

City of Poulsbo

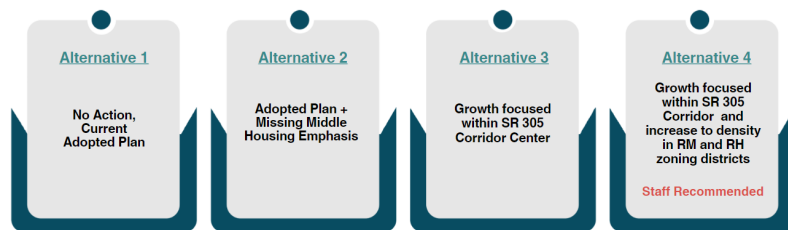
Planning & Economic Development



To: Planning Commission and City Council
From: Nikole Coleman, AICP, Planning Manager
Date: March 4, 2025
RE: Comprehensive Plan Update, Draft Environmental Impact Statement (DEIS) Preferred Alternative

Public Workshop Purpose:

The purpose of the joint public workshop is for the Planning Commission and City Council to select a Preferred Growth Alternative, as outlined below. After reviewing the comments received during the DEIS (Attachment A) comment period (1/16/25-2/18/25) staff recommend selection of Growth Alternative 4, *Growth focused within SR 305 Corridor Center and increase to density in Residential Medium and Residential High zoning districts.*



Background:

Comprehensive Plan Update. The City of Poulsbo is updating its Comprehensive Plan consistent with the Growth Management Act (GMA; RCW 36.70A). The plan is designed to help the City meet its long-term vision for land use and growth management in incorporated city limits and associated unincorporated urban growth area.

In accordance with GMA, the 2024 Update addresses a 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).

SEPA. Under the [State Environmental Policy Act](#) (SEPA), an Environmental Impact Statement (EIS) is an informational document that provides the City, public, and other agencies with environmental information to be considered in the decision-making process. The primary purpose of an EIS is to provide an impartial discussion of significant environmental impacts, and reasonable alternatives and mitigation measures that avoid or minimize adverse environmental impacts. It also allows the public and government agencies to comment on proposals and alternatives.

The scoping process is intended to identify the range of potential significant impacts on the built and natural environment that should be considered and evaluated in the EIS. The City issued a Scoping Notice on April 14, 2023, with a 45-day public comment period that ran through May 29, 2023. Two scoping comments were received and are included in the DEIS as [Chapter 5](#).

Alternatives. An EIS is required to identify and analyze alternative approaches to meeting the goals of a proposal. In the case of Comprehensive Plans, these "EIS Alternatives" represent different growth strategies. Alternatives should represent a range of options that can highlight the impacts of different potential choices. The alternatives should be broad enough that the final preferred alternative, which is included in the final plan, will fall within the range of the alternatives studied.

Draft Environmental Impact Statement. The DEIS was released on January 17, 2025, and studies four land use and growth alternatives that include a no action and three action alternatives for the City Poulsbo and Urban Growth Area. All three action alternatives assume growth per [PSRC's Vision 2050](#) and [Appendix B and F of the Kitsap CPPs](#): 5,646 new persons, 4,000 new jobs and 1,977 new housing units.

The following is a summary of the alternatives studied:



- 1) *Alternative 1 – No Action, Current Adopted Plan*: This alternative assumes no changes to the future land use designations currently shown on the City’s Comprehensive Plan Land Use Map, and there will be no policy, zoning or regulation changes associated with this alternative. This alternative is required under SEPA.
- 2) *Alternative 2 – Adopted Plan + Missing Middle Housing Emphasis*: This alternative will focus on adding policies and development regulation amendments that would promote missing middle housing within the residential zoning districts. Examples of Missing Middle Housing that would be considered in zoning regulations are reduced minimum lot sizes; attached units (duplex, triplex, etc.) allowed in Residential Low zoning districts; infill; multiplex buildings; town or rowhouses; accessory dwelling units; and cottage/courtyard developments.
- 3) *Alternative 3 – Growth focused within SR 305 Corridor Center*: This alternative would evaluate the C-3 Commercial zone for opportunities to increase residential development along an existing transit corridor, while also maintaining a vital employment area. There are opportunities for development within this area and future code amendments may include increased building height, reduced parking requirements, and other incentives. A substantial portion of the population and new jobs will be assigned to this alternative. Residential designations and densities (Residential Low, Residential Medium and Residential High) remains the same as Alternative 1 Current Adopted Plan and includes Alternative 2 Missing Middle Emphasis.
- 4) *Alternative 4 – Growth focused within SR 305 Corridor Center and increase to density in Residential Medium and Residential High zoning districts*: This alternative would include the SR 305 Corridor Center evaluation and add increased densities to the City’s Residential Medium (RM) and Residential High (RH) zoning districts. 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.

Public comment was accepted for the DEIS through February 18, 2025. Public comments received during this time period are provided in Attachment A. In order to move forward, the Planning Commission and City Council must select a preferred growth alternative so staff can prepare the Final Environmental Impact Statement (FEIS) and Comprehensive Plan update. The preferred growth alternative can be one of the four alternatives studied, or a combination of them. An excerpt from the DEIS, more fully describing proposed land use alternatives, is provided as Attachment B; or a full version of the DEIS is available [here](#).

Staff Recommendation:

Planning and Economic Development staff recommend selection of Growth Alternative 4 as it satisfies Growth Management Act requirements to plan for growth per [RCW 36.70A](#), conforms to regional planning requirements, satisfies growth estimates for population and jobs through 2044, and provides the necessary planned housing units at income levels as required by [House Bill 1220](#) to “Plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.”

Under the estimates of capacity, Alternatives 1 and 2 would be challenged in meeting housing targets per income segment (see Attachment C). Conversely, Alternatives 3 and 4 would both be able to meet expected housing targets required by [House Bill 1220](#). However, the SR 305 Corridor Center is heavily encumbered by critical areas, while Alternative 4 provides the highest mix of housing types and opportunities. Selection of the Preferred Alternative will enable staff to complete a final draft of the Comprehensive Plan for consideration by the Planning Commission and City Council at a later public hearing, as well as preparation of a FEIS that provides additional analysis on the selected alternative.

Next Steps:

- Release of Final EIS – Date TBD (tentative April 11, 2025). The Final EIS completes the environmental review process for a range of alternatives evaluated in the Draft EIS, provides responses to comments, and identifies adjustments made to the preferred alternative (if needed).
- Release of Draft Comprehensive Plan Document - Date TBD (tentative April 11, 2025)
- Planning Commission Public Hearing on Comprehensive Plan Update – Date TBD (tentative May 13, 2025)
- City Council Public Hearing on Comprehensive Plan Update – Date TBD (tentative June 11, 2025)

Attachments:

- A. Draft Environmental Impact Statement (DEIS) comments and initial response
- B. Draft Environmental Impact Statement (DEIS) Excerpt
- C. Housing Units per Income Segment (excerpt from DEIS)
- D. Comprehensive Work Plan Progress Report

Summary of DEIS Public Comments and Responses DRAFT 3/4/25				
No.	Name	Date	Comment	Response
1	Keith Bierman	1/29/25		
1.1			I'm writing to provide comment on the Comprehensive Plan. I fully support alternative four. Aggressive action will be necessary to adapt our town for growth. I'm urging the city council to fully endorse alternative four.	Alternative 4's preference is noted and will be forwarded to Poulso City Council and Planning Commission.
2	Charlie Thompson, Fishline	2/10/25		
2.1			I am writing to provide comments on the Draft Environmental Impact Statement for the City of Poulso's 2024 Comprehensive Plan Update. I am both a resident of Poulso and the Executive Director of Fishline. Each day I witness the challenges our residents have with affordability. People utilizing Fishline's services work hard, and it simply is not enough because the cost of housing and other basic needs are out of reach. The Draft EIS identifies four alternative paths for Poulso. I implore you to choose the path that provides the most options for affordable housing, Alternative 4. Importantly, according to the Draft EIS, "Housing affordability would continue to be a challenge in Poulso under all alternatives due to the pressures of regional population and employment growth." Knowing that challenges to affordability will continue under all four alternatives only increases the need to choose Alternative 4. We must do what is necessary to provide as much affordable housing as possible. Thank you for your time and consideration of my comments.	Alternative 4's preference is noted and will be forwarded to Poulso City Council and Planning Commission.
3	Bill McCoy	2/17/25		
3.1			In my opinion, supporting Missing Middle Housing (Alternative 2) and mixed use in Hwy 305 Corridor (Alternative 3) along with increasing density in RM/RH zones (Alternative 4) is clearly the optimal direction to sensibly grow the Poulso community. Successfully implemented, Alternative 4 (which includes Alternatives 2 & 3) will help to concentrate Poulso's growth in more walkable/bikeable and transit-friendly areas while supporting a diversity of household types and income levels in the community. However, without more emphasis on zoning regulation and process changes the planned for growth from increasing density in RM/RH and enabling Middle Housing very likely won't happen, because development won't be economically viable, i.e. it won't "pencil" for developers. We'll continue to get mostly upscale detached single-family homes plus a few large apartment complexes, all in car-centric areas in the outskirts of the City, while RM/RH lots closer to town remain undeveloped. Obviously, this is what's currently happening. As the EIS indicates (p.131) from 2020-2024 391 single-family homes were permitted in the RL zone, while no multi-family units at all were permitted in the RH zone. Development in RH, Poulso's densest zone, isn't happening, because it won't pencil on these remaining - nearly all critical-area-burdened - properties given parking, landscaping, and other requirements and the costly and unpredictable site plan review process. Poulso can't just add more theoretical density (Alternative 4) and expect it to magically get utilized. Achieving more density in RM/RH - even achieving current density - will necessitate significant adjustments to zoning regulations and processes.	Alternative 4's preference is noted and will be forwarded to Poulso City Council and Planning Commission. Amendments to the City's Zoning Ordinance will be necessary to implement Alternatives 3 and 4. Comments regarding the need to adjust landscaping, parking and other regulations that may be barrier to middle housing unit types and higher densities are noted and will be evaluated during the zoning ordinance amendment process. The City commissioned a market study that evaluated mixed use and higher density opportunities and barriers in Alternative 3 and 4's SR 305 Corridor, and will also use this study to inform needed amendments.
3.2			And, what multi-family that has been built or permitted in recent years is almost entirely large rental apartment projects (90 to 468 units), across major streets and highways from downtown, despite there being many smaller parcels in RM/RH zones, closer to downtown, that could support Middle Housing scale developments that would be more walkable, bikeable, and transit-friendly, and in many cases offered for sale and thus a pathway to homeownership. These large apartment complexes, despite their parking lots, ironically increase rather than reduce Poulso's street-parking burden because if the residents come downtown, they drive. We are getting only large-scale projects because the significant fixed costs of Poulso's development processes and requirements are only bearable if amortized across a large number of units. And because Poulso's car-centric parking requirements - that basically require as much space for parking lots as for buildings - don't work for our remaining smaller lots, that generally also come with slopes. So since Middle Housing doesn't pencil now on smaller lots in zones where it's already allowed, also allowing it in RL (Alternative 2) - generally on even smaller lots - won't magically make it happen. Achieving the planned growth from Middle Housing will also necessitate significant adjustments to zoning regulations and processes. Just two specific adjustments would significantly close the plan goals vs. economic reality gap: <ol style="list-style-type: none"> 1. Reduce multi-family off-street parking requirements for multi-family developments from 1.75 space per unit net to 1 space per unit. 2. Eliminate all standards (e.g. setbacks, building perimeter landscaping) and mandated processes (e.g. architectural design review) for developing multifamily units on existing parcels that are more restrictive than the standards and processes required for developing detached single-family residences on existing parcels. These two broad-brush changes could be limited or conditioned to mitigate any potential negative impacts. For example, the changes could be applicable only to multi-family infill in any residential zone (e.g. projects of less than 20 units), developments outside the historic Downtown zone, and/or excluded in situations of more public concern (e.g. RM/RH when adjacent to RL). Parking reductions could be applicable only if a study supports a surplus of on-street parking, and/or could start smaller (eliminate the .25 per unit guest parking space, allow reduction from 1.5 to 1	Comments provide specific suggestions to the City's zoning ordinance to lessen standards that would assist developers in financially being able to support middle housing and increased density multifamily housing. Elements identified include parking, landscaping, architectural design review, and encourage the City to review these standards during the process to amend the zoning ordinance to ensure implementation of the preferred alternative.

