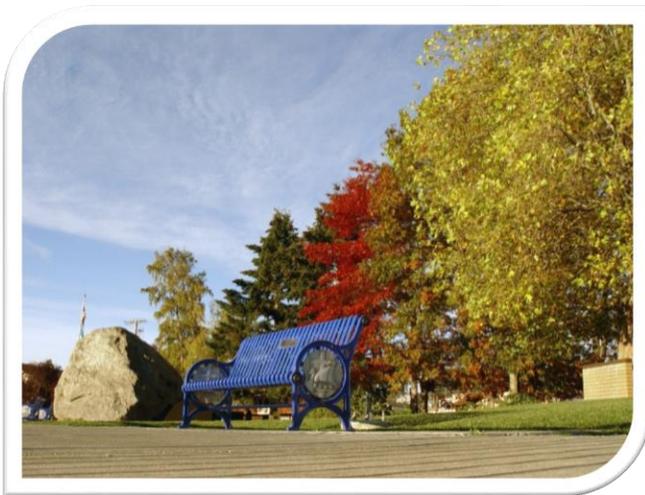


C I T Y O F P O U L S B O

COMPREHENSIVE  
PLAN



Adopted: December 21, 2016  
Ordinance 2016-23  
Effective: January 4, 2017



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

**City of Poulsbo Comprehensive Plan  
2016**

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

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

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## **Acronyms and Abbreviations**

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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
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
TMDL	Total Maximum Daily Load
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 quaint character. Situated at the cross-roads of Puget Sound, Poulsbo is a locally based economy with a strong sense of community and heritage, where civic groups, local government, families 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.
4. Promote community interaction by supporting gathering places, open spaces, and parks and recreation.
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.



*Single family home in Old Town  
Poulsbo residential neighborhood.*

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***

Poulsbo's Community Key Goals provide specific refinements to the City's Vision Statement and Guiding Principles. Therefore, the following Key Goals are also presented at the beginning of each applicable Chapter of the Comprehensive Plan, and establish the policy framework for each chapter.

#### ***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.

#### ***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.



*Public plaza at Downtown Poulsbo.*



*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.
- 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



*Shoreline at American Legion Park*

Plan, Critical Areas Ordinance, Shoreline Master Program, and other applicable City plans and regulations.

### ***CAPITAL FACILITIES***

- Proactively plan and invest for critical public facilities, such as water, storm water, sanitary sewers, streets, sidewalks, bike paths, 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 Facilities Plans within the City’s ability to fund or within the City’s authority to require others to pay, or fundable through strategic partnerships.



*Vinland Pointe*

### ***HOUSING***

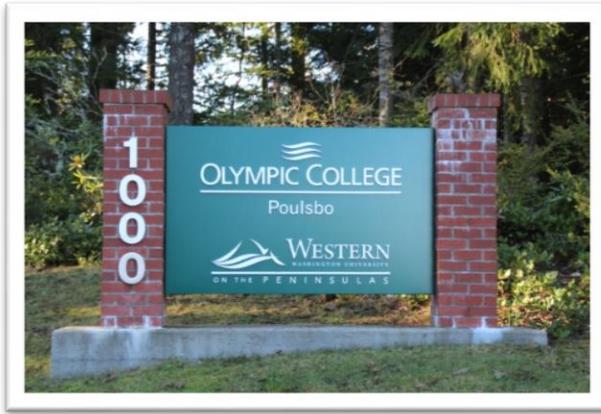
- Achieve a mix of housing types to meet the needs of owners and renters at various income levels and ages.
- Achieve a mix of housing types and densities while maintaining healthy neighborhoods, and guide new housing development into appropriate areas.

### ***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, maintain and preserve a network of trails, safe walkways, and open spaces throughout the Poulsbo community.
- Provide opportunities for indoor and outdoor recreational activities and team sports in City parks.

### ***ECONOMIC DEVELOPMENT***

- Guide and enhance Poulsbo’s positive economic climate that attracts and supports business retention, expansion and recruitment.



*Olympic College/WWU Campus  
at College Market Place*

- Attract businesses and foster local entrepreneurship that serves Poulsbo residents, the greater North Kitsap community, and our valued tourists.
- Support the provision and expansion of education at all levels and training opportunities, to maintain and enhance a skilled workforce.
- Support economic development initiatives for Poulsbo residents to have access to family wage jobs, and employers have access to a talented workforce to assist in retaining and growing their businesses.

- Provide sufficient infrastructure and public facilities appropriate to support economic development.

- Encourage business activity that takes advantage of technology and promotes alternatives to commuting, including the increasing trend to work from home.
- Support a healthy and beautiful environment, vibrant and thriving community and high quality of life for all Poulsbo residents and businesses.

## 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 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.

The role of the Board, whose 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, the City Council recognized not only the physical changes the City had undergone in the previous years, but also the changing demographics and new citizenry that joined the Poulsbo community. 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.

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.

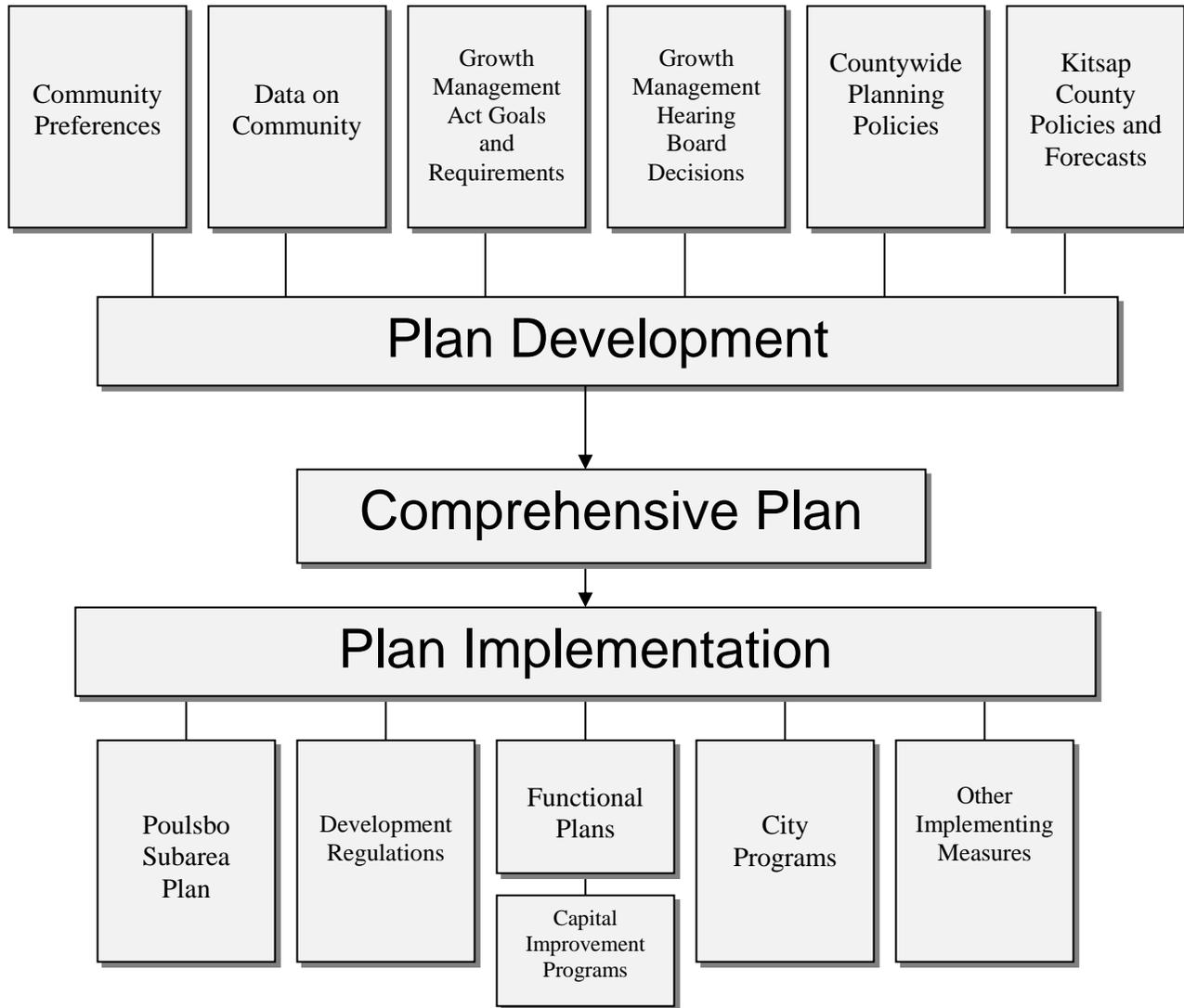
- Protection of Liberty Bay, environmental features and tree retention are a top priority as the city grows.
- A citywide trail system is a highly-desired amenity.
- Increased family wage jobs, professional services and tech jobs were identified as employment needs.
- Expand the Olympic College/Western Washington University 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.

## **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. The 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 8 years, outside of the optional annual review process. Further, Kitsap County must review, at least every ten years, its designated urban growth areas. Kitsap County reviews the densities permitted within both the incorporated and unincorporated portions of the County for the Buildable Lands Report 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.

Section 2 of the Comprehensive Plan is the City’s Capital Facility Plan; Section 3 is 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***

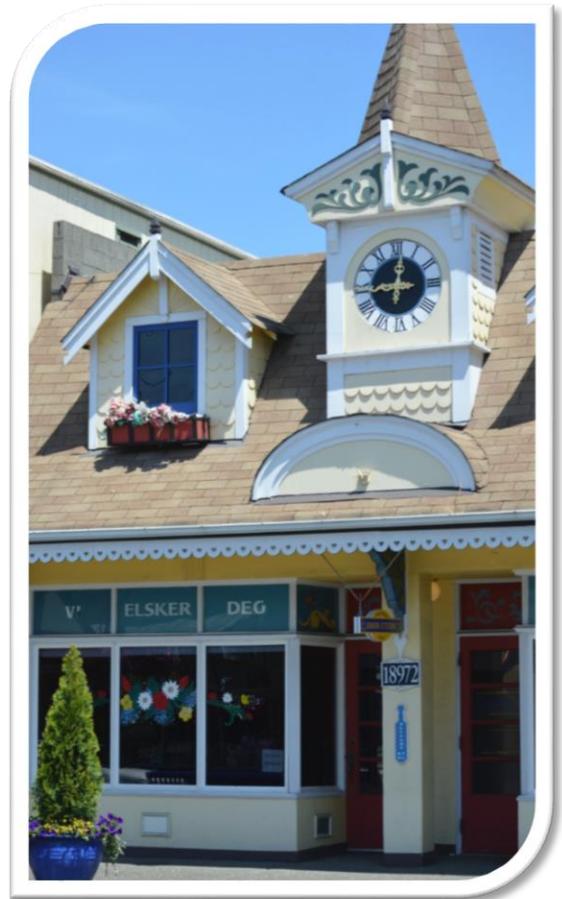
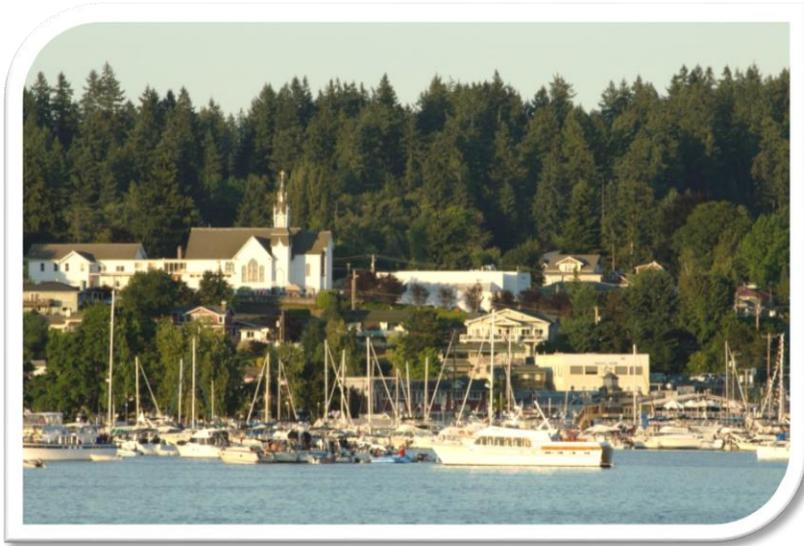
This Plan provides a guide and framework for regulatory and non-regulatory actions for growth that express the vision of Poulsbo residents. In order to maintain internal consistency between the general Plan policies, the following general rules of construction are intended to be used for interpreting 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 8-year Comprehensive Plan review, as applicable.

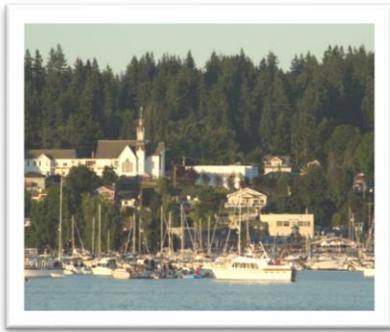
# SECTION 1

## 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.

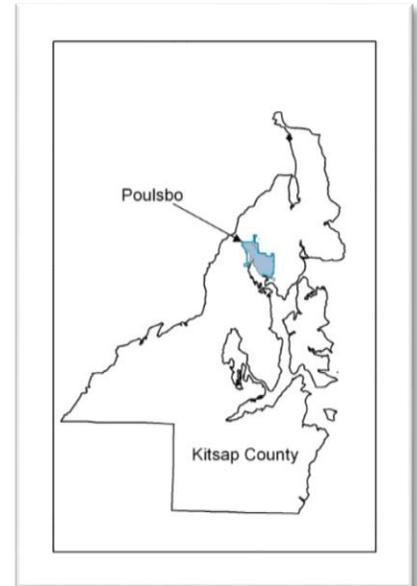
The Land Use goals and policies outlined in this chapter will achieve Poulsbo’s vision by providing for planned growth that contributes and enhances Poulsbo’s unique and special character. The chapter’s goals and policies provide a framework for the other chapters of the plan.

Further, the policies in this chapter work in tandem with the 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 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

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.



*Photo courtesy of Poulsbo Historical Society*

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.



*First Lutheran Church*

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.

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 Sub Base 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.



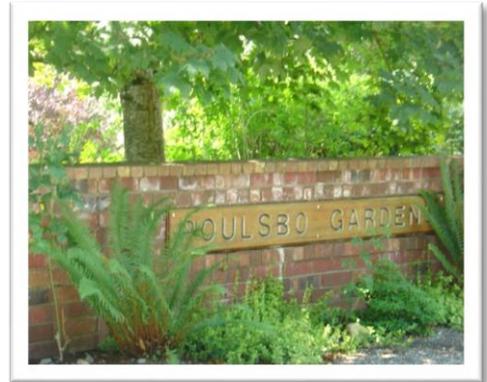
*Single family residence in Old Town  
Poulsbo residential neighborhood*

**Poulsbo's Neighborhoods**

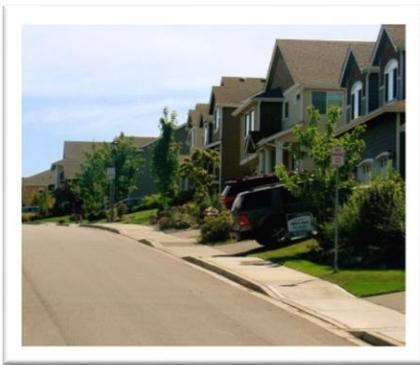
Poulsbo's residential areas have developed over a period of many decades. They range from two-story apartments and condominiums, clustered detached cottages and townhomes, to the predominant single-family subdivision neighborhoods.

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 9<sup>th</sup> 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.

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.



*Entrance into Poulsbo Garden  
neighborhood*



*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 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 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.

#### ***Downtown:***

The historic downtown core of Poulsbo is popular with both locals and visitors alike. The downtown provides a 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 7<sup>th</sup> and 10<sup>th</sup> 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



*Mural on Downtown Poulsbo business*

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:***



College Market Place, 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 Market Place are a Home Depot, Wal-Mart Super Store, Office Max, along with numerous banks, chain-type restaurants and retail stores.

*Wal Mart at College Market Place*

**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.

Currently the city has approximately 56 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].

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.

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.]

**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.

Appendix B of the Kitsap Countywide Planning Policy identifies the specific population allocation by jurisdiction to 2036. 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**

<b>Population Distribution</b>	<b>2010 Population</b>	<b>+ New Population</b>	<b>= Total in 2036</b>
Poulsbo City	9,222	1,330	10,552
Poulsbo UGA	478	3,778	4,256
<b>TOTAL</b>	<b>9,700</b>	<b>5,108</b>	<b>14,808</b>

Such an allocation has been consistently before Poulsbo for the past 18 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 as well as meeting the goals and policies of the countywide and regional planning policies.

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.*]

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.

Therefore, the City of Poulsbo continues to plan for a total population of 14,808 persons in the year 2036. By combining the 2016 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 4,182.

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.*]

**Table LU-2 Poulsbo Projected New Growth**

<b>Population Distribution</b>	<b>2036 Total Population</b>	<b>- 2016 Population</b>	<b>= New persons expected by 2036</b>
Poulsbo City	10,552	10,210	342
Poulsbo UGA	4,256	416	3,840
<b>TOTAL</b>	<b>14,808</b>	<b>10,626</b>	<b>4,182</b>

Source: Appendix B-1 Population Distribution through 2036 Kitsap Countywide Planning Policy; Washington State Office of Financial Management and Kitsap Assessor Data for 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:

*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 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 is the *official* evaluation of densities achieved and land capacity analysis (see RCW 36.70A.215). Section 3 will highlight the evaluation of densities and land capacity analysis for Poulsbo completed in the 2014 Kitsap Buildable Lands Report.

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.
- Preserving existing housing stock that serves a variety of income levels.
- 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, including the retention of locally historic residences.
- 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.

### **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



*Live/Work units at Poulsbo Place*

### **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:

***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.

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.]

***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 2016 Comprehensive Plan update and the City’s ability to accommodate its anticipated growth allocation.

### **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.

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 1, 0317*, FDO, at 12-13.]

## **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.**

#### ***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 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.*

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-1.2***

*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***

*Confirm 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***

*Support the City’s commercial cores providing the service and retail commercial needs of the city and greater North Kitsap community, while also fostering business and industry uses to provide sustainable family 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.*

#### ***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.*



*Snowberry Bungalows neighborhood*

***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.



*Duplexes at Austurbruin neighborhood*

***Residential Medium:***

The Residential Medium (RM) land use designation allows for attached residential units, by allowing a density range of 6 -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.

***Residential High:***

The Residential High (RH) land use designation allows for density range of 11-14 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.

## **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 du/net acre to 10 units/gross acre;*
- *High Density Residential (RH) minimum 11 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.*



*Condominiums at Liberty Bay Estates*

#### ***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.*

**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.*

**Policy LU-2.9**

*Support transit-oriented development by promoting residential land uses and development which are within walking distances of transit facilities.*



*Triplexes at Poulsbo Place*

**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.

**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.



*Front Street in Downtown Poulsbo*

**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), 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. The City’s Capital Facilities Plan and 6-year Capital Improvement Program shall prioritize capital improvements, non-motorized travel modes and other public improvements for Poulsbo’s designated local centers.*

***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.*



*Entrance to College Marketplace*

***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.*

**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.*



*Safeway at 10<sup>th</sup> Avenue*

**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 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 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. 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 Market Place, 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)).

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.

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.*]

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 (2008-14) 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.*

### ***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.*

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.]

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.*

## **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.

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.]

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 continues to be sized appropriately for Poulsbo’s 2036 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.

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

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.]

