

PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

CITY OF POULSBO COMPREHENSIVE PLAN

February 3, 2017



BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process ([Adopted Policy and Plan Review Process](#), Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans.¹ This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a [Plan Review Manual](#), provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with [VISION 2040](#), [Transportation 2040](#), and [Growth Management Act](#) requirements.

DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for the City of Poulsbo, adopted by the city on December 21, 2016. PSRC last certified the City of Poulsbo's comprehensive plan in 2012. PSRC staff reviewed the 2016 comprehensive plan update and coordinated with city staff in the development of this report.

CERTIFICATION RECOMMENDATION

Based on the review of the City of Poulsbo comprehensive plan, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

The Puget Sound Regional Council certifies that the transportation-related provisions in the City of Poulsbo 2016 comprehensive plan update conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.

The remainder of this report contains a summary of the PSRC review of the City of Poulsbo comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and Local Comprehensive Plan Checklist, is listed in high-level bullets. Discussion in each topic area highlights

¹ The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC's Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council's Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.

exemplary provisions of the plan, as well as issues identified through the certification review where future work on the part of the city is needed to more fully address VISION 2040, Transportation 2040, and Growth Management Act planning requirements. PSRC recognizes that the timing and mechanism for addressing each of the comments will vary based on the jurisdiction, its resources and plan update process, and the nature of the comment.

Part I: Conformity with Growth Management Act Transportation Planning Requirements

SCOPE OF REVIEW

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

Land use assumptions and forecasts of travel demand that are internally consistent and consistent with growth targets.

Service and facility needs, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

Financing and investments, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

Intergovernmental coordination with neighboring cities, counties, and regional and state agencies.

Demand management, including programs to implement the Commute Trip Reduction Act.

Pedestrian and bicycle planning, including project funding and capital investments, education, and safety.

Land uses adjacent to airports, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.

Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The City of Poulsbo's comprehensive plan effectively addresses many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions. Highlights include:

- ☑ Goal TR-8 and implementing policies support the city's participation in regional transportation coordination plans and programs to support a seamless transportation system and promote the city's role in the regional transportation network.
- ☑ The plan contains provisions for funding transportation demand management and transportation system management actions and projects to help mitigate potential traffic impacts from development (Pol. TR-2.7, TR-5.4, TR-5.5).
- ☑ Goal TR-5 and implementing policies support nonmotorized investments to expand travel choices, including bicycle and pedestrian improvement projects, and support coordination with neighboring jurisdictions to connect the trail system. The plan also references and builds upon the Urban Paths of Poulsbo Plan which includes proposed nonmotorized linkages for bicycles and pedestrians.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on the transportation planning requirements of the Growth Management Act.

Part II: Consistency with Regional Plans and Policies

OVERVIEW

This section discusses consistency with the adopted multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and Transportation 2040, the region's long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a regional growth strategy with a preferred distribution of the region's residential and employment growth, as well as a number of implementation actions for local governments to carry out. Each policy area addressed in VISION 2040 is discussed in turn below.

VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. The introduction to the land use element of the Poulsbo comprehensive plan update includes a complete statement describing how the plan supports VISION 2040, including the multicounty planning policies (MPPs) and the Regional Growth Strategy.

Environment

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

Stewardship, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.

Earth and habitat, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.

Water quality, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.

Air quality and climate change, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Poulsbo comprehensive plan addresses the environmental policy topics in VISION 2040 with strong goals and actionable policies. Highlights include:

- ☑ Goal LU-15 and implementing policies safeguard the quantity and quality of groundwater in an effort to ensure the city can continue to provide clean public water.
- ☑ Goal LU-14 and implementing policies support the preservation and management of trees on public and private lands to enhance the benefits of a healthy urban canopy.
- ☑ Goal TR-12 and implementing policies support compliance with federal and state air quality requirements and the reduction of greenhouse gases by promoting cleaner transportation alternatives to driving alone.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on the environment.

Development Patterns – Including the Regional Growth Strategy

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

Urban areas, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.

Centers, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.

Unincorporated urban areas, including policies that advance annexation and orderly transition of governance.

Resource lands, including identification of steps to limit development.

Regional design, addressing local provisions that apply the Transportation 2040 Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.

Health and active living, addressing healthy environment, physical activity and well-being, and safety.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses many of the development patterns policies in VISION 2040. Highlights include:

- ☑ Goal LU-7 and implementing policies support an orderly transition within the city's designated urban growth area to encourage annexation and coordinate planning and delivery of urban services.
- ☑ The community character element focuses on improving quality of life through efforts including developing engaging public spaces and a vibrant Downtown Poulsbo, promoting infill and redevelopment, and encouraging excellent urban design.
- ☑ Goal LU-3 calls for capturing growth through redevelopment in central places, including Viking Avenue, College Market Place, and the historic downtown core. Policy LU-3.1 prioritizes local investments in capital facilities, pedestrian and bicycle facilities, and other public improvements in the city's designated local centers.
- ☑ Goal PRO-2 and implementing policies support providing active and passive recreation opportunities for residents of all ages and abilities.

DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- ☐ The Growth Management Act requires local jurisdictions to plan for 20 years of anticipated growth consistent with the targets adopted through the countywide process (RCW 36.70A.115). The 2036 population and employment targets referenced in the plan are consistent with the targets adopted by Kitsap County. While the city has demonstrated it has the capacity to accommodate the population growth targets, the plan indicates the current employment capacity recorded in the buildable lands report is slightly below the adopted target. The plan states that there is likely additional capacity within underutilized existing commercial buildings that is sufficient for the needed capacity, which further analysis can substantiate. The city also states that rezoning five acres of residential land to a non-residential designation would provide sufficient land for the employment capacity without affecting the city's ability to accommodate the population growth target. The city is encouraged to further analyze the capacity within underutilized existing commercial buildings prior to the next buildable land report and to move forward to address capacity needs as warranted by the findings of the analysis.

Housing

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

Increased housing production opportunities, including diverse types and styles for all income levels and demographic groups.

Affordable housing needs, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.

Regional housing objectives in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses the housing provisions contained in VISION 2040.

Highlights include:

- ☑ Goal HS-1 and implementing policies support a diverse range of housing types that meet the needs of the existing and projected population, including accessory dwelling units, duplexes, and clustered and cottage homes.
- ☑ The plan contains provisions to provide private and public financial support to repair and rehabilitate aging or substandard homes (Pol. HS-2.1, HS-2.3).
- ☑ Goal HS-4 and implementing policies promote housing affordable to a range of incomes through a variety of tools including inclusionary zoning, and support for public-private partnerships and local service providers to develop and maintain affordable units.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on housing.

Economy

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

Include an **economic development element** that addresses: business, people, and places.

Retention and recruitment efforts that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

Equitable benefits and impacts, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

Adequate housing growth in centers through collaboration with the private sector and provision of infrastructure.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city's comprehensive plan effectively addresses many of the economic provisions of VISION 2040.

Highlights include:

- ☑ Policy LU-1.4 calls for fostering business and industry uses to provide sustainable living-wage jobs.
- ☑ The economic development element emphasizes the need for adequate infrastructure to accommodate growth.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on the economy.

Transportation

SCOPE OF REVIEW

VISION 2040 and Transportation 2040 call for local comprehensive plans to address the following transportation policy topics:

Maintenance, management, and safety, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.

Support for the regional growth strategy, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

Improved transportation options and mobility, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

Linking land use and transportation, including integrating Transportation 2040 physical design guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Poulsbo comprehensive plan addresses the major transportation emphases in VISION 2040 and Transportation 2040, including maintenance, management, and safety; support for the Regional Growth Strategy; and providing greater options and mobility. Highlights include:

- Goal TR-4 and implementing policies support maintenance and safety of Poulsbo's transportation system, including nonmotorized networks. Policy TR-4.2 calls for implementing a program that focuses on safety, Safe Routes to Schools, traffic calming, education, and enforcement in residential areas.
- The plan includes several references to complete streets and requires that all new construction, retrofit or reconstruction meet complete streets standards in an effort to expand safe and accessible travel choices.
- Goal TR-6 and implementing policies support the coordination of land use and transportation planning to manage growth, including improving neighborhood connectivity and protection of surface water quality.

DISCUSSION: AREAS FOR FURTHER WORK

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

(see comments addressing Growth Management Act transportation planning requirements on page 3).

- The Growth Management Act requires level-of-service standards for all locally owned arterials and transit routes, and the multicounty planning policies call for other modes, such as biking and walking, to be addressed as well (MPP-DP-54-56). PSRC commends the city for including policies that are supportive of walking, biking and transit and encourages the city to continue developing policies, standards, and regulatory approaches that incorporate multiple travel modes. The plan should include level-of-service standards that address multiple modes of transportation. This analysis will help with the evaluation of needs when comparing the inventories to the standards, as well as respond to the MPPs on multimodal concurrency. The Washington State Department of Commerce's Transportation Element Guidebook has

information on how to set level-of-service standards and identify system needs (pages 143-150 and 183-189) (<http://www.commerce.wa.gov/Documents/GMS-Transportation-2012.pdf>).

Public Services

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

Promote more efficient use of existing services, such as waste management, energy, and water supply, through conservation – including demand management programs and strategies.

Promote renewable energy and alternative energy sources.

Plan for long-term water needs, including conservation, reclamation and reuse.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Poulsbo comprehensive plan update contains policies that address the public services provisions of VISION 2040. Highlights include:

- ☑ The utilities element emphasizes coordination with utility providers to ensure services continue to be provided efficiently as the city accommodates growth over the 20-year planning horizon.
- ☑ Policy UT-1.3 requires sewer and water connections for all new development.
- ☑ Policy UT-1.9 calls for the development and implementation of a proactive water use efficiency and conservation program.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on public services.

Conclusion

PSRC staff thanks the city for working through the plan review and certification process. PSRC is available to provide assistance for future plan updates. Additional planning resources can also be found at <http://www.psrc.org/growth/planreview/resources/>. If the city has questions or needs additional information, please contact Laura Benjamin at 206-464-7134 or LBenjamin@psrc.org.