			<p>space for 1BR units as well as studios, and make the senior parking requirement 1 space rather than 1.25 and applicable to age 55+ rather than age 65+).</p> <p>I will be happy to provide more specific input when the time comes for Council and staff to consider new zoning regulations, I am providing this feedback now because I think Council and staff should ideally clarify in the EIS that changes to enable the chosen Alternative will likely need to be significant, given historical trends, and should definitely be prepared to entertain such significant changes. I am a part-time small-scale developer and real estate broker with limited experience. Staff and other citizens may well have much better ideas about how to enable the sensible growth Poulsbo needs. So I respectfully encourage Council and staff to solicit and carefully consider all ideas in that stage of the process, even - especially - ideas that are “out of the box” rather than “business as usual”.</p>	
4	Edie Lau	2/17/25		
4.1			<p>Thank you for the opportunity to comment on the City of Poulsbo 2024 Comprehensive Plan Update Draft Environmental Impact Statement. The document is well-organized, clear and fairly thorough. Kudos. As a long-time city resident who cherishes the community's natural environment, I am heartened by the many references in the DEIS to supporting active transportation, including making bicycling and walking safer and more inviting, and the attention paid to facilitating and increasing opportunities for public transit.</p>	Comment noted. Thank you.
4.2			<p>Section 3.2 Air Quality/Climate. Regarding wildfire smoke: "It is important to note that the City has no control over wildfires" (p. 20, repeated on p.71). Actually, there is a major step that the City of Poulsbo can take to significantly decrease the chances of wildfire ignition during the dry season: Ban fireworks. Poulsbo is one of a rapidly decreasing number of municipalities in Western Washington that continue to allow personal fireworks on the Fourth of July. In addition to the considerable fire and personal safety danger posed by fireworks, they terrify household pets and wildlife, trigger many combat veterans, and fill the air with particulate matter that raises the risk of cardiovascular disease to everyone in the airshed. Let's tap our community creativity and find healthier ways to celebrate.</p> <p>As an attendee of an excellent wildfire resilience workshop hosted by the Poulsbo Fire Department in coordination with the conservation districts of Mason and Kitsap counties in early October, I suggest consulting with the fire department for more ideas that the City could consider toward reducing wildfire risk in our community.</p> <p>Also in this section, as a mitigation measure, consider disallowing the use of methane (natural gas) in new construction.</p>	These comments are noted, and will be considered for inclusion in the FEIS as mitigations.
4.3			<p>Section 3.11 Utilities. The impacts section (3.11.2, page 184) states: "Solid waste impacts are generally the same across all alternatives as increased garbage and recycling services will be necessary for housing and job growth." To mitigate increased solid waste generation, consider adding an explicit reference to composting of food and yard waste. Elsewhere in the plan (section 3.2.3, p. 75), reduction of food waste is cited as a mitigation measure, but the document does not specify how. One answer is curbside pickup of organic material — not just large containers of yard waste but smaller ones of kitchen waste — which has become a standard municipal service in communities across the country. Poulsbo need look no farther than Seattle for an example. Here are three final suggestions that support the goals and policies delineated in this document.</p> <ol style="list-style-type: none"> 1. To promote active transportation, add bicycle racks throughout the city. Creative rack designs can double as public art. 2. Throughout the document are references to walkability and access to public transit. However, under development that has occurred to date, we have seas of houses and no services, particularly on the west and east sides of the city. The quality of life in Poulsbo would be raised substantially if the City were to allow and encourage small businesses (such as corner stores and neighborhood cafes) within a half- to one-mile walk of housing developments. Such action would be consistent with Policy ED-1.5 (p. 112): "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." 3. Add a mini traffic circle at Caldart and Mesford. Since the four-way stop at that intersection was eliminated, it has become increasingly difficult for westbound traffic on Mesford to turn onto Caldart, especially but not exclusively during school start and release hours. Congestion and backups at that intersection will increase when the housing development north of St. Olaf's Church is completed. The plans for mini circles elsewhere in the area, listed in the DEIS, are encouraging. Please don't overlook this intersection. 	These comments are noted and will be considered for inclusion in the FEIS as mitigations.
5	Kitsap Building Association	2/18/25		
5.1			<p>The Kitsap Building Association (KBA) writes to express our strong support for Alternative 4, which focuses growth within the SR 305 Corridor Center while increasing density in the Residential Medium (RM) and Residential High (RH) zoning districts. As an organization dedicated to promoting responsible growth and housing affordability, we recognize that this proposal is a necessary step toward addressing Poulsbo's housing needs.</p>	Alternative 4's preference is noted and will be forwarded to Poulsbo City Council and Planning Commission.
5.2			<p>Why Alternative 4 is the Right Choice. The proposed density increases—expanding RM zoning from 6-10 units per acre to 6-14 units per acre and RH zoning from 11-14 units per acre to 15-22 units per acre—will:</p> <ul style="list-style-type: none"> - Increase Housing Supply – By allowing for greater density in key areas, this plan will help alleviate the ongoing housing shortage and improve affordability for residents. 	Alternative 4's preference which includes increasing densities for the City's RM and RH zoning districts is noted and will be forwarded to Poulsbo City Council and Planning Commission.

			<ul style="list-style-type: none"> - Support Smart Growth & Transportation Access – Concentrating growth along the SR 305 Corridor aligns with transit-oriented development principles, reducing reliance on cars and improving access to public transportation, jobs, and services. This aligns with increased environmental preservation while also providing a greater area for open space in development. - Preserve Neighborhood Character While Meeting Housing Demand – This approach strategically targets growth in appropriate zoning areas while maintaining the existing densities in Residential Low (RL) zones, ensuring balanced and sustainable development. - Encourage Economic Growth – Increased housing density supports local businesses, infrastructure investments, and workforce housing, contributing to a more resilient and vibrant economy. 	
5.3			<p>The Importance of Proactive Zoning Adjustments. As Poulsbo continues to grow, zoning policies must evolve to ensure that new housing can meet demand without sprawl or excessive infrastructure strain. By adopting Alternative 4, the city will be taking a forward-thinking, sustainable approach that aligns with the goals of affordability, accessibility, and economic development. The Kitsap Building Association strongly urges the City to approve Alternative 4 to provide much needed housing opportunities while supporting responsible and strategic growth. We appreciate your leadership in shaping policies that benefit both residents and the broader community.</p>	<p>Alternative 4's preference is noted and will be forwarded to Poulsbo City Council and Planning Commission.</p>
6	Rod Malcom, Suquamish Tribe	2/18/25		
6.1			<p>The Natural Resources Department of Suquamish Indian Tribe of the Port Madison Reservation appreciates the opportunity to review the “<i>Draft Environmental Impact Statement (DEIS or Draft EIS) for the City of Poulsbo 2024 Comprehensive Plan Update</i>”. The area covered by the update lies entirely within the Suquamish Tribe's aboriginal homeland and includes treaty reserved fishing areas and hunting and gathering areas. The Tribe seeks protection of all treaty-reserved natural resources through avoidance of impacts to habitat and natural systems. The Tribe urges the City of Poulsbo to avoid land use decisions that will impact natural resources within the Tribe's territory, including impacts to the shorelines and waters of the Tribe's usual and accustomed fishing areas (U&A).</p> <p>The Tribe has the following general comments on the DEIS.</p> <ol style="list-style-type: none"> 1. Natural environment section needs more detail, including maps that show pocket estuaries, better show stream locations, 303(d) listed streams, <i>etc.</i> 2. As the current wetland and stream buffers the DEIS incorporates are not supported by Best Available Science, the level of protection afforded will be less than assumed. 3. Buffer averaging. 4. The interactive effects of climate change and development upon buffer function and values and stream water quality and quantity are not fully considered. 5. Assumptions, both implicit and explicit, and the caveats in various manuals that affect the effectiveness of mitigation measures or analysis of impacts are not presented. 6. Incomplete consideration of the impacts of new impervious surfaces. 	<p>Comments are noted and further defined in additional comments below. In general, comments are anticipated to be addressed in 1) FEIS, 2) upcoming update to the City's Critical Areas Ordinance as part of the periodic update, 3) adoption by the City of the Department of Ecology's 2024 Stormwater Manual, required action by 2027, 4) site specific application review, and 5) adoption of Climate Change and Resiliency chapter and documentation, required by 2029.</p>
6.2			<p>Unlike many similar documents, the DEIS (Exhibit 3.4.1-4: Fish and Wildlife Habitat Conservation Areas) provides a map of forage fish locations. Additionally, the DEIS gives considerable attention to the estuarine conditions of Liberty Bay. However, the focus on Liberty Bay within or adjacent to the City needs to be expanded to include pocket estuaries (often found at stream mouths) which are important areas for juvenile salmonids. Several pocket estuaries are found within the City or the streams, such as Bjorgen Creek or Johnson Creek, discharging into these pocket estuaries originate in the City. The following map was retrieved 7 February 2025 from the NOAA website¹ The importance of these pocket estuaries should be discussed in the FEIS and an appropriate map included.</p>	<p>The commenter is requesting additional available information be included in the City's Fish and Wildlife Habitat Conservation Areas map. The FEIS will evaluate additional available mapping information and include as appropriate.</p>
6.3			<p>The current buffer averaging and variance processes used by the City do avail themselves of Best Available Science and particularly, the Critical Areas Regulation does not require a robust analysis of impacts to determine there will be no net loss. There is an assumption that area equates to value; however, the more distal portions of the buffer typically provide less value and the documents supporting buffer averaging typically do not provide a quantitative analysis of the values lost due to the decreased buffer compared to those gain in the increased portion of the buffer. Additionally, the temporal loss of function is typically not quantitatively described, such as the time required for newly planted areas in the expanded portion of the buffer to reach the same basal area or canopy coverage as the areas prior to buffer reduction.</p>	<p>The City is required to update the Critical Areas Ordinance as part of the periodic update effort. Evaluation of and inclusion of Best Available Science is a component of the CAO update process. Reviewing new and updated guidance from state resource agencies</p> <p>Currently, the City's CAO allows buffer averaging only for wetlands and follows the Department of Ecology guidance. If DOE's guidance has been updated regarding wetland buffer averaging, this will be captured during the CAO update effort. The CAO does not include a variance process.</p> <p>No net loss is identified in the following CAO Sections: PMC 16.20.130(7), 16.20.133(4), 16.20.150, 16.20.205(A), 16.20.235(E)(2), 16.20.735(B).</p>

