

Chapter 2.
Land Use

2.1 PLAN CONTEXT

One of the fundamental roles of the Comprehensive Plan ("The Plan") is to anticipate, guide, and plan for growth in a way that helps the city achieve its vision. The Plan is a tool to look ahead to the likely growth and ensure that the city's plans for land uses, infrastructure, and services are aligned. The Land Use Chapter is one of the mandatory chapters of the Comprehensive Plan under the Growth Management Act (GMA). This chapter addresses the general pattern of land use within the city and provides the framework for other chapters that guide other aspects of land use.

The Land Use goals and policies outlined in this chapter will achieve Poulsbo's vision by providing for planned growth that contributes and enhances Poulsbo's unique and special character. Further, the policies in this chapter work in tandem with the 2044 Comprehensive Land Use Plan Map, Figure LU-1, which illustrates the location of various land use categories.

Poulsbo's Setting

Centrally located in North Kitsap County, Poulsbo is served by three state highways: SR 3, SR 307, and SR 305. Poulsbo's natural setting has highly recognizable characteristics that define the city as a unique and special place. Encompassing 5.36 square miles (4.74 land and .63 water), Poulsbo has 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 several other streams at the edges of the city limits. Dogfish Creek is the largest stream system in Poulsbo and extends extensively outside of the city limits. The South Fork of Dogfish Creek is completely within the city limits, on the east side of Poulsbo, generally along the SR 305 corridor.



Poulsbo's History

Originally Liberty Bay was one of many winter villages in the Usual and Accustomed (U&A) territory of the indigenous Suquamish People. They used this area of Poulsbo, known as Tcu-tcu-Lats, which roughly translates to "Land of the Vine Maples", to hunt, fish, clam, and gather indigenous plants and resources. In 1855, the Point Elliot Treaty was signed by their Chief, Chief Si?al or better known as Chief Seattle or Sealth. The Port Madison Indian Reservation was reserved in the Treaty of Point Elliot and along with the treaty the Suquamish people were able to reserve their right to fish, hunt, and gather freely today.

In the later part of the 19th century, white European settlers began emigrating to the Puget Sound region, some settling around the bay, which they called Dogfish Bay. The region was initially filled with homesteads and lumber industries; however, the appeal of the land attracted more settlers, most hailing from Norway and surrounding Scandinavian countries. By the turn of the century, Poulsbo was no longer a group of homesteads but a full-fledged community experiencing growth and development, Front Street being the commercial hub of the community. On January 14, 1908, Poulsbo was incorporated as an official town. It later became a city in 1913.

The 20th century saw a boom for Poulsbo, which had an influx of settlement from European immigrants. Poulsbo increased commercial and residential development in the downtown area while expanding out to places such as Viking Avenue and the surroundings of Lincoln Road. New local and regional industries supplied jobs and livelihoods for the residents of Poulsbo and the city cemented itself within Kitsap County.

When Poulsbo was chosen as a Destination City for the 1962 World's Fair in Seattle, the city began a large-scale renovation and eventual adoption of the Scandinavian style. The citizens came together to repaint the entire Front Street façade, completing the job in only two days. In decades after the fair, Poulsbo would retain its Norwegian identity and even expand on it with art and theming around the city. In the 1970's and onward, the city had undergone many upgrades and expansions to support the continuing growth of people, including developments of parks, neighborhoods, and landmarks, creating a Poulsbo more like what we know today.

Regional Plans

The Puget Sound Regional Council (PSRC) coordinates regional growth, transportation and economic development planning within King, Pierce, Snohomish, and Kitsap Counties. The primary policy document is Vision 2050, which provides a regional growth strategy, policies and actions that aim to use urban lands efficiently and sustainably to accommodate population and employment growth across the central Puget Sound. Many 2050 provisions cross over into different elements, such as Environment, Development Patterns, Housing, Economic Development, Public Services and Transportation. Another important aspect of the regional strategy is to direct the region's growth into its regional centers to provide services more efficiently to urban areas and to conserve rural lands, forests and other natural resources.

Under RCW 36.70A.210, GMA requires that counties (along with cities) adopt countywide planning policies (CPPs) to establish a policy framework under which county and city comprehensive plans must be consistent with. The Kitsap Regional Coordinating Council (KRCC) is the regional body in Kitsap County in charge of developing, updating, and maintaining the CPPs. The Kitsap County CPPs are the framework for growth management in Kitsap County. The PSRC is responsible for developing a regional transportation and land use vision while the Kitsap CPPs tailor the PSRCs regional growth management guidelines to Kitsap County and are the policy framework for the County's and the Cities' Comprehensive Plans.

