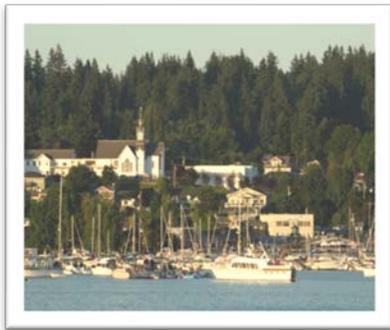


# Chapter 2. Land Use



## 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.

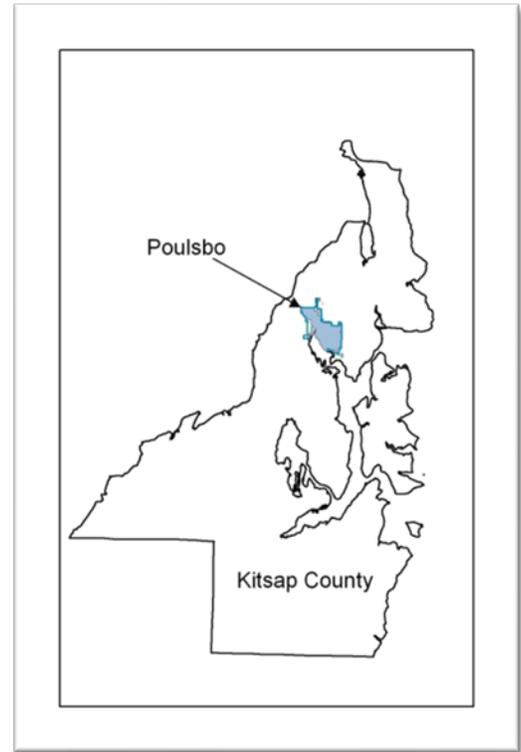
Further, the policies in this chapter work in tandem with the 2036 Comprehensive Land Use Plan Map, which illustrates the location of various land use categories. Please refer to Figure LU-1 for the Land Use Map.

## 2.3 Profile of Poulsbo

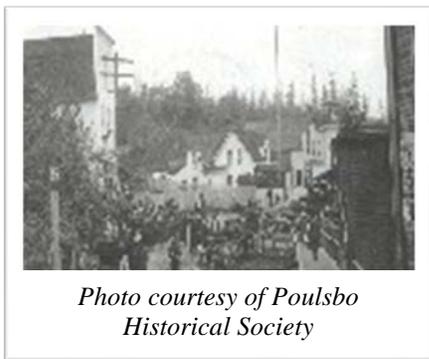
### Poulsbo's Setting

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



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

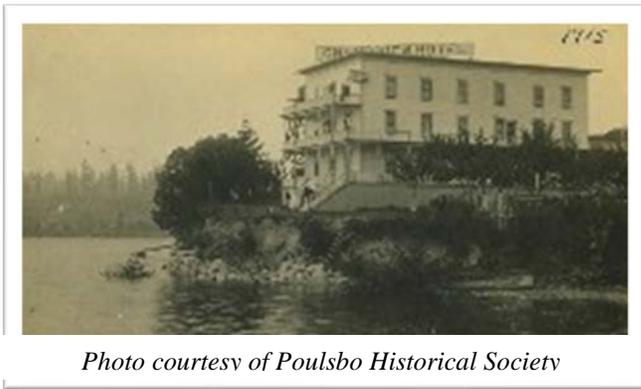
The first twenty-five years saw Poulsbo become a well-established community with a post office and school established in 1886, a Norwegian Lutheran Church (Fordefjord Lutheran) in 1887, an orphans home in 1891, a hotel in 1892, the Kitsap County Herald in 1900, a telephone company in 1907, a bank in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

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



*Photo courtesy of Rangvald Kvelstad Collection Poulsbo*

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.

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



*First Lutheran Church*

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

People of varying ethnic and religious backgrounds came to live in Poulsbo and help with the defense effort.

In the mid-1970's, Poulsbo underwent a second major change with the arrival of the Trident nuclear submarines at the 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.

## **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.

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.



*Single family residence in Old Town  
Poulsbo residential neighborhood*



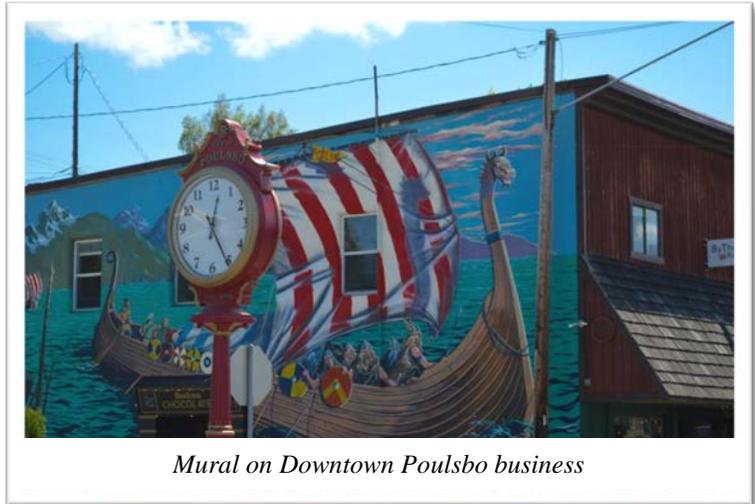
*Entrance into Poulsbo Garden  
neighborhood*