				Wetland Mitigation Sequencing is identified in the following CAO Sections: PMC 16.20.240, 16.20.735(A).
6.4			<p>The known impacts of development and urbanization upon the stream hydrology and physical conditions are, in some cases, similar to that expected from climate change (Table 1). Development and climate change will act additively, and probably synergistically, to impact stream channels, wetlands, and the species that depend upon those habitats, as well as nearshore habitats.</p> <p>The DEIS did not consider the additive and synergistic effects of development and climate change, and propose mitigation measures that ensure development does not continue to make stream and nearshore habitats more vulnerable (less resilient) to climate change. Given climate change, the EIS should take a precautionary approach when describing the effectiveness of mitigation measures or land use regulations, and be cautious when scientific knowledge is uncertain and not use the absence of adequate scientific information as a reason to postpone action or fail to take action to reduce the potential for serious harm to the environment. The EIS is the appropriate document to address and communicate to the elected officials and decision makers project specific and cumulative adverse environmental impacts and requirement for new and additional mitigation measures to protect anadromous habitat.</p>	Comment noted. Will evaluate and respond as appropriate in the FEIS. GMA requires the City to prepare a Climate and Resiliency Element, or sub-elements by 2029.
6.5			<p>The DEIS lists numerous explicit assumptions and contains numerous implicit statements stating or suggesting that following various manuals will prevent adverse impacts or reduce to non-significance. However, these manuals contain assumptions and caveats that are generally not known to City staff or decision makers. The FEIS should include a listing of explicit and impact assumptions and caveats in these manuals that affect the ability to achieve the desired level of environmental protection.</p> <p>For example, the 2019 Stormwater Manual contains explicit and implicit assumptions and caveats that should be considered in the EIS to ensure decision makers have a better understanding of the impacts of stormwater as well as manual limitations. This limitations and caveats are carried forwarded into the 2024 Stormwater Manual. There is no support for a position that flow control duration that limits or prevents channel erosion also directly protects aquatic life. Impacts to aquatic life occur at much lower flow than that will produces adverse effects on aquatic biota.</p> <p>The stormwater manuals do not consider the potential impact of development and stormwater management increasing the duration of stream flows with velocities that adversely impact aquatic life in the absence of flow events that could cause channel erosion. Additionally, these manual do not address cumulative impacts of projects that are exempt from the flow duration controls, resulting in cumulative impact upon stream flows.</p>	The City is required to utilize the Department of Ecology Stormwater Manual, which is upon adoption, meeting the state requirements for stormwater management. Currently, the City utilizes the 2019 Stormwater Manual, and evaluates additional impacts on a site specific project application process. The City is required to adopt the 2024 DOE Stormwater Management Manual by 2027.
6.6			<p>Though the DEIS mentions reduction in infiltration, nothing is proposed to quantify the reduction in the volume that is infiltrated and thus the potential impact to groundwater recharge, interflow, and stream base flows. Additionally, the current version of the CAO does not require such quantification.</p> <p>Reductions in water available for infiltration due to the presence of impervious surface areas will have negative consequences for instream resources. The City must consider requiring development that does not have 100% infiltration to calculate the difference between pre- and post-development runoff with any increase in runoff being water being considered water no longer available for infiltration. Numerous studies have shown that during low flow periods even small amounts of flow between pools containing juvenile salmonids are the difference between a stream supporting salmonids or not. Therefore, it should be considered that even small reductions in infiltration could have significant impacts upon whether juvenile salmonids can use streams with low flow.</p>	The City is required to utilize the Department of Ecology Stormwater Manual, which is upon adoption, meeting the state requirements for stormwater management. Currently, the City utilizes the 2019 Stormwater Manual, and evaluates infiltration on a site specific project application process
6.7			Channel Migration Zones, as mapped by the Washington Department of Ecology. Suggest the list of mappers be expanded to include DNR, USGS, City of Poulsbo, etc.	The commenter is requesting additional available information on channel migration zones be mapped. The FEIS will evaluate additional available mapping information and include as appropriate.
6.8			High Geological Hazard Zones. The runout zone from areas mapped as landslide hazards should also be considered a hazard.	The commenter is requesting additional available information on landslide runout zones be mapped. The FEIS will evaluate additional available mapping information and include as appropriate.
6.9			Channel erosion can occur along the banks of streams with steep slopes and high flow velocities. To avoid the implication that channel erosion is restricted to the banks of streams with steep slopes and high flow velocities, suggest wording to the effect, " <i>Erosion of stream channels and banks can increase the risk of erosion and landslides</i> ".	Comment noted and will be considered for additional response in the FEIS as appropriate.
6.10			An increase in impervious surfaces may result in changes to surface water and ground water quality and quantity. Suggest " <i>may result</i> " be changed to " <i>typically results</i> ". See " <i>Assumptions, both implicit and explicit, and the caveats in various manuals</i> " in main narrative.	Comment noted and will be considered for additional response in the FEIS as appropriate.
6.11			<p>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. The narrative focuses on stormwater runoff, but there is also impacts to groundwater recharge and shallow interflow.</p> <p>However, the increased in total runoff from a site means there is less water available for infiltration and thus potentially less water available to recharge groundwater or provide water for interflow. Groundwater interflow is the lateral movement of water that moves through the unsaturated zone and returns to the surface or enters a stream. It's a key component of the water cycle, contributing to groundwater recharge and maintaining stream flow. See also "<i>Assumptions, both implicit and explicit, and the caveats in various manuals</i>" in main narrative.</p>	Comment noted.

6.12		<i>Policy NE-5.3.</i> Much of the area around Johnson Creek should be considered as a wildlife corridor.	Comment noted.
6.13		Poulsbo has a variety of water resources including streams, marine and estuarine waters, frequently flooded areas, groundwater, aquifer recharge areas, wetlands, and stormwater runoff. Often when people think of estuarine waters, they think of large bodies of water. However, there are much smaller estuaries associated with smaller streams. These are called pocket estuaries and are important areas for juvenile salmonids. Several pocket estuaries are found within the City or the streams, such as Bjorgen Creek or Johnson Creek, discharging into these pocket estuaries originate in the City. The following map was retrieved 7 February 2025 from the NOAA website. The importance of these pocket estuaries should be discussed in the EIS and an appropriate map included.	The commenter is requesting additional available information be mapped on the City's Fish and Wildlife Habitat Management Areas Map. The FEIS will evaluate additional available mapping information and include as appropriate.
6.14		Exhibit 3.3.1-1: Liberty Bay Watershed. Information about the source of maps and date of currency would be helpful. Additionally, a numbering system for the streams with a legend matching the numbers to the stream name, if there is a name would help. For those streams that have names on the figure, the names are impossible to read. Higher resolution would help this.	The commenter is requesting additional available information be mapped on the City's Fish and Wildlife Habitat Management Areas Map. The FEIS will evaluate additional available mapping information and include as appropriate.
6.15		The City's wetland mapping indicates general locations and patterns of wetlands but is too general for identifying wetlands on specific sites. Suggest that wording to the following effect be added, " <i>The absence of a wetland on the map does not mean that there are no wetlands on or near a property.</i> "	Comment noted and will be considered during the City's Critical Areas Ordinance mapping update.
6.16		The city requires site-specific wetland delineations by qualified professionals to confirm wetland boundaries and wetland classifications. In addition to this wording, the EIS should include what the requirements are for an applicant to demonstrate that a wetland does not exist on a site.	Comment noted and will be considered during the City's Critical Area Ordinance update.
6.17		Exhibit 3.3.1-3: Poulsbo Streams. The streams in this figures show poorly here compared to Fig 3.3.1-1 where the streams are easy to see against the background. Additionally, the blue dashed lines, are times, appear to be a stream. A different color is suggested. Furthermore, suggest the names of streams be moved so they do not obscure stream location (for example, Main Fork Dogfish Creek).	The commenter is requesting clarifications to Exhibit 3.3.31-3. The FEIS will evaluate this request and respond as appropriate.
6.18		Flooding is caused by excess surface water runoff . Flooding can also be caused by high tides in the absence of surface water runoff.	Comment noted and will be considered during the City's Critical Area Ordinance update.
6.19		In developed areas, impermeable surfaces divert water that would normally be absorbed to recharge the aquifer. Not all water goes into aquifers, a considerable amount goes into non-aquifer related groundwater or interflow.	Comment noted and will be considered during the City's Critical Area Ordinance update.
6.20		The following criteria are used to designate Critical Aquifer Recharge Areas (PMC 16.20.510). The wording in this section can overlook recharge areas that do not contribute to aquifers, but support stream flows, particularly low flows.	Comment noted and will be considered during the City's Critical Area Ordinance update.
6.21		Water Quality. A map of 303(d) listed streams would be helpful.	The commenter is requesting additional available information be mapped on 303(d) listed streams. The FEIS will evaluate additional available mapping information and include as appropriate.
6.22		Impacts Common to All Alternatives. This section concentrates on water quality not quantity. One result of increased impervious surface area is that excepting projects with 100% infiltration of pre-development infiltration volume there will be decreased volume of precipitation infiltrating into the ground, with potential impacts on stream baseflows.	Comment noted and will be considered for additional response in the FEIS as appropriate.
6.23		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. " <i>Would likely</i> " should be change to " <i>will</i> ".	Comment noted and will be considered for additional response in the FEIS as appropriate.
6.24		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. 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. There will be impacts to both quality and quantity and that should be included in the narrative for consistency with the table on page 84 which mentions reduced groundwater recharge. The table on page 84 indicates for all alternatives there is no or low impact to groundwater recharge. However, there is no analysis to support this statement. Furthermore, as runoff can be considered in terms of peak runoff or total volume of runoff, one can come to different conclusions regarding impact if one considers peak or total runoff.	Comment noted and will be considered for additional response in the FEIS as appropriate.
6.25		<i>Policy LU-15.1:</i> The CAO does not appear to require a quantification of the impacts of reduced infiltration on local groundwater recharge.	Comment noted and will be considered during the City's Critical Area Ordinance update.
6.26		<i>Consider improved fish passage when making transportation facilities improvements.</i> When transportation facilities are improved, fish passage should be a requirement.	Comment noted and will be considered during the City's Critical Area Ordinance update.
6.27		The stormwater manuals listed on page 86 are incapable of providing the desired mitigation and simply slow the rate of decline. See " <i>Assumptions, both implicit and explicit, and the caveats in various manuals</i> " in main narrative for more details.	The City is required to utilize the Department of Ecology Stormwater Manual, which is upon adoption, meeting the state requirements for