Population Allocation

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

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

The Washington State Office of Financial Management (OFM) has the explicit responsibility for preparing the growth management population projections for each county planning under the GMA. OFM prepares a reasonable range of population growth projected over 20 years that is required to be used in growth management planning. County officials, also required by GMA, are responsible for selecting a 20-year GMA planning growth allocation from within the range of high and low projections prepared by OFM. Within each county, population distributions for cities, towns, and unincorporated areas are worked out among the affected local jurisdictions as part of regional planning processes. The KRCC holds this responsibility in Kitsap County. Appendix B of the Kitsap CPPs identifies the specific population allocation by jurisdiction to 2044. This is the countywide population distribution all jurisdictions must plan for and accommodate. Poulsbo's population allocation includes city limits and unincorporated urban growth area.

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

Population Distribution	2020 Population	+ New Population	= 2044 Population Target
Poulsbo City	11,975	4,581	16,556
Poulsbo UGA	528	1,065	1,593
TOTAL	***12,503***	***5,646***	***18,149***

Further, the GMA required Buildable Lands Report performed by Kitsap County is the official evaluation of densities achieved and land capacity analysis (see RCW 36.70A.215). Appendix A.5 will highlight the evaluation of densities and land capacity analysis for Poulsbo completed in the 2021 Kitsap Buildable Lands Report.

It is imperative, however, to highlight the difference between planning for an allocated population growth, and the actual realization of population growth. The GMA in RCW 36.70A.115 states that cities shall "provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their allocated housing and employment growth." And RCW 36.70A.110(2) states, "...each city within the county shall include areas and densities sufficient to permit the urban growth that is projected to occur..."

These statements clearly demonstrate that GMA requires jurisdictions to plan for and provide enough available land and capacity to accommodate its population growth allocation. Poulsbo's population allocation is not a target or a stopping point of possible growth; it is the minimum amount of growth the city must plan for. Since the inception of the GMA, Poulsbo has planned for the ceiling (actual growth), not the floor (minimum required to plan for). This policy has allowed the city to remain proactive in planning for infrastructure and service needs of the community.

When the growth occurs is dependent on the national, regional, and local economic and housing markets. The city as a government does not generate, initiate, or dictate when people move, new businesses locate, or how many houses the market can support. The City of Poulsbo's responsibility under GMA is to be prepared, through comprehensive land use planning, to accommodate these new residents, houses, and jobs, while maintaining the community's valued quality of life.

2.2 GOALS AND POLICIES

The following goals and policies are intended and will facilitate Poulsbo moving into its future in a manner that is consistent with the City's Vision Statement and Guiding Principles, while ensuring it is meeting the requirements of the Growth Management Act (GMA) and its regional share of future population, housing, and employment allocations.

The Land Use Chapter is divided into the following sections:

- Growth Accommodation and Regional Planning
- Centers of Growth
- General Land Use
- Residential Land Use
- Commercial Land Use
- Light Industrial and Business Park Land Use
- Master Planning
- Annexations
- Urban Growth Area Adjustment and Expansion
- Drainage, Flooding and Storm Water
- Groundwater Protection

Growth Accommodation and Regional Planning

Growth Accommodation and Regional Planning lie at the heart of the GMA, embodying a comprehensive approach to the challenge of sustained development. The GMA serves as a guiding framework, aiming to accommodate population growth while preserving unique natural and cultural assets, while regional planning becomes a necessary instrument in achieving this balance by fostering collaboration among municipalities, stakeholders, and communities, to ensure an appropriate and sustainable trajectory for growth.

GOAL LU-1
Provide orderly growth that enhances and respects the City's character, natural and small city setting, while planning for the population and employment allocation, and housing targets allocated to the City by Kitsap Regional Coordinating Council in its Kitsap Countywide Planning Policies, and the requirements of the Growth Management Act.

Policy LU-1.1
Achieve appropriate urban residential densities within the city and urban growth areas in order to practically plan for and accommodate the population allocation of 5,646 new residents and 1,977 new housing units by the year 2044. The allocation is not a commitment that the market will deliver growth during the defined planning period.

Policy LU-1.2
Support coordinated planning efforts among jurisdictions, agencies, tribes, ports, and Kitsap County. Coordinate Poulsbo's growth consistent with Puget Sound Regional Council's Vision 2050, Kitsap Countywide Planning Policies, and state requirements.

