



## Chapter 2. Alternatives

### 2.1. Introduction

This chapter describes the Kitsap County (the County) Comprehensive Plan Update 2016 proposal and alternatives under consideration. The alternatives are evaluated in Chapter 3 across a variety of environmental topics.

### 2.2. Plan Update Proposal and Objectives

#### 2.2.1. Proposal

The County is updating its Comprehensive Plan consistent with the Growth Management Act (GMA) (RCW 36.70A), as part of the required 8-year review and evaluation. Under GMA, the Comprehensive Plan (Plan) is a generalized coordinated land use policy statement of a county or city. Required elements include: land use, housing, capital facilities, utilities, rural (counties only), and transportation. Economic development and parks and recreation elements are required only when the state provides funding for them. Optional elements include subarea plans or other topics. The Comprehensive Plan addresses a 20-year planning period and must demonstrate an ability to accommodate future growth targets adopted in the Countywide Planning Policies. Based on the Kitsap County Countywide Planning Policies, the County is planning for growth targets of 77,071 new people and 46,647 new jobs countywide between 2012 and 2036.

Through the Comprehensive Plan Update, the County is: reestablishing its vision; addressing growth through 2036; updating its inventory of natural and built environment conditions; streamlining and setting goals and policies; updating its land use plan; amending zoning, critical area, and other development regulations; and aligning its Capital Facilities Plan to address Kitsap County's future. The Comprehensive Plan will in turn guide land use permitting, capital investment programs, and budget and operational resources.

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A Comprehensive Plan guides and shapes a community's physical development over the long term, addresses the entire community and all its values, activities, or functions – land use, housing, employment, transportation, recreation, utilities, etc. – and provides a guide for achieving the community's desires for growth and character.

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## 2.2.2. Objectives

The Board of County Commissioners (BOCC) has developed the following Guiding Principles for the Comprehensive Plan Update (Kitsap County, 2014), and these are considered objectives of this Supplemental Environmental Impact Statement (SEIS).

1. Create a usable, results-oriented plan.
2. Utilize an integrated, interdisciplinary team approach.
3. Avoid urban growth area (UGA) expansion to the extent feasible.
4. Respond to new population trends in innovative ways.
5. Support vibrant waterfront communities, with emphasis on Silverdale, Kingston, and Manchester.
6. Illustrate likely outcomes of proposed goals and projects.
7. Communication: include new groups in outreach and provide information in a graphically pleasing, simple, informative method.

Additional objectives of this SEIS include:

8. Respond to GMA goals and requirements:
  - o Changes made by the State Legislature
  - o Relevant court cases
  - o PSRC's Vision 2040 Policies
  - o Countywide Planning Policies including growth targets
9. Evaluate and refine the Comprehensive Plan vision to reflect the aspirations of Kitsap County communities to the year 2036. (See 2016 proposed vision in sidebar.)
10. Amend Comprehensive Plan Land Use Map designations that direct zoning regulations to accommodate growth targets and to meet community objectives for management of growth.
11. Revise the Comprehensive Plan to extend its planning horizon from 2025 to 2036.
12. Refine and streamline policies on population and employment growth, land use, housing, capital facilities, utilities, transportation, economic development, parks, natural environment, and rural and resource land use for the unincorporated areas of Kitsap County.
13. Review and evaluate subarea and community plan goals and policies, integrating public input and making consistency edits with the Comprehensive Plan as appropriate.
  - o UGA Plans: Silverdale, Kingston\*
  - o Limited Area of More Intensive Rural Development (LAMIRD) Plans: Suquamish, Keyport, Manchester
  - o Community Plan: Illahee

\*The Gorst Subarea Plan is not updated as it was recently prepared in 2013. The Poulsbo UGA Plan is anticipated to be updated in 2017 as part of a collaborative update between the County and the City.
14. Review and revise as necessary the County's Critical Areas Ordinance considering best available science.
15. Ensure efficient provision of and adequately available public services and capital facilities that serve existing and new development in urban areas.

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### Kitsap County Vision Statement (2016)

Kitsap County government exists to protect and promote the safety, health and welfare of our citizens in an efficient, accessible and effective manner.

...This vision of the future, which is shared by citizens and elected officials, includes the following elements:

**Effective and Efficient County Services.** County government continuously assesses its purpose, promotes and rewards innovation and improvement, fosters employee development and uses effective methods and technologies to produce significant positive results and lasting benefits for citizens.

**Thriving Local Economy.** A well-educated workforce and strategic investment in county infrastructure prompt businesses to expand or locate in Kitsap County, creating well-paying jobs and enhancing our quality of life.

**Safe and Healthy Communities.** People are protected and secure, care about their neighborhoods and are proud of where they live, work and play.

**Inclusive Government.** County government conducts all activities in a manner that encourages citizen involvement, enhances public trust and promotes understanding.

**Protected Natural Resources and Systems.** Education, land use planning and coordinated efforts assure that the forests, clean air and water that Kitsap is known for are sustained for the benefit of current and future generations.

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### 2.2.3. Alternatives

The Comprehensive Plan Update 2016 proposal and above objectives are tested with the following alternatives:

- **Alternative 1 No Action:** Pre-update Comprehensive Plan as of September 2015.
- **Alternative 2 Whole Community:** reflects Guiding Principles and GMA Directives.
- **Alternative 3 All Inclusive:** most changes; all reclassification requests.
- **Preferred Alternative:** reflects Guiding Principles, GMA directives, some reclassification requests, and responses to public input.

These alternatives are summarized below. The Draft SEIS provides more detail on Alternatives 1, 2, and 3 while this Final SEIS further describes the Preferred Alternative.

Alternative 1 would maintain the pre-update Comprehensive Plan with no land use plan, policy, or development regulation changes; it is a required alternative under the State Environmental Policy Act (SEPA).

Alternative 2 directs the 20-year growth targets into compact UGA boundaries emphasizing mixed uses and higher densities in centers and corridors. Alternative 2 makes UGA adjustments in the Bremerton UGA – expansions in West Bremerton and reductions in East Bremerton for more efficient public services delivery. The Port Orchard UGA is also reduced. A small (<1%) expansion of Silverdale UGA is included in Alternative 2. Some private reclassification requests related to employment are included. All together Alternative 2 results in a 4% net reduction of UGA lands. Alternative 2 also updates the Comprehensive Plan and regulations based on GMA requirements and BOCC Guiding Principles.

Alternative 3 considers adjustments to the land use plan and several UGAs to address 20-year growth targets. All private reclassification requests would be included. Areas of UGA expansion are considered in Kingston and Silverdale UGAs. Boundary reductions are considered in the Port Orchard UGA. Central Kitsap and Bremerton UGA boundaries would be expanded in some locations and reduced in others for a net increase. The net result of Alternative 3 is a 4% increase in UGA lands. Last, Comprehensive Plan and development regulations would be updated under Alternative 3, based on GMA requirements.

The Preferred Alternative is similar to Alternative 2 and accommodates 20-year growth targets into smaller UGA boundaries emphasizing mixed uses and higher densities in centers and corridors. The Silverdale and Port Orchard UGAs are reduced. A small (7%) expansion of the Kingston UGA is included in the Preferred Alternative (75 acres of 1,145 acres) though less in area than Alternative 3 (total 1,212 acres). Some private reclassification requests are included. All together the Preferred Alternative results in a 1% net reduction of UGA lands. The Preferred Alternative also updates the Comprehensive Plan and regulations based on GMA requirements and BOCC Guiding Principles.

