analysis and ranking of potential project sites;

v. Measures to first minimize and second mitigate potential physical impacts including, but not limited to, those relating to land use, transportation, utilities, noise, odor and public safety;

vi. Measures to first minimize and second mitigate potential fiscal impacts.

b. Certain public capital facilities such as schools and libraries that generate substantial travel demand should be located first in Designated Centers or, if not feasible to do so, along or near major transportation corridors and public transportation routes.

c. Some public capital facilities, such as those for waste handling, may be more appropriately located outside of Urban Growth Areas due to exceptional bulk or potentially dangerous or objectionable characteristics. Public facilities located beyond Urban Growth Areas should be self-contained or be served by urban governmental services in a manner that will not promote sprawl. Utility and service considerations must be incorporated into site planning and development.

d. Uses shall adhere to local health district or state agency rules regarding commercial and industrial use of on-site sewage systems.

e. The multiple use of corridors for major utilities, trails and transportation rights-of-way is encouraged.

f. County and City comprehensive plans and development regulations shall not preclude the siting of essential public facilities.

g. Public facilities shall not be located in designated resource lands, critical areas, or other areas where the siting of such facilities would be incompatible.

4. Air transportation facilities in Kitsap County:

a. The Counties and the Cities shall recognize the importance of airports as essential public facilities and the preservation of access to the air transportation system.

b. The County and the Cities shall ensure the safety of the community and airport users through compatible land use planning adjacent to airports and coordination of the airport with ground access. Examples would include not encouraging or supporting higher residential densities, schools, or hospitals near airports or airport approach corridors.

c. The County and the Cities shall plan for heliports throughout Kitsap County for emergency use.

Element H. Transportation

The Growth Management Act requires that transportation planning be coordinated among local and state jurisdictions. The Growth Management Act further requires that transportation planning be coordinated with the land use elements of local comprehensive plans. Coordination of land use and transportation plans will allow Kitsap County and the Kitsap Cities to meet three inter-related transportation goals:

- Serve Designated Centers to reduce sprawl, conserve land and make more efficient use of infrastructure,
- Preserve the natural environment, including water and air quality and, potentially, climate.
- Provide a balanced system for the efficient, clean**,** safe movement of people, goods and services among Designated Centers within Kitsap County and the larger Puget Sound region.

The intent of the following policies is to define appropriate methods and strategies to achieve these goals through inter-regional and intra-regional coordination among transportation and land use planning agencies.

For the purpose of this Policy, the following transportation facilities are of countywide significance:

a. state and federal highways;
b. major arterials;
c. public transit facilities and services;
d. non-motorized facilities connecting designated centers;
e. marine transportation facilities (ferries, shipping);
f. airports and heliports (passenger and/or freight);
g. rail facilities (passenger and/or freight)

The following facilities and system components should be included in the multi-modal network:

a. roads, including major highways, arterials and collectors;
b public transit, including bus, rail, and park & ride lots;
c. non-motorized facilities;
d. vehicle and public or private passenger only ferries;
e. airports;
f. parking facilities that support the multi-modal network;
g. facilities related to transportation demand management;
h. intelligent transportation systems (ITS).

<u>Policies for Transportation (T):</u>

1. Strategies to optimize and manage the safe use of transportation facilities and services:

a. The County and the Cities shall each emphasize the maintenance and preservation of their existing transportation network.

b. Through the regular update of the Transportation Element of their Comprehensive Plan, the County and the Cities should each identify Level of Service (LOS) and prioritize operational and safety deficiencies, with the goal of substantially reducing deaths and serious injuries.

c. The County and the Cities should utilize Transportation System Management strategies such as parking restrictions, traffic signal coordination, transit queue jumps (traffic signal modification equipment that allows busses to move ahead of other vehicles), ramp metering, striping non-motorized transportation facilities, traffic calming devices, and real time sensor adjustments for traffic signals.

d. The County and the Cities should develop and implement access management regulations that provide standards for driveway spacing and delineation, and encourage the joint use of access points where practical.

e. The County and the Cities shall actively seek opportunities to share facilities, expertise, and transportation resources, such as multiple use park & ride/parking lots or shared traffic signal maintenance responsibility.

2. 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:

a. The County and the Cities shall provide both infra-structure and policy incentives to increase the use of non-SOV modes of travel.

i. The range of infrastructure incentives to encourage the use of non-SOV modes of travel could include the following:

- Provide public transit, including preferential treatments for transit, such as queue by-pass lanes (dedicated bus lanes that allow for transit queue jumps), traffic signal modifications, and safe, transit stops.

- Provide integrated transfer points to facilitate seamless trips between transit and other modes of travel, particularly at ferry terminals, including park & ride lots, bike storage facilities, carpool/vanpool and transit advantages to ease ingress/ egress, with proximity to actual connection points, and innovative transit-oriented development.

- Provide non-recreational bicycle and pedestrian facilities, including safe neighborhood walking and biking routes to school.

- During the development of all state, county, and city highway capacity improvement projects, consider the market for non-SOV travel and the addition of High Occupancy Vehicle (HOV) lanes, park & ride lots, and appropriate infrastructure for both bicycling and walking.

ii. The range of policy incentives to encourage the use of non-SOV modes of travel could include the following:

The State of Washington has taken steps to reduce greenhouse gas emissions and vehicle miles traveled. Not only does reducing the overall amount of travel produce benefits for improving air quality and curbing emissions related to climate change, it also lessens traffic congestion. Developing a transportation system that provides more opportunities for walking, bicycling, or using transit also creates more choices and options for people.

The WA State Dept of Transportation and Vision 2040 policies identify telework (or tele-commuting) as a viable transportation alternative. The WSDOT-funded 2008 Kitsap Telework Pilot Project noted the particular importance of telework in rural areas, where citizens tend to drive greater distances.

- Increased emphasis on the Commute Trip Reduction Program already in place (including ridesharing incentives), with Kitsap Transit designated as the lead agency, including program promotion and monitoring.
- Managed parking demand at ferry terminals, employment, and retail centers to discourage SOV use through privileged parking for HOV users, fee structure and parking space allocations.
- Encouraging telecommuting and home-based businesses as a viable work alternative.
- Encouraging the shift of work and non-work trips to off-peak travel hours.
- Congestion pricing.
- Auto-restricted zones.
- Promotion of driver awareness through educational efforts.

d. The County and the Cities shall develop standards for Complete Streets that address bicycle and pedestrian facilities for development of new streets and reconstruction of existing streets as appropriate, consistent with State law.

e. In Designated Centers, the jurisdictions should complete missing vehicular and non-motorized links between key arterials to accommodate pedestrian and bicycle facilities, without compromising safety standards.

f. The County and the Cities shall develop bicycle and pedestrian plans, which should be coordinated across jurisdictional boundaries with particular consideration to providing safe routes for children to walk and to bike to school.

g. Kitsap Transit shall review and comment on development proposals where appropriate, to facilitate convenient use and operation of appropriate transit services**.**

Vision 2040 and Transportation 2040 emphasize Complete Streets, which ensure that transportation facilities serve all users and all ages and abilities. By designing and operating Complete Streets, local jurisdictions provide pedestrians, bicyclists, motorists, and transit riders with safer travel and can avoid expensive retrofits, encourage physical activity and help create walkable communities. There is no singular design prescription for Complete Streets; each one is unique and responds to its community context.

3. Environmental impacts of transportation policies:

a. Transportation improvements shall be located and constructed so as to discourage/minimize adverse impacts on water quality and other environmental features.

b. The County, the Cities, and Kitsap Transit shall consider programming capital improvements and transportation facilities that alleviate and mitigate impacts on air quality, greenhouse gas emissions and energy consumption, such as: high-occupancy vehicle lanes; public transit; vanpool/ carpool facilities; electric and other low emission vehicles including buses; bicycle and pedestrian facilities that are designed for functional transportation.

c. The County and the Cities shall ensure environmental protection, water quality, and conformance with ESA requirements through best management practices throughout the life of the transportation facilities, including:

   i. Facility design, and in particular low impact development strategies for the collection and treatment of storm water and surface run-off.

   ii. Avoiding construction during the rainy season.

   iii. Regular and routine maintenance of systems.

d. The County, the Cities, and Kitsap Transit should support Puget Sound Clean Air Agency public education about anti-pollution measures.

4. Recognizing that the County and the Cities each encompass a range of development and density patterns, each jurisdiction shall designate its Centers consistent with the criteria set forth in Element C of the Countywide Planning Policies. The following policies relate to planning guidelines to support transit and pedestrian travel appropriate to each type of urban and rural development or re-development:

a. The County and the Cities shall each prepare development strategies for their Designated Centers that encourage focused mixed use development and mixed type housing to achieve densities and development patterns that support multi-modal transportation.

b. In Urban Growth Areas, comprehensive plans should promote pedestrian- and transit-oriented development that includes access to alternative transportation and, in the interest of safety and convenience, includes features, such as lighting, pedestrian buffers, sidewalks, and access enhancements for physically challenged individuals.

c. Rural Communities shall accommodate appropriate pedestrian/bicycle connections and transit service and facilities consistent with rural levels of service in order to minimize vehicle trips.

5. Transportation linkages between designated local and regional Centers:

a. Regional corridors shall be designated for automobile, freight, transit, HOV facilities, rail, marine, bicycle, and pedestrian travel between centers as part of the countywide transportation plan.

b. The transportation system linking Designated Centers within the county shall be transit-oriented and pedestrian and bicycle friendly.

6. Freight transportation:

a. Preferred routes for the movement of freight shall be identified as part of the countywide transportation plan.

b. The County and the Cities shall work to ensure that compatible land uses are applied along designated freight corridors; including, but not limited to, corridors for air, rail, road and marine traffic.

c. The County and the Cities shall use appropriate roadway standards for designated freight corridors.