Policy LU-1.3
Develop as a high-quality, compact city that imparts a sense of place, provides for mixed uses and choices in housing types, and encourages walking, rolling, bicycling and transit use.

Policy LU-1.4
Ensure the necessary public services and capital facilities are provided through the development review process to support the City's planned urban growth at its adopted levels of service, consistent with state and local law.

Policy LU-1.5
Explore the creation of a "sphere of influence" outside of the Poulsbo city limits through coordination and collaboration with Kitsap County, to ensure that decisions are made with consideration for both city needs and broader regional impacts.

Centers of Growth

Envisioned as focal points for concentrated population and employment expansion, centers of growth are integral to the GMA's overarching goal of managing growth while preserving natural resources and fostering vibrant communities. The PSRC, as a regional planning agency, plays a central role in coordinating efforts to designate centers. Centers are the hallmark of VISION 2050 and the Regional Growth Strategy by guiding regional growth allocations, informing transit service planning, and representing priority areas for PSRC's federal transportation funding.

The SR 305 Corridor is the long-standing retail and employment center for Poulsbo. There is opportunity to consider the inclusion of housing within the subarea to take advantage of its proximity to city services, transit, and its geographic location at the crossroad for connections to Bainbridge and Kingston ferries, and the Olympic Peninsula. Additionally, it is positioned within very viable walksheds to important local destinations, like Downtown Poulsbo to the west, and residential neighborhoods and North Kitsap Schools to the east.

GOAL LU-2

Consistent with PSRC's Centers Framework, Regional Growth Strategy and Kitsap Countywide Planning Policies, a Center of Growth shall be designated which provides for compact, mixed-use development through increased density providing for additional housing capacity.

Policy LU-2.1

SR 305 Corridor has been identified as the location of Poulsbo's Center of Growth designation. The SR 305 Corridor Center shall be identified on Figure LU-1 City's Comprehensive Land Use Map.

Policy LU-2.2

Focus employment and housing growth in the SR 305 Corridor Center at densities that maximize potential transit ridership.

Policy LU-2.3

Promote SR 305 Corridor Center as a prioritized location for a variety of businesses - including retail, office, services, cultural and entertainment uses, and residential that combined support a vibrant mixed-use urban environment.

Policy LU-2.4

Identify within development regulations, incentives and performance-related standards to allow stand-alone residential uses and mixed-use developments within the SR-305 Center, providing opportunities where residents can walk, roll, or bike to transit, services, and employment.

Policy LU-2.5

Development within the SR 305 Corridor Center shall incorporate urban character and design attributes that contribute to an attractive vibrant urban environment:

- *High quality building/architectural design.*
- *Feature public spaces in the areas between building frontages and public streets, for plazas, cafes, gathering areas, public art, fountains, landscaping, and trees.*
- *Maximize shared parking opportunities.*





Policy LU-2.6
Infrastructure plans and public investments within the SR 305 Corridor Center shall be prioritized in the City's Capital Facilities Plan.

Policy LU-2.7
Work with Kitsap Transit to provide a full range of transit services to and within the SR 305 Corridor Center. Identify transit stations and provide shelters and other amenities that support transit service. Support a ½ mile walkshed to transit services within the center.

Policy LU-2.8
Increase mobility with the SR 305 Corridor Center and provide convenient walking, rolling, and bicycle routes to key destinations. Identify improved vehicular circulation and safety improvements within the Center.

Policy LU-2.9
Evaluate planning within the SR 305 Corridor Center for potential displacement of marginalized residents and businesses. Use a range of strategies to address any identified or potential displacement impacts.

General Land Use

Land use designations play a fundamental role in shaping the physical, economic, and social landscapes of Poulsbo. This involves the strategic delineation of areas for residential, commercial, industrial, and recreational purposes, reflecting Poulsbo's vision for growth and development. Land use designations provide a roadmap for decision-makers, developers, and residents, fostering a balance between growth, economic vitality, and environmental stewardship. Retaining and enhancing Poulsbo's high quality of life and special character are very important to Poulsbo citizens and the preferred land use pattern recognizes that many uses can be good neighbors if designed and developed well.

GOAL LU-3
Create a vibrant community through a balanced mix of land uses, including residential, commercial, industrial, recreational, public use, and open space, to serve the City's current and future residents.

Policy LU-3.1
Create a pattern of land use that encourages alternative methods of transportation such as transit, walking, rolling, and bicycling for daily activities and reduces reliance on automobiles.