## 2.3. Description of the Plan Area



Kitsap County is located in the Puget Sound region of western Washington. The county lies in the eastern portion of the Olympic Peninsula and includes the Kitsap Peninsula as well as Bainbridge Island. Kitsap County encompasses approximately 395 square miles of land and has an estimated population of approximately 258,200 (Washington State Office of Financial Management, 2015). Please see Exhibit 2.3-1 for a general map of the area.

The Kitsap County Comprehensive Plan Update 2016 addresses all unincorporated portions of Kitsap County, encompassing a total of approximately 319 square miles and a population of 171,940 persons (Washington State Office of Financial Management, 2015).

Urban land, designated as Urban Growth Areas (UGAs), is characterized by denser development patterns where public or private facilities or services exist or are planned. Urban areas comprise cities, totaling approximately 76 square miles (Bainbridge, Poulsbo, Bremerton, and Port Orchard), and unincorporated UGAs, totaling about 30 square miles. Three cities, Poulsbo, Bremerton, and Port Orchard, are surrounded by UGAs. In the future, UGAs may incorporate into new communities or annex to existing cities depending on property owner or voter approvals. Unincorporated UGAs include:

- Kingston
- Silverdale
- Poulsbo
- Central Kitsap
- Bremerton UGA: East Bremerton, West Bremerton and Gorst
- Port Orchard

Outside of urban areas, rural lands include rural residential, rural industrial, and rural commercial areas; and lands for forestry, mining, and agriculture<sup>1</sup>.

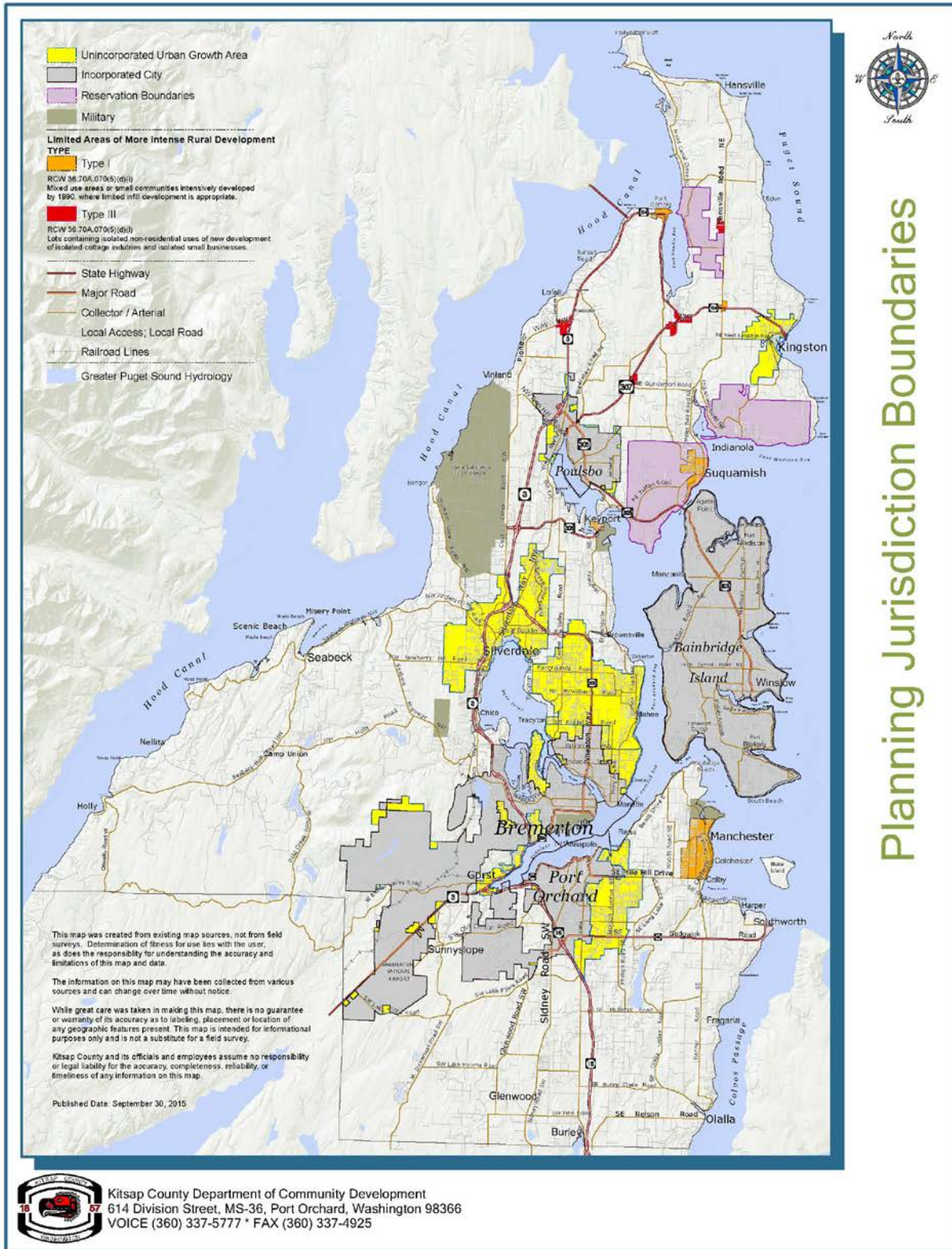
The incorporated cities of Bremerton, Port Orchard, Poulsbo, and Bainbridge Island are responsible for maintaining their own GMA comprehensive plans, which must be consistent with the County's Plan. The County's planning process, however, includes consultation and coordination with these jurisdictions. Additionally, the analysis considers cumulative growth across ecosystems such as climate and water resources or built systems such as transportation.

Please see Exhibit 2.3-1 for a general map of the incorporated and unincorporated areas, including the pre-update unincorporated UGA boundaries that are a focus of this SEIS.

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<sup>1</sup> Agriculture primarily consists of small farms. The county does not contain agricultural lands of long-term commercial significance under GMA.

Exhibit 2.3-1 Study Area Map



Source: Kitsap County Department of Community Development 2015

## 2.4. Purpose of this Supplemental EIS



The purpose of a SEIS is to add information and analysis to supplement the information in one or more previous EISs. (WAC 197-11-600 (4) (d) An SEIS may address new alternatives and new topics. An SEIS should not include analysis of actions, alternatives, or impacts that is in the previously prepared EIS. Scoping for an SEIS is not required.

This SEIS for the Comprehensive Plan Update 2016

supplements the following EISs:

- Kitsap County 10-Year Comprehensive Plan Update – Integrated Plan and Environmental Impact Statement, Volume II: Final EIS, December 2006. The 10-Year Comprehensive Plan Update Draft and Final EISs are herein incorporated by reference.
- Kitsap County Urban Growth Area (UGA) Sizing and Composition Remand, Final SEIS, August 10, 2012. The Remand Draft and Final SEISs are herein incorporated by reference.
- City of Bremerton and Kitsap County, Gorst Creek Watershed Characterization & Framework Plan, Gorst Subarea Plan, and Gorst Planned Action EIS, October 8, 2013. The Gorst Draft and Final EISs are herein incorporated by reference.

Consistent with SEPA (Revised Code of Washington (RCW) 43.21C), this SEIS does not fully repeat the analysis of actions, alternatives, or impacts included in the countywide 2006 or 2012 Final EISs and the Gorst EIS. The prior 2006 and 2012 Final EIS alternatives studied a broad range of UGA land use patterns, boundaries, and population capacities across the county. None of the Comprehensive Plan Update 2016 SEIS alternatives exceed the prior range of geography or population capacity of these EISs. However, having the same UGA boundaries and land use designations, the 2016 Comprehensive Plan Update No Action Alternative in this SEIS is similar to the Preferred Alternative in the 2012 UGA Sizing and Composition Remand FEIS, and provides a link to the prior analysis.