				stormwater management. Currently, the City utilizes the 2019 Stormwater Manual, and evaluates additional impacts on a site specific project application process. The City is required to adopt the 2024 DOE Stormwater Management Manual by 2027.																				
6.28			Exhibit 3.4.1-2. A disclaimer should be included that salmonids can be found in streams that are not mapped. Additionally, backwater areas, off-channel habitats, and wetlands that might not meet the definition of a stream, and thus not be mapped, are often used by fish.	Comment noted and will be considered for additional response in the FEIS as appropriate.																				
6.29			Exhibit 3.4.1-4. Pocket estuaries, both those located in the City as well as those outside the City, but whose associated stream arises in or flows through the City should be included.	The commenter is requesting clarifications to Exhibit 3.4.1-4 to include pocket estuaries. The FEIS will evaluate this request and respond as appropriate.																				
6.30			Population growth and associated urbanization impacts to fish and wildlife habitat conservation areas are likely under all alternatives. The wording “are likely” should be changed to “will occur”.	Comment noted and will be considered for additional response in the FEIS as appropriate.																				
6.31			Stressors associated with climate change are projected to significantly impact fish and wildlife species, including Chinook, coho salmon, steelhead and bull trout, and amphibians. Climate change impacts are often similar to those of development and the cumulative effects should be considered. See “Interactive effects of climate change and development” in main narrative for more detail.	Comment noted. Will evaluate and respond as appropriate in the FEIS. GMA requires the City to prepare a Climate and Resiliency Element, or sub-elements by 2029.																				
6.32			Increased stormwater runoff from new impervious surface areas and roadways may result in increased contaminants. “May” should be changed to “will” for consistency with the 2019 Stormwater Manual. See “Assumptions, both implicit and explicit, and the caveats in various manuals” for more details.	The City is required to utilize the Department of Ecology Stormwater Manual, which is upon adoption, meeting the state requirements for stormwater management. Currently, the City utilizes the 2019 Stormwater Manual, and evaluates additional impacts on a site specific project application process, including water quality treatment measures which are to remove and mitigate contaminants. Comment noted and will be considered for additional response in the FEIS as appropriate.																				
6.33			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. “May” should be changed to “will” for consistency with the 2019 Stormwater Manual. See “Assumptions, both implicit and explicit, and the caveats in various manuals” for more details.	Comment noted and will be considered for additional response in the FEIS as appropriate.																				
6.34			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. Development usually typically increases the frequency and duration of flow events below the targeted release rate. These flows, while not having geomorphic impacts, can impact aquatic life directly.	Comment noted and will be considered for additional response in the FEIS as appropriate.																				
6.35			Reduced forest and riparian habitat and increased impervious surface area are expected to reduce groundwater recharge and infiltration, reduce streamflow , and increase runoff. In this section, development is expected to reduce groundwater recharge and stream. This is much stronger statement – and a correct statement - than that found in the Water Resources section.	Comment noted and will be considered for additional response in the FEIS as appropriate.																				
6.36			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. The 2019 Stormwater Manual contains explicit and implicit assumptions and caveats that should be considered in the EIS to ensure decision makers have a better understanding of the impacts of stormwater as well as manual limitations. This limitations and caveats are carried forwarded into the 2024 Stormwater Manual. There is no support for a position that flow control duration that limits or prevents channel erosion also directly protects aquatic life. Impacts to aquatic life occur at much lower flow than that will produces adverse effects on aquatic biota.	The City is required to utilize the Department of Ecology Stormwater Manual, which is upon adoption, meeting the state requirements for stormwater management. Currently, the City utilizes the 2019 Stormwater Manual, and evaluates additional impacts on a site specific project application process. The City is required to adopt the 2024 DOE Stormwater Management Manual by 2027. Comment noted and will be considered for additional response in the FEIS as appropriate.																				
6.37			<table border="1"> <thead> <tr> <th>Threshold</th> <th>Alternative 1</th> <th>Alternative 2</th> <th>Alternative 3</th> <th>Alternative 4</th> </tr> </thead> <tbody> <tr> <td>Results in a net loss of salmonid habitat needed to protect fish and treaty rights</td> <td>⊗</td> <td>⊗</td> <td>⊗</td> <td>⊗</td> </tr> <tr> <td>Loss of localized critical area functions and values</td> <td>⊕</td> <td>⊕</td> <td>⊗</td> <td>⊗</td> </tr> <tr> <td>Contradicts best available science</td> <td>⊗</td> <td>⊗</td> <td>⊗</td> <td>⊗</td> </tr> </tbody> </table> <p>Potential for Adverse Impacts: No or Low impact ⊕ Moderate impact ⊕ High impact ⊕⊕</p> <p>The conclusions in the first and third rows of “no or low impact” are not supported by BAS. See the “Buffers and Best Available Science” section in the main narrative for more detail.</p>	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	⊗	⊗	⊗	⊗	Comment noted. Evaluation of this criteria will be re-evaluated in the FEIS.
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	⊗	⊗	⊗	⊗																				

6.38		<i>Policy NE-11.1.</i> Pocket estuaries or streams originating in the City that discharge into pocket estuaries outside of the City should also be considered.	Comment noted and will be evaluated for appropriate inclusion in the FEIS and final version of the City's Fish and Wildlife Habitat Management Areas map.
6.39		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. There should also be actions to make stream channels more resilient to anthropogenic and climate changes induces alterations of stream flows.	The City is required to utilize the Department of Ecology Stormwater Manual, which is upon adoption, meeting the state requirements for stormwater management. Currently, the City utilizes the 2019 Stormwater Manual, and evaluates additional impacts on a site specific project application process. The City is required to adopt the 2024 DOE Stormwater Management Manual by 2027.
6.40		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). New development should also be required to quantify loss of infiltration over the typical water year.	The City is required to utilize the Department of Ecology Stormwater Manual, which is upon adoption, meeting the state requirements for stormwater management. Currently, the City utilizes the 2019 Stormwater Manual, and evaluates additional impacts on a site specific project application process. The City is required to adopt the 2024 DOE Stormwater Management Manual by 2027.

DRAFT

Chapter 2.0 | Proposal and Alternatives



2.1 Introduction

2.1.1 Overview of Proposal

The City of Poulsbo is updating the Poulsbo Growth Management Act Comprehensive Plan (“the comprehensive plan”) consistent with the Growth Management Act (GMA; [RCW 36.70A](#)). The comprehensive plan is designed to help the City meet its long-term vision for land use and growth management. The comprehensive plan:

- allocates population, and employment growth to various areas of the county, with a majority of growth occurring in Urban Growth Areas (UGAs);
- reduces sprawl in rural areas and maintains rural character;
- addresses housing needs of all economic segments of the population;
- supports economic development;
- conserves agricultural, forest, and mineral lands of long-term commercial significance;
- protects open space, cultural, and scenic resources;
- provides for parks, recreation, and capital facilities and utilities; and
- develops a transportation network necessary to serve the population and employment.

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 Draft Environmental Impact Statement (Draft EIS or DEIS) studies four land use and growth alternatives that include a no action and three action alternatives for the city and UGA. All three alternatives assume growth consistent with [PSRC’s Vision 2050](#) and [Appendix B and F of the Kitsap CPPs](#): 5,646 new persons, 4,000 new jobs and 1,977 new housing units.

The following is a summary of the alternatives studied:

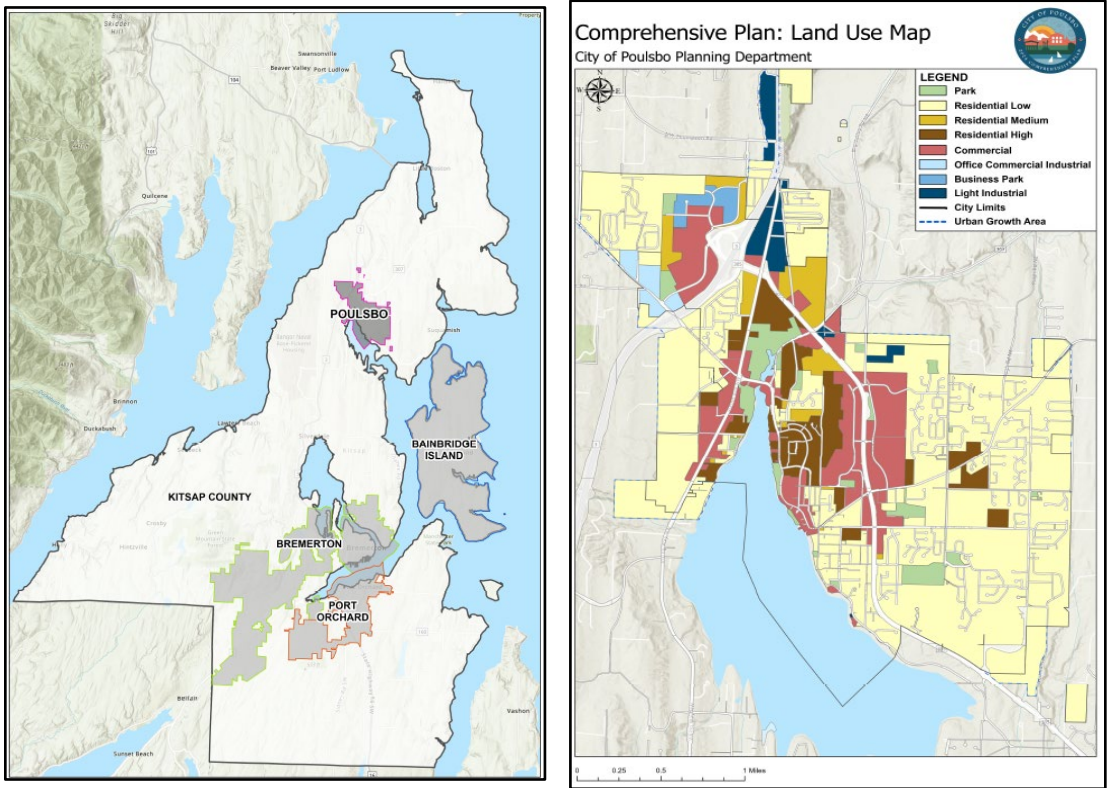
- 1) **Alternative 1 – No Action, Current Adopted Plan:** This alternative assumes no changes to the future land use designations currently shown on the City’s Comprehensive Plan Land Use Map, and there will be no policy, zoning or regulation changes associated with this alternative. This alternative is required under SEPA.
- 2) **Alternative 2 – Adopted Plan + Missing Middle Housing Emphasis:** This strategy will focus on adding policies and development regulation amendments that would promote missing middle housing within the residential zoning districts. Examples of Missing Middle Housing that would be considered in zoning regulations are reduced minimum lot sizes; attached units (duplex, triplex, etc.) allowed in Residential Low zoning districts; infill; multiplex buildings; town or rowhouses; accessory dwelling units; and cottage/courtyard developments.
- 3) **Alternative 3 – Growth focused within SR 305 Corridor Center:** This alternative would evaluate the C-3 Commercial zone for opportunities to increase residential development along an existing transit corridor, while also maintaining a vital employment area. There are opportunities for development within this area and future code amendments may include increased building height, reduced parking requirements, and other incentives. A substantial portion of the population and new jobs will be assigned to this alternative. Residential designations and densities (Residential Low, Residential Medium and Residential High) remains the same as Alternative 1 Current Adopted Plan and includes Alternative 2 Missing Middle Emphasis.
- 4) **Alternative 4 – Growth focused within SR 305 Corridor Center and increase to density in Residential Medium and Residential High zoning districts:** This alternative would include the SR 305 Corridor Center evaluation and add increased densities to the City’s Residential Medium (RM) and Residential High (RH) zoning districts. 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.

2.1.2 Study Area

The primary study area includes all of the City of Poulsbo and associated unincorporated urban growth area. Exhibit 2.1.2-1 below. Centrally located in North Kitsap County, Poulsbo is served by three state highways: SR 3, SR 307 and SR 305. Poulsbo’s natural setting has highly recognizable characteristics that define the city as a unique and special place. Encompassing 5.36 square miles, Poulsbo has numerous hills and valleys, streams, and frontage on the waters of Liberty Bay. Elevations range from sea level to 440 feet, with two ridges running along each side of Liberty Bay, which gradually

rise in elevation and merge to the north. The western leg of the ridge slopes gradually towards Liberty Bay, while the eastern leg slopes in a broken pattern of knolls, valleys and benches to the eastern shore of the Bay. Liberty Bay and the Liberty Bay Estuary are the two major bodies of water in Poulsbo. Relatively narrow and shallow, the bay serves as the receiving waters for Dogfish Creek, as well as a number of other streams at the edges of the city limits. Dogfish Creek is the largest stream system in Poulsbo and extends extensively outside of the city limits. The South Fork of Dogfish Creek is completely within the city limits, on the east side of Poulsbo, generally along the SR 305 corridor.

Exhibit 2.1.2-1: Poulsbo Vicinity Map and Study Area Map



2.1.3 Objectives of Proposal

SEPA requires a statement of proposal objectives and the purpose and need to which the proposal is responding. Alternatives are different means of achieving objectives. The objectives of the Poulsbo Comprehensive Plan 2024 Update include the following:

- Address state and regional goals and requirements.
- Comply with comprehensive plan periodic review requirements to meet state laws including changes to the GMA since the last periodic review and to align with the regional growth strategy in the PSRC VISION 2050.
- Demonstrate capacity to accommodate housing and jobs growth targets through 2044.
- Meet legislative requirements and countywide planning policies for affordable housing and housing types
- Provide a variety of employment opportunities and commercial services for Poulsbo residents and visitors.
- Support economic development and business for prosperous community and economic vitality.
- Support transit, non-motorized and other alternative transportation modes through appropriate housing choices, employment opportunities, and multimodal transportation infrastructure.
- Ensure that public services, multimodal transportation infrastructure and capital facilities can be efficiently and effectively provided to support forecast development at appropriate levels of service.
- Enhance access to parks, recreation, and cultural amenities.