Policy LU-3.2
Utilize subarea or neighborhood plans to identify smaller geographic areas within the city limits, to provide for site specific and intensive land use and design planning.

Policy LU-3.3
Recognize Poulsbo's attractive natural setting and the importance topography, ridges and critical areas have in creating a patchwork of open space that contributes to the City's "small town" appearance, while maintaining its ability to accommodate population growth. As it is within the City's legal authority, encourage the retention of forested areas through critical area protection or other appropriate regulatory authority.

Policy LU-3.4
Provide development standards for all zoning districts that identify appropriate uses, building heights, setbacks, access, landscaping, signage, parking, screening, and other appropriate dimensional and aesthetic standards. Architectural building design standards shall also be included for multifamily and nonresidential zoning districts that result in high quality building design and creative site design.

Policy LU-3.5
Promote land use development patterns that support the equitable delivery of, and access to, human service facilities and spaces.

Policy LU-3.6
Provide land use regulations that give opportunities for the community to have fair access to livelihood, education, and resources. Conduct community planning that includes and considers the City's diversity and different needs and does not negatively impact historically marginalized populations.

Policy LU-3.7
Support the development and/or redevelopment of underutilized lands that supports infill within all zoning districts.

Policy LU-3.8
Preserve regional historic, visual, and cultural resources and consider potential impacts to culturally significant sites and tribal treaty fishing, hunting, and gathering grounds.

Policy LU-3.9
Support services and access to opportunity for people of color, people with low incomes, and historically underserved communities to ensure all people can attain the resources and opportunities to improve quality of life and address past inequities.

Residential Land Use

A major objective of the Land Use Chapter is to maintain the vitality, quality, and character of Poulsbo's residential neighborhoods. Poulsbo's residential areas have developed over a period of many decades and vary widely in age, size, and style of housing. These diverse attributes make them unique and desirable places to live.

The residential land use designation connects with housing choice and variety, playing a pivotal role in determining the diversity and accessibility of housing options within Poulsbo. The way land is designated for residential use significantly influences the types of housing structures that can be developed, from single-family homes to multi-unit dwellings. The designation not only dictates the physical form of housing but also impacts affordability, as different housing types cater to a range of income levels. Striking a balance between density and open spaces is a key factor in fostering a dynamic mix of housing options, promoting a sense of community, and ensuring that individuals and families can find homes that align with their unique needs and preferences.

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

The Residential Medium (RM) land use designation allows for attached residential units, by allowing a density range of 6 -14 du per acre. This district is intended to provide for middle density residential development, facilitate public transit, and encourage efficient use of commercial services and public infrastructure, and encourage development of a variety of housing types, including townhouses, apartments, condominiums, smaller lot cottages, and duplexes.

The Residential High (RH) land use designation allows for density range of 15-22 du per acre. This district is intended to provide for higher density residential development, facilitate public transit and efficient use of public infrastructure, and encourage maximization of land through the development of higher density housing types, including townhouses, apartments, and condominiums.

GOAL LU-4

Provide residential land use designations that encourage a variety of housing types and densities for all stages of life and economic segments throughout the city.

Policy LU-4.1

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

- *Low Density Residential (RL) minimum 4 du/net acre to 5 units/gross acre.*
- *Medium Density Residential (RM) minimum 6 du/net acre to 14 units/gross acre.*
- *High Density Residential (RH) minimum 15 du/net acre to 22 units/gross acre.*
- *Minimum density for each residential land use designation shall be required for new development unless critical area protection regulations preclude the ability to achieve the minimum density.*

Policy LU-4.2

Encourage higher density and more intense development in areas that are more conducive to be served by urban facilities and services, such as public transportation, employment, commercial services, recreational opportunities, and other supporting amenities. All residential land use designations shall be encouraged to maximize the density allowed in these zones.

Policy LU-4.3

Encourage a variety of housing sizes, densities, and types, facilitate a more economically diverse housing stock, and provides for innovation, creativity, and diversity in site design, by identifying flexible development standards. Examples include planned residential development, infill incentives, cluster/cottage developments, zero lot line developments, floor area ratio, and lot averaging, to be identified as appropriate in the City's development regulations.

Policy LU-4.4

Consider infill and redevelopment of underutilized properties within residential areas, where new development would maintain the height and bulk that characterizes the area, while allowing a wider range of housing types, such as, but not limited to, cottage developments, townhomes, duplexes and triplexes. Development shall be reviewed for compatibility with existing and established neighborhoods.