This SEIS evaluates environmental topics most pertinent to the task of determining appropriate UGA boundaries, growth capacities, and public services/infrastructure needed to serve reconfigured UGAs. The natural and built environment topics studied in this SEIS include:

- Natural Environment
  - Earth
  - Air Quality
  - Water Resources (Surface and Ground)
  - Plants and Animals
- Built Environment: Land Use and Transportation
  - Land and Shoreline Use
  - Relationship to Plans and Policies
  - Population, Housing and Employment
  - Transportation

- Built Environment: Public Services and Utilities
  - Public Buildings
  - Fire Protection
  - Law Enforcement
  - Parks and Recreation
  - Schools
  - Solid Waste
  - Wastewater
  - Stormwater
  - Water Supply
  - Energy and Telecommunications
  - Library

The overall conclusions of the 2006 Final EIS on the following topics – cultural resources, aesthetics, and noise – are not expected to significantly change, and the prior EIS may be referenced for analysis. These topics would also be addressed on a project-level basis depending on the nature of the proposal and County code standards.

## 2.5. SEPA Process

### 2.5.1. Public Review Opportunities

In June 2014, Kitsap County launched Let’s Hear Kitsap which aimed to gather citizen comments and ideas on Kitsap County quality of life, public safety, and economic development. The plan provided for robust public participation imperative to create a viable and implementable Comprehensive Plan Update.

Between September 2014 and December 2016, Kitsap County received over 6,000 comments from responses to County surveys, responses to the “Questions of the Week” posted at the website and emailed to interested parties, Open Houses and other public engagement opportunities. Public engagement opportunities and special events have included:

- Widely distributed postcards to advertise comment opportunities (see Exhibit 2.5-1)
- Ten online surveys
- Four Citizens Advisory Council-hosted Open Houses (Central Kitsap, Kingston, Manchester, Suquamish Citizen Advisory Councils)
  - Staff also partnered with Kitsap area organizations as part of Let’s Hear Kitsap, including Kitsap Regional Libraries (KRL), area high schools, The Kitsap County Health District, BKAT, KEDA, County Departments, and Partners. Community Group Meetings Comprehensive Plan Update dialogue was also included at community group meetings in Manchester, Suquamish, Kingston and Seabeck.
- Seven district Open Houses
  - Representatives from capital facilities, Kitsap Economic Development Alliance (KEDA), Kitsap County Health Department, Housing, Human Services, Planning and Environmental

Programs, Parks, Public Works, and Kitsap Transit came together initial Open House events. Guests were encouraged to speak with staff about their concerns and their Comprehensive Plan Update questions.

- Emails to the project website: see <http://compplan.kitsapgov.com/Pages/home.aspx>
- Community Quilt: "What do you love about Kitsap?" at the Olalla Bluegrass and Beyond Festival (see Exhibit 2.5-2)

Website and GOVDelivery (social media) outreach activities drove web traffic to [compplan.kitsap.com](http://compplan.kitsap.com), the Kitsap County dedicated Comprehensive Plan Update website. Since September 2014 the site has had over 10,000 visits. GOVDelivery facilitates social media including Facebook, Twitter, RSS feeds, and text messaging. More than 1000 groups and individuals have signed up to receive County Comprehensive Plan Update GOVDelivery notices.

Many events were publicized via traditional print and online media, include print advertisements in the Kitsap Sun, 150,000 impressions in the online version of the paper and calendar notices in the North Kitsap Herald, The Central Kitsap Reporter, The Port Orchard Independent and the Navy Times.

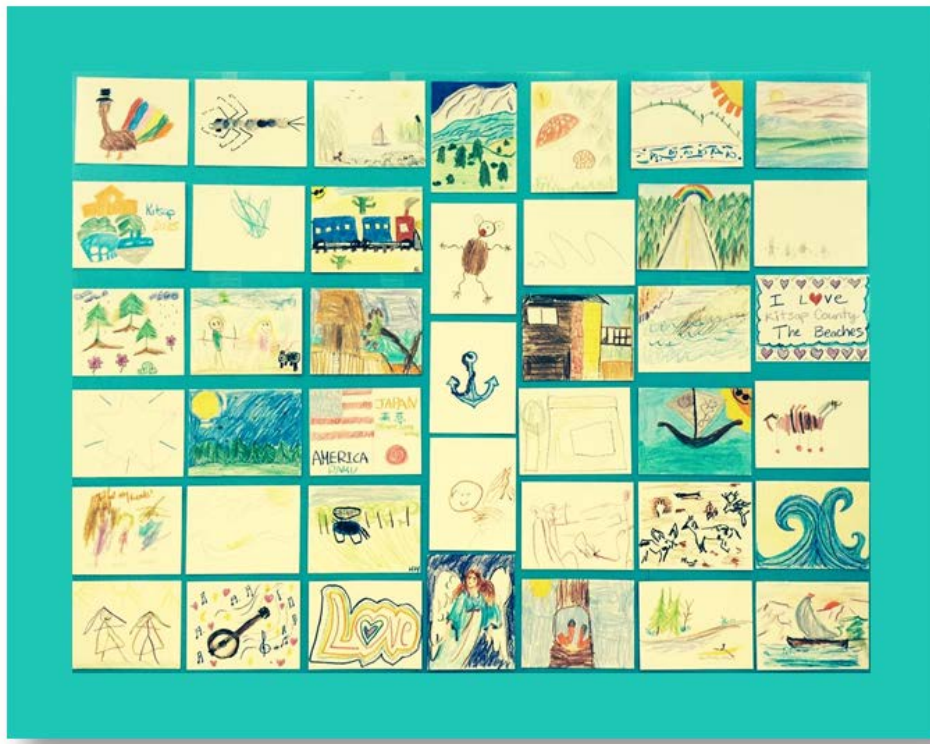
### Exhibit 2.5-1 Let's Hear Kitsap



Source: Kitsap County 2015



## Exhibit 2.5-2 Community Quilt: What do you love about Kitsap?



Source: Kitsap County 2015

With the issuance of the Draft SEIS, additional public engagement opportunities included:

- **Public Comments.** A 30-day comment period was established with the issuance of the Draft SEIS.
- **Draft Plan meetings.** Open Houses in November 2015 shared the Draft 2016 Comprehensive Plan Update and Draft SEIS and solicited feedback from the public.
- **Public hearings.** As part of the adoption process for the updated Plan, the Kitsap County Planning Commission and Board of County Commissioners (BOCC) conducted public hearings. In February 2016, the BOCC held hearings on a staff recommended land use plan prior to giving direction on the Preferred Alternative studied in this Final SEIS. In March 2016, the Planning Commission and BOCC held joint public hearings on the reclassification requests. Additionally meetings were scheduled in May and June 2016. Please see <http://compplan.kitsapgov.com/Pages/home.aspx> for more information.

### 2.5.2. Level of Analysis

The purpose of SEPA is to understand the relationship of projects or plan proposals and their effects on ecological systems:

*The purposes of this chapter are: (1) To declare a state policy which will encourage productive and enjoyable harmony between humankind and the environment; (2) to promote efforts which will prevent or eliminate damage to the environment and biosphere; (3) and [to] stimulate the health and welfare of human beings; and (4) to enrich the understanding of the ecological systems and*

*natural resources important to the state and nation.*  
(RCW 43.21C.010)

SEPA requires government officials to consider the environmental consequences of actions they are about to take and to consider better or less damaging ways to accomplish those proposed actions. They must consider whether the proposed action will have a probable significant adverse environmental impact on elements of the natural and built environment.