2.2 Planning Context and Public Outreach

2.2.1 Growth Management Act Requirements

Comprehensive plans and development regulations within Kitsap County must be consistent with the provisions of the GMA, which provides a framework for land use planning and regulation of development in Washington State. The purpose of the GMA is to manage growth to support a high quality of life, sustainability, economic development, and environmental conservation (RCW 36.70A.010).

The GMA directs regional and countywide planning to be coordinated, therefore the PSRC's regional planning framework, VISION 2050 informs CPPs and the locally adopted comprehensive plans and development regulations of individual cities and counties. Counties and cities in most parts of the state, including Central Puget Sound, must prepare comprehensive plans that include objectives, principles, standards, and a Future Land Use Map. Required elements of the comprehensive plan include land use, housing, capital facilities plan, utilities, rural, transportation, economic development, and parks and recreation. Local governments may include other elements if they wish. Development regulations, such as zoning, must be consistent with the local government's comprehensive plan. Counties and cities must be up to date with the requirements of the GMA, including the periodic update requirements, to be eligible for grants and loans from certain state infrastructure programs.

The GMA also establishes a comprehensive framework for counties and cities to manage growth, including guidance for designating, sizing, regulating, and providing public services to urban and rural areas. Under the GMA, there are three general categories of land: urban, resource, and rural. The GMA directs most population and employment growth to be focused in urban areas to avoid sprawl, provide efficient and effective services and infrastructure within adopted levels of service, and protect environmentally critical areas

2.2.2 VISION 2050 & Multicounty Planning Policies (MPPs)

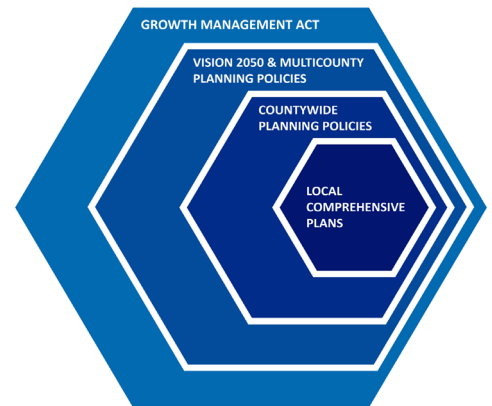
VISION 2050 is the long-range growth management, environmental, economic, and transportation strategy for King, Pierce, Snohomish, and Kitsap counties. It was adopted by PSRC in October 2020 and is endorsed by more than 100 member cities, counties, ports, state and local transportation agencies, and Tribal governments within the region. VISION 2050 includes the MPPs for the four counties that are required by the GMA and a regional strategy for accommodating growth through 2050.

VISION 2050 builds on prior growth management plans, including a continued commitment to directing future development into the urban growth areas, while focusing new housing and jobs in cities and within a limited number of designated regional growth centers and near current and future HCT facilities. The strategy also aims to keep rural areas, farmland, and forests healthy and thriving. The roles of different communities in implementing the growth strategy are described in the Regional Growth Strategy chapter. VISION 2050 allocates Kitsap County a population growth of approximately 96,100 new individuals countywide from 2020 to 2050.

VISION 2050 is implemented through PSRC's policy and plan review of each county and city comprehensive plan and their amendments. PSRC also certifies transportation elements, as well as the regional transportation improvement program, and evaluates performance measures. The 20-year planning period for GMA purposes extends to 2044, whereas VISION 2050 extends to the year 2050. It is anticipated that comprehensive plans would adopt policies, land use plans, and growth allocations respecting the VISION 2050 objectives.

2.2.3 Countywide Planning Policies (CPPs)

The GMA requires counties and cities to collaboratively develop CPPs to set the general framework for coordinated land use and population planning between a county and its cities to ensure comprehensive plans are consistent with each other (RCW 36.70A.210). The CPPs are prepared by an interjurisdictional body called Kitsap Regional Coordinating Council, that makes recommendations on the policies to the Kitsap County Board of County Commissioners. All comprehensive plans prepared by Kitsap County and its cities and towns are to be consistent with CPPs per GMA.



Relationship between the GMA, VISION 2050 and MPPs, CPPs, and local comprehensive plans. Source: PSRC, 2022

Kitsap County's CPPs, updated in 2024, are consistent with VISION 2050's MPPs and Regional Growth Strategy. The updated CPPs include an increased focus on areas such as updated population, housing and employment growth targets, centers framework, public and interjurisdictional and Tribal coordination.

All four alternatives studied in this Draft EIS accommodate the Poulsbo growth targets consistent with the 2044 targets identified in the Kitsap Countywide Planning Policies.

2.2.4 Poulsbo Comprehensive Plan

2.2.4.1 Plan Components

The Poulsbo Comprehensive Plan addresses a wide variety of elements and supporting system plans, including population and employment, land use, housing, economic development, natural environment, transportation, capital facilities and utilities, and parks and recreation. The Comprehensive Plan was originally adopted in 1995, with major updates in 2009 and 2016. Less extensive revisions are allowed every year through the annual docketing process. The existing Comprehensive Plan currently applies to the year 2036 and is composed of the following components:

- The Comprehensive Plan (Section 1) is the principal document of Poulsbo's Comprehensive Plan and contains policies addressing population and employment, land use, housing, community character, transportation, capital facilities, utilities, economic development, natural environment, parks and recreation, and participation, implementation, and evaluation. The Future Land Use Plan is included in the Land Use Element and identifies urban lands adequate for the expected population and employment growth. Zoning and development regulations implement these designations.
- The Capital Facilities Plan (Section 2) contains an inventory of the County's public facilities and utilities, transportation and parks and recreation establish level of service (LOS) standards necessary to support development, and prioritizes facilities needed to support the forecasted population.
- Land Development Review and Evaluation (Section 3) contains detailed analysis of land development to evaluate effectiveness of City's growth strategies, land capacity analysis from Kitsap County 2021 Buildable Lands Report.

2.2.4.2 2024 Update Process

Poulsbo is currently preparing the 2024 Comprehensive Plan Update, due in December 2024 in accordance with GMA review cycles (RCW 36.70A.130). The 2024 Comprehensive Plan Update will address a 20-year planning horizon to the year 2044 and consider new population, housing, and job targets, updates to the future land use map, a fair share of affordable housing, racially disparate impacts of housing policies, and supporting investments in parks, multimodal transportation, public facilities, utilities, and services. All Comprehensive Plan components are under review in the 2024 Update.

The comprehensive planning process includes the following components (see also Exhibit 2.2.4.2-1):

- **Buildable Lands Report.** The report evaluates whether there is sufficient suitable land within UGAs to accommodate the 20-year forecasted residential, commercial, and industrial growth.
- **Countywide Planning Policies Update.** Updating the CPPs that establish a countywide framework for developing and adopting County and city comprehensive plans.
- **2044 Growth Targets.** Population, Employment, and Housing targets for the period from 2024 to 2044 negotiated between Kitsap County and the cities/towns.
- **Comprehensive Plan Policy Review.** Review comprehensive policies that provide the direction of ongoing and future planning efforts, development regulations, and the vision of Poulsbo.
- **Compliance Review.** Ensures the comprehensive plan and development regulations are consistent with changes made to GMA since 2016.
- **State Environmental Policy Act Review.** The SEPA process identifies and analyzes environmental impacts associated with different future growth scenarios.
- **Capital Facilities Plan Update.** Updating the inventory of existing capital facility and utility infrastructure, transportation and parks forecast of future needs, LOS standards, cost of future facilities, and funding mechanisms to finance projects over a 20-year horizon.

Exhibit 2.2.4.2-1: 2024 Comprehensive Plan Update Project Timeline

	2020	2021	2022	2023	2024	2025
PSRC Vision 2050 Update						
Buildable Lands Report						
Kitsap Countywide Planning Policies Update						
Shoreline Master Program Update						
Parks, Recreation, and Open Space Plan Update						
Housing Action Plan						
Countywide Population and Employment Allocations						
Countywide Housing Target Allocations						
Joint Planning Commission/City Council Meetings						
Planning Commission Review of Chapters						
SR 305 Market Analysis and Feasibility Study						
EIS Scoping						
Housing Needs Assessment Update						
Functional Plans Update						
Racially Disparate Impact Report						
City Council Review of Chapters						
Draft EIS Release						
Final EIS Release						
Comprehensive Plan Adoption						
Critical Areas Ordinance Update						
Development Regulations Update						
Impact Fee Review						

2.2.4.3 Public Engagement Opportunities

The [Public Participation Plan](#) specifies how the City of Poulsbo will engage and inform its citizenry during the 2024 Comprehensive Plan Update (update). The overarching goals are to provide the public with timely information, an understanding of the process, and opportunities to review and comment on the comprehensive plan update, to ensure that information about the process is provided to the public early in the process and at regular intervals thereafter, to maximize public awareness and participation in the process, and to actively solicit information from citizens, property owners and stakeholders about their concerns, questions and priorities for the update. Poulsbo is employing a range of communication methods to encourage and facilitate its public participation for the update:

- The City hosts a project website throughout the duration of the 2024 Comprehensive Plan Update at <https://cityofpoulsbo.com/planning-economic-development/2024compplanupdate/>. The site includes background information; ways to get involved, including signing up for periodic e-mail updates, published resources and reports, newsletters; a link to the SEPA scoping StoryMap; and other relevant project context and announcements. The project website was updated on a weekly basis, which included a calendar of opportunities to participate and draft documents.
- An online community survey was launched on January 21, 2023, and remained open until February 21, 2023. The survey was translated into Spanish and flyers in English and Spanish were posted throughout the community. In addition, the survey was advertised via social media, email, website, and various city newsletters. The survey received 410 responses.
- An introduction to the Comprehensive Plan Update Story Map (ArcGIS product) was included with the link to the community survey and remained on the website throughout the process.
- The Spotlight is the monthly newsletter for the Planning and Economic Development Department. Articles on the update were included, along with links to materials and photos, about every other month.
- Email updates were provided to the “2024 Comprehensive Plan Update” email list on a quarterly basis.
- The Planning Commission held 15 workshops on the Comprehensive Plan Update in 2023. All meetings are advertised and open to the public. Public testimony is permitted and encouraged.
- Throughout the summer of 2023, staff set up at various locations and events to answer questions, listen to the public’s ideas, and raise awareness of the update. Staff visited community events such as the Farmers Market and Summer Nights at the Bay and provided opportunities for engagement at a local coffee shop, popular family park, and public library.
- When requested, presentations were provided to various community organizations and businesses, such as the Chamber of Commerce and Windemere Real Estate.

2.3 SEPA Process

2.3.1 Environmental Review

2.3.1.1 Process

A key part of the 2024 Update process is the preparation of a non-project EIS addressing the requirements of SEPA. Agencies conduct environmental review of actions that could affect the environment under SEPA. Preparation of an EIS is required for actions that have the potential for significant impacts. An EIS is a useful tool that provides detailed information to the public, agencies, Tribes, and City decision-makers about the environmental effects of a plan or project before a decision is made. Through the SEPA review process, the City will consider the natural and built environment implications of the proposed 2024 Plan Update and alternative means to address its growth strategy and address the needs of its community today and tomorrow.

The EIS process involves the following steps: (1) scoping the contents of the EIS with agencies, Tribes, and the public; (2) preparing a Draft EIS with a comment period; (3) responding to comments and identifying a preferred alternative; (4) release the comprehensive plan and final EIS; (5) adopting updated comprehensive plan; and (6) developing legislation.

2.3.1.2 Non-Project EIS

This document is a non-project Draft EIS that analyzes the proposals and alternatives broadly across the study area. See Exhibit 2.3.1.2-1 below for features of a non-project EIS. SEPA identifies that a non-project EIS is more flexible and studies a range of alternatives comparatively to support the consideration of plans, policies, or programs (WAC 197-11-442). A non-project EIS does not provide site-specific detailed analysis. Additional environmental review will occur as other project or non-project actions are proposed in the county in the future. Future review could occur in the form of supplemental EISs, SEPA addenda, or determinations of non-significance.

