

Chapter 3.0 | Affected Environment, Impacts, & Mitigation Measures



Introduction

This Chapter is organized to share natural environment conditions followed by built environment conditions, and describes the affected environment, potential impacts, and mitigation measures for the following topics:

Natural Environment

- Section 3.1 Earth
- Section 3.2 Air Quality
- Section 3.3 Water Resources (Surface Water and Groundwater)
- Section 3.4 Fish, Wildlife, Plants

Built Environment

- Section 3.5 Land and Shoreline Use
- Section 3.6 Plans & Policies
- Section 3.7 Population, Housing & Employment
- Section 3.8 Transportation
- Section 3.9 Historic and Cultural Resources
- Section 3.10 Public Services
- Section 3.11 Utilities

Following a summary description of current conditions (affected environment) for each element of the environment, the analysis compares and contrasts the four alternatives and identifies mitigation measures for identified impacts. It also summarizes whether there are significant unavoidable adverse impacts.

The affected environment and impacts are described for the Pousbo city limits and the unincorporated Pousbo urban growth area.

The analysis is broad, areawide, and comparative, considering the non-project proposals (WAC 197-11-442). Where there is a potential for more than a moderate adverse impact on environmental quality (WAC 197-11-794), existing or potential mitigation measures are posed. Consistent with the non-project analysis, mitigation measures are policy, plan, regulation or program activities that the City could undertake to limit impacts. See description of mitigation measures below:

Mitigation Measures

Per WAC 197-11-766, mitigation means to avoid, minimize, rectify, reduce or eliminate, compensate, or monitor the impact and take corrective action. For this programmatic evaluation, three types of mitigation are considered in each section of Chapter 3:

- **Incorporated Plan Features:** Inherent or self-mitigating features of the proposals and alternatives such as current or proposed policies that establish protocols or strategies to reduce impacts.
- **Applicable Regulations & Commitments:** City, Regional, State or Federal laws, rules or programs that are designed to reduce potential impacts such as development regulations (e.g. zoning and design standards, critical areas regulations, stormwater manual, concurrency ordinance).
- **Other Potential Mitigation Measures:** Additional concepts or ideas that could be considered for inclusion, expansion, or revision in City policies, code, or programs that have the effect of reducing impacts.

3.1 Earth

Earth resources consist of geologic features and related processes, including but not limited to, soil, slope and channel erosion, landslides, seismic events (including tsunamis and high wave hazards), and volcanic hazards. Geologic conditions can limit development in certain instances, particularly near geologically hazardous areas. Soil and slope disturbances caused by development activities can exacerbate geologic hazards. Development activities within or adjacent to geologically hazardous areas may require mitigation measures to prevent environmental impacts and damage to infrastructure, as well as to protect health and safety.

3.1.1 Affected Environment

This section addresses current conditions and potential impacts of alternatives on earth and soils, including geologic hazards like erosion, landslides, earthquakes, and others. The thresholds of significance include:

- Increased risk of flooding, erosion, and landslides through increased use of vulnerable lands.
- Increased risk of a geologic hazard that exposes population to injury or substantial property damage.
- Increased development intensity could impact earth resources.

Climate

Poulsbo experiences a mild climate with relatively little seasonal temperature variation year-round. The area is influenced by the moderating effects of Puget Sound and the Pacific Ocean. Summers are typically warm and dry, with average temperature ranges of 70–80°F during the day and 50–60°F at night. Winters are cool and wet, with temperatures rarely falling below freezing. During the winter, the average temperature ranges from 40–50°F during the day and 30–40°F at night. Annual precipitation for Poulsbo is 51.6” and 7.8” of average annual snowfall. The Olympic Mountains create a rain shadow effect that helps shield the region, including Poulsbo, from heavy precipitation events. This effect contributes to geographic variation in precipitation that occurs throughout the county. On average, 80 percent of the region’s precipitation falls between October and March, with July being the driest month and December the wettest. Strong winds and heavy rains associated with winter storms have the potential to damage trees, buildings, utility lines, and can result in flood events.

Topography

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 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.

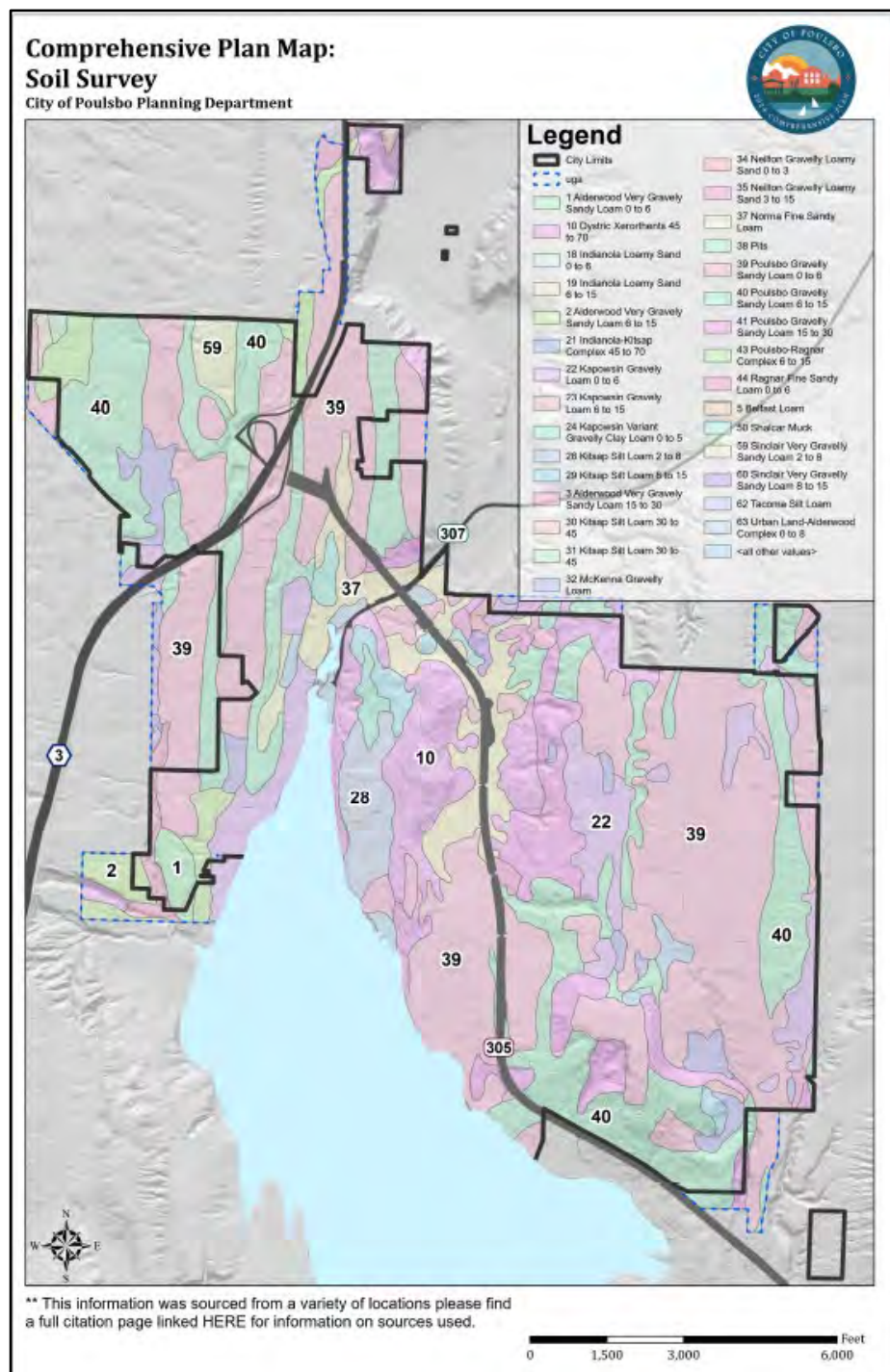
Soils

The soils of Kitsap County were formed mainly in glacial drift deposited by the most recent of 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 basal till covered by a thin discontinuous layer of ablation till. The Kapowsin, Poulsbo and Sinclair soils, prominent soils in Poulsbo, were formed in this till material.

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

Exhibit 3.1-1: Poulsbo Soil Survey Map



Geologically Hazardous Areas

Geologically hazardous areas are places highly susceptible to erosion, landslides, earthquakes, or other significant geologic events. In Poulsbo, the most hazardous of these areas is typically found along the marine shorelines, stream ravines and ridges. The intent of identifying, classifying and designating geologic hazard areas is to evaluate whether development should be prohibited, restricted or otherwise controlled because of danger from geological hazards. In some cases, the risk from geologic hazards can be reduced or mitigated to acceptable levels by engineering design or modified construction practices and is completed through a site-specific analysis by a qualified professional.

Geologic Hazard Areas are defined in the Growth Management in [WAC 195-190-120](#) and defined in [WAC 365-190-030\(9\)](#). WAC 365-190-120 designates four categories of Geologically Hazardous Areas: Erosion Hazard, Landslide Hazard, Seismic Hazard, and areas subject to other geologic events such as coal mine hazards and volcanic hazards.

Poulsbo Critical Areas Ordinance (CAO) regulates development in geologically hazard areas as may be permitted when an approved geotechnical or geological report indicates that the development can be designed and/or engineered to pose no significant threat to public health or safety ([PMC 16.20.400](#)).

Geologically Hazardous Areas Mapping

Geologically Hazardous Areas are identified and mapped as Exhibit 3.1-3 below and included as Figure NE-1 in the Draft Comprehensive Plan's Natural Environment Chapter. The Soil Survey Geographic database for Kitsap County (U.S. Department of Agriculture, Natural Resource Conservation Service), Coastal Zone Atlas, and Soil Survey of Kitsap County Area, Washington are the primary sources of soil analysis and identification. The Geologically Hazardous Area map was based upon the data in the three documents.

The city also utilizes topographic mapping and LIDAR to identify the presence of steep slope areas. Site specific topographic surveys, geologic information and slope analysis are required to be submitted with applications for projects in areas mapped as geologically hazardous to determine the extent and location of regulated steep slope areas more accurately on a site.

The following classifications are mapped in Exhibits 3.1-3 and 3.1-4:

High Geological Hazard Areas:

Areas of HIGH EROSION HAZARD:

- a. Channel Migration Zones, as mapped by the Washington Department of Ecology.
- b. Coastal erosion with a sediment source rating value of 0.6 to 1.0, per the Prioritization Analysis of Sediment Sources in Kitsap County

Areas of HIGH LANDSLIDE HAZARD.

- a. Shallow landslide areas with Factor of Safety (FS) of 0.5 to 1.5. FS is a method (Harp, 2006) for slope stability based on the angle of the slope from LiDAR elevation data and strength parameters.
- b. Areas with slopes greater to or equal to 30 percent in grade and deemed by a qualified geologist or geotechnical engineer to meet the criteria of U, UOS, or UR S.
- c. All deep-seated landslides areas. Areas of high seismic hazard are those areas with faults that have evidence of rupture at the ground surface.

Moderate Geological Hazard Areas:

MODERATE EROSION HAZARD AREA:

- a. Areas identified as geologically hazardous for soil erosion. (soil type and slope grade) by NRCS Kitsap County Soil Survey.
- b. Slopes 15 percent or greater, not classified as I, U, UOS, or UR S with soils classified by the U.S. Department of Agriculture NRCS as "highly erodible" or "potentially highly erodible".
- c. Coastal erosion with a sediment source rating value of 0.3 to 0.6 per the Prioritization Analysis of Sediment Sources in Kitsap County.

Areas of MODERATE LANDSLIDE AREA.

- a. Shallow landslide areas with FS of 1.5 to 2.5
- b. Slopes of 15 percent or greater and not classified as I, U, UOS, or UR S, with soils classified by the U.S. Department of Agriculture NRCS as "highly erodible" or "potentially highly erodible"; or slopes of 15 percent or greater with springs or groundwater seepage.
- c. Slopes in all areas equal to or greater than 40 percent.

Areas of MODERATE SEISMIC HAZARD.

- a. Areas susceptible to seismically induced soil liquefaction, such as hydric soils as identified by the NRCS, and areas that have been filled to make a site more suitable for development. This may include former wetlands that have been covered with fill.
- b. Areas identified as Seismic Site Class D, E, and F.

Faults without recognized evidence of rupture at the ground surface.

Erosion & Landslide Hazards Summary

Erosion hazard areas include soils susceptible to severe surface erosion, which can cause downslope movement of silt and sediment. Slopes with minimal vegetation are at an increased risk for erosion hazards. Channel erosion can occur along the banks of streams with steep slopes and high flow velocities.

Erosion and landslide hazard areas are defined and regulated in the City of Poulsbo CAO (PMC 16.20) within the geologically hazardous area section. The development standards in this section are based on the protection of life, safety, and property. Development within the vicinity of a geologically hazardous area, including landslide and erosion hazard areas, may be permitted based on the site-specific analysis contained within a geotechnical or geologic report prepared by a geotechnical engineer, licensed geologist, or designated qualified professional. Several specific locations of the

Seismic Hazards Summary

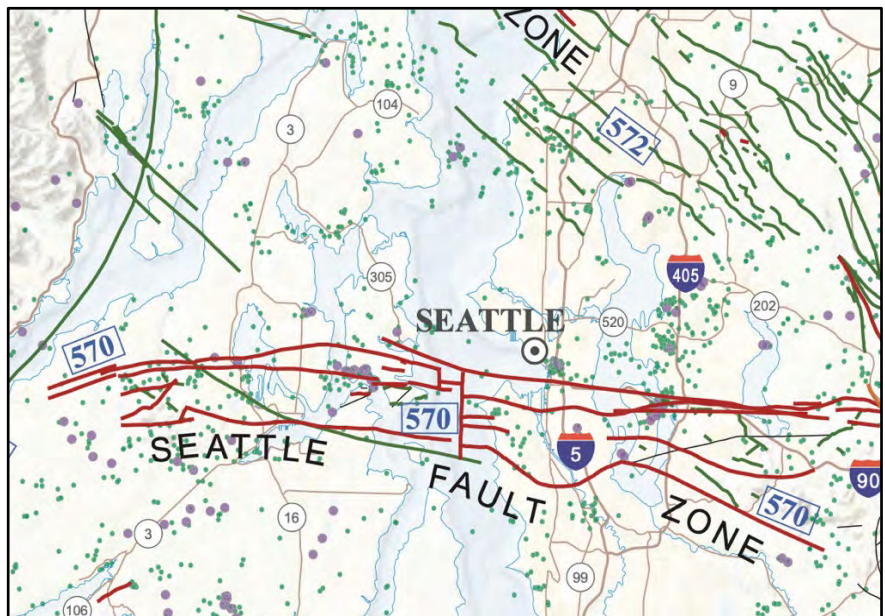
Washington State is located at a convergent boundary (subduction zone) between the North America and Juan de Fuca tectonic plates, making the area subject to earthquakes and related seismic hazards. One of the major fault zones, the Seattle fault zone, begins in Kitsap County and runs east across Bainbridge Island and Puget Sound. The Seattle fault zone is considered recently active with a high probability of producing a seismic event. A seismic event would be capable of causing strong ground shaking and ground rupture. An event of this nature could result in significant seismic-related hazards depending on the size and location.

Seismic Risk Zones are classified on a scale from zero to four, with four being the highest risk. The Puget Lowland, which includes Kitsap County, is classed as a Seismic Risk Zone 3. The largest of the recorded earthquakes in the region were the magnitude 7.1 Olympia earthquake in 1949, followed by the magnitude 6.8 Nisqually earthquake in 2001. The Nisqually earthquake was the most recent earthquake to cause significant damage to Kitsap County, causing minor to moderate damage to approximately 750 residents (FEMA Risk Report Kitsap County 2015). The duration of these high magnitude earthquakes varied with the strongest shaking during the 1949 Olympia earthquake lasting about 20 seconds and 40 seconds during the 2001 Nisqually earthquake.

Key points of the affected environment include the following:

- The City of Poulsbo lies within a seismically active area. Certain conditions are expected to increase the risk of seismic damage, particularly in areas of slope instability, slopes greater than 40 percent, and soils with a high potential for differential settlement and/or liquefaction.
- The degree of geologic hazards is based on factors such as degree of slope, presence of landslides, or areas that are prone to liquefaction.

Exhibit 3.1-2: Faults and Earthquakes



Source: Washington State Dept of Natural Resources

Exhibit 3.1-3: Geologically Hazardous Areas

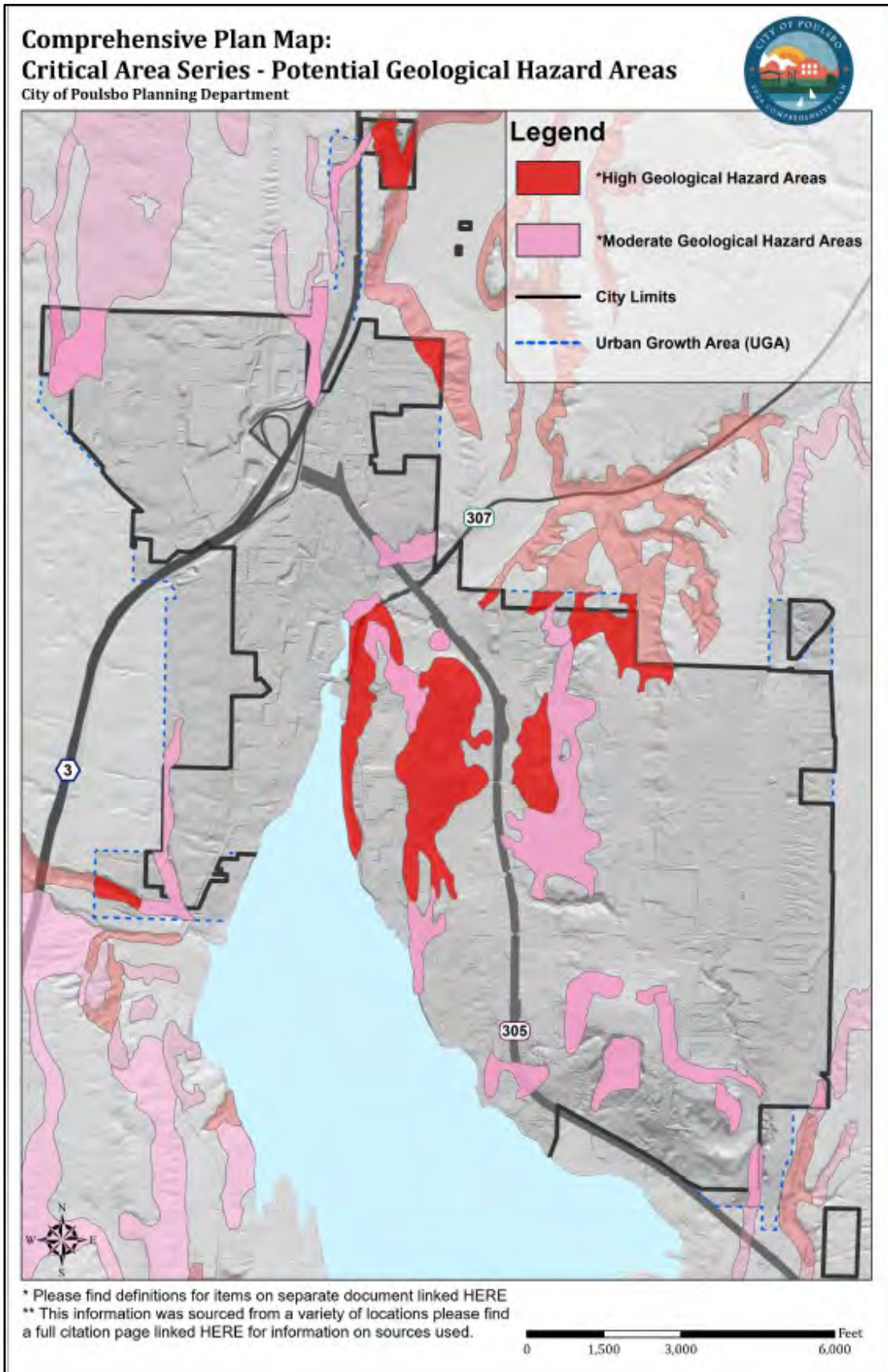
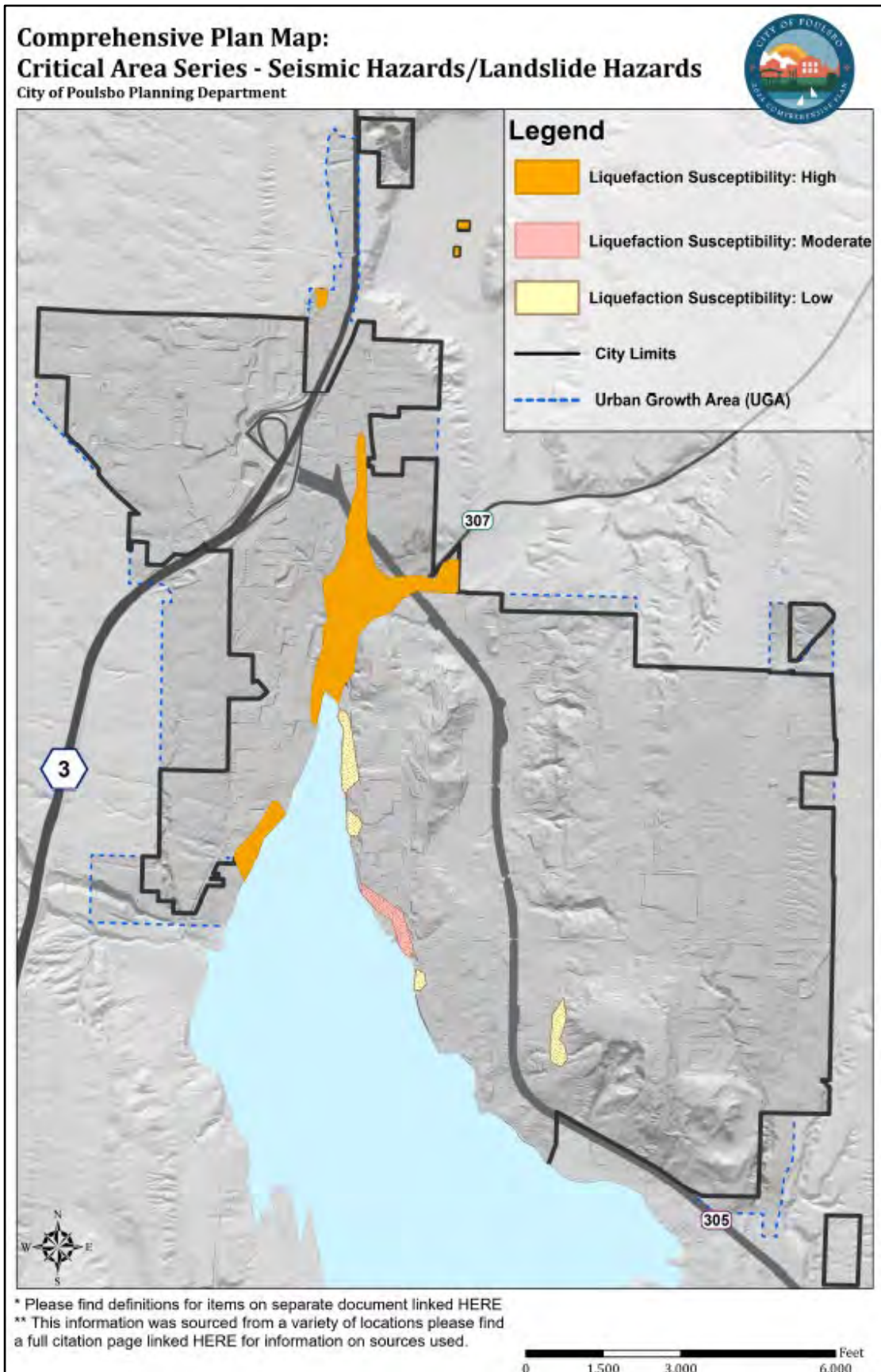


Exhibit 3.1-4: Seismic Hazards Map



3.1.2 Impacts

Impacts Common to All Alternatives

The impacts of geologic hazards on new and infill development and redevelopment throughout Poulsbo due to population and job growth were evaluated for this analysis. New, infill and redevelopment residential, commercial and business construction, road improvements and utility installation will involve land clearing, fill, excavation, grading and alteration of drainage that may potentially affect the earth environment in a variety of ways:

- The removal of vegetation may decrease habitat value, reduce wind buffering, alter light and glare, increase surface temperature fluctuations, diminish rainwater storage, change hydrologic characteristics, require burning or other disposal, affect soil stability and structure.
- Placement of earth fill may alter topography, create unstable side slopes, destabilize hill slopes, alter subsurface and surface drainage, create ponding, contaminate groundwater, damage root systems, require disposal sites, and accelerate erosion.
- Temporary grading and construction activities may result in a combination of impacts typical of earth fills and excavation depending on the degree of the cut and/or fill but will always disrupt the soil surface and therefore likely result in increased erosion potential.
- Altered drainage from land disturbance activity may result in a destabilized drainage network. Accelerated runoff or diversion of drainage from one system to another may result in the temporary or prolonged overburdening of channel carrying capacity, causing scouring of stream banks, possible flooding and downstream sediment deposition.
- An increase in impervious surfaces may result in changes to surface water and ground water quality and quantity.

All alternatives would increase population growth that could be exposed directly (e.g., homes built prior to critical area regulations) or indirectly (e.g., roads, stormwater systems) to geologic hazard areas such as erosion and landslide hazard areas; these areas could be more susceptible to climate exacerbated hazards.

As such, while all alternatives will result in localized areas that could experience earth-related impacts, sufficient planning tools and resources are available to prevent significant unavoidable adverse impacts under the proposed alternatives.

Impacts of Alternatives 1 and 2

Alternative 1 provides for the lowest opportunity for growth of the alternatives by incorporating no changes from current conditions. This Alternative would rely upon intensification of development within the current densities but could still result in urban type structures and heights. The development activities associated with intensification activities can lead to soil compaction and subsequently loss of soil productivity by the expanding impervious surfaces, modifying soil structure, and increasing site contamination, as referenced in Impacts Common to All Alternatives above.

All areas under Alternatives 1 and 2 that contain areas of High Geologic Hazard, Moderate Geologic and hydric soils that could be subject to liquefaction during seismic events.

Impacts of Alternative 3

The impacts to earth resources would be similar to those experienced with Alternative 1 and 2 but will include impacts commensurate with the increased densities and heights associated with Alternative 3. Alternative 3 focuses residential and job growth primarily within the SR-305 Corridor Center subarea. New residential development is encouraged to be constructed vertically in areas of infill or redevelopment under this Alternative. Intensification of development would increase the extent of impervious surfaces, modify soil structures, and allow potential for chronic soil contamination as a result of development activities.

This Alternative also encourages vertical development by increasing the maximum building height allowance. This allowance would reduce the impervious surface construction compared with low-rise development of similar capacity and could be considered a stormwater runoff mitigation strategy in densified areas. Areas with hydric soil are more prone to liquefaction and may experience greater damage during larger regional earthquakes.

Impacts of Alternative 4

Impacts on Earth resources would be generally consistent with those of Alternative 3. Alternative 4 also focuses residential and job growth primarily within the SR-3 Corridor Center, and would increase density in the Residential Medium and High land use and zoning districts. New residential and employment development is encouraged to be constructed vertically in areas of infill or redevelopment under this Alternative. Intensification of development would increase the extent of

impervious surfaces, modify soil structures, and allow potential for chronic soil contamination as a result of development activities.

This Alternative also encourages vertical development by increasing the maximum building height allowance, particularly within the SR305 Corridor. This allowance would reduce the impervious surface construction compared with low-rise development of similar capacity and could be considered a stormwater runoff mitigation strategy in densified areas. Areas with hydric soil are more prone to liquefaction and may experience greater damage during larger regional earthquakes.

Summary of Impacts by Alternative

Existing regulations in the Pousbo Municipal Code for the avoidance, minimization, and mitigation of geologically hazardous areas are expected to mitigate potential impacts to less than significant levels under all alternatives. Impacts under all alternatives are presumed to be no or low impact. Alternatives 3 and 4, due to the prevalence of slopes in the SR 305 Corridor, is identified as potential moderate impact with increased development.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Increased risk of a geologic hazard that exposes population to injury or substantial property damage	⊗	⊗	⊗	⊗
Increased development intensity that could impact localized earth resources	⊗	⊗	+	+
Erosion that is likely to not be contained on future development sites	⊗	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ Moderate impact ⊕ High impact ⊕ ⊕				

3.1.3 Mitigation Measures

For all alternatives, a variety of management actions will reduce negative impacts to the earth environment. These may be grouped into the following categories:

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding earth, as listed below.

- *Policy LU-12.2: Implement regulations that avoid, minimize, and mitigate erosion, sedimentation, and stormwater runoff problems including stream and shoreline erosion, related to land clearing, grading, development and roads.*
- *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.*
- *Policy NE-5.1: The Critical Areas Ordinance shall provide standards that assist in protecting human life, property and essential services from potential geologically hazardous areas. Site-specific studies submitted with development proposals in areas mapped as geologically hazardous shall be required to evaluate the risk, potential impacts and identify necessary mitigations of the proposed development.*
- *Policy NE-5.2: The City shall classify and map all known geologically hazardous areas and areas of geologic concern. Incorporate information from site-specific geotechnical reports and erosion problems into the City’s Geographic Information System to ensure the map remains relevant.*
- *Policy NE-5.3: Protect geologically hazardous areas, especially forested steep slopes, recognizing that these areas provide multiple critical areas 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.*
- *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-15.7: Identify and plant suitable trees and vegetation within degraded stream and wetland buffers and on steep slopes as a critical step in ecological conservation and erosion control.*

Zoning Regulations

Zoning mechanisms include land use designations that are most appropriate for physical setting. Density, cluster provisions, and planned residential developments provide site design flexibility. Lot coverage limitations, setback requirements, and impervious surface regulations can limit environmental impacts.

Critical Areas Ordinance

The City's Critical Areas Ordinance is a regulatory tool that addresses development standards in environmentally sensitive areas, including geologic hazard areas. In general, Poulsbo requires site-specific studies with development proposals in areas mapped as geologically hazardous, in order to 1) identify the presence of geologic hazard areas and whether the areas meet regulatory thresholds according to the code definition or criteria; and 2) prepare geotechnical reports to assess site conditions, evaluate risk and identify necessary mitigation.

Clearing and Grading Ordinance

The City of Poulsbo Clearing and Grading Ordinance regulates land clearing and grading activity requiring site planning, construction access, erosion controls, and drainage plans. Mitigation on land activity through conditions imposed on land clearing and grading permits are imposed by the City.

Best Management Practices (BMP)

BMPs are specific techniques of construction design, methodology and timing developed to minimize known impacts on the environment. BMPs may be applied temporarily during construction activities or permanently as a continually functioning component of the completed development. The following are examples of BMPs: avoiding or minimizing land disturbance or construction on sensitive soils during the wet season; erosion and sedimentation control methods; minimization of cleared areas and retention of native vegetation; permanent storm water control facilities such as detention ponds and bio-filtration swales. BMPs are typically required through conditions on development permits and/or clearing and grading permits.

Low Impact Development

Low Impact Development (LID) is an innovative approach to development which accommodates growth while striving to reduce impacts to the natural resources through the use of alternative BMPs. LID practices include, but are not limited to, control of storm water at the source through the use of micro-scale controls, water reuse and conservation measures, minimizing impervious surfaces, phased clearing and retention of native vegetation. The City adopted the Low Impact Development (LID) Guidance Manual- A Practical Guide to LID Implementation in Kitsap County in May 2009.

Density Maximization Techniques

Identifying density maximization techniques, such as clustering, planned residential developments, mixed use, accessory dwelling units, requiring minimum densities, and redevelopment opportunities, all could contribute to reducing the demand for new construction on undeveloped sites, and improve efficiency within existing developed areas.

NPDES

Federal National Pollution Discharge Elimination System (NPDES) regulations, as well as City stormwater drainage regulations (PMC 13.17) require stormwater pollution prevention plans and mitigation, including water quantity and water quality controls. All development must adhere to the standards contained within the Department of Ecology Stormwater Management Manual for Western Washington, as amended.

Building Code

New construction is to be designed to withstand the ground motion effects as specified in the most recent versions of the International Residential Code (IRC) and International Building Code (IBC) and adopted locally. The IRC and IBC specifications have been designed for a ground level acceleration of an earthquake that has a 1-in-2,475 chance of occurring each year as mapped by the US Geological Survey's National Earthquake Hazards Reduction Program. Areas with increased risk of seismic activity include steep, unstable slopes, and areas with high susceptibility for liquefaction, cycle softening or differential settlement, including hydric soils and loose saturated sands. Building in areas within increased risk of seismic activity typically involves special design requirements to mitigate hazards associated with earthquakes.

Kitsap County Multi-Hazard Mitigation Plan, 2019

The Kitsap County Multi-Hazard Mitigation Plan, 2019 includes the following mitigation strategies for erosion, landslide, earthquake and tsunami hazards:

- Coordinate with State agencies to identify new funding streams and technical assistance to support local planning and LIDAR maintenance efforts.
- Utilize Public Access Television to educate on the causes of erosion and how to mitigate further erosion.
- Promote public seismic risk retrofit for residential sectors to include educational workshops on foundation bolting, tie downs, and necessary bracing actions.
- Develop a plan to address resiliency and redundancy, including identifying gaps in the transportation network.
- Public warning and education regarding tsunami hazards.
- Provide public outreach and education regarding the potential impact of tsunamis and high waves using maps and information from historical and simulated events.
- Conduct a tabletop exercise to simulate a large-scale debris removal effort associated with a significant earthquake-tsunami event to assess the current state of readiness to respond to such a need.
- Develop informational brochures to be placed at waterfront businesses to educate and inform visitors and tourists. Brochures should focus on being non-threatening and informative in nature.
- Design and schedule a series of workshops to train local waterfront facilities and businesses in the development of appropriate evacuation plans.

Additionally, the Multi-Hazard Mitigation Plan includes the following mitigation strategies specific to the City of Poulsbo:

- Pursue seismic upgrades to equipment, infrastructure and critical facilities.
- Inspect and identify trees and other objects within falling distance of critical facilities to determine if they pose a hazard during a storm.
- Develop and implement projects to improve control of runoff and flooding.
- Improve citizen preparedness programs to include mitigating residential structures.

3.1.4 Significant Unavoidable Adverse Impacts

Many earth-related impacts, such as earthquakes, volcanic eruptions, and landslides, are unavoidable and can have significant adverse consequences. Mitigation cannot fully prevent these events and associated impacts, but Poulsbo has developed effective planning tools, such as the Hazard Mapper, that provide planners and the general public with valuable information to inform decision making and to support planning and permitting processes. As such, while all alternatives will result in localized areas that could experience earth-related impacts, sufficient planning tools and resources are available to prevent significant unavoidable adverse impacts under the proposed alternatives.

All alternatives anticipate increased urban development in the City, resulting in increased impervious surfaces and reduced vegetation cover. All alternatives have the potential to locate new developments within or adjacent to geologic hazard areas, which can increase the risk to the population and properties. The City's regulations minimization and mitigation of geologically hazardous areas as noted above, are expected to minimize potential threats under all alternatives.

3.2 Air Quality/Climate

3.2.1 Affected Environment

While air quality and greenhouse gas emissions are area-wide issues that are most usually discussed at a regional and state level, there can be distinct differences between urbanized, populated areas, and rural and undeveloped areas.

Three agencies have jurisdiction over the ambient air quality in the Puget Sound area: the U.S. Environmental Protection Agency (EPA), Washington State Department of Ecology (Ecology), and Puget Sound Clean Air Agency (PSCAA). These agencies establish regulations that govern both the allowable concentrations of pollutants in the outdoor air (i.e., ambient air) and allowable contaminant emissions from air pollution sources. These include the National Ambient Air Quality Standards (NAAQSs), which consist of primary and secondary standards for six criteria pollutants: carbon monoxide (CO), particulate matter (PM), lead, sulfur dioxide, ozone (O3), and nitrogen dioxide.

Ecology and PSCAA operate ambient air quality monitors through the Puget Sound region. Most of the monitors have intentionally been placed at locations most likely to experience degraded air quality (e.g. near industrial facilities or in heavily congested downtown areas). In Kitsap County, PSCAA air monitoring station is located in Bremerton.

Based on measured ambient air quality data, EPA and Ecology designate portions of the state as attainment (meeting a NAAQS standard), nonattainment (not meeting a NAAQS standard), or unclassifiable (not enough information to designate)

areas. If the measured concentrations in a nonattainment area improve so they are consistently below the NAAQS standards, Ecology and EPA can reclassify the nonattainment area to a “maintenance area.” Kitsap County currently meets NAAQS and is therefore considered an attainment area.

Air Quality Monitoring Data Summary

The PSCAA reports air quality data each year. As a component of the annual report, PSCAA summarizes the Air Quality Index (AQI) established by the EPA for reporting daily air quality. The AQI is established for six ground-level O3, PM, CO, sulfur dioxide, nitrogen dioxide, and lead. These pollutants are rated by the EPA based on the levels of health concern associated with the pollutant. The ranges for air quality are good, moderate, unhealthy for sensitive groups, unhealthy, very unhealthy, and hazardous.

Exhibit 3.2.1-1 shows AQI results for Kitsap County over the recent years 2019-2023, summarized by the number of days that fell into each air quality category. Overall, Kitsap County has “good” air quality days much of the year, with very few days rated as “unhealthy” for the general population or sensitive groups, and no days considered “hazardous.” There has been an increase in moderate days in recent years, correlated by PSCAA with the increase in wildfire occurrences and the associated smoke.

Exhibit 3.2.1-1: Kitsap County Air Quality, Days by Health Category						
Year	Good	Moderate	Unhealthy for Sensitive Groups	Unhealthy	Very Unhealthy	Hazardous
2019	363 days	2	0	0	0	0
2020	344 days	12	3	3	3	0
2021	359 days	5	1	0	0	0
2022	334 days	28	3	0	0	0
2023	336 days	28	1	0	0	0

Source: Puget Sound Clean Air Agency, 2019-2023

Of the counties monitored by PSCAA, Kitsap County experiences the most days with good air quality. Exhibit 3.2.1-2 reports that Kitsap County experienced 53 more days of good air quality than Pierce County, the next highest days in 2023.

Exhibit 3.2.1-2: 2023 Regional Air Quality, Days by Health Category						
County	Good	Moderate	Unhealthy for Sensitive Groups	Unhealthy	Very Unhealthy	Hazardous
King	216 days	144	4	1	0	0
Kitsap	336 days	28	1	0	0	0
Pierce	272 days	90	0	3	0	0
Snohomish	245 days	117	12	2	0	0

Source: Puget Sound Clean Air Agency, 2019-2023

Additional review of PSCAA air quality data for 2019-2023 by county confirms Kitsap County consistently enjoys less air pollution and better air quality than other counties in the region.

Exhibit 3.2.1-3: 2019-2022 Regional Air Quality, Days of “Good” Quality				
Year	Kitsap	King	Pierce	Snohomish
2019	363	280	286	272
2020	344	296	295	292
2021	359	307	305	301
2022	334	256	281	256
2023	336	216	272	245

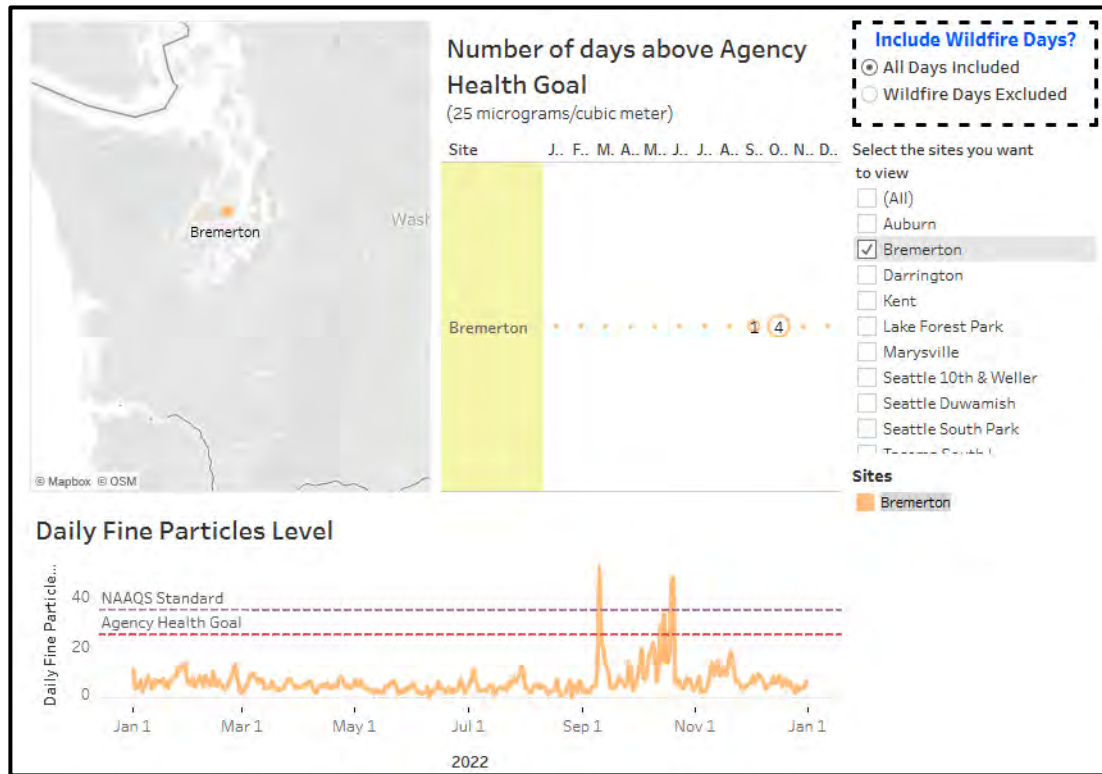
Source: Puget Sound Clean Air Agency, 2019-2023

Fine Particles

Fine particles are tiny, microscopic pieces of pollution which are even smaller than a hair. These can easily enter the deepest part of your lungs and cause breathing and heart problems. In the Puget Sound region, they mainly come from wood smoke from home heating, vehicles, wildfires, and industry.

The graph below shows that the Bremerton site had fine particle levels within the EPA standard (of 35 micrograms per cubic meter) on most days in 2022, except for days attributable to wildfire smoke. Wildfire smoke impacted the air quality at all PSCAA monitoring sites on 6 days in September (9/9 -9/12/22, 9/21/22, 9/27/22) and 19 days in October (10/1-10/10/22, 10/12-10/20/22). The graph below shows daily fine particles level for all days in 2022 from the Bremerton monitoring station. Wildfire smoke is considered an “exceptional event” by EPA and these values are excluded from any required regulatory action.

Exhibit 3.2.1-4: Kitsap County 2022 Daily Fine Particles Levels



Source: Puget Sound Clean Air Agency, 2022

A review of previous years for Kitsap County’s fine particles levels:

- 2019 no days above agency health goal
- 2020 twelve days above in September; attributable to wildfire days
- 2021 two days above in August; attributable to wildfire days

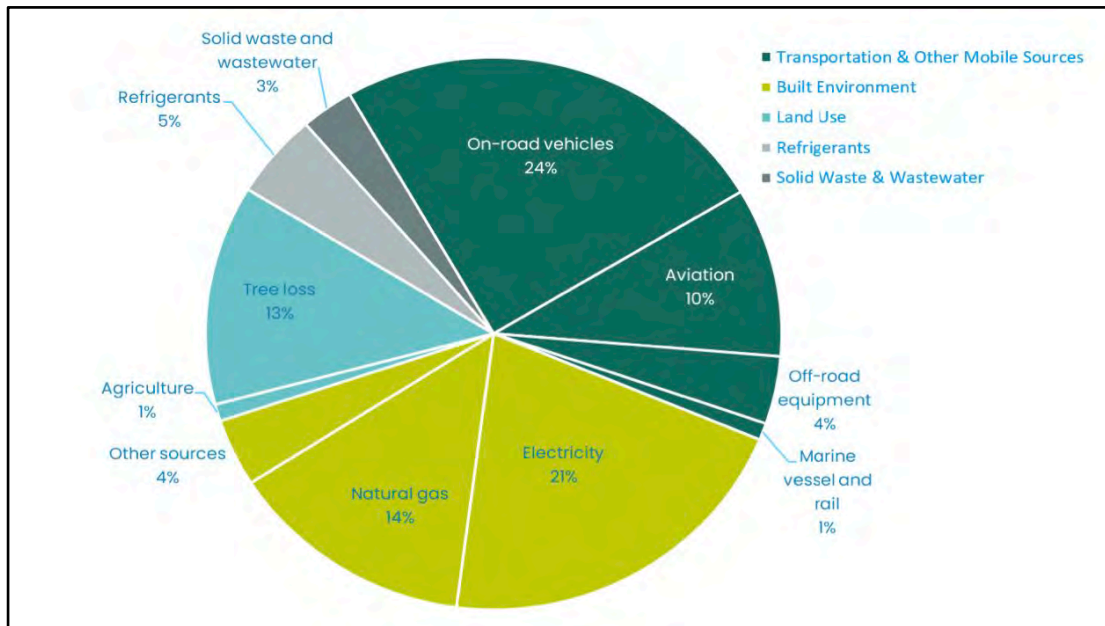
Greenhouse Gas Emissions

Gases that absorb and trap heat in the atmosphere are called “greenhouse gases.” As the amount of greenhouse gases in our atmosphere increases, the amount of heat trapped in the atmosphere also increases, causing the overall warming of the planet. The various impacts from this warming are referred to as climate change.

Climate change initiatives are being implemented at the state and regional levels. Washington state has established statewide targets to reduce emissions of GHG to 1990 levels by 2000 and to 95 percent below 1990 levels by 2050. The state has established benchmarks for reducing per capita vehicle miles traveled (VMT) by 50 percent from a baseline of 75 million by 2050, recognizing that the transportation sector is the largest contributor of GHG in the state. PSCAA adopted regional targets for reducing GHG emissions, aiming to reduce emissions to 80 percent below 1990 levels by 2050.

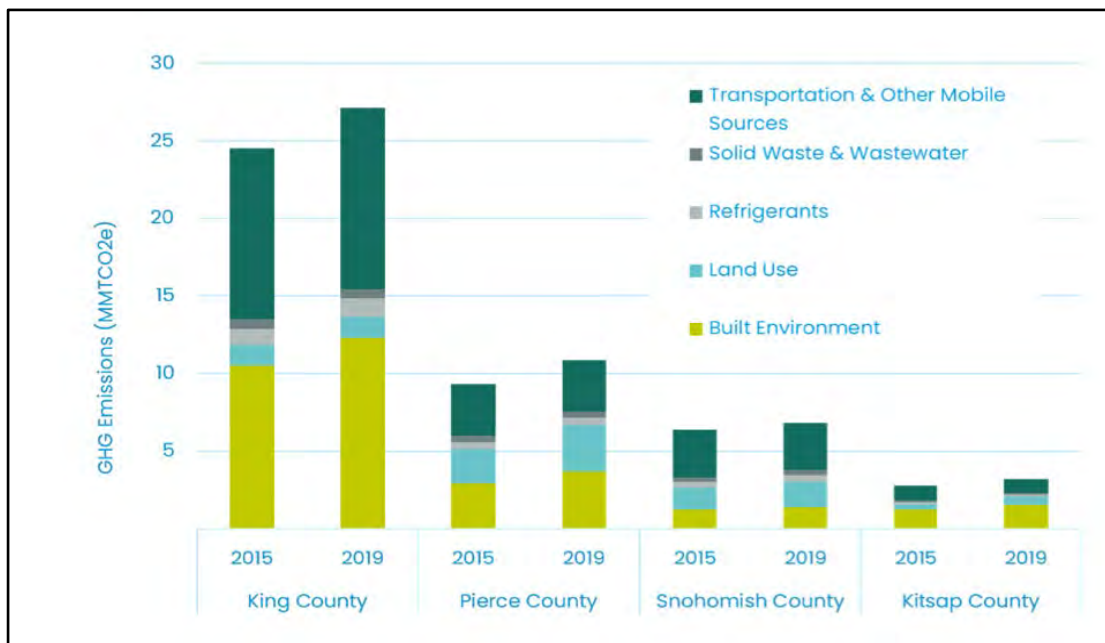
Puget Sound Clean Air Agency’s latest inventory of greenhouse gas emissions, by sector is depicted in Exhibit 3.2.1-5 and greenhouse gas emissions by sector and county Exhibit 3.2.1.-6.

Exhibit 3.2.1-5: Regional Greenhouse Gas Emissions Inventory, 2019



Source: Puget Sound Clean Air Agency

Exhibit 3.2.1-6: Regional Greenhouse Gas Emissions Inventory by Sector by County, 2019



Source: Puget Sound Clean Air Agency

VISION 2050, the regional comprehensive plan developed by the PSRC, includes several policies and actions to reduce GHG emissions through strategies around land use, development, alternative energy, alternative modes of transportation, and protection of natural resources. In addition, PSRC’s Regional Transportation Plan, the long-range transportation element of VISION 2050, includes a four-part GHG strategy based on changes to land use and development patterns, the implementation of user fees, further investments into regional multimodal transportation systems, and technological advancements to vehicles and fuels. Finally, the PSCAA’s regional GHG emission reduction target is mirrored in VISION 2050.

3.2.2 Impacts

The plan alternatives could all result in effects to environmental air quality primarily through changes to land use consistent with zoning and transportation.

As stated earlier in this section, three agencies have jurisdiction over the ambient air quality in Kitsap County: the EPA, Ecology, and PSCAA. These agencies establish regulations that govern both the allowable concentrations of pollutants in the outdoor air and allowable contaminant emissions from air pollution sources. These thresholds are based on the concentrations of pollutants in the air, and they help to identify when air pollution may be reaching levels that could harm human health or the environment.

Air quality impacts would primarily be associated with construction activity, residential wood burning and vehicle traffic. Dust from excavation and grading and use of construction equipment would contribute to the ambient concentrations of suspended particulate matter and short-term odors on a localized basis.

Wood-burning appliances (wood stoves, fireplace/inserts) can cause elevated concentrations of air pollutants during periods of poor dispersion. Residential development, therefore, can represent a source of carbon monoxide and respirable particulate matter. The use of lower emission fuels than wood can reduce the level of impact attributed to new development. The PSCAA often bans the use of wood burning in times of poor air quality.

Automobile emissions are one of the greatest contributors to declining air quality. Emissions associated with motor vehicles include hydrocarbons, carbon monoxide, and nitrogen oxides. These emissions would tend to increase along with population growth, vehicle miles traveled and traffic congestion.

Impacts Common to All Alternatives

Under all four alternatives, the city allocates future population and employment growth to buildable lands. All alternatives promote population, housing and employment growth within the city limits and urban growth area, where there are multimodal approaches to transportation and a variety of residential, commercial, and industrial land uses.

While impacts among the four alternatives would vary because all alternatives support slightly different population growth, there are several common impacts to air quality that would occur under all alternatives: (1) emissions from construction of infrastructure or private projects, including changes to land use, (2) emissions from increased traffic due to population and employment growth (which would continue to be the single largest air pollutant source category), and (3) exposure to particulate matter from wildfire smoke.

Construction Impacts and Changes to Land Use

Construction would occur under all of the alternatives, with the potential amount varying generally with distribution of population. During construction, fugitive dust from grading and excavation would temporarily raise ambient PM concentrations. Heavy construction machinery, big diesel vehicles, and other smaller equipment like portable generators would all be required for construction. Tailpipe emissions from these vehicles would temporarily degrade air quality near the construction sites, but their impacts would typically be outweighed by existing emissions from cars and trucks in the neighborhoods surrounding the construction site. Some phases of construction (e.g., installation of new paving) would cause temporary odors detectable to some people close to the construction sites. Construction equipment and material hauling can affect traffic flow near the construction sites. If construction were to delay traffic enough to significantly reduce travel speed, then general traffic-related emissions would temporarily increase.

The types and quantities of pollutants that are released into the atmosphere can be altered due to changes in land use, which could have a negative impact on air quality. If land use changes result in an increase in vehicle traffic, this can lead to higher levels of GHG emissions from vehicles, such as nitrogen oxides (NO_x) and PM.

Development under all alternatives is projected to result in a loss of tree canopy cover. Reductions in forested acreage represent losses of carbon sequestration, as well as reduction of air quality services trees provide. Regulations regarding tree retention and replacement may mitigate these impacts to some extent.

Localized Transportation Impacts

Development under all alternatives would result in emissions from increased on-road traffic due to population and employment growth. As reported by the Puget Sound Clean Air Agency, on-road vehicle emissions are a significant contributor to the region's greenhouse gas emissions.

Wildfire Smoke

Under all the alternatives, wildfire smoke would continue to be a concern. As stated in Section 3.1.2.1, Affected Environment, there have been days with moderate and poor air quality in recent years, which is connected to the rise in the number of wildfires in the region, and the smoke and particulate matter they produce. It is important to note that the City has no control over wildfires, which frequently has an impact on the air quality within Kitsap County.

Impacts of Alternatives 1 and 2

Alternatives 1 and 2 have the least amount of housing growth assumed, but changes to land use due to construction would still occur. Vehicular traffic is assumed to be greater than Alternatives 3 and 4, due to its more dispersed distribution of housing growth.

Impacts of Alternative 3 and 4

Alternatives 3 and 4 concentrate residential housing and job growth within the City’s SR-305 Corridor Center. Multimodal transportation options and opportunities are planned to support the Center, reducing single-occupancy vehicular usage. It is anticipated that emissions from single-occupancy vehicles would reduce due to the Centers-focused growth and accessibility to multimodal transportation options.

Summary of Impacts by Alternative

Under all four alternatives, the City would see growth that would increase Greenhouse Gas (GHG) emissions. All alternatives promote population, housing and employment growth within the city limits and urban growth area consistent with GMA and PSRC Vision 2050, where there are multimodal approaches to transportation and a variety of residential, commercial, and industrial land uses.

While impacts among the four alternatives would vary because all alternatives support slightly different population growth strategies, there are several common impacts to air quality that would occur under all alternatives: (1) emissions from construction of infrastructure or private projects, including changes to land use, (2) emissions from increased traffic due to population and employment growth (which would continue to be the single largest air pollutant source category), and (3) exposure to particulate matter from wildfire smoke.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Causes localized air quality to exceed the national Ambient Air Quality Standards (NAAQSs)	✘	✘	✘	✘
Potential for Adverse Impacts: No or Low impact ✘ Moderate impact + High impact ++				

3.2.3 Mitigation Measures

Potential impacts to air quality under any of the alternatives may be avoided, minimized, or mitigated through implementation of the following mitigation measures.

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding air quality, as listed below.