This SEIS provides a programmatic analysis of the Comprehensive Plan Update 2016. The adoption of comprehensive plans or other long-range planning activities is classified by SEPA as a non-project action (i.e., actions which are different or broader than a single site-specific project, such as plans, policies, and programs (WAC 197-11-774)). An EIS or SEIS for a non-project proposal does not require site-specific analyses; instead, the SEIS discusses impacts and alternatives appropriate to the scope of the non-project proposal and to the level of planning for the proposal (WAC 197-11-442).

This SEIS considers potential environmental impacts at both the countywide and smaller area levels of detail.

- **Countywide analysis.** In general, environmental analysis has been conducted at a countywide and cumulative level. For example, air quality and transportation impacts are considered across the county.
- **Specific analysis.** For some elements of the environment, information has been broken down into smaller areas of analysis. For example, watershed basins are referenced when possible in the discussion of surface water. Land use, population, housing, and employment are described by UGA.

### 2.5.3. Phased Review

SEPA allows phased review where the sequence of a proposal is from a programmatic document, such as an EIS or SEIS addressing a comprehensive plan, to other documents that are narrower in scope, such as those prepared for site-specific, project-level analysis (WAC 197-11-060(5)). Kitsap County is using phased review in its environmental analysis of the Comprehensive Plan Update 2016 SEIS.

Additional environmental review will occur as other project or non-project actions are proposed to Kitsap County in the future. Phased environmental review may consider proposals that implement the Plan, such as land use regulations, specific development proposals, or other similar actions. Future environmental review could occur in the form of Supplemental EISs, SEPA addenda, or determinations of non-significance. An agency may use previously prepared environmental documents to evaluate proposed actions, alternatives, or environmental impacts. The proposals may be the same as or different than those analyzed in the existing documents (WAC 197-11-600(2)).

## 2.6. Development of Alternatives

### 2.6.1. Planning Process

This SEIS addresses four alternatives: Alternative 1 No Action, Alternative 2 Whole Community, Alternative 3 All Inclusive, and the Preferred Alternative. The purpose of the alternatives is to provide decision makers and the public with growth options before a plan is adopted, and to test the environmental implications of each.

Alternative 1 is required by SEPA and is the continuation of the pre-update Plan as of September 2015. Alternatives 2 and 3 review different UGA boundaries that would accommodate various population and employment growth levels and patterns, as well as UGA boundaries. Alternatives 2 and 3 have been developed on the basis of GMA requirements, population and employment projections, draft Comprehensive Plan policy amendments, land use plan and zoning consistency changes, map reclassification requests by private individuals, and public comments submitted with the "Let's Hear Kitsap" outreach process. Similarly, the Preferred Alternative builds on concepts studied in Alternatives 2 and 3 and the additional public outreach conducted with the Draft Comprehensive Plan and Draft SEIS.

#### 2.6.1.1. Population and Employment Growth Targets and Land Capacity

##### Growth Targets

The Kitsap County Comprehensive Plan is founded on 20-year growth projections. Population and employment growth targets are recommended by the Kitsap Regional Coordinating Council (KRCC), which is composed of elected officials, planning directors from city and Tribal jurisdictions, the Board of County Commissioners (BOCC), and Kitsap County's Community Development Director. The population and employment distributions were adopted by the BOCC in the Countywide Planning Policies (CPPs) and ratified by the cities. These allocations are a key guide to the sizing of UGAs.

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**Growth is anticipated** through 2036. For every 3 people in Kitsap County now, there will be 1 more by 2036, based on population growth targets in Countywide Planning Policies (2014).

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Under the adopted CPPs, cities and UGAs are slated to take the majority of the population growth over the 20-year planning period, approximately 78%, as shown in Exhibit 2.6-1 and Exhibit 2.6-2. The growth target has been adjusted to a 2012 base year to track with Kitsap County's Buildable Lands Report. (Kitsap County, 2014) See also Draft SEIS Appendix A for a discussion of base year adjustments and corrections.

Exhibit 2.6-1 Population Targets 2012-2036

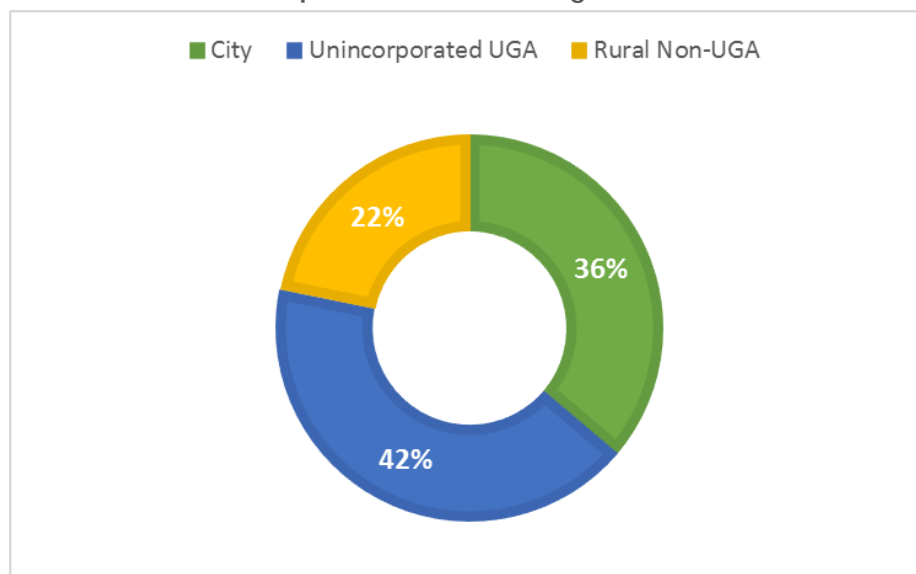
City or UGA	2010 Population	CPPs 2010-2036 Growth Target	2036 Population	2012: Buildable Lands Report	2010-2012 Growth	Growth Target 2012-2036
City of Bremerton	37,729	14,288	52,017	39,650	1,921	12,367
Bremerton UGA	9,082	4,013	13,095	9,123	41	3,972
<b>Total Bremerton</b>	<b>46,811</b>	<b>18,301</b>	<b>65,112</b>	<b>48,773</b>	<b>1,962</b>	<b>16,339</b>
<b>City of Bainbridge Island</b>	<b>23,025</b>	<b>5,635</b>	<b>28,660</b>	<b>23,090</b>	<b>65</b>	<b>5,570</b>
City of Port Orchard	12,323	8,235	20,558	11,780	(543)	8,778
Port Orchard UGA	15,044	6,235	21,279	15,169	125	6,110
<b>Total Port Orchard</b>	<b>27,367</b>	<b>14,470</b>	<b>41,837</b>	<b>26,949</b>	<b>(418)</b>	<b>14,888</b>
City of Poulsbo	9,222	1,330	10,552	9,360	138	1,192
Poulsbo UGA	478	3,778	4,256	470	(8)	3,786
<b>Total Poulsbo</b>	<b>9,700</b>	<b>5,108</b>	<b>14,808</b>	<b>9,830</b>	<b>130</b>	<b>4,978</b>
Central Kitsap UGA	22,712	6,764	29,476	22,634	(78)	6,842
Silverdale UGA*	17,556	8,779	26,335	17,612	56	8,723
Kingston UGA	2,074	2,932	5,006	2,080	6	2,926
Total City	82,299	29,488	111,787	83,880	1,581	27,907
Unincorporated UGA	66,946	32,501	99,447	67,088	142	32,359
<b>Total City and UGA</b>	<b>149,245</b>	<b>61,989</b>	<b>211,234</b>	<b>150,968</b>	<b>1,723</b>	<b>60,266</b>
Rural Non-UGA*	101,888	18,449	120,337	103,532	1,644	16,805
<b>Total</b>	<b>251,133</b>	<b>80,438</b>	<b>331,571</b>	<b>254,500</b>	<b>3,367</b>	<b>77,071</b>

Legend: CPPs = Countywide Planning Policies

\* = Compared to the CPPs, the Silverdale and Rural 2010 estimates are adjusted per Appendix A of the Draft SEIS. The growth between 2010 and 2036 is unchanged. Because of the base estimate correction, the 2036 amounts differ from the Countywide Planning Policies.