7. **Transportation relationships with the Puget Sound Regional Council and the Peninsula Regional Transportation Planning Organization:**

   a. The Countywide Planning Policies should support adopted regional and state plans and policies**.**

   b. The County and the Cities shall actively participate in the Puget Sound Regional Council and the Peninsula Regional Transportation Planning Organization (RTPO) to assure that transportation planning in the two regions is consistent and accurately reflects local needs related to identified regional system components.

   c. The Kitsap Regional Coordinating Council shall serve as the point of coordination to assure Puget Sound Regional Council and Peninsula RTPO planning programs are consistent and mutually beneficial to jurisdictions within Kitsap County.

   d. The Transportation Improvement Program (TIP) for Kitsap County shall continue to be a part of the regional TIP adopted by the Puget Sound Regional Council. Local review, comment and recommendations shall be coordinated through the Kitsap Regional Coordinating Council.

8. **Identification of needed transportation related facilities and services within Kitsap County:**

   a. The Puget Sound Regional Council and the Peninsula RTPO shall identify regional system components and related improvements within Kitsap County with the concurrence of the Kitsap Regional Coordinating Council.

   b. A countywide transportation plan developed by the Kitsap Regional Coordinating Council shall be prepared pursuant to the Growth Management Act to identify countywide transportation facility and service needs. A technical committee including transit and local, regional, and state transportation providers shall be used in this process.

9. **Coordination of intra-county transportation planning efforts:**

   a. The Puget Sound Regional Council reviews Cities' and the County's Comprehensive plans for consistency of land use and transportation elements.

   b. The County and the Cities shall address compatibility between land use and transportation facilities by:

      i. Not using new road improvements to justify land use intensification.

      ii. Managing access on new transportation facilities outside Urban Growth Areas.

      iii. Allowing phased development of improvements including acquiring right of way.

      iv. Using comprehensive plans and development regulations to ensure that development does not create demands exceeding the capacity of the transportation system, such as: density limits in areas outside of Urban Growth Areas; concurrency management and adequate public facility regulation; integrated multi-modal and non-motorized networks.

   c. The County and the Cities shall work together in a coordinated, iterative process to periodically reassess whether regional land use and transportation goals can realistically be met. If transportation adequacy and concurrency cannot be met, the following actions should be considered:

i. Adjust land use and/or level of service (LOS) standards and consider adopting multi-modal solutions.

ii. Make full use of all feasible local option transportation revenues authorized but not yet implemented.

iii. Work with Washington State Department of Transportation (including Washington State Ferries), Kitsap Transit, and the private sector to seek additional State transportation revenues, state and federal grants for infrastructure improvements, and local options to make system improvements necessary to accommodate projected population growth.

d. Adjacent jurisdictions in Kitsap County shall develop consistent street classification system and street standards.

e. Kitsap Regional Coordinating Council may establish a process for evaluating development impacts including those that may affect neighboring jurisdictions within the county.

f. The Kitsap Regional Coordinating Council shall function to ensure that transportation planning, system management and improvements at local, regional, and state levels are coordinated, complementary, and consistent with adopted comprehensive land use plans.

10. Coordinated and consistent level of service (LOS) standards:

a. The County and the Cities should develop comparable level of service standards among the County, Cities and the State of Washington for identified regional system components.

b. The County and the Cities shall adopt roadway LOS standards. Urban growth management agreements shall designate level of service standards.

c. The County and the Cities shall adopt transit LOS in the form of "Service Standards" adopted by the Kitsap Transit Board of Commissioners. The standards shall consider both frequency of service and bus capacity.

d. Consistent with State law, the County and Cities shall recognize the Level of Service Standards for Highways of Statewide Significance, including principal arterial ferry routes, that have been adopted by the Washington State Department of Transportation, in their respective Comprehensive Plans.

e. For State highways and facilities of regional significance, including the Southworth ferry route, the County and the Cities shall include the Level of Service Standards adopted for these routes by the Puget Sound Regional Council, the Peninsula RTPO, and the Washington State Department of Transportation, in their respective Comprehensive Plans.

f. On highways and streets which are subject to concurrency requirements, the County and the Cities shall each identify capacity deficiencies and either address them in terms of identified funding, adjust the LOS standard on a temporary basis, or place a temporary moratorium on development.

g. On highways and streets which are subject to concurrency requirements, new development should not cause LOS to degrade to a level lower than the adopted standard, consistent with State law**.**

Element I. Housing

The Growth Management Act requires cities and counties to encourage the availability of housing that is affordable for all income levels at a variety of housing densities. Local jurisdictions are also encouraged to preserve existing housing resources in their communities, and to provide an adequate supply of housing with good access to employment centers to support job creation and economic growth. (WAC 365.196.410)

VISION 2040 takes a comprehensive approach to addressing the range of housing needs. Housing is addressed throughout the Countywide Planning Policies. See box on right for specific references.

Countywide Planning Policies Addressing Jobs-Housing Balance:

C:2/ C:4	Centers as areas of a mix of business, commercial and residential uses
F:4-c	Mixed used development
J:1-b	Employment for diverse segments of the community
J:1-e	Economic Prosperity and increased job opportunities
J:2	Promoting development of designed industrial and commercial areas
J:3	Monitoring land supply

Jobs-Housing Balance:
Jobs-housing balance refers to relationship of housing supply and the job base. There are transportation implications in terms of improving accessibility between where jobs are located and where people live, as well as access to goods, services and other amenities. Policies in Element C: Centers of Growth, Element F: Contiguous, Compatible and Orderly Development, and Element J: Countywide Economic Development are all part of the County's overall approach to jobs-housing balance.

Best Practices in Housing:
The County and the Cities recognize the value of housing practices that preserve existing neighborhoods and communities, use land more efficiently, make services more economical, and meet the diverse needs of our county's changing demographics. The Community Design and Development Policies in Element F: Contiguous, Compatible and Orderly Development address key innovative practices and design principles for development and housing.

Affordable Housing:
Housing affordability refers to the balance (or imbalance) between household income and housing costs. Affordable housing is a major challenge in Kitsap County.

The following definitions relate to the Countywide Planning Policies: **Housing** shall mean housing intended for a full range of household incomes. These income levels are defined as follows (WAC 365.196.410 [2]-e-i-C):

- **Extremely low-income** shall mean those households that have incomes that are at or below 30% of the countywide median.
- **Very low-income** shall mean those households that have incomes that are within the range of 31 - 50% of the countywide median.
- **Low-income** shall mean those households that have incomes that are within the range of 51 - 80% of the countywide median.
- **Moderate-income** shall mean those households that have incomes that are within the range 81-95% of the countywide median.
- **Middle-income** shall mean those households that have incomes that are within the range of 96-120% of the countywide median.
- **Upper-income** shall mean those households that have incomes above 120% of the countywide median.

Policies for Affordable Housing (AH):

1. **Coordinated process among County, Cities, and housing agencies for determining and fulfilling housing needs, and the equitable distribution of affordable housing at all income levels in Kitsap County:**

    a. The County and the Cities should inventory the existing housing stock consistent with the Growth Management Act synchronized with County and Cities' respective Comprehensive Plan updates, and correlate with current population and economic conditions, past trends, and ten year population and employment forecasts, to determine short and long range housing needs, including rental and home ownership. Navy personnel housing policy should also be considered.

    b. Local housing inventories, projections, and equitable distribution strategies should be compiled, updated, and monitored under the coordination of the Kitsap Regional Coordinating Council to identify countywide conditions and projected needs.

    c. Sufficient land supply for housing including various housing types shall be identified and monitored through regular updates to the countywide Buildable Lands Analysis [see Element B-1 Land Utilization and Monitoring Programs].

    d. The County and the Cities should each identify specific policies and implementation strategies in their Comprehensive Plans and should enact implementing regulations to provide a mix of housing types and costs to achieve identified goals for housing at all income levels, including easy access to employment centers.

    e. The County and the Cities shall incorporate a regular review of public health, safety, and development regulations pertaining to housing implementation strategies to assure that:

        i. protection of the public health and safety remains the primary purpose for housing standards
        ii. regulations are streamlined and flexible to minimize additional costs to housing.

2. **Recognizing that the market place makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons.**

3. **Recognizing the percentage share of the existing and forecasted countywide population and housing stock, as well as the distribution of existing housing for those households below 120% countywide median income, the County and the Cities should develop coordinated strategies to disperse projected housing for those below 120% countywide median income throughout Kitsap County, where they are specifically found to be appropriate, in consideration of existing development patterns and densities. These strategies should promote the development of such housing in a dispersed pattern so as not to concentrate or geographically isolate low-income housing in a specific area or community.**

4. **Provision of affordable housing for households below 120% countywide median income should include:**

   a. Housing options located throughout Kitsap County in Urban Growth Areas and Rural Communities, as defined in Element D (2-a),in a manner to provide easy access to transportation, employment, and other services.

      i. Designated Centers should include such housing options.
      ii. Rural self- help housing programs should be encouraged first in UGA's and Rural Communities and then allowed in other appropriate areas as defined by the U.S. Department of Agriculture.

   b. Local comprehensive plan policies and development regulations that encourage and do not exclude such housing.

   c. Housing strategies that include:

      i. preservation, rehabilitation and redevelopment of existing neighborhoods as appropriate, including programs to rehabilitate and/or energy retro-fit substandard housing;

      ii. provision for a range of housing types such as multi-family, single family, accessory dwelling units, cooperative housing, and manufactured housing on individual lots and in manufactured housing parks;

      iii. housing design and siting compatible with surrounding neighborhoods;

      iv. mechanisms to help people purchase their own housing, such as low interest loan programs, "self-help" housing, and consumer education.

      v. innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing cost by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as appropriate.

   d. Housing policies and programs that address the provision of diverse housing opportunities to accommodate the homeless, the elderly, physically or mentally challenged, and other segments of the population that have special needs.

   e. Participation with housing authorities to facilitate the production of such housing. The County and the Cities shall also recognize and support other public and private not-for-profit housing agencies. Supporting housing agencies is encouraged through public land donations, guarantees, suitable design standards, tax incentives, fee waivers, providing access to funding sources and support for funding applications, or other provisions as appropriate.

5. **The County and the Cities shall collaborate with PSRC to evaluate availability of appropriate housing types to serve future residents and changing demographics.**

Element J. Countywide Economic Development

Growth Management Act requires that general economic development policies be identified in the Countywide Planning Policies. Consistent with the goals of the Act, economic development planning must be coordinated with local comprehensive plans. The intent of the following policies is to encourage coordinated economic growth among all jurisdictions in Kitsap County and to add predictability and certainty to the private investment decision.