- *Policy CC-3.5: Require landscaping that contributes to and is an integral part of how a site interacts with the built and natural environment, and:*
 - *Retains, enhances, and creates character and a sense of place;*
 - *Utilizes native trees and plants, when feasible;*
 - *Enhances water and air quality;*
 - *Minimizes water consumption;*
 - *Provides aesthetic value;*
 - *Softens or disguises less aesthetically pleasing features of a site; and*
 - *Provides buffers for transitions between uses or helps protect natural features.*
- *Policy TR-9.10: Promote sustainable transportation options by encouraging the use of e-bike and e-scooters as a low-emission mode of travel while mitigating any negative impacts on pedestrian environments.*
- *Policy TR-12.1: Observe and support federal and state clean air acts and follow the requirements of Chapter 173-420 Washington Administrative Code (WAC) “Conformity of Transportation Activities to Air Quality Implementation Plan.”*

- *Policy TR-12.2: Collaborate with other government agencies (such as Puget Sound Regional Council, Puget Sound Clean Air Agency, Washington State Department of Ecology, Kitsap County, other cities) and the private sector to develop and implement strategies for addressing climate change and greenhouse gas reductions.*
- *Policy TR-12.3: Reduce pollution and greenhouse gases by encouraging alternatives to single-occupancy vehicle, including telecommuting/teleworking, car sharing, transit, and non-motorized travel.*
- *Policy NE-12.1: Collaborate with other government agencies (such as Puget Sound Regional Council, Puget Sound Clean Air Agency, Washington State Department of Ecology, Kitsap County, other cities) and the private sector to develop and implement strategies for addressing climate change and greenhouse gas reductions.*
- *Policy NE-14.1: Improve air quality through continued land use and transportation planning and management.*
- *Policy NE-14.2: Promote alternatives to the single-occupancy vehicle, including telecommuting/teleworking, car sharing, and transit, as strategies for reducing trips and vehicle-related air pollution.*
- *Policy NE-14.3: Reduce airborne particulates through a street sweeping program, dust abatement on construction sites, covered loads of hauled materials, and other methods to reduce dust sources.*
- *Policy HH-4.3: Provide community education and outreach on wildfire smoke mitigation best management practices. Ensure outreach is accessible and prioritizes vulnerable communities, including those who work outside. Work with community partners to establish hubs that can serve as clean air shelters for use by the public during wildfire smoke events*

Applicable Federal and State Regulations

As described above, three agencies have jurisdiction over the ambient air quality in the Puget Sound area: EPA, Ecology, and PSCAA. These agencies establish regulations that govern both the allowable concentrations of pollutants in the outdoor air (i.e., ambient air) and allowable contaminant emissions from air pollution sources. These include the NAAQS, the Washington State Air Quality Standards (WAC 173-400), and the AQI. Although their regulations are similar in terms of stringency, each agency has established its own standards. Unless the state or local jurisdiction has adopted more stringent standards, the EPA standards apply.

The following describes the six air quality pollutants regulated by the EPA and Ecology considered for this analysis.

Carbon Monoxide

CO is a product of incomplete combustion generated by mobile sources, residential wood combustion, and industrial fuel-burning sources. CO is generally of greatest concern when it is emitted by mobile sources at congested urban intersections, because in those cases the emissions occur at ground level in areas surrounded by pedestrians during stagnant weather conditions. Exceedances of the NAAQS standards for CO were fairly common until the early 1990s. As older, more polluting cars have been replaced with new, highly efficient cars, exceedances of the NAAQS limits are now rare.

Particulate Matter (PM10 and PM2.5)

PM means any airborne finely divided solid or liquid material with an aerodynamic diameter smaller than 100 micrometers. PM10 and PM2.5 are the most important size fractions of ambient PM because those size fractions contribute the most to human health effects, regional haze, and acid deposition.

PM (both PM10 and PM2.5) is generated by industrial emissions, motor vehicle tailpipes, fugitive dust from roadways and unpaved surfaces, and indoor and outdoor fires, including wildfires. The highest ambient concentrations generally occur near the emission sources. More stringent regulation of industrial facilities and wood stoves improved air quality throughout the region.

Lead

Lead emissions can come from metals processing plants, smelters, waste incinerators, and piston-engine aircraft operating on leaded aviation fuel. Lead can accumulate in body tissues causing health effects including behavioral problems, learning disabilities, and death. As a result of EPA's regulatory efforts to control lead emissions, including the removal of lead from motor vehicle gasoline, and the closure of historic smelter operations in the Puget Sound region, lead is no longer a concern for air quality.

Ozone

O3 is a highly reactive form of oxygen created by atmospheric chemical reaction of NOx and hydrocarbons, both of which are emitted directly from industrial sources and mobile sources. O3 concentrations exceeding the NAAQS standard were

common until the early 1990s, after which more stringent emission limits on mobile sources and industrial facilities greatly reduced emission rates for the NO_x and hydrocarbon precursors. Ambient concentrations exceeding the NAAQS limits seldom occur anymore in the Puget Sound region.

Nitrogen Oxides and Sulfur Oxides

NO_x and sulfur oxides (SO_x) are emitted by mobile sources and fuel-burning stationary sources. The ambient concentrations of these pollutants have never approached the NAAQS limits in the Puget Sound region because there are a relatively small number of large industrial facilities in the region. However, NO_x from regional tailpipe emissions is an O₃ precursor that can contribute to the accumulation of O₃.

Construction

The PSCAA regulations require construction contractors to take all reasonable steps to minimize fugitive dust emissions during construction. Additionally, the City of Poulsbo imposes best management practices (BMPs) as conditions of approval on new construction projects grading permits to contain fugitive dust emissions.

The following best management practices (BMPs) could be used to reduce localized impacts affecting homes and businesses adjacent to the construction sites:

- Use water sprays or other nontoxic dust control methods on unpaved roadways.
- Minimize vehicle speed while traveling on unpaved surfaces.
- Prevent track-out of mud onto public streets.
- Cover soil piles when practical.
- To the extent practical, minimize work during periods of high winds.
- Burning of slash or demolition debris is not permitted without express approval from PSCAA. No slash burning is allowed for any construction projects within the city.

Mobile construction equipment and portable stationary engines would emit air pollutants including NO_x, CO, and PM₁₀. These emissions would be temporary and localized. It is highly unlikely that the temporary emissions would cause ambient concentrations to approach the NAAQS limits. Typical mitigation measures to minimize air quality and odor issues caused by tailpipe emissions (implemented through local and regional regulations, permit reviews, and/or the State Environmental Policy Act [SEPA]) include the following:

- Maintain the engines of construction equipment according to manufacturers' specifications.
- Minimize idling of equipment while the equipment is not in use.

CAFE Standards

First enacted by Congress in 1975, the purpose of CAFE is to reduce energy consumption by increasing the fuel economy of cars and light trucks. The CAFE standards are fleet-wide averages that must be achieved by each automaker for its car and truck fleet, each year, since 1978. When these standards are raised, automakers respond by creating a more fuel-efficient fleet, which improves our nation's energy security and saves consumers money at the pump, while also reducing greenhouse gas (GHG) emissions.

CAFE standards are regulated by DOT's National Highway Traffic and Safety Administration (NHTSA). NHTSA sets and enforces the CAFE standards, while the Environmental Protection Agency (EPA) calculates average fuel economy levels for manufacturers and also sets related GHG standards. NHTSA establishes CAFE standards under the Energy Policy and Conservation Act (EPCA) of 1975, as amended by the Energy Independence and Security Act (EISA) of 2007, while EPA establishes GHG emissions standards under the Clean Air Act. Following the direction set by President Obama on May 21, 2010, NHTSA and EPA have issued joint Final Rules for Corporate Average Fuel Economy and Greenhouse Gas emissions regulations for passenger cars and light trucks built in model years 2017 and beyond and have also developed fuel efficiency and GHG emissions regulations for medium- and heavy-duty vehicles built in model years 2014 through 2018.

Washington State Clean Energy Transformation Act (2019)

All electric utilities must phase out coal-fired electricity from their state portfolios by 2025. By 2030, their portfolios must be greenhouse gas emissions neutral, which means they may use limited amounts of electricity generated from natural gas if it is offset by other actions. By 2045, utilities must supply Washington customers with electricity that is 100% renewable or non-emitting with no provision for offsets.

Motor Vehicle Emission Standards (2020)

Zero-Emission Vehicles This law gradually increases the number of new zero-emission vehicles (ZEV) sold in Washington, until all new vehicles meet the ZEV standard starting in 2035. Plug-in hybrid vehicles, which combine a gas engine with a battery-electric system, will qualify for the 2035 ZEV standard as long as they can travel at least 50 miles on battery power. The requirements will take effect in 2024, with the release of model year 2025 vehicles.

Washington State Climate Commitment Act (2021)

Washington State has established statewide targets to reduce emissions of GHG to 1990 levels by 2000 and to 95 percent below 1990 levels by 2050. The state has established benchmarks for reducing per capita vehicle miles traveled (VMT) by 50 percent from a baseline of 75 million by 2050, recognizing that the transportation sector is the largest contributor of GHG in the state. In 2021, the Washington State Climate Commitment Act was signed into law, which, among other things, establishes a “cap and invest” program. In 2021 the Clean Fuel Standard was also signed into law, requiring the carbon intensity of fuels to be reduced by 20% by 2038. The Washington State Legislature also provided direction related to EV infrastructure, including the adoption of building codes and development of tools for forecasting charging infrastructure needs. These actions in 2021 build upon previous state actions spurring the advancement of a zero-emission transportation system.

Washington State Clean Fuel Standard Act (2021)

The Clean Fuel Standard statute will cut statewide greenhouse gas emissions by 4.3 million metric tons a year by 2038. The law requires improving the efficiency of fuel production processes, production of low-carbon biofuels into the fuel, and purchasing credits generated by low- carbon fuel providers, including electric vehicle charging providers.

Hydrofluorocarbons Emissions Reduction (2021)

This statute transitions Washington away from using some of the most potent greenhouse gases known as hydrofluorocarbons (or HFCs) in products and equipment.

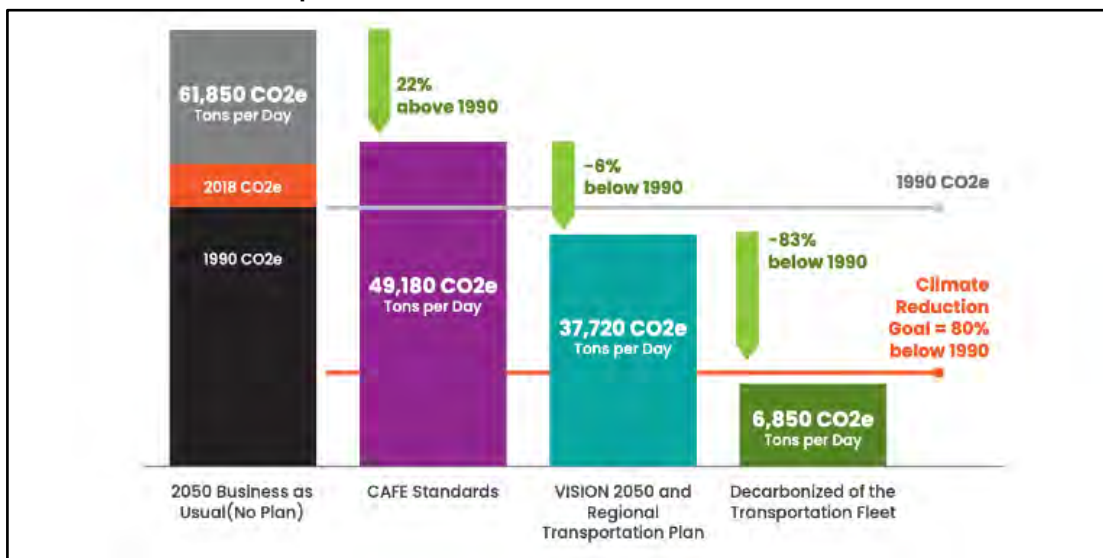
Washington State HB 1181 (2023)

Adds a climate change and resiliency element to the list of elements that must be included within the comprehensive plans. Requires jurisdictions to address the adverse impacts of climate change on people, property, and ecological systems, and identify actions the jurisdiction will take to reduce greenhouse gas emissions (GHG) and vehicle miles traveled (VMT) under the climate change and resiliency element of their comprehensive plan.

Regional Greenhouse Gas Reduction Goals

Puget Sound Clean Air Agency adopted (2017) regional targets for reducing GHG emissions, aiming to reduce emissions to 80 percent below 1990 levels by 2050. VISION 2050, the regional comprehensive plan developed by the PSRC, includes several policies and actions to reduce GHG emissions through strategies around land use, development, alternative energy, alternative modes of transportation, and protection of natural resources. In addition, PSRC’s Regional Transportation Plan, the long-range transportation element of VISION 2050, includes a four-part GHG strategy based on changes to land use and development patterns, the implementation of user fees, further investments into regional multimodal transportation systems, and technological advancements to vehicles and fuels. Finally, the PSCAA’s regional GHG emission reduction target is mirrored in VISION 2050. PSRC anticipates with implementation of the regional transportation plan GHG reduction strategies, the region’s climate goal of 80% emissions below 1990 levels, are achievable by 2050.

Exhibit 3.2.3-1: PSRC “Steps to Meet Greenhouse Gas Reduction Goals”



Source: Puget Sound Regional Council Regional Transportation Plan, 2022-2050

Additional potential emission reduction opportunities from other sectors include improved building energy efficiency, renewable energy production, reduction of industrial emissions, and the reduction of food waste.

Local Mitigation Measures

At the local level, mitigating measures include: 1) Construction impacts may be reduced with the requirement for dust suppression in the forms of containment via suspended plastic sheeting, watering dry dirt roads and work areas, and suspending work during windy or extremely dry periods; 2) Encourage home heating with wood burning appliances to optimize energy efficiency and cleanliness. Prohibition of wood burning appliances in high-density areas may be appropriate; 3) Zoning regulations that encourage mixed-use pedestrian and transit-oriented neighborhoods may help reduce reliance on vehicles; 4) Transportation Demand Management (TDM) strategies promoting multi-modal and alternative transportation options, such as walking, bicycling, riding transit, carpooling, and working from home can be implemented to enhance the capacity of the transportation network and reduce vehicle emissions.

3.2.4 Significant Unavoidable Adverse Impacts

The development and growth associated with every alternative would likely result in increased air pollution and greenhouse gases. Alternative 1 and 2 are expected to have the highest amount of such impacts due to its dispersed growth approach, Alternative 3 and 4 would have the least number of impacts due to concentrated nature of development and multimodal travel opportunities. Compliance with applicable federal and state regulations and policies will provide mitigation for each alternative. Therefore, no significant unavoidable adverse impacts to air quality are expected.

3.3 Water Resources (Surface Water and Groundwater)

3.3.1 Affected Environment

Poulsbo has a variety of water resources including streams, marine and estuarine waters, frequently flooded areas, groundwater, aquifer recharge areas, wetlands, and stormwater runoff. These water resources are located within Water Resource Inventory Area (WRIA) 15. WRIA 15, also known as the Kitsap Water shed, encompasses parts of Kitsap, Mason, Pierce, and King counties in south central Puget Sound. It is bordered by Puget Sound to the east and Hood Canal to the west.

Liberty Bay Watershed

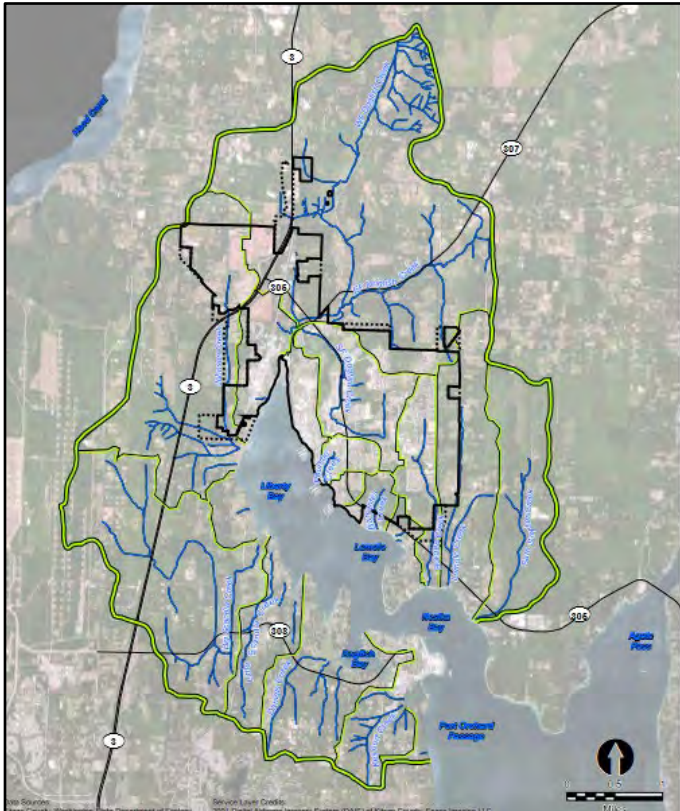
The Liberty Bay watershed is approximately 22,000 acres, extending northward into Big Valley and southward to Keyport. All the creeks located within the city of Poulsbo and its Urban Growth Area drain into Liberty Bay. The watershed has no lakes, but some surface storage is provided in the large marshy area near the main stem of Dogfish Creek.

Liberty Bay is one of many small embayment's that lie in the middle of Puget Sound trough, was carved by glaciers, and the retreating ice resulting rivers swathed the terrain with gravel, sand, and clay.

Just over half of the watershed is covered by native forest, and the other half of the watershed is developed. Development can be found in all sub-watersheds, as well as along a majority of the Liberty Bay shoreline. However, most of the impervious surfaces are located in the urbanized areas centered in Poulsbo and Keyport.

Flows in Liberty Bay are governed primarily by tides that propagate from the Pacific Ocean into Puget Sound and then into the bay through a narrow passage. These tidal influences are transferred to Liberty Bay via Agate Pass and Port Orchard Narrows. Tides in Liberty Bay are influenced by freshwater inflows, wind, water depth variations and geometry of the bay.

Exhibit 3.3.1-1: Liberty Bay Watershed



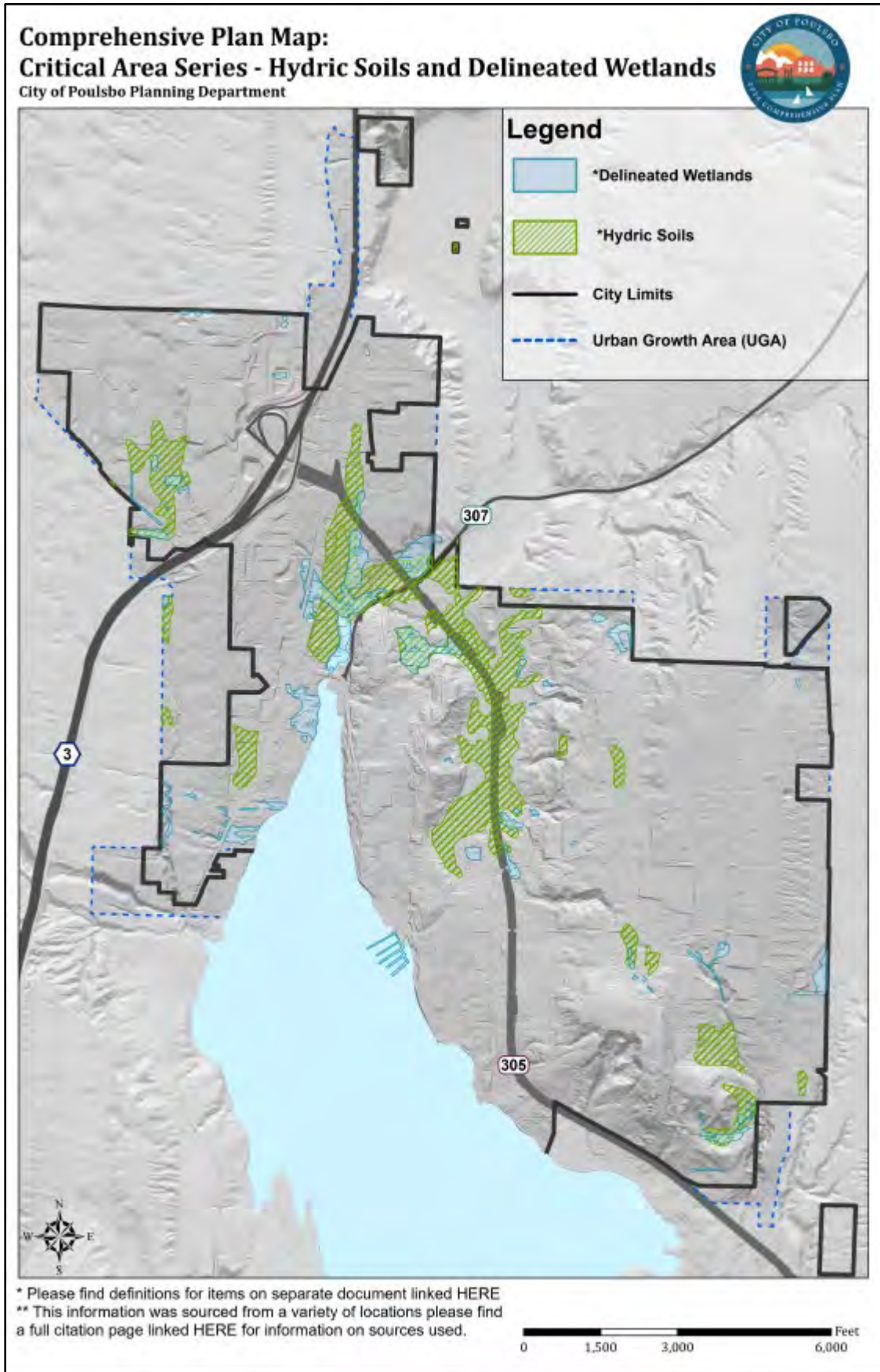
Wetlands

There are numerous wetland systems within the City and UGA. The City's wetland mapping indicates general locations and patterns of wetlands but is too general for identifying wetlands on specific sites. The City's most recent wetland mapping is the result of combining the National Wetlands Inventory, hydric soils maps from the U.S. Department of Agriculture, and wetlands identified and delineated through the development review process

The city requires site-specific wetland delineations by qualified professionals to confirm wetland boundaries and wetland classifications. City regulations require an independent peer review of wetland delineations to confirm delineation boundaries and to provide an objective determination process. (PMC 16.20.730)

Wetlands are rated and classified using the Department of Ecology's *Washington State Wetland Rating System for Western Washington, 2014* or as amended (Ecology Publication #14-06-029). These ratings and classifications are for the purpose of establishing wetland buffer widths, wetland uses and replacement ratios for wetlands.

Exhibit 3.3.1-2: Hydric Soils and Delineated Wetlands



Streams

The largest stream system in Poulsbo 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.

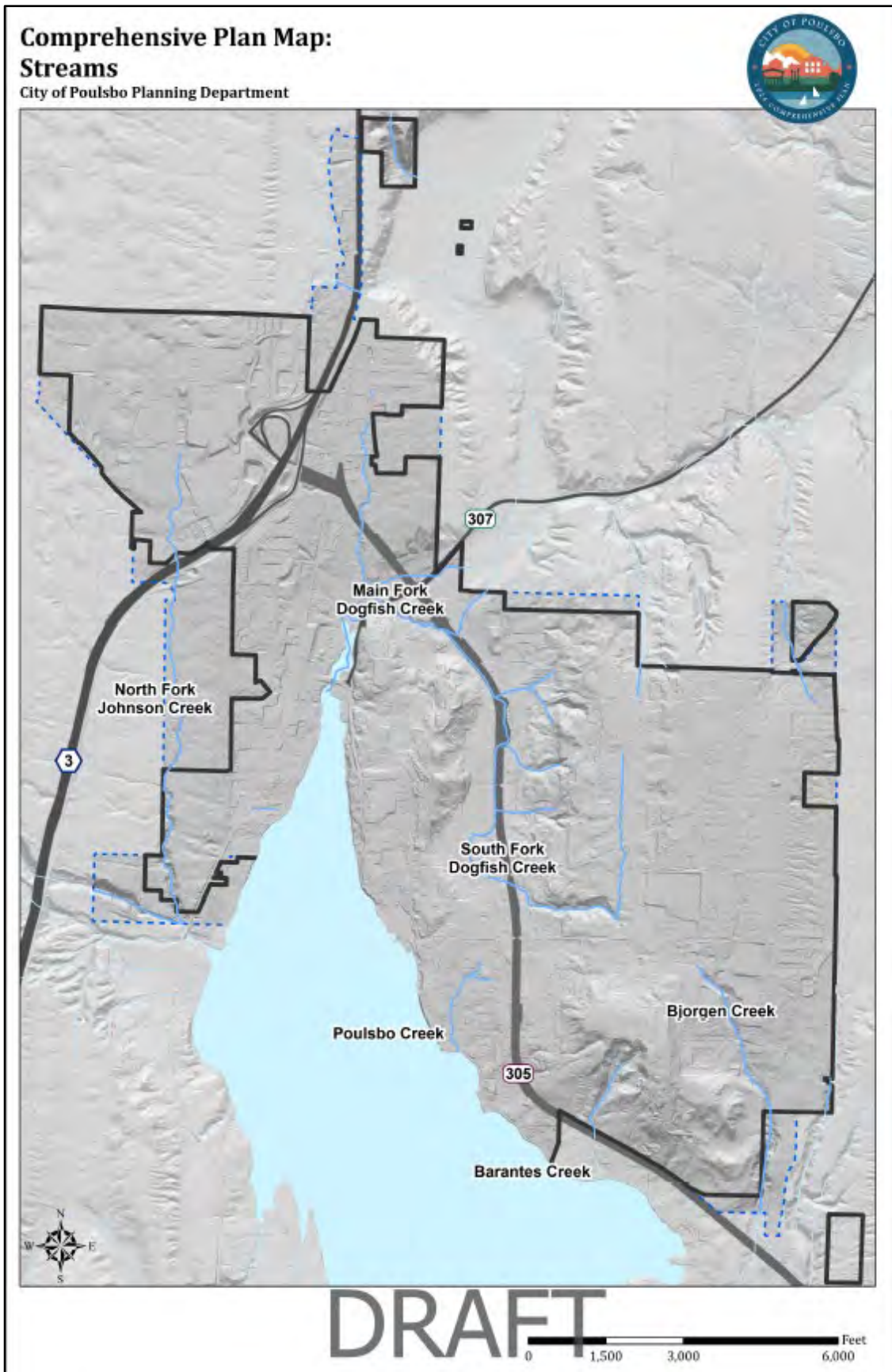
Johnson Creek lies primarily in the unincorporated portion of the City's Urban Growth Area, with only the North Fork located in the city limits at this time. Bjorgen Creek begins at Poulsbo Middle School and flows south through the Deer Run subdivision and ultimately ends at Liberty Bay. Lemolo Creek 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.

All identified streams in the city are classified according to the Washington State stream classification systems. 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, defined and regulated in the City's CAO.

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, inadequate vegetative cover, and lack of large woody debris.

Exhibit 3.3.1-3: Poulsbo Streams



Flooding

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. The city adopted an updated Floodplain Management Chapter (PMC 15.24) in 2017 and is adopted by reference to the City's CAO. This ordinance was reviewed and approved by the Washington State Department of Ecology. Existing FEMA mapping delineates flood hazard areas. The mapping includes those areas inundated by 100-year and 500-year floods.

Exhibit 3.3.1-4: Frequently Flooded Areas of MF Dogfish Creek

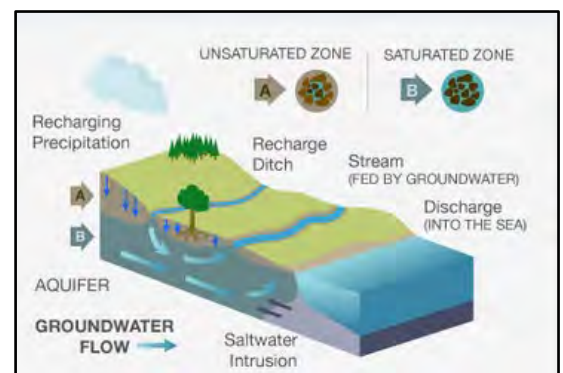


Source: FEMA Flood Hazard and Risk Data Viewer

Groundwater

Groundwater is a major source of water supply for the City of Poulsbo. The quantity of water available for use depends on the flow of water into and out of its aquifer. Under natural conditions, aquifers are in a state of dynamic equilibrium among recharge, leakage to other aquifers, and discharge to streams or marine waters. In developed areas, impermeable surfaces divert water that would normally be absorbed to recharge the aquifer.

The Kitsap County Ground Water Management Plan (1991) identifies the Poulsbo Aquifer as a concern because it has high permeability and potential for contamination. Kitsap Public Utilities District #1 is the authorized agency to identify and plan for the City's ground water and aquifers.



Critical Aquifer Recharge areas are geographic areas which provide the recharge to an aquifer(s) which is a current or potential source of potable water and, due to its geologic properties, is susceptible to the introduction of pollutants, or because of special circumstances, has been designated a Critical Aquifer Recharge Area in accordance with WAC 365-190-080. The City's CAO separates aquifer recharge areas into two categories: Critical Aquifer Recharge Areas and Aquifer Recharge Areas of Concern.

The following criteria are used to designate Critical Aquifer Recharge Areas (PMC 16.20.510):

Wellhead Protection Zones around Group A water system supply well:

- 1) Areas inside the one-year time travel zone for Group A water system wells, calculated in accordance with the Washington State Wellhead Protection Program.
- 2) Five-year time of travel zones in Wellhead Protection Areas are included as Critical Aquifer Recharge Areas under the following condition: The five-year time of travel zone is included when the well draws its water from an aquifer that is at or below sea level and is overlain by permeable soils listed below, without an underlying protective impermeable layer.

The following criteria are used to designate Aquifer Recharge Areas of Concern:

Aquifer Recharge Areas of Concern are those areas which provide recharging to current or potential potable water supplies and are vulnerable to contamination, and meet any one of the following criteria:

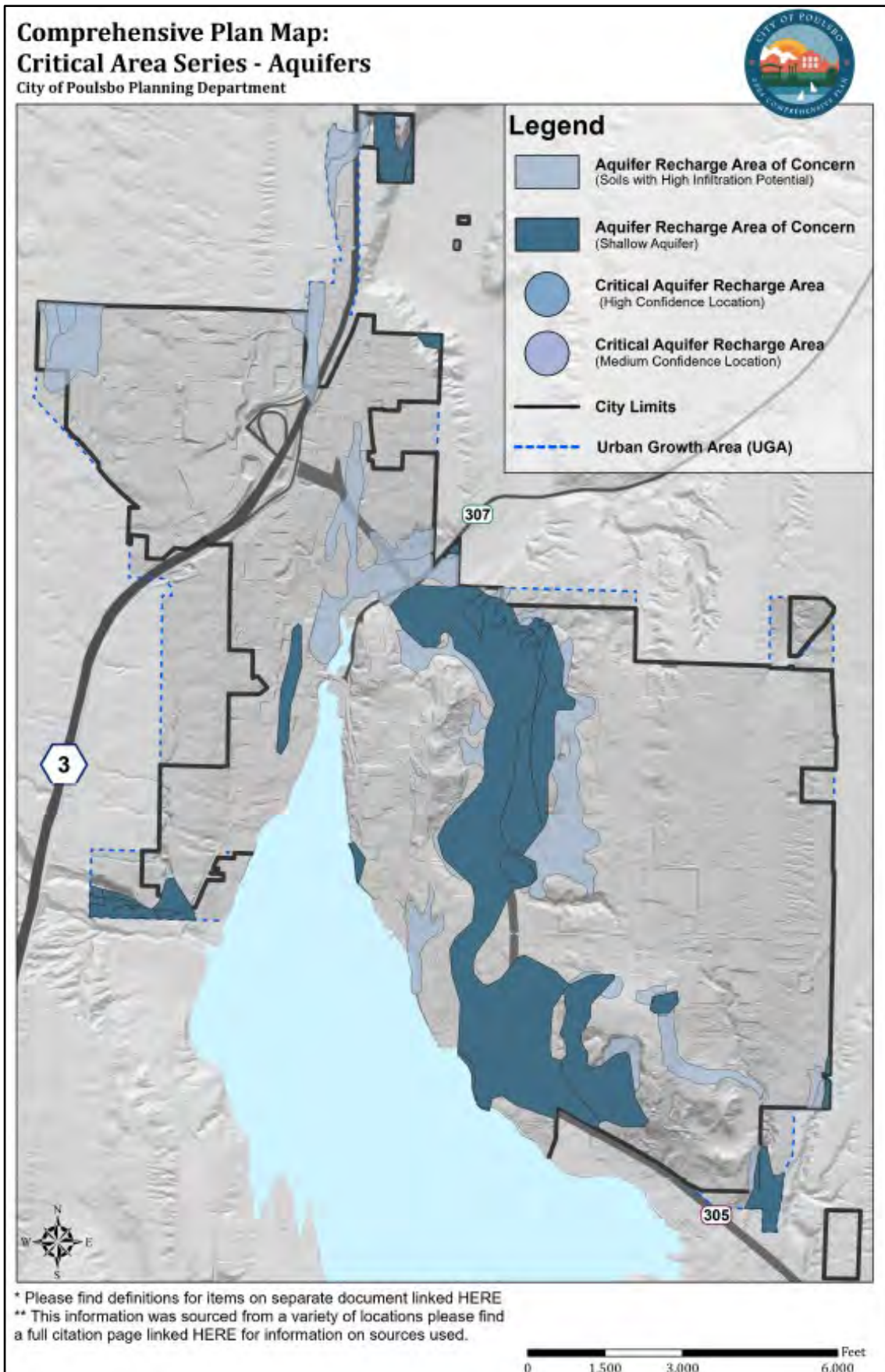
- 1) Highly Permeable Soils: Soils that have relatively high permeability and high infiltration potential may provide for groundwater recharge but also may enhance transfer of contaminants from the surface to ground water. For these reasons, the locations where surface soils are highly permeable are considered Aquifer Recharge Areas of Concern.

The general location and characteristics of soils are identified in the Soil Survey of Kitsap County. The following soil types are considered to have relatively high permeability and are Aquifer Recharge Areas of Concern:

Exhibit 3.3.1-2: Soil Types	
Soil Type	Soil Map Units
Grove	11, 12, 13
Indianola	18, 19, 20, 21
Neilton	34, 35, 36
Norma	37, 38
Poulsbo/Ragner	41, 42, 43, 44, 45, 46, 47
<i>Table 16.20.510.A—Soil Types, Critical Areas Ordinance</i>	

- 1) Areas above Shallow Principal Aquifers: Surface areas above shallow, principal aquifers which are not separated from the underlying aquifers by an impermeable layer that provides adequate protection to preclude the proposed land use from contaminating the shallow aquifer(s) below, are considered Aquifer Recharge Areas of Concern.
- 2) Areas with high concentration of Group B Water System Well and private domestic wells: Locations with well concentrations of 36 map units or more within a one-mile radius of the proposed land use are considered Aquifer Recharge Areas of Concern.

Exhibit 3.3.1-5: Aquifer Recharge Areas of Concern



Water Quality

The Kitsap County Health District (KCHD) has been sampling the marine waters and freshwater tributaries of Liberty Bay since 1996. Overall, KCHD sampling indicates that Liberty Bay water quality is improving; however, there are still several problem areas, especially for bacterial pollution. Urban runoff, failing on-site sewage (septic) treatment systems and poor animal waste management appear to be the primary causes of bacterial pollution in the watershed.

The City of Poulsbo has contracted with KCHD to continue water quality monitoring that focuses on identifying water quality problems associated with urban runoff. The South Fork of Dogfish Creek has been a specific area of concern. In 2002, the City and KCHD completed the “South Fork Dogfish Creek Non-Point Pollution Impact Assessment Project.” Through this project, it was found that storm water contributed to high turbidity and high levels of zinc to the SF Dogfish Creek. Several storm water outfalls were also found to need maintenance and cleaning. The city continues to work with KCHD in identifying and correcting pollution problems in the SF Dogfish Creek.

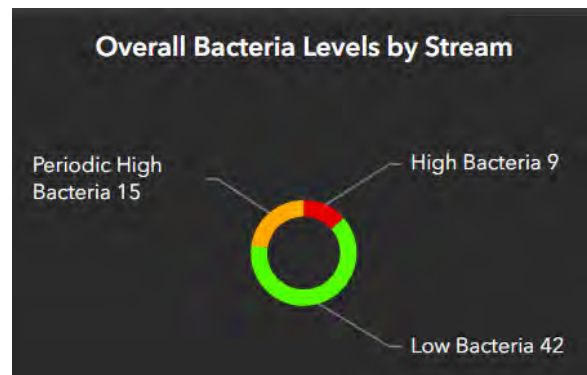
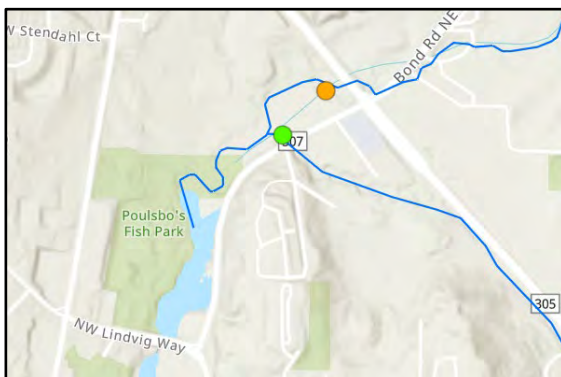
The “South Fork Dogfish Creek Restoration Master Plan” was completed and adopted by the City Council in September 2010, which focuses on restoration and rehabilitation of the stream bank and buffer, particularly in the most urbanized areas.

The 2016 Liberty Bay TMDL Implementation Plan stated, “Liberty Bay Fecal Coliform water quality data is extensive; over the last 10 years over 1,000 FC samples have been collected. Liberty Bay marine water quality shows a significant long-term improving trend, with all 27 marine water monitoring stations meeting water quality standards in 2013, 2014, and 2015. Marine stations with highest FC concentrations are typically located near the head of Liberty Bay and are most influenced by Dogfish Creek.”

Approximately \$6 million in water quality corrective actions have been implemented in the Liberty Bay watershed over the past six years including stormwater retrofit by the city of over 25 acres of impervious area, 47 on-site sewage system (OSS) repairs, and 41 agricultural best management practices (BMPs). The location and timeframe for these corrective actions coincides with observed water quality improvements at many locations including the head of Liberty Bay, Poulsbo Creek, and City stormwater outfalls at Anderson Parkway, Front Street, and Nelson Park.

2023 KCHD Water Quality Sampling Results show low bacteria and periodic high bacteria for South Fork Dogfish Creek.

Exhibit 3.3.1-6: KCHD Water Quality Sampling Results of Dogfish Creek



3.3.2 Impacts

Impacts Common to All Alternatives

Streams, wetlands, frequently flooded areas, and critical aquifer recharge areas are located throughout the city, and all alternatives could have impact on these resources if development occurs in proximity to these resources. The development growth associated with every alternative would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation, all of which can negatively impact surface water resources. Also, impaired water exists throughout the city and future development or redevelopment around impaired waters could provide an opportunity to improve water quality through improved stormwater treatment compared to what currently exists. Finally, construction activities associated with development and redevelopment can involve removal of vegetation and soil disturbance, causing potential erosion and water quality impacts.

Impacts of Alternative 1 and 2

Alternatives 1 and 2 provide for the lowest level of growth of the three alternatives by retaining the existing zoning densities with smaller residential capacity increases of Alternative 2.

Impacts on water quality from intensification of development under Alternatives 1 and 2 are assumed to be proportional to the amount of impervious surface created in specific areas. The increased impervious surface area associated with continued urban development under Alternatives 1 and 2 would still affect water quality from nonpoint urban runoff and point source contamination.

Impacts to wetlands and streams would be consistent with those described above in Impacts Common to All Alternatives. Impacts to overall water quality are expected to occur where clearing associated with development activities results in increased sediment transport to streams. Development of properties with environmentally critical areas could result in increased impacts to wetland and riparian habitat functions and values.

Impacts of Alternative 3

The impacts to water resources would be similar to those experienced with Alternatives 1 and 2 but would include commensurate impacts with the increased densities, especially in the SR 305 Corridor Center. Accordingly, it is expected that water resources within those subareas would experience greater impacts than Alternative 1 and 2, especially SF Dogfish Creek which parallels SR 305 Corridor in the vicinity of the Center boundary.

Impacts on surface water resources under Alternative 3 would generally correlate to the level of growth, except that the rate of impact may be greater on undeveloped parcels. Direct and indirect impacts on wetlands and their associated buffers would include those impacts previously described in Impacts Common to All Alternatives and Impacts of Alternatives 1 and 2.

Impacts of Alternative 4

Impacts on water resources would be generally consistent with those of Alternative 1 and 2 and would be commensurate with the amount of growth. Alternative 3 includes more residential capacity than Alternative 1, and the same capacity as Alternative 2 for Downtown Regional Growth Center Subarea and Harrison Heights Subarea. The potential for surface water impacts would be proportionately greater in the areas providing greater levels of growth.

As a result, stream water quality would be expected to decline in those areas where growth is greatest under Alternative 3. The greatest impacts to those basins would be directly associated with the most extensive conversion to impervious surfaces. Under Alternative 3, an increase in development activities that could have direct and/or indirect impacts on wetlands or their buffers, as described above in Impacts Common to All Alternatives and Impacts of Alternative 2.

Summary of Impacts by Alternative

All alternatives would allow for growth. Growth under Alternative 2 will focus more housing growth on existing lots whereas Alternative 3 and 4 focuses growth within an existing center, along the SR 305 corridor. Growth under Alternatives 1 is more dispersed than Alternatives 2, 3, and 4. Therefore, Alternative 1 is more likely to have a greater negative impact on drainage basins conditions and water resources as growth would not be optimized within a center or higher densities.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Reduces water quality or increases surface runoff	⊗	⊗	⊗	⊗
Loss of wetland and stream habitat	⊗	⊗	⊗	⊗
Reduces groundwater recharge	⊗	⊗	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ Moderate impact ⊕ High impact ⊕ ⊕				

3.3.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding water resources, as listed below.

- *Policy LU-12.1: Implement regulations to manage stormwater to a) protect human life and health; b) protect private and public property and infrastructure; c) protect resources such as water quality, shellfish beds, eelgrass beds, kelp, marine and freshwater habitat, and other resources; d) prevent the contamination of sediments from urban runoff; and*

- e) achieve standards for water and sediment quality by reducing and eventually eliminating harm from pollutant discharges.
- Policy LU-12.6: As part of periodic updates to the City's Storm Water Comprehensive Plan and the Stormwater Management Action Plan (SMAP), identify projects and funding that will help to improve and protect Liberty Bay water quality by implementing applicable sections of the Liberty Bay TMDL Plan.
 - Policy LU-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-15.3: Encourage the development of low-impact development standards for storm water mitigation to maximize the recharging of groundwater resources.
 - Policy CC-3.5: Require landscaping that contributes to and is an integral part of how a site interacts with the built and natural environment, and:
 - Retains, enhances, and creates character and a sense of place;
 - Utilizes native trees and plants, when feasible;
 - Enhances water and air quality;
 - Minimizes water consumption;
 - Provides aesthetic value;
 - Softens or disguises less aesthetically pleasing features of a site; and
 - Provides buffers for transitions between uses or helps protect natural features.
 - Policy TR-6.6: Ensure environmental protection, water quality, and other applicable environmental standards, through best management practices during the design, construction, and operation of the City's transportation system, including:
 - Design transportation improvements consistent with City's stormwater regulations, striving for enhanced water quality standards, and minimizing impacts to fish and wildlife habitat areas.
 - Consider improved fish passage when making transportation facilities improvements.
 - Avoid construction during rainy season when possible or with use of appropriate and robust best management practices.
 - Regular and routine maintenance of the City system.
 - Policy NE-1.3: The City shall coordinate planning with adjacent jurisdictions, tribes, countywide planning groups and watershed groups, to protect critical area habitat and water quality. The City will participate in watershed planning efforts and consider watershed impacts during decision making, and will request that adjacent jurisdictions, tribes, countywide planning groups and watershed groups do the same.
 - Policy NE-1.8: Support hydrological functions and water quality, including restoring shorelines and estuaries, removing fish-blocking culverts, reducing use of toxic products, and retrofitting basins to manage stormwater.
 - Policy NE-2.1: The City's Critical Areas Ordinance shall protect existing wetland functions in order to maintain water quality, retention, and wildlife habitat. New development adjacent to protected wetlands shall be subject to vegetative buffers as identified in the Critical Areas Ordinance and other applicable development standards that ensure protection of the wetland and buffer during development.
 - Policy NE-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.
 - Policy NE-6.10: Encourage best management practices in the use of herbicides and pesticides near surface waters.
 - Policy NE-11.3: Cooperate with regional and local agencies to monitor surface water quality and implement measures to identify and address any sources of pollution.
 - Policy NE-11.4: Cooperate with regional and state governments and agencies in the development and implementation of watershed management plans or other types of basin plans which are upstream or downstream from Poulsbo.
 - Policy NE-12.3: Protect natural resources that sequester and store carbon such as wetlands, estuaries, stream buffers and urban tree canopy.

- *Policy NE-13.2: Address rising sea water by planning the siting of new hazardous industries and essential public services away from the 500-year floodplain.*
- *Policy NE-13.3: Assess potential vulnerabilities of the City's infrastructure to climate change impacts, such as flooding, storm surge, sea-level rise, and land hazards.*
- *Policy PRO-3.1: New park master plan designs should incorporate energy efficient facilities, plan for water conservation, protect wildlife habitat, encourage recycling, and employ low-impact development techniques to handle storm water runoff.*
- *Policy UT-1.10: Maintain water quality by looping new water systems and connecting to existing systems to the extent feasible.*

Applicable Regulations

Specific measures to mitigate impacts to water resources are included in the following regulations:

Local

- Stormwater Management - PMC Chapter 13.17
- Floodplain Management - PMC Chapter 15.24
- Illicit Discharge Detection and Elimination - PMC Chapter 13.18
- Critical Areas Regulations - PMC Chapter 16.20
- Shoreline Master Program - PMC Chapter 16.08
- Project-level SEPA Review - PMC Chapter 16.04
- Watershed Restoration and Enhancement Plan – WRIA 15 (2022)

State

- Water Quality Standards for Surface Waters
- Water Quality Standards for Groundwater
- Flood Control Management Act
- Water Pollution Control Act
- Shoreline Management Act
- National Pollutant Discharge Elimination System Construction Stormwater General Permit
- NPDES Western Washington Phase I and Phase II Municipal Stormwater General Permits
- Stormwater Management Manual for Western Washington
- WSDOT Highway Runoff Manual
- WSDOT Hydraulics Manual
- Washington State Hydraulic Code

Federal

- Clean Water Act Section 404
- Coastal Zone Management Act
- Section 14 of the Rivers and Harbors Act
- National Flood Insurance Act of 1968 and Flood Disaster Protection Act of 1973
- Floodplain Management Presidential Executive Order 11988
- Endangered Species Act (ESA) Biological Opinion for the Implementation of the National Flood
- Safe Drinking Water Act.

Other Potential Mitigation Measures

The following mitigation measures would further reduce impacts from those described but are not necessary to prevent significant adverse impacts:

- **Retrofits:** Transportation improvement projects and improved developments can enhance downstream water quality by incidental flow control and water quality treatment of stormwater from older road sections currently untreated or lacking basic treatment designs.
- **Low Impact Development (LID):** Use of LID techniques such as permeable surfaces and other on-site infiltration methods can improve on-site storage capabilities, reduce impact from increased high flows, and provide water quality benefits.

- Long-Term Impacts: Mitigation of long-term stormwater impacts includes inspection and maintenance of stormwater facilities for flow control, conveyance, and water quality treatment. Stormwater ponds and similar facilities require regular inspection and maintenance of vegetation, removal of debris, and cleaning sediment to maintain flow control and water quality as designed.
- Infrastructure Planning: The city's infrastructure planning can increase system resiliency and reduce anticipated stressors.

3.3.4 Significant Unavoidable Adverse Impacts

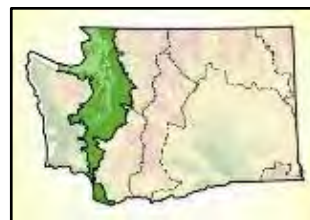
The development and growth associated with every alternative would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation, all of which can negatively impact surface water resources. Distributing growth across more widespread, previously undeveloped areas will result in more impacts to surface water resources than focusing the same growth in urban areas. Compliance with applicable policies and regulations will provide mitigation for each alternative under the City's stormwater management codes, critical areas codes, and shoreline master programs, as applicable. Therefore, no significant unavoidable adverse impacts to surface water resources are expected.

3.4 Fish, Wildlife, Plants

3.4.1 Affected Environment

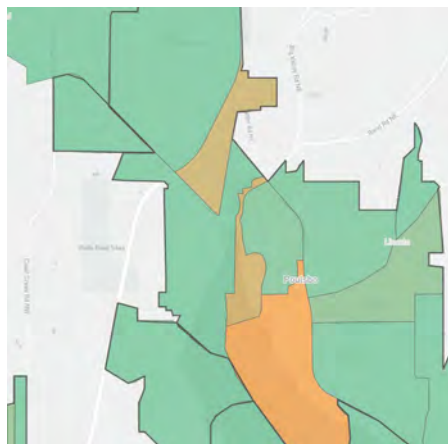
Trees

The City of Poulsbo is in the Puget Trough ecoregion (shown in the image on the right), historically dominated by coniferous forests. Like many Puget Sound communities, the City of Poulsbo has experienced rapid growth in recent years resulting in the removal and fragmentation of natural habitat area and the trees and other plants they comprise. Today, retained forested natural areas in Poulsbo commonly include mature Douglas-fir, western hemlock, red alder, western red cedar and bigleaf maple. In areas that have been more recently developed, the plant palette typically includes younger and more diverse urban (non-native) tree species and common native volunteer species, including red alder and black cottonwood. As the Pacific Northwest climate changes, the current ranges of native trees, such as bigleaf maple and western redcedar maybe decline considerably in the coming years.



Mapping from Tree Equity Score, a tool created by American Forests, shows that Poulsbo's block groups range from 20% (orange) to 62% tree canopy cover (green) (Exhibit 3.4.1-1). Poulsbo's urban tree canopy is regulated primarily by the City's critical areas code (PMC Title 16.20) that protects forested slopes and Zoning Code (PMC Title 18, such as landscaping requirements in Chapter 18.140 and tree retention Chapter 18.180). Poulsbo also has a Tree Board, which advises the City on issues related to responsible planting of trees on public and private property; promoting public education and proper maintenance of trees; advocating trees within the city; providing for aesthetics within the city through the formulation and implementation of tree programs; developing innovative and joint funding for tree projects from a variety of sources; and providing the Mayor and the City Council with a yearly report regarding Tree Board activities.

Exhibit 3.4.1-1: Poulsbo's Tree Equity Mapping



Source: American Forests, Tree Equity Score

Rare Plants

Poulsbo relies on the data provided by the Washington State Department of Natural Resources Natural Heritage Program (WNHP) to identify areas within the city limits that may be subject to the requirements for Areas of Rare Plant Species and High-Quality Ecosystems. The current WNHP maps and databases do not identify the presence of any rare plants within the Poulsbo city limits or Urban Growth Area.

Priority Habitats and Species

A habitat is comprised of environmental elements that are critical for the survival of plants and animals including food, shelter, refuge from predators, and a place to reproduce and rear young. The type, size, connectivity, and quality of habitat areas will determine where plants and animals live and the overall long-term survival of each species. Loss of historic habitat and habitat fragmentation has been widespread within the Puget Sound over time. Habitat areas in Poulsbo have incurred alterations to their condition due to population growth and development activities. However, many locations still retain high-quality riparian, wetland, aquatic, and terrestrial habitats, including lands owned by the city. The City of Poulsbo Critical Areas Ordinance is intended to preserve habitat functions and values along streams, wetlands and in other designated fish and wildlife habitat conservation areas.

Priority habitats are habitat types or elements with unique or significant value to a large number of species. A priority habitat may consist of a unique vegetation type like shrub steppe, dominant plant species like juniper savannah, or a specific habitat feature like cliffs. There are 20 types of priority habitats in Washington. No priority habitats have been identified in Poulsbo.

Streams in Poulsbo provide critical habitat for salmonid fish species, including state- and federally- listed species under the Endangered Species Act (ESA). A summary of major streams and Washington State Department of Fish and Wildlife (WDFW)-mapped salmonid distribution are summarized in Exhibit 3.4.1-2.

Exhibit 3.4.1-2: Washington State Department of Fish and Wildlife (WDFW)-mapped salmonid distribution	
Waterbody	Mapped Salmonid Fish Use
Johnson Creek	Coho Salmon, Chum Salmon, Cutthroat Trout
Dogfish Creek	Steelhead Trout, Chinook Salmon, Coho Salmon, Chum Salmon, Cutthroat Trout
South Fork Dogfish Creek	Coho Salmon, Chum Salmon, Cutthroat Trout
Bjorgen Creek	Coho Salmon, Cutthroat Trout

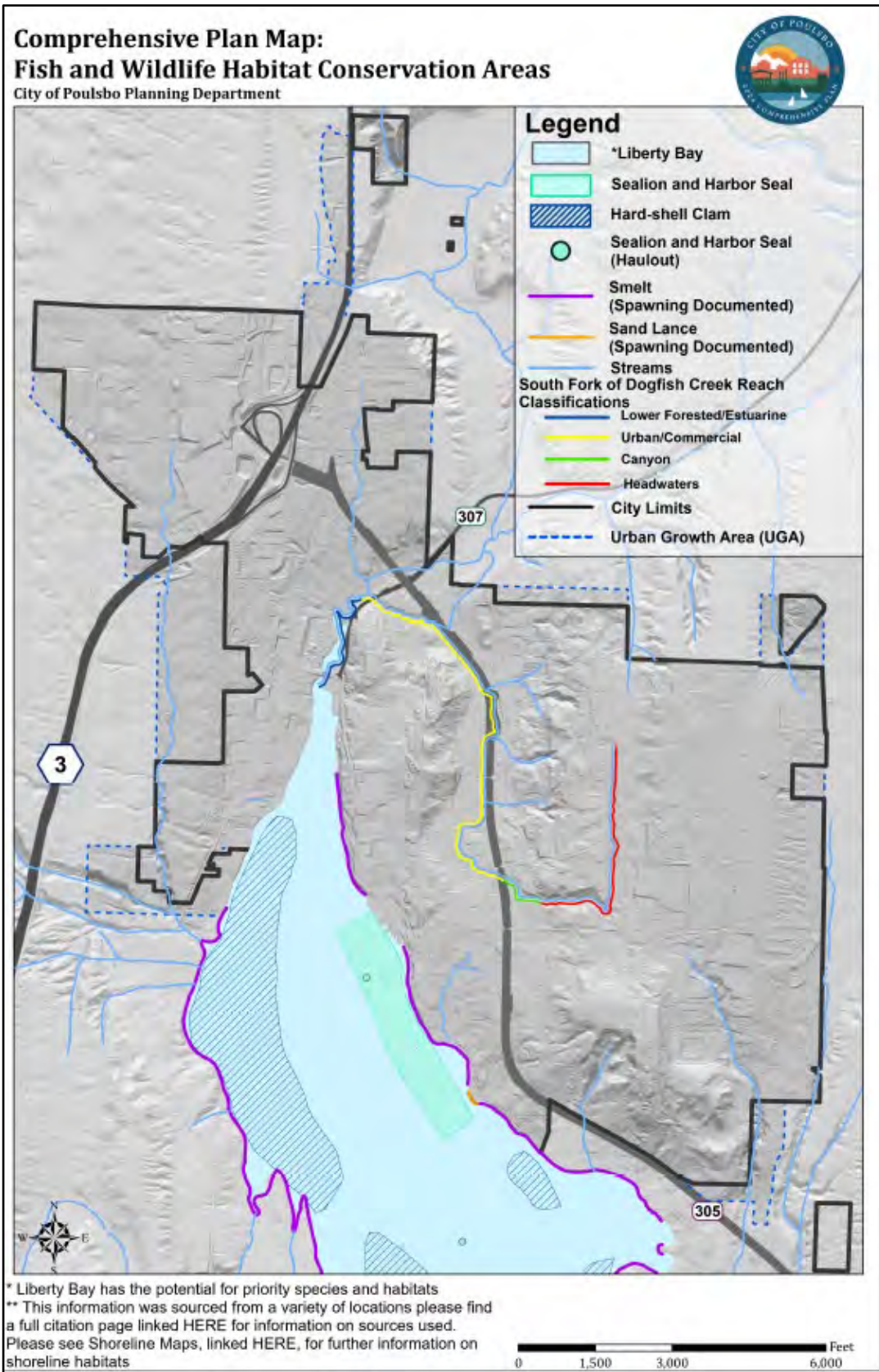
Source: Washington State Department of Fish and Wildlife (WDFW), 2023

Priority species include State Endangered, Threatened, Sensitive, and Candidate species; vulnerable animal groups (e.g., seabird concentrations, heron rookeries, bat colonies); and vulnerable species of recreational, commercial, or tribal importance. There are 269 priority species in Washington. Species are often considered a priority only within a “priority area” such as a nest, roost, foraging area, breeding area, regular gathering area, or migration corridor. ESA-listed species that may be present in the city are listed in Exhibit 3.4.1-3 along with indicator status.