Source: (Kitsap Regional Coordinating Council, 2014); (Kitsap County, 2014); BERK Consulting 2015

Exhibit 2.6-2 Population Growth Target Shares: 2012-2036



Source: BERK Consulting 2015

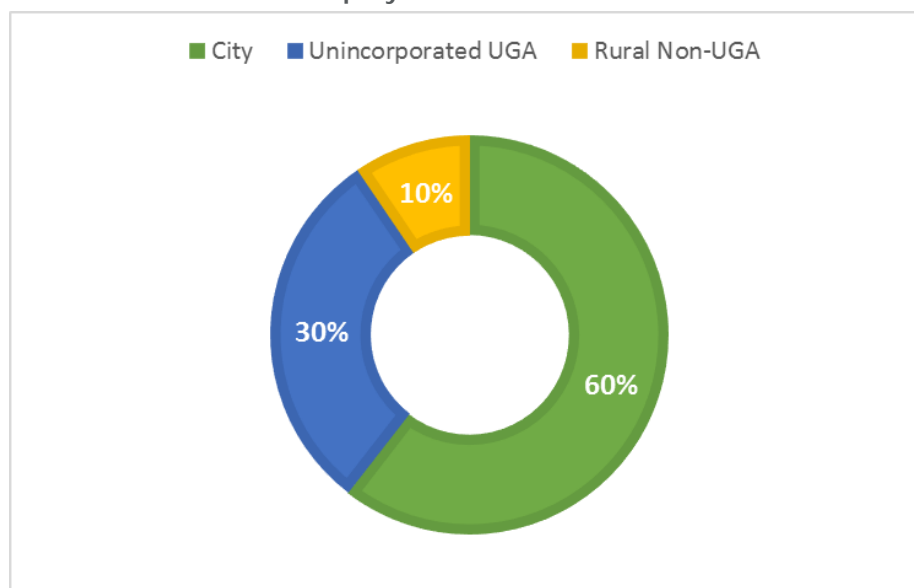
The BOCC has also adopted employment targets for the 2012-2036 planning period (see Exhibit 2.6-3 and Exhibit 2.6-4). Cities and UGAs would take about 90% of employment growth. The target has been adjusted to a 2012 base year, similar to population. (Kitsap County, 2014)

Exhibit 2.6-3 Employment Targets 2012-2036

City or UGA	2010-2036 Target	2010-2012 Growth	2012-2036 Target with job loss/gain	2012 Base Employment (Est.)	2036 Employment (Est.)
City of Bremerton	18,003	(273)	18,276	28,165	46,441
Bremerton UGA	1,385	(58)	1,443	1,094	2,537
<b>Total Bremerton</b>	<b>19,388</b>	<b>(331)</b>	<b>19,719</b>	<b>29,259</b>	<b>48,978</b>
<b>City of Bainbridge Island</b>	<b>2,808</b>	<b>88</b>	<b>2,720</b>	<b>6,377</b>	<b>9,097</b>
City of Port Orchard	3,132	58	3,074	6,457	9,531
Port Orchard UGA	1,846	706	1,140	2,395	3,535
<b>Total Port Orchard</b>	<b>4,978</b>	<b>764</b>	<b>4,214</b>	<b>8,852</b>	<b>13,066</b>
City of Poulsbo	4,155	17	4,138	5,727	9,865
Poulsbo UGA	46	32	14	64	78
<b>Total Poulsbo</b>	<b>4,201</b>	<b>49</b>	<b>4,152</b>	<b>5,791</b>	<b>9,943</b>
Central Kitsap UGA	1,200	(685)	1,885	3,454	5,339
Silverdale UGA	9,106	178	8,928	10,946	19,874
Kingston UGA	600	3	597	626	1,223
<b>Total City</b>	<b>28,098</b>	<b>(110)</b>	<b>28,208</b>	<b>46,726</b>	<b>74,934</b>
Non-City UGA	14,183	176	14,007	18,579	32,586
<b>Total City and UGA</b>	<b>42,281</b>	<b>66</b>	<b>42,215</b>	<b>65,305</b>	<b>107,520</b>
Rural Non-UGA	3,877	(555)	4,432	14,273	18,705
<b>Total</b>	<b>46,158</b>	<b>(489)</b>	<b>46,647</b>	<b>79,578</b>	<b>126,225</b>

Source: Employment Security Department and Puget Sound Regional Council 2012; (Kitsap Regional Coordinating Council, 2014); BERK Consulting 2015

Exhibit 2.6-4 Employment Growth Shares: 2012-2036



Source: BERK Consulting 2015

## Growth Capacity

Kitsap County and cities prepare estimates of future capacity consistent with methods and assumptions in the Buildable Lands Report. The method is summarized in Exhibit 2.6-5.

**Exhibit 2.6-5 Land Capacity Steps**

Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8 - Resid	Step 8 - Jobs
Identify Vacant Parcels Zoned Commercial or Industrial	Identify Underutilized Parcels by Zone	Deduct Areas Impacted by Critical Areas	Deduct Future Roads/R-O-W Needs	Deduct Future Public Facilities Needs	Deduct Capacity to Account for Unavailable Lands	Combine All Factors to Estimate Net Buildable Acres by Zone	Convert Net Buildable Acres to Determine Employment Capacity	Convert Net Buildable Acres to Determine Employment Capacity

Source: Kitsap County Buildable Lands Report 2014; BERK Consulting 2015

The assumed densities are summarized in Exhibit. They largely follow the results of the 2012 trends analysis issued with the 2012 Remand SEIS and the 2014 Buildable Lands Report. See Exhibit 2.6-6.

**Exhibit 2.6-6 Land Capacity Assumed Densities based on Platted Densities**

Zoning	Dwelling Units Per Acres	Assumed Density in Land Capacity (1)	2014 BLR Density (2)
Urban Low Residential	5 – 9 DU/AC	6 DU/AC	6.10 DU/AC
Urban Medium Residential	10 – 19 DU/AC	12 DU/AC	10.95 DU/AC
Urban High Residential	19 – 30 DU/AC	21.75 DU/AC	13.77 DU/AC
Urban Restricted	1 – 5 DU/AC	2.5 DU/AC	5.42 DU/AC
Urban Cluster Residential	5 – 9 DU/AC	7.6 DU/AC	5.53 DU/AC
Mixed Use	10 – 30 DU/AC	15 DU/AC	15.79 DU/AC
Illahee Greenbelt Zone	1 – 4 DU/AC	2 DU/AC	NA
Urban Village Center	Up to 18 DU/AC	12 DU/AC	NA
Senior Living Homestead	5 – 9 DU/AC	6 DU/AC	NA

1. Based on August 2012 Final Supplemental Environmental Impact Statement for the Kitsap County Urban Growth Area (UGA) Sizing and Composition Remand; Appendix A.