Policies for Countywide Economic Development (ED):

1. **A general strategy for enhancing economic development and employment:**

   a. The County and the Cities recognize that a healthy economy is important to the health of residents and quality of life in the county. Economic development should be balanced with environmental concerns and protect the quality of life.

   b. A healthy economy provides a spectrum of jobs including entry-level**,** living wage, and advanced wage earner employment that, raises family income levels and provides opportunities for diverse segments of the community.

   c. The County and the Cities recognize that the economy in Kitsap County is very dependent on the U.S. Navy and diversification is necessary. Diversification should be promoted through a multi-faceted strategy that includes broadening the customer bases of existing contracting industries, expanding the number of local businesses that benefit from defense contracting, and building the base of business activity that is not directly connected to the Department of Defense.

   d. The County and the Cities shall collaborate with ports, tribes, and other special districts to encourage economic growth and diversification that is consistent with comprehensive plans and policies for land use, transportation, public transit, regional water supply, capital facilities, urban governmental services and environmental quality.

   e. Local governments are encouraged to utilize the Kitsap Economic Development Alliance (KEDA) as a resource to provide advice on economic development needs, the potential for retaining and expanding existing industries, including the U.S. Dept. of Defense, and attracting new industries, especially those that would improve wage and salary levels, increase the variety of job opportunities, and utilize the resident labor force.

   f. The County and the Cities should cooperate / participate with the Puget Sound Regional Council's economic initiatives, including focus on identified industry clusters and clean industry and with the KEDA's adopted plan, Kitsap 20/20: A Strategy for Sustainable Economic Prosperity.

   g. The County and the Cities recognize that widespread access to broadband capability will enhance economic development in Kitsap County. Local governments are encouraged to collaborate with the KEDA to promote the expansion of telecommunications in Kitsap County and to coordinate telecommunications policy with regional and federal agencies, including public utility districts, Bonneville Power Administration, regional transportation planning organizations, and neighboring counties.

h. Investments in our people, in particular, efforts of local educational institutions to provide, improve and expand vocational and post-secondary education programs, should be supported to assure a highly skilled, technically trained resident work force.

2. **The role of government agencies in assuring coordinated, consistent efforts to promote economic vitality and equity throughout Kitsap County:**

   a. The County and the Cities shall promote Urban Growth Areas and existing industrial sites as centers for employment.

   b. The County and the Cities shall encourage the full utilization/development of designated industrial and commercial areas. The County and the Cities shall promote revitalization within existing developed industrial and commercial areas to take advantage of the significant investments in existing buildings and infrastructure.

   c. The County and the Cities shall cooperate with tribes, ports, other special districts, and all economic development interests to identify the capital facility needs to support economic development and should identify necessary funding sources.

   d. The County and the Cities shall collaborate with tribes, ports, and other special districts to identify innovative development methods such as public and private partnerships and community development assistance financing to increase economic vitality.

   e. The County and the Cities shall collaborate with the KEDA and the Ports to establish a common method to monitor the supply of designated commercial and industrial sites and to ensure adequate land supply for the expansion of existing enterprises and the establishment of new economic enterprises. The monitoring method shall indicate environmental constraints, infrastructure availability and capacity, and shall use the Kitsap County Geographic Information System and Land Capacity Analysis as a regional database for this information.

   f. The County and the Cities shall establish common infrastructure policy and standards, including telecommunications infrastructure.

   g. The County, Cities and KEDA shall collaborate to identify opportunities that favor local suppliers for goods and services.

3. **The Kitsap Regional Coordinating Council shall coordinate the development of land supply monitoring methods, common infrastructure policy and standards, and other strategies among the County, the Cities, Tribes, Ports, and other special districts to encourage economic development in Kitsap County:**

   a. The County and the Cities shall each establish and monitor a development review process that is timely, predictable, efficient, fair, and consistent.

   b. Where more than one jurisdiction is involved in planning and permitting a business development, the jurisdictions shall work collaboratively to provide consistent development regulations and permitting.

   c. The County and the Cities shall encourage small business enterprises and cottage industries, and allow appropriate and traditional home occupations as permitted by local regulations.

Element K. An Analysis of the Fiscal Impact

In order to preserve and maintain the community's quality of life and level of government services, jurisdictions are expected to fully evaluate their financial capacity to provide the full range of urban services (as described in Element B – 3[j]) within designated Urban Growth Areas.

Policies for Analysis of Fiscal Impact (FI):

1. The Countywide Planning Policies recognize three opportunities for jurisdictions to consider and plan for urban-level infrastructure and services:

   a. During each jurisdiction's comprehensive plan amendments, through the Capital Facilities Plan, including sub-area plans, Urban Growth Area boundary changes, incorporations, partial dis-incorporations, proposed new fully contained communities and master planned resorts.

   b. At the point where a jurisdiction is comparing and analyzing geographic areas for possible expansion of its Urban Growth Area (as described in Element B – 3[j]).

   c. As part of the development of the Urban Growth Area Management Agreement (see Element B-4 [d] and Appendix C).

   These analyses and plans should identify infrastructure and service costs as well as the anticipated revenues to support them.

2. Special districts should be included in planning for the provision of urban level services in Urban Growth Areas and should include future population growth in their plans.

3. The Kitsap Regional Coordinating Council shall facilitate on-going regional discussion of infrastructure and service delivery strategies (see Element F-1 [c]) and revenue equity issues (see Element F-3 [c]).

Element L. Coordination with Tribal Governments

The Suquamish Tribe, the Port Gamble S'Klallam Tribe, and other federally recognized Indian tribes have reservations and/or trust resources within Kitsap County, Washington. These tribes are parties to treaties with the United States Government through which certain rights and privileges both on and off reservation were articulated and remain in effect. These tribes have authorities, responsibilities, interests and treaty rights within their respective reservation boundaries and Usual and Accustomed Areas. Since future growth and land use decisions in Kitsap County affect all governmental entities, governmental agencies must be well informed and continuously involved in regional and local planning.

Policies for Coordination with Tribal Governments (CT):

1. Meaningful and substantial opportunities for early and continuous tribal government participation shall be incorporated into regional and local planning activities.

2. Local jurisdictions should work with the tribes to develop agreements that provide for discussion on comprehensive planning issues among governments and ensure that the tribes are consulted on issues within their interest. The parties will jointly determine the appropriate contents of the agreements and a schedule for completing them.

3. Tribal governments, federal agencies, and county and local governments are encouraged to coordinate plans among and between governments and agencies to address substantive areas of mutual interest especially where geographical areas overlay and promote complementary and cooperative efforts.

4. City and County governments are encouraged to include Tribal governments in joint comprehensive planning and development activities for areas within the Tribes' Usual and Accustomed areas. Activities include but are not limited to the establishment and revision of urban growth boundaries, distribution of forecasted population; regional transportation, capital facility, housing and utility plans; and policies that may affect natural and/or cultural resources.

5. All County, City, and Tribal government agencies shall be included in the normal public notice and comment procedures of other agencies and kept informed of matters of interest to them.

6. The County, the Cities, and Tribal governmental agencies are encouraged to keep one another informed about matters of local and regional interest by mutually agreeable means and schedule.

Element M. Coordination with Federal Government including Navy

The federal government has unique authorities, responsibilities, interests affecting land use and other activities. Military installations are of particular importance to the economic health of Washington State, as well as to national security. Since the impacts of future growth and development in Kitsap County affect all governmental entities, governmental agencies must be well informed and continuously involved in regional and local planning.

Policies for Coordination with Federal Government (CF):

1. Meaningful and substantial opportunities for early and continuous federal government participation shall be incorporated into regional and local planning activities.
2. It is recognized that constitutional and statutory provisions may constrain federal government agencies from entering into local agreements and processes. However, when possible, the County, the Cities, and federal governments should establish intergovernmental cooperative agreements promoting coordination and involvement in activities that are of mutual interest.
3. Federal agencies and county and local governments are encouraged to coordinate plans among and between governments and agencies to make plans as consistent and compatible as possible for properties over which they have authority or activities they authorize and the adjacent areas affected.
4. Federal government agencies are encouraged to participate in City, County, and joint comprehensive planning and development activities that may affect them, including the establishment and revision of urban growth areas encompassing, adjacent to or within federally-owned lands; distribution of forecasted population; regional transportation, capital facility, housing and utility plans; and policies that may affect natural and/or cultural resources of interest.
5. The following policies relate to promoting coordination among the Cities, County, and the federal government including the Navy:
    a. All jurisdictions should promote planning that considers the impact of new growth to avoid the potential for encroachment on military readiness activities as described below when developing zoning ordinances or designating land uses affecting military facilities. Each jurisdiction and the Navy should coordinate to identify the types of development and areas of interest to the Navy, method of notice, and opportunities for comment.
    b. "Military readiness activities" mean all of the following:
        i. Training, support, and operations that prepare the men and women of the military and Naval ships and submarines for combat.
        ii. Operation, maintenance, and security of any military installation.
        iii. Testing of military equipment, vehicles, weapons, and sensors for proper operation or suitability for combat use.
    c. “Impacts” include but are not limited to:
        i. Aircraft, boat, and rail traffic.
        ii. Incompatible adjacent land uses.

d. Through the Kitsap Regional Coordinating Council, jurisdictions should monitor issues that arise in implementing these policies, and should identify areas for improved coordination.

6. All County, City, and federal governmental agencies shall be included in the normal public notice and comment procedures of other agencies and kept informed of matters of interest to them. (RCW 36.70A.530)

7. The County, the Cities, and federal governmental agencies are encouraged to keep one another informed of matters of local and regional interest by mutually agreeable means and schedule.

Element N. Roles and Responsibilities

The County, Cities, Tribal governments, and special districts are all involved in planning activities related to their statutory authority and responsibility. In addition to the responsibilities defined in previous countywide planning policies, this section further clarifies the planning roles and responsibilities of the Kitsap Regional Coordinating Council and member agencies.