Exhibit 3.4.1-3: Washington State Department of Fish and Wildlife (WDFW) - Priority Species Listing		
	Species	State/Federal Status
Fish	River Lamprey	State - Candidate
	Bull Trout/Dolly Varden	State – Candidate, Federally - Threatened
	Rainbow Trout/Steelhead	State – Candidate, Federally - Threatened
	Bocaccio Rockfish	Federally - Endangered
Amphibians	Western Toad	State - Candidate
Reptiles	Northwestern Pond Turtle	State - Endangered
Birds	Common Loon	State - Sensitive
	Marbled Murrelet	State - Endangered
	Western Grebe	State - Candidate
Mammals	Orca	State – Endangered, Federally - Endangered
	Harbor Porpoise	State - Candidate
	Townsend’s Big Eared Bat	State - Candidate
	Keen’s Myotis	State - Candidate
Invertebrates	Pinto Abalone	State – Endangered,
	Western Bumble Bee	State - Candidate, Federally - Candidate
	Puget Blue	State – Candidate

Sources: WDFW Priority Habitat and Species List, Updated 2024

Exhibit 3.4.1-4: Fish and Wildlife Habitat Conservation Areas



3.4.2 Impacts

Impacts Common to All Alternatives

Population growth and associated urbanization impacts to fish and wildlife habitat conservation areas are likely under all alternatives. The extent of impacts to fish, wildlife, and plants will depend on the actual location and intensity of development, habitat size, and connectivity across the landscape. Impacts to streams, wetlands, groundwater, floodplains, and native vegetation detailed in the water resources section also apply to fish and wildlife habitat conservation areas. This includes increased sedimentation and pollutants in runoff to streams and wetlands and decreases in native vegetation. Additionally, disruptions in seasonal hydrologic cycles, vegetation losses, reduced summer stream flows, increased stream temperatures, and reduced stream bank stability are all anticipated as a result of climate change. Stressors associated with climate change are projected to significantly impact fish and wildlife species, including Chinook, coho salmon, steelhead and bull trout, and amphibians.

Under all alternatives, a reduction in the type and coverage of vegetation within the city is expected due to future development activities. This is likely to decrease urban forest canopy. Indirect impacts may also occur with the introduction and establishment of nonnative invasive species that may outcompete and displace native species. Associated decreased tree health and resiliency, including increased presence of tree diseases like root rot and lower pest mortality from milder temperatures, are likely to impact forest tree canopy.

Rare Plants

There would be no impact on known populations of rare plant species within Poulsbo. Under each Alternative, additional protections are expected by including the Washington Department of Natural Resources Natural Heritage Program as Fish and Wildlife Habitat Conservation Areas under PMC 16.20. However, there may be impacts on unmapped rare plant populations from future development activities. Certain rare plant species may be found in habitats that are protected, such as wetland or riparian habitats. These species are expected to have a lower potential for impacts from development activities given existing protections in the CAO.

Priority Habitats and Species

Increased intensification throughout the city under all alternatives is expected to decrease urban wildlife habitat. The loss of habitat may lead to wildlife species utilizing an unsuitable or less suitable habitat compared to existing conditions. Conversion of currently undeveloped properties could lead to fragmentation of wildlife habitat and may reduce connectivity.

Increased stormwater runoff from new impervious surface areas and roadways may result in increased contaminants. Reduction in habitat functions and values may occur due to increased human disturbance. Species diversity may be affected by increasing populations of species that are adapted to human presence, particularly in areas with increased noise and light. Development activities or associated landscaping may cause the introduction of nonnative plant species to occur. All the above factors may lead to reduced quantity and quality of wildlife habitat.

Aquatic species may be impacted by loss of habitat due to development or alteration of habitat due to changes in water quality and quantity that may occur under each alternative.

Riparian/Salmonid Habitat and Species

Reduced quality and quantity of aquatic habitat may occur as a result of future development activities under all Alternatives. Fish habitat may be impacted by the conversion of land, increased density, changes in types of land use activities, and compatibility with habitat functions and values under all Alternatives. Resulting impacts could include increased water temperatures, sedimentation, increased peak flows, reduced groundwater recharge, increased shoreline armoring, channelization, and overall reduced riparian and wetland habitats.

Intact riparian or shoreline buffers may reduce adverse effects of watershed-wide development on streams and wetlands. Established, mature forested buffers allow large woody debris recruitment and support maintaining healthy stream temperatures. Development activities have the potential to increase pollutants, degrade instream and riparian habitat, and alter the natural flow regime of rivers and streams. Salmonid species are particularly sensitive to changes in water quality and temperature, which may affect their ability to survive, grow, and reproduce.

Reduced forest and riparian habitat and increased impervious surface area are expected to reduce groundwater recharge and infiltration, reduce streamflow, and increase runoff. Increased runoff can scour streambeds and increase bank erosion.

Direct impacts on fish habitat will be minimized by regulatory buffer requirements and the timing of in-water work windows established by state and federal agencies to protect fish. Current state and City regulations require stormwater management and treatment standards for projects that create significant new impervious surface area to help minimize detrimental effects on aquatic species and their associated habitats. These regulations are intended to minimize or mitigate impacts on fish habitat but may not eliminate the impact entirely.

Impacts of Alternative 1 and 2

Alternatives 1 and 2 would accommodate for the lowest amount of growth of the four alternatives by retaining the existing zoning densities, although there is a moderate increase in density under Alternative 2. Under both Alternatives, wildlife habitats are predicted to experience reduced habitat quantity and quality because of development activities, similar to those as described in Impacts Common to All Alternatives above. Impacts to intact habitat are expected to occur primarily where clearing is being conducted or impervious surfaces are being created.

New developments to accommodate growth are expected to result in loss of habitat and increased fragmentation. These actions would impact on the overall quality of remaining habitat areas. Development of properties within or near environmentally critical areas could result in increased impacts to wetland and riparian habitat functions and values, similar to those described in Section 3.1.3, Water Resources. Under Alternatives 1 and 2, stream buffer width requirements would remain the same as current conditions, so riparian habitat areas are likely to be retained. Direct and indirect impacts on terrestrial and aquatic species would include those impacts previously described in Impacts Common to All.

Impacts of Alternative 3

The impacts to plants and animals would be similar to those experienced under all Alternatives, but would include impacts commensurate with intensified density focused in the SR 305 Corridor Center for residential and job growth.

Development and redevelopment is expected to impact plant and animal species most in areas where undeveloped land is converted. Development activities under Alternative 3 may result in increased conversion of vegetation near or adjacent to riparian habitat and related habitat corridors, degraded habitat functions and values, and increased fragmentation; however, federal, state and local protection regulations minimize these impacts.

Direct and indirect impacts on terrestrial and aquatic species would include those impacts previously described in Impacts Common to All Alternatives.

Impacts of Alternative 4

Impacts on resources would be generally consistent with those of Alternative 3 and commensurate with the amount of growth. Alternative 4 is expected to accommodate the greatest population growth of the four alternatives, which may have a higher impact on plants and animal species. Development activities under Alternative 4 may result in increased conversion of vegetation near or adjacent to riparian habitat and related habitat corridors, degraded habitat functions and values, and increased fragmentation; however, federal, state and local protection regulations minimize these impacts.

An increase in development activities could have direct and/or indirect impacts on plants and animals, as described above in Impacts Common to All Alternatives.

Summary of Impacts by Alternative

Under any of the alternatives, the potential for adverse effects on fish, wildlife, and plants would be avoided, minimized, documented, and mitigated through regulatory reviews and permitting processes that apply to individual projects. None of the alternatives propose any modifications to those processes. Alternatives 1 and 2 has the most potential to affect fish, wildlife, and plants due to the most dispersed growth near habitats.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Results in a net loss of salmonid habitat needed to protect fish and treaty rights	✘	✘	✘	✘
Loss of localized critical area functions and values	+	+	✘	✘
Contradicts best available science	✘	✘	✘	✘
Potential for Adverse Impacts: No or Low impact ✘ Moderate impact + High impact + +				

3.4.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding Fish, Wildlife, and Plants, as listed below.

- *Policy LU-12.1: Implement regulations to manage stormwater to a) protect human life and health; b) protect private and public property and infrastructure; c) protect resources such as water quality, shellfish beds, eelgrass beds, kelp, marine and freshwater habitat, and other resources; d) prevent the contamination of sediments from urban runoff; and e) achieve standards for water and sediment quality by reducing and eventually eliminating harm from pollutant discharges.*
- *Policy LU-12.7: As part of periodic updates to the City's Storm Water Comprehensive Plan, 6-year Capital Improvement Plan and SMAP, identify projects and funding that will help to restore aquatic and riparian habitat such as streams, wetlands, and shorelines from negative effects of historic storm water runoff.*
- *Policy TR-6.6: Ensure environmental protection, water quality, and other applicable environmental standards, through best management practices during the design, construction, and operation of the City's transportation system, including:*
 - *Design transportation improvements consistent with City's stormwater regulations, striving for enhanced water quality standards, and minimizing impacts to fish and wildlife habitat areas.*
 - *Consider improved fish passage when making transportation facilities improvements.*
 - *Avoid construction during rainy season when possible or with use of appropriate and robust best management practices.*
 - *Regular and routing maintenance of the City system.*
- *Policy NE-1.1: The City shall protect critical areas, habitat and the natural environment through land use plans, surface water management plans and programs, comprehensive park plans, development regulations and site-specific project review.*
- *Policy NE-1.2: The City shall maintain regulations such as the Critical Areas Ordinance (CAO), which provide protection for all regulated critical areas – a) wetlands; b) areas with a critical recharging effect on aquifers (aquifer recharge areas); c) frequently flooded areas; d) fish and wildlife habitat conservation areas; and e) geologically hazardous areas.*
 - *The City's CAO development standards shall incorporate and utilize appropriate and applicable best available science for purposes of designating and protecting all regulated critical areas and give "special consideration" to conservation and protection measures for anadromous fisheries.*
 - *The City shall continue to require, as set forth in the CAO, completion of environmental studies by qualified professionals to assess the impact of proposed development on critical areas.*
 - *The City's CAO shall include penalties to be imposed on property owners or developers who degrade the function or values of wetlands.*
- *Policy NE-6.1: The City's Critical Areas Ordinance shall require vegetative buffers along surface waters to protect anadromous fish and wildlife habitat. New development shall be subject to buffers or resource management areas, as identified in the Critical Areas Ordinance and other applicable development standards.*
- *Policy NE-6.2: The City shall protect the natural habitat functions of listed or candidate Endangered Species. The City's Critical Areas Ordinance shall establish appropriate protection measures and procedures for habitat conservation.*
- *Policy NE-6.3: The City shall continue acquiring appropriate land when it becomes available and affordable, primarily to preserve its function as fish and wildlife habitat. The Dogfish Creek estuary shall continue to be a priority habitat area for acquisition.*
- *Policy NE-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-11.1: Protect critical saltwater habitats in recognition of their importance to the marine ecosystem of Liberty Bay and Puget Sound. These habitats can provide critical reproduction, rearing and migratory nursery areas for fish, juvenile salmon, mollusks such as oysters, marine plants and animals. Habitats of special concerns 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-12.3: Protect natural resources that sequester and store carbon such as wetlands, estuaries, stream buffers and urban tree canopy.
- Policy NE-13.4: Enhance the City's urban tree canopy to support community resilience, mitigate urban heat and stormwater runoff. This can be accomplished through a program of tree planting in public areas, including street trees, public parks, public open spaces, and public facilities. Consider programs that create incentives for residents and business to plant trees on their private property, in addition to any required applicable landscaping standards.
- Policy NE-15.2: Maintain or increase the tree canopy in the city through tree retention and/or replacement by:
 - Implementing educational programs for property owners and managers;
 - Provide incentives for tree retention and planting, including the City's Heritage Tree program;
 - Prohibit or limit the amount of significant tree removal on undeveloped property without an approved land use development permit;
 - Protect healthy stands or groves of trees on property proposed for development;
 - Require where appropriate, financial assurances for required tree planting and maintenance.
- Policy NE-15.4: 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 tree protection during design and planning of development proposals shall be developed for inclusion in the City's Development Regulations.
- Policy NE-15.6: No forest harvesting of property (i.e. forest practice conservation type activity) or tree cutting/clearing shall be approved or authorized by the City until such time as the City has approved a land use development permit.
- Policy NE-15.7: Identify and plant suitable native trees and vegetation within degraded stream and wetland buffers and on steep slopes as a critical step in ecological conservation and erosion control.
- Policy NE-15.8: When funding is available, complete an assessment of the urban tree canopy to evaluate the extent, health, and diversity of trees across the city.
- Policy NE-15.9: Encourage and incorporate into the City's tree canopy adequate species diversity and an appropriate mix of tree types (evergreen vs. deciduous) to protect the health of the urban forest.
- Policy NE-15.11: Maintain the city's status as a Tree City USA as designated by the Arbor Day Foundation through the following measures: a. Maintain certification through various programs and activities long term. b. Strive to achieve annual growth awards from the Arbor Day foundation as a part of long-term implementation of the Tree City designation. c. Consider programs and policies which will further recognize the city's efforts in relation to community forestry.
- Policy PRO-3.1: New park master plan designs should incorporate energy efficient facilities, plan for water conservation, protect wildlife habitat, encourage recycling, and employ low-impact development techniques to handle storm water runoff.
- Policy PRO-4.8: 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.

Applicable Regulations

Under any of the alternatives, development projects would be designed and built in accordance with applicable federal, state, and local statutes and regulations. Many of these involve review and permitting processes to ensure impacts to the environment (including environmentally critical areas important to plants and animals) are avoided, minimized, documented, and mitigated to the greatest extent possible. The procedures associated with these regulations also create opportunities for public notice and comment on projects before implementation. Regulations and commitments that address stormwater runoff are identified in Section 3.3.3 in Water Resources.

Specific measures to mitigate impacts to Fish, Wildlife, and Plants from the alternatives proposed are included in the following regulations:

Local

- Tree Retention - PMC Chapter 18.180
- Landscaping – PMC Chapter 18.130

- Critical Areas Regulations - PMC Chapter 16.20
- Shoreline Master Program - PMC Chapter 16.08
- Project-level SEPA Review - PMC Chapter 16.04
- Floodplain Management - PMC Chapter 15.24

State

- Shoreline Management Act
- Washington State Hydraulic Code
- Clean Water Act Section 401

Federal

- Migratory Bird Treaty Act
- Bald and Golden Eagle Protection Act
- Magnuson-Stevens Fishery Management and Conservation Act Consultation
- Clean Water Act Section 404
- Marine Mammal Protection Act
- Endangered Species Act Section 7 Consultation

Other Potential Mitigation Measures

Mitigation measures can benefit fish, wildlife, plants, and habitats of importance by offsetting or minimizing the impacts associated with development. Mitigation measures, other than those described above, that are potentially applicable to future development under any of the proposed alternatives include the following:

- Implement WRIA plans, such as directing development applicants to the mitigation opportunities.
- Use a watershed approach to design mitigation areas.
- Protect habitats of importance through acquisition and expansion of parklands, where appropriate.
- Adopt more protective detention standards that require new development to detain larger volumes of stormwater runoff on-site and in a manner that mimics predeveloped stormwater patterns.
- Adopt new development requirements that set maximum limits on the percentage of a new development that could be covered with impervious surfaces and that encourage the use of soil amendments to facilitate stormwater infiltration (i.e., low-impact development practices).
- Require construction activities near wetlands and streams to be scheduled during the dry season to reduce impacts on the soil.
- Require development projects to address temperature impacts from stormwater runoff or stormwater ponds.
- Implement projects to correct existing erosion problems and reduce the potential for increased erosion in the future. Examples of potential projects include channel stabilization using techniques meeting Washington Department of Fish and Wildlife criteria for streambank stabilization or bypass pipelines to divert high flows around sections of erosive channels.
- Retrofit existing detention facilities to increase storage capacity and improve water quality treatment.
- Encourage buffer enhancement. Where protected stream and/or wetland buffers are in a degraded condition, encourage enhancement of the buffer through means such as establishment of native vegetation and control of non-native invasive plant species with a goal of providing high-quality riparian and stream habitat and discouraging human entry into the buffer area.
- Educate the public, especially owners of property along streams, about BMPs that could enhance or protect aquatic resources.
- Publicize and encourage the preservation of native soils and protection of the natural processes of soil maintenance and on-site hydrology. Leaving areas/tracts (belts) of native vegetation undisturbed in both commercial and residential developments can be shown to provide long-term benefits regarding stormwater management, on-site landscaping maintenance, microclimate, and general aesthetics/sense of well-being in a developed landscape.
- Sponsor or encourage public education about the benefits of native vegetation.

3.4.4 Significant Unavoidable Adverse Impacts

The development and growth associated with every alternative would likely result in increased hard surfaces, increased vehicle use, and decreased vegetation, all of which can negatively impact fish, wildlife and plants. Development under all

alternatives would require some losses of vegetative cover, which may result in changes in hydrologic conditions and habitat fragmentation. Distributing growth across more widespread, previously undeveloped areas will result in more impacts than focusing the same growth within centers. Compliance with applicable policies and regulations will provide mitigation for each alternative under the City’s stormwater management codes, critical areas codes, landscaping and shoreline master programs, as applicable. Therefore, no significant unavoidable adverse impacts to fish, wildlife and plants are expected.

3.5 Land and Shoreline Use

3.5.1 Affected Environment

Existing Land Use

The City of Poulsbo and its UGA is approximately 4.74 square miles in area. The city is situated in North Kitsap County, and surrounds Liberty Bay on the north, east and west sides of the Bay’s shoreline. Unincorporated Kitsap County is adjacent to the city limits.

Existing Land Use Designations and Zoning

The Poulsbo Land Use Map is part of the Comprehensive Plan. It expresses graphically the 20-year vision of preferred land use patterns in the city and identifies the UGA boundaries and specific designations of urban, rural, and resource land uses. Land Use designations are implemented through zoning classifications and development regulations. The land use designations and corresponding implementing zones are summarized below:

Exhibit 3.5.1-1: Land Use Designations			
Land Use	Implementing Zone	Acreage by Zone	Percent of Total
Residential Low	Residential Low	1,880	64.1%
Residential Medium	Residential Medium	128	4.3%
Residential High	Residential High	235	8%
Commercial	C-1 Downtown, C-2 Viking Ave, C-3 SR 305 Corridor, C-4 College Marketplace	410	14%
Office Industrial Commercial	Office Industrial Commercial	39	1.3
Business Park	Business Park	34	1.2
Light Industrial	Light Industrial	83	2.8
Park	Park	126	4.3
Total		2,934	100%

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

The **Residential Medium (RM)** land use designation allows for attached residential units, by allowing a density range of 6-10 du per acre. This district is intended to provide for middle density residential development, facilitate public transit, and encourage efficient use of commercial services and public infrastructure, and encourage development of a variety of housing types, including townhouses, apartments, condominiums, smaller lot cottages, and duplexes.

The **Residential High (RH)** land use designation allows for density range of 11-14 du per acre. This district is intended to provide for higher density residential development, facilitate public transit and efficient use of public infrastructure, and encourage maximization of land through the development of higher density housing types, including townhouses, apartments, and condominiums.

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

The **Viking Avenue (C-2)** commercial corridor extends both north and south of the Lindvig/Finn Hill intersection, with the most intensive commercial uses to the south. Historically dominated by auto and recreation vehicle dealers or service areas,

this corridor also includes the city's only movie theatre, numerous restaurants and delis, fuel service centers, contractor or construction suppliers, professional offices, and residential neighborhoods of various types and intensities.

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

The **College MarketPlace (C-4)**, developed under the requirements of the Olhava Master Plan, includes the larger, more regional commercial opportunities for Poulsbo and the North Kitsap County residents. It is conveniently situated at the regional crossroads of SR3 and SR305, with access to SR307. These three main highways provide access from Bremerton/Silverdale, Northern Kitsap and Jefferson County, and Bainbridge Island. Included at College Market Place are Home Depot, Wal-Mart, banks, chain-type restaurants and retail stores.

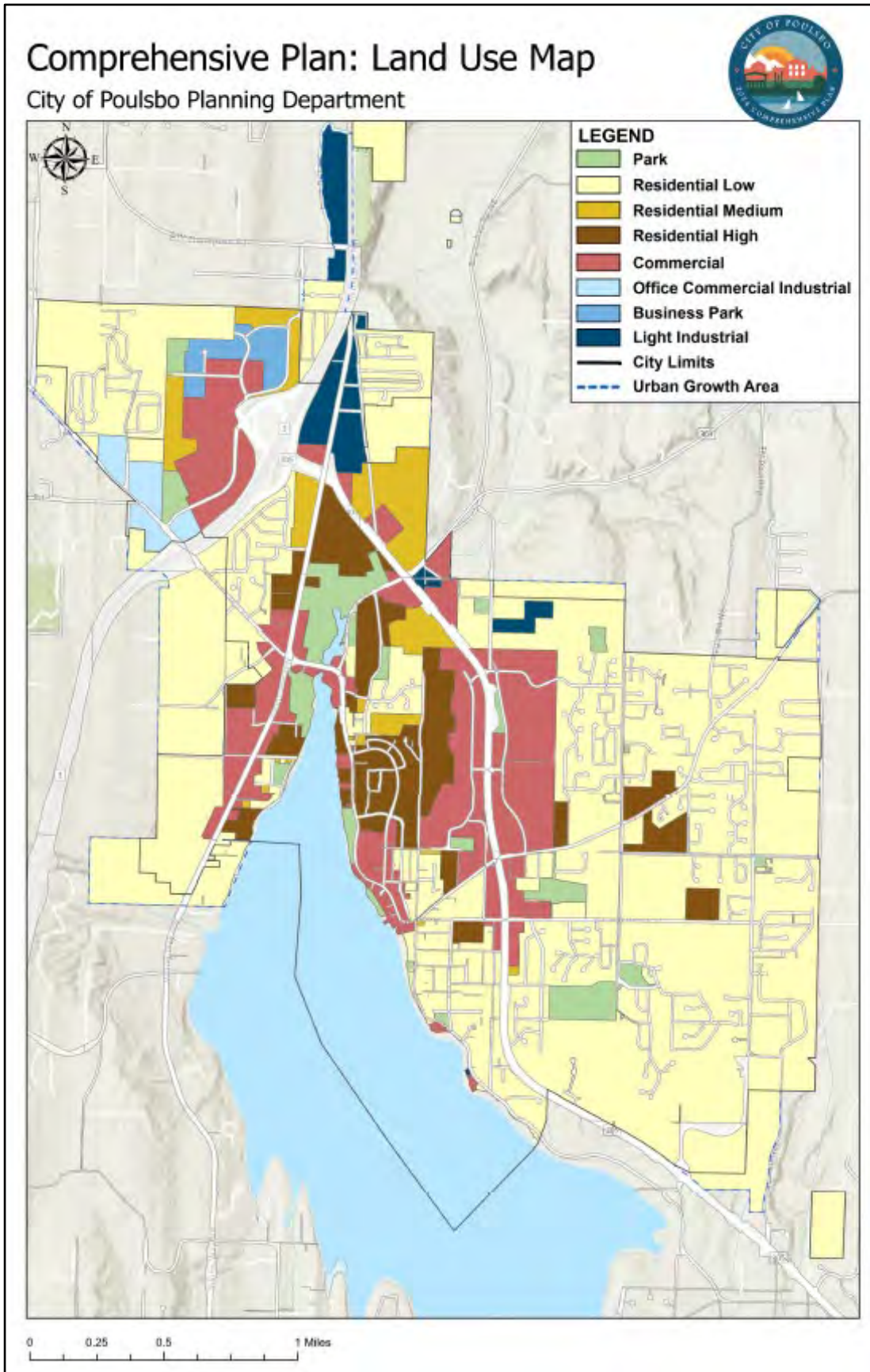
The **Light Industrial (LI)** land use designation is suitable for light manufacturing, marina-related repair and construction, construction yards, and other similar uses. Both single use and industrial park development are possible.

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

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

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

Exhibit 3.5.1-2: Poulsbo Land Use Map



Shorelines

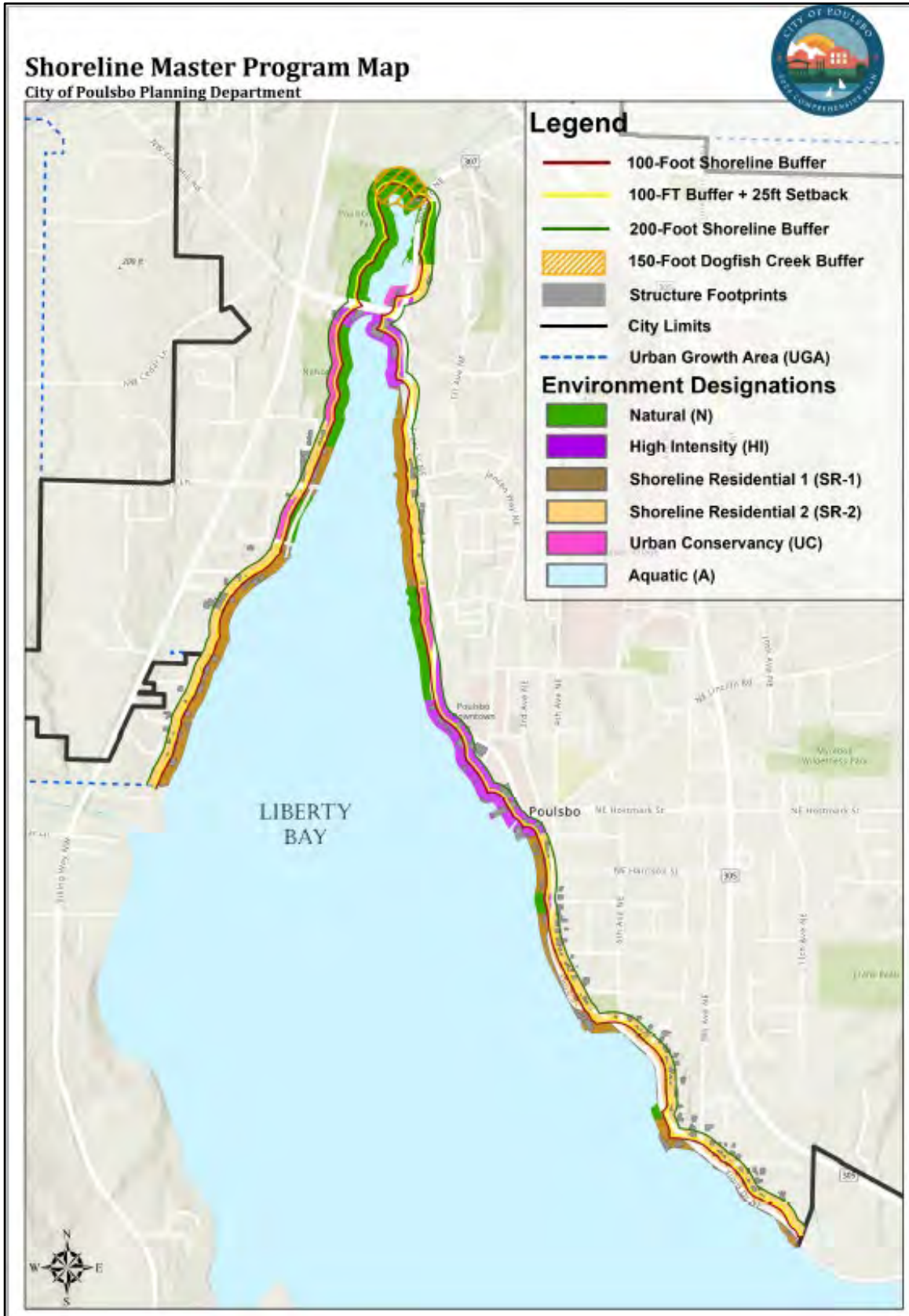
The Washington State Shoreline Management Act (SMA) requires all counties and most towns and cities to plan for how shorelines in their jurisdiction will develop through a Shoreline Master Program (SMP). The Poulsbo SMP was adopted in 1976, with a comprehensive update in 2012 to comply with new state guidelines adopted in 2003.

The SMP was updated and adopted again on August 4, 2021. The Department of Ecology announced final approval on December 6, 2021, finding the SMP consistent with the policy and procedural requirements of the SMA and its implementing rules. The SMP establishes a system of categorizing shoreline areas designed to provide a uniform basis for applying policies and use regulations for distinctly different shoreline areas. To accomplish this, a shoreline environment designation is given to specific areas based on the existing development pattern, the biophysical capabilities and limitations of the shoreline being considered for development, and the goals and vision of the local community. The SMP is designed to encourage a balance of preferred shoreline uses, ecological protection, and public access where appropriate.

Poulsbo's shoreline designations include:

- **Aquatic:** The aquatic shoreline environment includes the water and 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, and the estuarine portion of Dogfish Creek
- **Natural:** The natural 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. Natural areas within the city include the majority of Fish Park, West Poulsbo Waterfront Park, Net Shed Park, American Legion Park and Nelson Park, that are within zero to one hundred feet of the OHWM of Liberty Bay and/or the estuarine portion of Dogfish Creek.
- **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 divided into two sub designations: shoreline residential-1 and shoreline residential-2.
- **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 Road, adjacent to the Dogfish Creek estuary.
- **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.

Exhibit 3.5.1-3: Poulsbo Shoreline Master Program Map

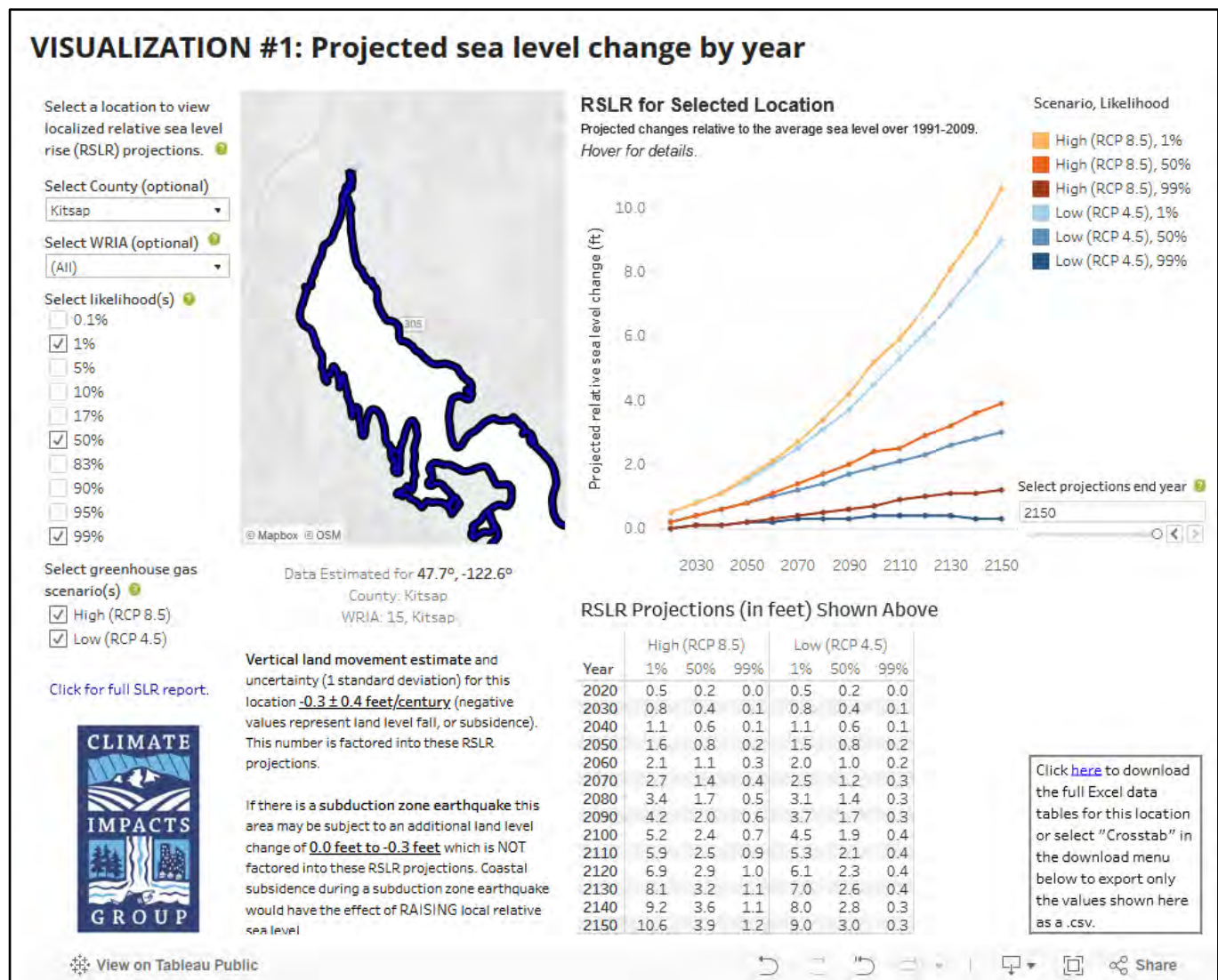


Sea Level Rise

Climate changes are causing sea levels to rise more rapidly. Sea level in the Puget Sound rose 20 centimeters (0.66 feet) from 1900–2008, and studies predict sea level will rise 60 centimeters (2 feet) by 2100. The [Kitsap County Climate Change Resiliency Assessment](#), 2020 included data from the University of Washington Climate Impacts Group (CIG) probabilistic estimation of how likely sea levels will rise in all areas of Kitsap County by certain years, depending on greenhouse gas emissions scenarios

Exhibit 3.5.1-4 graphs the sea level rise and by year, depending on the emissions scenario from the University of Washington Climate Impacts Group Interactive Sea Level Rise Data Visualizations tool.

Exhibit 3.5.1-4: Projections of sea level change by year, by emissions scenario and likelihood % (low/high)



Source: University of Washington Climate Impact Group, [Interactive Sea Level Rise Data Visualizations](#), 2018

Population, Housing and Employment Growth Targets and Capacity by Alternative

The GMA requires that each jurisdiction have enough developable land to accommodate the 20-year projected population growth. The City of Poulsbo Planning Department conducted an extensive land capacity analysis as part of the 2021 Kitsap County Buildable Lands Report and will update these results as a part of the comprehensive plan update to be reported in Section 3 Land Development Review and Evaluation.

In accordance with GMA, the 2024 Update addresses and 2044 horizon year, and considers new population, housing and job targets, changes to the future Land Use map, a fair share of affordable housing, housing policy amendments to address

racially disparate impacts, and supporting investments in parks and multimodal/active transportation, utilities, and public services. The comprehensive plan is also required to be consistent with the Kitsap Countywide Planning Policies (CPPs), and with regional plans such as the Puget Sound Regional Council's (PSRC's) Vision 2050 which contains the Multi-County Planning Policies (MPPs). The growth targets adopted in the Kitsap Countywide Planning Policies for Poulsbo and its urban growth area are:

- Population – 5,646 new persons
- Jobs – 4,000 new jobs
- Housing – 1,977 new housing units

Exhibit All Alternatives have sufficient land capacity for the population and jobs growth assigned to Poulsbo as summarized in Exhibit 3.5.1-5 below:

Exhibit 3.5.1-5: Summary Comparison of Projected Population, Jobs and Housing Targets to Alternative Capacity				
Alternative	Population Capacity	Employment Capacity	Housing Unit Capacity	Kitsap Countywide Planning Policies 2044 Poulsbo Growth Allocation
Alternative 1	6,022	4,165	2,578	<i>Population – 5,646 Employment – 4,000</i>
Alternative 2	6,201	4,165	2,649	
Alternative 3	7,270	4,099	3,161	
Alternative 4	7,961	4,099	3,491	

Alternative 1

Alternative 1 No Action assumes the City and UGA grow consistently with available buildable land capacity. Net growth would equal:

- Employment: 4,165 new jobs between 2024-2044
- Population: 6,022 new people between 2024-2044
- Housing: 2,578 new housing units⁶ between 2024-2044

Exhibit 3.5.1-6: Alternative 1 - No Action Current Plan			
Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3,795	1,512
Residential Medium	0	1,233	590
Residential High	0	994	476
C-1 Downtown/Front Street	221	0	0
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1,954	0	0
C-4 College Marketplace	348	0	0
Office Commercial Industrial	435	0	0
Business Park	441	0	0
Light Industrial	162	0	0
Total	4,165	6,022	2,578
<i>KRCC Growth Allocation</i>	4,000	5,646	1,977
<i>Surplus/Deficit</i>	+165	+376	+601

Alternative 2

Alternative 2 Current Plan + Missing Middle Housing Emphasis assumes the City and UGA grow consistent with available buildable land capacity, and additional land capacity could be realized due to modifications to the City's zoning ordinance which would remove barriers and incentive missing middle housing types. Amendments identified include reduced minimum lot sizes for single family detached; increased opportunities for attached units (duplex, triplex, fourplex) allowed in Residential Low zoning districts; density bonus infill; multiuse buildings; town or rowhouses; accessory dwelling units; and cottage/courtyard developments.

⁶ For all Alternatives, the household size for single family and multifamily as set forth in the Kitsap County 2021 Buildable Lands Report was used to calculate housing unit capacity. Population/Household size = capacity. Single Family = 2.51 household size; Multi Family = 2.09 household size. SF household size was applied for RL zoning; MF household size applied for all other zoning districts.

Net growth would equal:

- Employment: 4,165 new jobs between 2024-2044
- Population: 6,201 new people between 2024-2044
- Housing: 2,649 new housing units between 2024-2044

Exhibit 3.5.1-7 Alternative 2: Current Plan + Missing Middle Housing Emphasis			
Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3974	1583
Residential Medium	0	1233	590
Residential High	0	994	476
C-1 Downtown/Front Street	221	0	0
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1954	0	0
C-4 College Marketplace	348	0	0
Office Commercial Industrial	435	0	0
Business Park	441	0	0
Light Industrial	162	0	0
Total	4165	6201	2649
<i>KRCC Growth Allocation</i>	4000	5646	1977
<i>Surplus/Deficit</i>	+165	+555	+672



Alternative 3

Alternative 3 SR 305 Corridor Center assumes the City and UGA grow consistent with available buildable land capacity, and additional population capacity would be realized due to modifications to the City’s zoning ordinance which would increase residential development within the SR 305 transit corridor. Amendments identified include increased building height, reduced parking requirements, and other incentives.

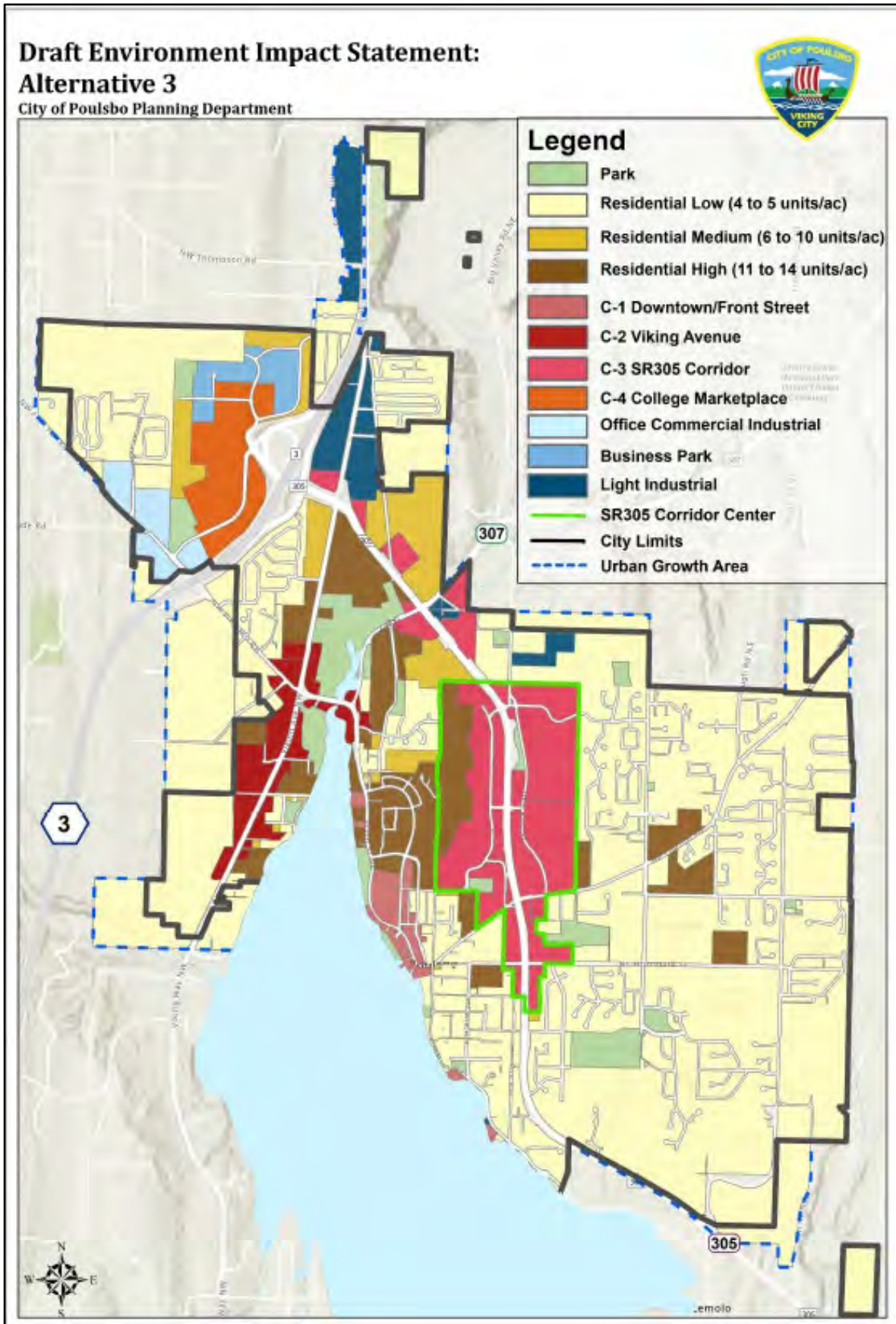
Alternative 3 assumes residential designations and densities remain the same as Alternative 1 Current Adopted Plan while also including Alternative 2 Missing Middle Emphasis capacity increase in the RL zoning district.

Net growth would equal:

- Employment: 4,099 new jobs between 2024-2044
- Population: 7,270 new people between 2024-2044
- Housing: 3,161 new housing units between 2024-2044

Exhibit 3.5.1-9: Alternative 3: SR 305 Corridor Center			
Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3,974	1,583
Residential Medium	0	1,233	590
Residential High	0	994	476
C-1 Downtown/Front Street	118	269	129
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1,991	800	383
C-4 College Marketplace	348	0	0
Office Commercial Industrial	435	0	0
Business Park	441	0	0
Light Industrial	162	0	0
Total	4,099	7,270	3,161
<i>KRCC Growth Allocation</i>	4,000	5,646	1,977
<i>Surplus/Deficit</i>	+99	+1,624	+1,184

Exhibit 3.5.1-10: Alternative 3 - SR 305 Corridor Center Future Land Use Map



Alternative 4

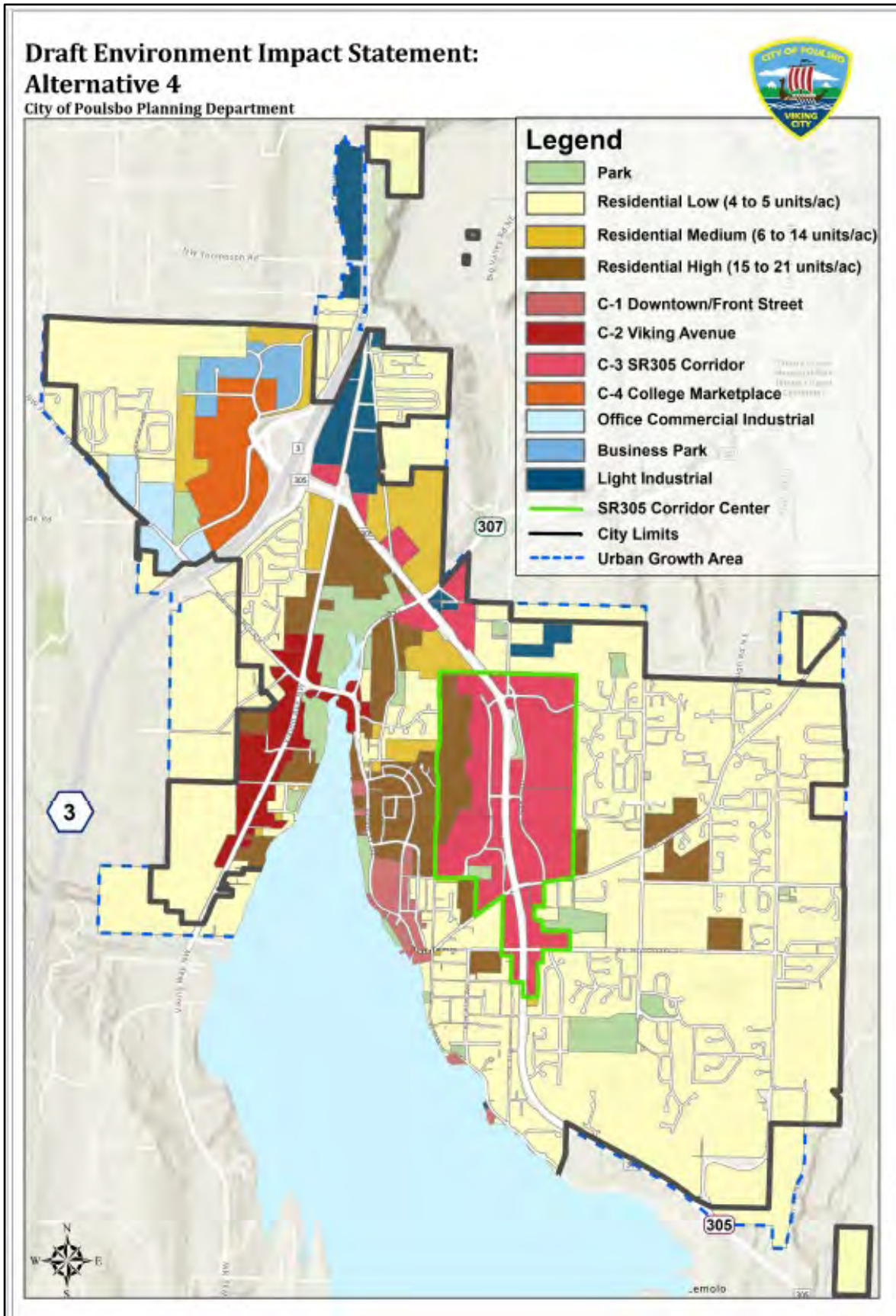
Alternative 4 includes the SR 305 Corridor Center increased capacity assumptions and adds increased density to the Residential Medium (RM) and Residential High (RH) zoning districts by increasing the maximum density range. RM density would increase from 6-10 units/acre to 6-14 units/acre; and RH would increase from 11-14 units/acre to 15-22 units/acre. Residential Low (4-5 unit/acre) remains the same as currently adopted.

Net growth would equal:

- Employment: 4,099 new jobs between 2024-2044
- Population: 7,961 new people between 2024-2044
- Housing: 3,491 new housing units between 2024-2044

Exhibit 3.5.1-11: Alternative 4: SR 305 Corridor Center + RM/RH density range increase			
Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3,974	1,583
Residential Medium	0	1,601	766
Residential High	0	1,317	630
C-1 Downtown/Front Street	118	269	129
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1991	800	383
C-4 College Marketplace	348	0	0
Office Commercial Industrial	435	0	0
Business Park	441	0	0
Light Industrial	162	0	0
Total	4,099	7,961	3,491
<i>KRCC Growth Allocation</i>	4,000	5,646	1,977
<i>Surplus/Deficit</i>	+99	+2,315	+1,514

Exhibit 3.5.1-12: Alternative 4 - SR 305 Corridor Center + RM/RH density increase Future Land Use Map



3.5.2 Impacts

Impacts Common to All Alternatives

All four alternatives assume increases in population, housing units and employment in Poulsbo over the course of the 20-year planning period. Under all alternatives, growth is anticipated to result in new development as well as redevelopment of some previously developed areas. The actual pace and distribution of future growth would be influenced in part by the implementation of Comprehensive Plan policies, related regulations, and actions, and by decisions made by individual property owners and developers. Areas experiencing new development or redevelopment would likely see an increase in local activity. General impacts associated with growth include the following:

- Conversion of undeveloped land for new residential, commercial, and/or industrial uses.
- Increased intensity of use, bulk and scale on developed parcels through redevelopment or infill development on underutilized parcels.
- Land use compatibility issues resulting from the encroachment of denser development patterns on current uses often less dense.
- Other impacts common to all Alternatives include displacement risk and sea level rise.

Conversion of Land and Increased Intensity

All alternatives would result in new construction that will result in changes of use and the characteristics of parcels of land, with generalized increase in building height and bulk and development intensity over time. It also includes the gradual conversion of low-intensity uses to higher-intensity development patterns. While these impacts could be partially mitigated by the application of development regulations including design regulations and design standards, some changes in use and character are unavoidable aspects of growth.

Urban Design

Urban design includes both the physical pattern and the aesthetic quality of development. Urban design policies and regulations can help to determine how new development might best fit into the pattern of existing urban areas to ensure that it will function as a community while ensuring attractiveness and livability. Urban design guidelines can help to maintain the valued character of an area and can influence how it will look in the future.

The 2024 Draft Comprehensive Plan's Community Character chapter provides policy direction on People and Public Places; Entrances, Gateways, Landmarks, and Wayfinding; Building and Site Review; Streets and Pathways; Downtown Poulsbo; Districts and Neighborhoods; and Historic Resources and Landmarks.

Urban design policies are implemented through zoning regulations, such as land use, setbacks, building heights, landscaping, lot coverage, separation of land uses, pedestrian amenities, transit-oriented development, mixed use, building bulk and scale, and architectural design standards. The City can contribute significantly to Poulsbo's aesthetics through the provision of community gathering spaces, public art, public plazas, landscaping, and parks in scenic areas, such as the Muriel Iverson Waterfront Park and associated Boardwalk.

Light and Glare

Both natural sunlight and artificial light are necessary for health, safety, security, and livability. Natural sunlight can be blocked by tall buildings or reflected by glass, metal, wet streets, and polished surfaces. Except for variable reflection off of vehicles and wet streets, glare from sunlight is minimal as there are no tall buildings with glass facades within the city and UGA. Artificial light emanates from a variety of sources within the city and UGA. There are a wide variety of lighting types used for residential and commercial uses, including facility lighting, street lighting, parking lot lighting, and lighted signage.

Bulk and Scale

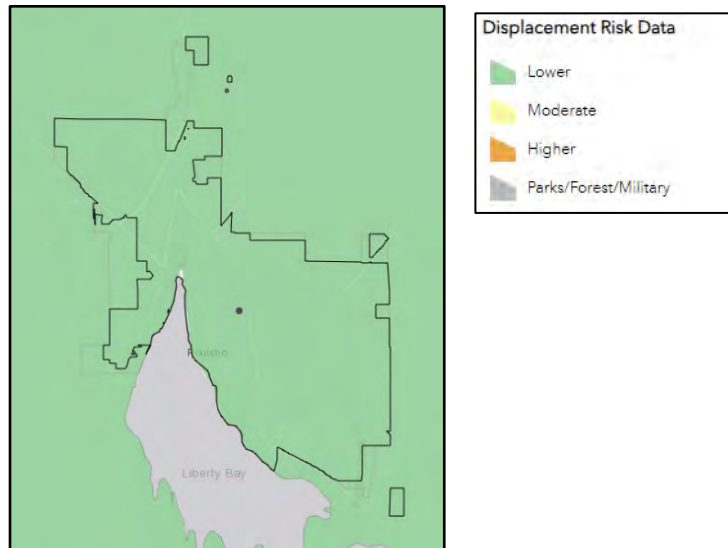
Areas of the city with higher densities, taller buildings, and smaller setbacks cast more shadows into the pedestrian realm and public spaces than low-density areas.

Displacement Risk

New development under all alternatives could increase direct displacement pressures for both existing dwellings and employment space. The Puget Sound Regional Council has developed a strategy to determine the risk of displacement of census tracts. Each census tract in Poulsbo has received a place on the displacement index by analyzing factors in the

following categories: socio-demographics, transportation qualities, neighborhood characteristics, housing, and civic engagement. Poulsbo is shown to have a low level of displacement risk.

Exhibit 3.5.2-1: PSRC Displacement Risk Mapping



Source: Puget Sound Regional Council, 2024

Sea Level Rise Impacts

Climate change is likely to affect future land use development. Future development in Poulsbo may be impacted by future sea level rise, storm surges, and flooding. Future climate change may also affect buildable land, zoning, land cover types, and vegetation cover. In addition to localized sea level rise projections, Poulsbo is likely to experience climate impacts comparable to other parts of the Puget Sound region. These impacts include the following:

- Warmer surface and subsurface marine waters. Regional models project a 2.2°F temperature increase by mid-century (2030-2059) under moderate emissions scenarios.
- More acidic oceans and more intense and frequent low dissolved oxygen events and dead zones.
- Warmer air temperatures, with expected warming of 4.9°F by end of century under RCP4.5 and 8.5°F by end of century under RCP8.5.
- An increase in the number of extreme heat days during the summer and decrease in freeze-free days during the winter.
- Increased intensity of maximum 24-hour precipitation events.
- Changes in seasonal precipitation patterns, with increased winter precipitation and decreased summer precipitation.

Climate impacts to public infrastructure could include:

- Potential disruption of transportation routes. Any damage to transportation infrastructure will affect local and regional connectivity.
- Heavy rains, sea level rise, flooding events, and heat waves could affect local streets, utility infrastructure, and state highways.
- Potential overload and damage of stormwater and wastewater infrastructure from flood inundation and/or saltwater intrusion.
- More frequent flooding of low-lying coastal infrastructure, including roads, structures and public facilities.

Impacts of Alternatives 1 and 2

Alternatives 1 and 2 provides for the lowest opportunity for growth of the alternatives, however intensification of development within the current densities would occur. This would result in development and redevelopment of urban type structures, intensity and heights consistent with Impacts Common to All Alternatives Conversion.

Impacts of Alternatives 3 and 4

Additional growth and development will occur in Poulsbo, and a generalized increase in development intensity, height, bulk, and scale is expected under Alternatives 3 and 4 due to Center designation, increased heights and densities. Future growth

and development under Alternative 3 and 4 will include a wider variety of housing types that include more infill, and higher height to support midrise buildings and middle housing types (duplexes, townhomes, etc.). Increased density and intensity of development raises the potential for shade and shadow impacts on adjacent land uses, sidewalks, and plazas. There could also be spillover light and glare impact due to increased traffic and household security lighting from neighboring properties. Increase ambient noise will increase from additional vehicles, buildings and residences, and short-term construction related noise.

Summary of Impacts by Alternative

All alternatives would result in new construction that will result in changes of use and the characteristics of parcels of land, with generalized increases in building height, bulk and scale, and development intensity over time. It also includes the gradual conversion of low-intensity uses to higher-intensity development patterns. While these impacts will be partially mitigated by the application of development regulations including design regulations, some changes in use and character are unavoidable aspects of growth.