2. Reflects Average Platted Densities, except for Mixed Use which is based on Condominium Densities.

Source: (Kitsap County, 2012); Kitsap County Buildable Lands Report 2014; BERK Consulting 2015

The basic deductions are summarized in Exhibit 2.6-7. These deductions are similar to those described in the 2012 trends analysis issued with the 2012 Remand SEIS.

**Exhibit 2.6-7 Assumed Deductions in Land Capacity Analysis**

Deduction	Assumption
Critical Areas	Remove 75% of mapped critical areas and 50% of Areas of Moderate Geologic Hazard
Roads/Right-of-Way (Future)	20% (-)

Deduction	Assumption
Public Facility (Future)	20% (-)
Unavailable Lands	Vacant 5% (-), Underutilized 15% (-)

Source: (Kitsap County, 2012); Kitsap County Buildable Lands Report 2014; BERK Consulting 2015

Based on the method, land capacity has been estimated for the Preferred Alternative and is provided in Final SEIS Appendix A, including estimates at small geographic areas called transportation analysis zones.

### 2.6.1.2. Land Use Plan and Zoning Consistency Changes

Alternatives 2 and 3 and the Preferred Alternative make a series of land use plan and zoning corrections to improve the implementation of the County's vision, policies, and permitting. These amendments include:

- **Tribal Property Corrections.** The future land use plan and zoning maps would be corrected to reflect land in tribal ownership that is under tribal management and not under County jurisdiction.
- **Split-Zone Corrections.** Single parcels of land with unintentionally two or more land use or zoning designations would be given a single designation.
- **Parks Zone.** The County applies its Parks zone to public parks and recreation facilities. Not all parks were so designated and map corrections would apply the Parks zone to properties that qualify for the classification.
- **Public Facility Zone.** Under Alternatives 2 and 3 only, a new Public Facility Zone would be created and applied to public facilities such as schools, fire stations, transit facilities, and others. The issue may be taken up in the future by the County following additional consideration.
- **Urban Reserve Zone.** The Urban Reserve land use designation and zoning would be removed and reclassified primarily to rural categories.
- **Commercial Zones.** Commercial zones would be reduced in number, though still applied in similar locations as Alternative 1. Mixed-use residential and commercial uses would be allowed in more commercial zones with Alternatives 2 and 3 and the Preferred Alternative.



Silverdale Town Hall, January 2015

### 2.6.1.3. Silverdale Regional Growth Center

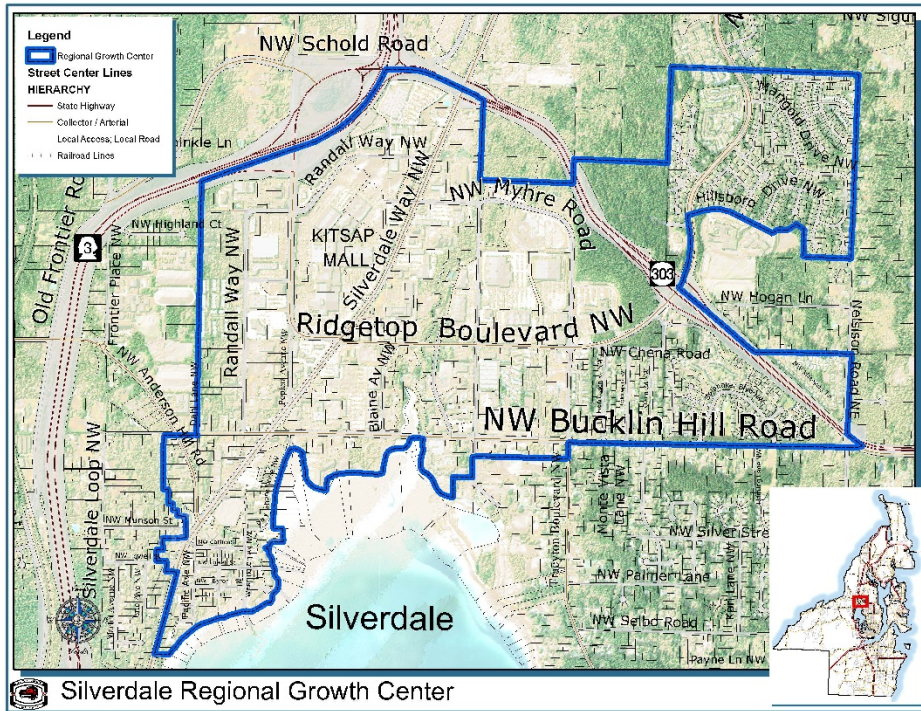
All subarea, LAMIRD, and community plans are under review and evaluation in the Comprehensive Plan Update 2016. In addition, the Silverdale Regional Center Plan is underway to establish updated policies, growth patterns, and development standards to meet regional planning requirements for the designated Regional Growth Center (RGC) within the larger Silverdale UGA

Since 2003, central Silverdale, including the Kitsap Mall and surrounding areas, has been designated RGC under the Puget Sound Regional Council's (PSRC's) VISION 2040. See Exhibit 2.6-8 for a map of the 2015 Silverdale

RGC. Exhibit 2.6-9 shows the alternative boundary being considered under the Preferred

Alternative. RGCs are designated for dense housing and employment growth and prioritized for regional infrastructure funding.

Exhibit 2.6-8 Silverdale Regional Growth Center Boundary No Action



Source: Kitsap County Department of Community Development 2015



Exhibit 2.6-9 Silverdale Regional Growth Center Boundary Preferred Alternative



Source: Kitsap County Department of Community Development 2016

Based on PSRC guidance, the Silverdale RGC is to have a plan that sets growth targets and transportation mode-split goals (to promote non-single occupant vehicle travel). Several growth and land use scenarios are under consideration, including adding opportunities for 500-1,000 dwellings and greater office uses in Regional Commercial areas in Alternatives 2 and 3 and the Preferred Alternative. Additionally, Kitsap County is considering amending the Silverdale land use plan and zoning to allow for greater building height in the RGC area. The County is also considering adjusting the Silverdale's RGC boundaries to exclude lower density areas on the periphery.

### 2.6.1.4. Reclassification Requests

As part of its 2016 Comprehensive Plan Update, Kitsap County provided an opportunity for requests for reclassification requests. Based on an initial screening and consultation with affected cities, the County carried forward review of 27 reclassification requests. See Exhibit 2.6-10 for a list of amendments and Exhibit 2.6-10 for a map of amendments. Each application is evaluated for consistency with approval criteria from the Kitsap County Code. See Draft SEIS Chapter 4 and final staff reports, March 1, 2016, under separate cover and available at the project website (<http://compplan.kitsapgov.com>). Alternative 2 and the Preferred Alternative include a subset of the Reclassification Requests, and Alternative 3 includes all requests. The County will make a final determination of Reclassification Requests as it adopts the Final Comprehensive Plan; however, the Preferred Alternative likely represents the outcome of the proposed update.