Policies for Roles and Responsibilities (RR):

1. **The KITSAP REGIONAL COORDINATING COUNCIL was established by interlocal agreement (see Appendix E) to assure coordination, consensus, consistency, and compliance in the implementation of the Growth Management Act and comprehensive planning by County, city and tribal governments within Kitsap County. The Kitsap Regional Coordinating Council also provides a voice for all jurisdictions and opportunity for citizens and stakeholders to provide input to planning policies to be applied countywide. The interlocal agreement adopted by the County, the Cities and the Tribal governments declared that the Kitsap Regional Coordinating Council is necessary to maintain a regular intergovernmental communication network for all local and tribal governments within the county, facilitate compliance with the coordination and consistency requirements of the Growth Management Act, provide an effective vehicle to resolve conflict among and/or between jurisdictions with respect to urban growth boundaries or comprehensive plan consistency, and to build consensus on planning solutions for countywide growth management issues. The Kitsap Regional Coordinating Council shall:**

   a. Submit agreed-upon recommendations on behalf of member jurisdictions to multi-county regional agencies and State government on proposed changes to multi-county regional plans, State plans, and laws.

   b. Provide a forum, as necessary, for achieving coordination in the development of local plans and resolving planning and plan implementation issues that are common among jurisdictions.

   c. Promote coordination and consistency among local plans and between local plans and the Countywide Planning Policies and the Growth Management Act to the extent necessary to achieve regional policies and objectives. Through the Kitsap Regional Coordinating Council forum, jurisdictions should establish a process to monitor and review individual comprehensive plans and associated implementation mechanisms to determine consistency with the Countywide Planning Policies.

   d. Serve as a forum for resolving disputes locally. The process shall not preclude appeals to the Central Puget Sound Growth Planning Hearings Board if the local process has been exhausted without resolution of the dispute.

   e. Promote coordination of educational programs and the dissemination of planning-related information of regional interest.

   f. Coordinate the review, revision and monitoring of the Countywide Planning Policies.

   g. Apply for grants and administer contracts relative to regional tasks and plans.

h. Conduct the region-wide growth management planning consistent with these policies.

i. Initiate and coordinate the development of other regional planning policies and implementation mechanisms that may improve the effectiveness of the comprehensive planning process.

j. Define and implement procedures that assure opportunities for early and continuous public involvement in policy discussions facilitated by the Kitsap Regional Coordinating Council**.**

2. KITSAP COUNTY is the regional government within the county boundaries providing various services within unincorporated and incorporated areas as required and specified by law and by legal agreements. Kitsap County shall:

a. Be responsible for the development, adoption and implementation of comprehensive plans and development regulations and the processing of land use permits for the unincorporated portions of the county.

b. Be responsible for coordinating water quality planning in multi-jurisdictional watersheds and for other environmental planning activities as agreed to by all affected and interested jurisdictions.

c. Be responsible for coordinating the response on the listing for the federal Endangered Species Act in multi-jurisdictional watersheds as agreed by all affected and interested jurisdictions.

d. Be responsible for being a regional sewer provider to the unincorporated areas of Kitsap County as needed to improve water quality consistent with levels of service outlined in the County Comprehensive Plan.

e. Maintain a geographic information system to serve as a regional planning data base.

f. Execute Urban Growth Area Management Agreements with each city to address joint issues identified in the Countywide Planning Policies and other matters agreed to be of mutual interest.

g. Define and implement procedures that assure opportunities for early and continuous public involvement throughout short and long range planning projects.

3. CITIES within Kitsap County provide a variety of services primarily to residents within their respective municipal boundaries. Cities shall:

a. Provide urban governmental services as identified in the Growth Management Act (Chapter 36.70A RCW) and adopted urban growth management agreements.

b. Be responsible for the development, adoption and implementation of comprehensive plans and development regulations and the processing of land use permits within the incorporated portion of the respective city.

c. Participate with other agencies in multi-jurisdictional planning activities including but not limited to environmental planning, e.g. water quality planning and coordinating the response on the listing for the Federal Endangered Species Act in multi-jurisdictional watersheds transportation planning, and growth management strategies.

d. Execute a separate Urban Growth Area Management Agreement with Kitsap County to address joint issues identified in the Countywide Planning Policies and other matters agreed to be of mutual interest.

e. Define and implement procedures that assure opportunities for early and continuous public involvement throughout short and long range planning projects.

4. SPECIAL DISTRICTS are governmental subdivisions of the county that are usually established to provide a defined scope of services. Special districts shall:

a. Be responsible for service provision, capital facility planning and other activities as authorized by law and legal agreements.

b. Coordinate capital planning and implementation strategies with local governments to assure consistency with comprehensive plan policies, the Countywide Planning Policies, and the WA State Growth Management Act**;**

c. Participate in service provision identification required in each urban growth management agreement;

d. Coordinate with other agencies as appropriate in multi-jurisdictional planning activities;

e. Provide technical assistance as appropriate to assist local governments in comprehensive plan development, adoption and implementation;

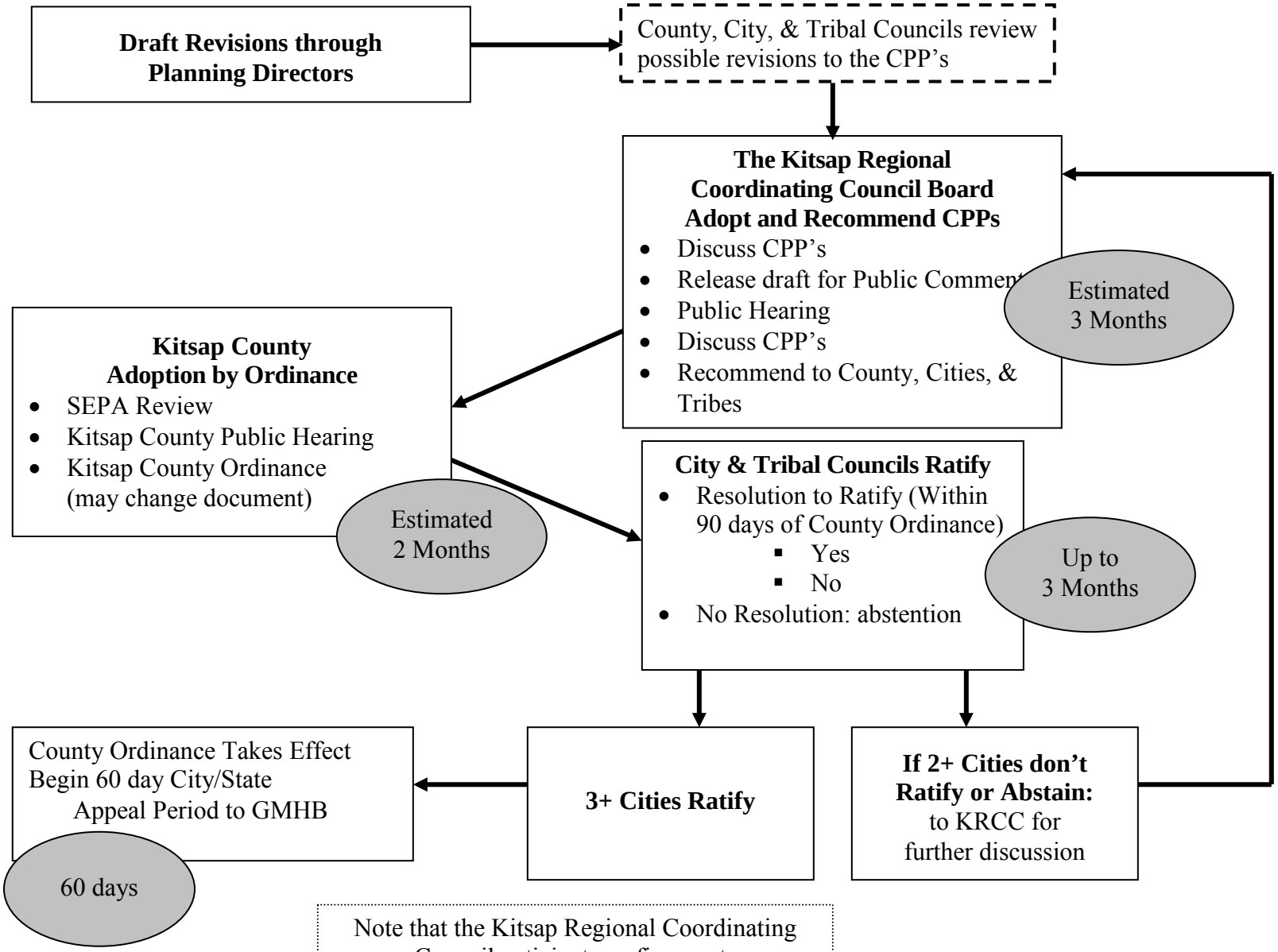
f. Encourage cooperative agreements and consolidate when possible to formalize participation in local and regional processes;

g. Define and implement procedures that assure opportunities for early and continuous public involvement throughout short and long range planning projects.

h. Site and size facilities consistent with local plans.

5. The County and Cities shall coordinate with the County Department of Emergency Management to ensure the integrity of the National Incident Management system and coordinated response in the event of disasters and other emergencies.

Appendix A:
Kitsap Countywide Planning Policy Ratification Process



Note that the Kitsap Regional Coordinating Council anticipates refinements to this process over time.

Adopted by Kitsap County Ordinance 509-2013
Nov. 25, 2013

Appendix B-1: Population Distribution Through ~~2035~~ 2036

Jurisdiction	Census 2010 [1]	Population Growth [2]	~~2035~~ 2036 Targets [3]
City of Bremerton	37,729	14,288	52,017
Bremerton UGA	9,082	4,013	13,095
Total Bremerton	46,811	18,301	65,112
City of Bainbridge Island	23,025	5,635	28,660
City of Port Orchard	12,323	8,235	20,558
Port Orchard UGA	15,044	6,235	21,279
Total Port Orchard	27,367	14,470	41,837
City of Poulsbo	9,222	1,330	10,552
Poulsbo UGA	478	3,778	4,256
Total Poulsbo	9,700	5,108	14,808
Central Kitsap UGA	22,712	~~7,764~~ **6,764**	~~30,476~~ **29,476**
Silverdale UGA	~~17,556~~ **15,556**	~~5,779~~ **8,779**	~~23,335~~ **24,335**
Kingston UGA	2,074	2,932	5,006
UGA (Includes Cities) Total	~~145,434~~ **147,245**	~~63,800~~ **61,989**	209,234
Rural Non-UGA	~~105,699~~ **103,888**	~~16,638~~ **18,449**	122,337
Total County	251,133	80,438	331,571

[1] 2010 Census data reflects incorporated city and UGA boundaries as of August 31, 2012
[2] Population growth reflects new residents through the 2035 planning horizon
[3] Changes in City or UGA boundaries during the planning horizon may affect the population distributions. This table may be updated periodically to reflect such changes. These updates do not constitute policy changes to the CPP's and will not require adoption and ratification by member agencies.