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 eight years in conjunction with the required comprehensive plan periodic update.

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

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

*Expansion and adjustment of the Poulsbo UGA may be necessary after the 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 Poulsbo. 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, 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 2016 Kitsap County Comprehensive Plan Land Use Goals 4 and 5 and Land Use Policies 23, 24 and 26. At a minimum, the UGAMA shall provide policy guidance and procedures for the following: the management of the Poulsbo UGA; adjustment which does not result in net gain of UGA acreage; expansion of the Poulsbo UGA after appropriate reasonable measure implementation; designation of Urban Reserve lands when appropriate, and the coordination of land use activity within the Poulsbo UGA.*

## **GOAL LU-10**

**The City shall identify, evaluate and enact appropriate reasonable measures to accommodate projected growth before considering expansion of 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 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 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, prevents the loss of life and property, and protects the environment.**

***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.*

***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.*



*Raingarden on Hostmark and Fjord Drive*

***Policy LU-11.4***

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

***Policy LU-11.5***

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

***Policy LU-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.*

***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**

### **Implement low-impact development (LID) techniques in site planning-for storm water management and mitigation.**



*Infiltration modular wetlands  
on 3<sup>rd</sup> Avenue*

#### ***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***

*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 storm water as close to its point of origin as possible through the use of small scale, distributed hydrologic controls.*

#### ***Policy LU-12.4***

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

#### ***Policy LU-12.5***

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

#### ***Policy LU-12.6***

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

#### ***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.*



*6<sup>th</sup> Street retrofit with infiltration*

## **GOAL LU-13**

### **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. 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**

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

### ***Policy LU-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.*

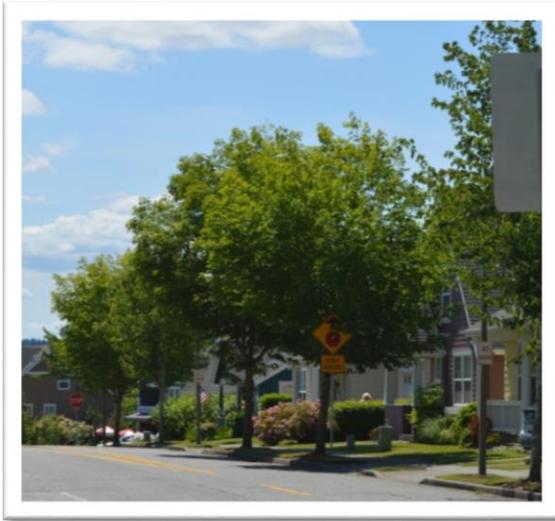
### ***Policy LU-14.2***

*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 significant tree removal on undeveloped property without an approved land use development permit;*
- *Protect healthy stands or groves of trees on property proposed for development;*
- *Require where appropriate, financial assurances for required tree planting and maintenance.*

### ***Policy LU-14.3***

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



*Street trees in Poulsbo Place neighborhood*

#### ***Policy LU-14.4***

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

- *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-14.5***

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

#### ***Policy LU-14.6***

*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***

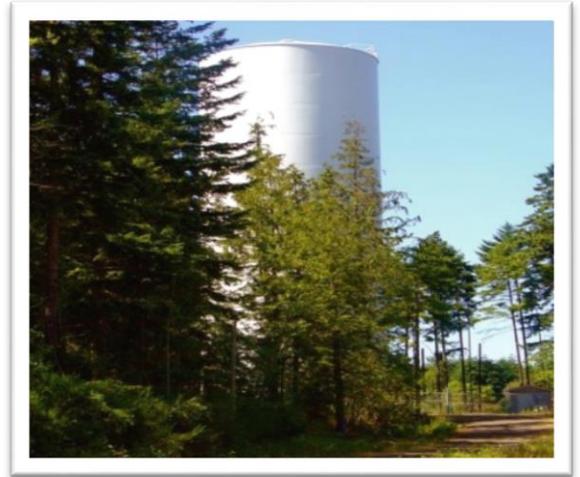
*Encourage and incorporate into the City's tree canopy adequate species diversity and an appropriate mix of tree types (evergreen vs. deciduous) to protect the health of the urban forest.*

***Policy LU-14.9***

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

**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.



*College Marketplace water tank*

**GOAL LU-15**

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

***Policy LU-15.1***

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

***Policy LU-15.2***

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

***Policy LU-15.2***

*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.*

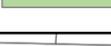
**CITY OF POULSBO**  
Kitsap County, Washington

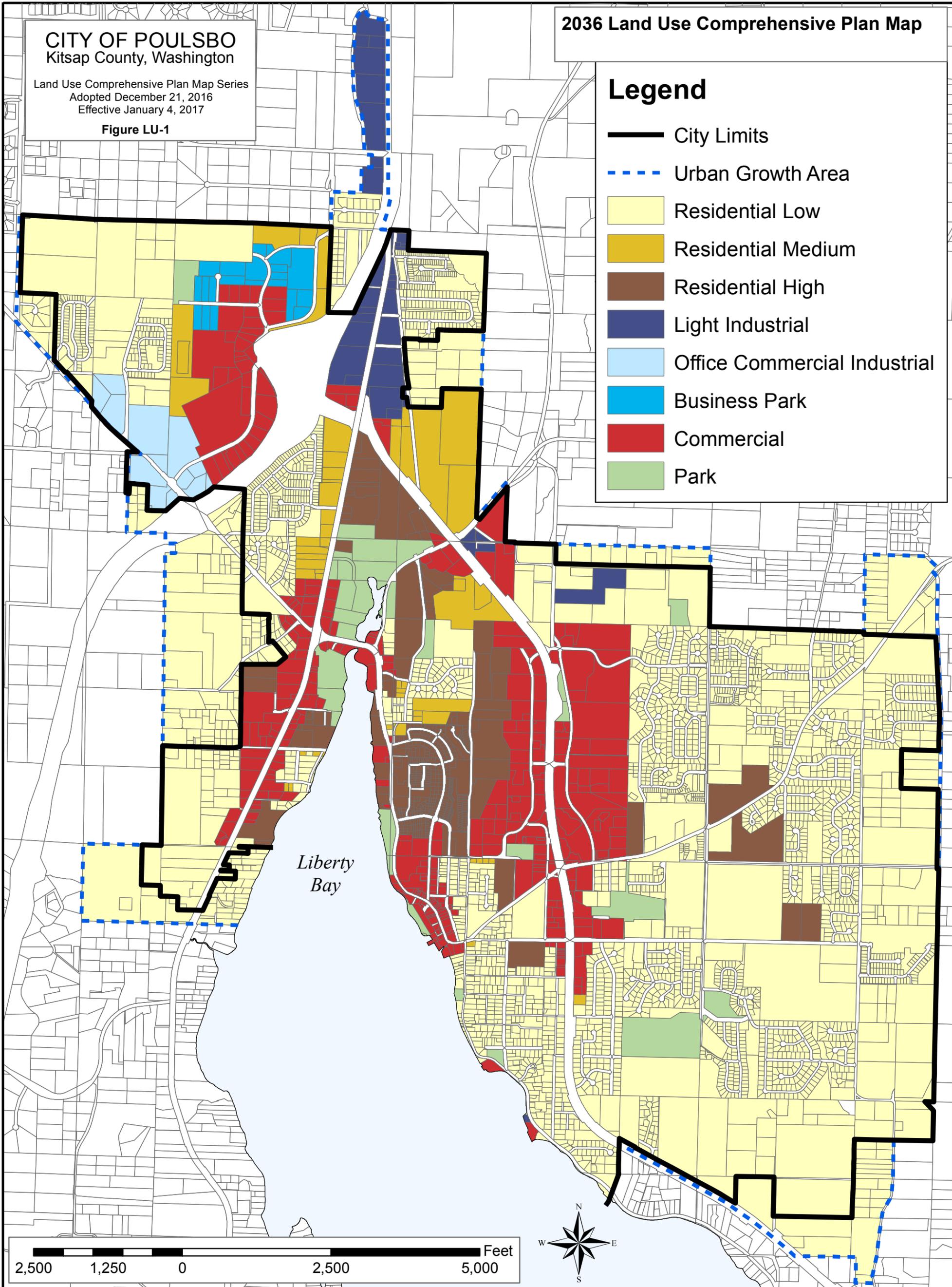
Land Use Comprehensive Plan Map Series  
Adopted December 21, 2016  
Effective January 4, 2017

**Figure LU-1**

**2036 Land Use Comprehensive Plan Map**

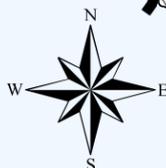
**Legend**

-  City Limits
-  Urban Growth Area
-  Residential Low
-  Residential Medium
-  Residential High
-  Light Industrial
-  Office Commercial Industrial
-  Business Park
-  Commercial
-  Park



*Liberty Bay*

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



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.

# 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

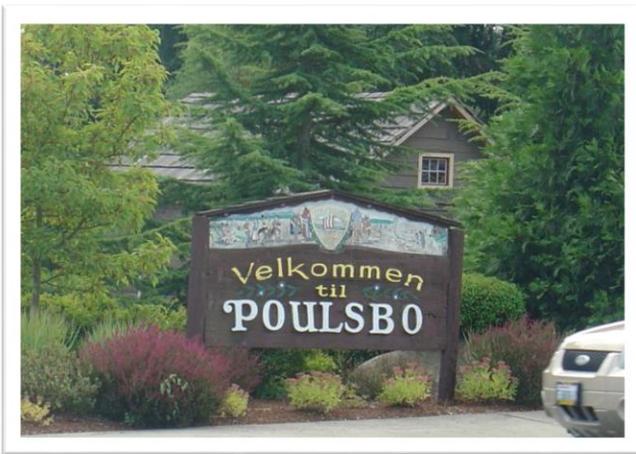
distinct character, and creating gathering places and cultural opportunities. It is intended to help achieve the vision of keeping Poulsbo a safe, friendly and attractive city in the future.

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.**

### ***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***

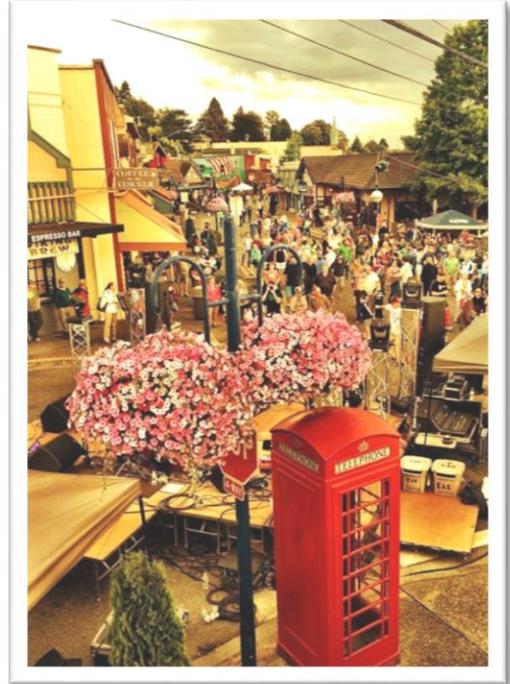
*Preserve and develop informal community gathering places in Downtown and the city's residential neighborhood parks. This can include techniques such as:*

- *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***



*Poulsbo's Annual Street Dance*

*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.

### **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, 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.



*City directory sign located at Viking Avenue*

## **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.*

### ***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.*



*Attractive office building  
located along SR 305*

### ***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.

Downtown Poulsbo is a special hub that draw 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.



*Front Street at Downtown Poulsbo*

## **GOAL CC-5**

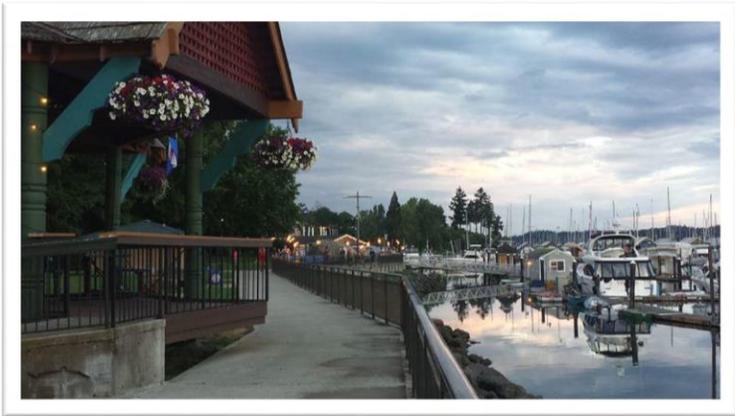
**Preserve and enhance the existing character and scale, pedestrian friendly and community oriented Downtown Poulsbo.**

**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.*

**Policy CC-5.7**



*Downtown walkway and landscaping*

*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. New mixed use buildings shall be designed to complement the existing character and pedestrian-scale of Downtown Poulsbo, shall be limited in height to an average of 35’, and have a mix of both commercial and residential uses incorporated within the building.*

**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.

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.**



*Martinson House Museum commemorates Poulsbo’s past*

***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.
- 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 Poulsbo Transportation Plan Update
- Poulsbo 6-year Transportation Improvement Plan

An overview of Poulsbo’s transportation system inventory is included in the 2016 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. The transportation improvements needed by 2036 are detailed in Section 6.1.1 of the 2016 Transportation Plan Update, and are included in Section 12.9 of the Comprehensive Plan Capital Facilities Plan. The capacity improvements identified 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, when all proposed growth has occurred.
- Twenty-to projects will 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.
- Ten projects will improve the capacity of intersections with signalization, channelization, roundabouts, and two-way or all-way stop controls.

Financing of the transportation capacity improvements will be funded through development related construction street improvements, state and federal grants, City general obligation bonds, City revenues and Traffic Impact Fees. In summary, the Poulsbo 2016 Transportation Plan Update in combination with Section 12.9 of the Comprehensive Plan’s Capital Facilities Plan, provides the required analyses, 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.

### **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 (as amended or updated) prepared for the City of Poulsbo, 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. All trips generated by a development shall be counted as impacting the system. Commercial trips with multiple stops may be eligible for "bypass" reduction (i.e. vehicular trips that stop at commercial uses on the way to its final destination or trip end).*



*Lindvig Way/Viking Avenue intersection*

*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 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.*

### ***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 transportation facilities (except as otherwise designated) in the City of Poulsbo in order to serve*

*as a gauge to judge performance of the City's transportation system. A concurrency standard of LOS F is established for all local roadway sections designated Residential Collector and Residential Access.*

***Policy TR-2.2***

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

- *Front Street from Bond to Sunset*
- *Torval Canyon from Front Street to 4<sup>th</sup> 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 7<sup>th</sup> and Liberty intersection;*
- *all legs of 10<sup>th</sup> Avenue and Forest Rock Lane intersection;*
- *all legs of 8<sup>th</sup> 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 at Bond Road,*
- *Lindvig Way/Finn Hill Road at Viking Avenue; and*
- *LOS failures where corrective action is not physically or technically feasible, or fails to satisfy warrants or design requirements.*

***Policy TR-2.3***

*Transportation facilities to which the level of service standard applies include both intersections and roadway sections, 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 roadway 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 to the City's Transportation Plan Update 2016, 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, but shall, for concurrency purposes, maintain the level of service on such transportation facilities as fully identified in 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**

*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 for the twenty-year planning horizon required by the Growth Management Act and the expanding travel choices identified in Policy TR-2.11. 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**

*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”.*

*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.*



*SR 305 at Hostmark Street intersection*

*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***

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

***Policy TR-2.11***

*Poulsbo's level of service standards should have the effect of expanding travel choices and achieve a multimodal travel environment. Programs, projects and services in response to existing and growth-related travel include those that improve access and connections, including motor vehicle operations, public transit, walking and bicycling and transportation demand management.*

## **GOAL TR-3**

### **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 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 3<sup>rd</sup> 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.*

### ***Policy TR-4.8***

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

## ***CITYWIDE TRANSPORTATION SYSTEM***

The private automobile remains the most common mode of vehicular travel in this country. For the foreseeable future, the private automobile will continue to carry the majority of trips within Poulsbo, and the city will need to accommodate reasonable capacity to serve travel demand and prevent pass-through trips from impacting residential neighborhoods.

Washington State Department of Transportation and the City of Poulsbo have classified city streets according to their function, and have established construction standards upon which street improvements are based.

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

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

**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.**

#### ***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.*



*Front Street*

***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.*

***Policy TR-5.6***

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

***LAND USE AND TRANSPORTATION PLANNING***

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

The City's Transportation Plan is a functional plan that implements the Transportation Chapter policies and is included as Appendix B-4 to the Comprehensive Plan. The Transportation Plan addresses the City's transportation network, evaluates current transportation characteristics and forecasts how these characteristics are expected to change in the future based on Poulsbo's allocated growth. Based upon the City's 2036 population and employment forecasts as well as the City's land use plan, the Transportation Plan includes a traffic forecasting model, which identifies the future travel demand. Using this model, an increase in travel demand was assigned to the City's road network to identify future conditions and evaluate future capacity needs. Based upon the model, the Transportation Plan identified projects needed by the 2036, which serve as the basis of the transportation section of the Comprehensive Plan's Capital Facilities Plan.

## **GOAL TR-6**

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

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

*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.*



*Olhava Way at College MarketPlace*

#### ***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.*

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

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

## **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).

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.]

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

based on the City's Capital Facility Plan, identifying any high priority system needs.

### **GOAL TR-7**

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

#### ***Policy TR-7.1***

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

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.]

### ***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***

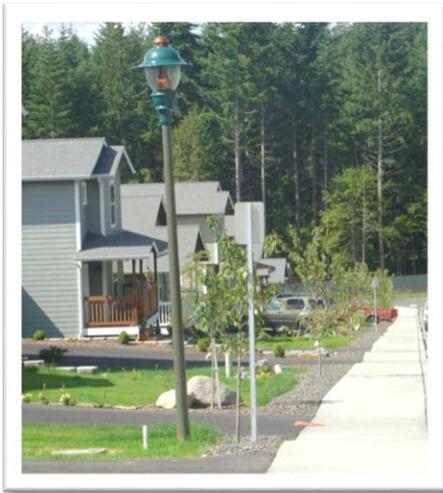
*The City shall actively seek opportunities to coordinate and share facilities, expertise, and transportation resources, such as multiple use park and ride/parking lots or shared traffic maintenance responsibility with Kitsap County and other cities.*

***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 increase 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.



*Vetter Homestead neighborhood*

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

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

The Urban Paths of Poulsbo Plan (UPP Plan) is the City’s primary planning document for pedestrian and bicycle facilities. To realize the goals of the UPP Plan, the system in Poulsbo will need to 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; a bicycle route may include streets with bicycle lanes, sharrows, or shared paths. The goal is to create continuous and complete routes. The UPP Plan is adopted as functional plan and incorporated as Appendix B-6 of the Comprehensive Plan. It includes the existing conditions inventory, goals, policies, implementation and strategies for funding.

## **GOAL TR-9**

**Support 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.*

### ***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.*



*Bicycle lane at Olhava Way*

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

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



*Sidewalk improvements on 6<sup>th</sup> Avenue*

***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 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***



*Kitsap Transit Park and Ride at Poulsbo Junction*

*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.*

***Policy TR-10.5***

*Support transit-oriented development by promoting residential land uses and development which are within walking distances of transit facilities.*

***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.*

## **TRANSPORTATION AND AIR QUALITY**

The City's transportation system needs to be designed to contribute to a sustainable community that supports Poulsbo's land use and environmental policies.