As the City develops there may be displacement of existing housing and jobs, however, is not anticipated to be significant and adverse as PSRC's displacement risk mapping tool indicates the city's land use at a low risk for future displacement. Sea Level Rise impacts are a potential under all alternatives, but continued regional coordination and required climate resilience planning by 2029 will assist the city in preparation.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Land Use Capacity for Growth Target	✘	✘	✘	✘
Increased Intensity	✘	✘	+	+
Displacement	✘	✘	✘	✘
Climate Resilience	+	+	+	+
Potential for Adverse Impacts: No or Low impact ✘ Moderate impact + High impact ++				

3.5.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding Land Use and Shoreline, as listed below.

- *Policy LU-1.1: Achieve appropriate urban residential densities within the city and urban growth areas in order to practically plan for and accommodate the population allocation of 5,646 new residents and 1,977 new housing units by the year 2044. The allocation is not a commitment that the market will deliver growth during the defined planning period.*
- *Policy LU-2.2: Focus employment and housing growth in the SR 305 Corridor Center at densities that maximize potential transit ridership.*
- *Policy LU-3.4: Provide development standards for all zoning districts that identify appropriate uses, building heights, setbacks, access, landscaping, signage, parking, screening, and other appropriate dimensional and aesthetic standards. Architectural building design standards shall also be included for multifamily and nonresidential zoning districts that result in high quality building design and creative site design.*
- *Policy LU-3.7: Support the development and/or redevelopment of underutilized lands that supports infill within all zoning districts.*
- *Policy LU-4.4: Consider infill and redevelopment of underutilized properties within residential areas, where new development would maintain the height and bulk that characterizes the area, while allowing a wider range of housing types, such as, but not limited to, cottage developments, townhomes, duplexes and triplexes. Development shall be reviewed for compatibility with existing and established neighborhoods.*
- *Policy LU-5.5: Design standards for the commercial land use designation shall be used to continue the northwest lodge architectural style of the existing commercial areas, and the Scandinavian small fishing village scale architectural style of the C-1 Zoning District.*
- *Policy LU-6.1: The City shall provide an adequate supply of land designated for light industrial, office commercial industrial, and business park to provide a range of uses and development which plan for and accommodate the number of jobs allocated*

- *Policy LU-6.4: 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-12.4: Design context appropriate storm water facilities that reflect the character of the neighborhood, the environmental setting of the site and help to integrate the natural and built environment.*
- *Policy LU-13.4: Integrate storm water controls into the development design including landscaping and open space and utilize the controls as amenities, contributing to a multifunctional, aesthetic landscape that is consistent with the neighborhood character and environmental setting.*
- *Policy CC-2.4: Encourage schools, religious facilities, library and other public or semi-public buildings to be located and design facilities that reflect Poulso's unique characteristics and serve as community landmarks.*
- *Policy CC-3.1: Utilize design standards and design review to accomplish the following for new commercial and mixed-use development:*
 - *Include architectural features that create visual interest;*
 - *Use of high-quality, durable, and sustainable materials;*
 - *Architectural elements that provide protection from the weather;*
 - *The height and bulk of buildings are proportional and appropriate to the site and surrounding natural and built environment;*
 - *Roof forms include visual focal points and variation in detail including pitch, terraced and cornice roof forms;*
 - *Rooftop equipment is creatively concealed; and*
 - *Landscaping that unifies site design and creates character.*
- *Policy CC-3.2: Design standards for commercially zoned areas shall be enhanced to continue the northwestern architectural style of the existing commercial areas, and the Scandinavian small fishing village scale architectural style of downtown Poulso. The city should review its building design standards every five years to ensure it remains relevant and reflect the desires of the community.*
- *Policy CC-3.3: For large buildings or development with multiple buildings, similar design features and characteristics shall be included in all buildings to create continuity, while also allowing individual architectural designs.*
- *Policy CC-3.4: Encourage new development to incorporate art in building and site design that reinforces community identity, creates unique places, and provides a basis for community pride and ownership. Encourage diversity in content, media, and siting to reflect an array of cultural influences.*
- *Policy CC-3.5: Require landscaping that contributes to and is an integral part of how a site interacts with the built and natural environment, and:*
 - *Retains, enhances, and creates character and a sense of place;*
 - *Utilizes native trees and plants, when feasible;*
 - *Enhances water and air quality;*
 - *Minimizes water consumption;*
 - *Provides aesthetic value;*
 - *Softens or disguises less aesthetically pleasing features of a site; and*
 - *Provides buffers for transitions between uses or helps protect natural features.*
- *Policy CC-5.1: Preserve and enhance the existing character and scale of downtown through control of height, scale, and design while reinforcing the area as a primary identifying feature of Poulso, setting it apart from the rest of the city.*
- *Policy CC-5.2: Preserve the existing eclectic character of Front Street with its individual small storefronts located at the sidewalk, street-facing building facades, awnings, unique design elements, and up to 35 feet height limit.*
- *Policy 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.*
- *Policy HS-1.1: Provide sufficiently zoned land for the city's projected population and housing growth targets.*
- *Policy HS-1.4: Encourage and expand opportunities for a variety of infill housing options within existing residential neighborhoods so vacant or underutilized land can be converted to residential uses.*

- *Policy HS-1.7: Encourage additional housing units through the provisions of mixed-use development in commercially zoned areas and consider allowing, in certain circumstances, residential uses to develop independent of or through flexible space provisions.*
- *Policy HS-1.11: Expand housing capacity for moderate density housing to bridge the gap between single-family and more intensive multifamily development and provide opportunities for more affordable ownership and rental housing that allows more people to live in neighborhoods across the city.*
- *Policy HS-3.7: Research emerging housing options or development incentives that are appropriate to be included in the City's zoning ordinance that will provide an increase of affordable housing units into the City's housing stock.*
- *Policy ED-1.1: Promote and maintain a business climate that supports the scalable recruitment, retention, and expansion of the city's economic base.*
- *Policy ED-1.5: Foster a culture of creativity, entrepreneurship and innovation which helps promote job growth and new business creation, including artisanal and small-scale producers, such as the craft food and beverage industry.*
- *Policy ED-1.6: Encourage infill and redevelopment of existing or underutilized commercial and light-industrial areas, while striving to maintain a jobs/housing balance.*
- *Policy ED-1.7: Evaluate and amend design and development standards that respond to the changing needs and support the growth of the city's four commercial districts: College Marketplace, Viking Avenue, Downtown/Front Street, and SR 305.*
- *Policy ED-1.9: Facilitate efforts of businesses and institutions to train workers, and support and advocate continuing education for Poulsbo's business and health care community.*
- *Policy ED-3.1: Monitor and maintain an adequate supply of developable employment lands (commercial, light industrial, office commercial industrial, and business park) to accommodate the forecasted growth and accomplish the City's economic development goals, while factoring in the changing needs due to a growing remote work force.*
- *Policy ED-5.1: Continue to participate with and support the Kitsap Economic Development Alliance as a primary resource to provide advice and data on economic development issues, the potential for retaining and expanding existing industries, including industry clusters, and attracting new job opportunities.*
- *Policy ED-6.4: Actively support increased supply and range of housing options to accommodate Poulsbo's diverse workforce, while striving to reach a jobs/housing balance.*
- *Policy ED-6.5: Maintain and implement programs specifically designed to improve Poulsbo's community appearance (i.e. graffiti, litter, weed abatement, property maintenance.)*

Applicable Regulations

- **State and Regional Review:** As required by GMA, the City of Poulsbo will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and provide a copy of the draft Comprehensive Plan amendments and development regulations for review and comment prior to final adoption. State law also requires PSRC to review and certify local comprehensive plans.
- **Housing Action Plan:** This Poulsbo Housing Action Plan (HAP) (2021) identifies strategies the City of Poulsbo can implement to support housing opportunities for residents at all income levels. These strategies are intended to increase housing production and choices available to better meet the diverse needs of Poulsbo residents and reduce displacement and barriers.
 - Identify strategic amendments to development standards, adopted in Ord. 2021-08, 2023-04, 2024-05, 2024-17, 2024-18,
 - Evaluate permit processes and identify opportunities to streamline and provide permit efficiencies, adopted in Ord. 2021-08, 2023-04, 2024-05 and 2024-18.
 - Increase funding for affordable housing through local option taxes, fees, and levies, adopted in Ord. 2019-15, 2021-07.
 - Unit Lot Subdivision standards, adopted with Ord. 2024-03
 - Revise ADU standards to allow flexibility, adopted with Ord. 2024-05
 - Commercial Flex Space, adopted with Ord. 2024-17
 - Allow more housing diversity in some single-family areas, Amendments adopted with Ordinance 2024-05.
 - Allow greater flexibility in multifamily zones, adopted with Ord. 2024-03.
 - Support and reduce barriers to the development of permanent supportive housing, adopted state requirements with Ord. 2024-05.

- PMC Title 18 Zoning regulates development standards — such as densities, minimum lot sizes, setbacks, height, landscaping, parking, and building design — and other measures regarding land use to reduce compatibility impacts.
- PMC Section 18.80.070 Infill and redevelopment incentives in C-2 (Viking Avenue) zoning district, including standards adopted with Ord. 2024-13.
- PMC Chapter 16.20, Critical Areas Ordinance.
- PMC Chapter 16.08 Shoreline Master Program.
- PMC Chapter 15.24 Floodplain Management.
- Prepare new Climate Change and Resiliency Element as required by HB 1181, to be included as a Comprehensive Plan amendment by 2029.

Other Potential Mitigation Measures

- Building and Site Design standards shall be reviewed and updated for commercial development and Downtown Poulsbo.
- New building and site design standards shall be developed for new mixed-use developments.
- New building and site design standards shall be considered for multi-family developments in the RM and RH zoning districts.
- Require larger redevelopment areas and new developments to provide squares, plazas, seating areas, and other public gathering spaces.
- New public civic buildings should include public gathering spaces, seating areas, and opportunities for public art.
- Utilized timed interior and exterior lighting for commercial, public and industrial uses.
- Sign regulations that help minimize the illumination, spill over and size of signs, including regulations that minimize the frequency of flashing electronic signs.
- Building design standards that address building mass and scale so as not to impede sunlight.
- Limit use of reflective materials and encourage use of low reflectance glass and other materials.
- Parking lot lighting standards that require low lumen lighting that is shielded and directed downwards and away from adjacent properties.
- Require screening and landscaping to minimize spill over from exterior lighting and vehicle headlights.
- Use of SEPA authority for aesthetics for impacts on site-specific development projects if needed for additional mitigation.
- Offer flexibility in building height, floor area, and other development standards for buildings that come into compliance with flood-resistant construction standards or that encourage retrofits that enhance resiliency.
- Create or identify resilience hubs for central point of resources. Identify one or more resilience hubs offering coordinated communication to community members, distribution of needed resources.
- Review and consider strategies identified in the Washington State Climate Resilience Strategy document.
- Continue to partner with US Navy, Kitsap County Department of Emergency Management and other appropriate agencies to prepare for the probability of some type of sea level rise.

3.5.4 Significant Unavoidable Adverse Impacts

Under all alternatives, additional growth would occur across the city and a generalized increase in building height and bulk and development intensity over time, as well as the gradual conversion of low-intensity uses to higher-intensity development patterns. This transition would be unavoidable, but it is not significant and adverse since this is an expected characteristic of the City's obligation under the Growth Management Act and helps fulfill Countywide Planning Policies and VISION 2050 strategies for focusing growth in high- capacity transit areas.

Future growth is likely to create localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with the combination of existing and new development regulations, zoning requirements, and design guidelines, no significant unavoidable adverse impacts are anticipated.

3.6 Plans and Policies

This section describes pertinent plans, policies, and regulations that guide or inform the proposal. Plans and policies evaluated in this section include the Growth Management Act (GMA), Puget Sound Regional Council's (PSRC) VISION 2050,

and the Kitsap County Countywide Planning Policies (CPPs). Each of these policy documents establish a regulatory or policy framework with which comprehensive plans must be consistent.

According to WAC 365-196-210(8), consistency means ““that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.” For the purposes of this analysis, consistency means that the alternative can occur and be implemented together with the selected goal or policy without contradiction. In this section, a finding of inconsistency or contradiction with plans and policies would be considered to result in a significant adverse impact.

3.6.1 Affected Environment

Washington State Growth Management Act

The Washington State GMA was adopted in 1990 in response to concerns over uncoordinated growth and its impacts on communities and the environment. The GMA contains a comprehensive framework for managing growth and coordinating land use with infrastructure. Provisions of the GMA apply to the state’s largest and fastest growing jurisdictions, including Poulsbo.

The GMA contains broad planning goals (RCW 36.70A.020) to guide local jurisdictions in determining their vision for the future and in developing plans, regulations, programs, and budgets to implement that vision. The goals are presented below, in no order of priority.

- Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low- density development.
- Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- 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.
- Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.
- Property rights. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- Natural resource industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands and discourage incompatible uses.
- Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- Environment. Protect the environment and enhance the state’s high quality of life, including air and water quality, and the availability of water.
- Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- Historic preservation. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- Climate change and resiliency. Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and

natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.

- Shoreline management. Goals and policies of the Shoreline Management Act are set forth in RCW 90.58.020.

Poulsbo is now preparing an update to its comprehensive plan. The plan will refine and implement the community vision, values and objectives, and update each element of the comprehensive plan. The Poulsbo 2024-2044 plan will address future growth and development consistent with GMA and regional planning requirements for updates.

Plan Consistency

A central concept of GMA is the requirement that comprehensive plans be internally and externally consistent. Internal consistency means that the “differing parts of the comprehensive plan must fit together so that no one feature precludes the achievement of any other” (WAC 365-196-500(1)). In a practical sense, internal consistency also means using compatible assumptions, such as consistent numeric assumptions in land use, capital facilities, and other elements of the comprehensive plan. Further, if relying on forecasts, data, or functional plans developed by other entities, a county or city should identify differences and reconcile them to have compatible assumptions. Finally, each plan must have a mechanism for ongoing review and plan adjustment, as well as required review cycles in the Growth Management Act (RCW 36.70A.130), generally every ten years.

Externally, local comprehensive plans are required to be consistent with the comprehensive plans of other jurisdictions with common borders or related regional issues (WAC 365-196-510(1)). State Department of Commerce rules (WAC 365-196-510(2)) indicate that interjurisdictional (external) consistency is accomplished by consistency with Puget Sound Regional Council (PSRC) and Countywide Planning Policies (CPPs) discussed below. Each county or city that is preparing a GMA comprehensive plan or implementing development regulations, or amendments to them, is required to submit the proposed plan or regulations to the Washington State Department of Commerce and other state departments for review and comment before final adoption. PSRC also reviews jurisdiction’s comprehensive plans and provides certification of transportation elements.

Public Participation

A fundamental requirement of the GMA is early and continuous public participation in the development and amendment of plans and development regulations. Public participation procedures that are described in the procedural rules (WAC 365-196-600) include broad dissemination of proposals and alternatives, opportunity for written comment, public meetings after effective notice, provision for open discussion, communication programs, information services, and consideration of and response to public comments. The City prepared a [public participation plan](#) at the outset of 2024 periodic update effort.

State Environmental Policy Act (SEPA)

SEPA (RCW 43.21C) requires government officials to analyze the environmental consequences of actions they are considering and examine better or less damaging ways to accomplish those proposed actions. They must determine whether the proposed action would have a probable significant adverse environmental impact on the natural and built environment. This EIS provides qualitative and quantitative analysis of environmental impacts as appropriate to the general nature of the Comprehensive Plan Update proposal. The SEPA process is more fully described in Section 2.3, SEPA Review.

Multi-Countywide Planning Policies - Vision 2050

The Puget Sound Regional Council (PSRC) develops policies and coordinates decisions about regional growth, transportation, and economic development planning within King, Pierce, Snohomish, and Kitsap counties. PSRC’s VISION 2050 includes the GMA-required Multi-County Planning Policies (MPPs) for the four-county region and a regional strategy to plan for growth through 2050.

VISION 2050 presents a Regional Growth Strategy to create healthy, equitable, vibrant communities well-served by infrastructure and services. It calls for focusing on new housing and jobs within Regional Growth Centers and near high-capacity transit. Regional Growth Centers are intended to be focal points of vibrant city life and activity that provide a dense mix of housing, employment, commercial, and cultural amenities. Centers also serve as major transit hubs for the region. Other topic areas within VISION 2050 include regional collaboration, environment, climate change, development patterns, housing, economy, transportation, and public services.

The Regional Growth Strategy defines roles for different types of places in accommodating the region’s population and employment growth, which informs countywide growth targets, local plans, and regional plans. It classifies cities and unincorporated urban areas into a range of regional geographies based on their size, function, and access to high-capacity

transit. Poulsbo is classified as a High-Capacity Transit (HCT) community, which is defined as cities and unincorporated areas that are connected to the regional high-capacity transit system. These urban unincorporated areas are also planned for annexation or incorporation. VISION 2050 directs 24% of the region's projected population growth and 13% of the region's employment growth into HCTs. Other regional geographies include Metropolitan Cities, Core Cities, Cities and Towns, Urban Unincorporated, and Rural Areas.

VISION 2050 contains multicounty planning policies (presented as goals, policies, and actions) which are organized by the following topics and goals:

- **Regional Collaboration:** The region plans collaboratively for a healthy environment, thriving communities, and opportunities for all.
- **Regional Growth Strategy:** The region accommodates growth in urban areas, focused in designated centers and near transit stations, to create healthy, equitable, vibrant communities well-served by infrastructure and services. Rural and resource lands continue to be vital parts of the region that retain important cultural, economic, and rural lifestyle opportunities over the long term.
- **Environment:** The region cares for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, and reducing air pollutants. The health of all residents and the economy is connected to the health of the environment. Planning at all levels considers the impacts of land use, development, and transportation on the ecosystem.
- **Climate Change:** The region substantially reduces emissions of greenhouse gases that contribute to climate change in accordance with the goals of the Puget Sound Clean Air Agency (50 percent below 1990 levels by 2030 and 80 percent below 1990 levels by 2050) and prepares for climate change impacts.
- **Development Patterns:** The region creates healthy, walkable, compact, and equitable transit-oriented communities that maintain unique character and local culture, while conserving rural areas and creating and preserving open space and natural areas.
- **Housing:** The region preserves, improves, and expands its housing stock to provide a range of affordable, accessible, healthy, and safe housing choices to every resident. The region continues to promote fair and equal access to housing for all people.
- **Economy:** The region has a prospering and sustainable regional economy by supporting businesses and job creation, investing in all people and their health, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life.
- **Transportation:** The region has a sustainable, equitable, affordable, safe, and efficient multimodal transportation system, with specific emphasis on an integrated regional transit network that supports the Regional Growth Strategy and promotes vitality of the economy, environment, and health.
- **Public Services:** The region supports development with adequate public facilities and services in a timely, coordinated, efficient, and cost-effective manner that supports local and regional growth planning objectives.

PSRC Regional Transportation Plan

The [Regional Transportation Plan](#) supports VISION 2050 in planning for a transportation system which supports the growth strategy. Transportation 2050 is built around these key challenges and opportunities:

- Reducing greenhouse gas emissions
- Improving safety for all users
- Investing in growing communities
- Maintaining and promoting economic vitality
- Expanding transit and travel choices

Kitsap Countywide Planning Policies

The Kitsap Countywide Planning Policies (CPPs) were developed by the Kitsap Regional Coordinating Council (KRCC). The CPPs are the framework for growth management in Kitsap County. Under the GMA the Puget Sound Region is defined as King, Kitsap, Snohomish, and Pierce Counties. The PSRC is responsible for developing the four-county regional transportation and land use vision. The CPPs tailor the PSRC regional growth management guidelines to Kitsap County and are the policy framework for the County's and the Cities' comprehensive plans. The CPPs address 14 separate elements, ranging from urban growth areas to affordable housing. The CPPs are required by the GMA. The original CPPs (adopted by Kitsap County in 1992) and subsequent revisions (August 2001, December 2003, November 2004, November 2007,

November 2011, November 2013, May 2015, October 2021, and March 2024) were developed through a multijurisdictional collaboration sponsored by the KRCC among Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard & Poulsbo, the Suquamish & Port Gamble S’Klallam Tribes, the Navy, the Port of Bremerton, and Kitsap Transit.

Poulsbo Comprehensive Plan

Poulsbo’s current Comprehensive Plan includes the following Chapters: Introduction, Land Use, Community Character, Transportation, Natural Environment, Capital Facilities, Housing, Economic Development, Parks, Recreation, and Open Space, Utilities, Planning, Evaluation, and Implementation. Each chapter contains a combination of text, charts, tables, goals, policies, and maps.

The City of Poulsbo Comprehensive Plan reflects the wide variety of individual and community desires, needs and aspirations, all within the context of the goals and requirements of the 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, work, and play. 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, with access to natural beauty and urban amenities, and historic, small-town quaint character. Situated at the cross-roads of Puget Sound, Poulsbo recognizes that our past and future is connected to the natural resources and systems we depend on and enjoy, as well as the local and regional cultural and economic relationships that we have developed over time. We envision a future in which our fiscal and environmental health are in balance and wisely stewarded. Poulsbo is an inclusive community, aware of our connections to each other and respectful of our differences, where civic groups, local government, families and neighbors work collaboratively to continually maintain and improve quality of life for all.

Shoreline Master Program

The SMP was updated and adopted on August 4, 2021. The Department of Ecology announced final approval on December 6, 2021, finding the SMP consistent with the policy and procedural requirements of the SMA and its implementing rules. The SMP establishes a system of categorizing shoreline areas designed to provide a uniform basis for applying policies and use regulations for distinctly different shoreline areas. To accomplish this, a shoreline environment designation is given to specific areas based on the existing development pattern, the biophysical capabilities and limitations of the shoreline being considered for development, and the goals and vision of the local community. The SMP is designed to encourage a balance of preferred shoreline uses, ecological protection, and public access where appropriate.

Transportation and Capital Facilities Planning

The Transportation and Capital Facilities Elements, Capital Facilities Plan, and appendices differ from other elements in the City’s Comprehensive Plan, in that other elements focus on articulating the community’s vision, while the Transportation and Capital Facilities Elements and Plan also include the infrastructure and level of service (LOS) standards necessary to achieve that vision. Combined, these Elements, Capital Facilities Plan, and appendices include goals, policies, demand evaluation to LOS, needed projects for 20-year population/employment growth target, and six-year and in some cases 20-year finance plan.

3.6.2 Impacts

Impacts Under Alternatives

The EIS reviews adopted state, regional, and City plans and policies that guide growth in Poulsbo and reviews the proposed alternatives for consistency with the adopted plans and policies—an impact is identified if the proposal would result in an inconsistency with adopted plans and policies.

According to WAC 365-196-210(8), consistency means “that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.” For the purposes of this analysis, consistency means that the alternative can occur and be implemented together with the selected goal or policy without contradiction. In this section, a finding of inconsistency or contradiction with plans and policies would be considered to result in a significant adverse impact.

Plans and policies evaluated in this section include the Growth Management Act (GMA), Puget Sound Regional Council's (PSRC) VISION 2050, and the Kitsap County Countywide Planning Policies (CPPs). Each of these policy documents establishes a regulatory or policy framework with which comprehensive plans must be consistent. In addition, policy guidance established by the City's current Comprehensive Plan provides a basis for evaluating change and potential impacts associated with the proposal.

Growth Management Act – Goals: All alternatives are generally consistent with the intent of the GMA planning goals. However, only Alternatives 3 and 4 have sufficient capacity for the citywide 20-year housing growth targets. While all alternatives have policies to support affordable and diverse housing, Alternatives 1 and 2 do not have the capacity to meet the housing targets by income band.

Exhibit 3.6.2-1: GMA Goal Evaluation					
GMA Goal	Alt. 1	Alt. 2	Alt. 3	Alt. 4	Discussion
Encourage growth in urban areas	✓	✓	✓	✓	All alternatives focus growth within Poulsbo, which is an urban area, and Alternatives 3 and 4 focus additional growth in the SR 305 Corridor Center.
Reduce sprawl	✓	✓	✓	✓	All alternatives contribute to the goal of reducing sprawl by accommodating Poulsbo's growth targets.
Protect rural character	N/A	N/A	N/A	N/A	By reducing sprawl, as discussed above, all the alternatives would help to protect rural character in areas outside of the city.
Plan for and accommodate housing that is affordable, at different densities, and preserve housing stock	—	—	✓	✓	All alternatives promote housing variety and include goals and policies promoting affordability. Alternatives 1 and 2 continue the current Comprehensive Plan policies, including some policies for affordable, diverse housing. However, neither provides sufficient capacity for affordable housing targets. Alternatives 3 and 4 update the Housing Element to meet new GMA requirements since the last periodic update, including accommodating housing affordable to all economic segments of the community, expanding middle housing opportunities and housing types in single-family neighborhoods, and incorporating anti-displacement strategies. Alternatives 3 and 4 incorporate increased densities and meet housing goals.
Encourage an efficient multimodal transportation system	x	x	✓	✓	All alternatives include policies and planning for multimodal transportation. Alternatives 3 and 4 update transportation project lists to improve and support bike, pedestrian, and transit consistent with state requirements, pedestrian gap and connectivity analysis, and efforts to facilitate transit operations and access.
Promote economic development	✓	✓	✓	✓	All alternatives include an Economic Development Element. All Alternatives provide sufficient capacity for employment growth targets.
Recognize private property rights	✓	✓	✓	✓	All properties are given reasonable use of land under all alternatives.

Exhibit 3.6.2-1: GMA Goal Evaluation					
GMA Goal	Alt. 1	Alt. 2	Alt. 3	Alt. 4	Discussion
Ensure timely and fair permit procedures	✓	✓	✓	✓	Poulsbo would continue to process permits consistent with its adopted code under all alternatives.
Protect agricultural, forest and mineral lands	✓	✓	✓	✓	Since all alternatives provide capacity for growth within an incorporated urban area, they all contribute to the protection of resource lands by limiting sprawl on a regional level.
Retain and enhance open space and support recreation opportunities	✓	✓	✓	✓	All alternatives would continue to invest in parks and open space consistent with the adopted LOS and PROS Plan. Future growth will increase the demand for parks, recreation, and open space. Service and capital planning will continue to support provision of adequate facilities and services consistent with the City's adopted LOS.
Protect the environment and shorelines	✓	✓	✓	✓	All alternatives would continue to include Comprehensive Plan policies for protection of the environment and would be subject to the City's Shoreline Master Program and Critical Areas Ordinance.
Ensure adequate public facilities and services	✓	✓	✓	✓	Service and capital planning will continue to support provision of adequate facilities and services consistent with the City's adopted LOS standards. All Alternatives include incorporation of updated City utility plans.
Foster citizen participation	✓	✓	✓	✓	All alternatives are undergoing public review as part of the update effort. All alternatives support policies that encourage public participation.
Encourage historic preservation	✓	✓	✓	✓	All alternatives would be subject to federal and state laws that promote the protection and preservation of historic and cultural features.
Reduce greenhouse gas emissions and climate change impacts	x	x	✓	✓	New or amended policies to plan for climate change and resilience are included throughout elements of the Comprehensive Plan. Alternatives 3 and 4 support transit and active transportation policies and projects.
<i>Legend: ✓ = meets; x = partially meets; — = does not meet</i>					

VISION 2050 - Goals: While all alternatives generally address the VISION 2050 goals, Alternatives 2,3 and 4 include plan updates that better meet these goals as a compact urban city with multimodal transportation network.

Exhibit 3.6.2-2 VISION 2050 Goals Summary Evaluation					
Topic Area & Goal	Alt. 1	Alt. 2	Alt. 3	Alt. 4	Discussion
Regional Collaboration (15 MPPs) The region plans collaboratively for a healthy environment, thriving communities and opportunities for all.	✓	✓	✓	✓	All alternatives support regional collaboration.
Regional Growth Strategy (16 MPPs) The region accommodates growth in urban areas, focused in designated centers and near transit stations, to create healthy, equitable, vibrant communities well-served by infrastructure and services. Rural and resource lands continue to be vital parts of	—	—	✓	✓	All alternatives focus growth within and throughout Poulsbo. Alternatives 1 and 2 do not meet the income-band housing unit targets. Alternatives 3 and 4 aligns with the regional growth strategy to concentrate

Exhibit 3.6.2-2 VISION 2050 Goals Summary Evaluation

Topic Area & Goal	Alt. 1	Alt. 2	Alt. 3	Alt. 4	Discussion
the region that retain important cultural, economic, and rural lifestyle opportunities over the long term.					housing and job growth and additional capacity in the SR 305 Corridor Center and meet income-band housing targets.
<p>Environment (22 MPPs)</p> <p>The region cares for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, and reducing air pollutants. The health of all residents and the economy is connected to the health of the environment. Planning at all levels considers the impacts of land use, development, and transportation on the ecosystem.</p>	✓	✓	✓	✓	All alternatives include policies in support of environmental protection and are subject to the City's adopted critical areas and SMP regulations.
<p>Climate Change (12 MPPs)</p> <p>The region substantially reduces emissions of GHGs that contribute to climate change in accordance with the goals of the Puget Sound Clean Air Agency (50% below 1990 levels by 2030 and 80% below 1990 levels by 2050) and prepares for climate change impacts.</p>	x	x	✓	✓	New or amended policies to plan for climate change and resilience are included throughout elements of the Comprehensive Plan consistent with the MPPs. Alternatives 3 and 4 support transit and active transportation policies and projects.
<p>Development Patterns (54 MPPs)</p> <p>The region creates healthy, walkable, compact, and equitable transit oriented communities that maintain unique character and local culture, while conserving rural areas and creating preserving open space and natural areas.</p>	x	x	✓	✓	All alternatives support healthy and walkable communities and preserving open space and natural areas. Alternatives 3 and 4 include increased densities in regional growth centers, which better support compact communities, that supports local transit and active transportation.
<p>Housing (12 MPPs)</p> <p>The region preserves, improves, and expands its housing stock to provide a range of affordable, accessible, healthy, and safe housing choices to every resident. The region continues to promote fair and equal access to housing for all people.</p>	—	—	✓	✓	All alternatives include policy support for housing availability, variety, and affordability. Alternatives 1 and 2 do not meet new state requirements for affordable housing across all income bands or provide enough capacity overall. Alternatives 3 and 4 provide capacity for the new state housing requirements, including sufficient capacity for housing at all income bands.
<p>Economy (23 MPPs)</p> <p>The region has a prospering and sustainable regional economy by supporting businesses and job creation, investing in all people and their health, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life.</p>	✓	✓	✓	✓	All alternatives include an Economic Development Element. All Alternatives provide sufficient capacity for employment growth targets, and all have a surplus of job capacity.
<p>Transportation (32 MPPs)</p> <p>The region has sustainable, equitable, affordable, safe, and efficient multimodal transportation system, with specific emphasis on an integrated regional transit</p>	x	x	✓	✓	All alternatives include policies and planning for multimodal transportation. Alternatives 3 and 4 update projects lists to improve and support bike, pedestrian, and transit consistent with state

Exhibit 3.6.2-2 VISION 2050 Goals Summary Evaluation					
Topic Area & Goal	Alt. 1	Alt. 2	Alt. 3	Alt. 4	Discussion
network that supports the Regional Growth Strategy and promotes vitality of the economy, environment, and health.					requirements, pedestrian gap and connectivity analysis, and efforts to facilitate transit operations and access.
Public Services (30 MPPs) The region supports development with adequate public facilities and services in a timely, coordinated, efficient, and cost-effective manner that supports local and regional growth planning objectives.	✓	✓	✓	✓	As growth increases under all alternatives, public facilities and services will experience greater demand. Service and capital planning will continue to support provision of adequate facilities and services consistent with the City's adopted LOS standards.
<i>Legend: ✓ = meets; x = partially meets; — = does not meet</i>					

Countywide Planning Policies - Growth Targets: Kitsap County CPPs set growth targets for 5,646 new residents, 4,000 new jobs, and 1,977 new housing units in Poulsbo by 2044. In addition, the CPPs establish housing unit targets by income band. Alternatives 1 and 2 do not have sufficient capacity to meet the housing targets by income band, Alternatives 3 and 4 do.

Exhibit 3.6.2-3: Kitsap Countywide Planning Policies Summary Evaluation					
Goals/Policies	Alt. 1	Alt. 2	Alt. 3	Alt. 4	Discussion
CW-1 – The primary role of Kitsap Cities and unincorporated UGAs is to encourage growth through new development, re-development, and in-fill.	✓	✓	✓	✓	All alternatives focus growth within Poulsbo and unincorporated UGA.
UGA-2: Jurisdictions shall implement reasonable measures to reduce differences between growth and development assumptions and targets and actual development patterns if the Buildable Lands analysis show Comprehensive Plan goals are not being met.	✓	✓	✓	✓	Using Land Capacity analysis for all alternatives, all Alternatives provide sufficient land capacity for Poulsbo's population and employment targets.
C-4: Centers shall be identified within a local comprehensive plan and/or subarea plan and establish compliance and consistency with the PSRC 2018 Regional Centers Framework designation criteria.	—	—	✓	✓	Alternatives 3 and 4 identify a center and increased residential development capacity in the SR 305 Corridor Center.
C-3 A Center of Growth's purpose is to implement the PSRC Regional Growth Strategy embodied in Vision 2050 and the 2018 PSRC Regional Centers Framework Update. d. Each incorporated City shall have at least one Center designation intended and sized to accommodate a concentration of the jurisdiction's growth target (residential and employment). Unincorporated Urban Growth Areas may have a Center designation. The number of Center designations is determined by the jurisdiction as necessary to accommodate its growth target as demonstrated within its comprehensive plan and/or subarea plan.	—	—	✓	✓	Alternatives 3 and 4 include center designation for SR 305 Corridor.
T-2 Reducing the rate of growth in auto traffic, including the number of vehicle trips, the number of miles traveled, and the length of vehicle trips taken, for both commute and non-commute trips. b. The County and the Cities shall develop complete streets standards that address bicycle	x	x	✓	✓	All alternatives include policies and planning for multimodal transportation. Alternatives 3 and 4 update projects lists to improve and support bike, pedestrian, and transit consistent with state requirements, pedestrian gap and

Exhibit 3.6.2-3: Kitsap Countywide Planning Policies Summary Evaluation

Goals/Policies	Alt. 1	Alt. 2	Alt. 3	Alt. 4	Discussion
and pedestrian facilities for the development of new streets and reconstruction of existing streets as appropriate, consistent with State law. c. In Designated Centers, the jurisdictions should complete missing vehicular and non- motorized links without compromising safety standards.					connectivity analysis, and efforts to facilitate transit operations and access.
T-4 Recognizing that the County and the Cities each encompass a range of development and density patterns, each jurisdiction shall designate its Centers consistent with the criteria set forth in Element C of the Countywide Planning Policies. The following policies relate to planning guidelines to support efficient and equitable transit and pedestrian travel appropriate to each type of urban and rural development or re-development: a. The County and the Cities shall each prepare development strategies for their Designated Centers that encourage focused mixed-use development and mixed-type housing to achieve densities and development patterns that support multi-modal transportation. Transportation plans and programs shall serve all users of all ages and abilities, address access to employment and education opportunities, and recognize and minimize negative impacts to people of color, people with low-incomes, and people with special transportation needs.	—	—	✓	✓	Alternatives 3 and 4 include SR 305 Corridor Center, support mixed-use development and increased densities to support multi-modal and active transportation.
AH-4 Provision of affordable housing for households below 80% countywide median income should be focused within cities and unincorporated UGAs with easy access to transportation, employment, high opportunity areas, and other services.	—	—	✓	✓	All alternatives include policy support for housing availability, variety, and affordability. Alternatives 1 and 2 do not meet new state requirements for affordable housing across all income bands or provide enough capacity overall. Alternatives 3 and 4 provide capacity for the new state housing requirements, including sufficient capacity for housing at all income bands.

Legend: ✓ = meets; x = partially meets; — = does not meet

Summary of Impacts by Alternative

All alternatives are consistent with the intent of the GMA, Vision 2050, and Kitsap County CPPs. However, Alternative 1 and 2 do not provide sufficient capacity to meet the housing targets by income band.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Consistent GMA Goals and Periodic Review	⊗	⊗	⊗	⊗
Consistent with VISION 2050	⊗	⊗	⊗	⊗
Consistent with Countywide Planning Policies	⊕ ⊕	⊕ ⊕	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ Moderate impact ⊕ High impact ⊕ ⊕				

3.6.3 Mitigation Measures
Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding Plans and Policies, as listed below.

- *Policy LU-1.1: Achieve appropriate urban residential densities within the city and urban growth areas in order to practically plan for and accommodate the population allocation of 5,646 new residents and 1,977 new housing units by the year 2044. The allocation is not a commitment that the market will deliver growth during the defined planning period.*
- *Policy LU-2.2: Focus employment and housing growth in the SR 305 Corridor Center at densities that maximize potential transit ridership.*
- *Policy LU-3.7: Support the development and/or redevelopment of underutilized lands that supports infill within all zoning districts.*
- *Policy LU-4.4: Consider infill and redevelopment of underutilized properties within residential areas, where new development would maintain the height and bulk that characterizes the area, while allowing a wider range of housing types, such as, but not limited to, cottage developments, townhomes, duplexes and triplexes. Development shall be reviewed for compatibility with existing and established neighborhoods.*
- *Policy LU-6.1: The City shall provide an adequate supply of land designated for light industrial, office commercial industrial, and business park to provide a range of uses and development which plan for and accommodate the number of jobs allocated*
- *Policy LU-6.4: 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 HS-1.1: Provide sufficiently zoned land for the city's projected population and housing growth targets.*
- *Policy HS-1.4: Encourage and expand opportunities for a variety of infill housing options within existing residential neighborhoods so vacant or underutilized land can be converted to residential uses.*
- *Policy HS-1.7: Encourage additional housing units through the provisions of mixed-use development in commercially zoned areas and consider allowing, in certain circumstances, residential uses to develop independent of or through flexible space provisions.*
- *Policy HS-1.11: Expand housing capacity for moderate density housing to bridge the gap between single-family and more intensive multifamily development and provide opportunities for more affordable ownership and rental housing that allows more people to live in neighborhoods across the city.*
- *Policy HS-3.7: Research emerging housing options or development incentives that are appropriate to be included in the City's zoning ordinance that will provide an increase of affordable housing units into the City's housing stock.*
- *Policy ED-1.1: Promote and maintain a business climate that supports the scalable recruitment, retention, and expansion of the city's economic base.*
- *Policy ED-1.5: Foster a culture of creativity, entrepreneurship and innovation which helps promote job growth and new business creation, including artisanal and small-scale producers, such as the craft food and beverage industry.*
- *Policy ED-1.6: Encourage infill and redevelopment of existing or underutilized commercial and light-industrial areas, while striving to maintain a jobs/housing balance.*
- *Policy ED-1.9: Facilitate efforts of businesses and institutions to train workers, and support and advocate continuing education for Poulsbo's business and health care community.*
- *Policy ED-3.1: Monitor and maintain an adequate supply of developable employment lands (commercial, light industrial, office commercial industrial, and business park) to accommodate the forecasted growth and accomplish the City's economic development goals, while factoring in the changing needs due to a growing remote work force.*
- *Policy ED-5.1: Continue to participate with and support the Kitsap Economic Development Alliance as a primary resource to provide advice and data on economic development issues, the potential for retaining and expanding existing industries, including industry clusters, and attracting new job opportunities.*
- *Policy ED-6.4: Actively support increased supply and range of housing options to accommodate Poulsbo's diverse workforce, while striving to reach a jobs/housing balance.*

Applicable Regulations

- **State and Regional Review:** As required by GMA, the City of Poulsbo will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and provide a copy of the draft Comprehensive

Plan amendments and development regulations for review and comment prior to final adoption. State law also requires PSRC to review and certify local comprehensive plans.

- Housing Action Plan: This Poulsbo Housing Action Plan (HAP) (2021) identifies strategies the City of Poulsbo can implement to support housing opportunities for residents at all income levels. These strategies are intended to increase housing production and choices available to better meet the diverse needs of Poulsbo residents and reduce displacement and barriers.
 - Identify strategic amendments to development standards, adopted in Ord. 2021-08, 2023-04, 2024-05, 2024-17, 2024-18,
 - Evaluate permit processes and identify opportunities to streamline and provide permit efficiencies, adopted in Ord. 2021-08, 2023-04, 2024-05 and 2024-18.
 - Increase funding for affordable housing through local option taxes, fees, and levies, adopted in Ord. 2019-15, 2021-07.
 - Unit Lot Subdivision standards, adopted with Ord. 2024-03
 - Revise ADU standards to allow flexibility, adopted with Ord. 2024-05
 - Commercial Flex Space, adopted with Ord. 2024-17
 - Allow more housing diversity in some single-family areas, Amendments adopted with Ordinance 2024-05.
 - Allow greater flexibility in multifamily zones, adopted with Ord. 2024-03.
 - Support and reduce barriers to the development of permanent supportive housing, adopted state requirements with Ord. 2024-05.
- PMC Title 18 Zoning regulates development standards — such as densities, minimum lot sizes, setbacks, height, landscaping, parking, and building design — and other measures regarding land use to reduce compatibility impacts.
- PMC Section 18.80.070 Infill and redevelopment incentives in C-2 (Viking Avenue) zoning district, including standards adopted with Ord. 2024-13.

Other Potential Mitigation Measures

- Evaluate the MFTE program to incentivize the construction of housing units.

3.6.4 Significant Unavoidable Adverse Impacts

Significant and unavoidable adverse impacts are expected under Alternatives 1 and 2, related to plans and policies, as the housing targets by income band would not be met. Such inconsistencies with state requirements, regional plans, and countywide planning policies would be avoided through policies and actions proposed under Alternatives 3 and 4.

3.7 Population, Housing, and Employment

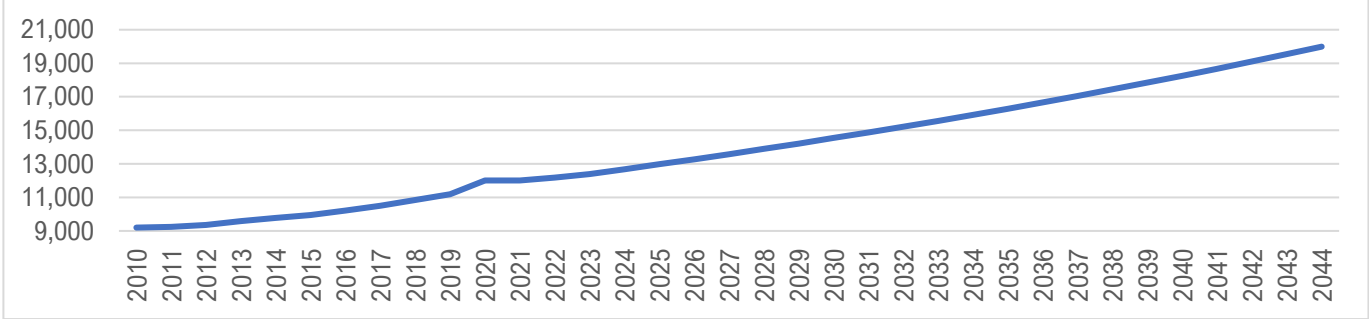
3.7.1 Affected Environment

The city is required to show it can accommodate population, employment, and housing unit growth as part of the Comprehensive Plan Update per the requirements under the Growth Management Act (GMA). As adopted in the Kitsap CPPs, Poulsbo must plan to accommodate **5,646 new persons, 4,000 new jobs, and 1,977 new housing units**. To provide context on how the Comprehensive Plan will meet these requirements, this section outlines the population and employment located in the city using the most recent data available, typically 2022–2023. Future population and employment growth are key drivers for many of the other components included in this DEIS.

Population

To better understand Poulsbo's housing needs, it is critical to understand Poulsbo's population growth first. As of 2023, the estimated population of Poulsbo is 12,000. Since 2010, the City of Poulsbo has grown at an average annual rate of 2.3%, which is well above the countywide average annual growth rate of 0.81%. When using an average growth rate of 2.3%, the population in Poulsbo may reach 19,990 by 2044.

Exhibit 3.7.1-1: Historical Population and Estimated Growth (at 2.3%)



Source: Washington State Office of Financial Management. 2023. "April 1 population estimates."

Exhibit 3.7.1-2 below reviews the population change in Washington State, Kitsap County, and cities within the county. The table reports the percent population change from 2010-2023. Since 2010, Poulsbo has seen a 35% increase in population.

Washington State	18.24%
Kitsap County	12.77%
Poulsbo	34.78%
Bainbridge Island	9.36%
Bremerton	18.32%
Port Orchard	56.67%

Source: Washington State Office of Financial Management. 2023. "April 1 population estimates."

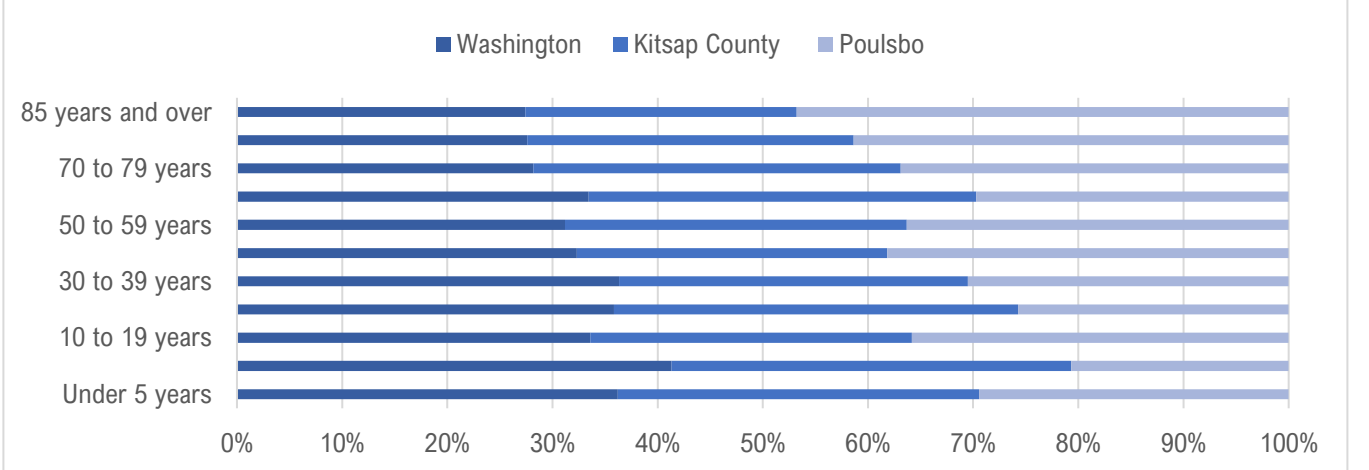
The median age in Poulsbo is 43.7, which is above the Kitsap County median age of 39.7 and well above the state median age of 38. Poulsbo has seen a steady increase in the median age of residents since 2010, as shown below. However, there was a slight decrease from 2021 to 2022.

2010	2015	2019	2021	2022
38.4	38.1	42.5	43.8	43.7

Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

Residents 65 years and over make up a larger portion of the population in Poulsbo than in Kitsap County and the state as a whole: 21% of Poulsbo residents are aged 65 and over, compared with 18.6% of Kitsap County residents, and 16% in Washington. In addition, 2.7% of Poulsbo residents are 85 years and over, compared to 1.7% in Kitsap County. Nearly 25% of Poulsbo's population is over age 60 and an additional 14.2% of the population will reach age 60 within the next 10 years.

Exhibit 3.7.1-4: 2022 Population Distribution by Age



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

As shown in Exhibit 3.7.1-5 below, from 2010 to 2022, Poulsbo saw a 37% decrease in residents under 5 years of age and 68% decrease in 30 to 39 years of age. Significant increases were seen in 50 to 59 (129%) and 79 to 79 (124%) years of age.

Exhibit 3.7.1-5: Percent Population Change by Age Group 2010-2022	
Under 5 years	-37%
5 to 9 years	+11%
10 to 19 years	+12%
20 to 29 years	+2%
30 to 39 years	-68%
40 to 49 years	+18%
50 to 59 years	+129%
60 to 69 years	+58%
70 to 79 years	+124%
80 years and over	+19%

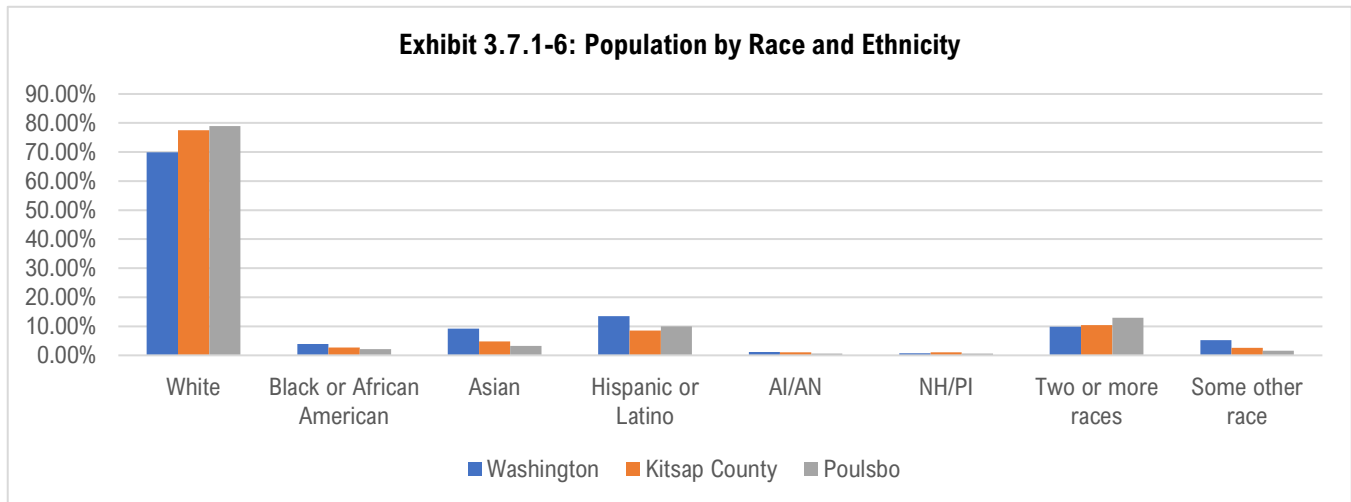
Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

The old-age dependency ratio is the ratio of the number of elderly people at an age when they are generally economically inactive (i.e. aged 65 and over), compared to the number of people of working age (i.e. 15-64 years old). In 2022, Poulsbo has an old-age dependency ratio of 36%, which is above Kitsap County (30%) and Washington State (26%).

Ethnicity and Race

Race and ethnicity are two different concepts in the Census. Race refers to a person's self-identified category (White, Black, Asian, etc.), while ethnicity refers to whether a person is of Hispanic or Latino origin. Hispanic/Latino population can be of any racial group.

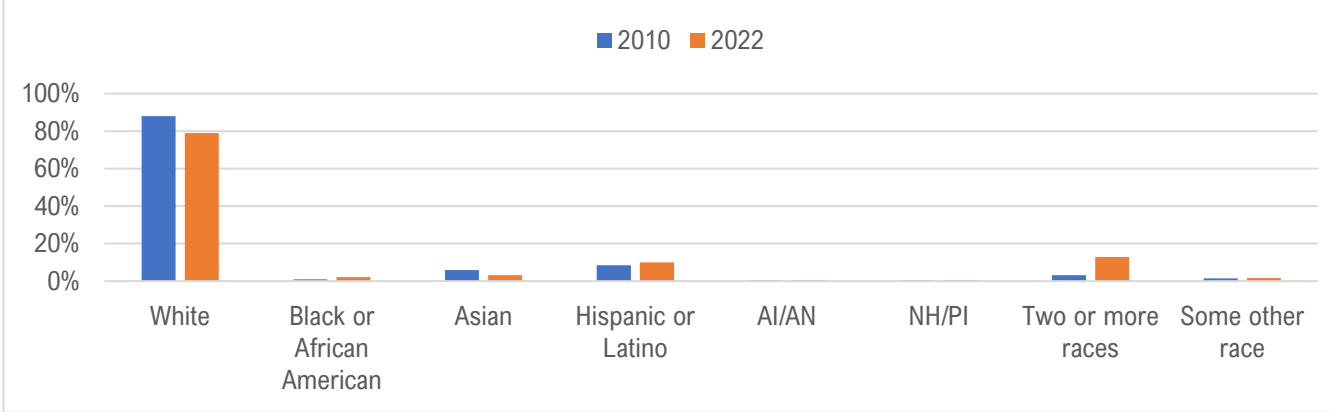
The Poulsbo population is less racially and ethnically diverse than the population of Kitsap County and Washington State, as shown in Exhibit 3.7.1-6. 79% of the Poulsbo population is white, 10% is Hispanic or Latino, 12.9% is two or more races, 3.2% is Asian alone, and 2.10% is Black or African American.



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

As shown below, Poulsbo has become more diverse since 2010. While still a small percentage of the overall population, the black or African American population has increased by 198%, while the Native Hawaiian/Pacific Islander population has increased by 109%. The city's Asian representation has decreased by 28% during that same time. Moreover, those of two or more races increased by 449%.

Exhibit 3.7.1-7: Population by Race and Ethnicity Percent Change 2010-2022



Source: U.S. Census Bureau. 2010 and 2022. American Community Survey 5-year Estimates.

Housing Units/Households

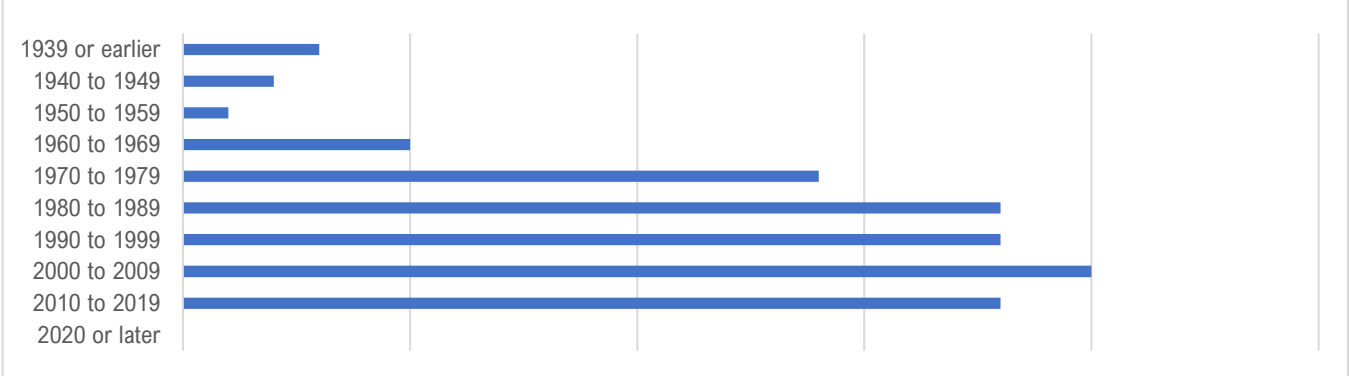
As of 2023, there were an estimated 5,345 housing units in the City of Poulsbo. This represents an increase of nearly 30% since 2010, when the estimated total was 4,115. As with population, Poulsbo and Port Orchard have seen significant increases in housing units since 2010.

Exhibit 3.7.1-8: Percent Housing Unit Change 2010-2023	
Washington State	15.7%
Kitsap County	7.9%
Poulsbo	29.9%
Bainbridge Island	8.1%
Bremerton	12.3%
Port Orchard	52.5%

Source: Washington State Office of Financial Management. 2023. "April 1 population estimates."

As shown in Exhibit 3.7.1-9, 38% of occupied housing units in Poulsbo have been built since 2000, with 36% being constructed in the 20 years prior (1980-1999).