Appendix B-1 reflects three adjustments to Adopted Appendix B:

(1) Scriveners error: Census 2010 (Silverdale UGA, Total UGA, and Rural Non-UGA)

(2) Shift in Population Growth of 1,000 *from* Central Kitsap UGA *to* Silverdale UGA
See attached White Paper for analysis

(3) Extension of Planning Horizon from 2035 → 2036, reflecting WA Dept. of Commerce instruction re: definition of planning horizon

Adopted by Kitsap County Ordinance 522-2015
May 11, 2015

Kitsap Regional Coordinating Council

Chair
Commissioner Robert Gelder ❖
Kitsap County

Vice-Chair
Mayor Anne Blair ❖
City of Bainbridge Island

Commissioner Charlotte Garrido
Commissioner Ed Wolfe
Kitsap County

Mayor Patty Lent ❖
Council Member Leslie Daugs
Council Member Greg Wheeler
Council Member Dino Davis *
City of Bremerton

Council Member Wayne Roth
Council Member Steve Bonkowski *
City of Bainbridge Island

Mayor Tim Matthes
Council Member Bek Ashby ❖
Council Member Jeff Cartwright *
City of Port Orchard

Mayor Becky Erickson
Council Member Ed Stern * ❖
City of Poulsbo

Council Chair Leonard Forsman
Fisheries Director Rob Purser*
*Suquamish Tribe****

Council Chair Jeromy Sullivan
Noo-Kayet CEO Chris Placentia *
*Port Gamble S'Klallam Tribe****

Commissioner Axel Strakeljahn
Commissioner Larry Stokes *
Port of Bremerton

Captain Tom Zwolfer
Silvia Klatman, PAO *
Naval Base Kitsap **

Executive Director John Clauson
Kitsap Transit ***

Mary McClure
Executive Management
McClure Consulting LLC

* *Alternate*
** *Ex Officio Member*
*** *Associate Member*

❖ Executive Committee

P.O. Box 1934
Kingston, WA 98346
360-377-4900 (voice)
360-297-7762 (fax)
www.KitsapRegionalCouncil.org

Countywide Planning Policy: Appendix B-2

Kitsap Countywide Employment Targets: 2010 – ~~2035~~ 2036

Originally Adopted by Resolution (No.2014-01),
by the KRCC Executive Board: July 22, 2014

Countywide Employment / Population Ratio: 2.65				
	Growth Allocation: 2010-~~2035~~ 2036		Sector Share Summary	
	Total Job Growth	Percent Job Growth	Commercial Job Growth	Industrial Job Growth
Bremerton City	18,003	39%	13,493	4,509
Bremerton UGA	1,385	3%	962	422
Bainbridge Island	2,808	6.1%	1,984	823
Port Orchard City	3,132	6.8%	2,571	560
Port Orchard UGA	1,846	4%	1,712	134
Poulsbo City	4,155	9%	3,607	548
Poulsbo UGA	46	0.1%	44	2
Central Kitsap UGA	1,200	2.6%	1,030	171
Silverdale UGA	9,106	19.7%	6,679	2,427
Kingston UGA	600	1.3%	437	163
Urban UGA (includes Cities)	42,281	91.6%	32,521	9,760
Rural Non-UGA	3,877	8.4%	2,817	1,060
Total County	46,158	100%	35,338	10,820

Adopted by Kitsap County Ordinance 522-2015
May 11, 2015

Appendix C: Urban Growth Area Management Agreements

The intent of the Urban Growth Area Management Agreement is to facilitate and encourage annexation and/or incorporation of urban areas over the 20 year planning period and to ensure compatibility of development within the unincorporated Urban Growth Area. Each Urban Growth Area Management Agreement shall:

1. Describe the goals and procedures of the joint planning process including roles and responsibilities for the unincorporated Urban Growth Area, with the goal of having compatible City and County plans, zoning, and development regulations. The following provisions should apply to the entire Urban Growth Area associated with the City unless mutually agreed otherwise by the City and County:

   a. The City's zoning code, densities, and development, sub-division, environmental, and construction standards.

   b. The City's Levels of Service.

   c. The Comprehensive Plan of the City should reflect land use planning for the entire Urban Growth Area.

2. Identify responsibility and mechanisms for comprehensive plan amendments, zoning changes and development applications within unincorporated Urban Growth Areas. Significant weight should be given to City preferences.

3. Identify services to be provided in the Urban Growth Area, the responsible service purveyors, and the terms under which the services shall be provided, including:

Fire	Storm Water	Solid Waste
Police	Potable Water	Park & Recreation Facilities
Transportation	Sewer	Schools
Utilities: Power and Telecommunications, including broadband where available		
EMS		

   All service providers, including special districts, and adjacent jurisdictions should be included in Urban Growth Area planning.

4. Reference the adopted Revenue Sharing Inter-local Agreement, as appropriate (see Appendix D).

5. Develop pre-annexation plans, which shall include:

   a. Conditioning City service extensions upon actual annexation for properties contiguous to the City boundary or to agreements of no protest to future annexation for properties not contiguous.

   b. Offering pre-annexation agreements to property owners interested in annexation and needing assurances from the City about services, planning, or other issues.

   c. Plans for tiering and/or phasing of infrastructure development, appropriate to the individual Urban Growth Area.

   d. City priorities for City-led annexation efforts as appropriate.

6. Describe the development and implementation of a public involvement program that identifies roles and responsibilities for respective jurisdictions, including actions and timeline.

7. Be reflected in County and City Comprehensive plans.

Appendix D

Interlocal Agreement Between Kitsap County and the City of Bainbridge Island, City of Bremerton, City of Port Orchard and City of Poulsbo Concerning Revenue Sharing Upon Annexation and In Conjunction With Major Land Use Decisions Within a City's Urban Growth Area

Adopted by all parties in November-December, 2001.

Effective November 24, 2010, the City of Port Orchard is officially withdrawn from this agreement.
Effective November 29, 2011, the City of Bremerton is officially withdrawn from this agreement.

This Agreement, made pursuant to Chapter 39.34 RCW, is between KITSAP COUNTY (hereinafter, the County), a political subdivision of the State of Washington, and the CITY OF BAINBRIDGE ISLAND, the CITY OF BREMERTON, the CITY OF PORT ORCHARD, and the CITY OF POULSBO, (hereinafter, the Cities), municipal subdivisions of the State of Washington.

WHEREAS, through the Kitsap Regional Coordinating Council, the County and the Cities have worked together constructively on revenue sharing issues that in the past have been adversarial; and

WHEREAS, the County and Cities sought a balanced set of revenue sharing provisions that would benefit both the County and the Cities and support the orderly evolution of logical land use patterns and jurisdictional boundaries; and

WHEREAS, the County and Cities reached accord on a set of Principles of Agreement for Revenue Sharing in Annexations and in Major Land Use Decisions; and

WHEREAS, the County and Cities desire to implement the Principles of Agreement through an interlocal agreement;

NOW, THEREFORE, in consideration of the mutual covenants, terms and conditions contained herein, the parties agree as follows:

SECTION 1 ANNEXATIONS

The purpose of this section is to provide a framework for logical and orderly annexations that are consistent with the Growth Management Act, Chapter 36.70A RCW (hereinafter GMA), and to mitigate the fiscal impact to the County of annexations initiated after the effective date of this agreement.

1.1 The Cities each confirm their willingness to eventually annex all land within their designated Urban Growth Area (hereinafter UGA) boundaries.

1.2 Each City shall encourage annexation of all lands equally, and will support logical and coordinated annexations, consistent with the intent of the GMA.

1.3 As part of the Kitsap Regional Coordinating Council's 2002 Work Program, the County and Cities will continue to address coordinated development within the UGAs, including infrastructure standards and funding.

1.4 Before the County constructs a major infrastructure improvement within a City's designated UGA, the County and the City will negotiate and execute an interlocal agreement that specifies the level at which the City shall reimburse the County for a portion of its investment in the infrastructure improvement if the area where the improvement is to be located is annexed within a specified period of time.

1.5 The County and the Cities anticipate that each specific proposed annexation will require negotiation of other issues particular to its time, place and geography. The Cities and the County commit to completing these negotiations and executing an interlocal agreement on such issues in a timely manner.

1.6 As part of this agreement, the County will not oppose annexations within that City's designated UGA or invite the Boundary Review Board to invoke jurisdiction.

1.7 The Cities agree to share with the County revenue lost to the County and gained by the annexing City as follows:

A. Revenue sharing payments shall be based on the following three sources of revenue:

1. The County's portion of the local retail sales tax levied under Chapter 82.14 RCW.

2. The ad valorem property tax levied by the County pursuant to RCW 36.82.040 for establishment and maintenance of county transportation systems.

3. The admission tax levied by the County pursuant to Chapter 36.38 RCW.

B. For purposes of this Section, "lost revenue" means an amount computed as follows:

The combined total of the County's collections from all three sources within the annexation area during the calendar year preceding annexation

minus

The combined total of the County's collections from all three sources within the annexation area during the first full calendar year following annexation.

C. The amount of the payment from the City to the County will be based on a three-year "soft landing" approach as follows:

1. The Year 1 payment will be equal to 75% of the County's lost revenue.
2. The Year 2 payment will be equal to 50% of the County's lost revenue.
3. The Year 3 payment will be equal to 25% of the County's lost revenue.

D. The calculation of lost revenue pursuant to subsection B of this Section requires revenue data for one full year following annexation. Therefore, the County shall initiate a request for payment under this Section by written notice to the annexing City within two years of the effective date of the annexation.

SECTION 2 MAJOR LAND USE ACTIONS

The purpose of this section is to recognize that retail development near jurisdictional boundaries has an impact on neighboring jurisdictions and, in particular, on existing businesses and the demand for public services and facilities. This Section is designed to mitigate these impacts by providing that sales tax revenues from new major business development within a City's designated UGA, or from the

relocation of an existing major business from a City to a location within the City's designated UGA, will be shared with the affected City.