### **GOAL TR-12**

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

#### ***Policy TR-12.1***

*Observe and support federal and state clean air acts by maintaining conformity with Vision 2040 and by following the requirements of Chapter 173-420 Washington Administrative Code (WAC) "Conformity of Transportation Activities to Air Quality Implementation Plan."*

#### ***Policy TR-12.2***

*Support and coordinate with federal, state and regional actions to facilitate the transition towards alternative energy sources and reduce greenhouse gasses from transportation sources.*

#### ***Policy TR-12.3***

*Reduce pollution and greenhouse gases by encouraging alternative transportation modes as an alternative to driving alone, which results in reduction of vehicle miles traveled.*

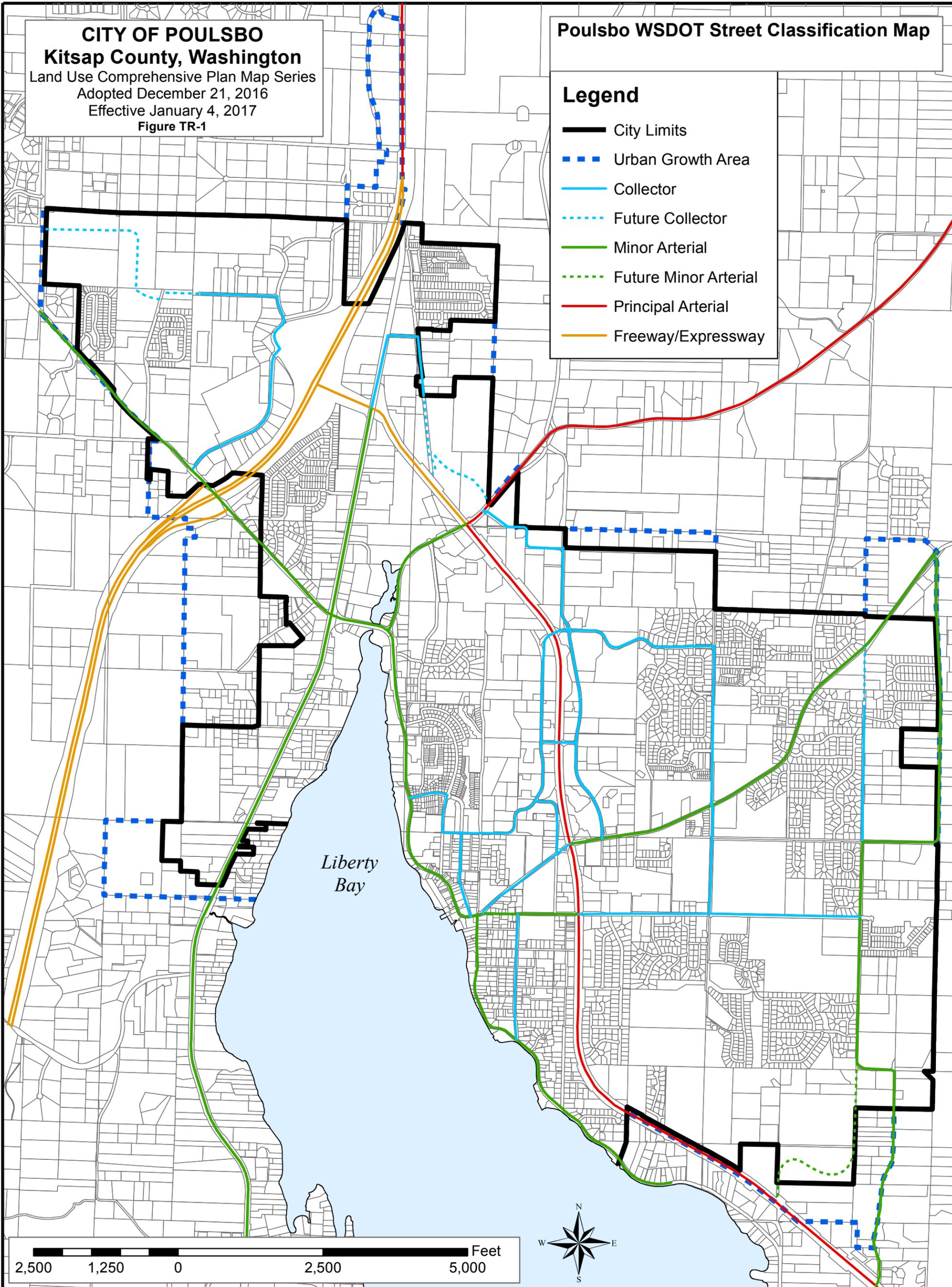
**CITY OF POULSBO**  
**Kitsap County, Washington**

Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
 Figure TR-1

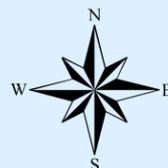
**Poulsbo WSDOT Street Classification Map**

**Legend**

-  City Limits
-  Urban Growth Area
-  Collector
-  Future Collector
-  Minor Arterial
-  Future Minor Arterial
-  Principal Arterial
-  Freeway/Expressway



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



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](http://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 included as Appendix B.

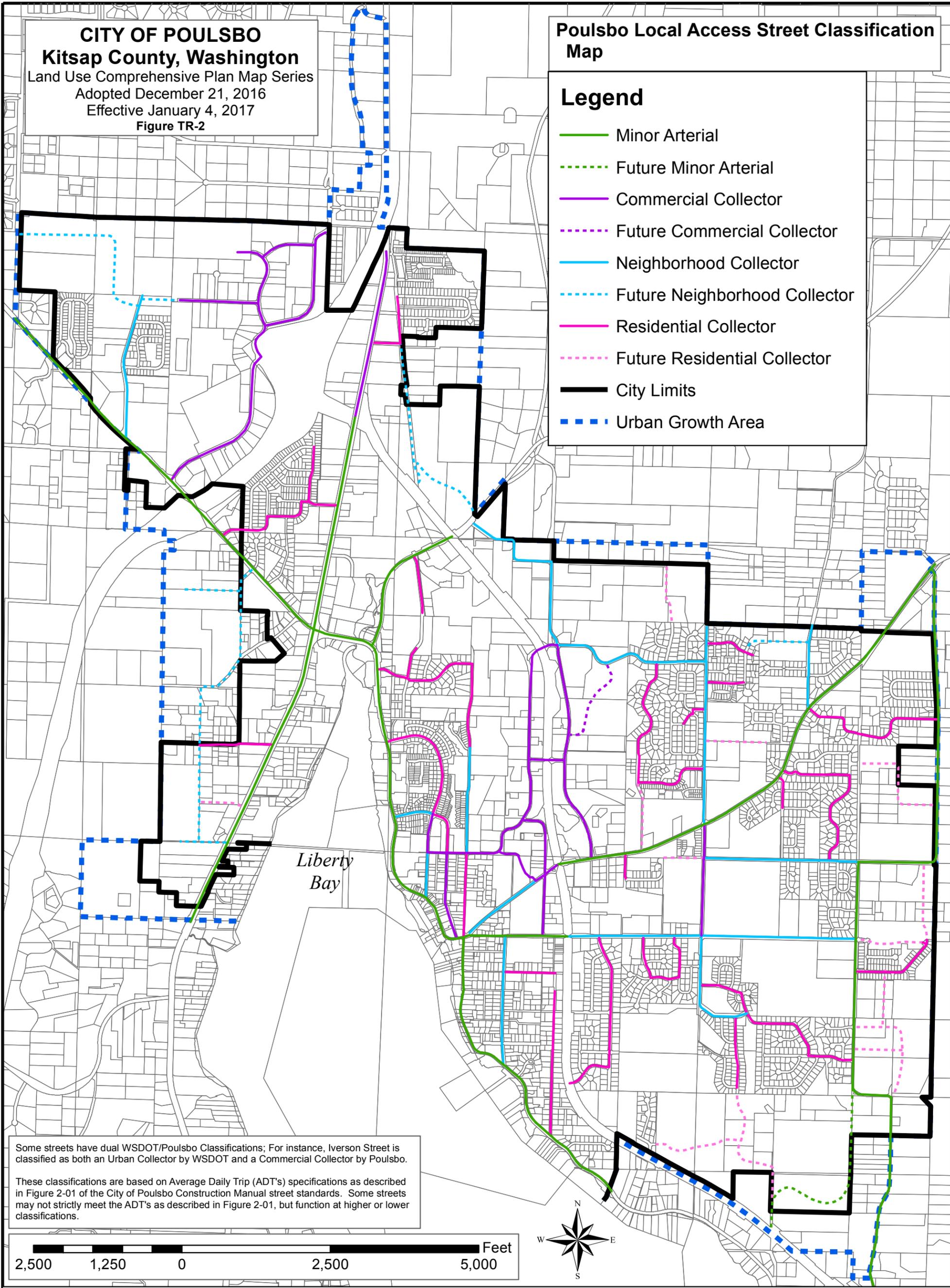
This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may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

**CITY OF POULSBO**  
**Kitsap County, Washington**  
 Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
 Figure TR-2

**Poulsbo Local Access Street Classification Map**

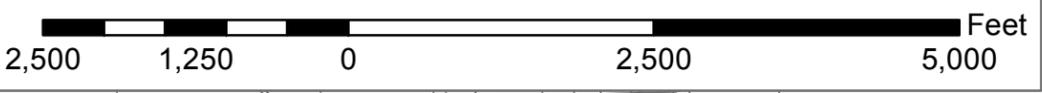
**Legend**

-  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



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.



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 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 included as Appendix B.

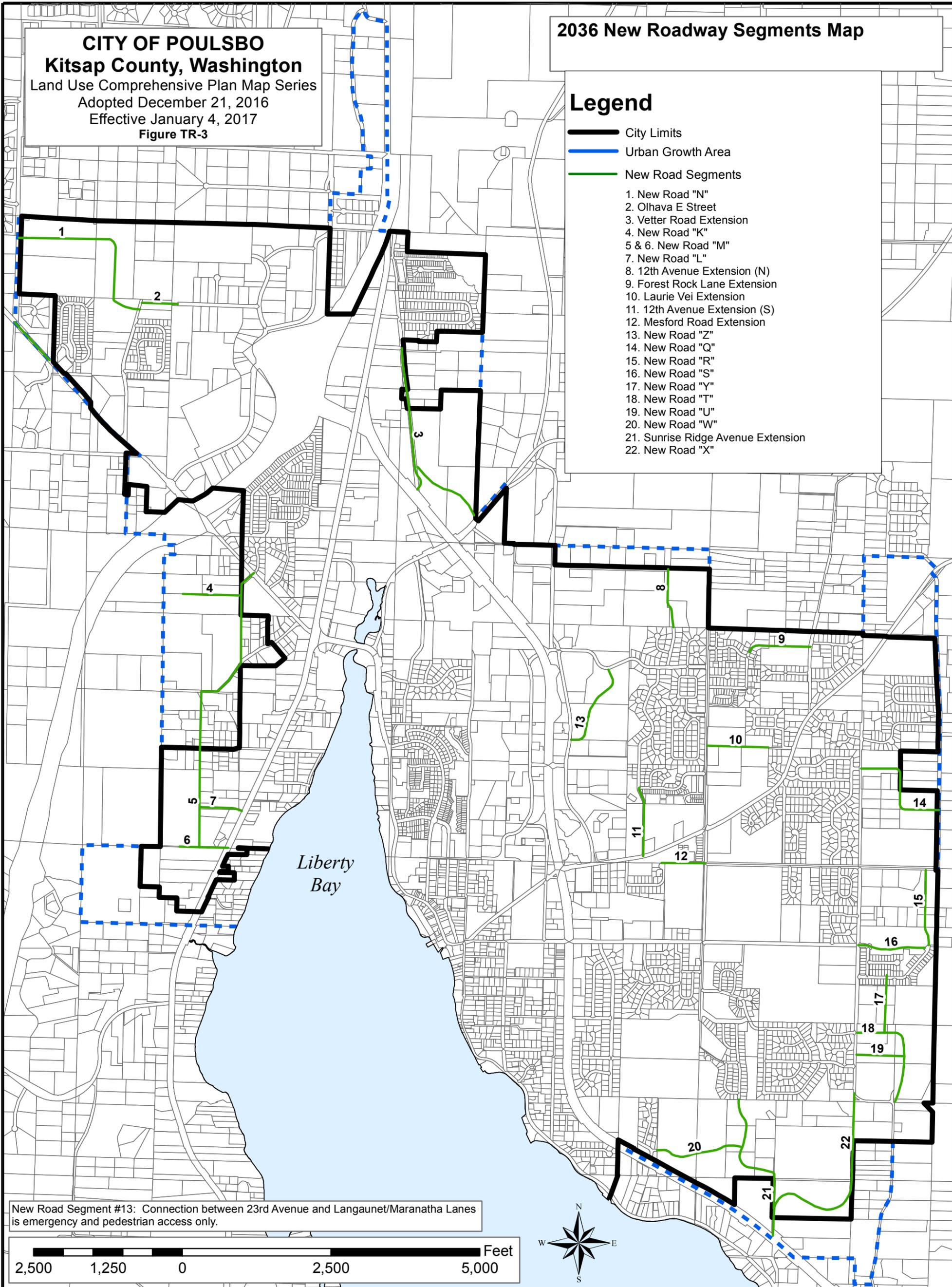
This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may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

**CITY OF POULSBO**  
**Kitsap County, Washington**  
 Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
 Figure TR-3

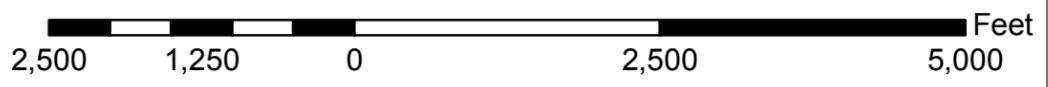
**2036 New Roadway Segments Map**

**Legend**

-  City Limits
  -  Urban Growth Area
  -  New Road Segments
1. New Road "N"
  2. Olhava E Street
  3. Vetter Road Extension
  4. New Road "K"
  - 5 & 6. New Road "M"
  7. New Road "L"
  8. 12th Avenue Extension (N)
  9. Forest Rock Lane Extension
  10. Laurie Vei Extension
  11. 12th Avenue Extension (S)
  12. Mesford Road Extension
  13. New Road "Z"
  14. New Road "Q"
  15. New Road "R"
  16. New Road "S"
  17. New Road "Y"
  18. New Road "T"
  19. New Road "U"
  20. New Road "W"
  21. Sunrise Ridge Avenue Extension
  22. New Road "X"



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

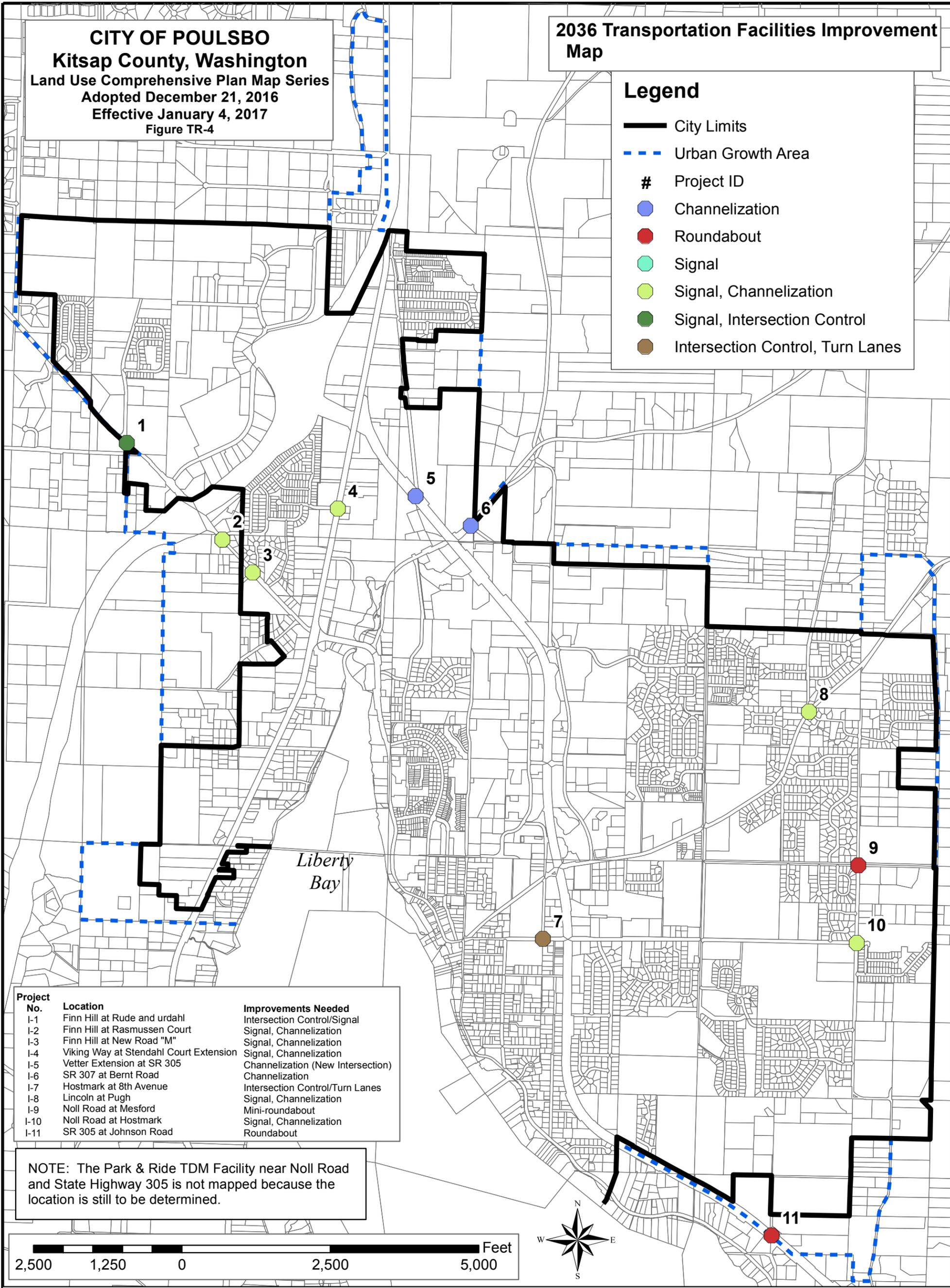
This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may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

**CITY OF POULSBO**  
**Kitsap County, Washington**  
 Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
 Figure TR-4

**2036 Transportation Facilities Improvement Map**

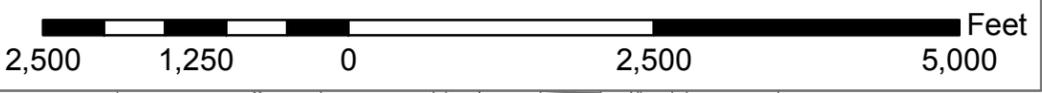
**Legend**

-  City Limits
-  Urban Growth Area
-  Project ID
-  Channelization
-  Roundabout
-  Signal
-  Signal, Channelization
-  Signal, Intersection Control
-  Intersection Control, Turn Lanes



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 included 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.

# 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 (Ordinance 2007-24). 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. Review 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

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.

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.]

- 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, 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.