Exhibit 3.7.1-9: Year Built, Occupied Housing Units



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimates.

As of 2022, an estimated 61% of households in the City of Poulsbo owned their home, while 39% were renting. This represents a decline in the proportion of owners' household units since 2010, when 68% of Poulsbo households were homeowners and 32% were renters.

As of 2022, the average household size in the City of Poulsbo is 2.23 individuals (2.45 for owner-occupied households and 2.01 for renter-occupied households), slightly lower than the Washington State and Kitsap County average of 2.48 individuals per household.

In 2022, the median household income (MHI) in the City of Poulsbo was \$121,425 for homeowners, \$49,732 for renters, and \$85,579 across all households. Poulsbo is just below the median household income for Kitsap County (\$86,668) and Washington State (\$85,936).

Exhibit 3.7.1-10: Median Household Income by Tenure, Poulsbo

Housing Tenure	2010	2019	2022	Change 2010-2022
Renter	\$33,056	\$47,321	\$49,732	50%
Owner	\$72,366	\$89,333	\$121,425	68%

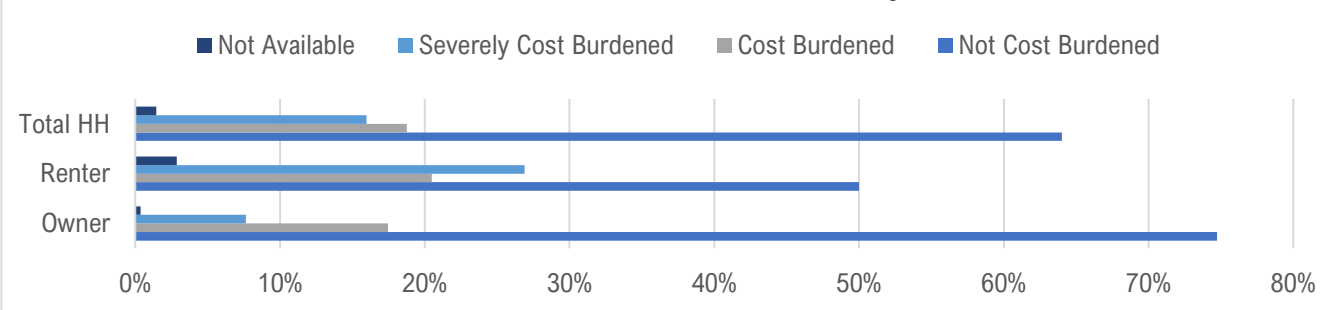
Source: U.S. Census Bureau. 2010, 2019, 2022. American Community Survey 5-year Estimates

Cost-Burdened Households

Cost-burdened households are those that spend more than 30% of their monthly income toward housing costs while severely cost-burdened households spend more than 50% or half of their income on housing costs. When households face high rates of cost burden, they often must make difficult choices in prioritizing purchases for other necessities such as food, healthcare, and childcare.

As shown in Exhibit 3.7.1-11 below, about 35% of Poulsbo households are either cost burdened or severely cost-burdened. Overall, renters are substantially more likely to be cost-burdened or severely cost-burdened than owners. 47% of renters are either cost burdened or severely cost-burdened, while 27% of owners are either cost burdened or severely.

Exhibit 3.7.1-11: Cost-Burdened Households by Tenure



Source: HUD CHAS (based on ACS 5-year Estimates, 2016-2020)

While there are households struggling with housing costs across the entire income spectrum, the greatest number are among households with incomes below 30% of HUD Area Median Income (AMI). The greatest need is among small families (39%) and elderly living alone (26%). HUD defines family as “related individuals living in the same household” and elderly as “individuals 62-74”.

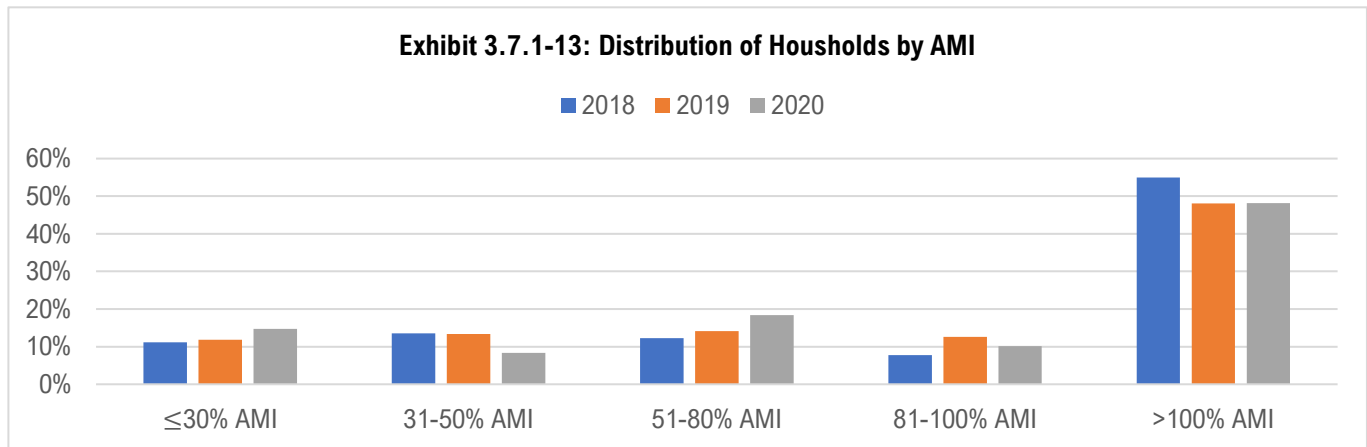
Exhibit 3.7.1-12: Cost-Burdened Households by Type and Income Level

	≤30% AMI)	30-50% AMI	50-80% AMI	80-100% AMI	>100% AMI	All Cost-Burdened Households	Percent of Total Cost-Burdened Households
Elderly Family	0	20	110	120	370	620	13%
Small Family	250	75	190	95	1295	1905	39%
Large Family	15	20	90	10	125	260	5%
Elderly Living Alone	415	230	150	190	265	1250	26%
Other	40	60	350	75	305	830	17%

Source: HUD CHAS (based on ACS 5-year Estimates, 2016-2020)

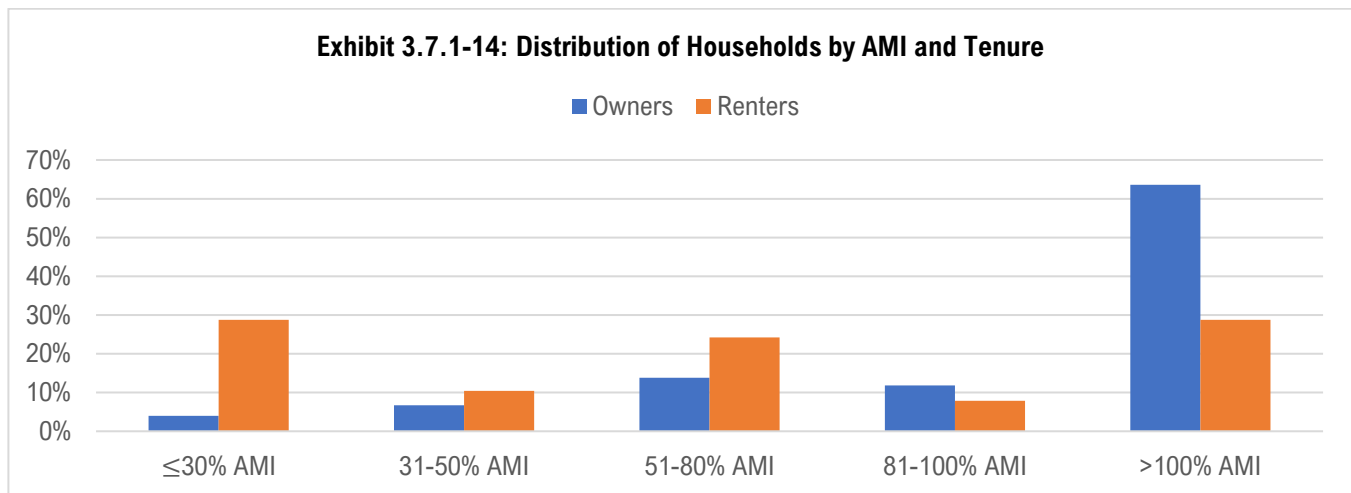
Cost burdens, especially severe cost burdens, affect wellbeing and health in significant ways. This is especially true for households with older residents or children who need medical care and nutrition. When these households face cost burdens they have less money to spend on food, healthcare, and transportation. Spending an outsized amount of the family budget on housing is especially problematic for low-income households, where higher housing costs affect the family’s ability to meet basic needs.

Exhibit 3.7.1-13 below shows the distribution of households in Poulsbo by household income as a percentage of AMI. In 2020, an estimated 51% of households in Poulsbo had incomes at or below the AMI, while 49% had incomes greater than the AMI.



Source: HUD CHAS (based on ACS 5-year Estimates, 2014-2018, 2015-2019, 2016-2020)

Households that own their homes in Poulsbo are more likely to have higher incomes: 64% of homeowners have incomes above the AMI compared with just 29% of renters. This is an indicator that homeownership may be unaffordable for many moderate-income households in Poulsbo.

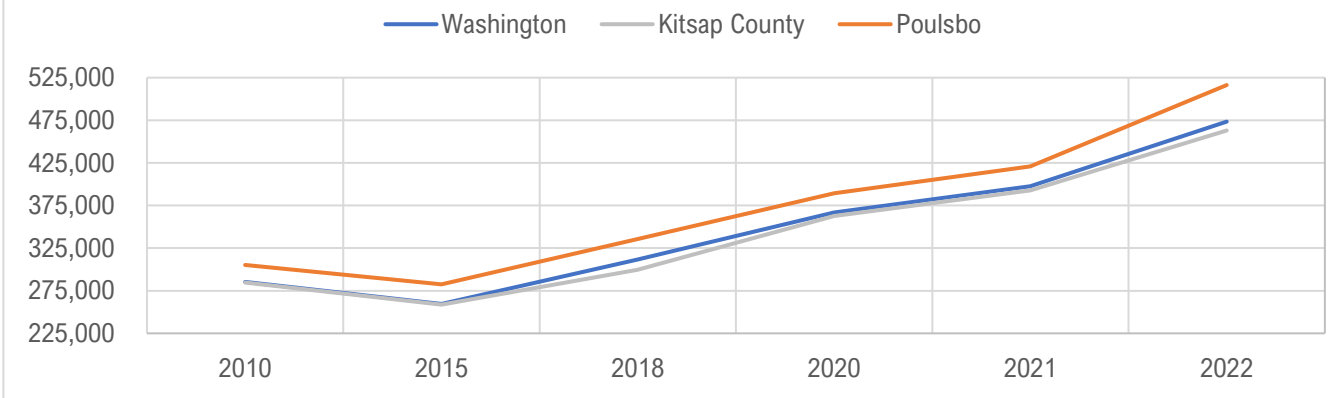


Source: HUD CHAS (based on ACS 5-year Estimates, 2016-2020)

Homeownership Affordability

Between 2015 and 2022, the median home value of occupied housing units in Poulsbo went from \$282,500 to \$516,300, which was an 83% increase. During that same time Kitsap County experienced a 79% increase in median home value, while Washington State saw a 82% increase during that same time frame.

Exhibit 3.7.1-15: Median Home Value, 2010-2022

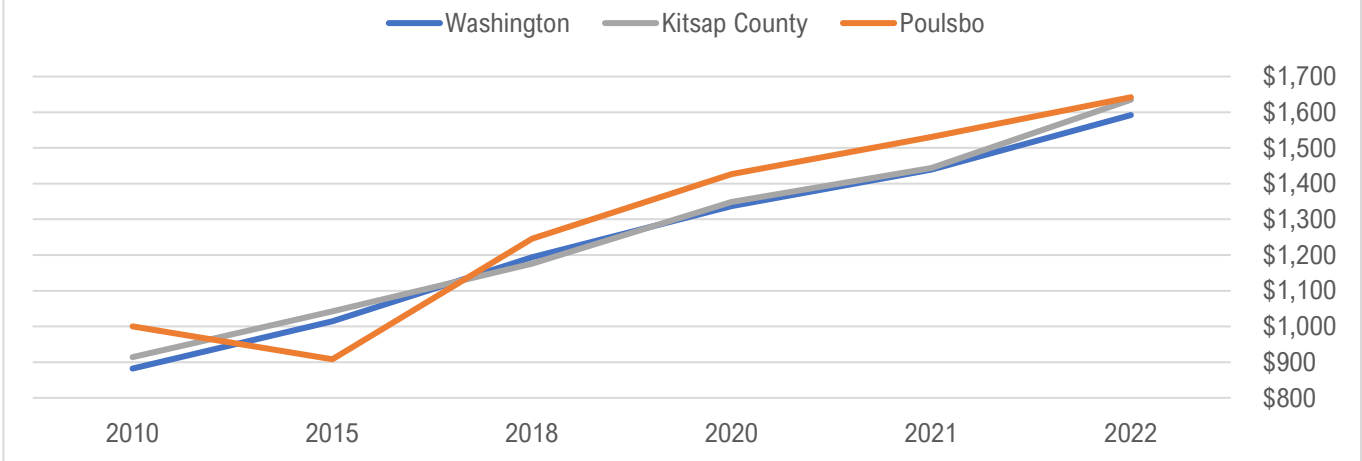


Source: U.S. Census Bureau, 2022. American Community Survey 5-year Estimates.

Rental Affordability

As discussed previously, 47% of renters are either cost-burdened or severely cost burdened. From 2015 to 2022, median rent increased by 81% from \$1,000 to \$1,642. The median rent in Kitsap County and Washington State increased by 57% during the same period.

Exhibit 3.7.1-16: Median Gross Rent, 2010-2022



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimate.

Median rent in Poulsbo in 2022 was \$1,642 which means that a household earning the median household income for a renter of \$49,732 per year and living in an average priced apartment has a little over \$2,500 per month to cover food, healthcare, transportation, education, childcare, and any discretionary spending.

Exhibit 3.7.1-17: Rental Affordability, 2010-2022		
	2010	2022
Median Rent	\$1,000	\$1,642
Income Needed to Afford (at 30% of MHI)	~ \$40,000	~ \$66,000
Median Household Income (renters)	\$33,056	\$49,732

Source: U.S. Census Bureau 2010 and 2022 American Community Survey 5-year Estimates.

The cost-of-living composite consists of grocery, housing, utilities, transportation, and miscellaneous goods and services. The national average is normalized at 100. The cost of living for Kitsap County in Q3 2023 is 115.3. The cost of living in Kitsap is lower than Seattle (145.7), and other Puget Sound urban areas (C2ER Cost of Living Index Q3 2023 Report). Kitsap experiences notably higher transportation costs likely attributed to ferry travel.

Housing Production

According to Kitsap County’s 2021 Buildable Lands Report (BLR), between 2013 and 2019, Poulsbo permitted a total of 875 new housing units, as shown in Exhibit 3.7.1-18. Roughly one-third (32%) of these units were in multifamily buildings, compared to one multifamily permit in the previous evaluation period of 2006-2012.

Exhibit 3.7.1-18: Residential Building Permits, 2013-2019				
Zone	Single-Family	Multi-Family	Accessory Dwelling Units	Total Units
Residential Low (RL)	561	32	9	602
Residential High (RH)	27	246	0	273
Total	588	278	9	875

Source: Kitsap County Buildable Lands Report, 2021

Since 2020, Poulsbo has permitted a total of 669 new housing units, 59% of which are single-family units and 41% multi-family units.

Exhibit 3.7.1-19: Residential Building Permits, 2020-2024				
Zone	Single-Family	Multi-Family	Accessory Dwelling Units	Total Units
Residential Low (RL)	391	8	6	405
Residential Medium (RM)		184		184
C-1/Downtown		80		80
Total	391	272	6	669

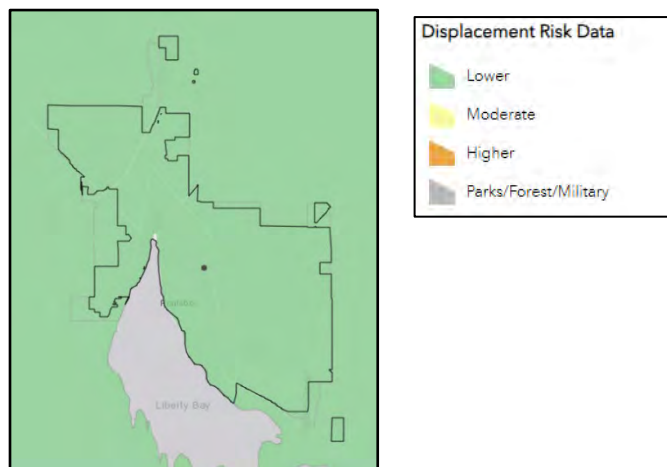
Source: City of Poulsbo Building Department, 2023

Displacement Risk

Displacement refers to instances when a household is forced or pressured to move from their home against their will. Direct, physical displacement occurs in cases of eviction, the termination of a tenant’s lease, or public land claims through eminent domain. Physical displacement can also occur when a property owner decides to renovate units to appeal to higher-income tenants or when buildings are sold for redevelopment. Another cause might be the expiration of an affordability covenant and resulting conversion of the unit to market rate housing. Economic displacement occurs when a household relocates due to the financial pressure of rising housing costs. Renters are more vulnerable to economic displacement, particularly those who are low-income, although some homeowners can experience this as well with significant increases to property tax bills. Cultural displacement is the result of the loss of social nets. When physical and/or economic displacement affects community businesses and a concentration of racial or ethnic minority households, other households affiliated with the affected cultural group may begin to feel increased pressure or desire to relocate.

The Puget Sound Regional Council has developed a strategy to determine the risk of displacement of census tracts. Each census tract in Poulsbo has received a place on the displacement index by analyzing factors in the following categories: socio-demographics, transportation qualities, neighborhood characteristics, housing, and civic engagement. Poulsbo is shown to have a low level of displacement risk.

Exhibit 3.7.1-20: PSRC Displacement Risk Mapping



Source: Puget Sound Regional Council, 2024

Employment

As of 2020, there were 6,661 jobs based in Poulsbo, which is an 11% increase from 2010. The largest numbers of jobs in Poulsbo are available in the sectors of health care and social assistance (1,436), retail (1,274), and educational services (1,121).

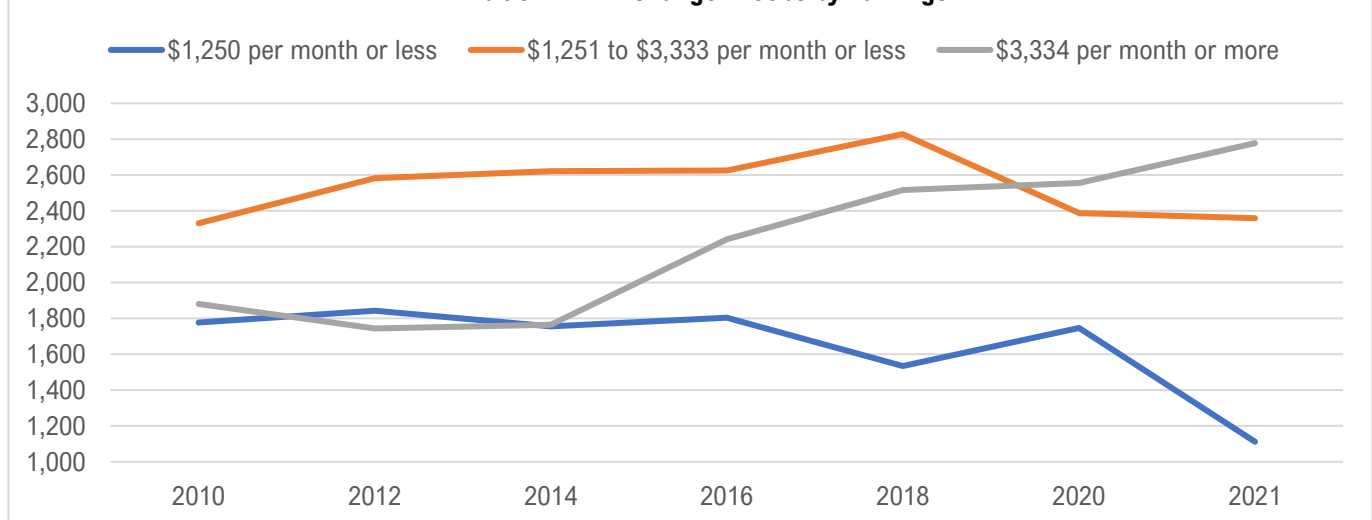
Exhibit 3.7.1-21: Largest Number of Jobs per Sector and Average Annual Wage

Sector	Share	Average Annual Wage
Retail Trade	20.7%	\$ 40,611
Health Care and Social Assistance	19.6%	\$ 55,874
Educational Services	15.1%	\$ 39,584
Accommodation and Food Services	13.9%	\$ 25,692
Professional, Scientific, and Technical Services	8.7%	\$ 93,816
Construction	3.8%	\$ 64,197
Finance and Insurance	3.5%	\$ 89,053
Administration & Support, Waste Management and Remediation	2.9%	\$ 51,928
Other Services (excluding Public Administration)	1.9%	\$ 42,021
Manufacturing	1.7%	\$ 63,730
Wholesale Trade	1.2%	\$ 79,185
Real Estate and Rental and Leasing	1.1%	\$ 48,526
Utilities	1.1%	\$ 114,558

Source: U.S. Census OnTheMap, 2021 (Poulsbo) and Employment Security Department/LMEA, 2020 (Kitsap County)

As shown below, the number of jobs in the city that pay \$1,250 per month or less (roughly \$15,000 per year) has declined by 37% since 2010, while the number of jobs paying more than \$3,333 per month has grown by 48%. The number of jobs in the city that pay \$1,250 to \$3,333 per month has remained consistent, with an overall increase of 1%.

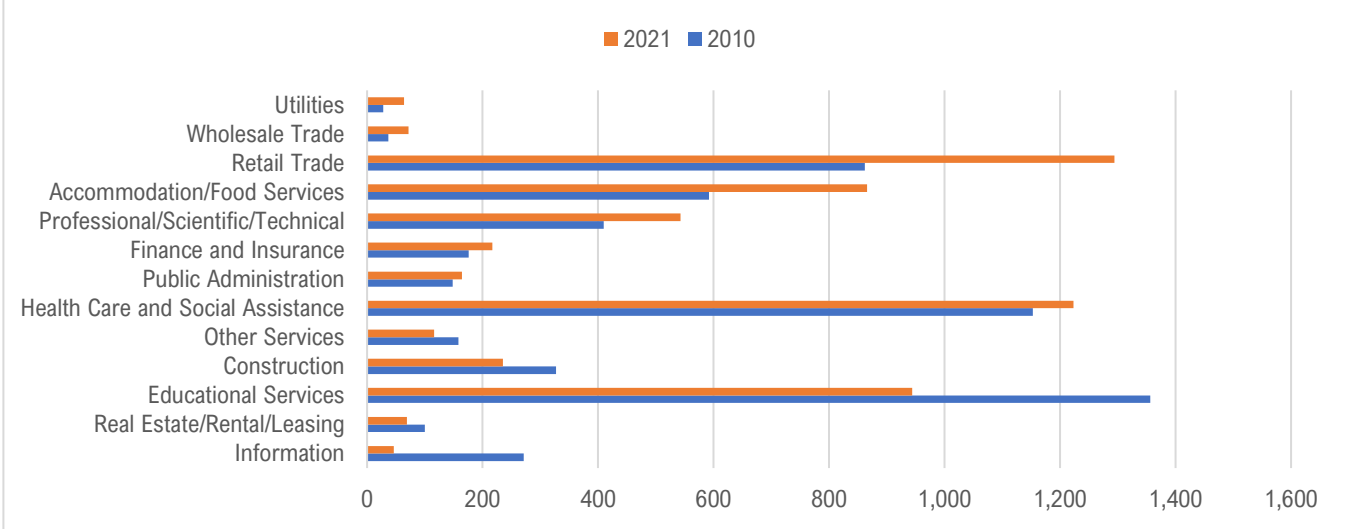
Exhibit 3.7.1-22: Change in Jobs by Earnings



Source: U.S. Census OnTheMap, 2010-2021

When examined by occupational employment category, Poulsbo's mix of occupations saw a significant increase to Utilities (129%), Wholesale Trade (95%), and Retail Trade (50%). During the same time, significant decreases were found in Information Services (-83%), Real Estate/Rental/Leasing (-31%), and Educational Services (-30%).

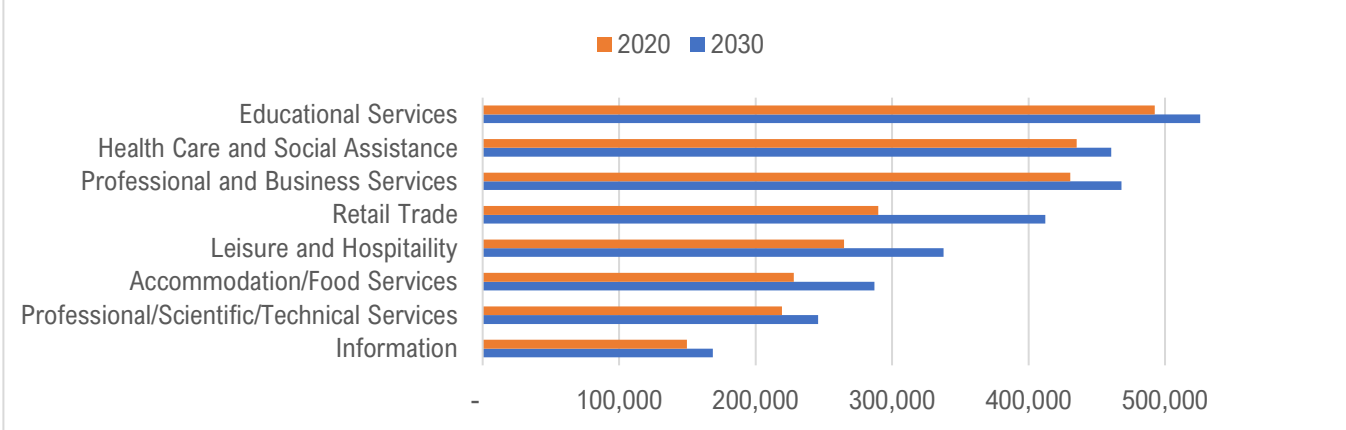
Exhibit 3.7.1-23: Occupation Change 2010 to 2021



Source: U.S. Census OnTheMap, 2021

Regional employment projections can provide important information to shed light on potential future demand for housing. Washington State Employment Security Department (ESD) provides short-, medium-, and long-term employment projections by Workforce Development Areas (WDA). Poulsbo is located in WDA1 or Olympic, which includes Clallam, Jefferson, and Kitsap Counties. Exhibit 24 below outlines industries anticipated to see the most growth over the 2020 to 2030 period.

Exhibit 3.7.1-24: Projected Top Five Growth Industries in WDA 1, 2020 – 2030



Source: Washington State Employment Security Department, 2020

Jobs to Housing Ratio

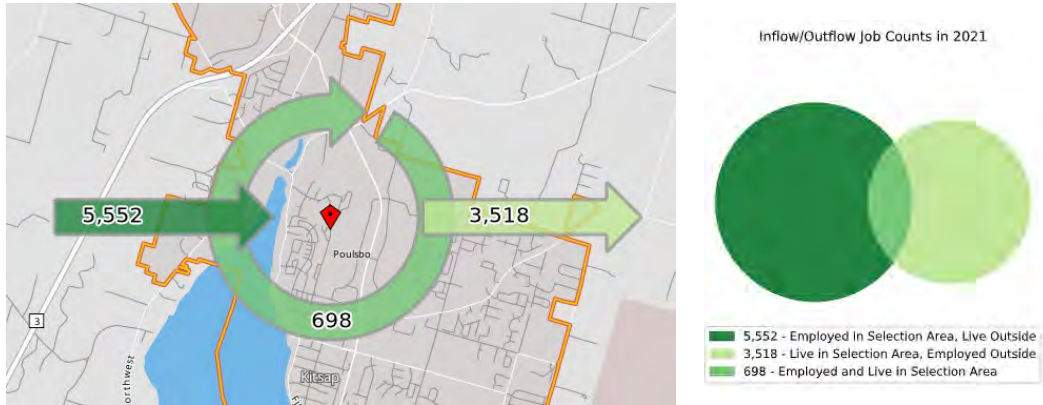
Based on 2020 numbers, as shown in Exhibit 3.7.1-25, Poulsbo has a jobs-housing ratio of about 1.17. This is inside what's generally considered to be a "good" balance (0.75 - 1.5). A jobs-housing ratio in the range of 0.75 to 1.5 is considered beneficial for reducing vehicle miles traveled. Ratios higher than 1.5 indicate that there may be more workers commuting into the area because of a surplus of jobs. The jobs-housing ratio indicates whether an area has enough housing for employees to live near employment centers and sufficient jobs in residential areas. An imbalance in jobs and housing potentially creates longer commute times, more single driver commutes, loss of job opportunities for workers without vehicles, traffic congestion, and poor air quality.

Exhibit 3.7.1-25: Jobs to Housing Ratio, 2020			
	Jobs	Housing	Ratio
Poulsbo	6,250	5,345	1.17

Source: OFM Estimates, 2023, and OnTheMap, 2021.

Using the Inflow/Outflow Analysis tool in Census OnTheMap it's easy to show that this ratio isn't resulting in the desired benefit of reduced commute distances. Of the 6,250 jobs located in Poulsbo, only 698 workers live in Poulsbo, or just 11%. Instead, nearly 89% of people working in Poulsbo commute in from home locations outside the city. And 83% of working residents of Poulsbo commute to jobs outside of the city.

Exhibit 3.7.1-26: Inflow/Outflow Counts of Jobs



Source: U.S. Census OnTheMap, 2021

Out of the 3,518 residents employed outside of the city, 16.6% commute to Seattle, while 8.4% commute to Bainbridge Island, as shown in Exhibit 3.7.1-27.

Exhibit 3.7.1-27: Where Poulsbo Residents Are Employed

Location	Percent
Seattle	16.8%
Bainbridge Island	8.4%
Bremerton	6.7%
Silverdale	6.5%
Suquamish	3.0%
Bellevue	2.5%
Tacoma	1.9%

Source: U.S. Census OnTheMap, 2021

As shown below, over 42% of Poulsbo residents travel less than 10 miles to their place of employment and an additional 39% travel 10-24 miles.

Exhibit 3.7.1-28: Job Locations by Distance

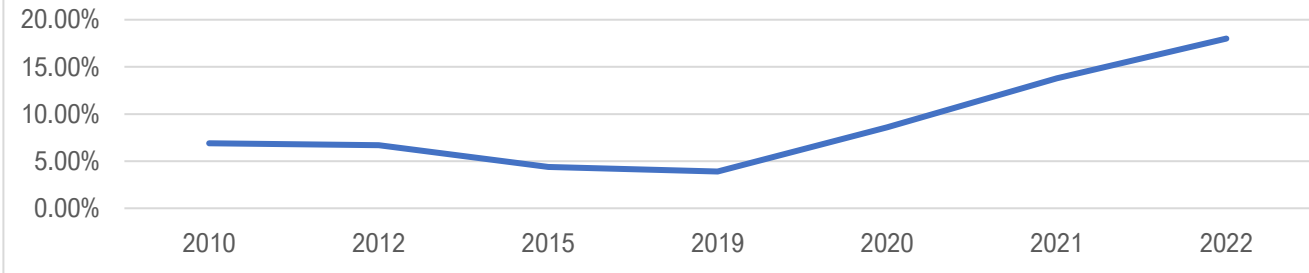
Less than 10 miles	42.3%
10-24 miles	39.3%
25-50 miles	12.1%
Greater than 50 miles	6.2%

Source: U.S. Census OnTheMap, 2021

Work from Home

The COVID-19 pandemic dramatically accelerated the adoption of remote work, and many companies and employees discovered the benefits of flexible work arrangements. As of 2022, 18% of Poulsbo residents were working from home (see Exhibit 3.7.1-29), which was up from 13.8% in 2021. The long-term prevalence of remote work will depend on several factors, such as company policies, type of industry, technology, and employee preference. It's challenging to provide a specific percentage as it will vary widely across different regions and industries. Some experts predict that a significant portion of the workforce will continue to work remotely in some capacity even after the pandemic subsides, but the exact percentage will depend on the factors mentioned above. Additionally, the hybrid work model, which combines in-office and remote work, is becoming increasingly popular as it allows for greater flexibility and work-life balance.

Exhibit 3.7.1-29: Work from Home, 2010-2022



Source: U.S. Census Bureau. 2022. American Community Survey 5-year Estimate

3.7.2 Impacts

Population, Housing and Employment Growth Targets and Capacity by Alternative

The GMA requires that each jurisdiction have enough developable land to accommodate the 20-year projected population growth. The City of Poulsbo Planning Department conducted an extensive land capacity analysis as part of the 2021 Kitsap County Buildable Lands Report and will update these results a part of the comprehensive plan update to be reported in Section 3 Land Development Review and Evaluation.

In accordance with GMA, the 2024 Update addresses and 2044 horizon year, and considers new population, housing and job targets, changes to the future Land Use map, a fair share of affordable housing, housing policy amendments to address racially disparate impacts, and supporting investments in parks and multimodal/active transportation, utilities, and public services. The comprehensive plan is also required to be consistent with the Kitsap Countywide Planning Policies (CPPs), and with regional plans such as the Puget Sound Regional Council’s (PSRC’s) Vision 2050 which contains the Multi-County Planning Policies (MPPs). The growth targets adopted in the Kitsap Countywide Planning Policies for Poulsbo and its urban growth area are:

- Population – 5,646 new persons
- Jobs – 4,000 new jobs
- Housing – 1,977 new housing units

Exhibit All Alternatives have sufficient land capacity for the population and jobs growth assigned to Poulsbo as summarized in Exhibit below:

Exhibit 3.7.2-1: Summary Comparison of Projected Population and Jobs Needs to Alternative Capacity			
Alternative	Population Capacity	Employment Capacity	Kitsap Countywide Planning Policies 2044 Poulsbo Growth Allocation
Alternative 1	6,022	4,165	<i>Population – 5,646 Employment – 4,000</i>
Alternative 2	6,201	4,165	
Alternative 3	7,270	4,099	
Alternative 4	7,961	4,099	

Alternative 1

Alternative 1 No Action assumes the City and UGA grow consistent with available buildable land capacity. Net growth would equal:

- Employment: 4,165 new jobs between 2024-2044
- Population: 6,022 new people between 2024-2044
- Housing: 2,578 new housing units⁷ between 2024-2044

⁷ For all Alternatives, the household size for single family and multifamily as set forth in the Kitsap County 2021 Buildable Lands Report was used to calculate housing unit capacity. Population/Household size = capacity. Single Family = 2.51 household size; Multi Family = 2.09 household size. SF household size was applied for RL zoning; MF household size applied for all other zoning districts.

Exhibit 3.7.2-2: Alternative 1 - No Action Current Plan

Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3,795	1,512
Residential Medium	0	1,233	590
Residential High	0	994	476
C-1 Downtown/Front Street	221	0	0
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1,954	0	0
C-4 College Marketplace	348	0	0
Office Commercial Industrial	435	0	0
Business Park	441	0	0
Light Industrial	162	0	0
Total	4,165	6,022	2,578
<i>KRCC Growth Allocation</i>	4,000	5,646	1,977
<i>Surplus/Deficit</i>	+165	+376	+601

Alternative 2

Alternative 2 Current Plan + Missing Middle Housing Emphasis assumes the City and UGA grow consistent with available buildable land capacity, and additional land capacity could be realized due to modifications to the City's zoning ordinance which would remove barriers and incentive missing middle housing types. Amendments identified include reduced minimum lot sizes for single family detached; increased opportunities for attached units (duplex, triplex, fourplex) allowed in Residential Low zoning districts; density bonus infill; multiuse buildings; town or rowhouses; accessory dwelling units; and cottage/courtyard developments.

Net growth would equal:

- Employment: 4,165 new jobs between 2024-2044
- Population: 6,201 new people between 2024-2044
- Housing: 2,649 new housing units between 2024-2044

Exhibit 3.7.2-3: Alternative 2 - Current Plan + Missing Middle Housing Emphasis

Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3974	1583
Residential Medium	0	1233	590
Residential High	0	994	476
C-1 Downtown/Front Street	221	0	0
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1954	0	0
C-4 College Marketplace	348	0	0
Office Commercial Industrial	435	0	0
Business Park	441	0	0
Light Industrial	162	0	0
Total	4165	6201	2649
<i>KRCC Growth Allocation</i>	4000	5646	1977
<i>Surplus/Deficit</i>	+165	+555	+672

Alternative 3

Alternative 3 SR 305 Corridor Center assumes the City and UGA grow consistent with available buildable land capacity, and additional population capacity would be realized due to modifications to the City's zoning ordinance which would increase residential development within the SR 305 transit corridor. Amendments identified include increased building height, reduced parking requirements, and other incentives.

Alternative 3 assumes residential designations and densities remain the same as Alternative 1 Current Adopted Plan while also including Alternative 2 Missing Middle Emphasis capacity increase in the RL zoning district.

Net growth would equal:

- Employment: 4,099 new jobs between 2024-2044
- Population: 7,270 new people between 2024-2044
- Housing: 3,161 new housing units between 2024-2044

Exhibit 3.7.2-4: Alternative 3 - SR 305 Corridor Center			
Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3,974	1,583
Residential Medium	0	1,233	590
Residential High	0	994	476
C-1 Downtown/Front Street	118	269	129
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1,991	800	383
C-4 College Marketplace	348	0	0
Office Commercial Industrial	435	0	0
Business Park	441	0	0
Light Industrial	162	0	0
Total	4,099	7,270	3,161
<i>KRCC Growth Allocation</i>	4,000	5,646	1,977
<i>Surplus/Deficit</i>	+99	+1,624	+1,184

Alternative 4

Alternative 4 includes the SR 305 Corridor Center increased capacity assumptions and adds increased density to the Residential Medium (RM) and Residential High (RH) zoning districts by increasing the maximum density range. RM density would increase from 6-10 units/acre to 6-14 units/acre; and RH would increase from 11-14 units/acre to 15-22 units/acre. Residential Low (4-5 unit/acre) remains the same as currently adopted.

Net growth would equal:

- Employment: 4,099 new jobs between 2024-2044
- Population: 7,961 new people between 2024-2044
- Housing: 3,491 new housing units between 2024-2044

Exhibit 3.7.2-5 Alternative 4: SR 305 Corridor Center + RM/RH density range increase			
Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3,974	1,583
Residential Medium	0	1,601	766
Residential High	0	1,317	630
C-1 Downtown/Front Street	118	269	129
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1991	800	383
C-4 College Marketplace	348	0	0
Office Commercial Industrial	435	0	0
Business Park	441	0	0
Light Industrial	162	0	0
Total	4,099	7,961	3,491
<i>KRCC Growth Allocation</i>	4,000	5,646	1,977
<i>Surplus/Deficit</i>	+99	+2,315	+1,514

Housing Capacity by Income Levels

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

Poulsbo must plan to accommodate 1,977 permanent housing units by 2044. Poulsbo staff followed the Washington State Department of Commerce guidance to conduct a land capacity analysis to determine if there is sufficient capacity to meet future housing needs under current planned zoning and development regulations. This analysis first identifies the net developable acres and planned density in each land use zone to determine total capacity in zone categories. Land use zones, for this analysis, are grouped into the following four zoning categories:

- Low Density: Residential Low
- Moderate Density: Residential Medium
- Low Rise: Residential High and Commercial

The following tables compare the aggregated housing needs of each income level to the total, existing, capacity in each zone category by each of the four Alternatives.

Exhibit 3.7.2-6: Comparison of Projected 2044 Housing Needs to Capacity, by Alternative

Alternative 1: Comparison of Projected Housing Needs to Capacity, Current Zoning			
Income Level	Projected Housing Needs	Housing Unit Capacity	Capacity Surplus or Deficit
0-80% AMI and PSH	1,139	476	-663
>80-120% AMI	278	590	312
>120% AMI	560	1,512	952
Total	1,977	2,399	601

Alternative 2: Comparison of Projected Housing Needs to Capacity, Missing Middle			
Income Level	Projected Housing Needs	Housing Unit Capacity	Capacity Surplus or Deficit
0-80% AMI and PSH	1,139	771	-368
>80-120% AMI	278	453	175
>120% AMI	560	1,425	865
Total	1,977	2,399	672

Alternative 3: Comparison of Projected Housing Needs to Capacity, SR 305 Corridor Center			
Income Level	Projected Housing Needs	Housing Unit Capacity	Capacity Surplus or Deficit
0-80% AMI and PSH	1,139	1,282	143
>80-120% AMI	278	453	312
>120% AMI	560	1,425	952
Total	1,977	2,399	1,183

Alternative 4: Comparison of Projected Housing Needs to Capacity, SR 305 Center + RM/RH Increased Density			
Income Level	Projected Housing Needs	Housing Unit Capacity	Capacity Surplus or Deficit
0-80% AMI and PSH	1,139	1,525	386
>80-120% AMI	278	541	263
>120% AMI	560	1,425	865
Total	1,977	2,399	601

Impacts Common to All Alternatives

As the city grows over the next 20 years, there is a need to ensure sufficient buildable land, expand variety and availability of housing, as well as the services and amenities necessary to support a larger population. Under expected growth, displacement of both residents and businesses could potentially occur in different ways:

- Without sufficient capacity to accommodate growth, residential and commercial rents will increase, displacing lower-income households that cannot afford increased housing costs as well as businesses that may also rely on lower rents.
- Residential displacement may also be present with significant redevelopment, as more obsolete housing units that may be more affordable are demolished in favor of new housing that is more expensive because it is newer.

Other impacts may occur related to changes in local population, housing, and employment:

- Access to services. While accommodating expected population increases in the city, access to services is also important in managing future growth. Even with the prevalence of online services, residents and workers in the city need retail, restaurant, and service offerings to meet their needs.

- Improvements in walkability and transit access. Providing a growth strategy focused on an existing transit corridor (SR 305) can help to reduce VMTs and resulting emissions from single-occupancy vehicles. Similarly, they can provide alternatives for access for those that have restrictions on their ability to drive.

Under the estimates of capacity, Alternatives 1 and 2 would be challenged in meeting housing targets per income band. Conversely, Alternatives 3 and 4 would be able to meet expected housing targets under the Kitsap County CPPs. Alternative 4 provides the highest mix of housing types.

Impacts of Alternative 1 and 2

While Alternatives 1 and 2 have capacity for population, housing and employment growth targets, they do not have the capacity to meet housing targets by income for 80% or under income band per the Kitsap Countywide Planning Policies - Alternative 1 would be short by 663 housing units and Alternative 2 short by 368 units. This would not fulfill the City's requirements under the Growth Management Act or Countywide Planning Policies to accommodate the identified growth target and is an adverse impact.

Impacts of Alternative 3

Alternative 3 has sufficient capacity to accommodate adopted growth targets for population, housing and employment. Alternative 3 densities assumptions provide capacity for the assigned growth targets, with a surplus of 1,184 housing units and 99 jobs.

Impacts of Alternative 4

Alternative 4 has sufficient capacity to accommodate adopted growth targets for population, housing and employment. Alternative 4 densities assumptions provide capacity for the assigned growth targets, with a surplus of 1,514 housing units and 99 jobs.

Summary of Impacts by Alternative

Under all alternatives, additional population, job and housing growth will occur. Housing affordability would continue to be a challenge in Poulsbo under all alternatives due to the pressures of regional population and employment growth. However, increased capacity and densities proposed in Alternatives 3 and 4 are expected to increase housing supply and diversity, reducing competition for available units and therefore reducing upward pressure on market housing costs. Alternatives 1 and 2 do not meet the KCPP housing targets by income band for 80% or below.

Mitigation measures have potential to increase the supply of units affordable to low-income households, but significant investment from state and/or federal sources would be required to meet all low-income, supportive, and emergency housing needs.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Meets KCPP Population Target	⊗	⊗	⊗	⊗
Meets KCPP Employment Target	⊗	⊗	⊗	⊗
Meets KCPP Housing Target	⊗	⊗	⊗	⊗
Meets KCPP Housing Income-Band Targets	⊕ ⊕	⊕ ⊕	⊗	⊗
Provides mix of housing types	⊕	⊕	⊗	⊗
Potential for Adverse Impacts: No or Low impact ⊗ Moderate impact ⊕ High impact ⊕ ⊕				

3.7.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding Population, Housing, and Employment, as listed below.

- *Policy LU-1.1: Achieve appropriate urban residential densities within the city and urban growth areas in order to practically plan for and accommodate the population allocation of 5,646 new residents and 1,977 new housing units by the year 2044. The allocation is not a commitment that the market will deliver growth during the defined planning period.*
- *Policy LU-2.2: Focus employment and housing growth in the SR 305 Corridor Center at densities that maximize potential transit ridership.*

- *Policy LU-3.7: Support the development and/or redevelopment of underutilized lands that supports infill within all zoning districts.*
- *Policy LU-4.4: Consider infill and redevelopment of underutilized properties within residential areas, where new development would maintain the height and bulk that characterizes the area, while allowing a wider range of housing types, such as, but not limited to, cottage developments, townhomes, duplexes and triplexes. Development shall be reviewed for compatibility with existing and established neighborhoods.*
- *Policy LU-6.1: The City shall provide an adequate supply of land designated for light industrial, office commercial industrial, and business park to provide a range of uses and development which plan for and accommodate the number of jobs allocated*
- *Policy LU-6.4: 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 HS-1.1: Provide sufficiently zoned land for the city's projected population and housing growth targets.*
- *Policy HS-1.4: Encourage and expand opportunities for a variety of infill housing options within existing residential neighborhoods so vacant or underutilized land can be converted to residential uses.*
- *Policy HS-1.7: Encourage additional housing units through the provisions of mixed-use development in commercially zoned areas and consider allowing, in certain circumstances, residential uses to develop independent of or through flexible space provisions.*
- *Policy HS-1.11: Expand housing capacity for moderate density housing to bridge the gap between single-family and more intensive multifamily development and provide opportunities for more affordable ownership and rental housing that allows more people to live in neighborhoods across the city.*
- *Policy HS-3.7: Research emerging housing options or development incentives that are appropriate to be included in the City's zoning ordinance that will provide an increase of affordable housing units into the City's housing stock.*
- *Policy ED-1.1: Promote and maintain a business climate that supports the scalable recruitment, retention, and expansion of the city's economic base.*
- *Policy ED-1.5: Foster a culture of creativity, entrepreneurship and innovation which helps promote job growth and new business creation, including artisanal and small-scale producers, such as the craft food and beverage industry.*
- *Policy ED-1.6: Encourage infill and redevelopment of existing or underutilized commercial and light-industrial areas, while striving to maintain a jobs/housing balance.*
- *Policy ED-1.9: Facilitate efforts of businesses and institutions to train workers, and support and advocate continuing education for Poulsbo's business and health care community.*
- *Policy ED-3.1: Monitor and maintain an adequate supply of developable employment lands (commercial, light industrial, office commercial industrial, and business park) to accommodate the forecasted growth and accomplish the City's economic development goals, while factoring in the changing needs due to a growing remote work force.*
- *Policy ED-5.1: Continue to participate with and support the Kitsap Economic Development Alliance as a primary resource to provide advice and data on economic development issues, the potential for retaining and expanding existing industries, including industry clusters, and attracting new job opportunities.*
- *Policy ED-6.4: Actively support increased supply and range of housing options to accommodate Poulsbo's diverse workforce, while striving to reach a jobs/housing balance.*

Applicable Regulations

- **State and Regional Review:** As required by GMA, the City of Poulsbo will notify the Department of Commerce (at least 60 days in advance) of intent to adopt under the Action Alternatives and provide a copy of the draft Comprehensive Plan amendments and development regulations for review and comment prior to final adoption. State law also requires PSRC to review and certify local comprehensive plans.
- **Housing Action Plan:** This Poulsbo Housing Action Plan (HAP) (2021) identifies strategies the City of Poulsbo can implement to support housing opportunities for residents at all income levels. These strategies are intended to increase housing production and choices available to better meet the diverse needs of Poulsbo residents and reduce displacement and barriers. Completed efforts include:
 - Identify strategic amendments to development standards, adopted in Ord. 2021-08, 2023-04, 2024-05.
 - Evaluate permit processes and identify opportunities to streamline and provide permit efficiencies, adopted in Ord. 2021-08, 2023-04, 2024-05.

- Increase funding for affordable housing through local option taxes, fees, and levies, adopted in Ord. 2019-15, 2021-07.
- Develop Unit Lot Subdivision standards, adopted with Ord. 2024-03
- Revise ADU standards to allow flexibility, adopted with Ord. 2024-05
- Allow more housing diversity in some single-family areas, Amendments adopted with Ordinance 2024-05.
- Allow greater flexibility in multifamily zones, adopted with Ord. 2024-03.
- Support and reduce barriers to the development of permanent supportive housing, adopted state requirements with Ord. 2024-05.

Other Potential Mitigation Measures

The city has identified several additional strategies in the HAP, such as:

- Provide density bonuses for projects that set aside income-restricted units.
- Review street standards to identify barriers.
- Evaluate the MFTE program to incentivize the construction of housing units.
- Flexible use on first floors in Commercial zones.
- Explore “micro-housing” style developments.

3.7.4 Significant Unavoidable Adverse Impacts

Significant and unavoidable adverse impacts are expected under Alternatives 1 and 2 related to housing growth targets, as they would not be met. Such inconsistencies with designated growth targets would be avoided through densities and actions proposed under Alternatives 3 and 4.

3.8 Transportation

3.8.1 Affected Environment

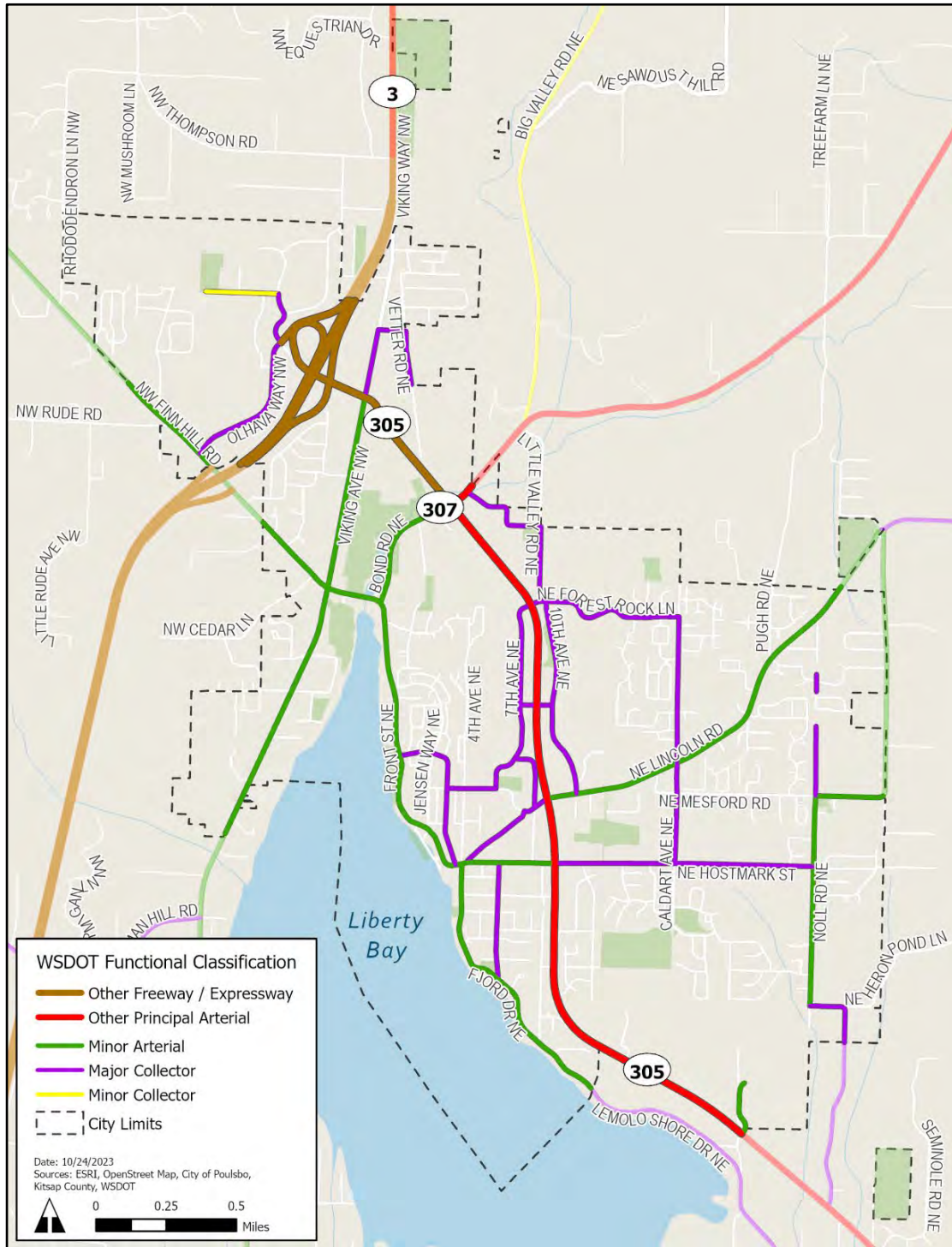
Poulsbo has approximately 67 miles of roadways categorized by classes based on their intended purpose and the character of service they are intended to provide. Some roadways are intended to serve regional travel and vehicle circulation, while other facilities provide safe options for people who walk, bike, and roll. The efficiency of the street network system depends upon how streets move traffic through the system.

City streets form the backbone of the transportation network with roadways shaping how residents and visitors experience Poulsbo. The City of Poulsbo currently classifies its roadways into major arterials, minor arterials, collectors, and local streets, as shown in Exhibit 3.8.1-2 Examples of each roadway type and the intended uses served are described in Exhibit 3.8.1-1.