Exhibit 2.3.1.2-1: Comparison of Project and Non-Project Environmental Review		
Feature	Project Environmental Review	Non-Project Environmental Review
Location	Site-Specific	Areawide
Analysis Level of Detail	Detailed	Broad/order of magnitude
Alternatives	Specific construction projects	Conceptual based on vision
Mitigation	Specific, alters project or imposes conditions, project proponent responsibility	Broader, changes policies, plans or code. City or future developer responsibility
Future Environmental Review	No additional SEPA review	Subject to additional SEPA review

Source: WAC 197-11-442, -774

2.3.2 EIS Public Comment Opportunities

2.3.2.1 Scoping

The scoping process is intended to identify the range of potential significant impacts on the built and natural environment that should be considered and evaluated in the EIS. The City issued a Scoping Notice on April 14, 2023, with a 45-day public comment period that ran through May 29, 2023.

Efforts to engage Tribes, agencies, and community members included:

- A Story Map highlighting scoping information on the 2024 Update central project website.
- A 45-day written comment period where Tribes, agencies, and community members were solicited to provide comments on the scope of the EIS.

The input received during the scoping period included 2 written comments. Themes of the input received included:

- Impacts to documented critical areas and impacts to these areas by proposed roadways.
- Consideration of an additional alternative “Consequences of Doing Nothing.”
- Impacts to parks and recreation level of service by proposed new roadways.
- Analysis of estimated traffic impacts to transportation facilities
- Consideration of housing and transportation needs of low, very low, and extremely low income households.
- Complete Streets components in transportation projects.
- Reduction of vehicle miles traveled.
- Climate planning.
- Multimodal transportation planning and analysis.

2.3.2.2 Draft EIS

This DEIS identifies environmental conditions, potential impacts, and measures to reduce or mitigate any unavoidable adverse impacts that could result from the 2024 Update. The DEIS alternatives and topics were developed based on a review of scoping comments and prior engagement results.

Public and agency comments are invited on this DEIS. Written and verbal comments are invited during the 45-day public comment period following the issuance of this DEIS. The city will hold future public engagement events during or following the 45-day comment period to help refine its preferred alternative. Public comments will be considered and addressed in the Final EIS. Please see the Fact Sheet at the beginning of this DEIS for the dates of the public comment period. Comment periods regarding the proposals are described on the City's project webpage: <https://cityofpoulsbo.com/planning-economic-development/2024compplanupdate/>

2.3.2.3 Final EIS & Legislative Review

A Final EIS will be issued in Spring 2025 and will include responses to public comments received during the DEIS comment period. Following the EIS, the city will hold public hearings on the Draft Comprehensive Plan and Final EIS before the Planning Commission and City Council.

2.4 Proposed Action & Alternatives

2.4.1 Proposal

The City of Poulsbo is updating the Poulsbo Growth Management Act Comprehensive Plan (“the comprehensive plan”) consistent with the Growth Management Act (GMA; [RCW 36.70A](#)). The comprehensive plan is designed to help the City meet its long-term vision for land use and growth management. The comprehensive plan:

- allocates population, and employment growth to various areas of the county, with a majority of growth occurring in Urban Growth Areas (UGAs);
- reduces sprawl in rural areas and maintains rural character;
- addresses housing needs of all economic segments of the population;
- supports economic development;
- protects open space, cultural, and scenic resources;
- provides for parks, recreation, and capital facilities and utilities; and
- develops a transportation network necessary to serve the population and employment.

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 Draft Environmental Impact Statement (Draft EIS or DEIS) studies four land use and growth alternatives that include a no action and three action alternatives for the city and UGA. All three alternatives assume growth consistent with [PSRC's Vision 2050](#) and [Appendix B and F of the Kitsap CPPs](#): 5,646 new persons, 4,000 new jobs and 1,977 new housing units.

The following is a summary of the alternatives studied:

- 1) **Alternative 1 – No Action, Current Adopted Plan:** This alternative assumes no changes to the future land use designations currently shown on the City's Comprehensive Plan Land Use Map, and there will be no policy, zoning or regulation changes associated with this alternative. This alternative is required under SEPA.
- 2) **Alternative 2 – Current Plan + Missing Middle Housing Emphasis:** This strategy will focus on adding policies and development regulation amendments that would promote missing middle housing within the residential zoning districts. Examples of Missing Middle Housing that would be considered in zoning regulations are reduced minimum lot sizes; attached units (duplex, triplex, etc.) allowed in Residential Low zoning districts; infill; multiplex buildings; town or rowhouses; accessory dwelling units; and cottage/courtyard developments.
- 3) **Alternative 3 – Growth focused within SR 305 Corridor Center:** This alternative would evaluate the C-3 Commercial zone for opportunities to increase residential development along an existing transit corridor, while also maintaining a vital employment area. There are opportunities for development within this area and future code amendments may include increased building height, reduced parking requirements, and other incentives. A substantial portion of the

population and new jobs will be assigned to this alternative. Residential designations and densities (Residential Low, Residential Medium and Residential High) remain the same as Alternative 1 Current Adopted Plan and includes Alternative 2 Missing Middle Emphasis.

- 4) **Alternative 4 – Growth focused within SR 305 Corridor Center and increase to density in Residential Medium and Residential High zoning districts:** This alternative would include the SR 305 Corridor Center evaluation and add increased densities to the City’s Residential Medium (RM) and Residential High (RH) zoning districts. 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.

2.4.2 Alternative 1, No Action

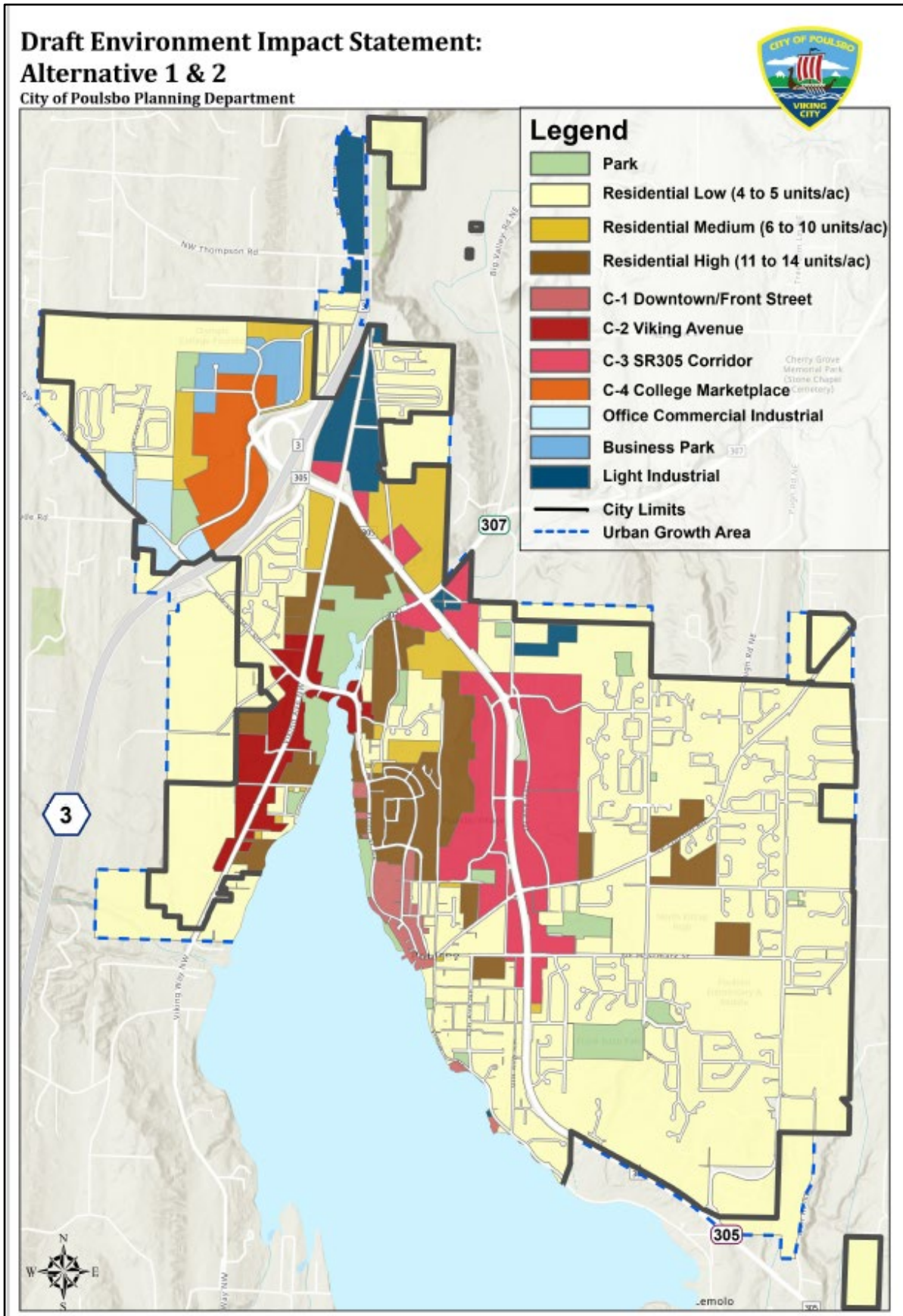
This alternative assumes no changes to the future land use designations currently shown on the City’s Comprehensive Plan Land Use Map, and there will be no policy, zoning or regulation changes associated with this alternative. Current zoning continues the current Future Land Use Map and zoning. Exhibit 2.4.2-2 maps the future land use designations and zoning. Exhibit 2.4.2-1 summarizes the employment, population, and housing capacity by land use category. 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 units¹ between 2024-2044

Exhibit 2.4.2-1: 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>	<i>4,000</i>	<i>5,646</i>	<i>1,977</i>
<i>Surplus/Deficit</i>	<i>+165</i>	<i>+376</i>	<i>+601</i>

¹ 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 2.4.2-2: Alternative 1 - No Action Future Land Use Map



2.4.3 Alternative 2, Current Plan + Missing Middle Housing Emphasis

This alternative assumes no changes to the future land use designations currently shown on the City’s Comprehensive Plan Land Use Map, but there will be policy, zoning or regulation changes associated with this alternative. Exhibit 2.4.2-1 maps the future land use designations and zoning for Alternative 2 as well.

Alternative 2 Current Plan + Missing Middle Housing Emphasis assumes the City and UGA grow consistently 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. Exhibit 2.4.3-1 summarizes the employment, population, and housing capacity by land use category. 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

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	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	6,201	2,649
<i>KRCC Growth Allocation</i>	<i>4,000</i>	<i>5,646</i>	<i>1,977</i>
<i>Surplus/Deficit</i>	<i>+165</i>	<i>+555</i>	<i>+672</i>

This results in approximately 180 new persons in the RL zoning district from Alternative 1. Alternative 2 assumed a 4% increase in housing unit capacity in the RL zoning district due to missing middle housing emphasis zoning regulation amendments based on results from national and other state’s studies indicating housing unit stock increased through a missing middle housing emphasis is likely between 2-4% unit increase.

2.4.4 Alternative 3, Growth focused within SR 305 Corridor Center

This alternative assumes changes to the future land use designations currently shown on the City’s Comprehensive Plan Land Use Map, as well as policy, zoning and regulation changes associated with this alternative. Exhibit 2.4.4-2 maps the future land use designation and zoning for Alternative 3, identifying a SR 305 Corridor Center.