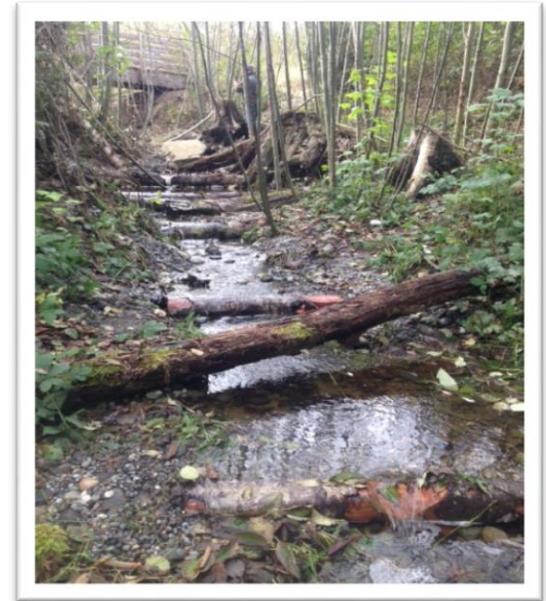
The 2003 SMP Guidelines (WAC 173-26, Part III) includes a requirement for “no net loss” of shoreline ecological function. The Department of Ecology’s SMP Handbook indicates that “no net loss” means that “over time, the existing condition of shoreline ecological functions should remain the same as when 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.*

***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 non wetland 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 non wetland areas created to mitigate conversion of wetlands. *(See RCW 36.70A.030(21) for complete wetland definition).*



*Natural vegetation  
at Bjorgen Creek*

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.

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, 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.

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.



*Liberty Bay Shoreline*

The City updated the Floodplain Management Chapter (PMC 15.24) through the adoption of a Flood Prevention Ordinance (Ordinance 2005-27) that was updated in 2010 (Ordinance 2010-21). These ordinances were reviewed and approved by the Washington State Department of Ecology (DOE).

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. 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.*

## **GEOLOGICALLY 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.



*Slopes at American Legion Park*

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 proposals to determine the existence and extent of such areas, and if such hazards 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 geologically hazardous areas. Site-specific studies submitted with development proposals in areas mapped as geologically hazardous shall be required to evaluate the risk, potential impacts and identify necessary mitigations of the proposed development.*

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

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

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

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)).

Fish and wildlife habitat conservation areas include (WAC 365-190-130(2)):

- 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, smelt and other forage fish spawning areas;
- e) Naturally occurring 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; and
- h) State natural area preserves, 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 173-201A). 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 severe erosion, invasive non-native vegetation, and inadequate vegetative cover and lack of large woody debris. Recommendations to improving the existing conditions have been identified and include replacing culverts to allow for fish passage or better flow control; develop and implement a stream channel rehabilitation program for degraded reaches; 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) 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 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.

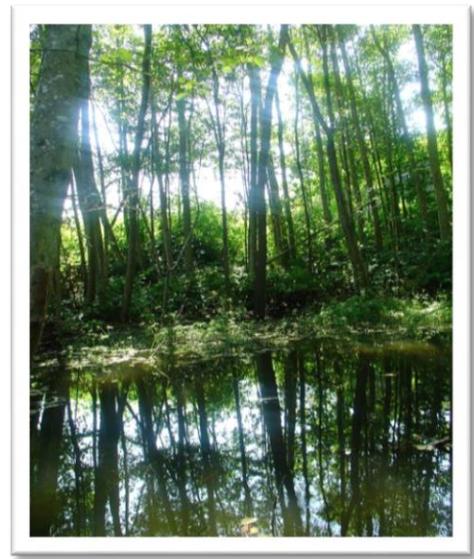
While any future ESA response will be coordinated with regional salmon recovery planning efforts, the City has taken a proactive role in maintaining and restoring the fish habitat of Dogfish Creek and the Liberty Bay Estuary through such park projects as the acquisition of Fish Park, Wilderness Park,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



*Dogfish Creek estuary*

***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.”*

***Policy NE-6.10***

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

***Policy NE-6.11***

*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 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 within 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 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  $\frac{3}{4}$  mile wide. The deepest point is 39' at its center. Extensive tide flats cover much of the northern Liberty bay at low tide. Circulation is somewhat limited due to the enclosed shape of the bay.

The Liberty Bay watershed is about 22,000 acres. 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.

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*

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, 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.

## **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, 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).*

**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***

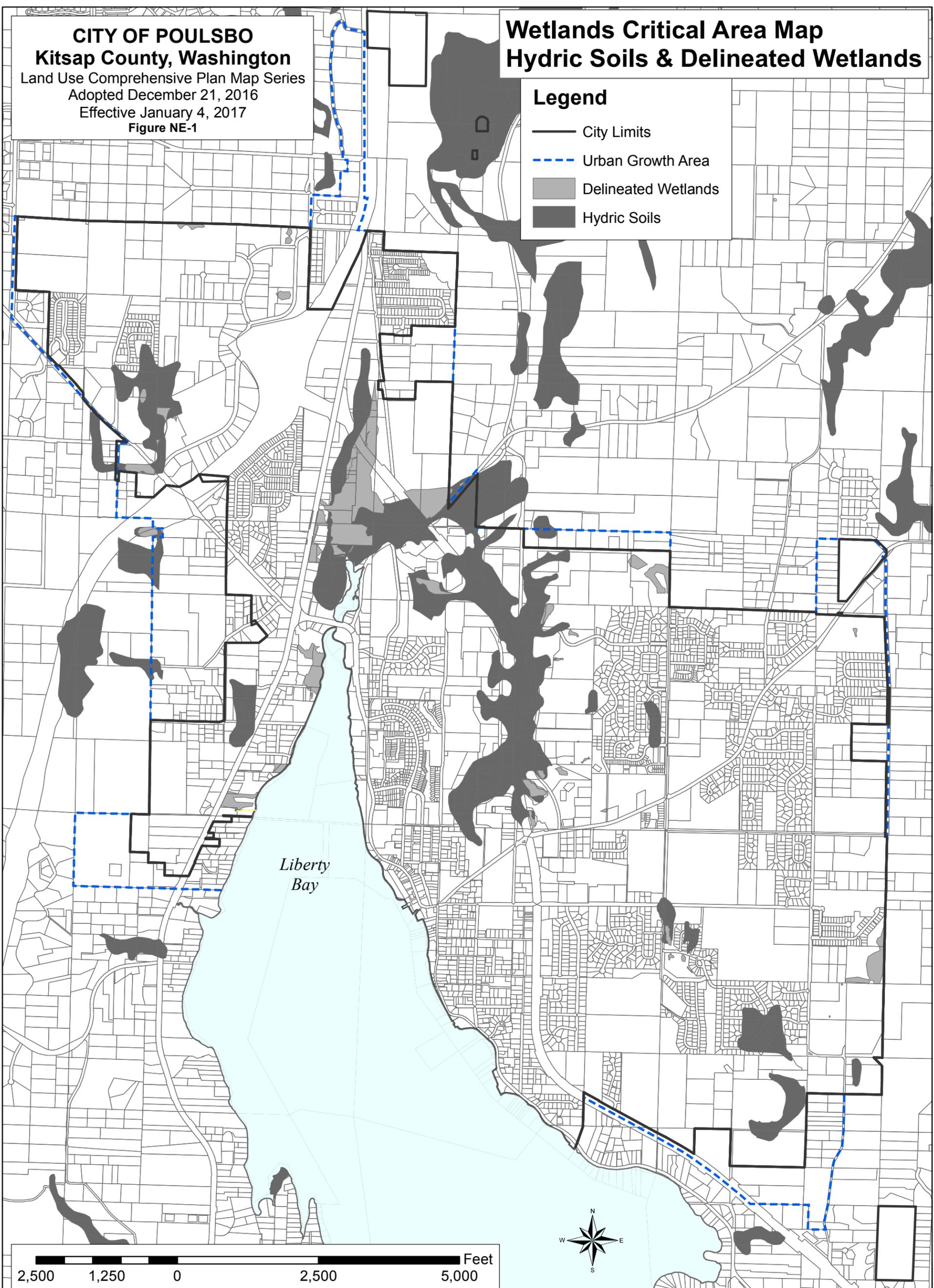
*Consideration should be given to the National Historic Preservation Act of 1966 and Chapter 43.51 RCW to provide for the protection, rehabilitation, restoration and reconstruction of sites, buildings, and structures located along the shoreline that are significant to history, architecture, archaeology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

**CITY OF POULSBO**  
**Kitsap County, Washington**  
 Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
 Figure NE-1

**Wetlands Critical Area Map**  
**Hydric Soils & Delineated Wetlands**

**Legend**

- City Limits
- - - Urban Growth Area
- Delineated Wetlands
- Hydric Soils



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: February 22, 2017

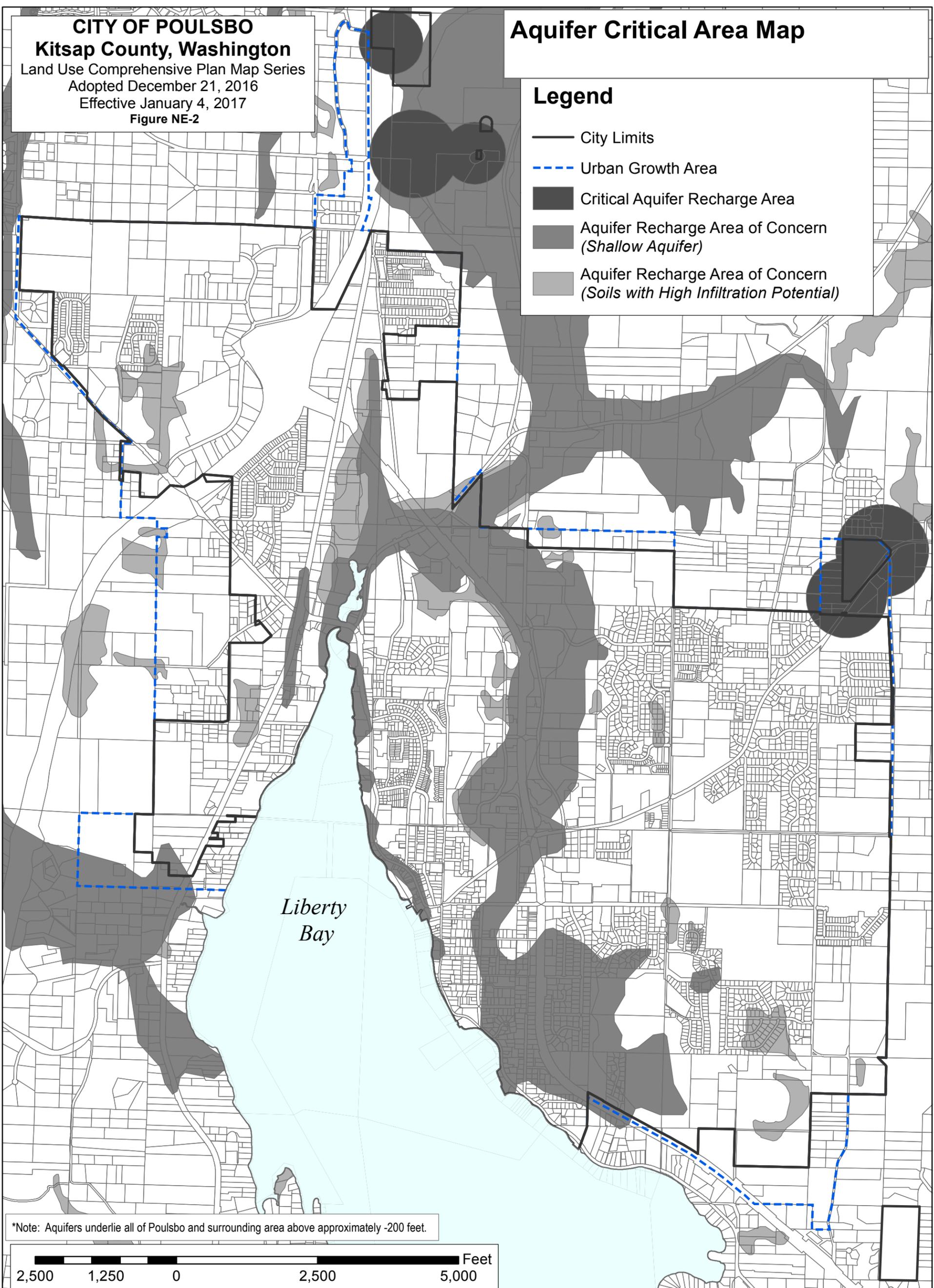
**CITY OF POULSBO**  
**Kitsap County, Washington**

Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
**Figure NE-2**

**Aquifer Critical Area Map**

**Legend**

- City Limits
- - - Urban Growth Area
- Critical Aquifer Recharge Area
- Aquifer Recharge Area of Concern (Shallow Aquifer)
- Aquifer Recharge Area of Concern (Soils with High Infiltration Potential)



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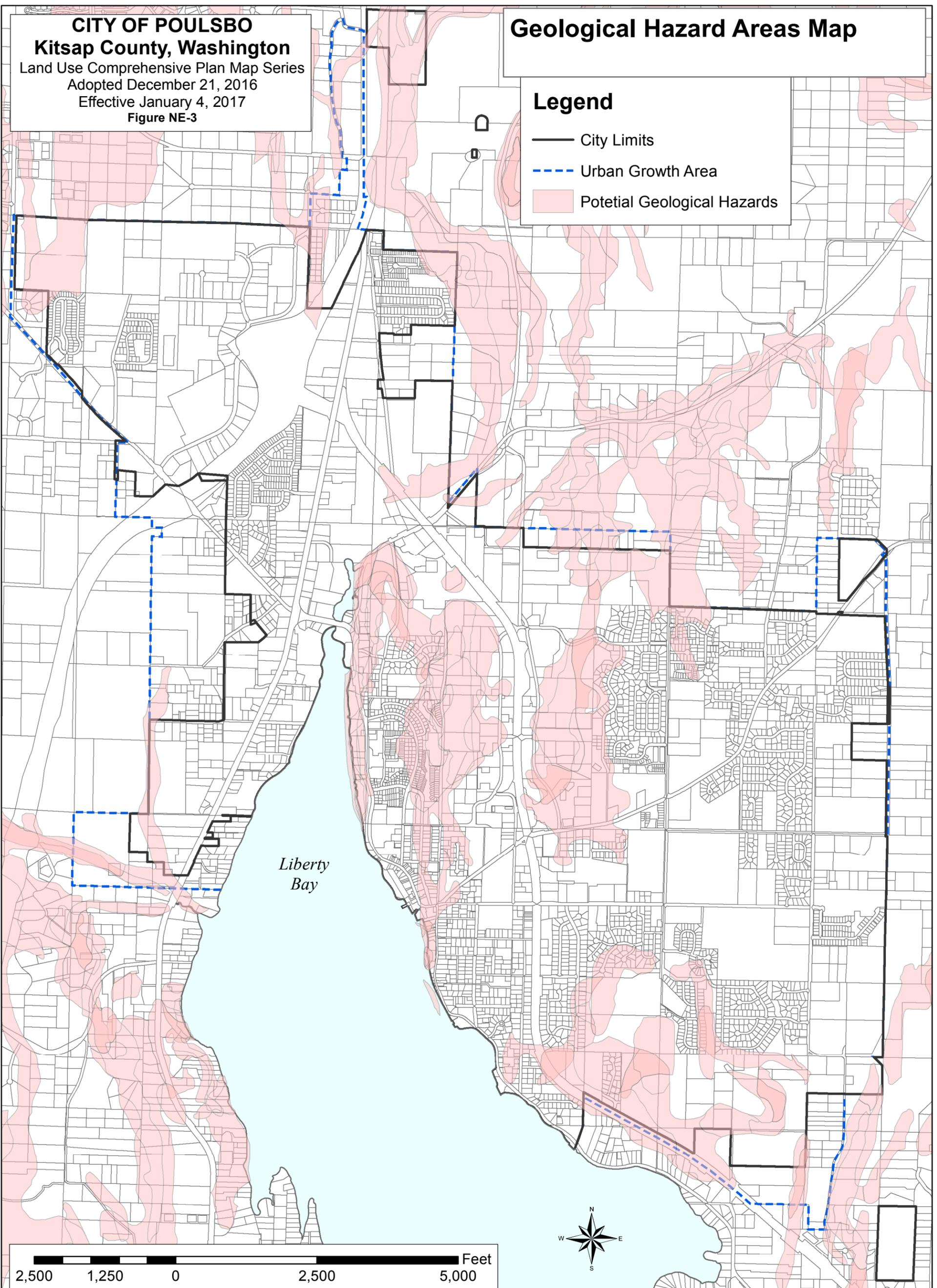
**CITY OF POULSBO  
Kitsap County, Washington**

Land Use Comprehensive Plan Map Series  
Adopted December 21, 2016  
Effective January 4, 2017  
Figure NE-3

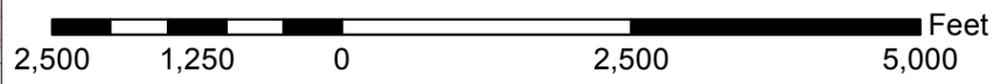
**Geological Hazard Areas Map**

**Legend**

- City Limits
- - - Urban Growth Area
- Potetial Geological Hazards



*Liberty Bay*



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City of Poulsbo Planning Department GIS  
Printed on: February 22, 2017

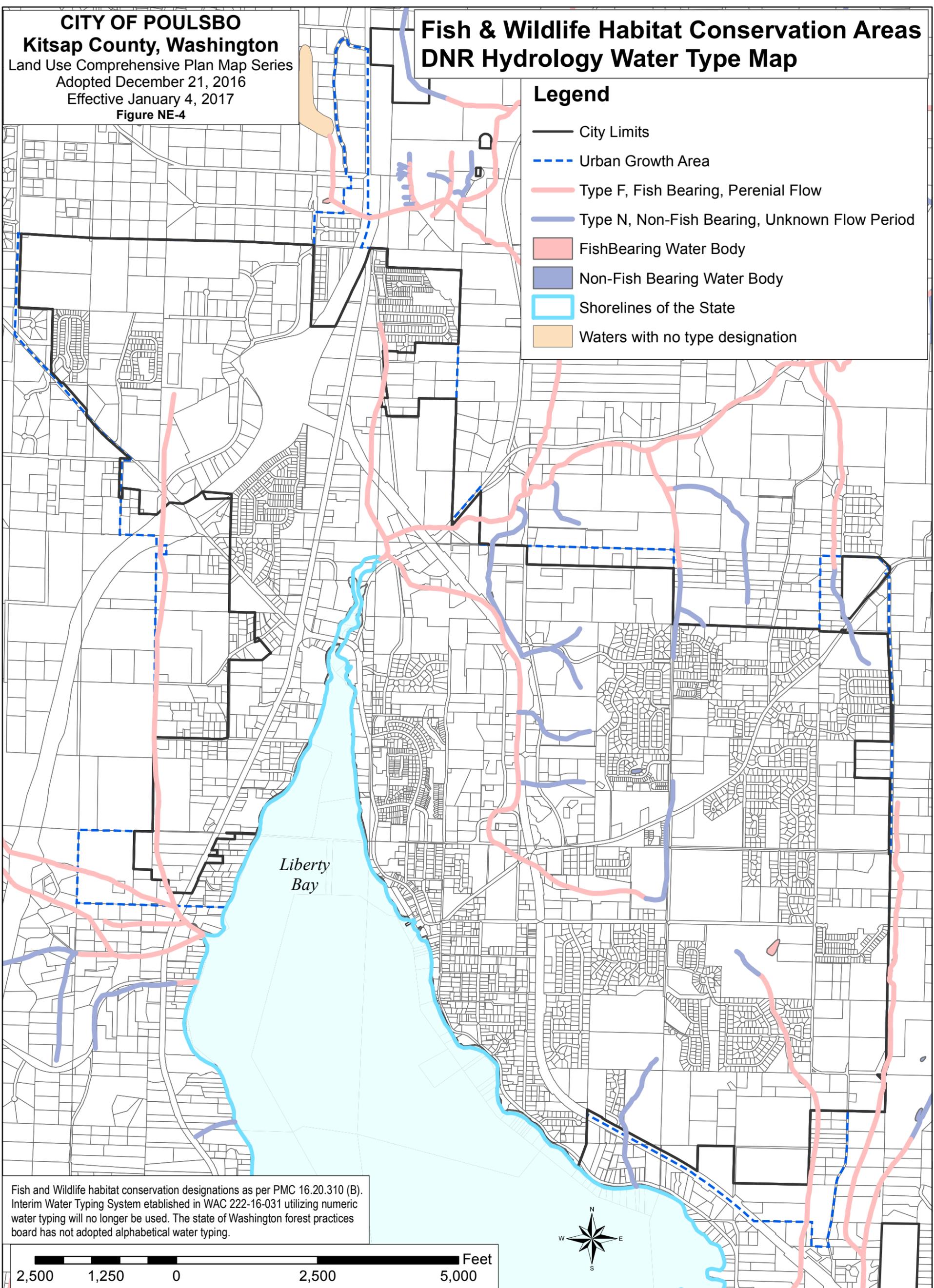
**CITY OF POULSBO  
Kitsap County, Washington**

Land Use Comprehensive Plan Map Series  
Adopted December 21, 2016  
Effective January 4, 2017  
Figure NE-4

**Fish & Wildlife Habitat Conservation Areas  
DNR Hydrology Water Type Map**

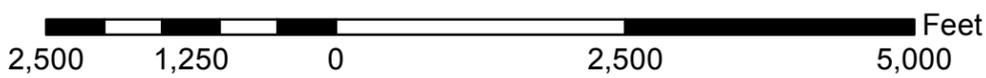
**Legend**

- City Limits
- - - Urban Growth Area
- Type F, Fish Bearing, Perennial Flow
- Type N, Non-Fish Bearing, Unknown Flow Period
- Fish Bearing Water Body
- Non-Fish Bearing Water Body
- Shorelines of the State
- Waters with no type designation



*Liberty Bay*

Fish and Wildlife habitat conservation designations as per PMC 16.20.310 (B). Interim Water Typing System established 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)

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: February 22, 2017

\* Note: Saltwater wetlands are not represented on this map, however, they are of concern within the Shoreline Management Act.