Policy LU-4.5

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

Policy LU-4.6

To the extent possible, new residential development amenities, such as walkways, paths, or bike paths, should be connected and open to the general public.

Policy LU-4.7

Encourage mixed uses in neighborhoods, such as corner store retail and personal services to locate at appropriate locations where local economic demand and design solutions demonstrate compatibility with the neighborhood. The City's development regulations shall identify proper permit process including design review, as well as locational criteria, appropriate site design standards, landscaping, and architectural design standards.

Policy LU-4.8

Support transit-oriented development by promoting residential land uses and development which are within walking distances of transit facilities. Encourage safe pedestrian, rolling, and bicycle access and facilities from residential developments to transit facilities.

Commercial Land Use

The City's commercial districts can be categorized into four areas: Downtown Front Street, SR 305 Corridor, Viking Avenue and College MarketPlace. Each of these four areas has evolved into serving rather specific commercial services for Poulsbo's residents and the regional North Kitsap community.

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

The Viking Avenue (C-2) commercial corridor extends both north and south of the Lindvig/Finn Hill intersection, with the most intensive commercial uses to the south. Historically dominated by auto and recreation vehicle dealers or service areas, this corridor also includes the city's only movie theatre, numerous restaurants , fuel service centers, contractor or construction suppliers, professional offices, and residential neighborhoods of various types and intensities.

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

The College MarketPlace (C-4), developed under the requirements of the Olhava Master Plan, includes the larger, more regional commercial opportunities for Poulsbo and the North Kitsap County residents. It is conveniently situated at the regional crossroads of SR 3 and SR 305, with access to SR 307. These three main highways provide access from Bremerton/Silverdale, Northern Kitsap and Jefferson County, and Bainbridge Island. Included at College MarketPlace are a Home Depot, Wal-Mart Super Store, banks, chain-type restaurants, hotel, and retail stores.

GOAL LU-5

Encourage a mix of land uses that serve the needs of the city residents, businesses, and visitors, while also accommodating residential development in livable environments.



Policy LU-5.1
The City shall designate sufficient land for anticipated commercial land uses on its Comprehensive Plan Land Use Map, considering its population allocation, employment forecasts, housing targets, and the local and regional needs of the North Kitsap community.

Policy LU-5.2
Provide for a mix of activities including retail, office, social, recreation, local services and as appropriate residential, within the commercial designations.

Policy LU- 5.3
Support the City's four commercial districts, which provide the service and retail needs of the city and greater North Kitsap community, while also fostering business and industry uses to provide sustainable family wage jobs that create jobs in proximity to residential uses and transit opportunities.

Policy LU-5.4
To retain the pedestrian-friendly scale in the C-1 (Downtown/Front St) zoning district, the City's zoning ordinance shall identify appropriate development standards for height and scale of new development and redevelopment in this district.

Policy LU-5.5
Design standards for the commercial land use designation shall be used to continue the northwest lodge architectural style of the existing commercial areas, and the Scandinavian small fishing village scale architectural style of the C-1 Zoning District.

Policy LU-5.6
Encourage the infill, renovation, or redevelopment of existing commercial areas and discourage expansion of linear commercial "strips."

Policy LU-5.7
Encourage mixed use by allowing residential units to be located within commercial buildings in all commercial zoning districts, that can provide opportunities where residents can walk, roll, or bike to transit, services and employment. Identify within development regulations standards for mixed use commercial and residential structures.

Policy LU-5.8
Explore the use of minimum Floor Area Ratio (FAR) or building height in commercial districts to achieve an urban scale that encourages walkability and fosters compact, mixed-use development, reducing sprawl, and creating vibrant, pedestrian-friendly streetscapes that facilitate social interaction and economic vitality

Policy LU-5.9
Encourage new mixed commercial and residential uses within planned developments in commercial zoning districts by providing provisions in the City's development regulations for Planned Mixed Use Developments. These provisions shall include development and design standards, identify residential use percentage cap, minimum site size, and other appropriate regulations, to facilitate larger mixed-use development projects where residential units can be incorporated into the overall project design, and not necessarily restricted to being located above or below commercial uses.





Business and Employment Land Use

While Poulsbo has a significant inventory of commercial land uses, industrial and manufacturing areas are not as prevalent. The city has been successful in attracting a small number of high technology-based firms and other companies that have located throughout the city.

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

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

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

GOAL LU-6

Support emerging economic development opportunities and new jobs by providing for light industrial and business park uses within the city. Facilitate increased market interest and job opportunities by providing land use flexibility that includes a variety of commercial, office, and light industrial uses.