Alternative 3 SR 305 Corridor Center assumes the City and UGA grow consistently 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. Exhibit 2.4.4-1 summarizes the employment, population, and housing capacity by land use category. 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 2.4.4-1: Alternative 3: SR 305 Corridor Center

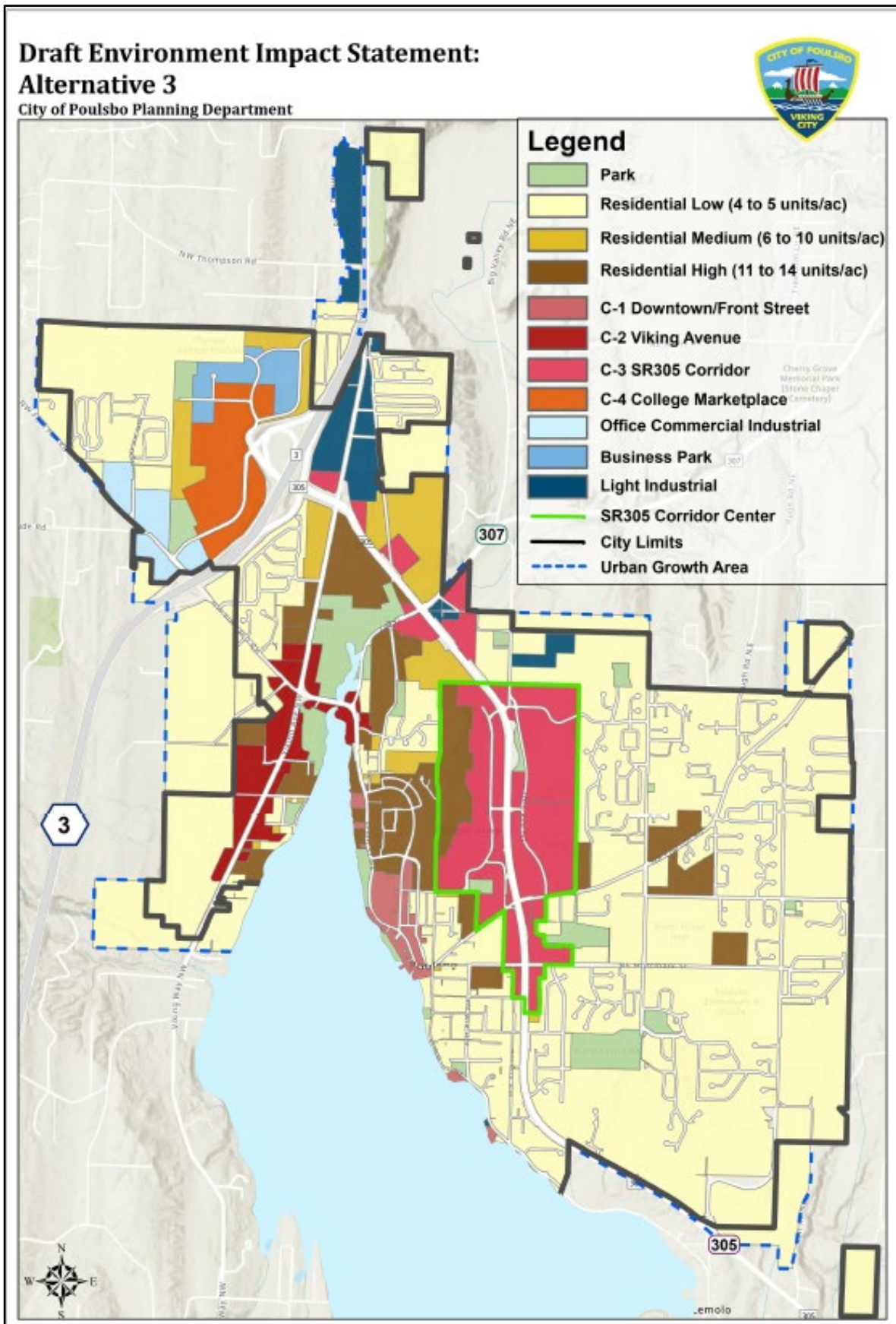
Land Use Category	Employment Capacity	Population Capacity	Housing Unit Capacity
Residential Low	0	3,974	1,583
Residential Medium	0	1,233	590
Residential High	0	994	476
C-1 Downtown/Front Street	118	269	129
C-2 Viking Avenue	604	0	0
C-3 SR 305 Corridor	1,991	800	383
C-4 College Marketplace	348	0	0
Office 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>	<i>4,000</i>	<i>5,646</i>	<i>1,977</i>
<i>Surplus/Deficit</i>	<i>+99</i>	<i>+1,624</i>	<i>+1,184</i>

Alternative 3 assumes additional 800 persons and 383 new housing units in the C-3 SR 305 Corridor zoning district, based upon the mixed-use methodology assumptions set forth in the Kitsap County Buildable Lands Report.² A little over 100 new housing units is also assumed in the C-1 Downtown/Front Street zoning district under this Alternative due to its close proximity to the SR 305 Corridor Center and recent mixed use developments.³

² Kitsap BLR establishes methodology to calculate jobs and population capacity for mixed use buildings. For the Alternative 3 C-3 SR 305 Corridor capacity calculation, the following was assumed: 60/40 split for population/jobs, 1.5 FAR, 35 du/acre and only included vacant properties.

³ For Alternative 3 C-1 Downtown/Front Street capacity calculation, the following was assumed: 60/40 split for population/jobs, 1.5 FAR, 30 du/acre.

Exhibit 2.4.4-2: Alternative 3 - SR 305 Corridor Center Future Land Use Map



2.4.5 Alternative 4, SR 305 Corridor Center and Increase Density in Residential Medium and Residential High Zoning Districts

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.

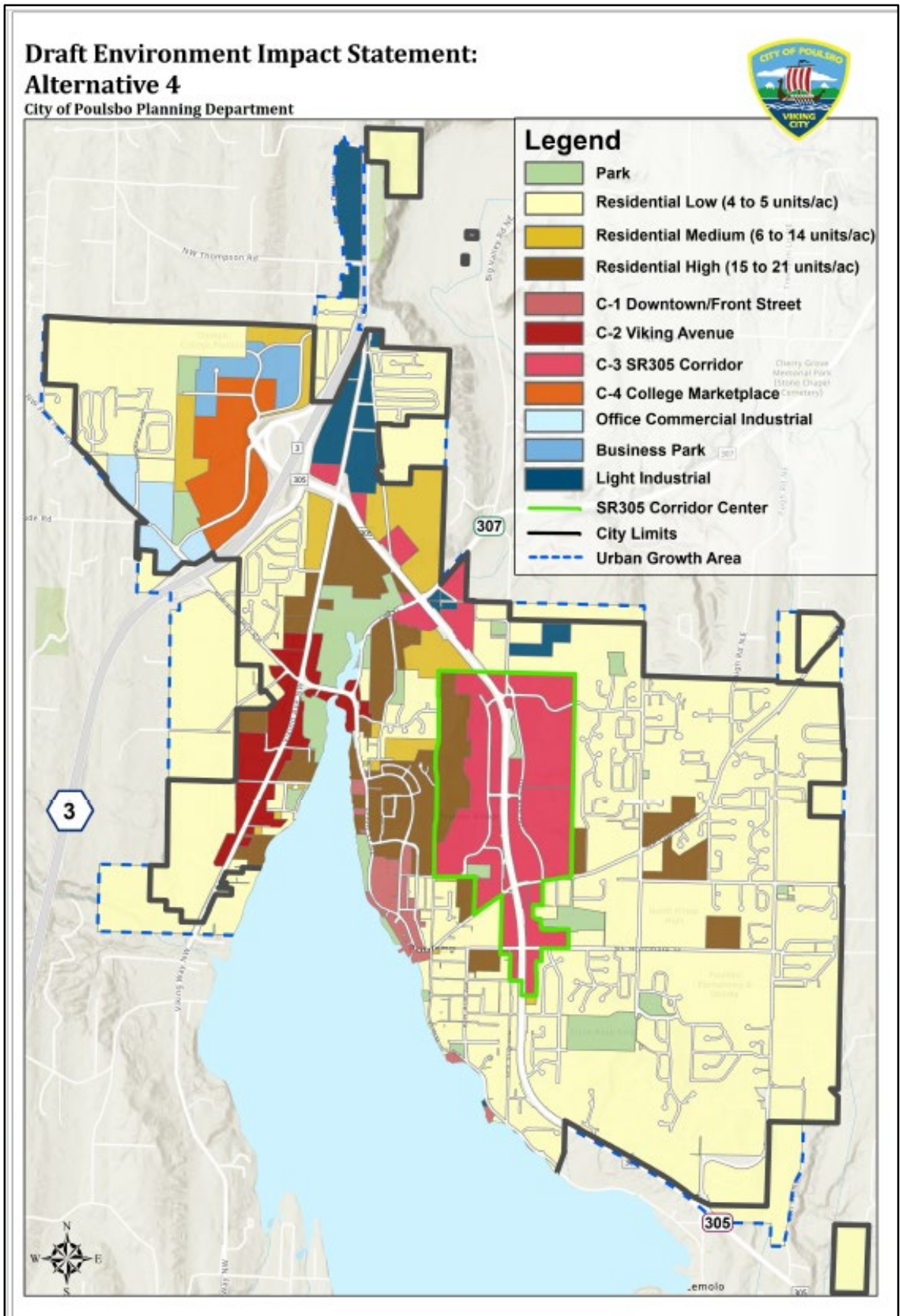
This alternative assumes changes to the future land use designations currently shown on the City’s Comprehensive Plan Land Use Map, as well as policy, zoning and regulation changes associated with this alternative. Exhibit 2.4.5-2 maps the future land use designation and zoning for Alternative 4, identifying a SR 305 Corridor Center and increased residential density ranges for the RM/RH zoning districts. Alternative 4 also continues to include Alternative 2 Missing Middle Emphasis capacity increase in the RL zoning district.

Exhibit 2.4.5-1 summarizes the employment, population, and housing capacity by land use category. 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 2.4.5-1: 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>	<i>4,000</i>	<i>5,646</i>	<i>1,977</i>
<i>Surplus/Deficit</i>	<i>+99</i>	<i>+2,315</i>	<i>+1,514</i>

Exhibit 2.4.5-2: Alternative 4 - SR 305 Corridor Center + RM/RH density range increase Future Land Use Map



2.5 Housing Unit Capacity + Income Analysis

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 categories:

- Low Density: Residential Low
- Moderate Density: Residential Medium
- Low Rise: Residential High. Commercial Zones

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. Appendix 3 includes detailed distribution by income and zoning district for each 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