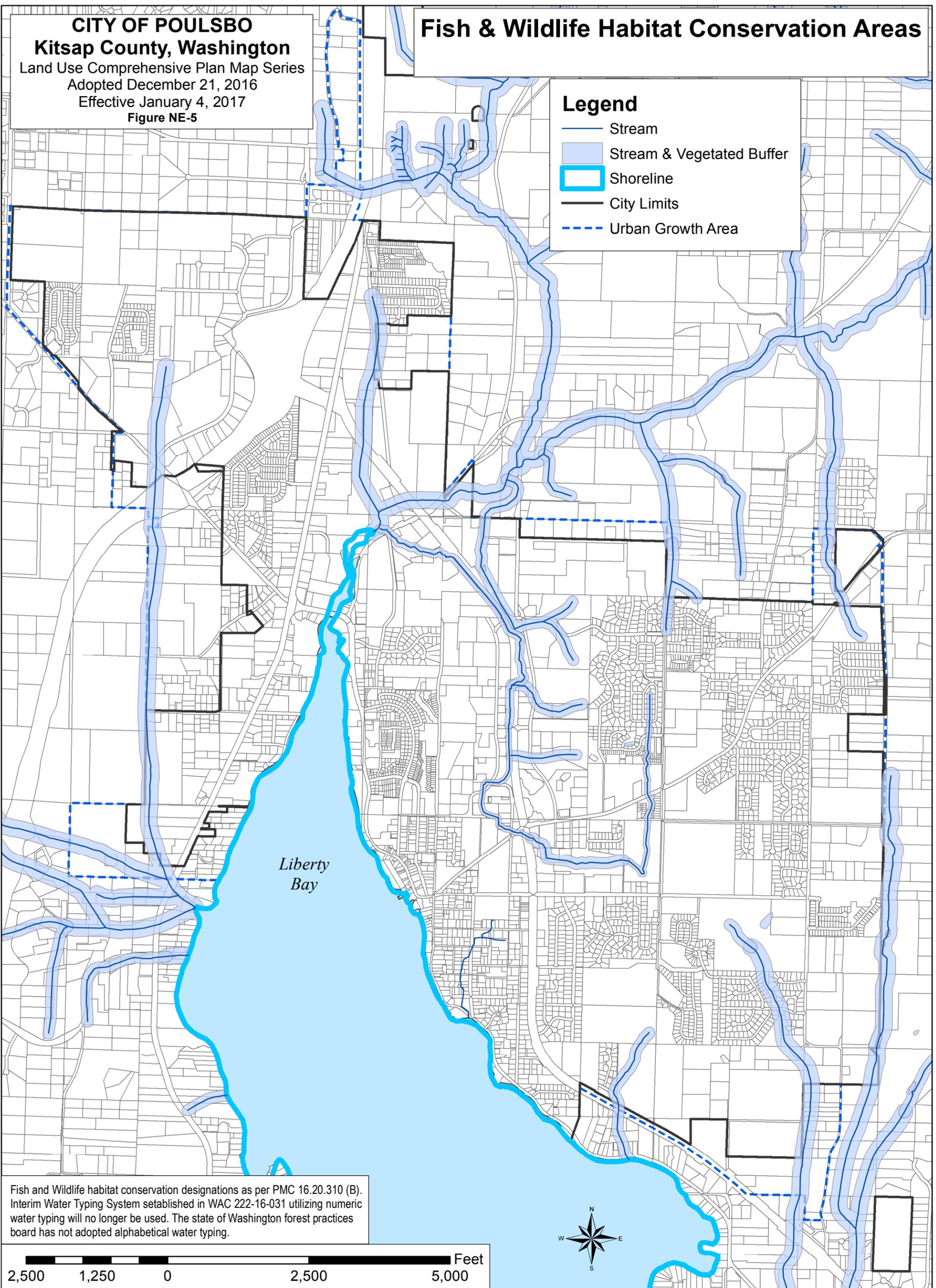
**CITY OF POULSBO**  
**Kitsap County, Washington**

Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
**Figure NE-5**

**Fish & Wildlife Habitat Conservation Areas**

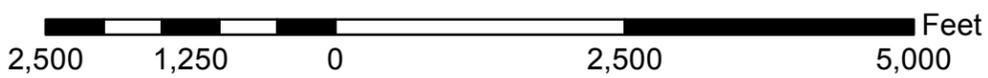
**Legend**

-  Stream
-  Stream & Vegetated Buffer
-  Shoreline
-  City Limits
-  Urban Growth Area



*Liberty Bay*

Fish and Wildlife habitat conservation designations as per PMC 16.20.310 (B). Interim Water Typing System established 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.



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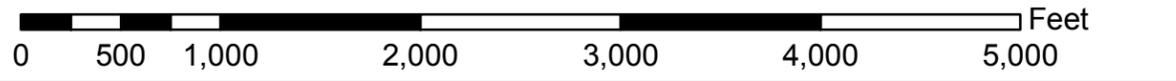
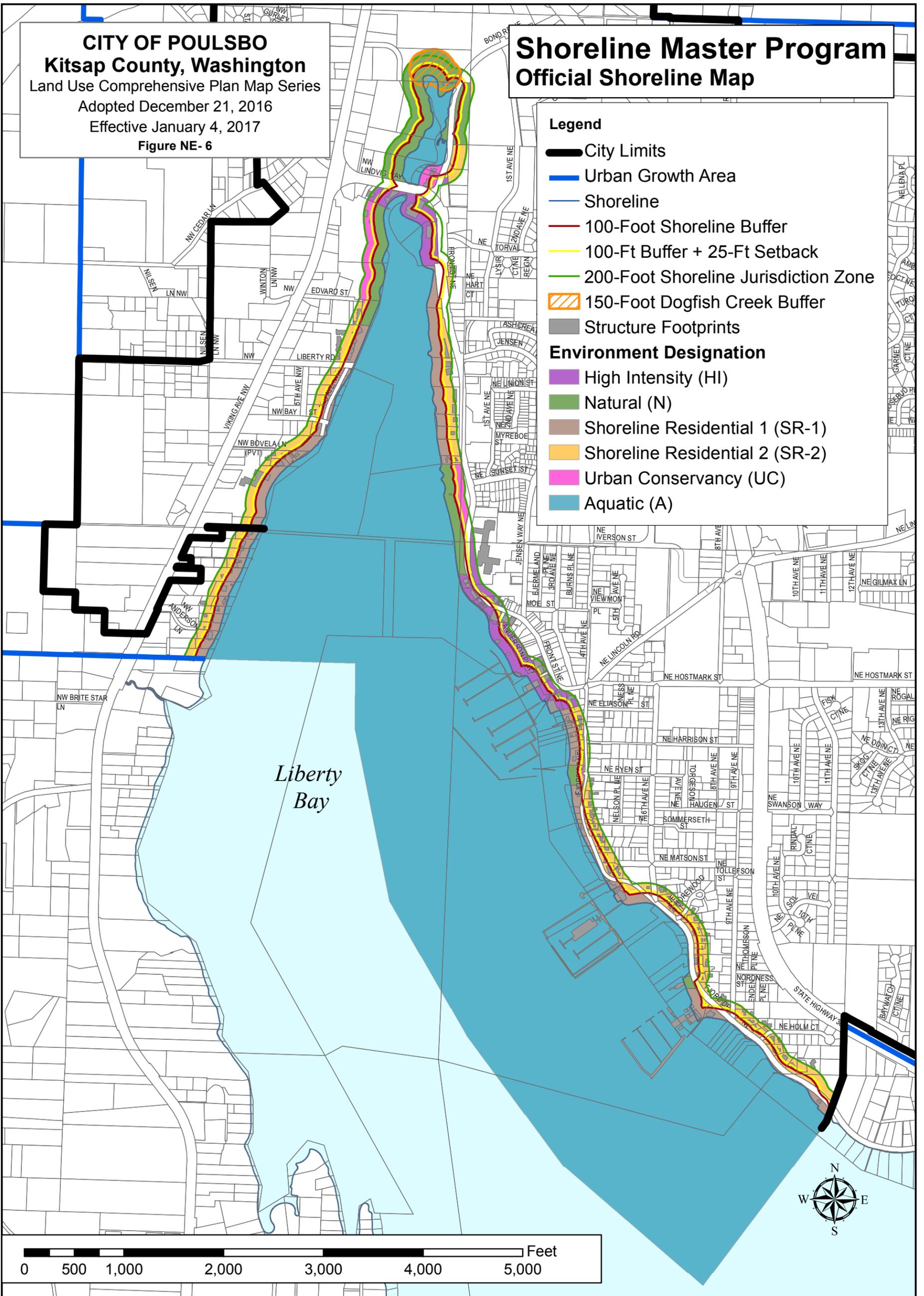
City of Poulsbo Planning Department GIS  
 Printed on: February 29, 2016

**CITY OF POULSBO**  
**Kitsap County, Washington**  
 Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
**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)

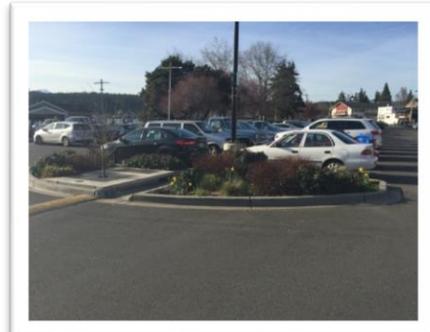


Primary Map Sources & Original Scales: Kitsap County Assessor's Tax Maps 1:11,000, Kitsap County IT, GIS Division. Kitsap County Building Footprints, updated by the City of Poulsbo Planning Department (Updated May 11, 2016) Critical Area Map Series Primary Map Sources and Original Scales: Delineated 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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# 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 Facilities Plan within the City’s ability to fund or within the City’s authority to require others to pay, or fundable through strategic partnerships.

## 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.

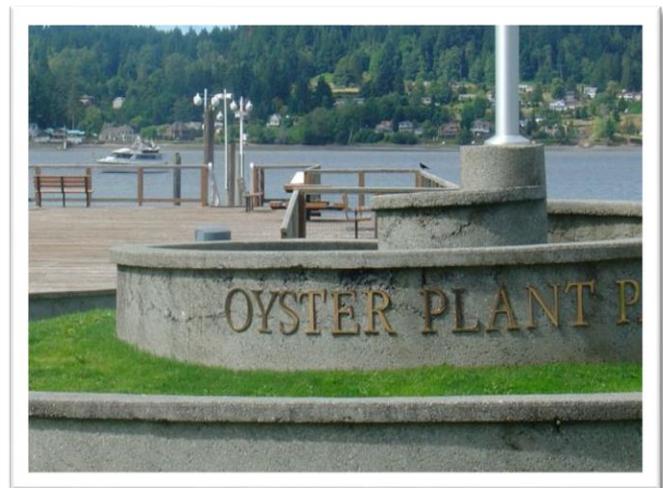
### **GOAL CF-1**

**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*



*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.]

- infrastructure as necessary to extend the useful life of existing facilities and ensure continued efficiency and conservation of energy and resources; and*
5. *Provide facilities, which meet the special needs of the community, such as those supported by voter-approved bonds.*

#### **LEVEL OF SERVICE STANDARDS**

Level of Service (LOS) is the 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 part of an on-going iterative process that includes such factors as a community's population and its fiscal resources. Population tells who, how many, and where people need services, and the community's fiscal resources determine the amount of funding available to meet those service needs.

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

## **GOAL CF-2**

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

#### ***Policy CF-2.1***

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

- *Water system: A flow volume that meets instantaneous 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.*
- *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 acres per 1,000 population*
  - *Trails: 1.0 mile per 1,000 population*



*Westside Well house*

- *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*

**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 WSDP 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.

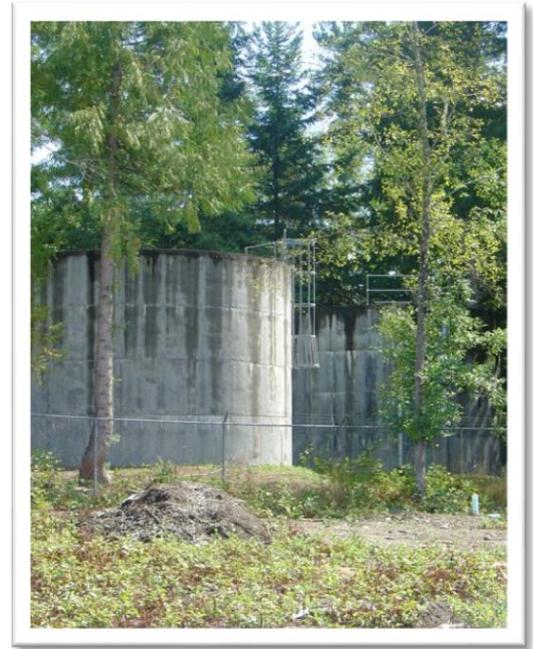
**GOAL CF-3**

**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.*
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.*
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.*
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.*



*4<sup>th</sup> Avenue water tanks*

### ***Policy CF-3.2***

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

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

### ***Policy CF-3.3***

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

- *There is sufficient public facility capacity to support the proposed development and maintain the adopted level 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.*

### ***Policy CF-3.4***

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

## **CAPITAL FACILITIES PLAN**

The City's Capital Facilities Plan (CFP) is the City's long-term financing and implementing plan, in which needed capital improvements to the City's public facilities and infrastructure are identified. It, in concert with the Comprehensive Plan and the annual budget, are the primary decision-making tools for the City leaders.

The objective of the CFP is to identify capital facility needs and funding mechanisms to finance the construction, reconstruction, and acquisition of needed assets because of growth, aging facilities, changing needs, and 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.

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.]

It is the intent of the City to continually manage the Comprehensive Plan's Capital Facilities Plan's 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 2036 project list will then move onto the 6-year CIP.

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

### **GOAL CF-4**

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

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

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

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

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

**Policy CF-4.3**

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

**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.**

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 WSDP I, 4316, FDO, at 49.]

**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 in 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 2010 U.S. Census data continues to show most of Poulsbo residents are homeowners, increases in real estate prices impose 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.

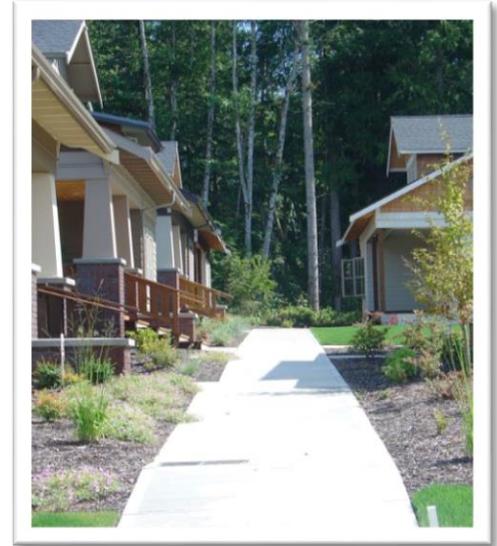
The Housing Goal contains three separate, but equal subparts: 1) encouraging the availability of affordable housing to all segments of the population of this state, 2) promoting a variety of residential densities and housing types, and 3) encouraging the preservation of existing neighborhoods.

[CPSGMHB *LIHI II*, 1323, FDO, at

8 1

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 2036 total population (city limits + urban growth area) that it must plan for is 14,808. When current year (2016) population (from city limits and unincorporated urban growth area) is subtracted from the 14,808, a net growth of 4,182 persons is identified. This number will decrease by the amount the City’s population grows in a year.

The new persons growth of 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 additional housing units.

**Table HS-1 Housing Units Needed**

<b>Population Distribution</b>	<b>2036 New Growth</b>	<b>New housing units needed by 2036</b>
Poulsbo City	342	149
Poulsbo UGA	3,840	1,670
<b>TOTAL</b>	<b>4,182</b>	<b>1,818</b>

*2036 Net Growth/2.3 hhs\* = New housing units*

*\*Average household size used is 2.3, as set forth in the 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***

*Safeguard 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.*

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

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

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.]

## **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.*

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

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

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

*Encourage preservation of the unique scale and character of Poulsbo's existing neighborhoods which provide housing for all income levels, while allowing for improvement with minimal displacement.*

## **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 rate 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.

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.

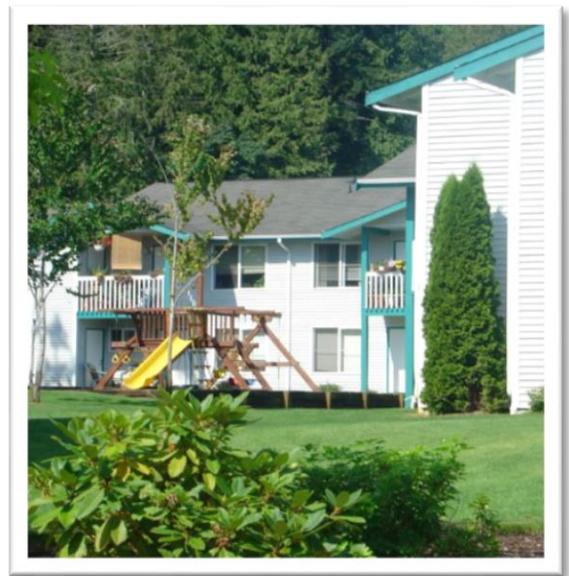
According to data collected by Census 2010, the median household income for Poulsbo residents was \$59,464 and is estimated in 2014 as \$57,296.

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

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.



*Winton Woods apartments*

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



*Brookdale senior and assisted living complex*

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.

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.