Policy LU-6.1

The City shall provide an adequate supply of land designated for light industrial, office commercial industrial, and business park to provide a range of uses and development which plan for and accommodate the number of jobs allocated.

Policy LU-6.2

Encourage new businesses and industrial uses to locate in areas that can maximize available and planned infrastructure, have reasonable access to major transportation corridors, and have few natural limitations.

Policy LU-6.3

Land uses other than industry should generally be discouraged from locating within the light industrial and business park land use designations with the exception of worker convenience uses, such as some limited retail sales, restaurants intended to serve industry workers, live/work units, or other ancillary or supportive uses.

Policy LU-6.4

Provide a variety of land uses for the office commercial industrial land use classification to support a combination of commercial/office/industrial uses that could facilitate new job creation and commerce. Residential uses, in addition to live/work units, should be allowed in the OCI classification in order to enhance the potential for viable mixed-use projects.

Policy LU-6.5

Live/work units shall be encouraged as the appropriate development of units that incorporate both living and working space. Live/work units can be incorporated into residential uses allowed in the commercial and office commercial industrial designations, to facilitate the potential for viable mixed-use projects. Development standards for live/work units shall be identified in the City's Zoning Ordinance.

Parks

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

GOAL LU-7

Designate on the City's land use map, City owned parks as a Park (P) land use designation. This designation's intent is to identify and preserve park land that provides the residents of Poulsbo recreation opportunities, open space functions and protection of environmentally sensitive areas. The City's zoning map shall also identify a Park zoning district.

Policy LU-7.1

City owned parks shall be designated with a Park (P) land use classification and Park zoning district. All land dedicated to the City for the purpose of a public park, and/or any future land acquisition made by the City intended for park use, shall receive the Park (P) designation at the first available comprehensive plan annual amendment cycle.

Master Planning

The Master Plan zoning overlay is intended for property which would benefit from coordination with the City for future development. The Master Plan will be an integrated document that when adopted will define the development of the subject property. A Master Plan will identify the proposed land uses, residential densities, public areas, drainage and transportation provisions, design guidelines, and anticipated phasing plan. When adopted by the City, a Master Plan provides specifics for the full development of the proposed project and affords the property owner and City predictability for the project's implementation.

GOAL LU-8

Allow master planning as a tool for areas in the City where large-scale site development coordination is necessary or beneficial to the City and property owner(s).

Policy LU-8.1

Provisions within development regulations shall be included to provide for master planning zoning overlay. These areas may be proposed by the City or property owner and shall be identified where coordination of areas which are proposed for large-scale new development, or for substantial renovation or reconstruction.









Annexations

Every city must be included within an urban growth area. The GMA states that "it is appropriate that urban government services be provided by cities, and urban government services should not be provided in rural areas." (RCW 36.70A.110(3)). Consistent with this goal of controlling the spread of urban growth, GMA limits the territory that a city may annex to that which lies within its urban growth area. And while limiting the territorial extent of annexations, GMA facilitates the process of annexation through the very comprehensive planning process it mandates.

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

GOAL LU-9

Ensure orderly transition within the City's designated urban growth area over the 20-year planning period and facilitate development of this area through appropriately planned and efficient delivery of urban services.

Policy LU-9.1

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

Policy LU-9.2

Annexation of large areas is encouraged, although individual property owners should not be prevented from pursuing annexation. Annexations should include both sides of streets and roads, including right-of-way.

Policy LU-9.3

Evaluation of proposed annexations will be based upon consideration of the following:

1. *The ability of the City to provide public services as set forth in the City's adopted Comprehensive Plan's Capital Facility Plan. The identified infrastructure provisions and/or improvements as identified shall be provided at the time of development or within 6 years as allowed by the Growth Management Act;*
2. *Whether the annexation would eliminate an unincorporated island or could be expanded to eliminate an unincorporated island;*
3. *Whether the annexation would follow logical boundaries, such as streets, waterways, or substantial topographic changes;*
4. *Whether the annexation would eliminate an irregularity or irregularities in the City's boundaries, thereby improving service delivery;*
5. *Any other factor deemed important by the City Council.*

Policy LU-9.4

It is the City's policy not to hold itself as a public utility and therefore generally requires that properties annex to the city limits before City public utilities are to be extended. There may be circumstances, however, that the City may decide, at its sole and absolute discretion, to allow extension of utility service to property prior to annexation. The Poulsbo Municipal Code establishes the procedures and policies for utility extensions prior to annexation.