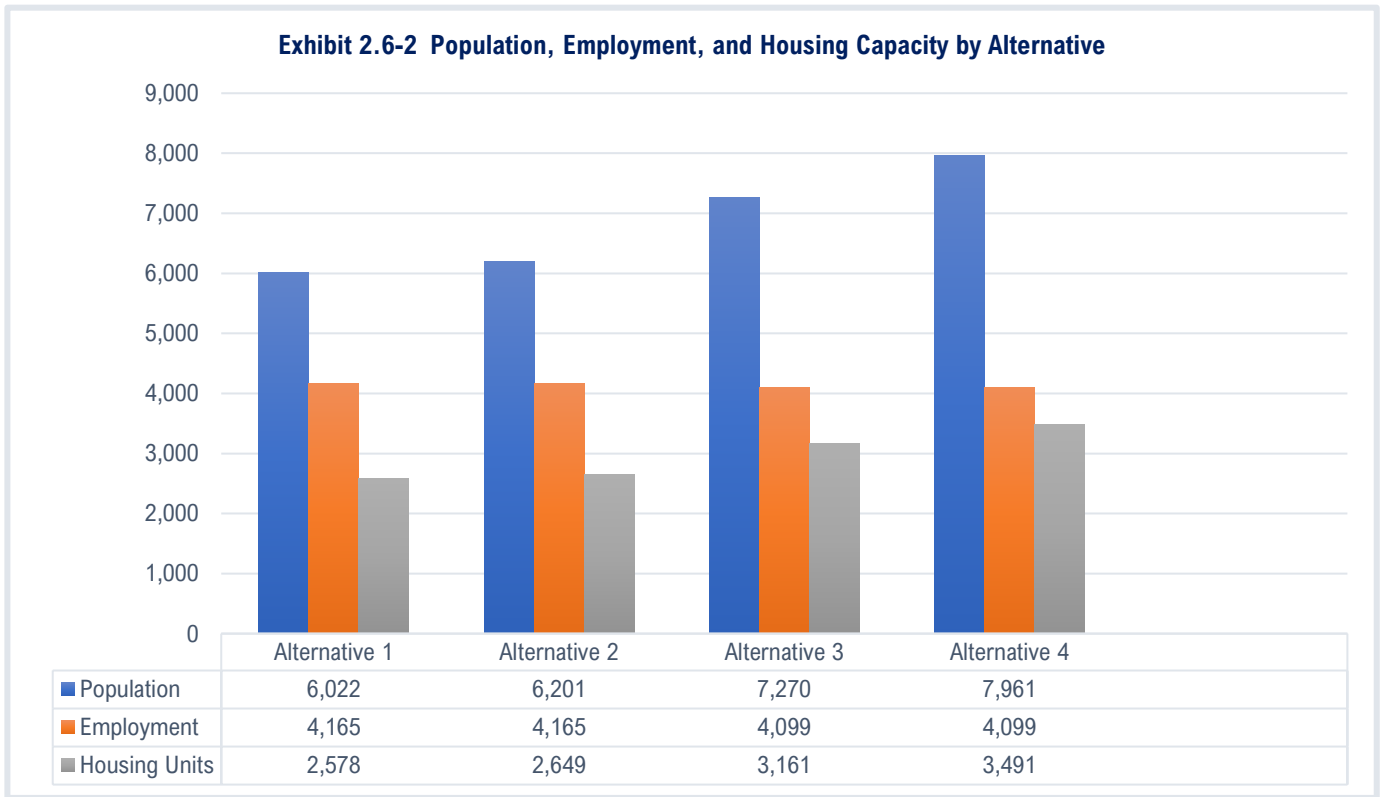
Alternative 3: Comparison of Projected Housing Needs to Capacity, SR 305 Corridor Center			
Income Level	Projected Housing Needs	Housing Unit Capacity	Capacity Surplus or Deficit
0-80% AMI and PSH	1,139	1,282	143
>80-120% AMI	278	453	312
>120% AMI	560	1,425	952
Total	1,977	2,399	1,183

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

2.6 Comparison of Alternatives

Exhibit 2.6-1: Summary of Alternatives Studied in Draft EIS				
Features	Alternative 1: No Action	Alternative 2: Missing Middle	Alternative 3: SR 305 Corridor Center	Alternative 4: SR 305 Corridor Center + RM/RH Density Increases
Vision 2050 Growth Strategy	Population and employment growth targets from VISION 2050 can be accommodated.	Population and employment growth targets from VISION 2050 can be accommodated.	<ul style="list-style-type: none"> Population and employment growth targets from VISION 2050 can be accommodated. Identifies a Center with intensive mixed use and housing options around transit. Active transportation and transit reliability. 	<ul style="list-style-type: none"> Population and employment growth targets from VISION 2050 can be accommodated. Identifies a Center with intensive mixed use and housing options around transit. Active transportation and transit reliability.
Kitsap Countywide Planning Policies	Population, employment, and housing growth targets from CPPs can be accommodated.	Population, employment, and housing growth targets from CPPs can be accommodated.	<ul style="list-style-type: none"> Population, employment, and housing growth targets from CPPs can be accommodated. Identifies a Center with intensive mixed use and housing options around transit. 	<ul style="list-style-type: none"> Population, employment, and housing growth targets from CPPs can be accommodated. Identifies a Center with intensive mixed use and housing options around transit.
Population Capacity	6,022 new people	6,201 new people	7,270 new people	7,961 new people
Employment Capacity	4,165 new jobs	4,165 new jobs	4,099 new jobs	4,099 new jobs
Housing Capacity	2,578 new units	2,649 new units	3,161 new units	3,491 new units
Housing Diversity	No change	Wider variety of typologies in single family neighborhood.	<ul style="list-style-type: none"> Wider variety of typologies in single family neighborhoods Mixed use residential and intensive housing options within SR 305 Corridor Center. 	<ul style="list-style-type: none"> Wider variety of typologies in single family neighborhoods Mixed use residential and intensive housing options within SR 305 Corridor Center. Increase residential density ranges for Residential Medium and Residential High zoning districts.
Housing Income Needs	0-80% AMI -663	0-80% AMI -368	0-80% AMI +143	0-80% AMI +386
Capital Facilities and Transportation Elements	Capital Facilities and Transportation Element with updated inventories, forecast of future needs.	Capital Facilities and Transportation Element with updated inventories, forecast of future needs.	Capital Facilities and Transportation Element with updated inventories, forecast of future needs.	Capital Facilities and Transportation Element with updated inventories, forecast of future needs.
Development - Regulations	Retains current zoning and housing type regulations.	<ul style="list-style-type: none"> Retains current zoning. Amends development regulations to allow for variety of housing types in RL zoning district. 	<ul style="list-style-type: none"> Amends land use and zoning map to identify a SR 305 Corridor Center. Amends development regulations to allow variety of housing types in RL zoning district. Amends development regulations to allow for mixed use in SR 305 Corridor Center, and other amendments to prioritize multi-story mixed use buildings. 	<ul style="list-style-type: none"> Amends land use and zoning map to identify a SR 305 Corridor Center; and to increase density ranges for RM/RH districts. Amends development regulations to allow variety of housing types in RL zoning district; and increase density ranges for RM/RH districts. Amends development regulations to allow for mixed use in SR 305 Corridor Center, and other amendments to prioritize multi-story mixed use buildings.

Exhibit 2.6-2 graphs the alternatives studied in this Draft EIS population, employment, and housing capacity by Alternative.



2.7 Benefits & Advantages of Delaying Proposed Action

SEPA requires that a Draft EIS discuss the benefits and disadvantages of reserving for some future time the implementation of the proposal, as compared with possible approval at this time. Particular attention should be given to the possibility of foreclosing future options by implementing the proposal (WAC 197-11-440(5)(vii)). The City would not have capacity to fulfill regional growth strategies and targets if the proposed action is delayed. Investments in multimodal improvements, parks, and other infrastructure would continue to follow existing plans and would not prepare for Poulsbo’s expected share of growth regionally. Retention of the existing Comprehensive Plan and regulations would also not provide a full range of housing meant to address recent GMA laws designed to promote more housing ownership options and to support housing for all income levels.

Attachment C: Comparison of Projected Housing Needs to Capacity for Housing Units per Income Segment (excerpt from DEIS)

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	2,578	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	2,649	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	3,160	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	3,491	1,514

Attachment D: Comprehensive Plan Progress Report

(Updated February 13, 2025)

TASK	ASSIGNED TO	PROGRESS	START	END
Joint CC/PC Meetings				
Kick-Off	PED	100%	2/23/22	2/23/22
Growth Target	PED	100%	3/22/22	3/22/22
Growth Strategy	PED	100%	9/27/22	9/27/22
Housing Allocation	PED	100%	6/13/23	6/13/23
SR 305 Workshop	PED	100%	5/23/23	5/23/23
Preferred Alternative Selection	PED	25%	3/11/25	3/11/25
Regional/Countywide				
Buildable Lands Report	PED	100%	2020	2021
Countywide PPP	PED	100%	2020	2021
Population/Employment Allocation	PED	100%	2021	2022
Housing Allocation	PED	100%	2022	2023
Initial Review of Elements - Goals and Policies				
Introduction/Vision	PED	100%	5/1/22	5/24/22
Community Character	PED	100%	6/28/22	7/12/22
Natural Environment	PED	100%	7/26/22	7/26/22
Economic Development	PED	100%	12/13/22	1/10/23
Capital Facilities	PED/ENG	100%	1/24/23	2/7/23
Parks, Rec, Open Space	PED/PARKS	100%	1/24/23	1/24/23
Utilities	PED/ENG	100%	2/7/23	2/28/23
Participation/Implementation	PED	100%	2/28/23	3/14/23
Health and Human Services	PED	100%	3/14/23	3/28/23
Housing	PED	100%	3/28/23	4/11/23
Land Use	PED	100%	8/8/23	8/8/23
Transportation	PED/ENG	100%	10/10/23	11/12/23
Full Review of Elements				
Introduction/Vision	PED	100%	5/9/23	4/3/24
Community Character	PED	100%	5/9/23	4/10/24
Natural Environment	PED	100%	9/26/23	7/10/24
Economic Development	PED	100%	6/13/23	7/17/24
Parks, Rec, Open Space	PED/PARKS	100%	8/29/23	5/8/24
Capital Facilities	PED/ENG	100%	8/29/23	5/1/24
Utilities	PED/ENG	100%	8/29/23	9/26/23
Participation/Implementation	PED	100%	5/12/23	8/21/24
Health and Human Services	PED	100%	1/9/24	6/26/24
Housing	PED	100%	11/28/23	4/17/24
Land Use	PED	100%	1/23/24	4/3/24
Transportation	PED/ENG	100%	5/8/24	8/7/24
Appendix A: Technical and Background Data				
Appendix A.1: Housing Needs Assessment	PED	100%	2023	2024
Appendix A.2: Land Use Inventory	PED	100%	2023	2024
Appendix A.3: Racially Disparate Impacts Review	PED	100%	2023	2024
Appendix A.4: Housing Land Capacity and Adequate Provisions	PED	100%	2023	2025
Appendix A.5: Land Development and Review Evaluation	PED	100%	2024	2024
Appendix B: City of Poulsbo Functional Plans				
Appendix B.1: 2024 Water System Plan	ENG/PW	100%	2022	2025
Appendix B.2: 2024 General Sewer Plan	ENG/PW	100%	2022	2024
Appendix B.3: 2025 Stormwater Management Plan	ENG/PW	90%	2024	2025
Appendix B.4a: 2024 Transportation Comprehensive Plan	ENG/PED	90%	2023	2025
Appendix B.4b: 2024 Poulsbo Complete Streets Plan	ENG/PED	100%	2023	2025
Appendix B.5: 2021 Parks, Recreation, and Open Space Plan	PARKS	100%	2021	2022
Appendix B.6: 2018 Urban Paths of Poulsbo	PARKS	100%	2018	2019
Appendix B.7: Solid Waste Utility Plan	PW	100%	2016	2016
Appendix B.8: Poulsbo Fire Department 2024-2044 Capital Facility Plan	POULSBO FIRE	100%	2023	2024
Appendix C: Public Participation				
Appendix D.1: References	PED	85%	2024	2025
Appendix D.2: Map Definitions and Citations	PED	85%	2024	2025
Other				
Section 2/Chapter 13: Capital Facilities Plan	PED	75%	2025	2025
Comprehensive Plan Maps (15)	PED	85%	2023	2025
Development Regulations	PED	25%	2025	2025
Submittal to Department of Commerce for Review	PED	0%	2025	2025
Submittal to PSRC for Review	PED	0%	2025	2025
Impact Fees	PED	10%	2025	2025
Critical Areas Ordinance	PED	25%	2025	2025
SEPA Review/EIS				
EIS Scoping Notice (Determination of Significance)	PED	100%	4/14/2023	5/29/2023
Draft EIS	PED	100%	1/16/2025	2/18/2025
Selection of Preferred Alternative	PED	25%	3/11/2025	3/11/2025
Final EIS	PED	0%	4/11/2025	4/11/2025
Public Engagement - Ongoing	PED	90%	2022	2025