*Development Regulations:* To provide new housing in Poulsbo that implements the comprehensive plan and

*Housing Kitsap:* 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 City shall support and encourage ~~the~~ Housing Kitsap's pursuit of funding for low- and moderate- income housing through the Community Development Block Grant program, state and federal programs, and other available funding opportunities.*

***Policy HS-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 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.*

***Policy HS-4.8***

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

***Policy HS-4.9***

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

# 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 and maintain a network of trails, safe walkways, and open spaces throughout the Poulsbo community.
- Provide opportunities for indoor and outdoor recreational activities and team sports in City 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. The 2015 Parks, Recreation and Open Space Plan (PROS Plan) supplements this chapter and is included in as Appendix B-5 to the Comprehensive Plan. The Urban Paths of Poulsbo Plan (Trails Plan) adopted by the City also supplements this chapter and is included as Appendix B-6.

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. Surrounding Liberty Bay, the city enjoys 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 recognize the uniqueness of the natural setting and correspond to Poulsbo's active lifestyle.



*Entrance gate to Community Garden at Frank Raab Park*

The vision that guides the goals and policies is to enrich the lives of citizens in the greater Poulsbo area with quality recreation opportunities, 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, demand and need for park facilities will continue to increase. It 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 and services for which it is known.

The key overarching goals reflected in this Chapter include:

- Continue to develop and enhance active and passive parks, recreation programs and facilities, 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 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 provides land needed for public park-related facilities and activities, and protects significant environmental features. Property acquisition is driven by availability and affordability. In order to be able take advantage of opportunities as they arise, strong leadership and a variety of acquisition tool options must be available.

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.



*Muriel Iverson Williams Waterfront Park  
and a portion of Boardwalk*

The City has identified a long-range park land acquisition program that is reflected in its “2036 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 land or recreational easements that can serve to link together sections of a citywide trail system.

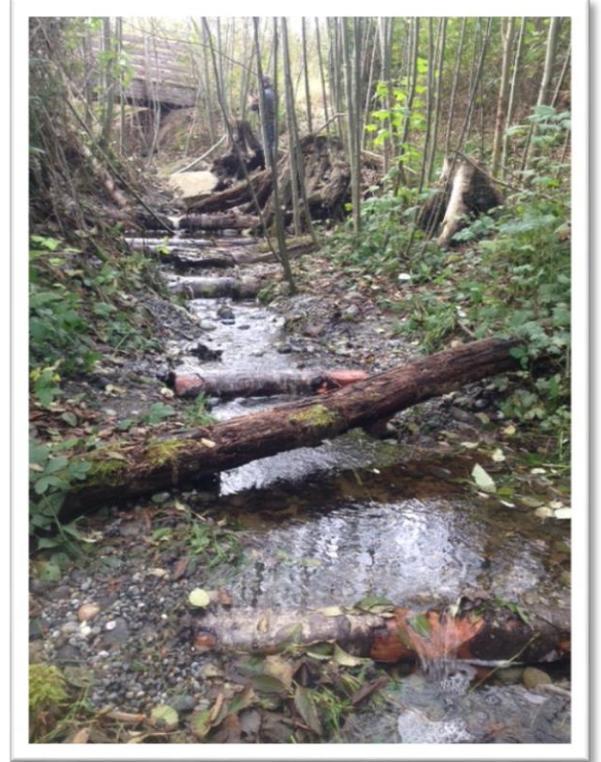
## **GOAL PRO-1**

**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.**

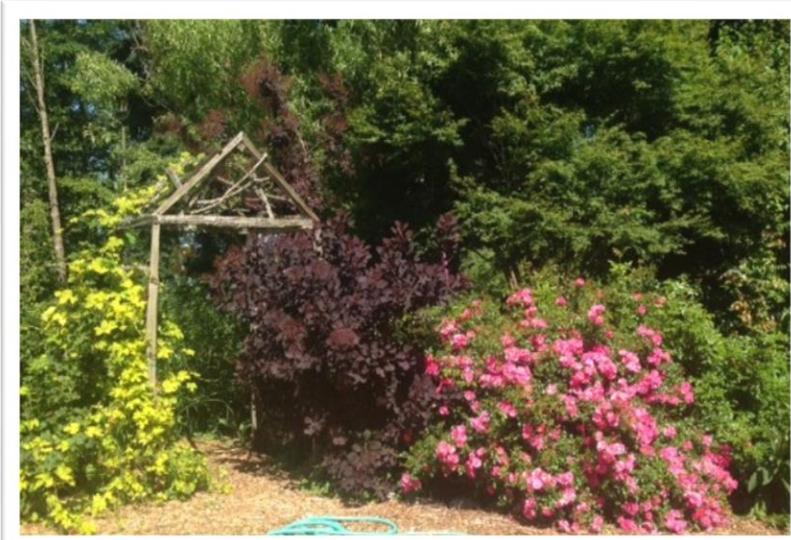
### ***Policy PRO-1.1***

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

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



*Stream restoration for SF Dogfish Creek at Poulsbo Fish Park*



*Arbor at Frank Raab Park*

***Policy PRO- 1.2***

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

***Policy PRO-1.3***

*Publicly owned lands shall be examined and analyzed for their potential value as parkland, trail access or open space before being declared surplus and being disposed of. Underutilized publicly owned properties should be evaluated for partnership or parkland improvement*

*opportunities. Prior to City owned park land being disposed of, the City shall establish a public process that includes the Park and Recreation Commission, to study its park potential and provide recommendations to the City Council.*

***Policy PRO-1.4***

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

***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. Development of newly acquired parkland 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 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 trails along Liberty Bay shoreline and Dogfish Creek.
- Retrofit parks with barrier-free recreational equipment.
- Improve 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.*

**Policy PRO-2.3**

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



*Driftwood fish artwork by Travis Foreman at Poulsbo’s Fish Park*

**Policy PRO-2.4**

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

**Policy PRO-2.5**

*Incorporate into 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.”*

**Policy PRO-2.6**

*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.*

**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***

*Provide the 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 fertilizers or herbicides through the use of integrated pest management techniques in the maintenance of City parks.*

***Policy PRO-3.4***

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

***Policy PRO-3.5***

*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.

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 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 implementation strategies and maps. This section is meant to provide a framework for building a safe non-motorized transportation system to connect the city. 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 through a variety of mechanisms by acquiring land and easements, partnering with private developers or with other organizations like the North Kitsap School District on properties it owns within the city.

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. Prioritize these connections in the City's 6-Year Capital Improvement Program, which is reviewed annually.*

***Policy PRO 4.2***

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

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

***Policy PRO-4.3***

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

***Policy PRO-4.4***

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

**Policy PRO-4.5**

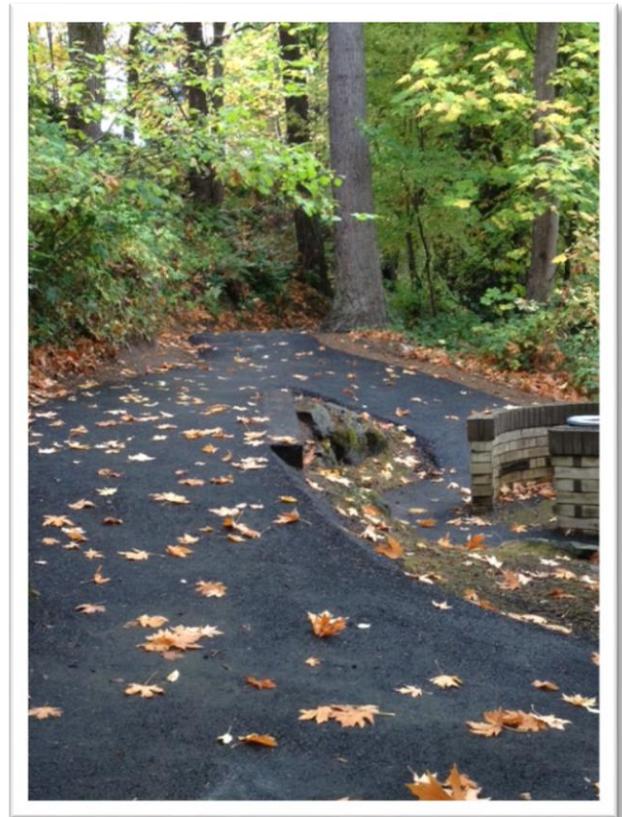
*Use the trail standards identified in the Urban Paths of Poulsbo functional plan as a guide for trail construction, unless a specific standard is required by a funding agency. If modification to a trail standard is necessary due to topography, or is not physically or technically feasible, an alternative trail standard shall be as acceptable to the City Engineer and Parks and Recreation Director.*

**Policy PRO-4.6**

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

**Policy PRO-4.7**

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



*Trail at American Legion Park providing shoreline access*

**Policy PRO-4.8**

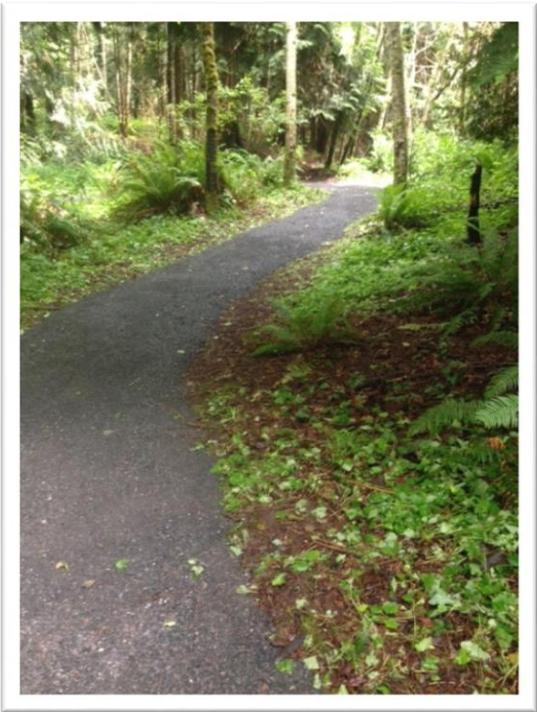
*The City intends to develop the Urban Paths of Poulsbo (UPP) Plan primarily through (1) continued construction of sidewalks, bicycle facilities, and shared-use paths in conjunction with new roadway projects; (2) through multi-purpose easements as described in Policy PRO-4.7; and (3) through the development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

**Policy PRO-4.9**

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

**Policy PRO-4.10**

*Install way-finding and route signs and provide maps to guide users through the city’s pedestrian and bicycle network. Coordinate with schools and agencies to promote bicycle and*



*pedestrian safety through educational programs and events. Collaborate with neighboring jurisdictions to develop regional trail maps. Expand “adopt-a-park” programs to include an “adopt-a-trail” component.*

**Policy PRO-4.11**

*Proposed routes shown in the UPP Plan and Figure PRO-3 are conceptual. Actual alignment may vary based on topography, property ownership and willingness of property owners, and other variables that may be identified at the time of pathway construction. The City will involve only willing property owners. If a connection is not feasible, an alternative alignment and/or connection that meet the intent of the UPP Plan and Figure PRO-3 will, when possible, be determined.*

**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.

*Trail at Forest Rock Hills Park*

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, 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 classes, the City’s varied offerings provides 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.*

### ***Policy PRO-5.2***

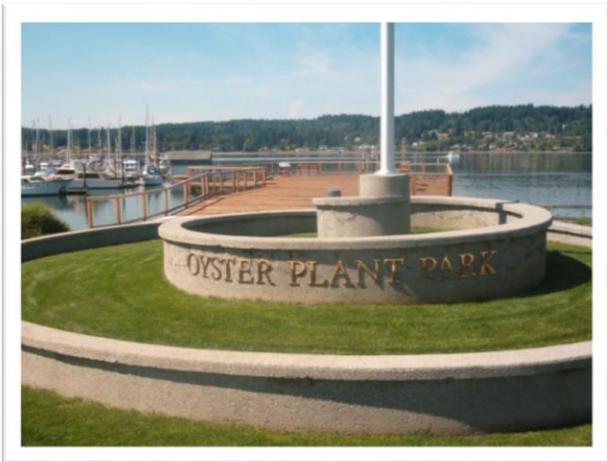
*Share resources with Kitsap County, WWU Poulsbo, Olympic College, Kitsap Regional Library and North Kitsap School District, and other parks and recreation agencies throughout the county to encourage cooperative use of facilities, and develop a combined program guide and website on recreational, educational and park offerings.*

### ***Policy PRO-5.3***

*Provide areas within the park system for “P-Patches” or community agriculture plots to allow urban residents the opportunity to garden and grow their own vegetables.*



*Viking Fest Road Race*



*Oyster Plant Park*

### ***Policy PRO-5.4***

*Seek locations and funding sources for a full-service Recreation Center in Poulsbo. The City has identified several 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; 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 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.*

***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.*



*Volunteers during work party at Poulsbo Fish Park*

***Policy PRO-6.7***

*Foster partnerships with local government agencies, private individuals, civic clubs and community groups, to assist with the provision and development of public parks. Many agencies and groups have and will continue to partner with the City to provide quality parks and recreation facilities, such as:*

- North Kitsap School District*
- Poulsbo's service and civic clubs*
- Ports of Poulsbo and Kingston*

- *Suquamish Tribe*
- *Kitsap County*
- *Housing Kitsap*
- *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. Conduct regular evaluation of the public’s use of the City parks, facilities and recreational programming, incorporating citizen input, to ensure that user needs are being met, and to maintain ongoing communication with City residents.*

### ***Policy PRO-7.2***

*The City Parks, Recreation and Open Space Plan and the Urban Paths of Poulsbo Plan shall serve as the City’s functional plans for park and trail facilities. To ensure consistency, updates to the Parks functional plans shall be incorporated as appropriate into the Comprehensive Plan through the City’s annual review process.*

### ***Policy PRO-7.3***

*Utilize the City’s GIS mapping capabilities to meet the requirements of the Growth Management Act and to serve as important long-range planning tools. Open space corridors and lands useful for recreation as defined by RCW 36.70A.160, are depicted on Figure PRO-1 and Figure PRO-3. The City’s long-term Park Capital Facility Plan project list 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.*

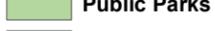
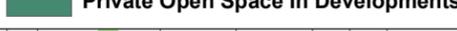
### ***Policy PRO-7.4***

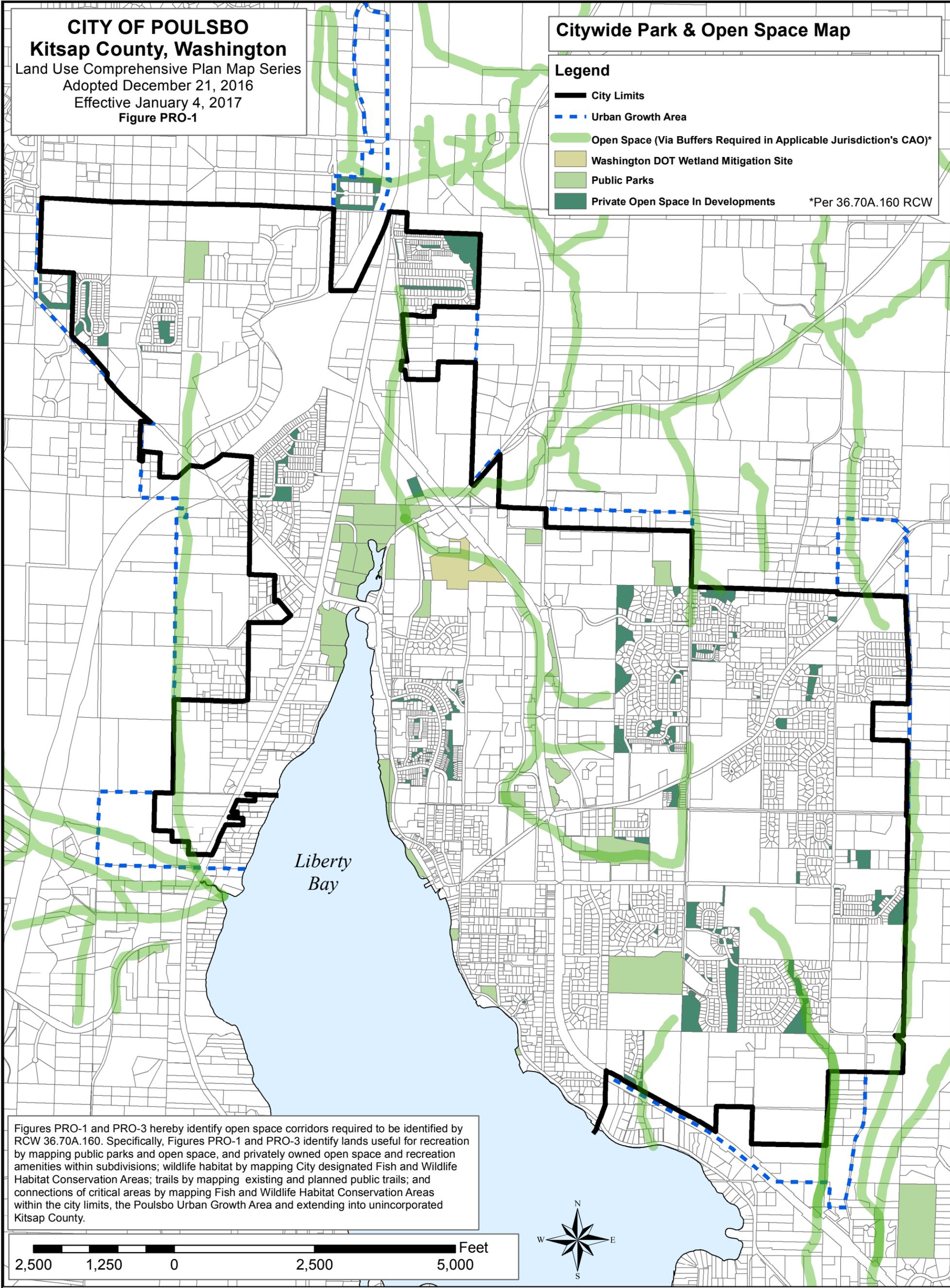
*Figures PRO-1 and PRO-3 map open space corridors required to be identified under RCW 36.70A.160. Lands useful for recreation have been identified by mapping public parks, publicly owned open space, privately owned open space and recreational amenities within subdivisions; wildlife habitat by mapping 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 December 21, 2016  
 Effective January 4, 2017  
 Figure PRO-1

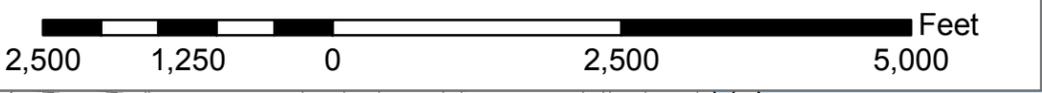
**Citywide Park & Open Space Map**

**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



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

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.