Exhibit 2.6-10 Reclassification Request List

Num	Permit #	Applicant	Request	Vicinity Zip Code	Alt 2	Alt 3	Preferred Alt
<b>Residential</b>							
<i>Rural</i>							
A.	15 00461	Porter	RR/RP to RR	Ollala 98359		X	RR/RP matching Lot Lines
B.	15 00686	Garland	RW to RR (Applicant revised request for RR to RP)	Port Orchard 98367		X	RP
C.	15 00710	Trophy Lake Golf Club	RW to RR	Port Orchard 98367		X	X
D.	15 00714	McCormick Land Company	RW to RR	Port Orchard 98367		X	X
E.	15 00738	Fox-Harbor Rentals	RP to RR	Port Orchard 98366		X	
F.	15 00742	Tallman	RW to RR	Bremerton 98312		X	X
<i>Urban</i>							
G.	15 00641	Curtiss-Avery	URS to UL	Bremerton 98312		X	X
H.	15 00692	Eldorado Hills, LLC	RR to UR	Bremerton 98312		X	
I.	15 00722	Royal Valley LLC	Text Change Only	Poulsbo 98370	X	X	X
J.	15 00724	Harris	RR to UL	Bremerton 98311		X	X
K.	15 00737	Edwards-Mt. View Meadows	RR-UL	Poulsbo 98370		X	
<b>Commercial</b>							
<i>Rural</i>							
L.	15 00378	DJM Construction	RP/RR to NC	Kingston 98346		X	
M.	15 00522	Ueland Tree Farm (formerly Bremerton West Ridge)	Request MRO, URS to IND	Bremerton 98312	X	X	MRO with RP
N.	15 00607	Cornerstone Alliance Church	RR to RI	Poulsbo 98370		X	
O.	15 00657	Gonzalez	RR to RI	Poulsbo 98370	X	X	X

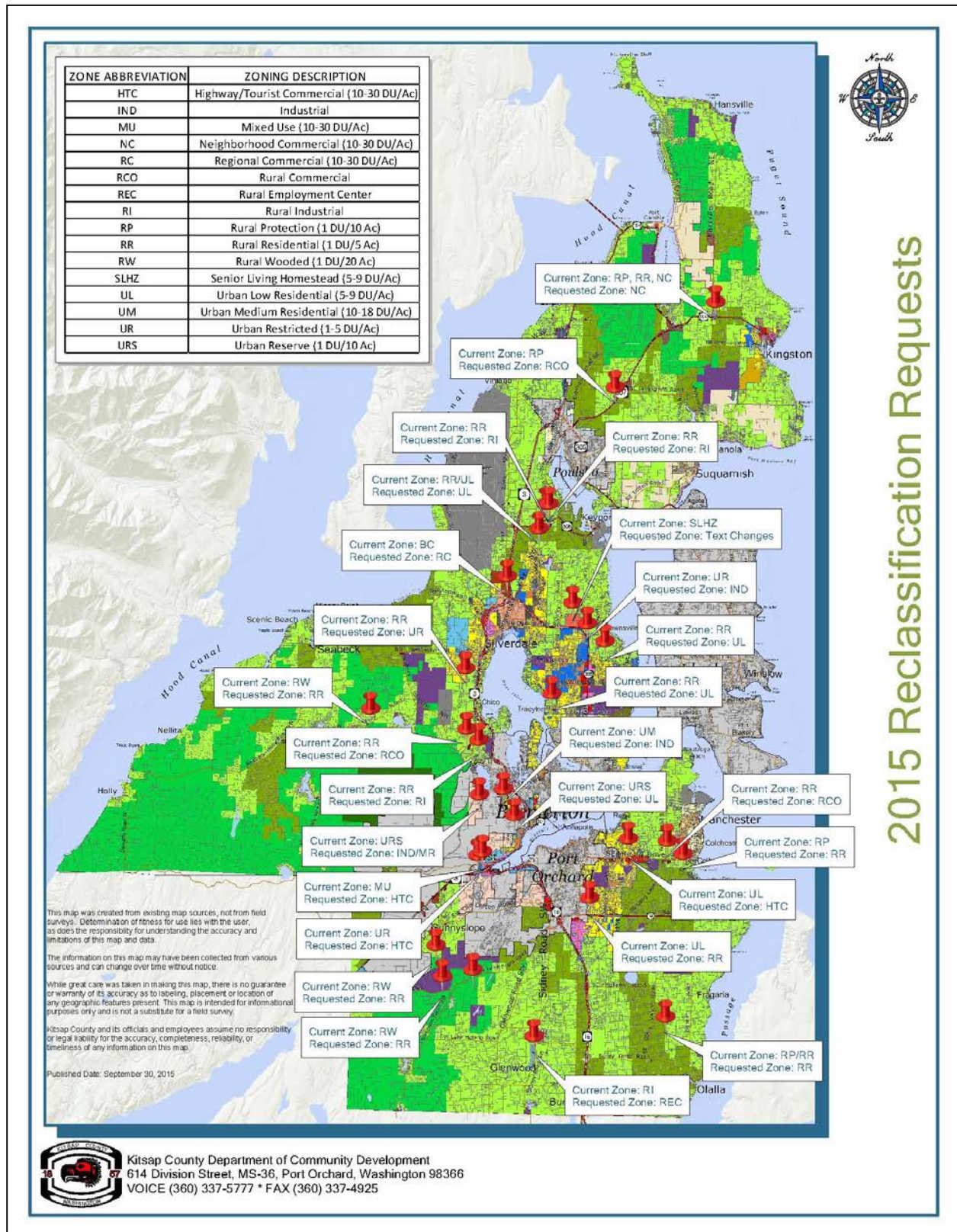
## ALTERNATIVES

Num	Permit #	Applicant	Request	Vicinity Zip Code	Alt 2	Alt 3	Preferred Alt
P.	15 00689	Lee	RP to RCO	Poulsbo 98370		X	
Q.	15 00697	Bair	RR to RI	Bremerton 98312		X	
R.	15 00703	Port Orchard Airport	RI to REC	Port Orchard 98367	X	X	X
S.	15 00711	Merlinco	RR to RCO	Port Orchard 98366		X	
T.	15 00736	Rodgers	RR-RCO	Bremerton 98312		X	X
<i>Urban</i>							
U.	15 00380	Ryan	UR to HTC	Bremerton 98312		X	withdrawn
V.	15 00550	Unlimited	BC to RC	Silverdale 98383	X	X	X
W.	15 00701	Prigger	UR to IND	Bremerton 98311		X	X
X.	15 00725	Dumont-Tracyton Tavern	UL to NC	Bremerton 98311	X	X	X
Y.	15 00739	Schourup	UM to IND	Bremerton 98312		X	X
Z.	15 00740	Laurier Enterprises, Inc.	UL to HTC	Port Orchard 98366		X	X
AA.	15 07354	Sedgwick Partners	UL to HTC	Port Orchard 98366		X	

**Legend:** MRO = Mineral Resource Overlay; NC = Neighborhood Commercial; REC = Rural Employment Center; RCO = Rural Commercial; RI = Rural Industrial; RP = Rural Protection; RR = Rural Residential; RW = Rural Wooded; URS = Urban Reserve; BC = Business Center; HTC = Highway Tourist Commercial; Ind = Industrial; RC = Regional Commercial; UL = Urban Low Residential; UM = Urban Medium Residential; UR = Urban Restricted.

Source: Kitsap County 2015

Exhibit 2.6-11 Reclassification Requests Map



Source: Kitsap County DCD 2015

### 2.6.1.5. Comprehensive Plan Element Amendments

As described in Section 2.2, GMA requires the County to establish the following required Comprehensive Plan elements: land use, housing, capital facilities, utilities, rural (counties only), and transportation. Economic development and parks and recreation elements are required only when the state provides funding for them. Optional elements include subarea plans or other topics.