2.1 For purposes of this Agreement, "major land use" means:

A. A new development within a City's designated UGA that houses any single retail tenant greater than 40,000 square feet.

B. The expansion of an existing retail business within the City's designated UGA if the expansion is greater than 40,000 square feet.

C. A retail business greater than 25,000 square feet that is relocated from a City to the City's designated UGA. Or

D. An automobile, truck, recreational vehicle, manufactured or mobile home, or boat dealership, regardless of the size of the building permitted, that is newly located within a City's designated UGA, or relocated from a City to the City's designated UGA.

2.2 The County agrees to share with the affected City revenue lost to the City and gained by the County due to a major land use, as follows:

A. Revenue sharing payments will be required only for local retail sales tax revenues generated from major land uses. Because there are limitations, related to confidentiality, on using a figure based on actual sales tax collections from the new or relocated business, the revenue sharing payment will be based on estimated sales tax revenues derived by using industry standards, such as the Washington State Department of Revenue or the Urban Land Institute, for taxable retail sales per square foot for businesses.

B. For purposes of this Section, "lost revenue" means an amount computed as follows:

Total gross enclosed building square footage of the major land use
x
Industry standard annual average retail sales per square foot for category of business that most closely resembles the major land use
x
Tax rate levied under Chapter 82.14 RCW

for the first full calendar year following the date on which the County issues a certificate of occupancy for the major land use.

C. The County will make revenue sharing payments for the first full three years after the major land use receives a certificate of occupancy.

D. The revenue sharing payment from the County to the affected City will be calculated according to the following formulas:

1. For the relocation of a major retail business from a City to the City's designated UGA:

a. The Year 1 payment will be equal to 75% of the City's lost revenue;

b. The Year 2 payment will be equal to 50% of the City's lost revenue; and

c. The Year 3 payment will be equal to 25% of the City's lost revenue.

2. For new development within a City's designated UGA that houses any single retail tenant greater than 40,000 square feet, the payment amount will be 50% of the City's estimated lost revenue each year for the first three years.

F. The calculation of lost revenue pursuant to subsection B of this Section requires revenue data for one full year following issuance of a certificate of occupancy. Therefore, the affected City shall initiate a request for payment under this Section by written notice to the County within two years of the date the major land use receives the County's permission to occupy the building.

SECTION 3 MISCELLANEOUS

3.1 Duration. This Agreement will remain in effect until the terms of the Agreement are fulfilled. There is no other term agreed to by the parties

3.2 Reevaluation. Any City or the County may request immediate reevaluation of this Agreement by the Kitsap Regional Coordinating Council Revenue Sharing Policy Committee. If the reevaluation fails to yield a resolution satisfactory to the requesting party within six months from the date the request for reevaluation was made, the requesting party may initiate the process for termination provided in this Agreement.

3.3 Termination. After completion of the Reevaluation process required by this Agreement, a party may terminate this Agreement by 12 months' written notice to the other parties. Termination does not extinguish the obligations of the terminating party under this Agreement for annexations initiated, or major land uses for which an application is filed, prior to the effective date of termination.

3.4 Filing. When fully executed, this Agreement shall be filed with the Kitsap County Auditor.

3.5 Notices. Any notices required by this Agreement shall be delivered, or mailed postage prepaid, and addressed to:

Kitsap County	City of Bainbridge Island	City of Bremerton
Clerk to the Board Office of the Kitsap County Board of Commissioners 614 Division Street Mail stop 4 Port Orchard, WA98366	City Clerk City of Bainbridge Island 280 Madison Avenue N. Bainbridge Island, WA98110	City Clerk City of Bremerton 345 6th Street, Suite 600 Bremerton, WA98337

City of Port Orchard	City of Poulsbo	Kitsap Regional Coordinating Council
City Clerk City of Port Orchard 216 Prospect Street Port Orchard, WA98366	Mayor City of Poulsbo 200 NE Moe Street Poulsbo, WA98370	Chair Kitsap Regional Coordinating Council P.O. Box 1934 Kingston, WA98346

3.6 Administration. As this Agreement contemplates no joint or cooperative undertaking, each party shall administer the Agreement as to its own responsibilities under the Agreement. The

Kitsap Regional Coordinating Council shall oversee the revenue sharing process provided for in this Agreement.

3.7 **Reporting.** The County and the Cities shall report to the Kitsap Regional Coordinating Council at the start of each calendar year any payments made or received by the reporting jurisdiction pursuant to this Agreement during the preceding calendar year.

3.8 **Waiver.** The failure by the County or any City to enforce any term or condition of this Agreement shall not be construed to constitute a waiver of any other term or condition, or of any subsequent breach of any provision, of this Agreement.

3.9 **Entire Agreement.** This Agreement includes the entire agreement of the parties with respect to any matter addressed in this Agreement

3.10 **Amendment.** This Agreement may be amended only upon the written agreement of the parties made with the same formalities as those required for its original execution.

3.11. **Countywide Planning Policy.** To the extent that anything in this Agreement may be found to be inconsistent with any part of the Kitsap County-wide Planning Policy, the County and City in 2002 will review the applicable parts of the County-wide Planning Policy and revise them in accordance with this Agreement.

3.12 **Review.** The County and the Cities shall review this Agreement within the Kitsap Regional Coordinating Council in December of 2003, and every five years thereafter.

3.13 **Effective Date.** This Agreement shall take effect retroactively to September 4, 2001, as this date has been expressly agreed upon by all the parties.

Adopted by Kitsap County, all four Cities and the Port of Bremerton: 11/22/12 – 02/14/13.

Amendments to the 2001 ILA that established KRCC were made in 2006 and 2007.

KITSAP REGIONAL COORDINATING COUNCIL INTERLOCAL AGREEMENT

THIS AGREEMENT is made and entered into by and between the undersigned parties pursuant to provisions of the Interlocal Cooperation Act of 1967, Chapter 39.34 RCW.

WHEREAS, the undersigned members recognize the need and desirability to participate in a forum for intergovernmental coordination, cooperation, and consultation among member agencies in order to bring about a continuous and comprehensive regional planning process and efficient service delivery; and

WHEREAS, the undersigned members desire jointly to undertake continuous, cooperative study and planning of regional and governmental issues of mutual interest, including but not limited to development, land use, housing, capital facilities, service, utilities, finances, public buildings, water supply, water distribution and drainage, air and water pollution, parks and recreation, transportation planning, and economic development; and

WHEREAS, it is the belief of the undersigned members that regional deliberations, planning, and review can best be achieved with the creation of a separate legal entity whose function and activities are subject to policy direction from the undersigned member agencies according to the provisions of this Agreement; and

WHEREAS, the State Growth Management Act (GMA) requires local jurisdictions to coordinate and ensure consistency when developing comprehensive land use plans and the undersigned members desire to establish the Kitsap Regional Coordinating Council as a separate legal entity to facilitate coordination and consistency of comprehensive land use plans as required by the GMA; and

WHEREAS, the undersigned members desire to use the Kitsap Regional Coordinating Council for developing County-wide Planning Policies (CPPs) under the GMA as a framework to guide Kitsap County and cities situated within the County in developing their comprehensive land use plans.

THEREFORE, in consideration of mutual promises and covenants herein it is hereby agreed:

I. NAME

This Agreement establishes the KITSAP REGIONAL COORDINATING COUNCIL ("Council"), a separate legal entity since 2001.

II. DURATION

The Agreement shall remain in force and effect perpetually or until terminated by majority vote of the member agencies.

III. DEFINITIONS

For the purpose of this Interlocal Agreement, the following terms have the meaning prescribed to them in this section unless the context of their use dictates otherwise:

A. "Member agency" means a voting and dues paying municipal or other government entity located within Kitsap County which is a party to this Agreement.

B. "State" means the State of Washington.

C. "Region" means the territory physically lying within the boundaries of Kitsap County.

D. "Kitsap Regional Coordinating Council" or "Council" means the separate legal entity established by this Agreement to represent member agencies to carry out those powers and managerial and administrative responsibilities delegated pursuant to the provisions of this Agreement.

E. "Majority vote" means more than one-half of the votes cast when a quorum is present and must include a majority of votes from County commissioners and a majority of votes from the representatives of at least two separate cities.

F. "Executive Board" shall mean the representatives of member agencies of the Kitsap Regional Coordinating Council identified in Article IV.B. of this Agreement.

G. "Cost Allocation" means annual dues (the annual allocation among Member agencies of the cost of Council operations determined by the Executive Board for the purposes of calculating members' obligations to contribute to the funding of Council operations for the year, and for the purposes of calculating obligations and distributions in the event of withdrawal or termination).

H. "Ex Officio Member" means a non-voting, non-dues paying member of the Council.

I. "Two-thirds majority vote" means a majority vote and also requires a majority of votes from County commissioners and a majority of votes from the representatives from at least two separate cities.

J. "Associate Member" means a member of the Council which is not a party to this Agreement and who enters into a separate agreement with the Council that establishes the Associate Member's level of participation in Council activities.

IV. MEMBERSHIP AND REPRESENTATION

A. Membership. Membership (except for Associate Members and Ex Officio Members) is established by execution of this Agreement and payment of any required cost allocation as established by the Executive Board.

B. Executive Board. The Executive Board is comprised of the following representatives of member agencies:

1. County Government: three (3) members of the Kitsap County Board of Commissioners;

2. City Governments:

   a. The Mayor of each city having a population of 10,000 persons or less;

   b. The Mayor and one (1) member of the City Council of each city having a population between 10,001 persons and 30,000 persons;

   c. The Mayor and two (2) members of the City Council of each city having a population greater than 30,000 persons;

   d. A city with a Council/Manager form of government may select one (1) member of the City Council instead of a Mayor. The number of additional City Council members representing the city shall be as described in 2(a-c) above.

3. Port of Bremerton: one (1) representative consisting of a Port Commissioner.

4. City Council, and Port of Bremerton representatives may be selected by whatever means established by each specific member agency for a two (2) year term.

C. The determination of the population of cities will be the most recent annual population estimate of cities and towns prepared by the Washington State Office of Financial Management.