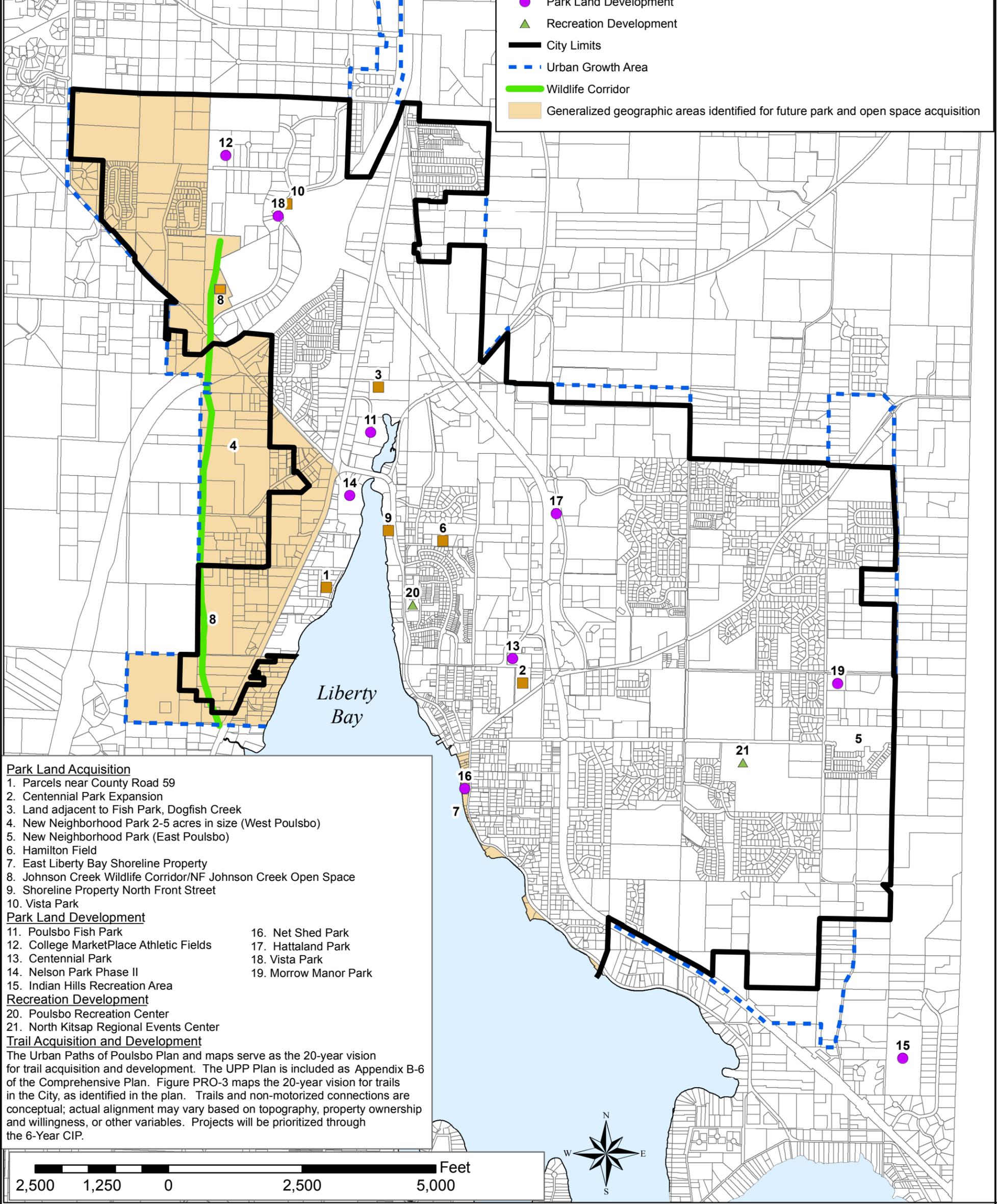
# CITY OF POULSBO Kitsap County, Washington

Land Use Comprehensive Plan Map Series  
Adopted December 21, 2016  
Effective January 4, 2017  
Figure PRO-2

## 2036 Park System Acquisition & Improvements Plan

### Legend

- Acquisition
- Park Land Development
- ▲ Recreation Development
- City Limits
- - - Urban Growth Area
- Wildlife Corridor
- Generalized geographic areas identified for future park and open space acquisition



#### 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/NF Johnson Creek Open Space
9. Shoreline Property North Front Street
10. Vista Park

#### Park Land Development

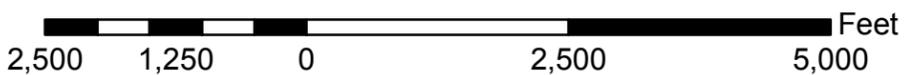
- |   |                       |
|---|-----------------------|
| 11. Poulsbo Fish Park                   | 16. Net Shed Park     |
| 12. College MarketPlace Athletic Fields | 17. Hattaland Park    |
| 13. Centennial Park                     | 18. Vista Park        |
| 14. Nelson Park Phase II        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

#### 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.

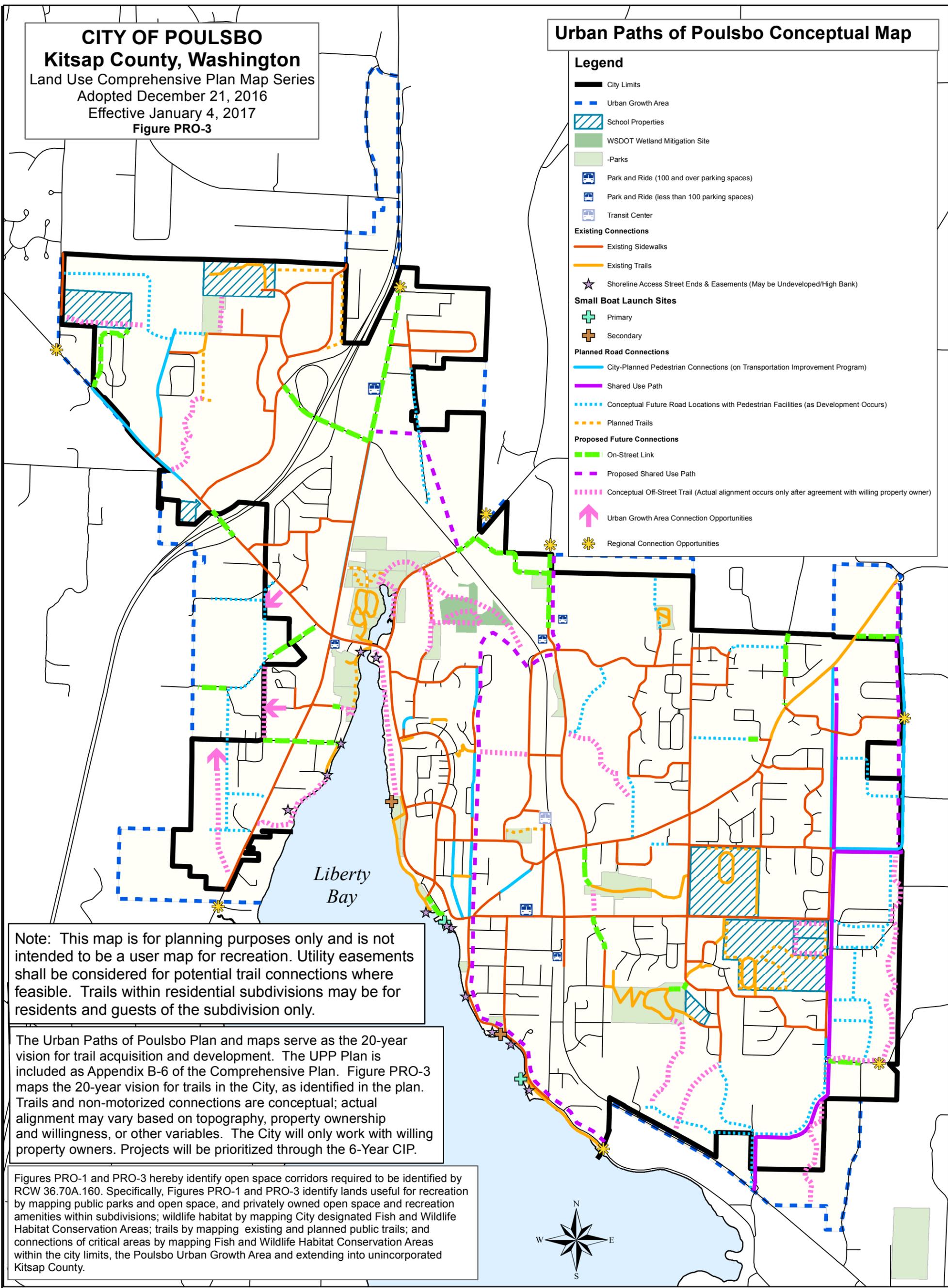
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**CITY OF POULSBO**  
**Kitsap County, Washington**  
 Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
**Figure PRO-3**

**Urban Paths of Poulsbo Conceptual Map**

**Legend**

- City Limits
- Urban Growth Area
- School Properties
- WSDOT Wetland Mitigation Site
- Parks
- Park and Ride (100 and over parking spaces)
- Park and Ride (less than 100 parking spaces)
- Transit Center
- Existing Connections**
- Existing Sidewalks
- Existing Trails
- Shoreline Access Street Ends & Easements (May be Undeveloped/High Bank)
- Small Boat Launch Sites**
- Primary
- Secondary
- Planned Road Connections**
- City-Planned Pedestrian Connections (on Transportation Improvement Program)
- Shared Use Path
- Conceptual Future Road Locations with Pedestrian Facilities (as Development Occurs)
- Planned Trails
- Proposed Future Connections**
- On-Street Link
- Proposed Shared Use Path
- Conceptual Off-Street Trail (Actual alignment occurs only after agreement with willing property owner)
- Urban Growth Area Connection Opportunities
- Regional Connection Opportunities

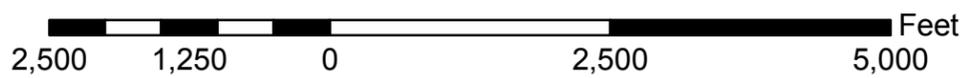


Note: This map is for planning purposes only and is not intended to be a user map for recreation. Utility easements shall be considered for potential trail connections where feasible. Trails within residential subdivisions may be for residents and guests of the subdivision only.

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:  
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 Kitsap County Assessor's Land Use Table, used to determine Private Open Space and Parks and updated by the City of Poulsbo Planning Department



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# Chapter 9. Economic Development



## 9.1 Community Key Goals – Economic Development

- Guide and enhance Poulsbo’s positive economic climate that attracts and supports business retention, expansion and recruitment.
- Attract businesses and foster local entrepreneurship that serves Poulsbo residents, the greater North Kitsap community, and our valued tourists.
- Support the provision and expansion of education at all levels and training opportunities, to maintain and enhance a skilled workforce.
- Support economic development initiatives for Poulsbo residents to have access to family wage jobs, and employers have access to a talented workforce to assist in retaining and growing their businesses.
- Provide sufficient infrastructure and public facilities appropriate to support economic development.
- Encourage business activity that takes advantage of technology and promotes alternatives to commuting, including the increasing trend to work from home.
- 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

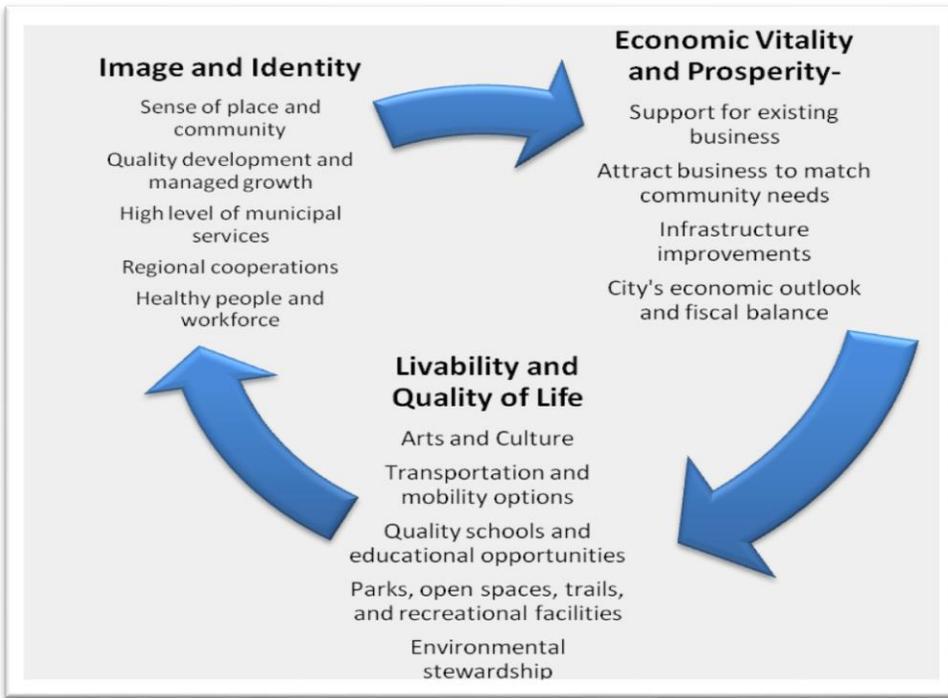
Economic vitality is essential for achieving Poulsbo’s vision of the future. This vision has always been to strengthen the community through the expansion of its tax and employment base and encourages employment opportunities. Ideally, economic development should balance

economic growth, stability, environmental protection, efficient use of land, and preservation of Poulsbo’s identity and character.

Poulsbo’s economy is largely influenced by the presence of significant Naval bases, its geographic location for a commuting workforce to Seattle and other large cities, as well as an entrance point for access to the Olympic Peninsula. Poulsbo is ideally situated at the crossroads of West Sound, and it serves as North Kitsap’s commercial, employment and residential center.

Poulsbo’s Economic Development Chapter is built upon the understanding that the City’s economy is intrinsically tied to its quality of life, as well as the identity it presents to others, whether they are visitors, shoppers, residents, developers or employers.

**Figure 9-1 Relationship of Livability and Economic Vitality**



Poulsbo is home to many small, medium-size and locally owned businesses, as well as national chain retailers. The city provides a positive business climate 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 family wage employment. The City recognizes that a healthy economy provides opportunities for diverse segments of the community. While the City can lead

and participate in economic development and revitalization, it takes effective partnerships with the business community to be successful and retain the livable and economically viable Poulsbo community.

The Economic Development Chapter, therefore, provides a policy framework that identifies how the community can retain successful businesses while pursuing future economic development opportunities. This element includes policies related to:

- Positive Business Climate
- Education and Workforce Development
- Planning and Infrastructure
- Economic Development Implementation
- Partnerships
- Livability and Economic Vitality

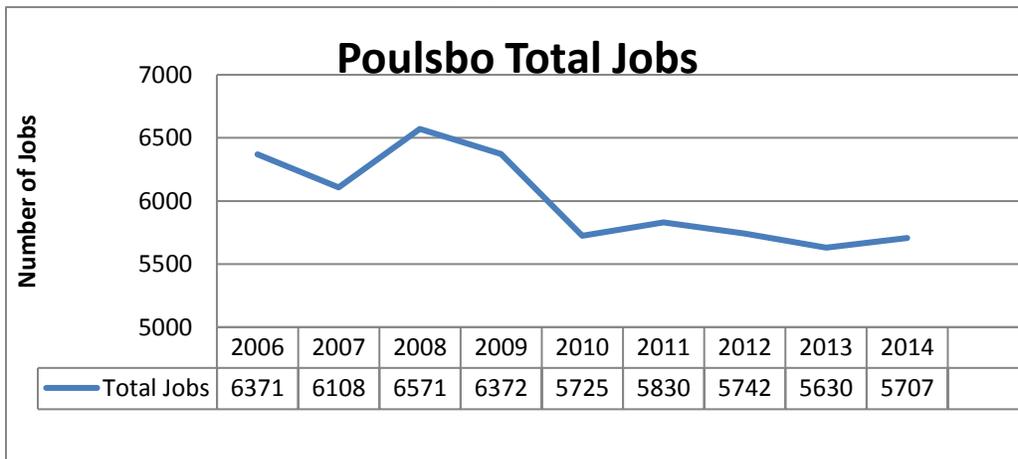
### 9.3 Today’s Conditions and Tomorrow’s Employment Targets

#### Today’s Conditions

The Puget Sound Regional Council (PSRC) monitors employment for its member jurisdictions by tracking data reported to the Washington State Employment Security Department. The data set is pulled March of each year, as a representative month when seasonal fluctuations are minimized. The unit of measurement is jobs – rather than persons – and includes part time and temporary positions.

While Poulsbo’s total number of jobs declined from its peak in 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**



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

## 2036 Employment Targets

In 2014, the Kitsap Regional Coordinating Council adopted employment targets that are consistent with the Puget Sound Regional Council's Regional Growth Strategy (a land use policy document which is part of PSRC Vision 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 employment growth by jurisdiction is shown in Table ED-2:

**Table ED-2 Kitsap 2036 Employment Growth Targets by Jurisdiction**

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

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

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.

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

UGA	Growth Allocation 2036		Total Capacity	Difference	Capacity/Demand Ratio
	Total	Percent	Total Job Capacity	Total Capacity Minus Allocation	Ratio
<b>Bainbridge Island</b>	2,808	6.1	2,941	1,363	1.04
<b>Bremerton</b>	18,003	39.0	19,182	1,179	1.06
<b>Bremerton UGA</b>	1,385	3.0	1,383	-2	1
<b>Central Kitsap UGA</b>	1,200	2.6	1,012	-188	0.84
<b>Kingston UGA</b>	600	1.3	638	38	1.06
<b>Port Orchard</b>	3,132	6.8	5,569	2,437	1.78
<b>Port Orchard UGA</b>	1,846	4.0	3,634	1,787	1.97
<b>Poulsbo</b>	4,155	9.0	4,010	-145	.97
<b>Poulsbo UGA</b>	46	0.1	64	18	1.39
<b>Silverdale UGA</b>	9,106	19.7	6,409	-2,697	0.7
<b>Total Urban</b>	42,281	91.6	44,842	3,774	1.181
<b>Rural</b>	3,877	8.4	N/A	N/A	N/A
<b>Total Urban and Rural</b>	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. However, there is likely additional capacity within underutilized existing commercial buildings that is sufficient for the capacity deficient which further analysis can substantiate. Additionally, a land use and zoning re-designation of approximately 5 acres of residentially zoned property to a non-residential zoning district would provide sufficient land capacity for the 127 job deficient.

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.

## 9.4 Challenges and Opportunities

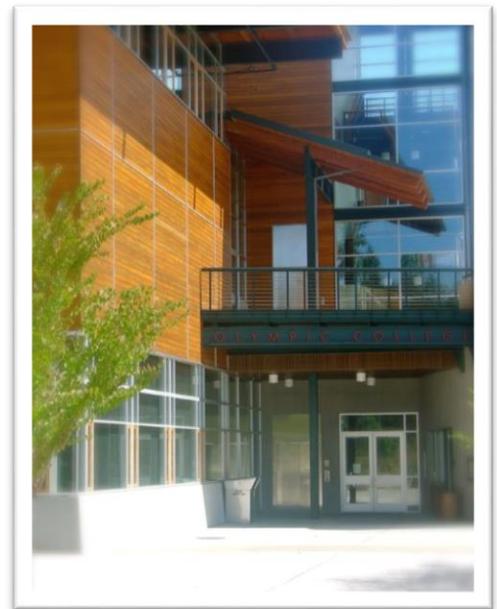
Poulsbo is strongly positioned for continued economic vitality; however, the City will need to respond to key challenges and opportunities as it continues to expand as a competitive city.

### ***Promoting innovative and entrepreneurial development:***

Innovation and entrepreneurialism are keys to success in an evolving economy, and Poulsbo will need to be competitive to attract and retain the talent that thrives on innovation. The City and community can do more to cultivate an environment that supports 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.

### ***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.



*Olympic College/WWU Poulsbo Campus*

### ***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. Encouraging cohesive, cooperative and more comprehensive marketing of Poulsbo presents many exciting opportunities for improvement.

### ***Workforce Housing***

To support a healthy economy, there is a need for housing options for workers at all income levels. Promoting housing affordability will be a challenge as Poulsbo continues to grow.

### ***Maintaining Poulsbo’s Economic Prosperity***

Poulsbo’s resilience in the aftermath of the Great Recession (2007-2009) is testimony to a diverse economy. The challenge now is to build on the strengths that economic diversity and innovation can yield, without losing or diminishing the quintessential elements that make Poulsbo, well, Poulsbo.