Exhibit 3.8.1-1: WSDOT Functional Classifications		
Road Type	Purpose	Example
Principal Arterial	A roadway that serves through trips and connects Poulsbo with the North Kitsap region and beyond	SR 305
Minor Arterial	Minor arterial streets provide inter-neighborhood connections and serve both local and through trips	Viking Way NW Finn Hill Road
Collector	Collectors distribute trips between local streets and arterials and serve as transition roadways to or from residential areas	7 th Avenue NE 10 th Avenue NE
Local Street	Local streets provide circulation and access within residential neighborhoods, have low volumes and speeds.	12 th Avenue NE Miss Ellis Loop



Exhibit 3.8.1-2: WSDOT Functional Street Classifications Map



Source: City of Poulsbo Transportation Comprehensive Plan, 2024

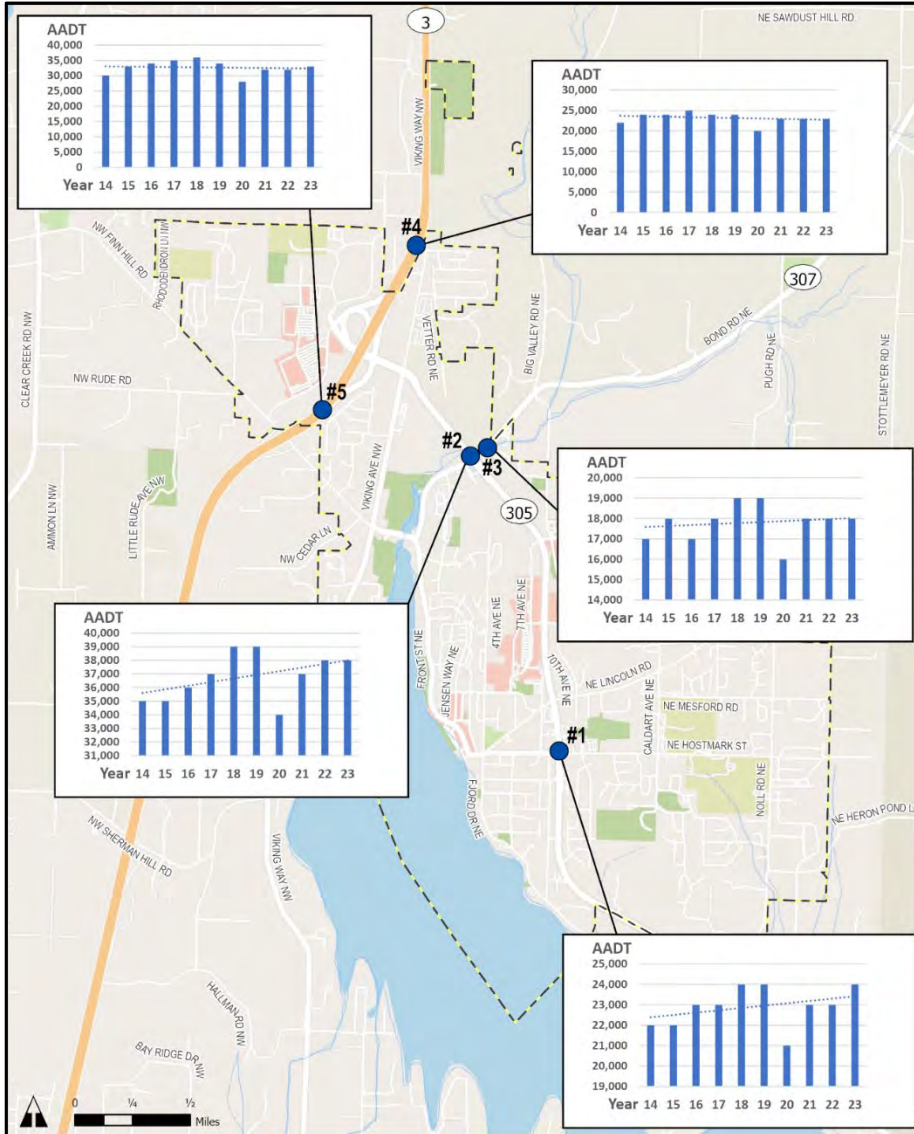
Traffic Volumes

Traffic counts were collected throughout the City in March 2023. Exhibit 3.9.1-3 shows daily traffic volumes within the city. New counts were compared to previous counts collected by the City of Poulsbo and WSDOT to document historical growth trends.

Exhibit 3.8.1-4 shows the average annual daily traffic (AADT) for four locations on SR 305, 307 and 3, compared to 2014 AADT volumes from the last Comprehensive Plan update. Growth between 2014 and 2023 ranged from 0.5 to 1.1%

Exhibit 3.9.1-3: Historical Weekday AADT Traffic Volume Comparison			
Roadway	Total Volume (2014)	Total Volume (2023)	Annual Growth (2014 to 2023)
SR 305 north of Hostmark	22,000	24,000	1%
SR 305, north of SR 307	35,000	38,000	1%
SR 307, at permanent traffic recorder R096	17,000	18,000	0.7%
SR 3, north of SR 305	22,000	23,000	0.5%
SR 3, south of SR 305	30,000	33,000	1.1%

Exhibit 3.9.1-4: Year 2023 Daily Traffic Volumes



Source: City of Poulsbo Transportation Comprehensive Plan, 2024

PM peak hour traffic counts were compared at eight locations based on the available counts collected in the PM peak hour in both 2019 and 2023 and the same locations. Peak volumes for vehicles, pedestrians, bicyclists, and transit can occur during different times by location. As shown in Exhibit 3.8.1-5, annual growth varied between -5.1 percent to +2.4 percent, suggesting that traffic volumes citywide have not yet reached pre-pandemic levels.

Exhibit 3.8.1-5: Historical Weekday PM Peak Traffic Volume Comparison

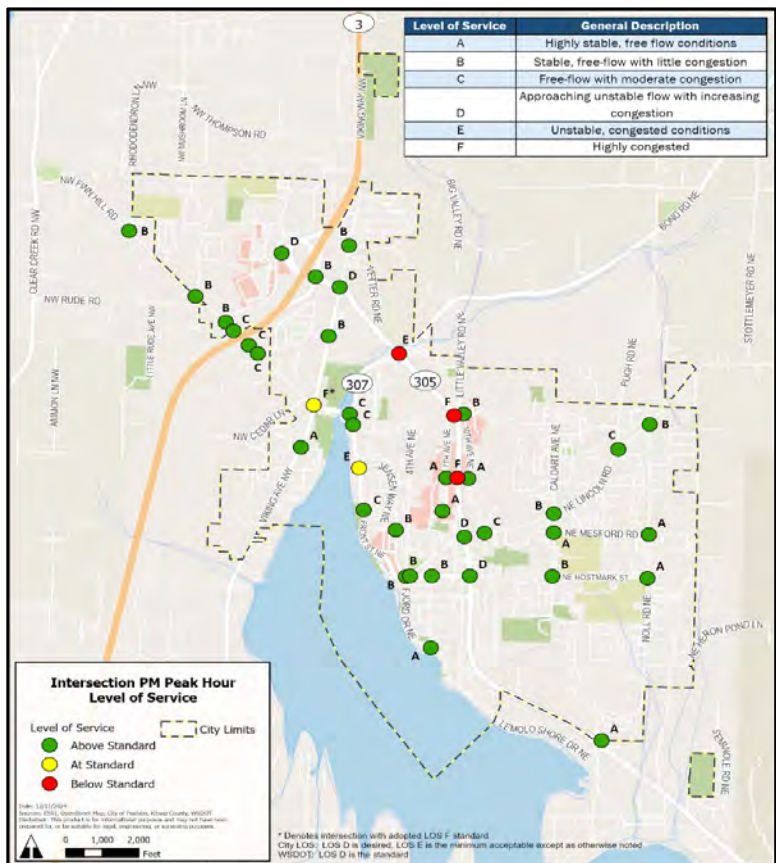
Roadway	Total PM Peak Hour Volume (2019)	Total PM Peak Hour Volume (2023)	Annual Growth Change (2019 to 2023)
7 th Avenue NE, south of NE Liberty Road	535	425	-5.1%
Front Street NE, north of Jensen Way NE	1,295	1,350	1.1%
Viking Avenue NW, north of NW Liberty Road	1,550	1,650	1.6%
SR 307 near City limits	1,685	1,845	2.4%
Forest Rock Lane NE, west of 10 th Avenue NE	830	700	-3.9%
NE Liberty Road, west of SR 305	360	350	-0.7%
NE Lincoln Road, east of SR 305	1,105	975	-2.9%
NE Hostmark Street, west of SR 305	630	585	-1.8%

Traffic Operations

Traffic operations were evaluated based upon the latest level of service (LOS) methodologies contained in the Highway Capacity Manual (HCM), Transportation Research Board. The HCM is a nationally recognized and locally accepted method of measuring traffic flow and congestion. Criteria range from LOS A, indicating free-flow conditions with minimal vehicle delays, to LOS F, indicating extreme congestion with significant vehicle delays. At signalized intersections, LOS is defined in terms of average delay per vehicle. At un-signalized intersections, LOS is measured in terms of the average delay per vehicle and is typically reported for the worst traffic movement instead of for the whole intersection. Intersection LOS analysis was performed for major intersections within the study area based on 2023 conditions.

To understand the level of congestion experienced during the evening commute, 43 intersections were evaluated based on their ability to accommodate PM peak hour demand in their existing configuration (number of lanes, traffic control, etc.) The peak volumes for vehicles, pedestrians, bicyclists, and transit can occur during different times by location. The PM peak period in Poulsbo generally ranges between 3:00 PM and 6:00 PM.

Exhibit 3.8.1-6: 2023 Intersection PM Peak Hour LOS



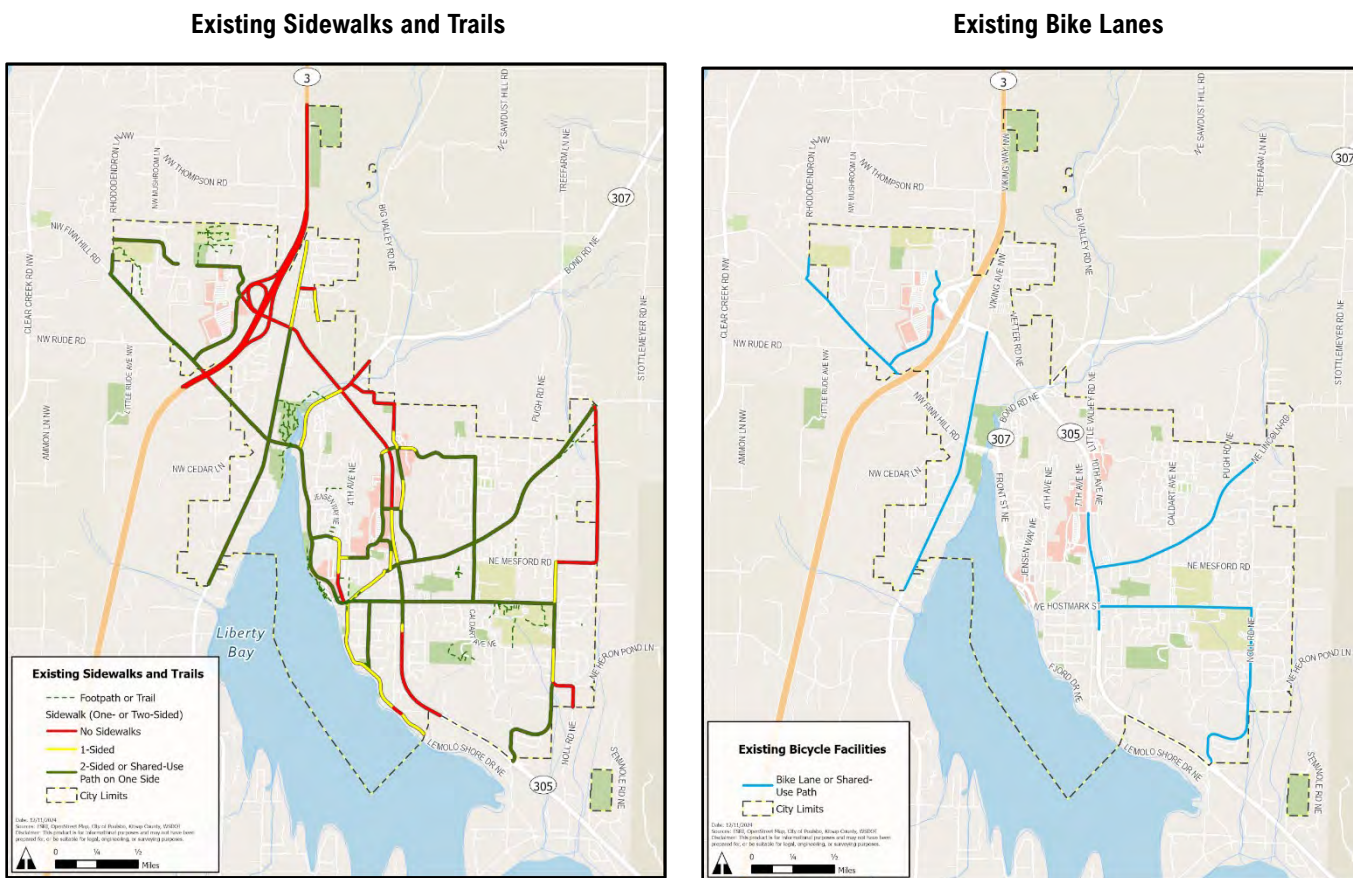
Active Transportation Facilities

Sidewalks and trails contribute to the city's active transportation network, which offers people a wider range of transportation options within and around the city. Poulsbo's pedestrian data inventory — which includes sidewalks, footpaths, and trails — highlights existing facilities along the City's arterial and collector roadways, encompassing approximately 20 miles of roadways. Pedestrian facilities also serve those with mobility-assisted devices, such as wheelchairs and electric scooters.

Approximately half of collector and arterial roadways have sidewalks along both sides of the road. Additional sidewalks are present along some residential streets. In Poulsbo's historic downtown, Front Street NE has sidewalks along both sides of the road to provide access to commercial destinations for residents and visitors alike. Many roads with connections to schools — including NE Hostmark Street, NW Olympic College Way, and Rhododendron Lane NW — have sidewalks for students accessing the schools.

Poulsbo's bicycle network includes bicycle lanes, shared-use paths, and paved shoulders. There are 5.2 miles of existing bicycle lanes along the City's arterials and collector streets, with sections along Viking Avenue NW, NE Lincoln Road, parts of SR-305, and NE Hostmark Street.

Exhibit 3.8.1-7: Active Transportation Facilities Maps



Source: City of Poulsbo Transportation Comprehensive Plan, 2024

Transit

Existing public transportation service in Poulsbo provided by regional and local bus services operated by three transit providers: Kitsap Transit, Jefferson Transit Authority, and Clallam Transit. Kitsap Transit is the primary transit service provider, operating six fixed bus routes within the city. Gateway-Bainbridge Express (Line 338), is suspended until further notice due to a driver shortage. These routes provide service along SR-305, NW Finn Hill Road, Viking Way NW, Front Street, NE Lincoln Road, and NE Hostmark Street. Transit service is limited in the eastern Poulsbo, with no fixed route service east of Caldart Avenue NE. Other providers of transit services include Jefferson Transit Authority and Clallam Transit, which each operate one bus route within the city that connect to North Viking Transit Center.

Exhibit 3.8.1-8: Existing Transit Service				
Transit Provider	Route	Start and Terminus	Service	Frequency
Kitsap Transit	Route 301: North Kitsap Fast Ferry Express	Poulsbo to Bremerton	Weekdays	Hourly
	Route 307: Kingston/North Viking Fast Ferry Express	Poulsbo to Kingston	Weekdays	90 minutes
	Route 332: Poulsbo/Silverdale	Poulsbo to Silverdale	Weekdays	Hourly
			Saturday	Hourly
	Route 333: Silverdale/Bainbridge	Silverdale to Bainbridge	Weekdays	Hourly
Route 344: Poulsbo Central	Town and Country Market to North Viking Transit Center	Weekdays	Hourly	
		Saturday	Hourly	

	Route 390: Poulsbo/Bainbridge	Poulsbo to Bainbridge	Weekdays	Hourly
			Saturday	Hourly
Jefferson Transit Authority	Route 7: Poulsbo/Port Ludlow/Tri Area	Poulsbo to Port Townsend	Weekdays	3 AM trips; 2 PM trips
			Saturday	1 AM trip; 1 PM trip
Clallam Transit System	Route 123: The Strait Shot	Port Angeles & Sequim to Bainbridge Island Ferry Terminal	Weekdays	1 AM trip; 2 PM trips
			Saturday	1 AM trip; 2 PM trips
			Sunday	1 AM trip; 1 PM trip

Poulsbo is close to three Washington State ferry terminals in Kingston, Bainbridge Island, and Bremerton, where ferries serve vehicles, bicycles, and foot passengers. The Bainbridge terminal, approximately 12 miles southeast of Poulsbo, is accessible via SR 305. The Kingston terminal, about 11 miles northeast, is reached via SR 104, with primary routes along SR 305/Suquamish Way NE and SR 307. The Bremerton terminal, located roughly 17 miles from Poulsbo, is primarily accessed via SR 3 and SR 303. Each of these terminals has parking facilities, many of which require payment for use. Kitsap Transit offers bus services connecting Poulsbo with all three ferry terminals.

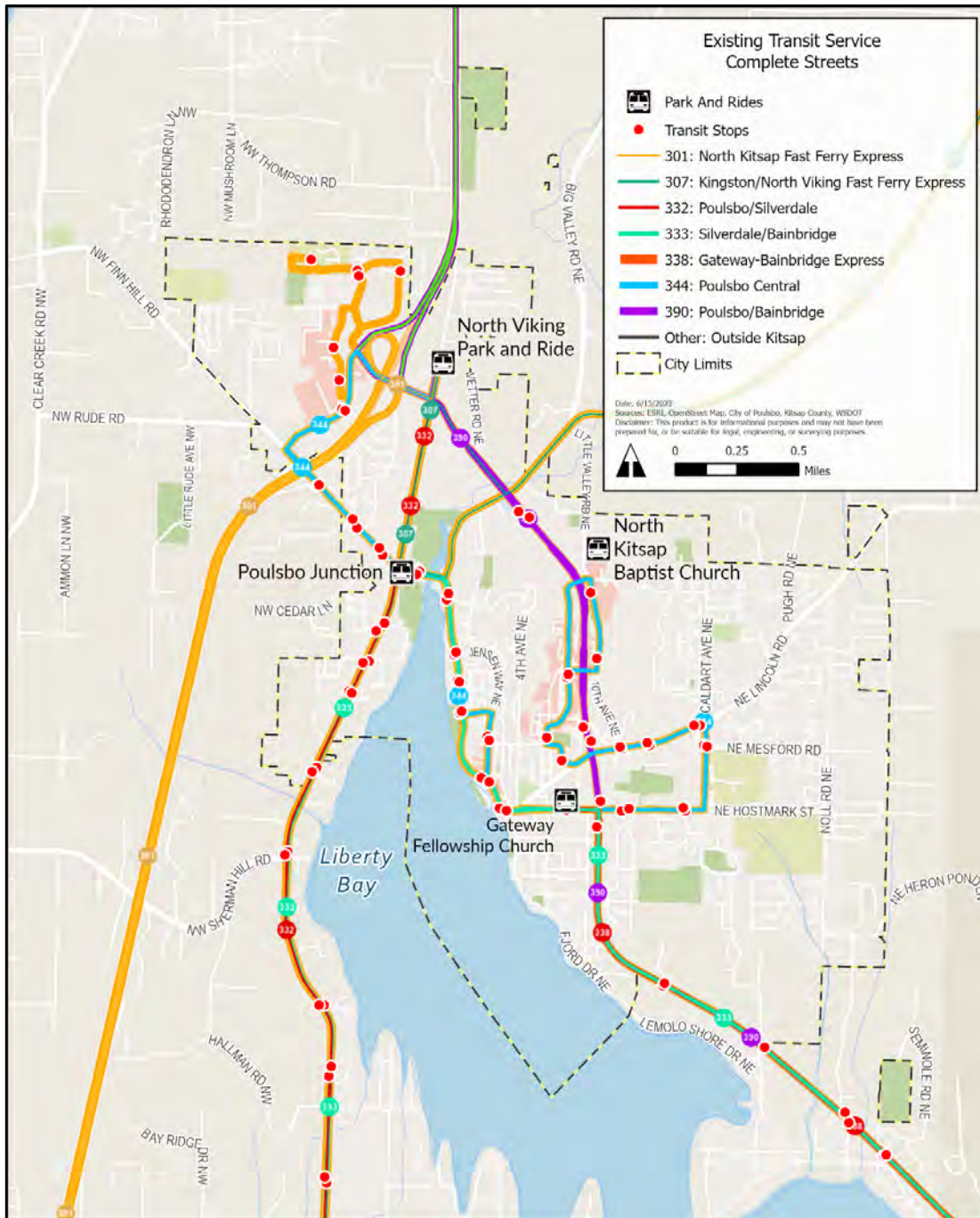
Kitsap Transit operates three Park & Ride facilities in Poulsbo, primarily connecting to the Bainbridge Island Ferry Terminal. North Viking Transit Center, located along Viking Avenue NW near the SR 305 intersection with SR 3, also serves as a transfer station for routes that connect to Jefferson and Clallam counties.

Exhibit 3.8.1-9: Transit Park & Ride and Transfer Facilities			
Facility Name	Routes Served		Amenities
North Viking Transit Center	Kitsap Transit Routes	301, 307, 332, 334, 390	266 paved parking spaces, 4 EV chargers, lighting, shelter, and bike racks
	Jefferson Transit Authority	7	
	Clallam Transit System	123 The Straight Shot	
Gateway Fellowship Church Park & Ride	333, 344		156 paved parking spaces, lighting, shelter, and bike racks
Poulsbo Junction Park & Ride	332, 333, 344		35 paved parking spaces, lighting, and shelter

Kitsap Transit also provides Worker/Driver buses for federal employees in Kitsap County to the Puget Sound Naval Station and SubBase Bangor. Each route has one trip per day in the am and one in the pm. Trips are open to anyone and are free for federal employees.

In addition to fixed-route transit service, *ACCESS* is a shared ride paratransit type of service within Kitsap County, in compliance with the Americans with Disabilities Act (ADA). *ACCESS* service is available for qualified passengers unable to use Kitsap Transit's regular fixed route buses some or all of the time.

Exhibit 3.8.1-10: Existing Transit Service Map



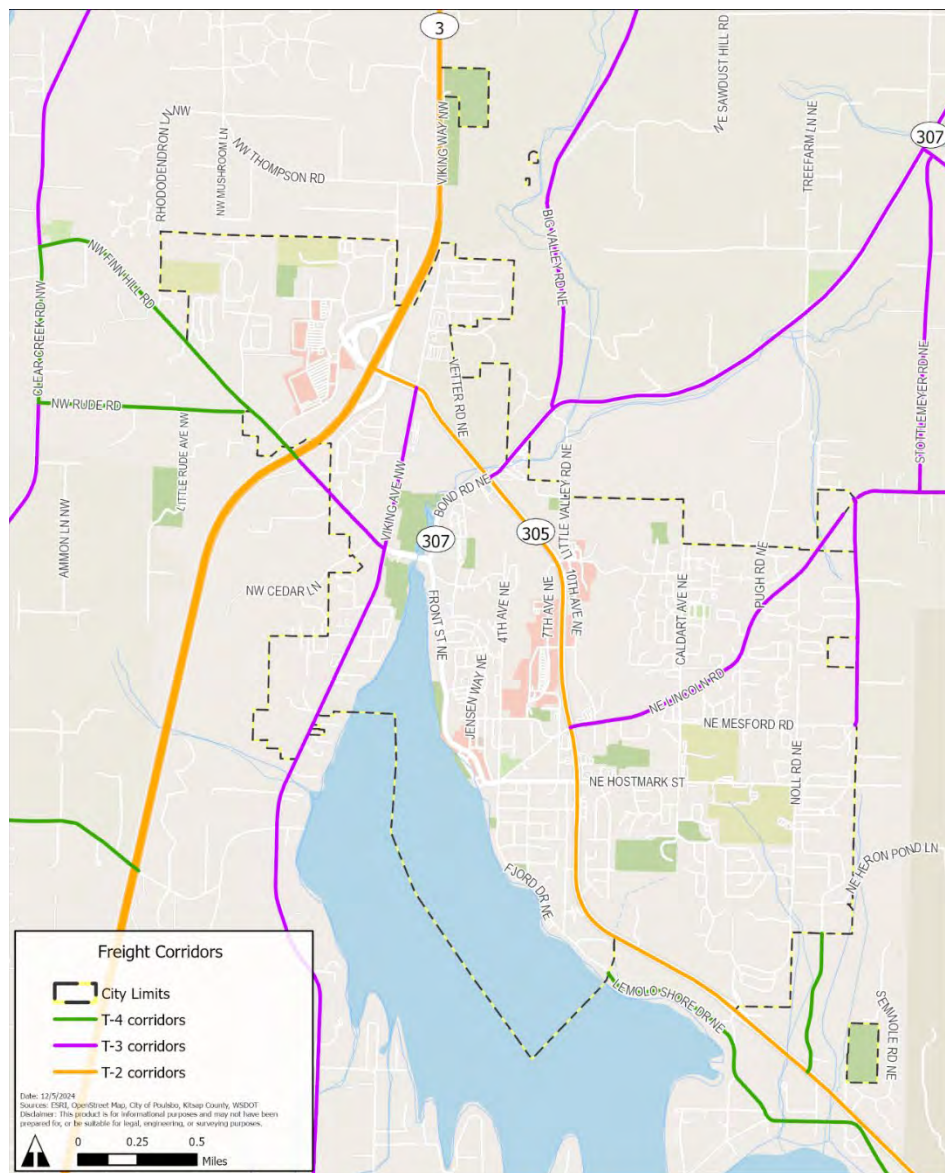
Source: City of Poulsbo Transportation Comprehensive Plan, 2024

Freight

Washington State’s Freight and Goods Transportation System (FGTS) classifies the state’s freight corridors by modes based on annual freight tonnage moved through truck, rail and waterway freight corridors. Exhibit 3.8.1-11 specifies the WSDOT freight classification of Poulsbo’s major streets that support goods movement. These classifications indicate the annual weigh of good that travel a corridor, whether via large trailer loads or smaller delivery vehicles.

Beyond these primary routes, delivery vehicles use many other streets to reach their final destination a wide array of freight companies provide deliveries to residents and businesses using all types of roadways, including local streets.

Exhibit 3.8.1-11: FGTS Classified Freight Corridors



Source: City of Poulsbo Transportation Comprehensive Plan, 2024

3.8.2 Impacts

Travel Demand Model Framework

The City of Poulsbo’s travel demand model was developed using Kitsap County’s travel demand model as its foundation. Forecasts for areas outside Poulsbo’s immediate study area were directly integrated from the Kitsap County model, ensuring consistency with regional growth projections.

To assess the transportation impacts of future growth, Poulsbo’s model translates land use patterns into expected walking, biking, transit, and auto trips. The model organizes the City and surrounding areas into Traffic Analysis Zones (TAZs)—spatial units that range in size from a few blocks to entire neighborhoods. Using these zones, the model estimates trip generation based on the number of housing units and employees in each TAZ. Trips are then assigned to the roadway network, enabling the City to predict traffic volumes on specific streets during peak commute times and plan accordingly.

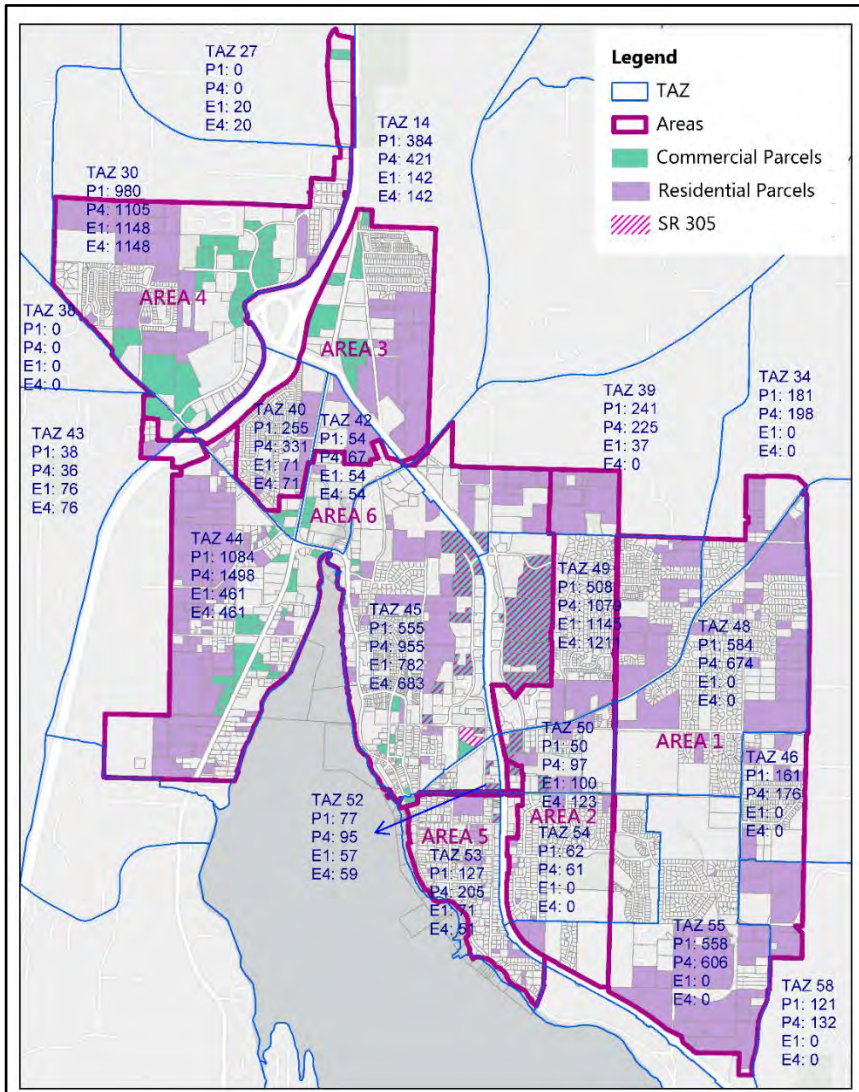
Both Kitsap County and Poulsbo’s travel demand models use the VISUM software package, which forecasts weekday PM peak-hour traffic volumes based on 2044 land use data. The City’s TAZs align with those in Kitsap County’s updated model, integrating land use and travel forecasts to provide a cohesive regional perspective. This integration ensures that Poulsbo’s

travel forecasts and subsequent operations and safety analyses account for regional growth consistent with Kitsap County's projections.

To evaluate the potential impacts of different EIS growth alternatives, the city divided Poulsbo into six subareas. City staff allocated projected population and employment growth to these subareas based on land capacity and density assumptions and provided the resulting data to Parametrix. Parametrix further refined the growth distribution within each subarea by assigning it to specific Traffic Analysis Zones (TAZs). This assignment was based on parcels identified as buildable lands and areas targeted for focused growth, such as those along SR 305 and Viking Way.

Using growth distribution by TAZs, the increase in travel demand was modeled for both Alternative 1 and Alternative 4. This process involved assigning future travel demand to the roadway network to assess future conditions and capacity needs.

Exhibit 3.8.2-1: 2044 Trip Growth Assignment by TAZ



Source: City of Poulsbo Transportation Comprehensive Plan, 2024

2044 Intersection Level of Service

The City of Poulsbo has established two levels of service (LOS) standards for transportation facilities within its city limits. The desired standard is LOS D, while the minimum acceptable standard is LOS E. However, several intersections in the city are projected to operate below these standards. At these locations, adding capacity is considered infeasible due to potential adverse impacts on community resources. For the intersections listed below, the city has adopted LOS F as the standard.

- 7th Avenue NE/NE Liberty Road
- 10th Avenue NE/Forest Rock Lane NE

- 8th Avenue NE/NE Lincoln Road
- Front Street NE/NE Torval Canyon Road
- Front Street NE/Jensen Way NE
- Front Street NE/Fjord Drive NW/NE Hostmark Street
- NW Lindvig Way/NW Finn Hill Road /Viking Avenue NW

Exhibit 3.8.2-2 reports the results of the LOS evaluation at intersections within the city limits under Alternative 1 and 4. Four SR 305 intersections are below the LOS standard in Alternative 1 and five SR305 intersections are below LOS standard in Alternative 4's growth scenario.

The City of Poulsbo is served by SR 305 and SR 307. SR 305 and SR 307 are both classified as a Highway of Statewide Significance (HSS). Per the WSDOT Highway System Plan, the LOS standards for HSS facilities are set forth by State law. State law sets LOS D for HSS facilities in urban areas. Since SR 305 and SR 307 are located within the Poulsbo urban area, the LOS D standard applies.

The forecasted 2044 LOS along SR 305 in Poulsbo does not meet WSDOT's current LOS standard of D at several locations, however some of the intersections do meet the City's concurrency standards of LOS E for Major Arterials. As shown in Exhibit 3.8.2-2, the following WSDOT owned intersections currently operate below LOS standards:

- SR 3 northbound on-ramp/SR 305 – LOS E
- SR 305/Bond Road NE/SR 307 – LOS F
- SR 305/Forest Rock Lane NE – LOS F
- SR 305/NE Liberty Road – LOS E
- SR 307/Big Valley Road – LOS F

The City notes that WSDOT considers exceeding LOS D to be an operational deficiency and will work with WSDOT as it addresses LOS conditions along SR 305.

Exhibit 3.8.2-2: 2044 PM Peak Hour Intersection Level of Service

Intersection	Control Type	LOS Standard	Alternative 1		Alternative 4	
			LOS	Within LOS Standard	LOS	Within LOS Standard
WSDOT Intersections						
SR 305 & Olhava Way NW/SR 3 SB off-ramp	Signal	D	C	Yes	C	Yes
SR 3 NB on-ramp & SR 305	Signal	D	D	Yes	E	No
SR 305 & Viking Way NW	Signal	D	C	Yes	C	Yes
SR 305 & Bond Road NE/SR 307	Signal	D	F	No	F	No
SR 305 & Forest Rock Lane NE	Signal	D	F	No	F	No
SR 305 & NE Liberty Road	Signal	D	E	No	E	No
SR 305 & NE Lincoln Road	Signal	D	D	Yes	D	Yes
SR 305 & NE Hostmark Street	Signal	D	D	Yes	D	Yes
SR 307 & Big Valley Road	OWSC	D	F	No	F	No
SR 3 NB Off-Ramp & NW Finn Hill Road	Signal	D	B	Yes	C	Yes
SR 3 SB On-Ramp & NW Finn Hill Road	Free	D	A	Yes	A	Yes
City Intersections						
Viking Way NW & Vetter Road NW	OWSC	E	B	Yes	B	Yes
NW Finn Hill Road & Olhava Way NW	Signal	E	B	Yes	B	Yes
Viking Avenue NW & NW Finn Hill Road	Signal	F	E	Yes	E	Yes
Bond Road NE & NW Lindvig Way	Signal	E	C	Yes	C	Yes
Viking Avenue NW & NW Edvard Street	Signal	E	A	Yes	A	Yes
Little Valley Rd NE/10th Ave NE & Forest Rock Ln NE	TWSC2	F	F	Yes	F	Yes
7th Avenue NE & NE Liberty Road	AWSC	F	F	Yes	F	Yes
10th Avenue NE & NE Liberty Road	AWSC	E	B	Yes	C	Yes
7th Avenue NE & 8th Avenue NE	AWSC	E	B	Yes	B	Yes
Front Street NE & NE Sunset Street	AWSC	E	C	Yes	C	Yes
3rd Avenue NE & NE Iverson Street	AWSC	E	B	Yes	B	Yes
3rd Avenue NE/Fjord Drive NE & NE Hostmark Street	AWSC	F	B	Yes	B	Yes

NE Lincoln Road & NE Hostmark Street	OWSC	E	B	Yes	A	Yes
6th Avenue NE & NE Hostmark Street	OWSC	E	C	Yes	C	Yes
6th Avenue NE & Fjord Drive NE	AWSC	E	A	Yes	A	Yes
Caldart Avenue NE & NE Lincoln Road	Signal	E	C	Yes	C	Yes
Maranatha Lane NE & NE Lincoln Road	OWSC	E	C	Yes	C	Yes
Langaunet Ln NE & Noll Road NE/NE Mesford Street	AWSC	E	A	Yes	A	Yes

Also illustrated in Exhibit 3.8.2-2 are the results of the alternatives analysis of 2044 PM peak hour at City of Poulsbo intersections and are forecasted to be similar between the two modeled growth alternatives. Therefore, to be conservative, the traffic forecasts developed for Alternative 4 were used to develop the framework for the recommended transportation network for the 2024 Transportation Comprehensive Plan. While delays are forecasted to increase at some intersections over existing conditions, all City owned intersections are forecasted to perform at or better than the adopted LOS standard in the year 2044. Therefore, no intersection or roadway capacity projects are required for the short or long-term project list for the Transportation Functional Plan Update.

Active Transportation

All alternatives will increase the need for active transportation facilities citywide. The 2024 Transportation Comprehensive Plan’s Active Transportation section identifies existing sidewalks, shared use paths and bicycle facilities, gaps and prioritized connections and improvements. Alternatives 3 and 4 will increase the demand for these facilities due to its center-approach to growth promoting active transportation facilities within ¼ mile walkshed to transit facilities.

Transit Ridership

Demand for transit is expected to increase under all alternatives and is expected to increase more under Alternatives 3 and 4, which include the SR 305 Corridor Center, which supports transit-oriented development, improved active transportation facilities, and improved access to transit. The City of Poulsbo does not currently have any funding committed for future improvements to transit facilities. However, the City is committed to being an active partner with Kitsap Transit and Jefferson Transit to increase options for access to and the use of transit in Poulsbo.

As part of its 2024 Transportation Comprehensive Plan and 2024 Complete Streets Plan, the City focused on improving multimodal connections to transit and prioritizing projects that remove barriers to people walking, rolling, cycling, or using transit. Close coordination with Kitsap Transit and other transit providers will be necessary to ensure that Complete Streets improvements support transit service and enhance access to transit for people living in, working in, and visiting Poulsbo.

Summary of Impacts by Alternative

Intersection delays beyond the adopted level of service standards will primarily occur in intersections with SR 305, with the most delay under Alternative 4. Active transportation and transit needs will increase under Alternatives 3 and 4 with due to its Centers-focused approach to growth. Improving connections for pedestrians and bicyclists to identified destinations as well as facilities that improve the level of stress, will be necessary to support the expected housing units and jobs.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Intersection Level of Service standards impact	⊗	⊗	⊕	⊕
Active Transportation Facilities	⊗	⊗	⊕	⊕
Transit System Ridership Improvement	⊗	⊗	⊕	⊕
Potential for Adverse Impacts: No or Low impact ⊗ Moderate impact ⊕ High impact ⊕ ⊕				

3.8.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding transportation, as listed below.

- Policy LU-2.8: Increase mobility with the SR 305 Corridor Center and provide convenient walking, rolling, and bicycle routes to key destinations. Identify improved vehicular circulation and safety improvements within the Center.
- Policy 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-5.3: Identify and improve walking, rolling, and biking routes to Downtown Poulsbo as a pedestrian and biking-friendly destination. Provide safe methods such as textured crosswalk paths and pedestrian island where people can cross major streets at regular and convenient intervals.*
- *Policy TR-1.2: The City shall require that all streets – new construction, retrofit or reconstruction – be complete streets, built to accommodate as appropriate all travel modes in compliance with the City’s Street Construction Design Standards and plans for streets, bikes, and pedestrian facilities and safety elements. Improvements to state facilities, including SR 3, SR 305 and SR 307 shall be made in accordance with Washington State Department of Transportation’s (WSDOT) Complete Streets requirements.*
- *Policy TR-1.3: The City shall identify mode priorities and mode balance for specific arterial and collector streets consistent with the City’s adopted complete streets policy (PMC 14.06.020) and foster equitable access, connections, and mobility for all people in Poulsbo. Street construction standards will be updated to reflect complete street and mode balance goals.*
- *Policy TR-2.5: The City will seek funding for TDM and TSM actions and projects that help to mitigate and alleviate adoption of the LOS F standard. These actions and projects will be designed to encourage shifts from single occupancy vehicles, increase the availability and quality of non-motorized facilities, and support development of complete street projects that address multiple transportation modes as well as economic development and safety.*
- *Policy TR-2.9: Poulsbo’s level of service standards should have the effect of expanding travel choices and achieve a multimodal travel environment. Programs, projects, and services in response to existing and growth-related travel include those that improve access and connections, including motor vehicle operations, public transit, walking and bicycling and transportation demand management. The minimum active transportation Level of Service standards for pedestrian, bicycle, and transit, are identified in the Transportation Comprehensive Plan, included as Appendix B-4 of the Comprehensive Plan.*
- *Policy TR-5.1: Develop and maintain an interconnected and overlapping transportation system grid of pedestrian walkways, bicycle facilities, shared use paths, roadways for automobiles and freight, and transit service. The system should increase safety and mobility, facilitate mode integration and intermodal connections, improve access to local centers and provide increased opportunities for healthy activities and alternatives to driving. Develop mode-share goals that reduce dependence on personal automobiles and support implementation of complete street design features. Support and implement programs such as traffic operations, transportation demand management including telecommuting, and neighborhood traffic management, which support the efficient circulation of the City’s traffic system.*
- *Policy TR-6.1: Improve connectivity of the City’s neighborhoods and commercial areas by planning an integrated grid of public paths, bikeways and complete streets that supports a compact, urban, and accessible transportation facilities to centers, parks, shopping, services, healthcare, residential and commercial development.*
- *Policy TR-6.8: Complete the Noll Road corridor between Lemolo Shore Drive and Lincoln Road as a priority multi-modal corridor that strives the provide mode balance including non-motorized, vehicle and transit with safe, efficient, and attractive connections to the City and regional multi-modal transportation network.*
- *Policy TR-8.1: Coordinate Poulsbo’s transportation plans, policies, programs, and capital projects with those of other jurisdictions serving Kitsap County to ensure a seamless multimodal transportation system that supports the PSRC Regional Growth Strategy and Regional Transportation Plan. Focus particularly on participation and coordination with the Kitsap Regional Coordinating Council, Puget Sound Regional Council, Peninsula Regional Transportation Planning Organization, Washington State Department of Transportation highway and ferry divisions, Kitsap County, Kitsap Transit, or other appropriate regional entities.*
- *Policy TR-9.1: Strive to develop and maintain active transportation (pedestrian and cycle/rolling) facilities that provide an alternative to motorized travel. Using the City’s Complete Streets Plan as a guide, including appropriate multi-modal development standards in the City’s Street Construction Standards.*
- *Policy TR-9.2: Require pedestrian facilities on all public streets as defined in the City’s Construction Standards and Complete Streets Plan that provide safe transportation for users of all ages and abilities, including most vulnerable users such as children, elderly and the disabled. Alternative pedestrian facilities that meet or exceed the minimum street standards may be considered by the City subject to the approval of the City Engineer.*
- *Policy TR-9.3: The City shall identify and prioritize sidewalk and nonmotorized projects on its 6-year Transportation Improvement Plan (TIP), in the Capital Facilities Plan of the Comprehensive Plan, and in the City’s 6-year Capital Improvement Plan (CIP) which is reviewed annually during the City’s budget process. Prioritize improvements that*

address safety concerns, connect to destinations and transit, create safe routes to schools, and improve independent mobility for those who rely on the pedestrian and bicycle network.

- *Policy TR-9.4: Work with property owners to create pedestrian and bicycle connections in established areas that have poor or no connections with adjacent neighborhoods, and are close to commercial areas, transit stops, schools, parks, or other facilities. The use of stairs may be necessary due to topography.*
- *Policy TR-9.5: Using the Complete Streets Plan as a guide, the City shall identify arterial and collector streets where bicycle facilities can be added to the existing roadway.*
- *Policy TR-10.4: Prioritize investments in multi-modal transportation facilities to improve access to the Kitsap Transit designated SR 305 high-capacity transit corridor. Increase transit access and capacity within the City by identifying potential locations that are or can be connected by multiple transportation modes, serve the SR 305 Corridor center and connect Poulsbo to regional centers and surrounding communities throughout the region.*
- *Policy CF-5.4: Follow the principle that growth shall pay for the growth-related portion of capital facilities. The City will administer an impact fee system under the authority of GMA that will:*
 - *Impose fees only for system improvements that are reasonably related to growth;*
 - *Structure the impact fee system so that impact fees do not exceed the proportionate share of the costs of system improvements attributable to growth, and are reasonably related to the new development;*
 - *Balance impact fee revenues with other public revenue sources in order to finance system improvements that serve new development;*
 - *Use fee proceeds for system improvements that will reasonably benefit the new development;*
 - *Prohibit the use of fee proceeds for correcting existing capital facility deficiencies; and*
 - *Pool fees as appropriate to more efficiently fund capital facilities resulting from new growth.*
- *Policy CF-5.5: Require non city entities (such as the North Kitsap School District and Poulsbo Fire Department) that propose to have the City of Poulsbo impose impact fees for them to prepare Capital Facility Plans that include:*
 - *Plans for capital improvements and construction over a 20-year horizon;*
 - *A demonstration of how facility and service needs are determined;*
 - *An annually updated six-year (or longer) finance plan that demonstrates how capital needs are anticipated to be funded; and*
 - *Population and demographic projections consistent with those used in developing the City's Comprehensive Plan*

Transportation Facilities Planning

The City regularly plans for and adapts to changing growth patterns to ensure adequate and reliable transportation facilities long term. Existing policies, regulations, and commitments to mitigate potential adverse impacts to transportation facilities would continue to apply under all alternatives. The GMA requires adequate transportation facilities to be available or available within six years of development.

In addition, the transportation functional plan was updated concurrently with comprehensive plan periodic update and have utilized the population and jobs growth projections in demand modeling. Capital improvement projects have been identified for the 20-year planning period and included in the comprehensive plan's capital facilities section.

Exhibit 3.8.3-1 includes both the short term and longer termed transportation improvement projects. These projects represent a balance of safety, maintenance, and operational improvements for all modes, with a focus on those that provide the most benefit to Poulsbo residents and leverage outside funds to the greatest extent possible. The full set of projects would help realize the City's transportation vision. The projects address safety, capacity, active transportation and complete streets, and roadway preservation needs. The projects are categorized into the following five types of projects

- Roadway preservation
- Local street improvements
- Safety improvements
- Complete Streets and active transportation projects
- No projects are identified to maintain LOS because all local streets are forecast to operate within the City's adopted LOS standards.

Exhibit 3.8.3-1: Poulsbo Transportation Improvement Projects

Transportation Improvements	Description
Roadway Preservation Projects	
10 th Avenue Overlay	Maintains road surface and functionality and improves ADA features
Finn Hill Overlay	Maintains road surface and functionality
Hostmark Overlay	Maintains road surface and functionality
7 th Avenue Overlay	Maintains road surface and functionality
Local Street Maintenance Program	Additional streets identified through budget prioritization; maintains road surface and functionality
Local Streets Improvements	
Front Street Restoration	Restore Front Street through
3 rd Avenue – Moe to Hostmark	Road reconstruction, curb, gutter, sidewalk, parking and stormwater improvements.
8 th Avenue Improvements (near NE Lincoln Road)	Improve safety and traffic operations
Mesford Avenue Improvements	Improve pedestrian safety and access within school zone
Noll Road Improvements – Phase III	Increases roadway capacity and improves safety
8 th Avenue Realignment	Improves safety and transit access; improves intersection controls
Hostmark at Caldart	Mini roundabout to improve operations and safety
Noll Road at Hostmark	Mini roundabout to improve operations and safety
Transportation Demand Management	Strategies to improve intersection control, reduce speeds
Safety Improvements	
Citywide Safety Improvements	Improve pedestrian safety, access and accommodations for all users
ADA Curb Ramp upgrades	Improve pedestrian safety, access and accommodations for all users
Active Transportation and Complete Streets Projects	
7 th Avenue Improvements (SR 305 to NE Iverson Street) <i>Project #1 in Exhibit 3.8.3-2</i>	Fill sidewalk gaps and remove two-way left-turn lane (TWLTL) to provide standard (5'-6') bike lanes on both sides of the street.
8 th Avenue Improvements (NE Lincoln Road to Hostmark) <i>Project #2 in Exhibit 3.8.3-2</i>	Fill sidewalk gaps and implement advisory bike lanes (~5') using low-cost striping and signage.
10 th Avenue Improvements (NE Forest Rock Lane to NE Lincoln Road) <i>Project #3 in Exhibit 3.8.3-2</i>	Fill sidewalk gaps, reduce travel lane widths, and consider repurposing some on-street parking to create new space for standard (5'-6') on-street bike lanes.
NE Lincoln Road (NE Iverson Street to NE Hostmark Street) <i>Project #4 in Exhibit 3.8.3-2</i>	Fill sidewalk gaps along NE Lincoln Road.
NE Hostmark Street: Phase 1 (Fjord Drive NE to 6 th Avenue NE) <i>Project #5A in Exhibit 3.8.3-2</i>	Construct shared space for pedestrians and eastbound uphill bicyclists.
NE Hostmark Street Phase 2 (6 th Avenue NE to SR 305) <i>Project #5B in Exhibit 3.8.3-2</i>	Install buffered bike lanes on both sides of street.
Fjord Drive NE (6 th Avenue NE to 9 th Avenue NE) <i>Project #6 in Exhibit 3.8.3-2</i>	Create a scenic pedestrian and bicycling gateway to Poulsbo by continuing the existing improvements along Fjord Drive NE from 6 th Avenue NE south to 9 th Avenue NE.
NW Finn Hill Road (Olhava Way NW to Viking Avenue) <i>Project #7 in Exhibit 3.8.3-2</i>	Extend existing Finn Hill shared-use path to Viking Avenue.
NW Lindvig Way (Viking Avenue NW to Bond Road NE) <i>Project #8 in Exhibit 3.8.3-2</i>	Improve existing trail bridge across Dogfish Creek.
Bond Road NE (NW Lindvig to SR 305) <i>Project #9 in Exhibit 3.8.3-2</i>	Install buffered bike lanes from NW Lindvig Way to SR305.
Viking Avenue NW (NW Lindvig Way to south city limits) <i>Project #10 in Exhibit 3.8.3-2</i>	Implement bicycle and pedestrian “boulevard” concept on Viking Avenue NW.
Front Street (NE Sunset Street to 8 th Avenue NE) <i>Project #11 in Exhibit 3.8.3-2</i>	Implement bicycle “sharrow” pavement markings, signage, and wayfinding through downtown Poulsbo.
Liberty Bay Waterfront Trail	Enhance active transportation connectivity between Anderson Parkway and Fish Park.
4 th Avenue Sidewalks	Construct sidewalks in gaps along 4 th Avenue
Noll Road Shared Use Path	Continue existing shared use path along Noll Road

Active Transportation: Poulsbo regularly funds the design, right-of-way acquisition, and construction of active transportation facilities. The City also seeks grant funding and partnerships with other agencies, private developers, and volunteer organizations as other resources to fund nonmotorized investments. The [2024 Draft Complete Streets Plan](#) identified a set of high-priority Active Transportation projects, identified above in Exhibit 3.8.3-1 and mapped in Exhibit 3.8.3-2.

The intent of these projects is to address the highest-priority needs within the City's transportation network related to safe walking, bicycling, rolling, and access to and from transit. It is important to note that the recommended projects are focused on potential improvements to City owned streets.

Complete Streets Projects 1-4 have been prioritized to support Alternatives 3 and 4 Growth Focused in SR305 Centers.

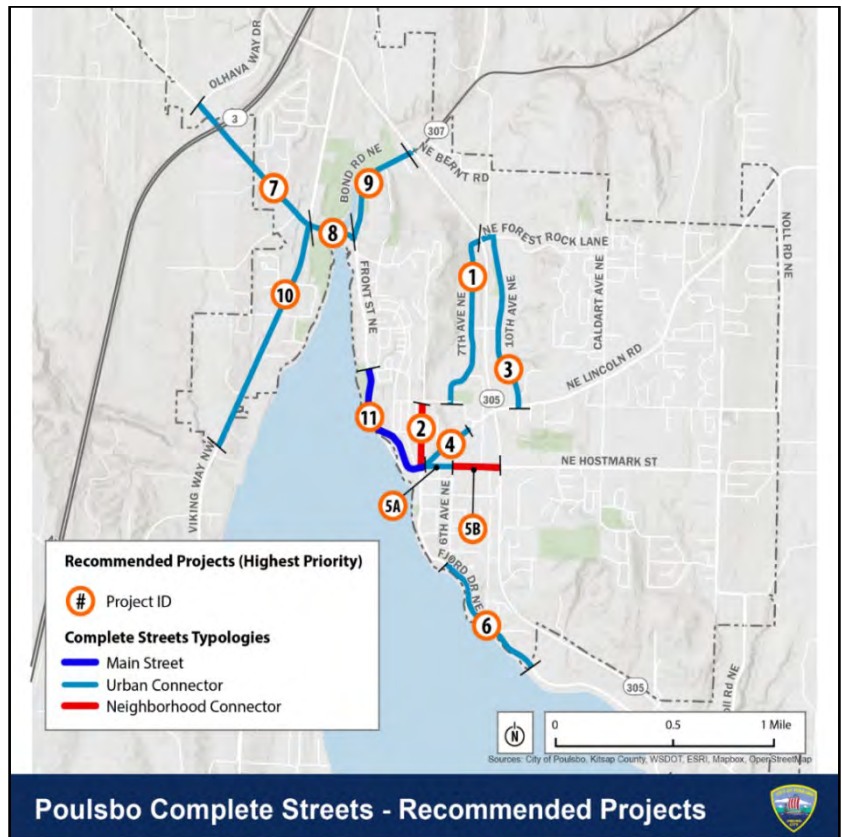
State Facilities

There are projects outside of Poulsbo's purview that will also affect travel in and around the city. WSDOT oversees planning and operations of SR 305, an HSS and Poulsbo's major north-south corridor. The city coordinates with WSDOT and provides input on potential roadway projects on SR 305, but the State ultimately has control of this corridor.

However, as part of its 2024 Draft Complete Streets Plan, the City has recommended a series of improvements along SR 305 to improve safety and active transportation mobility. These improvements are important and critical to the SR 305 Corridor consistent with the Kitsap Countywide Planning Policies. The recommended improvements can be summarized into four general types of treatment:

- **Shared-use paths**, mainly along the east side of the highway. Between Olhava Way NW and Viking Avenue NW, the shared-use path is proposed on the west side of the highway to provide better access to College Market Place and to avoid unsafe interactions through the east side of the SR 3 interchange. Shared-use paths are proposed from Olhava Way NW to NE Liberty Road and from NE Hostmark Street to the south city limits. Shared-use paths are feasible through the entire corridor, including very constrained segments where conventional facilities, such as sidewalks and protected bike lanes on both sides of the street, are not feasible due to a combination of right-of-way limitations, environmental constraints, and/or very high costs to reconstruct segments of the highway.
- **Sidewalks and protected bike lanes** are proposed between NE Liberty Road and NE Hostmark Street to serve the commercial core of the corridor. These segments also have fewer physical and environmental constraints than other parts of the corridor and provide more opportunities for dedicated on- and off-street facilities for individual walking and bicycling modes. These treatments were not proposed between NE Forest Rock Lane and NE Liberty Road due primarily to wetland and environmental constraints and a lack of destinations.
- **Intersection improvements** are proposed at each of the existing signalized intersections along the corridor, consisting of a mix of crosswalk restriping; crossing safety enhancements, such as pedestrian islands and signal upgrades, potential curb radii reductions, and other countermeasures to address wide turning angles or sight distance issues; and roadway configuration improvements to facilitate smooth transitions between proposed

Exhibit 3.8.3-2: 2024 Draft Complete Streets Plan Recommended Projects



Source: City of Poulsbo Transportation Comprehensive Plan, 2024

shared-use paths and walk and bike improvements. Some intersections may need to be reconstructed to relocate utility poles, and corner improvements may need to be made to accommodate proposed improvements and/or bike lanes.

- **Off-corridor improvements are proposed along 7th/8th Avenue NE** to the west of the corridor between NE Forest Rock Lane and NE Hostmark Street. Improvements east of the corridor are also proposed along 10th Avenue NE between NE Genes Lane and NE Lincoln Road. Off corridor improvements would consist of strategic lane narrowing to accommodate buffered on-street bike lanes.