Policy LU-9.5

The City shall process annexations in accordance with Washington State annexation laws in a timely and efficient manner, will facilitate public notification of proposed annexations, identify annexation procedures within the City's development regulations, and develop informational materials to be available on city's website.

Urban Growth Area Adjustment and Expansion

One of the features of the GMA is for counties and their cities to designate urban growth areas (UGAs). The GMA defines UGAs as are areas of land "within which urban growth shall be encouraged, and outside of which growth can occur only if it is not urban in nature". Generally, urban growth is defined as more intense and dense development that requires public services such as sewer and water. The purpose of UGAs is to concentrate development in defined areas to promote efficient land use, infrastructure development, and transportation planning. This concentration helps avoid urban sprawl and preserve rural and natural areas.

GOAL LU-10
Adjustment and expansion of the Poulsbo Urban Growth Area shall be considered as set forth in the Kitsap Countywide Planning Policies, Element B - Urban Growth Areas.

Policy LU-10.1
At a minimum, the City and Kitsap County shall review the Poulsbo UGA every 10-years as required by GMA, and/or the review shall occur through the Kitsap County buildable lands reporting efforts. Review shall include densities approved since the UGA designation and the previous buildable lands report, to determine if growth and permitted densities are occurring as planned. Results from the most recent Census and any relevant Kitsap Countywide Planning Policy amendments shall be taken into consideration when reviewing the Poulsbo UGA.

Policy LU-10.2
Expansion and adjustment of the Poulsbo UGA may be necessary after the 10-year review or if the Kitsap Regional Coordinating Council approves a new or increased population or employment allocation to Poulsbo that necessitates additional land use capacity. The criteria and required analyses for expansion and adjustment of the Poulsbo UGA shall be as set forth in the Kitsap Countywide Planning Policies Element B Urban Growth Areas and any applicable state law.

Policy LU-10.3
Adjustment of the Poulsbo UGA that does not result in an expansion, may be considered outside of the 10-year review or population/employment allocation process, consistent with state law.

GOAL LU-11
The City shall identify, evaluate and enact appropriate reasonable measures to accommodate projected growth before considering expansion of the Poulsbo UGA, as required by GMA (RCW 36.70A.215.1.b) and the Kitsap Countywide Planning Policies.

Policy LU-11.1
Monitor the type, location, and density of residential and commercial growth in the City to ensure that new growth continues to be consistent with the assumptions of the Kitsap Countywide Planning Policies growth allocation for Poulsbo. The City shall keep current the databases created in conjunction with the comprehensive plan.





Policy LU-11.2
The City shall review annually: a) net growth remaining to be accommodated, adjusted each year by new population estimate by OFM; b) residential project densities approved; c) determine trends and identify if any significant variation from density assumptions have occurred; and d) any other relevant data.

Policy LU-11.3
The City will continue to coordinate with Kitsap County in its Buildable Lands Reporting. The City shall utilize data collected and analyzed to monitor and scrutinize development trends to ensure adequate densities are being achieved to accommodate the City's population allocation.

Policy LU-11.4
If the Buildable Lands analysis shows that the City's Comprehensive Plan growth goals are not being met, reasonable measures shall be implemented to reduce the differences between growth and targets and actual development patterns.

Policy LU-11.5
Monitor the effectiveness of any enacted reasonable measures to report during the Kitsap County Buildable Lands Report process and publication(s).

Drainage, Flooding and Storm Water

Poulsbo faces unique challenges and opportunities in managing drainage, flooding, and stormwater issues. As a waterfront community situated on Liberty Bay, Poulsbo's geographical features contribute to the intricate dynamics of water flow and precipitation. The effective management of drainage systems is crucial to mitigate the risks of flooding and ensure the sustainability of water resources. As land-use patterns evolve, there is a growing need to address stormwater runoff and underscores the importance of proactive measures to prevent flooding and preserve the integrity of Poulsbo's natural surroundings.

GOAL LU-12
Provide a surface and storm water management system and program that controls damage from storm water, protects and improves water quality, prevents the loss of life and property, and protects the environment.

Policy LU-12.1
Implement regulations to manage storm water to a) protect human life and health; b) protect private and public property and infrastructure; c) protect resources such as water quality, shellfish beds, eelgrass beds, kelp, marine and freshwater habitat, and other resources; d) prevent the contamination of sediments from urban runoff; and e) achieve standards for water and sediment quality by reducing and eventually eliminating harm from pollutant discharges.