D. A municipal or government entity or a federally recognized Indian Tribe that desires to become a member of the Council must obtain permission to do so by majority vote of the Executive Board. The required permission applies to any entity that wishes to become a Member or Ex Officio Member. A municipal or government entity or a federally recognized Indian tribe that wishes to become an Associate Member must obtain permission to do so by a majority vote of the Executive Board, and must

present a draft agreement for the Executive Board's consideration, establishing the proposed terms, duties, powers and privileges for Associate Member status.

V. POWER, AUTHORITY, AND PURPOSE

This Agreement does not confer additional substantive powers or authorities on member agencies. The powers and authorities conferred herein are limited to the powers that each member agency is authorized by law to perform. The Council has the following power, authority, and purpose:

A. Provide a regional forum for regional deliberations and cooperative decision-making by the region's elected officials in order to bring about a continuous and comprehensive planning process, and foster cooperation and mediate differences among governments throughout the region.

B. Consistent with the GMA, coordinate and ensure consistency when developing comprehensive land use plans.

C. Consistent with the GMA, develop CPPs to be used as a framework to guide the County and the Cities in developing their comprehensive land use plans;

D. Coordinate actions to provide for the distribution of state and federal grant funds, including but not limited to federal transportation funding, community development block grants, and low income housing grants.

E. Undertake continuous, cooperative study and planning of regional and governmental problems of mutual interest, including but not limited to development, land use, housing, capital facilities, services, utilities, finances, public buildings, water supply, water distribution and drainage, air and water pollution, parks and recreation and transportation planning.

F. Coordinate actions to provide for a sustainable economy and environment for the region.

G. Carry out such other planning and coordinating activities authorized by majority vote of the Council including participation in other forums and organizations.

H. Establish Bylaws, to be amended from time to time, that govern the procedures of the Council. The Bylaws, as may be amended, are incorporated into this Agreement by this reference as if fully set forth herein.

I. Contract for administrative services and enter into other agreements as deemed appropriate and/or necessary to implement this Agreement.

J. Purchase, receive, lease, take by gift, or otherwise acquire, own, hold, improve, use and otherwise deal in and with real or personal property, or any interest therein, in the name of the Council.

K. Sell, convey, mortgage, pledge, lease, exchange, transfer, and otherwise dispose of its property and assets.

L. Sue and be sued, complain and defend, in all courts of competent jurisdiction in the Council's name.

M. To engage in any other activity necessary to further the Council goals and purposes to the extent authorized by chapter 39.34 RCW.

N. Apply for such federal, state, or private funding of any nature as may become available to assist the organization in carrying out its purposes and functions.

O. Identify and examine issues such as governance, growth policies, development standards, service provision, revenue-cost sharing and municipal annexations in urban growth areas.

P. Strive to represent the consensus of views on growth management and planning issues among member agencies. The Council makes recommendations on behalf of those jurisdictions to multi-county regional agencies and State government on behalf of member agencies, on proposed changes to multi-county regional plans, state plans and laws.

Q. Represent the views or position of member agencies within the County on issues of consistency or the resolution of conflicts related to the multi-county regional growth strategy and transportation plan.

R. Make appointments to committees and boards of multi-county regional organizations (e.g. Puget Sound Regional Council, Peninsula Regional Transportation Planning Organization) where appointments are requested to represent more than one member agency of the Council. Members appointed to such committees and boards shall represent the consensus of the views of the Council. If consensus is not reached on a particular issue, the members appointed to such committees and boards shall represent the majority and minority views of the Council, in order to accurately portray the status of discussions on that issue.

S. Review this Interlocal Agreement no fewer than every 10 years with the assistance of legal counsel.

VI. FINANCING

A. Cost Allocation. All members shall pay the annual cost allocation as described in the Bylaws. If payment by a member is not paid timely after notice of the cost allocation is received, the member is subject to having its membership status revoked by majority vote of the Executive Board.

B. Local Government Accounting. All services and transfers of property to the Kitsap Regional Coordinating Council shall be paid and accounted for in accordance with RCW 43.09.210.

VII. FISCAL YEAR AND BUDGET

A. The Fiscal Year. The fiscal year shall coincide with the calendar year.

B. Adoption of Budget. By September of each year the Executive Board shall adopt a draft annual work program, budget, and cost allocation for the ensuing fiscal year that identifies anticipated activities, goals, revenues, and expenditures for completing the work program. The final work program, budget, and cost allocation for the ensuing year shall be adopted by the Executive Board no later than November of each year. No increase or decrease to the final budget shall occur without the approval of the Executive Board.

C. Notice of Budget. On or before September 30, the Executive Board shall provide written notice of the ensuing year's draft budget, work plan, and cost allocation to the designated representative(s) of each member agency. On or before November 30, the Executive Board shall provide written notice of the final budget, work plan, and cost allocation adopted for the ensuing fiscal year to the designated representative(s) of each member agency.

D. Accounting, Budgeting, and Reporting. The Council shall be subject to the Budgeting Accounting & Reporting System (BARS) applicable to Category 1 local governments.

E. Fiscal Agent. The Council may retain a fiscal agent. The fiscal agent may be a member agency who shall serve, and be subject to removal, pursuant to the terms and conditions as established by agreement between the fiscal agent and the Council.

F. Contracting. All contracts made by or on behalf of the Council shall be in accordance with state law, including, but not limited to: Chapter 39.04 RCW, and Chapter 42.23 RCW, and Chapter 42.24 RCW.

VIII. WITHDRAWAL FROM AGREEMENT

Any member agency has the right to withdraw from this Interlocal Agreement by giving the Executive Board six (6) months prior written notice. Unless otherwise provided by future agreement, any member agency that withdraws shall remain responsible for its financial and other obligations with regard to Council activities until the effective date of withdrawal and with regard to agreements to which the Council is a party and which exist at the time of such notice of withdrawal. Withdrawal by one member agency to this Interlocal Agreement shall not terminate the Agreement as to any other remaining member agencies. Except as provided in Article IX of this Agreement, any member agency that withdraws from this Agreement forfeits any rights it may have to the Council's assets; provided, however, such forfeiture shall not take effect if the Council dissolves within one (1) year of the date of the withdrawal notice.

IX. DISPOSAL OF ASSETS

Upon dissolution of the Council, any Council assets, after payment of all liabilities, costs, expenses, and charges validly incurred under this Agreement, shall be distributed to member agencies which are members of the Council on the date of dissolution. Distribution of assets shall be in proportion to the funding formula for cost allocation as described in the Bylaws, in accordance with Article VI.B. of the Agreement, and existing at the time of dissolution. The debts, liabilities, and obligations of the Council shall not constitute a debt, liability, or obligation of any member agency. If assets cannot reasonably be distributed in proportion to the funding formula, the Council shall declare the assets to be surplus, and shall offer the assets for sale according to the requirements of chapter 43.19 RCW, and shall distribute the proceeds from the sale in proportion to the funding formula established by the Executive Board in accordance with Article VI.B. of this Agreement.

X. LIABILITY AND INSURANCE

A. Any loss or liability to third parties resulting from negligent acts, errors, or omissions of the Council, Member agencies (excluding Associate Members), Ex Officio Members, and/or employees while acting within the scope of their authority under this Agreement shall be borne by the Council exclusively, and the Council shall defend such parties, at its cost, upon request by the member agency, ex officio agency, and/or employee.

B. The Executive Board shall obtain commercial general liability, and auto liability insurance coverage for the Council, Executive Board, and any staff employed by the Council, at levels no less than $1 million single occurrence and $2 million aggregate for each type of liability that is insured. The policy shall name each member agency, and their respective elected officials, officers, agents, and employees as additional insured's. The Executive Board shall annually evaluate the adequacy of the Council's insurance coverage.

C. The Executive Board shall require that all contractors and subcontractors utilized by the Council obtain insurance coverage consistent with Article X.B.

XI. LEGAL REPRESENTATION

The Council may retain legal counsel. Legal counsel may be an employee of a member agency, an outside entity, or an individual. In the event of a conflict of interest, the Council may retain substitute or additional legal counsel. Additionally, Council may retain outside legal counsel concerning any matter the Council deems appropriate. Retained counsel shall serve, and be subject to removal, pursuant to the terms and conditions established by agreement between legal counsel and the Council. An adjustment in cost allocation to Members will be made if the Council retains outside legal counsel.

XII. ENTIRE AGREEMENT

This Agreement supersedes all previous Kitsap Regional Coordinating Council interlocal agreements and all prior discussions, representations, contracts, and/or agreements between the parties relating to the subject matter of this Agreement and constitutes the entire contract between the parties.

XIII. MODIFICATION

Except as provided by Article XIX, the terms of this Agreement shall not be altered or modified unless agreed to in writing by all member agencies and such writing shall be executed with the same formalities as are required for the execution of this document.

XIV. WAIVER

The failure of any party to insist upon strict performance of any of the terms and conditions of this Agreement shall not be construed to be a waiver or relinquishment of same, but the same shall be and remain in full force and effect.

XV. NOTICE

Except as provided in Article XVIII of this Agreement, any notice required by this Agreement shall be made in writing to the representative(s) identified in Article IV.B. of this Agreement. Notice is effective on the third day following deposit with the U.S. Postal Service, regular mail.

XVI. SEVERABILITY

If any of the provisions of this Agreement are held illegal, invalid or unenforceable, the remaining provisions shall remain in full force and effect.

XVII. CHOICE OF LAW AND VENUE

This Agreement shall be governed by the laws of the State of Washington, both as to its interpretation and performance. Any action at law, suit in equity, or other judicial proceeding arising in connection with this Agreement may be instituted and maintained only in a court of competent jurisdiction in Kitsap County, Washington.

XVIII. CLAIMS

A. Any claim for damages made under chapter 4.96 RCW shall be filed with the Chair of the Kitsap Regional Coordinating Council, c/o the Clerk of the Kitsap County Board of Commissioners, 614 Division Street, MS-4, Port Orchard, Washington, 98366.

B. Upon receipt of a claim for damages, or any other claim, a copy of the claim will be provided by the Clerk of the Board to each member of the Executive Board.