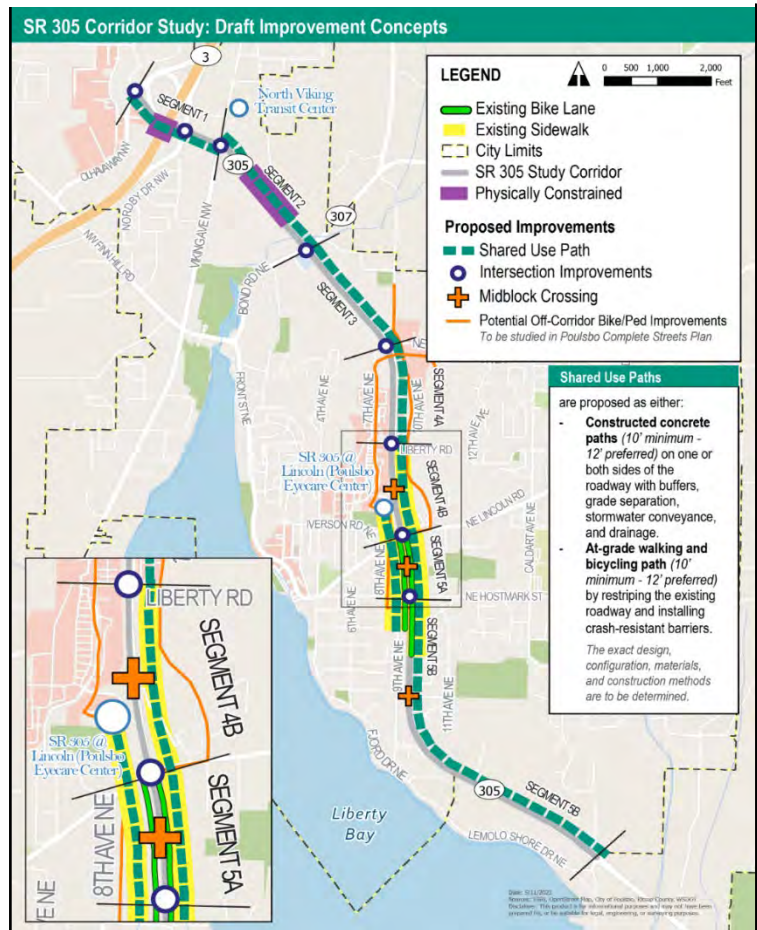
Exhibit 3.8.3-3 provides an overview of the improvement concepts for SR 305. The city has been coordinating with WSDOT staff regarding these recommended projects along SR 305 and will continue to do so into the future.

Additional Measures Mitigating Transportation Impacts

Other planning documents or implementation measures that mitigate the impact on transportation facilities:

- City of Poulsbo Transportation Comprehensive Plan, 2024
- City's annual Transportation Improvement Program (TIP)
- City's 6-year Capital Improvement Plan (CIP)
- Continue to require developer funded street improvements and new roadway construction consistent with PMC 17.80.050 and 17.80.060 and Poulsbo Street Construction Standards
- City of Poulsbo Construction Standards, Section 2 Streets
- ADA Transition Plan
- Poulsbo Street and Pedestrian Safety Plan
- Traffic Impact Fees
- Traffic Impact Analysis (TIA) required with project development review
- Transportation Demand Management strategies
- Pavement Management Program
- Continue City participation in the regional transportation planning process through Kitsap Regional Coordinating Council, Peninsula Transportation Planning Organization, and Puget Sound Regional Council.
- Maintain the City's concurrency management system to ensure that adequate transportation facilities are available to serve new development.
- Continue to utilize the travel demand forecasting model developed as part of the 2024 Transportation Comprehensive Plan to anticipate future growth so transportation facilities can be programmed prioritized in the City's 6-year Transportation Improvement Program (TIP).

Exhibit 3.8.3-3: SR305 Corridor Draft Active Transportation



Source: City of Poulsbo Transportation Comprehensive Plan, 2024

Other Mitigation Measures

- Partner with Kitsap Transit to provide multi-modal and public transportation opportunities throughout the city and UGA.
- Collaborate with WSDOT to plan for and address anticipated LOS at SR 305 intersections.
- Seek available transportation grant funding, collect impact fees, and identify new funding sources to support identified necessary transportation system improvements.
- Continue implementing the recommendations from the Poulsbo Traffic Demand Management Study.
- Relax transportation level of service standards.

3.8.4 Significant Unavoidable Adverse Impacts

The implementation of all alternatives will result in increased vehicle traffic within the city. The severity of most impacts will likely be mitigated through a combination of policy, programmatic, developer improvements and city-initiated improvements through capital facilities planning as identified and prioritized in the 2024 Transportation Comprehensive Plan, the City's Transportation Improvement Plan (TIP) and transportation impact fees.

3.9 Historic and Cultural Resources

3.9.1 Affected Environment

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

Tribal

Cultural resources have the potential to occur throughout the city. However, shorelines in particular are the location of considerable cultural resources. Poulsbo is located on the ancestral lands of the indigenous Suquamish People. The Suquamish Tribe is actively engaged in the preservation of cultural resources and have identified and mapped traditional places in and around the Port Madison Indian Reservation. Staff recorded locations and descriptive information of historic period Suquamish villages and camps, ethnographic place names, archaeological sites, hunting areas, and plant collecting places to help manage Suquamish cultural resources. This information, combined with environmental data such as soil types, vegetation coverage, and locations of fresh water, was used to develop a probability or cultural resources sensitivity map of Kitsap County in part to help planners protect cultural resources.

Exhibit 3.9.1-1: Suquamish Traditional Places and Mapping



Source: The Suquamish Tribe

National

The National Historic Preservation Act of 1966 authorized the creation of the National Register of Historic Places (NRHP) and the National Landmark program, which are tasked with recognizing sites and structures associated with significant people and events in national history. The NRHP is maintained by the National Park Service. Sites or structures listed on the NRHP are provided protection through various federal funding sources. However, placement on the NRHP is voluntary and does not provide absolute protection of a site. Currently, zero places in Poulsbo are listed on the NRHP.

State

The Washington State Department of Archaeology and Historic Preservation (DAHP) performs the functions of the State Historic Preservation Officer (SHPO) established by the National Historic Preservation Act of 1966. DAHP maintains records of historic resources inventories and sites in the Washington Heritage Register, acts as liaison between local agencies and the federal government and is responsible for reviewing proposed federal projects for their potential impacts on historic and archaeological resources.

Local

The Poulsbo Historical Society (PHS) was established in 1991 by a small group of long-time residents who were concerned about keeping the history and artifacts of early Poulsbo within the community. The PHS mission is to record, preserve, and exhibit the history and culture of Poulsbo and the North Kitsap area. PHS accomplishes this through educational programming, developing publications, creating exhibits, providing research opportunities, and promoting an interest in local heritage to residents and visitors alike. The PHS is home to four museum venues with two libraries, a boat yard, an active education/outreach program offering monthly speakers' programs, research facilities in both the Maritime and Heritage museums, an informal genealogy group, educational activities for children on a monthly basis, and guided walking tours.

3.9.2 Impacts

As all four alternatives must accommodate the projected population, employment, and housing growth, impacts to historic and cultural resources must be evaluated individually as development is proposed. Alternative 2, 3 and 4's increased concentration of development and redevelopment in the city and UGA will generate pressure to replace older buildings with new construction.

Impacts Common to All Alternatives

Impacts to cultural resources under all alternatives would include projects or specific construction activities that may disturb or destroy undocumented archeological resources during construction activities. Future development projects would continue to be required to comply with federal, state, and local regulations to protect cultural and historic resources. Comprehensive plan goals and policies, applicable local, state, and federal regulations and historic preservation incentives encourage the protection, preservation, and enhancement of cultural resources. Other specific policies encourage identification and documentation of archaeological, historical, and cultural resources; evaluation of adopting of an historic preservation ordinance.

Impacts of Alternatives 1 and 2

Under Alternative 1, residential and employment-related growth would be dispersed across the city more than Alternatives 3 and 4 would be the least impactful due to its limited capacity below the adopted targets. While Alternatives 1 and 2 have lower potential to impact historic or resources, projects could still impact with disturbance to undocumented resources, or along the shoreline and water bodies.

Impacts of Alternative 3

Alternative 3 accommodates more residential and employment growth than Alternative 1 and 2. Alternative 3 would focus on additional residential and job growth within the SR 305 Corridor Center. Archaeological sites are likely to be located within the vicinity of shorelines and water bodies as outlined above, development near or adjacent to shorelines has the potential to impacts on undocumented historical or cultural resources. Alternative 3 SR 305 Corridor Center does include a portion of the South Fork of Dogfish Creek within its boundaries.

Impacts of Alternative 4

Impacts to cultural and historic resources under Alternative 4 would be similar to those described in Alternative 3, but slightly increased due to its additional housing capacity in the medium and high-density zoning districts. Similar to Alternative 3, residential and job growth is focused in SR 305 Corridor Center, which does include a portion of the South Fork of Dogfish Creek within its boundaries.

Summary of Impacts by Alternative

Future growth and development within Poulsbo could disturb or destroy previously undiscovered and undocumented archaeological or historical artifacts. With proposed mitigation measures, these impacts are not considered significant unavoidable adverse impacts.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Loss of culturally significant sites, artifacts	✘	✘	✘	✘
Potential for Adverse Impacts: No or Low impact ✘ Moderate impact + High impact ++				

3.9.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding historic and cultural resources, as listed below.

- *Policy LU-3.8: Preserve regional historic, visual, and cultural resources and consider potential impacts to culturally significant sites and tribal treaty fishing, hunting and gathering grounds.*
- *Policy CC-7.1: Cooperate with the Poulsbo Historical Society, Suquamish Tribe, other organizations and interested citizens in identifying historical, archaeological, and cultural resources that provide unique insights into the history and development of the city.*
- *Policy CC-7.2: Cooperate with the Poulsbo Historical Society to identify Poulsbo’s heritage residences and buildings. Where feasible, install historic signs/markers for Poulsbo’s heritage residences and buildings.*
- *Policy CC-7.3: Incentive the protection and conservation of designated historical, archaeological, and cultural sites and resources by allowing for adaptive reuse and providing incentives for historic preservation.*
- *Policy CC-7.4: Acquire historical or cultural resources when feasible. Consider cost sharing for acquisition, lease, or maintenance with other public or private agencies or governments.*
- *Policy NE-10.1: Where possible, identified archaeological areas and historic sites along the City’s shorelines should be permanently preserved.*
- *Policy NE-10.2: Consideration should be given to the National Historic Preservation Act of 1966 and Chapter 43.51 RCW to provide for the protection, rehabilitation, restoration, and reconstruction of sites, buildings, and structures located along the shoreline that are significant to history, architecture, archaeology, or culture.*

Applicable Regulations

The following federal, state, tribal, and local regulations will also be applied:

Federal

- National Historic Preservation Act of 1966.
- Archeological Resources Protection Act of 1979.

Washington State

Washington State has a number of laws that oversee the protection and proper excavation of archaeological sites (RCW 27.53, WAC 25-48), human remains (RCW 27.44), and historic cemeteries or graves (RCW 68.60). Under RCW 27.53, Department Archaeology and Historic Preservation regulates the treatment of archaeological sites on both public and private lands and has the authority to require specific treatment of archaeological resources. All precontact resources or sites are protected, regardless of their significance or eligibility for local, state, or national registers. Historic archaeological resources or sites are protected unless DAHP has made a determination of “not-eligible” for listing on the WHR and the NRHP.

If human remains, burials, funerary items, sacred objects, or objects of cultural patrimony are found during project implementation, all provisions of RCW 68.50.645 apply including notification of appropriate authorities.

If prehistoric artifacts or historic-period artifacts or features are found during project implementation, all work must cease within 200 feet of the find, Washington State Department Archaeology and Historic Preservation must be contacted and all provisions of RCW 27.53.060 shall be adhered to.

- State Environmental Policy Act and National Environmental Policy Act.
- Archaeology and Historic Preservation, RCW 27.34.22, and WAC 25-12.
- Governor's Executive Order 21-02, Archaeological and Cultural Resources.

Other

- Poulsbo Shoreline Master Program.

Other Potential Mitigation Measures

- 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.
- Preserve and/or acquire historical or cultural resources as feasible.
- Consider funding a financial assistance program where the City offers grants or low-interest loans to city property owners to repair or rehabilitate aging or substandard housing, in order to preserve these older homes and prevent demolition and redevelopment.

3.9.4 Significant Unavoidable Adverse Impacts

Future growth and development within Poulsbo could disturb or destroy previously undiscovered and undocumented archaeological or historical artifacts. With proposed mitigation measures, these impacts are not considered significant unavoidable adverse impacts.

3.10 Public Services

3.10.1 Affected Environment

This section describes current conditions and evaluates changes in demand for public services including law enforcement/police, parks, fire and emergency services, and schools. Each alternative's effect on levels of services is considered. Mitigation measures to address increased demand are proposed.

Thresholds of significance utilized in this impact analysis include:

- Response times for police, fire and emergency medical services.
- Increase demand for special emergency services beyond current operational capabilities of service providers.
- Access to park and open space facilities.
- Possible increased demand in school facilities.

Law Enforcement/Police

The City of Poulsbo provides police service within the city limits. The major responsibilities of the Police Department are Services provided by the police department include but are not limited to:

- Responding to 911 Calls and Requests for Assistance
- Documenting Crimes
- Criminal Investigations and Arrests
- Enforcing Traffic Laws with the Goal of Public Safety
- Investigating Collisions
- Enforcing Marine Traffic Laws
- Providing Public Record Information
- Educating the Public
- Processing Concealed Pistol Licenses and Firearm Transfers

The Poulsbo Police Department consists of one chief, one deputy chief, 21 commissioned officers, 1 civilian manager, 3 administrative specialists, 1 police navigator (social worker) and 1 reserve officer. The Poulsbo Police Department field operations combine the traditional police services of uniformed patrol officers and investigative follow-up. This includes

the Patrol Division, Investigations Division, Field Training Officer Programs, School Resource Officer, Marine Officers, Citizen Volunteer, and Reserve Officer Division.

The department is also supported by an active and professional force of reserve officers, who provide hundreds of volunteer hours of patrol time to the city each year. The department’s administrative support performs records management, communications, property/evidence, background, fingerprinting, data entry, accounts payable/receivable, customer service and court/citation records keeping. They also perform accreditation and training management, which requires intensive training, tracking and record management. The Police Department is supported by twenty-six police vehicles, two police motorcycles, and one police motorboat.

In 2023, the Police Department received 13,933 calls for service and managed 1,331 case reports.

Parks and Recreation

The City of Poulsbo owns 21 parks ranging in size from .24 of an acre to over 36-acres. The types of parks have been defined into four categories, in part by their size, but also by their intended service area. Collectively, these parks contain a variety of outdoor recreation facilities, including playgrounds, picnic areas, basketball courts, a recreation center, shoreline access, boat launch, restrooms, off-leash dog runs, ball fields and natural open spaces with walking paths and trails.

Exhibit 3.10.1-1: Park Classification Summary		
Park Classification	Number of Sites	Total Acreage
Neighborhood Parks	9	20.35
Community Parks	3	28.27
Regional Park	4	16.41
Natural/Open Space Parks	6	80.61
Trails	11	4.25 acres
Total Parks	136.06 acres (or 140.31 acres including trails)	
Total Trails	5.84 miles	

- Neighborhood Parks serve as the recreational and social gathering focus for individual neighborhoods. They are designed to serve a radius of less than ½ mile, and the parks themselves are small, averaging 2 acres in size. Neighborhood Parks are usually home to a combination of playground equipment, picnicking, and outdoor activity areas. Poulsbo has nine neighborhood parks totaling 20.35 acres.
- Community Parks serve a broader purpose and population than neighborhood parks. They are developed for both passive and active recreation. These parks may typically include athletic fields, sports courts, trails, playgrounds, open space, and picnicking facilities. The service radius is larger – usually ½ to 3 miles. Poulsbo has three community parks totaling 28.27 acres.
- Regional Parks attract people from a larger geographical area due to the park size, location, or other amenities. These parks are often along waterways and may be in the center of the economic or tourist areas in a city. Poulsbo has four such parks totaling 16.41 acres.
- Natural/Open Space parks are natural lands set aside for preservation of significant natural resources, open space and areas for aesthetics and buffering. These parks are often characterized by sensitive areas, and may include wetlands, slopes, significant natural vegetation, or shorelines. Poulsbo has seven parks with the natural/open space designation totaling 80.61 acres.
- Trails are provided in parks, along roads or in old road right-of-ways. Most of Poulsbo’s trails do not connect, but by adding sidewalks and other right-of-ways, walkers can access different trail systems with greater ease. Connectivity of Poulsbo parks is a priority and a major goal of the city. Poulsbo has 11 trails totaling 5.84 miles.

Fire/EMS

Kitsap County Fire Protection District #18, operating under the common name of the Poulsbo Fire Department, is a fire protection district, established in 1962. Today, the Poulsbo Fire Department serves the 28,000 residents of Kitsap County Fire District #18, which includes the City of Poulsbo and the unincorporated portions of Kitsap County from Keyport to Port Gamble. The department is an all-hazards emergency response agency, providing fire, rescue, hazardous materials, and emergency medical services (EMS) at the Advanced Life Support (ALS) level. Beyond emergency response, the department provides comprehensive Community Risk Reduction through fire code enforcement, fire prevention, public education, and EMS prevention which includes a Community Assistance, Referral, and Education Service (CARES) program.



In 2023, the department has 59 full-time employees, 50 of whom are uniformed firefighters and fire officers, who are supported by 10 volunteer emergency responders and chaplains. District #18 operates four fire stations, three of which are staffed 24/7. Located within the Poulsbo city limits are:

- Station 71, which includes administrative offices and fleet maintenance operations
- Poulsbo Fire Boat House at Port of Poulsbo.
- Vacant Land on Viking Way NW, for future station.

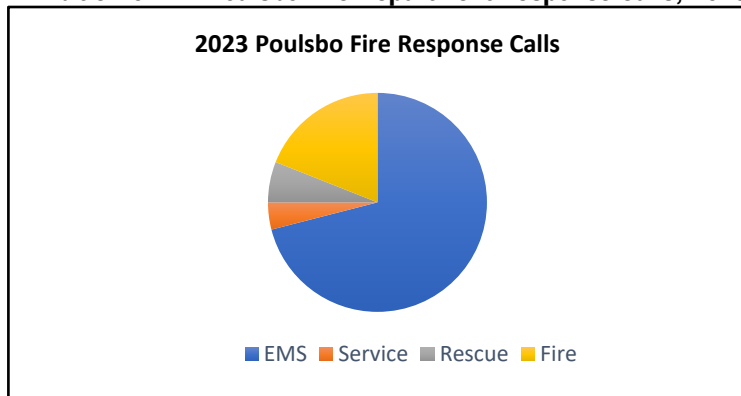
In 2022, District #18 responded to 4,864 calls (including 378 mutual aid responses assisting other fire departments) while maintaining a faster response time than the Kitsap County average.

Capital assets for Poulsbo Fire Department consist of fire stations, fire and rescue apparatus, and staff vehicles, as well as the related equipment, tools and personal protection equipment needed to safely and legally provide emergency response and community risk reduction services. The following is a list of current capital assets for the Poulsbo Fire Department:

- 7 Fire Engines
- 2 Water Tenders
- 6 Medic/Aid Units
- 4 Staff Vehicles
- 4 Command Units
- 2 Rescue Boats

In 2023, the Poulsbo Fire Department responded to 4,368 emergency incidents which includes 380 mutual aid incident responses. Of the 2,823 emergency medical services (EMS) incidents 1,762 were basic life support (BLS) and 1,060 were advanced life support (ALS) which accounted for 71% of all emergency responses. In total, this was a 2.8% reduction in call volume from 4,495 emergency incidents in 2022. This marked a slight departure from the fire district’s emergency incident trend over the past five years.

Exhibit 3.10.1-2: Poulsbo Fire Department Response Calls, 2023



Source: Poulsbo Fire 2023 Annual Report

Schools

Public education in Poulsbo is entirely serviced by the North Kitsap School District (NKSD). NKSD covers approximately 110 square miles and operates 11 school buildings: six elementary schools, two middle schools, and two high schools, for approximately 5,200 students and approximately 1,000 faculty/staff in the 2023-2024 school year. Enrollment per school within city limits of Poulsbo Schools within the city limits of Poulsbo are reported in Exhibit 3.10.1-3:

Exhibit 3.10.1-3: NKSD Historical Enrollment per school, city limits				
School	2019-2020	2020-2021	2021-2022	2022-2023
Poulsbo Elementary	502	346	432	421
Vinland Elementary	614	463	521	518
Poulsbo Middle School	795	588	682	693
North Kitsap High School	1005	846	989	992

Level of Service

Levels of service (LOS) are quantifiable measures of the number of public facilities that are provided to the community. LOS standards are measures of the quality of life of the community. Standards should be based on the community's vision of its future and its values.

Table 3.10.1-4: Level of Service Standards

Public Service	Level of Service
Police	Facilities, equipment, and personnel sufficient to meet the demand for police protection and service for the residents and businesses located within the city limits.
Parks	Neighborhood Park 2 acres per 1,000 population Community Park 3.5 acres per 1,000 population Regional Park 1.5 acres per 1,000 population Open Space Park 6 acres per 1,000 population Trails 1 mile or .73 acre per 1,000 population Overall Citywide LOS 13.73 acres per 1,000 population
Schools	For capacity planning purposes, the North Kitsap School District has established a Level of Service goal of 19 students per classroom for grades kindergarten through third grade; 25 students per classroom for fourth and fifth grade; and 29 students per classroom for grades six through twelve.
Fire/EMS	The Poulsbo Fire Department has established emergency response time level of service objectives to measure the ability of emergency response crew to arrive and begin mitigation efforts to prevent brain death in a cardiac arrest and flashover in a structure fire. Poulsbo Fire Service Level Objective is less than 6:00 minutes and 8:00 minutes 90% Fractual Total Response Time (TRT) for initial apparatus.

3.10.2 Impacts

Impacts Under Alternatives

Under all alternatives, increased population and employment growth in the city could generate additional demand for emergency services, parks, and schools.

- *Law Enforcement/Police.* All alternatives could increase the demand for police service. Employment and retail centers as well as major transportation corridors would likely continue to have higher calls for service under all alternatives. All alternatives increase jobs and would likely see calls for service increase. Retail areas may see more theft and other employment types may see other types of crime.
- *Parks.* Growth and development Poulsbo under all alternatives would likely result in increased demand for additional access to park and recreation facilities. Based on the City's adopted LOS standards (Exhibit 3.10.1-4) compared to the City's 2044 population growth target of 5,646 new persons, additional parkland and trails will be necessary:

Exhibit 3.10.2-1: Poulsbo 2044 Parkland Demand

Park Type	2044 Park Needed (Acres)	Credit to Needed Acres	Adjusted 2044 Park Needed Acres
Neighborhood Park	15.95		15.95
Community Park	32.25	-17.288 (Shared fields w/NKSD)	17.96
Regional Park	10.81		10.81
Open Space Park	28.28	-13.69 (WSDOT wetland mitigation transfe)	14.59
Trails	12.31 miles or 9 acres		12.31 miles or 9 acres
Total	99.30 acres	30.98 acres	68.32 acres

- *Fire/EMS.* Growth and development in Poulsbo would create more demand for fire and emergency medical services and place additional pressure on the Poulsbo Fire Department (PFD) to meet response time standards under all alternatives. Emergency medical services typically generate the highest demand for PFD. The number and type of service calls under each alternative would depend on many demographic factors such as age of new residents, prevalence of multifamily dwellings with new fire-suppressions systems, and the ongoing efforts for fire prevention

education and outreach conducted by PFD. Over time, additional staffing, equipment, or facilities may be required to maintain or improve performance levels.

- **Schools.** The population growth that will occur under all alternatives is projected to minimally increase demand of school services. In November 2024 NKSD contracted with a consultant to perform a demographic study in order to determine future student enrollment. The study was completed in December 2024. The projections are based upon the consultant’s analysis of recent trend information and projections in population, housing and births, including projected growth. Projected student enrollment by grade span based on District’s consultant compared to current district capacity is provided in Exhibit 3.10.2-2. Projected student enrollment is not expected to exceed the current capacity of NKSD schools.

Exhibit 3.10.2-2: North Kitsap School District Projected School Enrollment, Capacity			
Type of School	2024 Capacity	2030-31 Projected Enrollment	2030-2031 Facility Need
Elementary	3,067	2,129	(928)
Middle	1,914	1,117	(797)
High	2,494	1,571	(923)
<i>Source: North Kitsap School District</i>			

Summary of Impacts by Alternative

All Alternatives plan for more population, housing, and jobs to meet regional plans and policies to focus growth. This will drive a demand for more emergency services and parks.

- **Police.** Police services demand will increase under all alternatives. Alternatives 3 and 4 will likely increase demand due to increased capacity for more population and housing unit growth.
- **Parks.** Demand for city parks would increase with each of the alternatives as level of service is based upon acreage of parkland by 1,000 population. Alternatives 3 and 4 could result in need for additional parks with concentration of additional growth within the SR 305 Corridor Center.
- **Fire/EMS.** Demand for fire and emergency services would increase with each of the alternatives, although response time will vary depending on location. Alternatives 3 and 4 focus increased capacity within the SR 305 Corridor Center, which is generally under a six-minute response time from Poulsbo Fire Department’s Station 71. Alternatives 1 and 2 dispersed growth citywide may result in longer response times, although the planned Viking Way NW new station is intended to ensure appropriate response times for western Poulsbo.
- **Schools.** Demand for schools would increase with each of the alternatives, although it may vary depending on the types of housing units. Alternatives 1 and 2 may result in greater demand as single-family housing has higher household size (usually due to school-aged children) than Alternative 3 and 4’s multifamily housing which has a lower household size. However, as illustrated in Exhibit 3.10.1-2, enrollment projections are to be within the current capacity of NKHS schools.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Parks – Access to parks and open space	+	+	+	+
Police – Level of demand	+	+	+	+
Fire and Emergency Medical Services – LOS standards met (response time)	+	+	+	+
Schools – Level of demand	×	×	×	×
Potential for Adverse Impacts: No or Low impact × Moderate impact + High impact ++				

3.10.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding public services, as listed below.

- **Policy LU-1.4:** Ensure the necessary public services and capital facilities are provided through the development review process to support the City’s planned urban growth at its adopted levels of service, consistent with state and local law.
- **Policy CF-5.5:** Require non city entities (such as the North Kitsap School District and Poulsbo Fire Department) that propose to have the City of Poulsbo impose impact fees for them to prepare Capital Facility Plans that include:

- Plans for capital improvement and construction over a 20-year horizon;
- A demonstration of how facility and service needs are determined;
- An annually updated six-year (or longer) finance plan that demonstrates how capital needs are anticipated to be funded; and
- Population and demographic projections consistent with those used in developing the City's Comprehensive Plan.
- Policy PRO-1.1: Identify and acquire a wide variety of lands for parks and public open space purposes. These shall be identified in the Parks' Capital Facility Plan section and meet identified needs based on Level of Service standards:
 - Natural areas and features with outstanding scenic or recreational value;
 - Lands that provide public access to Liberty Bay shoreline, the Dogfish Creek estuary, and other creeks located within the city;
 - Lands with value for wildlife or watershed conservation, science, education, or that have other significant natural amenities;
 - Lands that connect natural areas, or provide important linkages for trails, plant communities, or wildlife habitat;
 - Lands valuable for active recreation, including playgrounds, athletic fields and facilities, trails, fishing, swimming, or picnicking activities;
 - Lands that provide an appropriate setting and location for a community center;
 - Parkland that enhances the surrounding land uses;
 - Land that preserves significant historical areas and features.
- Policy PRO-1.2: Community and neighborhood parks, recreation facilities and playfields should be as centrally located as possible within their service area and within walking distance of the population they serve.
- Policy PRO-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-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.

Capital Facility Planning

The improvements identified in the 2024 Draft Comprehensive Plan's Capital Facility Plan are expected to mitigate the impacts of future development and the corresponding increased demand on public facilities and services.

The city will ensure that the Comprehensive Plan's Capital Facility Plan list of capital improvements is implemented. The City shall provide and fund the capital improvements or require others to do so within the City's legal parameters of doing so. The identified capital improvement projects are listed as a 20-year list of projects, with a 6-year CIP serving as short-term budgetary focus for implementing the CFP. For fire protection and schools, its capital facility analysis is within the respective district's Capital Facilities Plan.

- **Parks.** The Poulsbo Parks, Recreation and Open Space (PROS) Plan (2021) as well as update to the Comprehensive Plan's Capital Facilities Plan Park Section, include land acquisition and park development projects that are intended to meet the level of service standard demand for the City's growth target. Land acquisition and development for City parks will mitigate the impact of all Alternatives to the City's park system.

Table 3.10.3-1: Parks Land Acquisition and Development Projects	
Land Acquisition	Capital Improvement
Public Works Properties	The Public Works Department will be moving from its existing site to a new site in the next two years (2022-2023). Acquisition of the existing Public Works properties could add approximately 3 acres to Centennial Park. In addition to restoration activities to South Fork Dogfish Creek and parkland expansion, the acquisition of this new property will enable the city to better manage storm water in the flood-prone area and could possibly be home to new recreational opportunities.
Additional Land to Poulsbo Fish Park	The city wishes to continue acquiring additional parcels as they become available along Dogfish Creek and its estuary for the purpose of habitat restoration and salmon rearing. Existing

	partnerships with the Suquamish Tribe and various organizations and non-profits will continue to benefit this project.
East Poulsbo	A number of future residential developments are expected to develop within the eastern city limits and would benefit from two new Neighborhood Parks. They should be 2 to 5 acres in size. No specific parcel has been identified for the parks.
East Liberty Bay Shoreline Property	Acquisition of parcels located along Fjord Drive to provide beach access and shoreline trail connections.
Johnson Creek Wildlife Corridor	Acquisition of undeveloped parcels along the Johnson Creek corridor and within the city limits. This project would acquire property or easements for future trail connections along the corridor.
Shoreline Property North Front Street	Acquisition of .69 acres of steep shoreline property just south of Liberty Bay Auto to add to Liberty Bay Waterfront Trail.
Vista Park	Acquisition of undeveloped tracts, easements and/or parcels of land along the ridge in College Market Place, in order to take advantage of surrounding views and enhance pedestrian access.
Hamilton Field	This 2.2-acre parcel is located on Hamilton Court and is currently owned by the North Kitsap Pee Wees Association. If acquired, the property could provide the city with a lighted soccer/football field, which includes a clubhouse/storage building. A partnership ownership opportunity may exist for this property. Access, parking, and drainage issues will need to be addressed to make this a viable community asset.
Park Development	Capital Improvement
Fish Park Improvements	Continue to improve Poulsbo's Fish Park, with trails, interpretative areas, restoration of the estuary, and wildlife viewing areas. An environmental education kiosk may be appropriate at this park.
Nelson Park, Phase 2	Nelson Park encompasses approximately 11 acres in west Poulsbo, and includes shorelines, wetlands, wooded and vegetated areas; a 4-acre portion of the park is developed with a restroom, picnic shelter, playground, parking, and some trails. The second phase of park improvement includes extending trails throughout the property and providing shoreline access.
Indian Hills Recreation Area	The 20-acre parcel is a city landfill that was closed in 1976, located just south of the city limits. The city and the Kitsap Public Health District continue to monitor the site for any environmental concerns, but the plan is that it can be developed in the future as an Open Space Park.
Net Shed Park	This Park has a vista setting on Liberty Bay high bank waterfront and includes benches and picnic facilities. Improvement plans include beach access and shoreline trails.
Hattaland Park	This 2-acre open space park is primarily undeveloped; improvement plans include trails to views of the adjacent South Fork Dogfish Creek and associated wetlands, as well as benches and picnic facilities.
Vista Park	Development of trails and benches to enhance pedestrian access along the ridge at College Market Place, to take advantage of views of Mount Rainier.
Morrow Manor	Development of a 1-acre park donated to the city. Improvement plans include sitting benches, playground equipment and shared-use path.
West Poulsbo Waterfront Park	Future development of this 1.85-acre neighborhood park in West Poulsbo.
Betty Iverson Kiwanis Park Upgrades	This neighborhood park needs parking lot upgrades, sidewalks, a restroom, and possible playground improvements.
Dog Park	There is a small dog park area at Raab Park, but people have asked for a larger area to run dogs and improved features. This project is not site specific but could be worked into a future park project.
Accessible Playground Improvements	Accessible playground improvements within the park system are desired by members of the community. Play for All at Raab Park is a community effort to build an inclusive playground in Poulsbo. The new playground will be next to the original playground, so park users can easily move from one piece of equipment to another.
Poulsbo Event and Recreation Center (PERC)	The Poulsbo Event and Recreation Center (PERC) is a regional events, sports and recreation facility to be located in the northwest corner of the City of Poulsbo. The PERC that will provide significant economic uplift through increased consumer activity, lodging tax revenue, job creation, and much needed facilities for public events, conferences, sport tournaments and educational activities. The PERC has been organized into three phases based upon the results of the PERC Feasibility Study: Phase 1: Two multi-purpose fields with outdoor recreation

	elements, Phase 2: Flexible event/meeting building to host varied-sized community events, recreation gym and support to OC/WWU campus, and Phase 3: Outdoor warmwater recreation pool. The city is engaged in PS&E for Phase 1 in 2025.
Skate Park	A new Skate Park in Poulsbo would be used by residents and visitors alike. The existing park is made of wood and is almost 20 years old. The park would be 6,000-10,000 sq feet in size, made of concrete, and should be located in an open area of the city that is easy to access. A local nonprofit organization would be involved in fundraising, grants would be sought, and design of the park would involve the community.
Splash Pad	There is an effort by community members to see a Splash Pad in the City of Poulsbo. A Splash Pad is a recreational area designed for water play that has little or no standing water. It would have a non-slip surface and various nozzles and features that can shower, spray, rain, mist and shoot streams of water to create an inviting place for recreational water play. This project is not site specific.
Recreation Center	A multi-purpose building that would ideally include two full-size gyms with hardwood floors, fitness room, classrooms, and two meeting rooms. This building could serve as a new regional recreation center. Acquisition of new property or incorporating the project onto property already owned by the city or another public entity is desirable.
Trails	The Urban Paths of Poulsbo serves as the city's vision for establishing trails for non-motorized travel within the city. The UPP Plan also includes a detailed implementation table.
<i>Source: Poulsbo Parks, Recreation and Open Space Plan, 2021-2027</i>	

- **Police:** Replacement and maintenance of the City's police patrol equipment are identified capital expenditures. The replacement of police capital equipment is established through the City's Capital Acquisition Fund, which provides the funding for replacement of equipment.
- **Fire/EMS:** The Poulsbo Fire Department Capital Facilities Plan (2024) include building and apparatus capital projects that are intended to meet the level of service standard demand for the City's growth target. The capital projects for Poulsbo Fire will mitigate the impact of all Alternatives to fire and emergency response.

Table 3.10.3-2: Poulsbo Fire Capital Improvements located within city limits

Building Projects	Capital Improvement
New Station 76	Poulsbo Fire's strategic plan has identified a new staffed fire station on the west side of the City of Poulsbo as critical to meeting the level of service response time goals for the west side of the City of Poulsbo and UGA. Viking Ave corridor, College Market Place area, and Keyport will be within this station's first due response area. Additionally, this station will reduce the unit utilization for Station 71 and Station 77 apparatus, providing capacity for additional growth within those stations' first response area. The intent is to construct a fire station, similar in size to Station 77, to provide quarters for up to four (4) emergency response personnel and to house three (3) apparatus.
Station 71 – Crew Quarters Renovation	Constructed in 1991, large portions of Station 71 have undergone significant re-models and renovation to keep pace with a growing work force. One exception to this has been the emergency response crew quarters, specifically bedrooms and bathrooms. This plan calls for a significant renovation to these areas of the station to provide multiple gender-neutral bathrooms, improve firefighter gear storage, and to provide upgrades to windows, flooring, and the emergency call notification system.
Station 71 – Fleet/Support Building	The department's fleet maintenance facility does not have sufficient capacity to serve larger emergency response fleet or the larger fire apparatus that are necessary to provide service to larger and more complex buildings. The department has identified the need to expand or construct a separate support building on Station 71's property, which will provide additional apparatus storage space, increase the capacity of vehicle lifts, and provide sufficient vertical and horizontal space for aerial apparatus maintenance.
Apparatus Projects	Capital Improvement
Fire Engine-Aerial	A fire engine designed to provide a minimum of a 50' aerial device in addition to the engine capabilities of: fire pump, water tank, fire hose, and ground ladders. The engine will also have storage space for basic extrication, rescue, and emergency medical equipment. The engines are intended to exceed the NFPA standards for fire apparatus design and the minimum equipment for 'quints.' The addition of a Fire-Engine Aerial is directly related to planned growth in the community with the height limitations

	within the City of Poulsbo increasing about the current 35' limitation. Future Fire-Engine Aerials may also be attributed to growth if additional capacities are needed.
Fire Engine-Rescue	A fire engine designed for higher utilization and staffing levels, providing a smaller water tank but additional storage capacity for advanced vehicle extrication, technical rescue, and advanced life support equipment. These engines are intended to exceed the NFPA 1901 standards for fire apparatus design and minimum equipment for engines.
Medical Unit	An ambulance designed for patient transport for both Basic and Advanced Life Support incidents, with storage space for firefighting personal protective equipment. These apparatuses are intended to meet the NFPA 1917 standard for automotive ambulances.
Wildland Urban Interface	Fire apparatus designed for brush fires or to protect structures from brush fires in the wildland urban interface. These apparatuses are also intended to provide first response capabilities in inclement weather or in difficult to reach areas. These apparatuses are intended to meet the NFPA 1906 standards for wildland fire apparatus and the Washington Department of Natural Resources standard for Type 3 or Type 6 engines. Engines specific to Wildland Urban Interface are directly related to continued growth of the City and forested areas of the fire district.
<i>Source: Poulsbo Fire Department Capital Facilities Plan, 2024-2044</i>	

- **Schools:** North Kitsap School District voters approved a Facilities and Technology Capital Levy November 2024 that offers updates to schools across the district. For the four schools within the City of Poulsbo, the following capital facilities improvements have been identified:

Table 3.10.3-3: NKSD Capital Improvements	
School	Capital Improvement
Poulsbo Elementary	<ul style="list-style-type: none"> • Safe and Secure Entryway - provides controlled access to the school so that all visitors are directed into the front office and greeted by a staff member. • Site safety and security improvements - includes perimeter fencing improvements
Vinland Elementary	<ul style="list-style-type: none"> • Safe and Secure Entryway- provides controlled access to the school so that all visitors are directed into the front office and greeted by a staff member. • Vehicle circulation and drop-off/pick-up improvements • Site accessibility improvements - includes ADA-accessible paths • Site safety and security improvements - includes improved perimeter fencing
Poulsbo Middle School	<ul style="list-style-type: none"> • Replace the cinder track with a rubberized track. • Site safety and security improvements - include improved perimeter fencing. • Site surfacing improvements - asphalt repairs and sealing
North Kitsap High School	<ul style="list-style-type: none"> • Site accessibility improvements • Student-centered site improvements - include improving the courtyard, landscaping, paths, and sidewalks near the commons. • Exterior facility improvements (includes roofing improvements for the 100 building) • Mechanical improvements to extend the useful life of the school building and ensure student and staff health and safety
<i>Source: North Kitsap School District</i>	

Other Mitigation Measures

Other mitigating measures could be implemented to mitigate the impacts of all three alternatives:

- Seek, authorize, collect and implement all funding sources available to it for the funding and implementation of its Capital Facility Plan. The City shall utilize a variety of revenue sources, including utility rates, connection charges, revenue bonds, grants, loans, impact fees, mitigation fees, voluntary contributions, provision of public facilities, and any other legally accepted sources.
- Enact impact fee ordinances under the authority and constraints of the Growth Management Act.
- Review Parks level of service at each functional plan six-year update in order to adapt to changing demands.
- Continue to utilize grants, donations and other funding sources to acquire land for public parks and open space.
- Collaborate with private and public organizations to identify, acquire, preserve, operate and maintain public park and open spaces.
- Encourage continued coordination between Poulsbo Fire Department and other neighboring fire districts.

- Support any future Poulsbo Fire Department’s voted bonds to support adequate fire protection for the city and UGA.
- Support additional law enforcement personnel and equipment when increase in population warrants such an increase.
- The North Kitsap School district should continue to monitor demographic changes and proactively plan meet the future needs of its student population.

3.10.4 Significant Unavoidable Adverse Impacts

Future population, employment, and housing unit growth will increase the demand for public services including parks, police, fire/EMT, and schools. This growth would occur incrementally over the planning period and would be addressed during regular capital planning efforts. Each service provider could evaluate levels of service and funding sources to balance with expected growth. With implementation of mitigation measures and regular periodic review of plans, no significant unavoidable adverse impacts to public services are anticipated.

3.11 Utilities

3.11.1 Affected Environment

Poulsbo relies on careful planning for the facilities and systems, including city utilities of water, sewer, and stormwater, and non-city utilities of energy and telecommunications. This section addresses these utilities and the potential for alternatives to increase demand and affect levels of service (LOS), considered a threshold of significance. For Water, Sewer, and Stormwater Management the most recent City functional plan developed for each of these facilities has been included in Appendix B of the Draft Comprehensive Plan. The existing system conditions, LOS evaluation, and identified deficiencies discussion can be found in the respective functional plan and will only be summarized in this section of the EIS.

Water

The City’s water system provides service to approximately 12,100 people located in an area totaling 3,155 acres. These customers are served by five wells, nine reservoirs, and six pressure zones. Approximately two-thirds of total water consumption is used by residential customers. A complete inventory, analysis of need, identification of deficiencies, and capital facilities program is provided in the 2024 City of Poulsbo Water System Plan, which will be included in Appendix B.1 to the 2024 Draft Comprehensive Plan and will be adopted in its entirety with the comprehensive plan.

The City’s water service area encompasses approximately 4.93 square miles and ranges from sea level to 360 feet. The downtown area lies in the lower elevations near the shores of Liberty Bay. The service area is separated into six pressure zones and two subzones to serve the varying service elevations. The City’s water service area is where direct service connections exist, or service connections are currently available. The service area in the northwest portion of the UGA is partially within the area served by Kitsap Public Utility District (KPUD). The primary reason for this is topography and the elevation of the Olhava Standpipe. The City and KPUD have agreements and two system interties in place. KPUD is able to supply water to the city utilizing the Reliance Intertie or the Vinland Intertie (currently inactive).

Exhibit 3.11.1-1 is the summary of Poulsbo’s water system and Exhibit 3.11.1-2 maps the City’s water system, identifying general locations of all major system facilities, water mains, service area boundaries and pressure zone boundaries.

Exhibit 3.11.1-1: Poulsbo Water System Summary

Water Rights	1,893 Annual Withdrawal Water Rights (acre-feet/year) 3,118 GPM Instantaneous Withdrawal Right
Sources	5 wells, 2,205 GPM Instantaneous Capacity
Pressure Zones	8 pressure zones: Low Zone, Poulsbo Place Subzone, Middle Zone, East High Zone, East High Zone Reduced Subzone, West High Zone, Stendahl Subzone, North Viking Subzone
Storage	9 storage facilities: Finn Hill Reservoir, 4 th Avenue No. 1 and 2 Reservoirs, Wilderness Park Reservoir, Raab Park Reservoir, Caldart Reservoirs No. 1 and 2, Pugh Road Reservoir, Olhava Standpipe, Lincoln Hill Standpipe (inactive)
Miles of Pipe	96.3 miles Water pipe ranging in size from 2-inch diameter to 12-inch diameter. The majority of the system is 8- to 12-inch ductile iron for distribution to 12-inch diameter.

Number of Booster Stations	2 Booster Stations: Wilderness Park Booster Station, Poulsbo Place Booster Station
Number of Pressure Relief Valves	13 Pressure Relief Valves: Mesford, Johnson Parkway, Swanson, Wilderness Park, 10 th Avenue, Forest Rock, Finn Hill No. 1 and 2, Stendahl, Commerce Street, Viking Avenue, Vikings Landing, Vinland Intertie, NW Reliance Intertie
Retail Service Area	3,155 acres (4.93 square miles)
Average Day Consumption in GDP, 2023	1,023,823
Average Equivalent Residential Unit Use, 2023	147 ERU
Number of Connections	4,272
<i>Source: City of Poulsbo Water System Plan, 2024</i>	

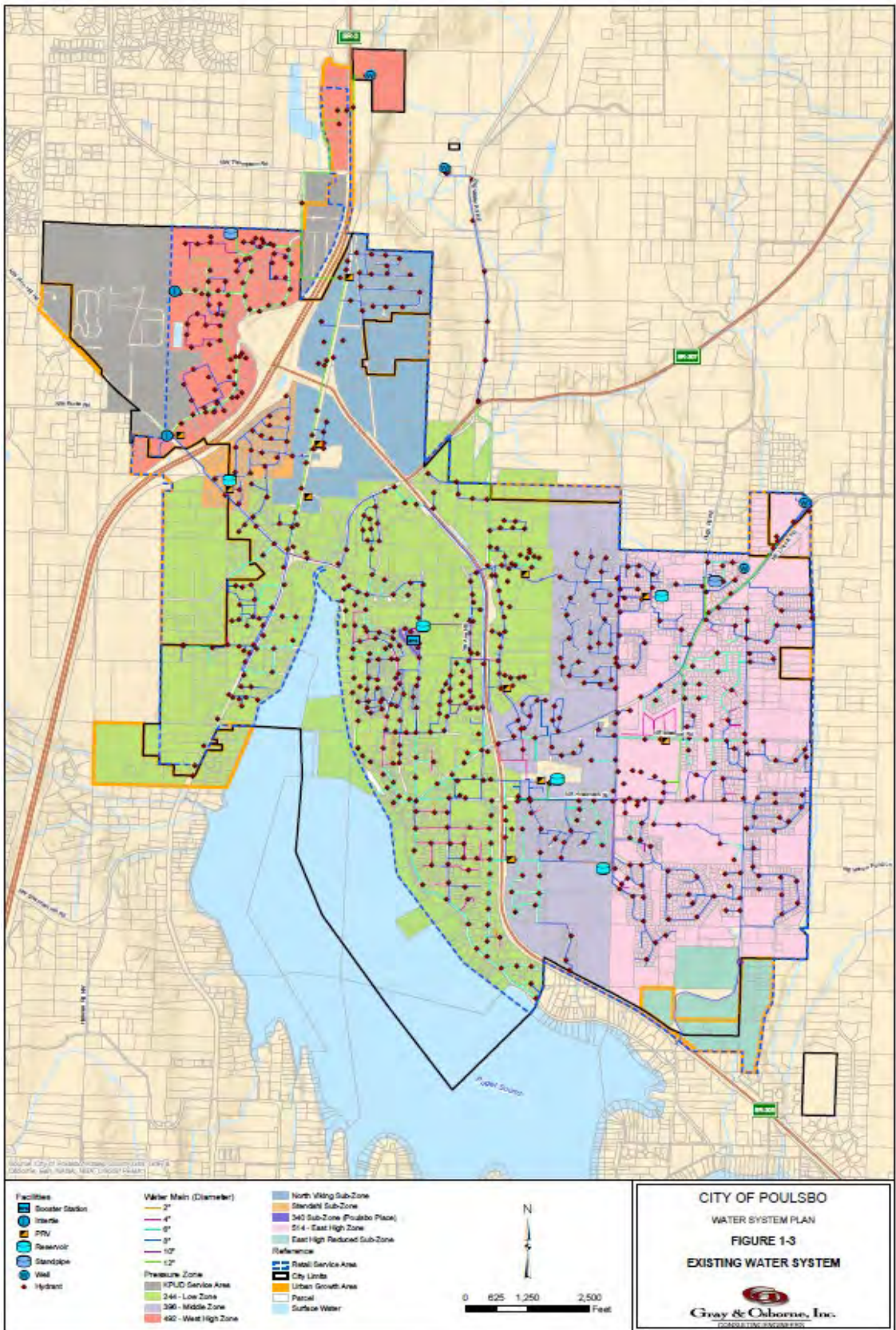
Poulsbo 2024 Water System Plan

The City of Poulsbo 2024 Water System Plan provides a planning strategy for the City’s water utility over 10-year and 20-year planning periods. The plan has been prepared consistent with Department of Health (DOH) requirements as specified in the Washington Administrative Code (WAC) Chapter 246-290 and identifies capital projects required to accommodate growth and to maintain the adopted LOS. The plan also includes projects and programs to maintain and operate the system in a safe and efficient manner ensure adequate flow and pressure, provide required fire slow storage, and document financial requirements to ensure long-term fiscal health.

Level of Service Standard: A flow volume that meets instantaneous demand together with projected fire flows.



Exhibit 3.11.1-2: City of Poulsbo Existing Water System



Source: City of Poulsbo Water System Plan, 2024

Sewer

The City of Poulsbo Sewer Utility provides sanitary sewer within the city limits and some specific areas in the surrounding unincorporated UGA. A complete inventory, analysis of need, identification of deficiencies, and capital facilities program is provided in the 2024 City of Poulsbo General Sewer Plan, which is included in Appendix B.2 to the Comprehensive Plan and will be adopted in its entirety with the comprehensive plan.

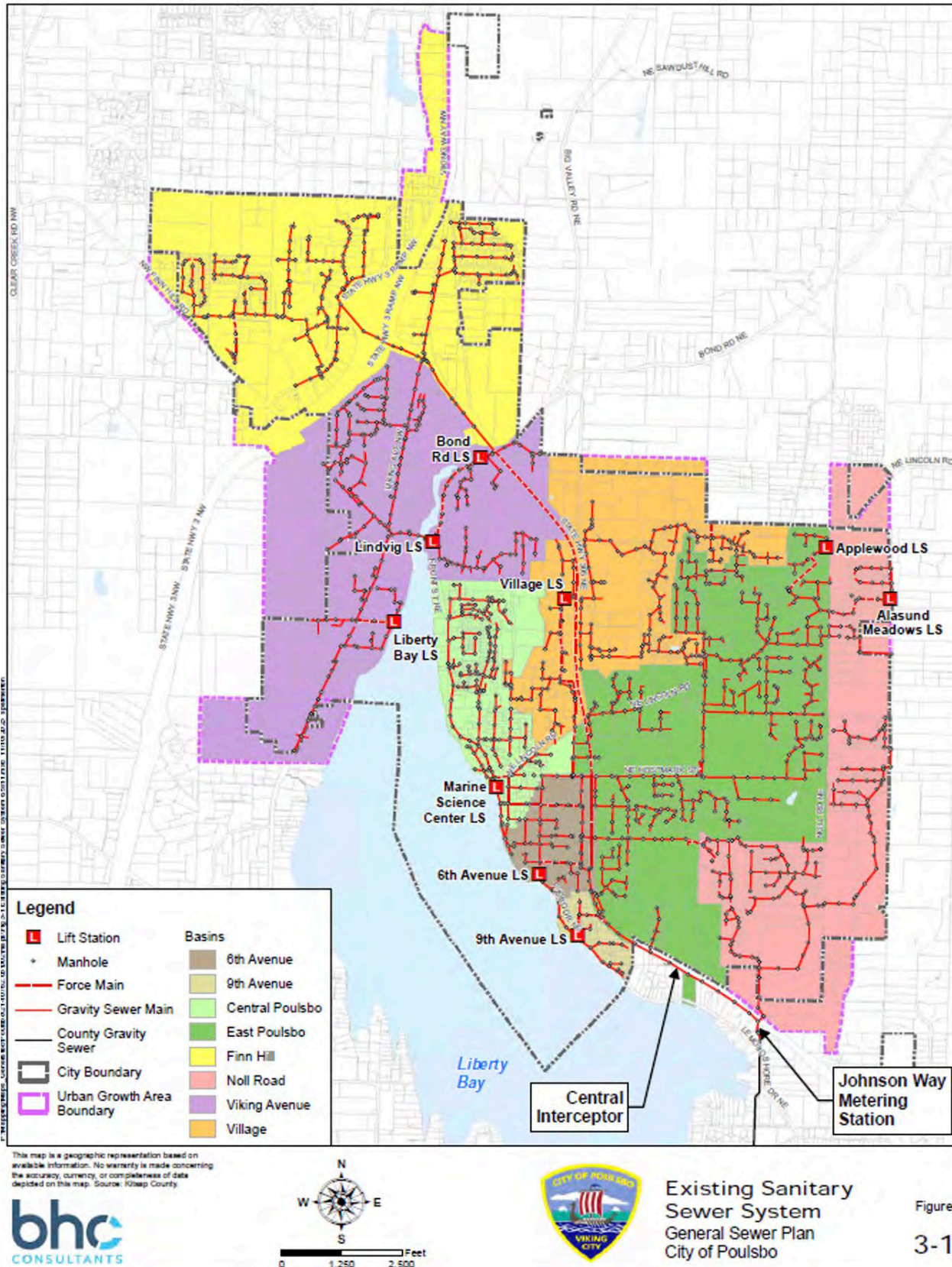
The City of Poulsbo owns, operates, and maintains a wastewater collection and conveyance system that serves approximately 4.5 square miles within the City of Poulsbo and the associated UGA. The sewer system consists primarily of gravity mains between 8- and 18-inches in diameter, lift stations, and associated force mains. Almost all flows generated within the City's service area are gravity conveyed to the Central Interceptor, an 18-inch trunkline that connects to the Kitsap County-owned Lemolo facilities at the Johnson Way metering station located at Johnson Road, as shown on Exhibit 3.12.1-4 and -5 below. The County conveyance facilities transport the wastewater south under Liberty Bay to the Central Kitsap Wastewater Treatment Plant (CKWWTP) located in Brownsville. The effluent is treated at the CKWWTP, which is owned and operated by Kitsap County Department of Public Works (KCDPW).

Exhibit 3.11.1-3: Poulsbo Sewer System Summary

Sewer Basins	8 Basins: 6 th Avenue, 9 th Avenue, Central Poulsbo, East Poulsbo, Finn Hill and Viking Avenue, Noll Road, Village
Lift Stations	9 Lift Stations: 6 th Avenue, 9 th Avenue, Applewood, Bond Road, Liberty Road, Lindvig, Marine Science Center, Village
Miles of Force Main	4.4 miles, Force mains ranging in size from 4-inch diameter to 12-inch diameter.
Miles of Gravity Pipe	51.8 miles, Gravity mains ranging in size from 6-inch diameter to 18-inch diameter.
Number of Connections	3,490

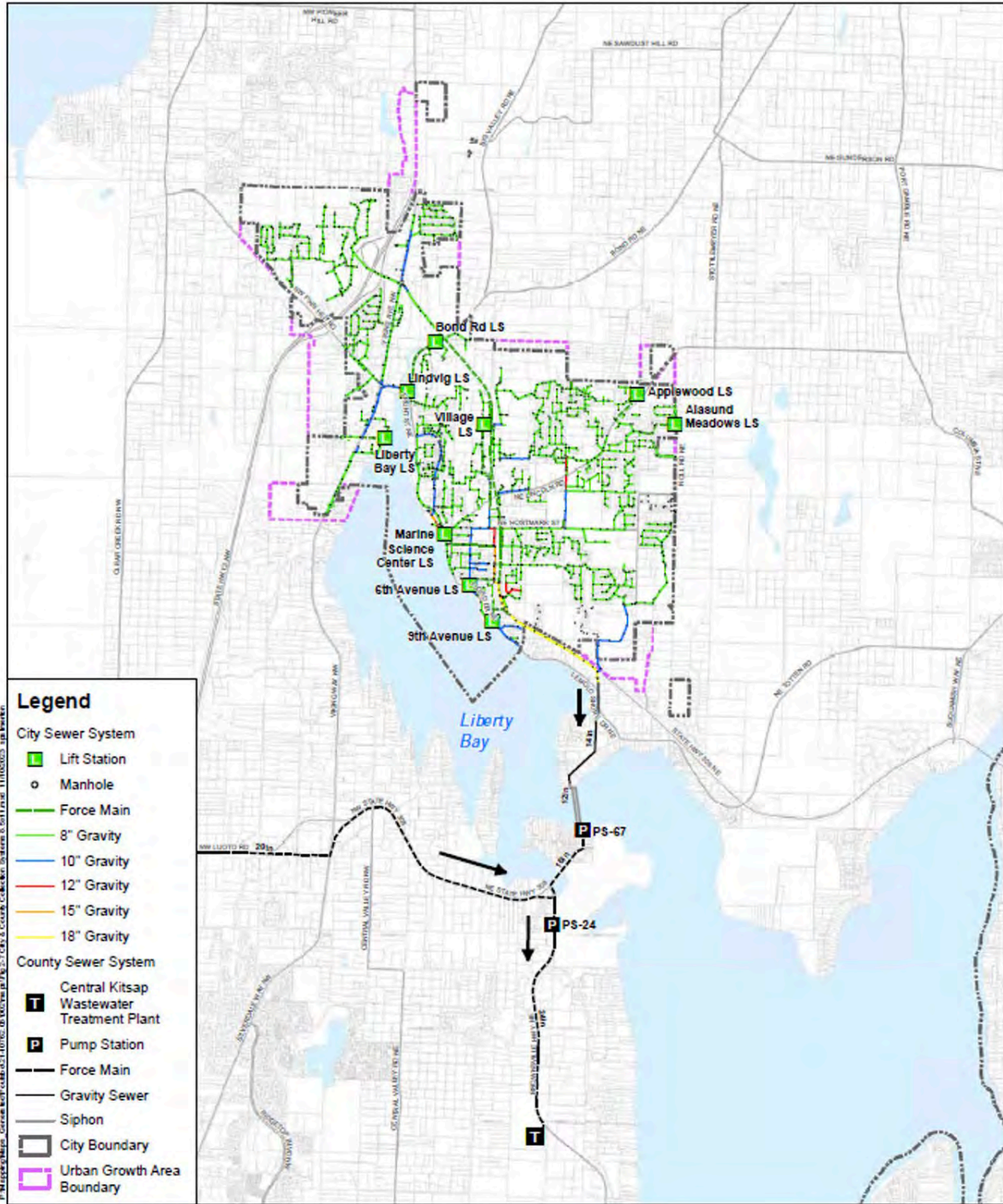
Source: City of Poulsbo General Sewer Plan, 2024

Exhibit 3.11.1-4: City of Poulsbo Sanitary Sewer System and Basins



Source: City of Poulsbo General Sewer Plan, 2024

Exhibit 3.11.1-5: City of Poulsbo Sewer Collection and Conveyance System



Legend

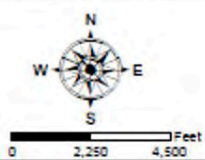
City Sewer System

- Lift Station
- Manhole
- Force Main
- 8" Gravity
- 10" Gravity
- 12" Gravity
- 15" Gravity
- 18" Gravity

County Sewer System

- T Central Kitsap Wastewater Treatment Plant
- P Pump Station
- Force Main
- Gravity Sewer
- Siphon
- City Boundary
- Urban Growth Area Boundary

This map is a geographic representation based on available information. No warranty is made concerning the accuracy, currency, or completeness of data depicted on this map. Source: Kitsap County.