## **9.5 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 allocation, or the housing investment decisions made by the private sector. Given a community willingness to maintain a strong economy, the City can act in a leadership role to



*Entrance into Powder Hill Business Park*

communicate the importance of a positive economic climate and work with others to achieve it.

## **GOAL ED-1**

**Nurture an economic climate that will attract and retain businesses, and assist in their development, expansion and success.**

### ***Policy ED-1.1***

*Promote and maintain a business climate that supports the retention and expansion of the city's economic base.*



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

### ***Policy ED-1.2***

*Support the retention and expansion of existing firms by promoting local businesses and locally produced goods and services.*

### ***Policy ED-1.3***

*Proactively recruit new businesses to locate in the City of Poulsbo. Examples of proactive recruitment activities include development of marketing and promotional printed and digital materials, and staffing for implementation activities.*

### ***Policy ED-1.4***

*Facilitate the collection, analysis and dissemination of information that promotes existing and new economic activity.*

### ***Policy ED-1.5***

*Facilitate efforts of businesses and institutions to train workers, and support and advocate continuing education for Poulsbo's business community.*

### ***Policy ED-1.6***

*Foster a culture of creativity, entrepreneurship and innovation which helps promote new business creation and job growth.*

### ***Policy ED-1.7***

*Encourage infill and redevelopment of existing or underutilized commercial and light-industrial areas.*

### ***Policy ED-1.8***

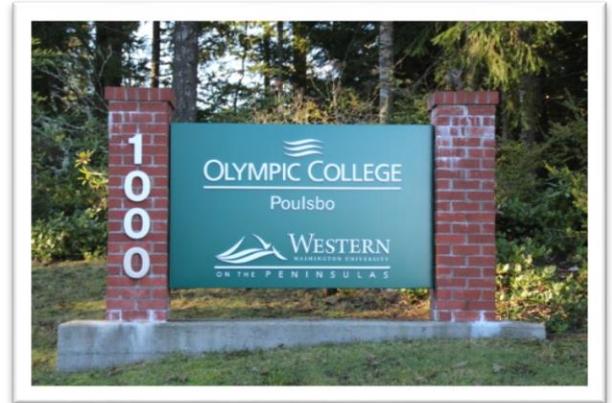
*In developing and implementing City policies and programs, decision makers should take into consideration the effects on business and the economic benefit to the community.*

### ***Policy ED-1.9***

*The City Council shall consider and weigh the impacts of the city’s policies regarding taxes, fees and utility rates on Poulsbo’s economic development goals, while recognizing the balance between economic development, the maintenance of high quality services, and the financial health of city government.*

## ***EDUCATION AND WORKFORCE DEVELOPMENT***

Poulsbo is home to several primary, secondary and higher education institutions. When combined, they contribute new ideas and innovations, cultural offerings and training opportunities that benefit students and businesses. Exceptional education provides quality of life benefits, and prepares the next generation of workers to build and maintain an innovative and creative economy. By promoting educational 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,” distinction 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***

*Support a commitment to lifelong learning which drives innovation, strengthens and diversifies existing workforce, and attracts talented new workers.*

#### **Policy ED-2.4**

*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.

The City's commitment to planning ensures that the city's infrastructure, utilities, parks and other resources 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. By doing this basic task well, Poulsbo is able to attract and retain predetermined business types.

### **GOAL ED-3**

**Provide a sufficient amount of land for commercial, light industrial, and business uses, the infrastructure and public facilities necessary to support economic growth, and an efficient and timely permit process.**

#### ***Policy ED-3.1***

*Maintain an adequate supply of developable employment lands (commercial, light industrial, office commercial industrial, and business park) to accommodate the forecasted growth and accomplish the City's economic development goals.*

#### ***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***

*Monitor 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.*

#### ***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***

*Continue to plan, identify, construct and maintain infrastructure systems and facilities required to and manage 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***

*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-3.8***

*Enforce development regulations in a consistent, objective manner.*

#### ***Policy ED-3.9***

*Ensure the City's commercial and employment zoning districts provide suitable areas and uses that support the employment needs of the community, and provide a variety of siting opportunities.*

***Policy ED-3.10***

*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 standards which are consistent with economic development goals and policies.*

***ECONOMIC DEVELOPMENT IMPLEMENTATION***

Economic development is a dynamic field, and to remain competitive, Poulsbo will need to implement its economic development strategy.

**GOAL ED-4**

**Encourage an economic development strategy that is flexible and nimble, able to respond quickly to market changes and climate.**

***Policy ED-4.1***

*Encourage an environment supportive of entrepreneurial activities, evolving business models and emerging work forces.*

***Policy ED-4.2***

*Accommodate a mix of jobs, while actively seeking a greater proportion of family wage jobs that will benefit a broad cross-section of Poulsbo residents.*

***Policy ED-4.3***

*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***

*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***

*Support the Kitsap Public Utility District efforts to install telecommunication infrastructure, especially high-capacity fiber optic cable.*

### ***Policy ED-4.7***

*Monitor trends in telecommunication and technology, ensuring that new infrastructure will be in place or available for the future businesses.*

### ***Policy ED-4.8***

*Support development of flexible workspaces where people with shared interests can meet, collaborate and develop their business ideas and products.*

## ***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 Marketing 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**

**Foster partnerships with local businesses, civic clubs and government agencies to build upon and expand Poulsbo's economic base.**

### ***Policy ED-5.1***

*Continue to participate with and support the Kitsap Economic Development Alliance as a primary resource to provide advice and data on economic development issues, the potential for retaining and expanding existing industries, and attracting new job opportunities.*

### ***Policy ED-5.2***

*Continue to partner with the Chamber of Commerce and Historic Downtown Poulsbo Association and other organizations to promote and market the city's retail districts. Assist the Chamber and Downtown Merchants in development of community marketing materials.*

### ***Policy ED-5.3***

*Cooperate with Kitsap County, state agencies, and the private sector, to ensure that public improvements necessitated by new private development are funded equitably.*

***Policy ED-5.4***

*Continue working with the Port of Poulsbo to provide and promote Poulsbo as a destination for the boating community, and to assist the Port where feasible, to improve their facilities including additional parking for port use.*

***Policy ED-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.*

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 Benaroya I, 5372c, 3/13/97 Order, at 8.]

***Policy ED-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.**

***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.*

***Policy ED-6.6***

*Maintain and implement programs specifically designed to improve Poulsbo's community appearance (i.e. graffiti, litter, weed abatement, property maintenance.)*

***Policy ED-6.7***

*Encourage and support community, entertainment and evening activities throughout the commercial areas of the city, to broaden the community's choices of things to do after dark.*

# 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.*

**Policy UT-1.5**

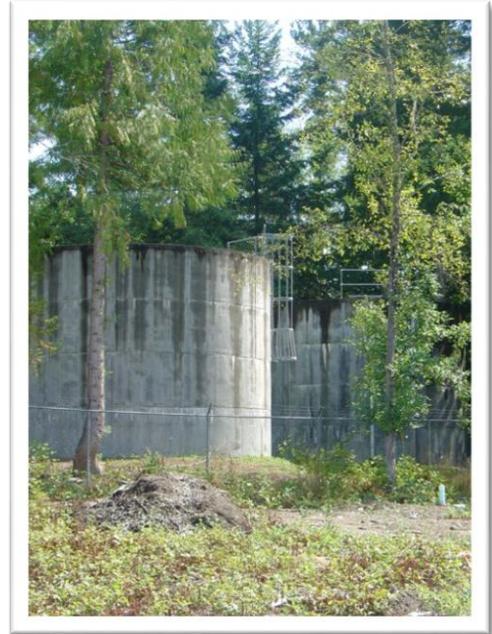
*All new water and sewer mains shall be installed in public right-of-way, and the use of private easements for such locations shall be avoided as much as possible.*

**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.*



*City's 4<sup>th</sup> Avenue water tanks*

**Policy UT-1.8**

*Provide reliable water service for domestic use, fire flow protection and emergencies.*

**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 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**



*Anderson Parkway storm water filterra*

*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 pickups 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.

### ***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.

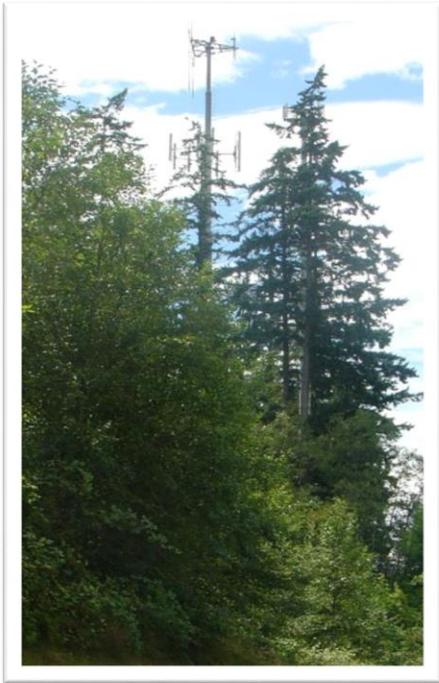
The location, capacity and timing of improvements within CNG's service area depends primarily on opportunities for expansion and the location of city growth. There are usually several alternative routes possible when connecting to the existing system. The ultimate route will depend on right-of-way, environmental 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 4<sup>th</sup> 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.*

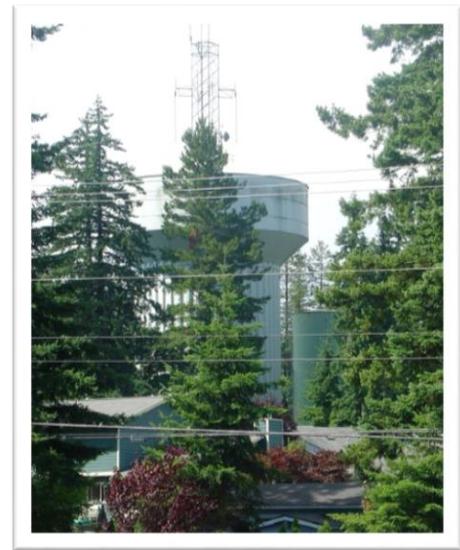
***Policy UT-3.3***

*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.*

***Policy UT-3.5***



*City's water tank  
at Lincoln Avenue*

*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.*

# CITY OF POULSBO

Kitsap County, Washington

Land Use Comprehensive Plan Map Series

Adopted December 21, 2016

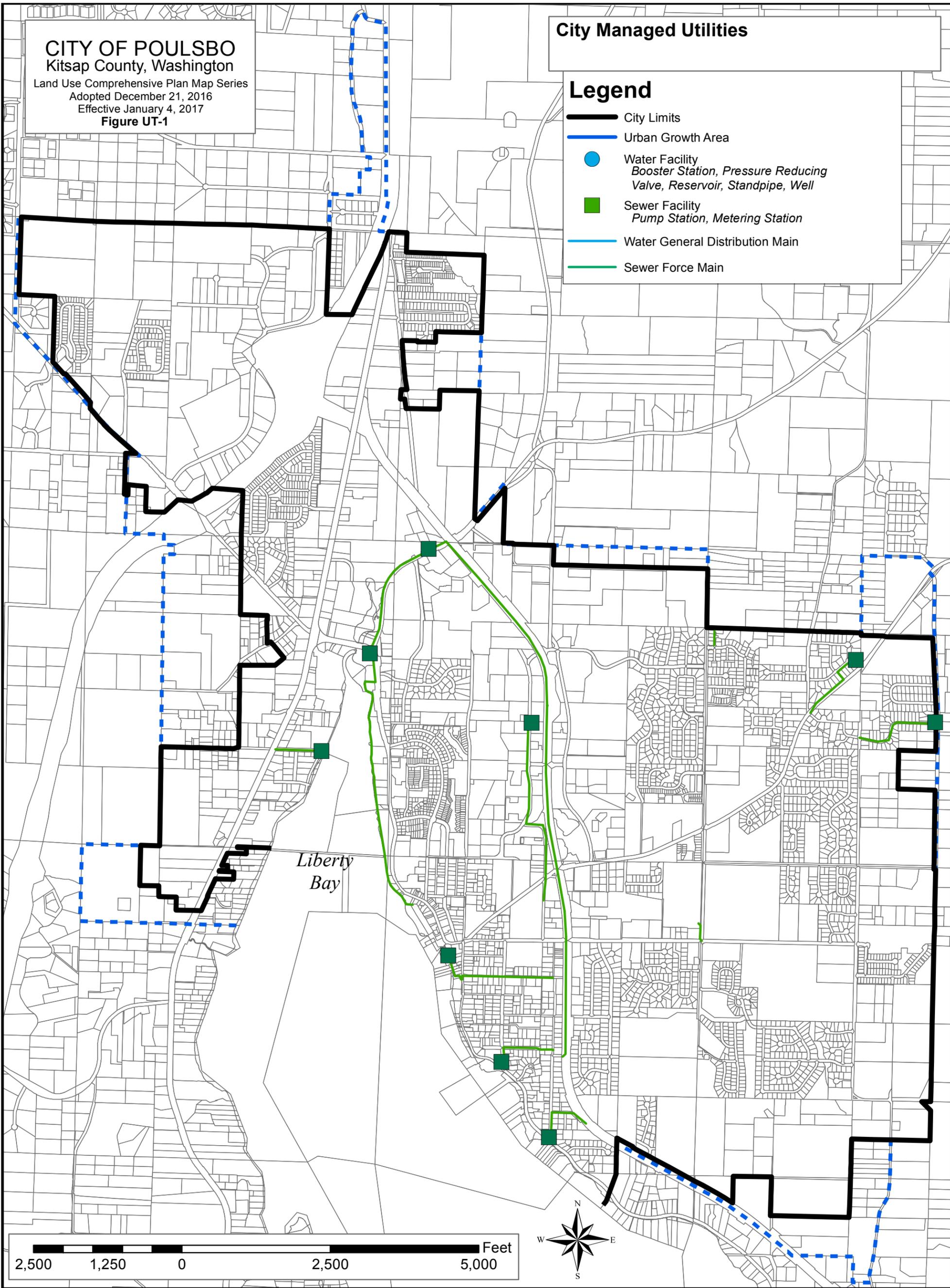
Effective January 4, 2017

Figure UT-1

## City Managed Utilities

### Legend

- City Limits
- Urban Growth Area
- Water Facility  
Booster Station, Pressure Reducing Valve, Reservoir, Standpipe, Well
- Sewer Facility  
Pump Station, Metering Station
- Water General Distribution Main
- Sewer Force Main



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.

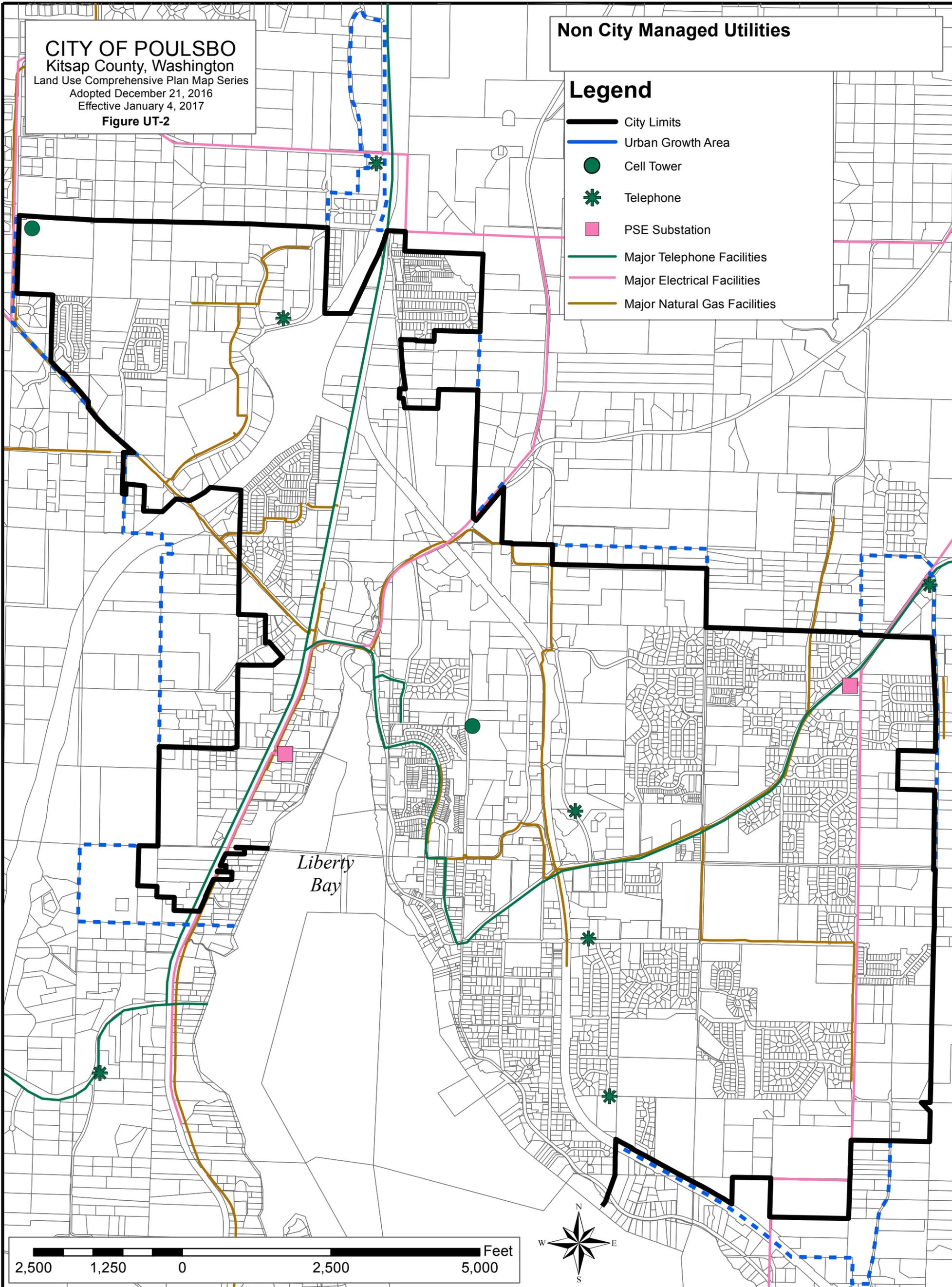
This infrastructure map series is intended for general infrastructure planning. These maps are schematic representations of physical features, infrastructure and land ownership boundaries. The map information was derived from available public records and existing sources, not from surveys. Studies may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

**CITY OF POULSBO**  
 Kitsap County, Washington  
 Land Use Comprehensive Plan Map Series  
 Adopted December 21, 2016  
 Effective January 4, 2017  
**Figure UT-2**

**Non City Managed Utilities**

**Legend**

-  City Limits
-  Urban Growth Area
-  Cell Tower
-  Telephone
-  PSE Substation
-  Major Telephone Facilities
-  Major Electrical Facilities
-  Major Natural Gas Facilities



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.

# 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.

**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.*

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.]

***Policy PI-2.2***

*Conduct a substantial Comprehensive Plan review every 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 as needed. New Census data will be utilized for implementation and administration purposes as it becomes available and the data will be incorporated into the substantial Comprehensive Plan review.*

***Policy PI-2.3***

*Update ~~any other~~ applicable City code provisions as soon as possible following a Comprehensive Plan amendment or where a major revision to the Comprehensive Plan has been adopted.*

***Policy PI-2.4***

*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.*

***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. 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 “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 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 2036 planning period – any changes in these will require textual amendments to the CFP.

New projects added to Table CFP-3 “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 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 Title 19 of the Poulsbo Municipal Code. The City shall establish a docket for any proposed amendments to the Poulsbo Comprehensive Plan once a year, 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.*