XIX. EXECUTION AND FILING

A. Counterparts. The parties agree that there shall be multiple original signature pages of this Agreement distributed for signature by the necessary officials of the parties. Upon execution, the executed original signature pages of this Agreement shall be returned to the Clerk of the Kitsap County Board of Commissioners, who shall file an executed original of this Agreement with the Kitsap County Auditor. The Clerk of the Board shall distribute duplicate conformed copies of the Agreement to each of the parties. Parties that sign on as Members at a later date will provide original signature pages of this Agreement to the Clerk of the Kitsap County Board of Commissioners, who shall file the signature pages provided with the Kitsap County Auditor. The Clerk of the Board shall distribute duplicate conformed copies of the signature pages filed later, to each of the parties. Addition of parties at a later date will not constitute a modification under Section XIII of this Agreement.

B. Later Approval and Filing. Later approval and filing of this Agreement by additional parties as set forth in Article IV, Section D, shall be deemed an authorized amendment to the Agreement already on file with the Kitsap County Auditor, without the need for reconsideration and approval by parties that have already approved and executed the Agreement.

XX. EFFECTIVE DATE

This Agreement shall go into effect among and between the parties upon its execution by all of the parties, as evidenced by the signatures and dates affixed below and upon its filing with the County Auditor as provided in Article XIX.

Adopted 2004

Appendix F: Regional and Kitsap Designated Centers List

Regional (Adopted by PSRC)	City of Bremerton	Metro Center
	Silverdale Urban Core	Urban Center
	South Kitsap Industrial Area	Industrial/Employment Center

Jurisdiction	Jurisdiction's (Comp Plan) Designation	KRCC Center Designation
Kitsap County	Kingston	Town or City Center/Transportation Hub
Kitsap County	Southworth	Transportation Hub
Kitsap County	Suquamish	Activity/Employment Center~ Transportation Hub
City of Bremerton	Harrison Employment Center	Activity/Employment Center
City of Bremerton	NW Corporate Campus Employment Center	Activity/Employment Center
City of Bremerton	Port Blakely Employment Center	Activity/Employment Center
City of Bremerton	Upper Wheaton District Center	Mixed Use Center/ Neighborhood
City of Bremerton	Lower Wheaton District Center	Mixed Use Center/ Neighborhood
City of Bremerton	Sylvan/Pine Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bremerton	Perry Avenue Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bremerton	Manette Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bremerton	Charleston Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bremerton	Haddon Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bainbridge Island	Winslow Core	Town or City Center
City of Bainbridge Island	Day Road Light Manufacturing Area	Activity/Employment Center
City of Bainbridge Island	Lynnwood - Neighborhood Service Centers*	Mixed Use Center/ Neighborhood
City of Bainbridge Island	Rolling Bay - Neighborhood Service Centers*	Mixed Use Center/ Neighborhood
City of Bainbridge Island	Island Center - Neighborhood Service Centers*	Mixed Use Center/ Neighborhood
City of Poulsbo	Poulsbo Town Center	Town or City Center
City of Poulsbo	Olhava	Mixed Use Center/ Neighborhood
City of Port Orchard	City of Port Orchard	Town or City Center/ Transportation Hub
City of Port Orchard	Tremont Community Services	Activity/Employment Center
City of Port Orchard	South Kitsap Mall – Mixed Use Center	Mixed Use Center/ Neighborhood
Kitsap Transit	Historic Mosquito Fleet Terminals	Transportation Hub

*- Special Planning Areas

Adopted by Kitsap County Ordinance 509-2013
November 25, 2013

Appendix G:
Centers & Local Areas of More Intensive Rural Development (LAMIRD) Matrix

	Type of Growth	UGA Criteria Apply (per GMA)	Mixed Use: High Density Residential with Jobs	Federal Funding Cycles PSRC- managed Transportation Funding : Centers & Corridors *
Incorporated UGA	**Urban**	**Yes**	Yes	N/A
Unincorporated UGA	Urban	Yes	Yes	N/A
PSRC Centers: • Regional • Industrial/Employment	Urban	Yes	Yes	Regional Competitive & Countywide
Kitsap Regional Coordinating Council Centers				Countywide
Town/City Center	Urban	Yes	Yes	
Mixed Use/Neighborhood	Urban	Yes	Yes	
Employment/Activity	Urban if in UGA; Rural if outside UGA		Limited if not in UGA	
Transportation Hubs	Urban if in UGA; Rural if outside UGA			
Fully Contained Communities	Urban	Yes	Yes	Countywide if designated as Kitsap Center
Master Planned Resorts	Recreational	**No**	Limited	Rural set-aside **
LAMIRDs	In-fill Consistent with Existing Character	No	Limited to Existing density with no intensification of use	Rural set-aside **
Industrial in Rural	Employment/Activity Resource-based Industrial	No	No	Rural set-aside **
Rural	Non-urban Rural Character	No	No	Rural set-aside **
Resource Lands	No Residential Growth	Limited	No	Rural set-aside **

* Non-motorized/Enhancement Transportation Funding can be used anywhere in Kitsap County.
** 10% each funding cycle, set by federal statute (1991).

ORDINANCE NO. 522-2015

RELATING TO GROWTH MANAGEMENT, AMENDING THE COUNTY-WIDE PLANNING POLICIES

BE IT ORDAINED:

Section 1. The Kitsap County Board of County Commissioners makes the following Findings:

A. The Kitsap County County-wide Planning Policies (CPPs) are intended to establish a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to RCW 36.70A.210 of the Washington State Growth Management Act (GMA).

B. The CPPs are developed through a cooperative and collaborative process that involves the Cities of Bainbridge Island, Bremerton, Port Orchard and Poulsbo, as well as the Suquamish and Port Gamble S'klallam Tribes, through the Kitsap Regional Coordinating Council (KRCC).

C. Kitsap County has adopted County-wide Planning Policies that promote contiguous and orderly development and establish provisions for urban services to such development, as well as policies for siting public capital facilities of county-wide or statewide nature, affordable housing, coordinated county and city Urban Growth Area (UGA) planning, economic development and employment, and participation with local tribes.

D. Planning is an iterative process; therefore, it is appropriate that the County-wide Planning Policies should be reviewed and assessed through the KRCC at least every five years, with revisions, if necessary consistent with the State Growth Management Act, Ch. 36.70A RCW.

Section 2. General Procedural Findings. The Kitsap County Board of Commissioners makes the following findings regarding the process and public participation aspects of amending the County-wide Planning Policies:

A. The Kitsap County Regional Coordinating Council is an organization consisting of elected officials from Kitsap County, the four Kitsap County cities, Bainbridge Island, Bremerton, Poulsbo and Port Orchard, as well as the Suquamish and Port Gamble S'Klallam Tribes. One of the functions of the KRCC is to coordinate land use planning throughout Kitsap County.

B. Beginning in 2013, the Kitsap Regional Coordinating Council began an update process for the Countywide Planning Policies in order to establish Population and Employment Targets for the 20-year planning horizon.

C. On March 3, 2015, the Kitsap Regional Coordinating Council held a work study session on the proposed Countywide Planning Policies.

D. On March 3, 2015, the Kitsap County Coordinating Council submitted the proposed amendments to the Washington State Department of Commerce for State Agency 60-Day Review.

E. On April 7, 2015, the Kitsap County Coordinating Council conducted a public hearing on the proposed amendments. Two residents of unincorporated Kitsap County testified.

D. On April 7, 2015, the Kitsap Regional Coordinating Council approved the proposed amendments and forwarded the proposed Countywide Planning Policies to Kitsap County to begin the County's legislative process.

E. On April 13, 2015, State Environmental Protection Act (SEPA) checklists were completed and submitted to the County's SEPA official.

F. On April 15, 2015, the SEPA official issued a Determination of Nonsignificance. A fourteen day appeal period was opened. No appeals were submitted by the requisite date of April 30, 2015.

G. On May 11, 2015, the Board of Commissioners held a hearing to consider the proposed revision to the countywide planning policies.

H. Pursuant to Appendix A of the CPPs, Ratification Process, the Cities of Bremerton, Bainbridge Island, Port Orchard and Poulsbo, and the Suquamish and S'Klallam Tribal Councils must ratify the amendment within 90 days of the date of the County's adoption of this Ordinance. If at least three Cities fail to ratify the amendment within this timeframe, the amendments to the CPPs shall not take place and the matter shall be referred back to the Kitsap Regional Coordinating Council for further discussion.

Section 3. <u>The Kitsap County Board of Commissioners find that the following proposed revisions to the CPPs are appropriate and should be adopted.</u> These changes are summarized as follows and set forth in Attachment A, which is incorporated by reference herein:

A. Changes:

1. Appendix B-1:
    i. Corrects a scrivener's error regarding the Silverdale Urban Growth Area 2010 Census population.
    ii. Finalizes a shift in Population Growth of 1,000 people from the Central Kitsap Urban Growth Area to the Silverdale Urban Growth Area.
    iii. Extends the Planning Horizon to 2036, reflecting Washington State Department of Commerce recommendation.

2. Appendix B-2: Amendment adopts 20-Year Employment Targets for all

Kitsap jurisdictions extending to 2036.

B. All other provisions in the CPPs, as adopted by Kitsap County Ordinance 509-2013, remain unchanged.

Section 4. Effective Date. This ordinance shall take effect upon the earliest date that it is ratified by at least three Cities within the County.

Section 5. Severability. If any provision of this Ordinance, or its application to any person, entity or circumstance is for any reason held invalid, the remainder of the Ordinance, or the application of the provision to other persons, entities or circumstances is not affected.

Section 6. Clerical/Typographical Error. Should this Ordinance, upon being enacted by the Kitsap County Board of Commissioners during its deliberations on May 11, 2015, have anything inadvertently left out or in error upon publication, the explicit action of the Board as discussed and passed shall prevail upon subsequent review and verification by the Board.

DATED THIS 11th day of May, 2015

KITSAP COUNTY BOARD OF COMMISSIONERS

ROBERT GELDER, CHAIR

CHARLOTTE GARRIDO, COMMISSIONER

EDWARD E. WOLFE, COMMISSIONER

ATTEST

BOARD OF COMMISSIONERS STATE OF WASHINGTON KITSAP COUNTY

Dana Daniels
Clerk of the Board

Approved as to form:

Deputy Prosecuting Attorney