City & County
Collection Systems
General Sewer Plan
City of Poulsbo

Figure
2-7

COPYRIGHT © 2022 BHC CONSULTANTS LLC. ALL RIGHTS RESERVED

Source: City of Poulsbo General Sewer Plan, 2024

Poulsbo 2024 General Sewer Plan: The City of Poulsbo 2024 General Sewer Plan provides a planning strategy for the City's water utility over 10-year and 20-year planning periods. The plan has been prepared consistent with Department of Ecology (DOE) requirements as specified in the Washington Administrative Code (WAC) Chapter 173-240 and identifies capital projects required to accommodate growth and to maintain the adopted LOS. The plan also includes projects and programs to maintain and operate the system in a safe and efficient manner, ensure adequate capacity and document financial requirements to ensure long-term fiscal health.

Level of Service Standard: A level that allows collection of peak wastewater discharge plus infiltration and inflow.

Stormwater

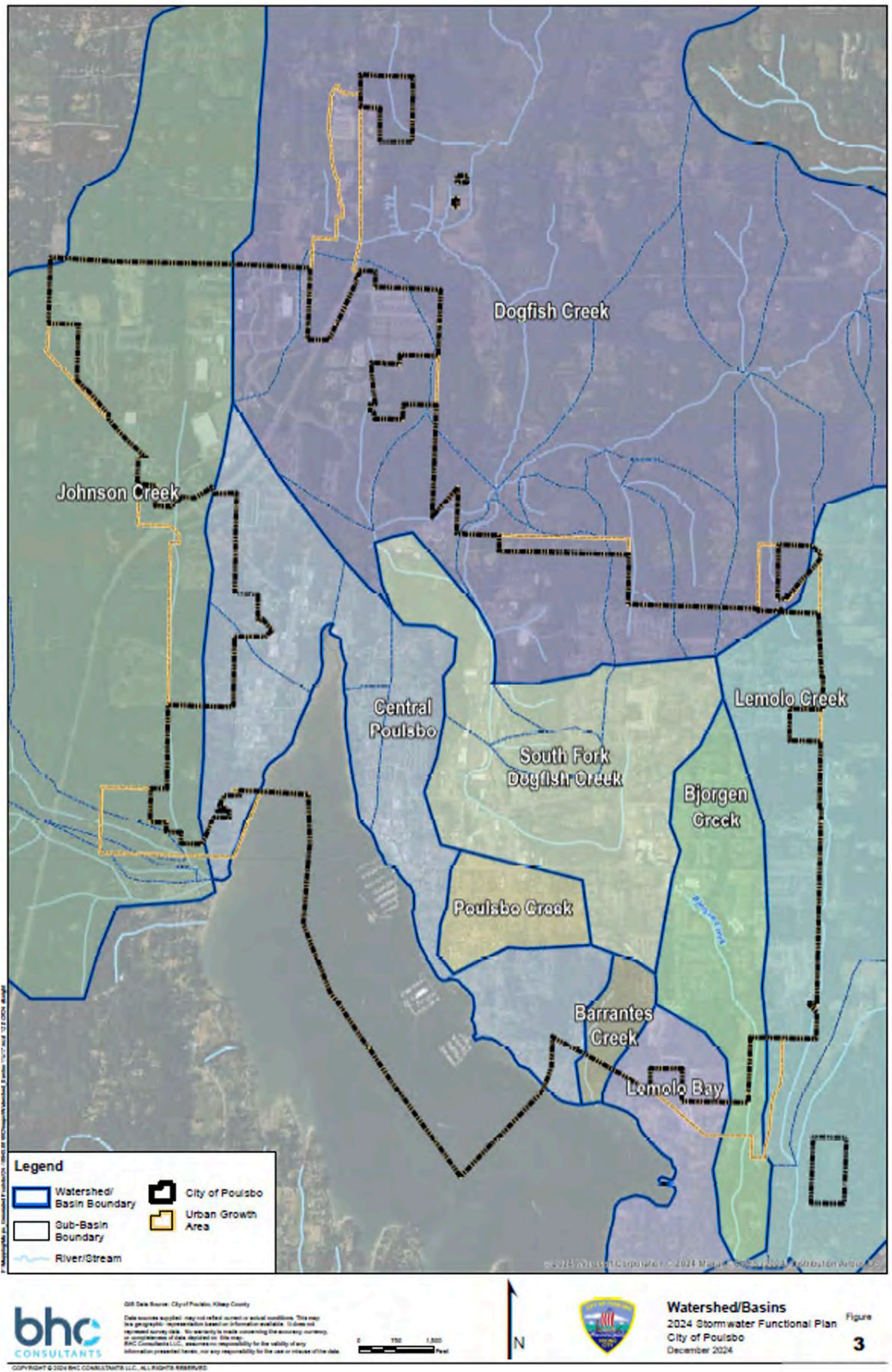
The City of Poulsbo Storm Water Utility provides surface water management within the city limits including development and maintenance of the storm water collection, conveyance and treatment system. A complete inventory and analysis of existing drainage system and facilities inventory and water quality, analysis of minimum control measures, evaluation of the City's operation and maintenance program, and summary of system deficiencies is provided in the 2024 City of Poulsbo Storm Water Comprehensive Plan, which is included as Appendix B.3 to the 2024 Draft Comprehensive Plan and will be adopted in entirety with the comprehensive plan.

The City of Poulsbo owns, operates, and maintains a stormwater collection and treatment system that serves the City of Poulsbo, as summarized in Exhibit 3.11.1-6. The stormwater system is comprised of a variety of manmade structures with the primary goal of intercepting and conveying stormwater to a natural drainage and mimicking the natural environment to the extent feasible. This is done utilizing complex software to model storm events during the development process and then by installing pipes for conveyance, detention facilities to discharge at controlled rates, and treatment facilities to treat the water and improve water quality removing pollutants from runoff before discharging to the natural environment. Exhibit 3.11.1-7 maps the City's stormwater drainage basins and Exhibit 3.11.1-8 illustrates the City's Stormwater conveyance system.

Exhibit 3.11.1-6: Poulsbo Stormwater System Summary	
Drainage Basins	9
Detention Facilities	94 Wet Ponds, Dry Ponds, Infiltration Ponds, Tanks, Vaults 51 – City, 43 - Private
Treatment Facilities	95 Swales, Bio-swales, Bioretention Cells/Swales, Infiltration Pits, Filterra, Biopod, Modular Wetland System, Cartridge System, Oil-Water Separator 41 – City, 54 – Private
Miles of Stormwater Pipe	79.6 miles 50 miles – City, 29.6 – Private Property Pipes ranging in size from 6-inch diameter to 36" diameter
Marine Stormwater Outfalls	37
Catch Basins	5,004 2,977 – City, 2,027 - Private

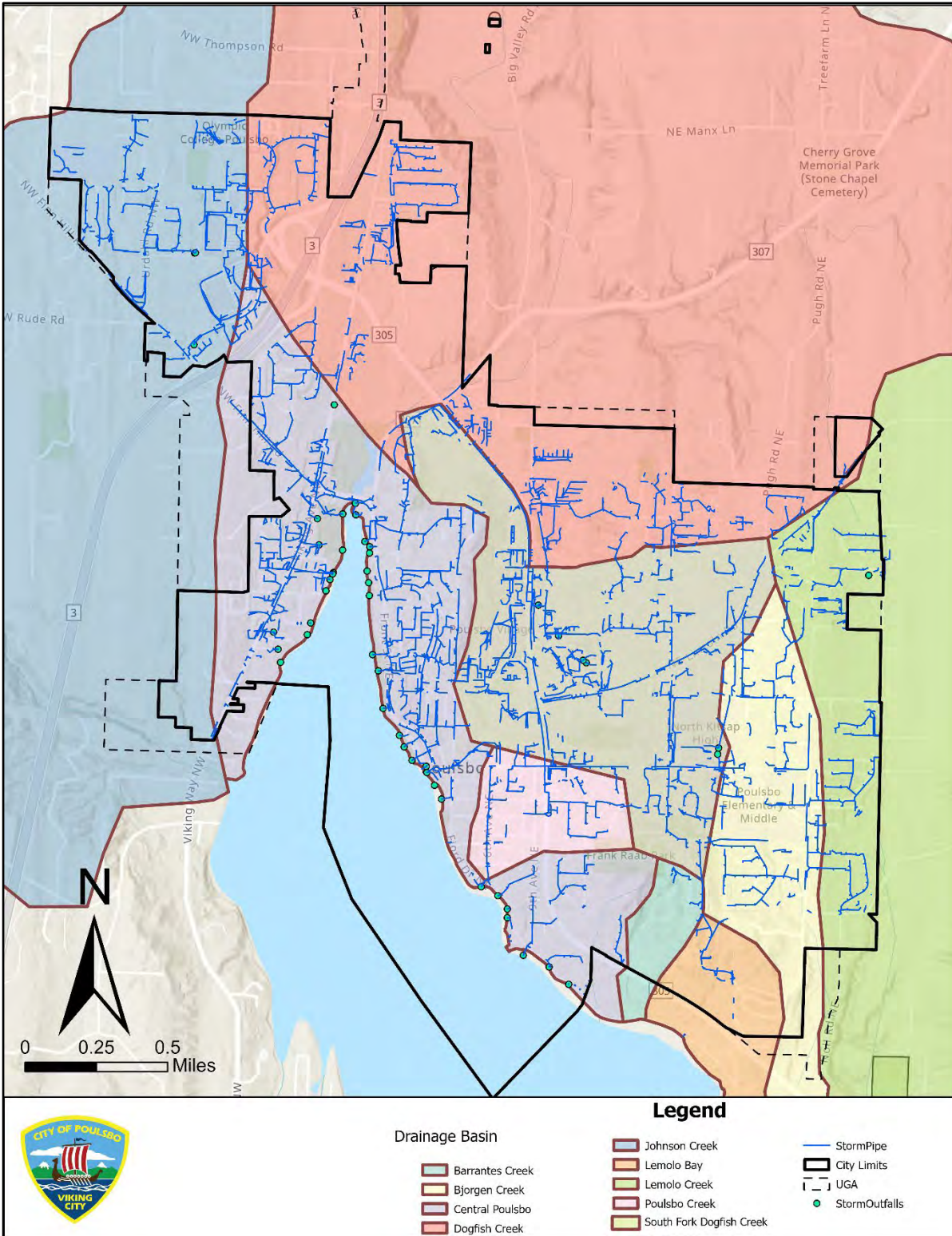


Exhibit 3.11.1-7: Poulsbo Drainage Basins



Source: City of Poulsbo Stormwater Functional Plan, 2024

Exhibit 3.11.1-8: Poulsbo Stormwater Conveyance System



Source: City of Poulsbo Stormwater Functional Plan, 2024

Poulsbo Stormwater Comprehensive Plan: The City of Poulsbo 2024 Stormwater Functional Plan provides a planning strategy for the City's stormwater utility over 10-year and 20-year planning periods. The plan has been prepared in a manner that is consistent with the established level of service criteria, and applicable local, state and federal regulations. In addition, it identifies capital projects required to accommodate growth and to maintain the adopted LOS. Additionally, the 2024 Stormwater Functional Plan covers National Pollutant Discharge Elimination System (NPDES) Permit requirements.

Level of Service Standard: Manage the City-owned municipal separate storm sewer system (MS4) in compliance with the requirements of the Western Washington Phase II Municipal Stormwater Permit.

Energy and Telecommunication

Electrical

Electricity service in Kitsap County is provided by Puget Sound Energy (PSE), which is a privately held, investor-owned utility formed in 1997 with the merger between Puget Sound Power & Light Company and Washington Natural Gas. PSE is the largest electric utility in Washington State, with more than one million electric customers and a service area of 6,000 square miles, primarily in the Puget Sound region.

PSE electricity is generated from a variety of sources, including hydroelectric power, thermal power plants, coal, natural gas, wind power, and more. In 2022, the PSE fuel mix for electricity was 23% coal, 27% hydroelectric, 23% natural gas, 16% wind, less than 1% nuclear, solar and other.

Power is supplied to western Washington primarily from hydro generation stations along the mid-Columbia River and in Canada. Interregional 230 and 500 kV transmission lines carry power from the generating stations westward to PSE's transmission switching stations and to transmission substations operated by the Bonneville Power Administration (BPA) in the Puget Sound region. The existing electrical facilities inventory in Kitsap County consists of the following:

- Transmission Switching Stations – South Bremerton, Foss Corner and Valley Junction.
- Transmission Substations– South Bremerton, Bremerton.
- Distribution Substations – Port Gamble, Christensen's Corner, Miller Bay, Silverdale, Central Kitsap, Bucklin Hill, Tracyton, McWilliams, Chico, Sinclair Inlet, South Keyport, Fernwood, Manchester, Long Lake, Fragaria, East Port Orchard, Sheridan, Rocky Point, Poulsbo, Bremerton, Port Madison, Murden Cove, and Winslow, Serwold, Kingston. Some of these substations are within city limits.
- Transmission Lines 115 kV – Foss Corner-Salisbury Point, Foss Corner-Murden Cove, Port Madison Tap, Valley Junction-Foss Corner, Bremerton-Keyport, Foss Corner-Keyport, South Bremerton-Bremerton, South Bremerton-Valley Junction, O'Brien- Long Lake, South Bremerton-Long Lake, South Bremerton-Fernwood Tap, Fernwood Tie, and Bremerton-Navy Yard. Foss Corner - US Navy at Bangor, Miller Bay to Kingston.

Kitsap County receive power from a network of 115kV interconnecting transmission sources in the southern part of the county and transmission switching stations in central and northern Kitsap County. A 230 kV transmission source comes into Kitsap County via BPA lines to the BPA Kitsap substation in Gorst, then PSE has a short run of 230kV to their South Bremerton Substation. From there 115kV lines transmit power throughout Kitsap County.

Natural Gas

Natural gas in Kitsap County is privately operated and maintained by Cascade Natural Gas Corporation (CNG), a subsidiary of MDU Resources Group, Inc., a multidimensional natural resources enterprise traded on the New York Stock Exchange. CNG serves more than 272,000 customers in 96 communities – 68 of which are in Washington and 28 in Oregon. Cascade serves a diverse territory covering more than 32,000 square miles and 700 highway miles from one end of the system to the other. Interstate pipelines transmit Cascade's natural gas from production areas in the Rocky Mountains and western Canada.

CNG's service area in Kitsap County includes Bangor, Bremerton, Chico, Gorst, Keyport, Manchester, Port Orchard, Poulsbo, Silverdale, and Sunnyslope. (Cascade Natural Gas, 2023). Note that service is not currently provided to all areas inside the service area. Connections are initiated by customer demand and individual requests.

Telecommunications

The telecommunications utilities discussed in this section include telephones, cable television, and cellular telephones. The Washington Utilities and Transportation Commission (WUTC) regulates telephone; cable television and cellular service are not under its jurisdiction. Telecommunications are subject to federal laws and regulations administered by the Federal

Communications Commission (FCC). Telecommunication providers must also comply with local regulations such as land use and public rights-of-way.

Telecommunication Services

CenturyLink provides local and long-distance telephone service throughout Kitsap County and also provides digital television and Internet. The Kitsap Public Utility District (KPUD) provides wholesale broadband internet access to retailers in Kitsap County, who in turn provide the service to citizens and businesses. A variety of other telecommunications companies also provide service in the Poulsbo area.

Cable Television

Cable television companies are regulated under the Cable Television Consumer Protection and Competition Act of 1992, which is enforced by the FCC. Cable companies must enter franchise agreements with the city to regulate service rates according to FCC guidelines.

Cellular Telephone

Cellular telephone service in the Poulsbo area is provided by a variety of national and regional carriers, including Verizon Wireless, AT&T, and T-Mobile. Cellular telephone providers are regulated directly by the FCC. Cellular service depends upon a series of transmitting antennae located on towers throughout a provider’s service area. Additional antennae are constructed when a particular area begins to experience capacity overload, and providers will expand capacity in response to consumer demand.

Solid Waste

The City of Poulsbo provides both residential and commercial solid waste collection and disposal services to approximately 3,375 residential and commercial utility customers within the city limits. Residential services include the weekly pickup of containers, typically ranging in size from 10 gallons to 32 gallons. Commercial services include all sizes of containers together with dumpsters ranging in size from two yards to eight yards. For units greater than eight yards in volume, customers are referred to Bainbridge Disposal for disposal services. Solid waste is collected on a weekly basis in the residential areas and on a more frequent basis in the commercial areas of the City subject to the property or business owner’s disposal requirements. Solid waste is transported to the Poulsbo Transfer Station, where it is consolidated and transported to the Olympic View Transfer Station (OVTS) located in Bremerton, adjacent to the Port of Bremerton Industrial Park.

Exhibit 3.11.1-9: City of Poulsbo Solid Waste Transported to Olympic View Transfer Station					
	2020	2021	2022	2023	2024
Tons of Waste to Transfer Station	6,340	6,783	6,802	6,960	7,000
<i>Source: City of Poulsbo Public Works</i>					

Level of Service Summary

All utilities provided by Poulsbo use a form of measurement to evaluate performance and needs. The quantity and quality of needed utility are measured by level of service, operating criteria or performance standards.

Table 3.11.1-10: Level of Service Standards	
Capital Facility/Service	Level of Service
Water System	A flow volume that meets instantaneous demand together with projected fire flows.
Sewer System	A level that allows collection of peak wastewater discharge plus infiltration and inflow.
Storm Water System	Manage the City-owned municipal separate storm sewer system (MS4) in compliance with the requirements of the Western Washington Phase II Municipal Stormwater Permit.
Solid Waste Service	Weekly curbside refuse collection and recyclable materials collection.



3.11.2 Impacts

Impacts Under Alternatives

All alternatives will increase demand for water, sewer, stormwater, energy and telecommunications and solid waste. The difference between Alternatives 1 and 2 and Alternatives 3 and 4 lies in their growth distribution strategy. Alternatives 1 and 2 distributes housing growth across the city, whereas Alternatives 3 and 4 concentrates portion of growth to SR 305 Corridor Center and accommodates it vertically through mid-rise buildings.

- Water:** The 2024 Water System Plan update evaluated the various growth alternatives including Alternatives 3 and 4's increased density and taller buildings in certain commercial areas. The table below presents the anticipated growth for Alternatives 1 and 4 by pressure zone. All analysis within the water system plan considers impacts from Alternative #4 being utilized as the highest growth potential and therefore the most conservative for future planning. The growth alternatives include both population increases and employment. Each pressure zone and sub-zone have been allocated anticipated growth for the alternatives analysis.

Exhibit 3.11.2-1: Poulsbo Water System Growth Alternatives Analysis by Pressure Zone				
Pressure Zone	Alternative 1		Alternative 4	
	Additional Population	Additional Employment	Additional Population	Additional Employment
Low Zone	2,111	2,584	3,463	2,514
Poulsbo Place Subzone	0	0	0	0
Middle Zone	281	195	404	199
East High Zone	1,761	0	1,986	0
East High Reduced Subzone	232	0	262	0
West High Zone	176	789	198	780
North Viking Subzone	629	162	709	162
Stendahl Subzone	26	0	29	0
KPUD Service Area	804	435	907	435
Total	6,020	4,165	7,959	4,099

Source: City of Poulsbo Water System Plan, 2024

An analysis of vacant and underutilized land was used to determine anticipated areas of growth and assumptions were made in allocating growth between the City's service area and the KPUD service area. The annual growth rate varies with the allocation between the Retail Service Area and total City Population. The City Population is estimated to be approximately 19,959 in 2044 with 18,550 people in the City's retail service area and 1,409 people within KPUD service area. Forecasting a 20-year planning period and updating the Water System Plan every 10-years allows for a more accurate picture in the near term and still allows the City to plan for long-term strategies. The RSA population will be used in the remainder of this plan in forecasting water usage and capital needs.

The Water System Plan used consumption data correlated with utility billing to establish an approximate number of ERUs and population per pressure zone, and population was allocated to each zone. A summary of the projected ERUs per zone is presented below in Exhibit 3.11.2-2.

Exhibit 3.11.2-2: 2044 Projected Population and ERUs by Water Pressure Zone		
Pressure Zone	2044 Total Population by RSA	2044 Total ERUs
Low Zone	7,576	4,498
Middle Zone	2,256	1,340
East High Zone	6,404	3802
West High Zone	2,302	1,367
KPUD Service Area	1,409	820

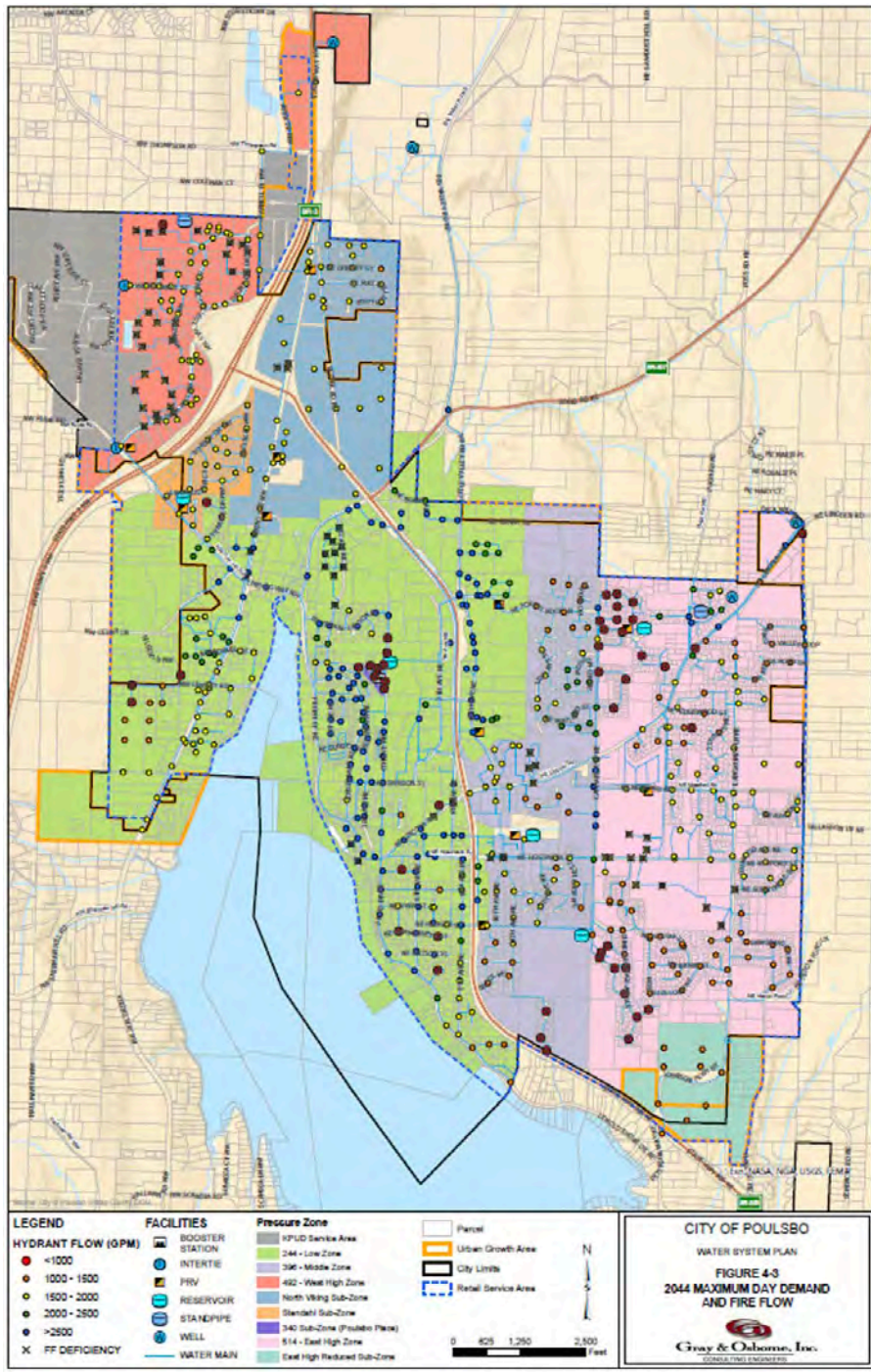
Source: Poulsbo Water System Plan, 2024; Notes: 2044 Population and ERUs are based on Alternative 4; Subzones are included within primary pressure zone.

Exhibit 3.11.2-3 maps the analysis presented in the 2024 Water System Plan Update for 2044 maximum day water demand with fire flow.

All alternatives fit within the water system 2044 analysis and increases to water demand are expected to be covered by the City's existing water rights and system, agreement with Kitsap Public Utilities District and identified capital improvement

projects as presented and analyzed in the 2024 Water System Plan Update. All developments may require developer financed improvements to the water system serving that development. These improvements will be constructed concurrently with the development. Some projects to serve the additional growth may benefit a larger area and several future projects. The projects that benefit a larger area may need to be constructed with latecomers or other reimbursement agreements for future development. The 2024 Water System Plan analyzes Growth Alternative #4 (highest growth alternative) and provides a comparison to Alternative #1 in Exhibit 3.11.2-1. Since Alternative #4 provides the highest growth potential it was used for all projections and analysis in the Water System Plan Update to be conservative.

Exhibit 3.11.2-3: 2044 Maximum Water Day Demand and Fire Flow



Source: City of Poulsbo Water System Plan, 2024

- **Sewer:** The 2024 General Sewer Plan update evaluated the various growth alternatives including Alternatives 4's increased density and taller buildings in certain commercial areas. Alternative #1 corresponds to the least amount of growth while Alternative #4 corresponds to the highest amount of growth. For comparison purposes, the population projections for Alternative #1 and Alternative #4 are depicted as a comparison to the 2024 Sewer System Plan projections that formed the basis of analysis. The population projections used for 2041 are sufficiently close to the highest growth alternative found in Alternative #4. Therefore, the population projections used for modeling efforts are not expected to significantly impact the conclusions and recommendations presented in the 2024 Sewer System Plan.

Exhibit 3.11.2-4: Poulsbo Sewer System Plan Growth Projections			
	2027	2041	2044, DEIS Alt. 1 / Alt. 4
Residential	14,879	19,002	17,572 / 19,572
Employment	4,814	6,043	8,211 / 8,275

Source: City of Poulsbo General Sewer Plan, 2024; Note: The employment projections shown for 2044 Alternative #1 and Alternative #4 include estimated employment for jobs located outside of the City commercial zone districts, including school districts, home businesses, and businesses registered to residential addresses. The growth project numbers for employment in 2027 and 2041 include this estimate within the residential population.

The projected sewer flows were calculated using per capita rates and Inflow and Infiltration (I/I) rates associated with the developed 25-year, 24-hr design storm. The cumulative future sewer flows were calculated by adding existing sewer flows to the calculated sewer flows associated with the future population growth. The projected sewer flows by basin are presented in Exhibit 3.11.2-5.

Exhibit 3.11.2-5: Projected Peak Flows by Basin			
Basin	2027 Peak Hour Flow	2041 Peak Hour Flow	2044 Peak Hour Flow (Alt. 4)
6 th Avenue	149	156	156
9 th Avenue	52	54	54
Central Poulsbo	525	658	658
East Poulsbo	971	1,010	1,010
Finn Hill and Viking Avenue	1,004	1,388	1,388
Noll Road	185	433	433
Village	396	543	543

Source: City of Poulsbo General Sewer Plan, 2024

All alternatives fit within the sewer system 2041/2044 peak flow projects and increases to sewer demand are expected to be covered by the identified capital improvement projects and wastewater treatment. The 2024 General Sewer Plan includes a hydraulic modeling analysis to compare the 2027, 2041/2044 Alt. 4 projected peak flow demand by existing system capacity. A number of deficiencies in gravity sewer capacity and lift station capacity were identified and are addressed by improvements included in the sewer capital facilities improvements projects (See Exhibit 3.11.3-2). All developments may require developer financed improvements to the sewer system serving that development. These improvements will be constructed concurrently with the development. Some projects to serve the additional growth may benefit a larger area and several future projects. The projects that benefit a larger area may need to be constructed with latecomers or other reimbursement agreements for future development.

- **Stormwater:** Impacts in the context of stormwater is more complicated than for the other utilities such as water or sewer. Stormwater management is generally handled at the specific site of development and impacts are mitigated incrementally as growth occurs. Each site manages stormwater in accordance with the current Ecology manual and compliance is reasonably assured given that the design and construction of the stormwater facilities are correct. Stormwater impacts and mitigation are evaluated prescriptively rather than demonstrably. If a development follows the guidelines in the Ecology manual and constructs the facilities in accordance with the manual, then the facility is presumed to adequately mitigate the stormwater impacts caused by the development.

Impervious surface will be increased in all alternatives. Stormwater regulations (Stormwater Management Manual for Western Washington and City's Phase II Municipal Stormwater Permit) would provide levels of flow control and water quality treatment.

The 2024 Stormwater Functional Plan used Alternative 4's growth assumption as it assumed the most significant stormwater impact due to increased population capacity. To provide reasonable estimates of future growth, development projects from the past 10 years were used to obtain general averages of impervious surface per capita. Plats, multifamily apartment

complexes, and commercial developments were all evaluated separately and averages for each of the three land uses were developed.

Exhibit 3.11.2-6: 2024-2044 New Impervious Surface Projections					
	Population Growth	Impervious Surface (sf/capita)	Total New Impervious Surface (acres)	Total Developed Area (acres)	Impervious Surface Area (%)
Single Family	5,173	1,910	227	349	65%
Multifamily	2,786	570	36	49	75%
Commercial		300	78	97	80%
Total			341	495	68.8%

Source: City of Poolsbo Stormwater Functional Plan, 2024; Notes: 2024-2044 population growth are based on Alternative 4, Single Family Residential: assumed to be 65% of projected population growth for 2044, Multifamily Residential: assumed to be 35% of projected population growth for 2044, Commercial impervious surface projection based on new population and commercial square footage trends from 10-year period between 2014-2024, Impervious surface area is presented as percentage compared to 2044 total land area

An additional assessment of the City-wide amount of impervious surface at the fully built-out condition was also analyzed; “fully built-out” meaning that all parcels within the City have been developed, or re-developed, according to the current City codes and standards. The table below lists the total areas by zoning designation, notes the allowable building coverage per code, and assumes percentage of impervious surface that would be present after development or re-development.

Exhibit 3.11.2-7: Impervious Surface Under Full Build-Out Condition				
	Total Area (acres)⁸	Allowable Building Coverage (%)⁹	Assumed Impervious Surface¹⁰ (%)	Total Impervious Surface Area at full build-out (acres)
Residential Low	1,880.2	50%	65%	1,222.1
Residential Medium	127.6	50%	70%	89.3
Residential High	234.6	50-60% ¹¹	70-80% ¹²	176
C-1 Downtown	30.7	85-100% ¹³	90-100% ¹⁴	27.6
C-2 Viking	68.8	50%	80%	55
C-3 SR 305	234.3	60-80%	80%	187.4
C-4 College MktPlace	76.3	60-80%	80%	61.1
OCI	38.5	Varies	80%	30.8
Business Park	33.9	Varies	80%	27.2
Light Industrial	83.1	Varies	80%	66.4
ROW	62.3	N/A	90%	56.1
Park ¹⁵	125	N/A	10%	12.5
Total	2,995.3			2,012.5

Source: City of Poolsbo Stormwater Functional Plan, 2024

Alternative 4 would likely decrease the impervious surface per capita by increasing the density of middle and high-density residential zones, promoting growth where transportation infrastructure already exists, and emphasizing middle housing. By reducing the impervious surface per capita, growth alternative 4 may require less stormwater mitigation when compared to the currently adopted plan or other growth alternatives.

Although water quality facilities are designed to remove certain pollutants from stormwater, they may not remove all pollutants. All developments may require developer financed improvements to the storm system serving that development. These improvements will be constructed concurrently with the development. Some projects to serve the additional growth may benefit a larger area and several future projects. The projects that benefit a larger area may need to be constructed with latecomers or other reimbursement agreements for future development.

- **Energy & Telecommunications:** Energy and Telecommunications services are provided by regional providers that conduct their own planning processes to ensure that adequate system capacity is available to support future demand, and that infrastructure is updated as necessary to serve growth.

⁸ Total Area includes contiguous city limits and excludes Liberty Ban, UGA and City owned property outside of city limits

⁹ Allowable building coverage as a percentage of parcel area.

¹⁰ Assumed impervious surfaces including driveways, sidewalks, and roof area as a percentage of parcel area

¹¹ Residential High single family detached maximum allowable building coverage is 50%; Residential High multifamily development maximum allowable building coverage is 60%.

¹² Assumed impervious surface for Residential High ranges from 70-80% assuming 70% for multifamily style developments; 75% used for calculation.

¹³ C-1 Downtown maximum allowable building coverage is 85%, except for Downtown Shopfront Overlay area which comprises approximately 4 acres on Front Street, and allows for 100% building coverage.

¹⁴ Assumed impervious surface for C-1 is 90% except for the Shopfront Overlay area of approximately 4 acres and allows for 100%.

¹⁵ Park zoning district is estimated to be approximately 10% impervious.

- **Solid Waste:** Solid waste impacts are generally the same across all alternatives as increased garbage and recycling services will be necessary for housing and job growth. As there is additional capacity for Alternatives 3 and 4, demand for increased trash and recycling services may result under these alternatives.

Threshold	Alternative 1	Alternative 2	Alternative 3	Alternative 4
Water	+	+	+	+
Sewer	+	+	+	+
Stormwater	+	+	+	+
Energy & Telecommunications	×	×	×	×
Solid Waste	×	×	×	×
Potential for Adverse Impacts: No or Low impact × Moderate impact + High impact + +				

3.11.3 Mitigation Measures

Comprehensive Plan Policies

All alternatives include Comprehensive Plan policies regarding utilities, as listed below.

- *Policy LU-12.3: Adopt an ordinance and programs to control storm water runoff through approaches including, but not limited to:*
 - *Adopt a storm water technical manual that meets the state minimum requirements;*
 - *Control offsite effects of runoff pollution, erosion, flooding and habitat damage;*
 - *Protect natural drainages;*
 - *Implement source control and treatment with Best Management Practices (BMP)*
 - *Require adequate storm water facilities concurrent with development and roads.*
- *Policy LU-12.5: As part of periodic updates to the City’s Storm Water Comprehensive Plan, inventory the City’s drainage basins and sub-basins to identify existing and future storm water drainage problems. Improvements to the City’s storm water drainage system shall be identified in the storm water functional plan and added to the City’s Capital Facility Plan.*
- *Policy LU-12.6: As part of periodic updates to the City’s Storm Water Comprehensive Plan and the Stormwater Management Action Plan (SMAP), identify projects and funding that will help to improve and protect Liberty Bay water quality by implementing applicable sections of the Liberty Bay TMDL Plan.*
- *Policy LU-13.6: The City will develop and implement a program, as funding allows and where feasible, to retrofit infrastructure that was developed prior to the implementation of surface and storm water best management practices*
- *Policy LU-14.1: As part of periodic updates to the City’s Storm Water Comprehensive Plan, the City will identify basins and sub-basins that may be suitable for development of regional storm water facilities. Regional facilities may be proposed in other locations by either the City or developer but shall be consistent with applicable City goals and policies.*
- *Policy LU-15.4: Ensure the City’s public groundwater sources provide a water supply that meets all federal and Washington State Department of Health drinking water quality standards.*
- *Policy CF-2.1: Level of service standards are established for the following types of facilities:*
 - *Water system: a flow volume that meets instantaneous peak demand together with projected fire flows, and sufficient storage volumes to comply with Washington State Department of health regulatory requirements.*
 - *Sewer system: a conveyance system which allows collection of peak wastewater discharge plus infiltration and inflow.*
 - *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 per Parks, Recreation, and Open Space (PROS) Plan, as amended.*
 - *Transportation: the transportation LOS is established to identify the need for growth-related transportation programs and projects, as well as those that serve people already living and working in Poulsbo. The transportation concurrency requirement ensures that these programs and projects are implemented proportionally with the level of growth and serve to implement the City’s Land Use Plan. Transportation LOS standards are contained in the Transportation Chapter, Policies TR-2.1 through TR-2.11*
 - *Solid Waste: Weekly curbside collection of refuse for residents; and daily to every-other week collection of commercial and multi-family dumpsters. Provide opportunities for recycling to be collected from single-family and multi-family residences.*

- *Policy CF-3.1: The City shall ensure that there is adequate long-term capacity for its water, sanitary sewer, solid waste utility, and storm water utility:*
 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. The agreement with Kitsap County is included in the Sanitary Sewer Comprehensive Plan, Appendix B-2.*
 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 evaluate the current storm water general facility charge and increase storm water utility rates periodically. The City shall implement a storm water utility rate increase when the projected revenue for the stormwater utility cannot fully fund its operations and anticipated capital improvement needs.*
 5. *Solid Waste. The City shall ensure there are sufficient capital assets and reserve funds (including operating and capital reserves) to sustain the Solid Waste Utility through 20 years of continued population and business growth. This includes providing new refuse collection and hauling equipment on a regular replacement schedule. The City shall regularly evaluate refuse collection and disposal costs and adjust solid waste collection rates appropriately to ensure adequate financial resources to sustain the Utility.*
- *Policy CF-3.3: The City Public Works Department, at the time of preliminary development review, shall make an evaluation of public facility capacity based upon the submitted development permit and make one of the following findings:*
 - *There is sufficient public facility capacity to support the proposed development and maintain the adopted level of service*
 - *There is not sufficient public facility capacity to support the proposed development, and improvements to the facility system will be required as a condition of approval, consistent with the City's CFP and Six-Year CIP.*
 - *There is not sufficient public facility capacity to support the proposed development, and improvements to the facility system will be required to be made by the City, consistent with the City's CFP and Six-Year CIP.*
- *Policy CF-6.1: Use functional plans to guide the development of the City's capital priorities and investment decisions in the following functional areas:*
 - *Water utility system;*
 - *Sanitary Sewer utility system;*
 - *Storm water and surface water management;*
 - *Parks, recreation, and open space;*
 - *Transportation; and*
 - *Other functional areas as identified.*
- *Policy UT-1.3: Require sewer and water connections for all new development and land use redevelopment, consistent with City construction standards.*
- *Policy UT-1.8: Provide for adequate design, construction, sampling, management, maintenance and operation practices to supply safe and high-quality drinking water in a reliable manner with quality suitable for intended use including for domestic usage, irrigation usage, and sufficient supply for emergencies and fire flow protections.*
- *Policy UT-1.10: Maintain water quality by looping new water systems and connecting to existing systems to the extent feasible.*

- *Policy UT-1.13: Maintain a cost-effective and responsive solid waste collection system. Require single-family residential garbage to be collected weekly at the curbside on public streets. Require commercial and multi-family garbage collection in City provide containers.*
- *Policy UT-1.15: Continue participating in Kitsap County's solid waste management planning to ensure a regional approach to solid waste management.*
- *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.*

Capital Facilities Planning

The City regularly plans for and adapts to changing growth patterns to ensure adequate and reliable utility services long term. Existing policies, regulations, and commitments to mitigate potential adverse impacts to water, wastewater, and stormwater would continue to apply under all alternatives. The GMA requires UGAs to be already served or readily served by public facilities and services, and if public facilities and services cannot be maintained at an acceptable LOS, the new development should be prohibited (RCW 36.70A.100). The regulatory framework is designed to avoid the situation where utilities become overextended and are not available to be planned to meet the demands of growth. It is one of the significant underpinnings of the Growth Management Act.

In addition, the utilities' functional plans for water, sewer and stormwater management were updated concurrently with comprehensive plan periodic update and have utilized the population and jobs growth projections in demand modeling. Capital improvement projects have been identified for the 20-year planning period and included in the comprehensive plan's capital facilities section.

- **Water:** By 2044, the total annual water use is projected to be 1,270 acre-feet/year, a 30 percent increase from current usage. By the end of the 20-year planning period in 2044, usage is projected to increase to 1,612 acre-feet/year. These projections do not include reductions in water use created by increased conservation and water use efficiency measures underway and planned by the City. The City holds water rights for a total of 1,893 acre-feet/year. It is not expected that the City will need additional instantaneous or annual water rights within the 20-year planning period. Exhibit 3.11.3-1 outlines the City's water system short- and long-term capital projects identified to meet the level of service standard.

Exhibit 3.11.3-1: Poulsbo Water System Capital Improvement Projects	
6-Year Projects	Description
4 th Avenue	Located near the 4th Ave Tanks, this project will expand a small pressure zone and increase service pressures as well as fire flow for higher elevation services near the 4th Ave Tanks. This includes installation of a booster pump station, building to house the equipment, and water main installation.
3 rd Avenue Water Main	Located on 3rd Ave between Hostmark and Moe and in coordination with the 3rd Avenue Improvement Project (Streets Project), this will install 8" water main, install hydrants, provide FDC connections, upgrade services, and increase system redundancy in the downtown area. Approximately 830 linear feet of main will be installed in advance of the streets project.
Big Valley Well Improvements	Located at the Big Valley Well site, this project includes a number of site improvements to the Big Valley Wells including a pre-design planning report to determine necessary site improvements, treatment requirements, water rights assessments, and general equipment condition assessment.
Caldart Main Replacement	This project replaces the last remaining asbestos-concrete (AC) water main in the city which is located on Caldart Ave between Hostmark and Raab Park. Approximately 1,800 linear feet of 8" AC main will be replaced with 8" DI main. New valves, connections, hydrants, and other appurtenances will be installed.
Finn Hill Tank Retrofit	Located on Finn Hill, this project will retrofit the 500,000-gallon steel Finn Hill tank. Improvements will include seismic resiliency upgrades, exterior painting and coating of the tank, installation of an earthquake valve, updated telemetry, and other miscellaneous site improvements.

Front Street Main Replacement	This project will replace the existing 12" cast iron water main on Front Street between 4th Ave and Jensen Way with 12" ductile iron. As part of the upgrades to Front Street, new hydrants, fire connections for existing buildings.
Hostmark Pipe/SR 305 Crossing	Located on Hostmark between SR305 and 4th Ave, this project will include a crossing under SR305, extending a 12" main down Hostmark to the new Front Street 12" main. This will greatly increase system capacity and redundancy and replace an existing pipe which is undersized and runs through the woods.
Noll Road Water Improvements	This project is part of the larger Noll Road Corridor transportation project. This alignment is between Mesford and Lincoln and it has existing water, however additional hydrants, stub-outs, and service connections will be included for future growth and development throughout the corridor.
Old Town Water Main Replacement	This project will replace the undersized main along four streets in Old Town area of Poulsbo; Ness, Harrison, Eliason, and Ryen between Fjord and 6th Ave. New 8" main will be installed along with updated service connections, fire hydrants, and other minor system improvements.
Raab Park Tank Project	A twin tank will be added to the Raab Reservoir site, and seismic improvements and upgraded telemetry will be included in this project. The new tank will be 150,000 gallons and add storage capacity to the Middle Zone. The location of the new proposed tank will require relocation of the Raab Park restrooms, site security fencing, and electrical upgrades. The project also includes rehabilitation of the existing Raab tank including crack sealing and upgrading flexible seismic connections.
Westside Well Emergency Access	Located at the Westside Well site, this project will add a driveway entrance/approach from SR3 directly to the well site.
Well VFD Upgrades	This project will install VFDs (variable frequency drives) at Lincoln Well #2, Westside Well, and Big Valley #2. Big Valley Well #2 will also have its pump and motor replaced as it is at the end of its service life. Installation of VFDs will reduce the impact of water hammer at the wellheads.
Wilderness Park Tank Retrofit	Located at the Wilderness Tank Site on Hostmark, this project will upgrade seismic resiliency, paint and coat the tank, add an earthquake valve, upgrade telemetry, and replace the PRV and booster pump currently located at the site.
Lincoln/Caldart Water Main Connection	This project will install approximately 1,500LF of new 8" main completing a connection between Caldart and Lincoln and creating an additional loop in the East High Zone.
Long-Term Projects (10-20 years)	Description
Lincoln Road and Poulsbo Middle School Pipe Upgrades	This project will upsize approximately 1,300 feet of 8" pipe to 12" on Lincoln Road between intersection of Lincoln and Caldart and the entrance to Brookdale Montclair Senior Living. It will also include construction to upsize approximately 1,000 feet of existing 8" main to 12" main at the Middle and Elementary Schools.
Long term Water Supply Study	This study will examine and outline the process for the City to acquire additional long term water supply and water rights.
Old town Water Main Replacement	This is project includes Nelson Place NE (Ryen St. to Sommerseth St), Ne Sommerseth St (Fjord to 6th Ave), Torgeson Ave NE, Ne Haugen St, 8th Ave, Sommerseth St, and 9th Avenue.
Various pipe and meter upgrade and replacements	The City has a policy to evaluate the condition of existing utilities prior to beginning any street improvement; this project will replace the pipe segments identified in the hydraulic model as requiring upsizing to provide adequate fire flow capacity that are not already included in any of the other identified capital projects. Water meters have a 20-year battery life and periodic and systematic replacement is anticipated within 15-20 years.
Raab Park Booster Pump Station	This is project will install a booster pump station at Raab Park and connect the Middle Zone to the East High Zone, allowing water to be transferred from the Middle Zone to the East High Zone.
<i>Source: City of Poulsbo Water System Plan, 2024</i>	

- **Sewer:** The 2024 General Sewer Plan includes a hydraulic modeling analysis to compare the 2027, 2041/2044 Alt. 4 projected peak flow demand by existing system capacity. A number of deficiencies in gravity sewer

capacity and lift station capacity were identified and are addressed by improvements included in the sewer capital facilities improvements projects. Exhibit 3.11.3-2 below reports the 6- and 20-year capital improvement capacity projects identified by the sewer plan as needed for projected growth. In addition, capital projects identified by Kitsap County as necessary to ensure capacity for Poulsbo’s sewer conveyance to the Central Kitsap Wastewater Treatment Plan are included.

Exhibit 3.11.3-2: Poulsbo Sewer System Capital Improvement Projects	
6-Year Projects	Description
Bond Road Lift Station and Force Main Improvements	This project will upsize pumping capacity, extend force main and upsize existing upstream 8-inch and 10-inch gravity sewer to 12-inch.
3 rd Avenue Sewer Upgrades	Relocate existing sewer.
Alasund Lift Station Connection	Abandon Alasund Lift Station with a gravity sewer extension in the Noll Road Basin.
Lemolo Property Purchase	Purchase property owned by Kitsap County to use as a staging/construction area for future sewer infrastructure projects.
Old Town Sewer Upgrades	Replace and upgrade sewer connections in the Old Poulsbo town area.
Lincoln Road Sewer Reroute	Reroute gravity main through Poulsbo Mobile Home Park to Lincoln Road.
Long-Term Projects (20 years)	Description
Lindvig Lift Station Upgrades	Upsize submersible pumps and replace associated electrical, instrumentation, and control equipment.
8 th Avenue NE Gravity Sewer Upgrade	Upsize existing 10-inch and 12-inch gravity sewer to 15-inch gravity sewer.
Liberty Road Lift Station Improvements	Upsize submersible pumps and replace associated electrical, instrumentation, and control equipment.
Village Lift Station Improvements	Upsize submersible pumps and replace associated electrical, instrumentation, and control equipment.
Kitsap County Conveyance and CKWWTP Projects	Description
Johnson to Norum Pipeline Upgrade	Upsize existing 14-inch gravity sewer to 21-inch gravity sewer.
Third Lemolo Siphon Design	Design for third siphon under Liberty Bay.
Third Lemolo Siphon	Construct third siphon under Liberty Bay.
Miscellaneous CKWWTP upgrades	Variety of upgrade projects at Kitsap County facilities that serve Poulsbo.
<i>Source: City of Poulsbo General Sewer System Plan, 2024</i>	

- Stormwater:** The mitigation for potential stormwater impacts is identical for all growth alternatives. All development and re-development projects are required to control the quantity and quality of stormwater runoff during and after project construction. The *Stormwater Management Manual for Western Washington* (SWMMWW), published by the Washington Department of Ecology, provides the City with guidance to set stormwater standards for new development and redevelopment projects. The SWMMWW is also used by land developers to design permanent stormwater infrastructure, create stormwater pollution prevention plans for site construction, and to select appropriate construction best management practices (BMPs). The City has currently adopted the 2019 SWMMWW in Poulsbo Municipal Code. Projects designed to the currently adopted SWMMWW are designed to the best available methods for stormwater control and treatment.

The City plans new stormwater facilities, stormwater facility retrofits, and repair projects through the Capital Improvement Plan (CIP). The CIP identifies and prioritizes capital projects to maintain level of service (LOS) for the utility. Projects are generally divided into four project types: water quality/TMDL projects, habitat projects, flood control projects, and maintenance and repair projects.

Exhibit 3.11.3-3: Poulsbo Stormwater System Capital Improvement Projects	
Storm Projects	Description
3 rd Avenue Storm Lining	Rehabilitate 12-inch concrete storm pipe from 4 th Avenue to Front Street.
8 th Avenue Culvert Replacement	Replace existing undersized 24-inch concrete barrier culvert pipe for South Fork Dogfish Creek at 8 th Avenue, with 11-ft wide, 3-sided concrete box culvert. Relocate utilities, reconstruct roadway, storm system and sidewalk.

Liberty Bay Storm Outfalls	This project will replace three storm outfalls into Liberty Bay, located at American Legion Park, Liberty Bay Auto property, and Poulsbo Yacht Club. Habitat features at each of the outfall channel and precast bottomless fish passage culvert design are anticipated.
Bjorgen Creek Culvert Replacement (Deer Run)	This project will replace existing 24-inch diameter pipe under Bjorgen Street with a new 12-ft wide concrete box culvert. Project includes habitat and street restoration.
Dogfish Creek Retrofit	This project will reduce flooding, improve water quality and improve fish habitat in South Fork Dogfish Creek, 8 th Avenue and Centennial Park vicinity. Includes retrofit of stormwater pond at Poulsbo Library, water quality treatment improvements on 7 th Avenue and Iverson Street.
Forest Rock Hills (SR 305) Outfall	A combination of two outfall improvement projects: Forest Rock Lane outfall located near intersection of Forest Rock Lane and SR 305 will help reduce flooding; and Liberty Road outfall located at intersection of Liberty Road and SR 305 to repair outfall pipe.
NKHS Ballfield Storm	Rehabilitate 18-inch concrete pipe from Mesford Street to the outfall swale near High School Technology Building.
Noll Road Storm LID Retrofit	Improve water quality through bioretention, treatment vaults in the Noll Basin.
Storm CIPP Lining	This project is a combination with a sewer capital project, to rehabilitate gravity storm and sewer mains with Cured in Place Pipe (CIPP) liners.
Source: City of Poulsbo Stormwater Functional Plan, 2024	

- **Energy and Telecommunications:**

Electric: Long-range plans are developed by PSE's Total Energy System Planning Department and are based on electrical growth projections. County population projections produced by the OFM are used to determine new load growth for the next 20 years. Projected load is calculated as the existing load combined with forecasted new load, with deduction for conservation reductions and demand side management. PSE's future electrical facilities plan is based on an estimated normal peak winter load. PSE plans to construct additional transmission and distribution facilities to meet demand. The exact timing of individual projects will be determined by the rate of load growth in specific areas. There is one planned project in Bremerton – West Belfair Valley Road electric system upgrade.

Natural Gas: CNG does not plan in advance for individual connections; instead, connections are initiated by customer requests for new construction or conversion. CNG expects to continue developing distribution systems and services to meet growth at the lowest possible cost by maximizing capacity of the existing distribution system.

Telecommunications: Telephone service providers are required by state law to provide adequate telecommunications service on demand per Chapter 80.36.090 RCW. Telephone service providers are therefore required to provide services in a manner that accommodates growth within their service area, wherever it may occur. As such, telephone service providers generally do not conduct detailed long-range planning activities. General improvements and maintenance necessary keep the current system operational and to accommodate future growth are implemented as required.

- **Solid Waste:** New service is initiated by customer requests. Future replacement of solid waste capital equipment is established through the City's Capital Acquisition Fund, which provides the funding for replacement of equipment. Two replacement collection trucks are scheduled in the City's 6-year CIP for solid waste – one in 2026 and one in 2028. A future planned Public Works Maintenance Facility will include storage and mechanical areas dedicated for solid waste equipment.

Other Potential Mitigation Measures

- Continue to update its water, sewer, and stormwater system plans at a minimum of every six years to ensure it is meeting the short-term and long-term capacity needs of the city, as well as applicable state agency requirements.
- Review construction standards regularly to ensure the City's standards are current and relevant to the changing needs of the city.
- Develop and implement proactive water conservation and education program.
- Continue inflow and infiltration evaluations of the City's sewer system.

- Continue to coordinate with Kitsap County Public Works to ensure there is adequate capacity at the Central Kitsap Wastewater Treatment Plan.
- Incorporate LID standards and techniques for storm water management should be incorporated wherever possible to aid in the reduction of storm water impacts.
- Regional detention and water quality facilities should be used wherever feasible to provide economies in space.
- To the extent that is financially possible, existing storm water systems should be retrofitted with Best Management Practices (BMPs) that reduce pollutant loading.

3.11.4 Significant Unavoidable Adverse Impacts

There would be no significant unavoidable adverse impacts to utilities under any of the alternatives. Services generally have capacity to serve, and where there are deficiencies in current infrastructure, there are plans and regulations to ensure that there is proper connection and sizing. Targeted investments identified in functional plans, capital facilities plan and implemented through the City's capital facilities budget process will ensure adequate capacity under all alternatives.