Policy LU-12.2
Implement regulations that avoid, minimize, and mitigate erosion, sedimentation, and storm water runoff problems including stream and shoreline erosion, related to land clearing, grading, development and roads.

Policy LU-12.3
Adopt an ordinance and programs to control storm water runoff through approaches including, but not limited to:

- *Adopt a storm water technical manual that meets the state minimum requirements;*
- *Control offsite effects of runoff pollution, erosion, flooding and habitat damage;*
- *Protect natural drainages;*
- *Implement source control and treatment with Best Management Practices (BMP);*
- *Require adequate storm water facilities concurrent with development and roads.*

Policy LU-12.4
Design context appropriate storm water facilities that reflect the character of the neighborhood, the environmental setting of the site and help to integrate the natural and built environment.

Policy LU-12.5
As part of periodic updates to the City's Storm Water Comprehensive Plan, inventory the City's drainage basins and sub-basins to identify existing and future storm water drainage problems. Improvements to the City's storm water drainage system shall be identified in the storm water functional plan and added to the City's Capital Facility Plan.

Policy LU-12.6
As part of periodic updates to the City's Storm Water Comprehensive Plan and the Stormwater Management Action Plan (SMAP), identify projects and funding that will help to improve and protect Liberty Bay water quality by implementing applicable sections of the Liberty Bay TMDL Plan.

Policy LU-12.7
As part of periodic updates to the City's Storm Water Comprehensive Plan, 6-year Capital Improvement Plan SMAP, identify projects and funding that will help to restore aquatic and riparian habitat such as streams, wetlands, and shorelines from negative effects of historic storm water runoff.

GOAL LU-13
Implement low-impact development (LID) techniques in site planning for storm water management and mitigation with a goal of enhancing water quality.

Policy LU-13.1
Identify methods of retaining native vegetation and incorporating topographic and natural drainage features that slow, store and infiltrate storm water.





Policy LU-13.2
Use a multidisciplinary approach to site development design that includes planners, engineers, landscape architects and architects at the initial phase of a development project.

Policy LU-13.3
Manage storm water as close to its point of origin as possible using small scale, distributed hydrologic controls.

Policy LU-13.4
Integrate storm water controls into the development design including landscaping and open space and utilize the controls as amenities, contributing to a multifunctional, aesthetic landscape that is consistent with the neighborhood character and environmental setting.

Policy LU-13.5
The City shall incorporate appropriate LID techniques for storm water management in its' public projects, especially road projects, as technically feasible.

Policy LU-13.6
The City will develop and implement a program, as funding allows and where feasible, to retrofit infrastructure that was developed prior to the implementation of surface and storm water best management practices.

GOAL LU-14
Encourage development and use of regional storm water facilities where feasible and consistent with the City's adopted Storm Water Comprehensive Plan.

Policy LU-14.1
As part of periodic updates to the City's Storm Water Comprehensive Plan, the City will identify basins and sub-basins that may be suitable for development of regional storm water facilities. Regional facilities may be proposed in other locations by either the City or developer but shall be consistent with applicable City goals and policies.

Policy LU-14.2
New development or redevelopment projects that are located within a basin that drains to an existing or proposed regional storm water facility, may be required to contribute toward the cost of planning, designing, constructing or maintaining that facility in lieu of building onsite improvements. The amount of the contribution will be proportionate to the amount of storm water being added by the property relative to the capacity of the regional facility.

Policy LU-14.3
The City may enter into Latecomer Agreement with developers for recovery of their costs for capital improvements, which benefit other parties in accordance with State law. The City may add an administrative charge for this service.



Groundwater Protection

Groundwater aquifers supply water to surface water and to public and private wells that provide drinking water. Rainfall contributes to surface water and recharges the groundwater as precipitation infiltrates through the soil. Land development can change the hydrologic cycle and reduce the land's capacity to absorb and retain rainfall and reduce the groundwater recharge potential. Adequate protection of groundwater resources as well as conservation is important to ensure the City's ability to provide clean and available public water.

GOAL LU-15

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

Policy LU-15.1

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

Policy LU-15.2

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

Policy LU-15.3

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

Policy LU-15.4

Ensure the City's public groundwater sources provide a water supply that meets all federal and Washington State Department of Health drinking water quality standards.

Policy LU-15.5

Develop and implement a proactive water use efficiency and conservation program, based upon the goals and recommendations set forth in the most current water system functional plan. Any such efficiency and conservation program shall identify incentives for water conservation.