*Meredith Heights neighborhood*

## **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.



*Mural on Downtown Poulsbo business*

### ***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 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.



### **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

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.]

coordinates and partners with Kitsap County on issues, challenges and projects as appropriate for the greater North Kitsap area.

**Population Allocation**

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

*“Counties and cities that are required or choose to plan under RCW 36.70A.040 shall ensure that, taken collectively, adoption of and amendments to their comprehensive plans and/or development regulations provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their allocated housing and employment growth, as adopted in the applicable countywide planning policies and consistent with the twenty-year population forecast from the office of financial management.” RCW 36.70A.115.*

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.]

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.

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.

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

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

**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:

$$2036 \text{ Total Population of } 14,808 - \text{Current Year City Population and UGA population} = \text{New growth remaining}$$

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

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.]

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.

## 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.*

**RESIDENTIAL LAND USE**

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

**Residential Low:**

The Residential Low (RL) land use designation is the primary residential land use designation in Poulsbo and allows for a density range of 4-5 dwelling units (du) per acre. This designation will primarily be single-family detached residential units on minimum 7,500 square feet and maximum 10,890 square foot lots. Some institutional uses, such as churches or schools may be suitable to be located within this land use designation.

**Residential Medium:**

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



*Snowberry Bungalows*



*Duplexes at Austurbruin*



*Condominiums at Liberty Bay Estates*

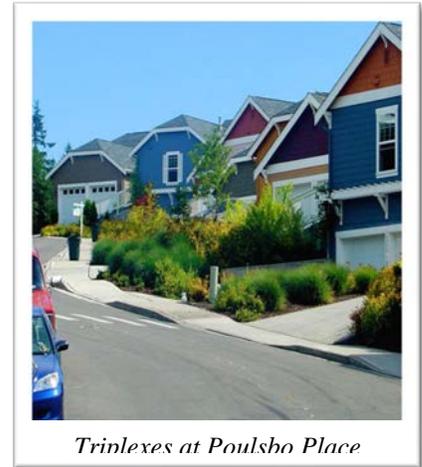
## **GOAL LU-2**

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

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

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

- *Low Density Residential (RL) minimum 4 du/net acre to 5 units/gross acre;*
- *Medium Density Residential (RM) minimum 6 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.*



### ***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.*

**COMMERCIAL LAND USE**

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

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



*Front Street in Downtown Poulsbo*

**Commercial:**

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

### **GOAL LU-3**

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

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

*The City shall support and build upon the Kitsap Countywide Planning Policy designations for Poulsbo Town Center and Olhava Mixed Use Center, (Centers of Growth, Element C), 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.*

#### ***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.*

#### ***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.*



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

**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)).

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

Consistent with this goal of controlling the spread of urban growth, GMA limits the territory that a city may annex to that which lies within its urban growth area. And while limiting the territorial extent of annexations, GMA facilitates the process of annexation through the very comprehensive planning process it mandates.

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

The City primarily annexes through the petition method of annexation. From 2003 to 2011, the City has entertained petitions and has approved seventeen annexations, ranging from 2 acres to 133 acres in size. In 2008, the City initiated an annexation task force to review in detail the process of annexation, public notification, utility provisions, property tax implication and other pressing issues. The City Council adopted a resolution (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.*
- 5. Any other factor deemed important by the City Council.*

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

**Policy LU-7.4**

*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.

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.]

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 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.*

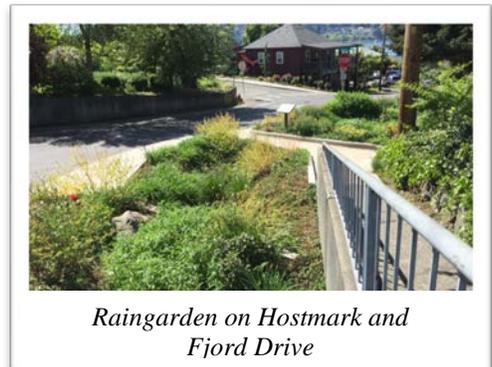
**Policy LU-11.2**

*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.*



**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.**

**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.*



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



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

**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.

**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.**



*Street trees in Poulsbo Place neighborhood*

### ***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.*

***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.*

*INSERT COMPREHENSIVE LAND USE MAP HERE*

Figure LU-1 2036 Comprehensive Land Use Plan Map