As part of the required GMA review and evaluation process, the County is proposing to amend and streamline goals and policies and to establish implementation strategies (together called “GPS”). Goals, policies, and implementation strategies that have been fulfilled would be removed, others simplified, and others removed that are optional or require inordinate resources to implement. Exhibit 2.6-12 shows the 2015 and proposed Comprehensive Plan Elements and key changes under consideration with Alternatives 2 and 3.

Exhibit 2.6-12 Comprehensive Plan Element Amendments

No Action Elements	Alternatives 2 and 3 Elements	Alternatives 2 and 3, and Preferred Alternative Key Changes
1. Introduction	Introduction	<ul style="list-style-type: none"> <li>Refresh vision</li> </ul>
2. Land Use	Land Use	<ul style="list-style-type: none"> <li>Address plan and zoning consistency changes</li> <li>Address population and employment targets</li> </ul>
3. Rural and Resource Lands	Rural, addressing all non-UGA lands	<ul style="list-style-type: none"> <li>Address plan and zoning consistency changes</li> </ul>
4. Natural Systems	Environment	<ul style="list-style-type: none"> <li>Integrate critical areas review and evaluation</li> <li>Manage environment as an asset</li> </ul>
5. Economic Development	Economic Development	<ul style="list-style-type: none"> <li>Update urban and rural economic policies, e.g. Silverdale center</li> </ul>
6. Housing	Housing	<ul style="list-style-type: none"> <li>Address greater mixed-use opportunities</li> </ul>
7. Utilities	Utilities	<ul style="list-style-type: none"> <li>Update to current conditions</li> </ul>
8. Transportation	Transportation	<ul style="list-style-type: none"> <li>Integrate multimodal level of service, Silverdale mode share goals, and other recent County plans (e.g. non-motorized plan)</li> </ul>
9. Shorelines	Included in Environment	<ul style="list-style-type: none"> <li>Integrate recent adopted Shoreline Master Program</li> </ul>
10. Parks, Recreation, and Open Space	Parks and Recreation	<ul style="list-style-type: none"> <li>Update to current conditions</li> </ul>
11. Capital Facilities Plan	Capital Facilities	<ul style="list-style-type: none"> <li>Update inventory, levels of service, and capital project lists</li> </ul>
12-17. UGA Subarea, LAMIRD & Community Plans	Subarea, LAMIRD & Community Plans	<ul style="list-style-type: none"> <li>Review and evaluate all plan goals and policies</li> <li>Update Silverdale Subarea Plan per VISION 2040 and Centers guidance</li> </ul>
18. Implementation	<i>Strategies included in each Element</i>	<ul style="list-style-type: none"> <li>Update based on refreshed policies</li> </ul>
<i>Historic policies included in Land Use Element</i>	Historic Preservation	<ul style="list-style-type: none"> <li>Create new element to emphasize cultural resources</li> </ul>

Source: Kitsap County Community Development 2015

### 2.6.1.6. Capital Facilities Plan

Consistent with GMA, the County has developed a Capital Facilities Plan (CFP) as part of its Comprehensive Plan. Capital facilities include roads, sewers, parks and recreation; facilities for

drinking water, stormwater, garbage disposal and recycling; and all the government buildings which house public services, including law enforcement, fire protection, and schools.

The purpose of the CFP is to use sound fiscal policies to provide adequate public facilities consistent with the land use element. Public facilities and services are to be provided concurrent with, or prior to, the impacts of development, to achieve and maintain adopted level of service standards. The CFP contains an inventory of each facility and associated service, level of service standards, revenue projections and capital costs, and descriptions of how facilities are to be funded. Of particular focus are facilities needed to support urban growth in UGAs. The components of the CFP are illustrated in Exhibit 2.6-13. Alternatives were studied in a Draft CFP issued concurrently with the Draft SEIS. A Preferred Alternative CFP was prepared in association with the Preferred Alternative studied in this Final SEIS.

Exhibit 2.6-13 Capital Facilities Plan (CFP) Update Process



### ***2.6.1.7. Development Regulation Amendments***

Kitsap County intends to make amendments to its development regulations to implement its Comprehensive Plan and as part of its eight-year evaluation under GMA. See Exhibit 2.6-14. Title 17 Code amendments have been prepared for consistency with the Preferred Alternative zoning; other changes are pending implementation or have been deferred for future consideration.

## Exhibit 2.6-14 Draft Development Regulation Amendments

Code Reference	Change Description	Intent for change: Draft SEIS Alternatives 2 and 3	Preferred Alternative
<b>KCC Title 13</b>			
13.12.025 Waivers	Amend septic to sewer conversion appeals process	Maintain consistency with ESB 5871.	Same as Alternatives 2 and 3. Code pending.
<b>KCC Title 17</b>			
17.315 Urban Reserve Zone	Remove	The original intent for the Urban Reserve zone is no longer applicable. Proposing conversion of parcels zoned Urban Reserve to applicable rural land use zoning designations.	Same as Alternatives 2 and 3. Draft code prepared April 2016.
17.321 LAMIRDs	Add three new LAMIRDs: Keyport Junction Port Orchard Airport Consider changing George's Corner to a Type III Add language to 17.376	Type I LAMIRDs are established for higher intensity residential development in a localized rural area. Type III LAMIRDs are established for higher intensity commercial and industrial development in a localized rural area.  Keyport Junction and Port Orchard Airport are both locations that meet the criteria for a Type III LAMIRD designation. When providing design regulations for the new LAMIRDs, Keyport requires an adjustment to the alley setbacks to maintain consistency with the Keyport Community Plan.  George's Corner is currently designated as a Type I LAMIRD. Almost all uses within the LAMIRD are commercial in nature; therefore, conversion to a Type III LAMIRD is warranted.	Add one new LAMIRD: Port Orchard Airport. Code changes to reflect airport based uses.
17.321 C Manchester	Codify view protection and change use permissibility for Manchester Village Commercial Zone	To maintain consistency with the Manchester Community Plan the Manchester Village Commercial zone requires a revision to increase permissibility for small commercial businesses. Clarify enforcement of view protections in the Manchester code.	Same as Alternatives 2 and 3. Code pending.
17.321 E Illahee	Codify view protection	View protections shall be moved from the Illahee Community Plan to code, and enforcement procedures clarified.	Same as Alternatives 2 and 3. Code pending.
17.332 Senior Living Homestead Zone	Remove age limits from the zone.	Senior Living facilities shall be a use in KCC 17.381 Use Table.	Remove SLH zone.
17.352 Mixed Use Zone	Remove	Absorb Mixed Use Zone into other higher density residential or commercial zones.	Same as Alternatives 2 and 3. Draft code prepared April 2016.
17.355 Commercial Zones	Combine HTC and RC into a single commercial zone Create Regional Center Zone	Use permissibility and design criteria are nearly identical for Highway Tourist Commercial and Regional Commercial Zones. Neighborhood Commercial zone remains separated from a general commercial zone to support separate design criteria previously established to maintain historic character of commercial development (e.g. Old Town Silverdale and historic development in Kingston)	Same as Alternatives 2 and 3. Draft code prepared April 2016.

Code Reference	Change Description	Intent for change: Draft SEIS Alternatives 2 and 3	Preferred Alternative
		Identifies areas within the Silverdale Regional Center. Provides increased permissibility for urban uses and design criteria consistent with redevelopment and infill code.	
17.375 Airport Zone	Remove	The airport zone no longer applies to unincorporated lands. Bremerton National Airport, which is now within the City of Bremerton city limits, was the only location in Kitsap County to have this designation.	Same as Alternatives 2 and 3. Draft code prepared April 2016.
17.376 Rural Employment Center and 12 Trees Employment Center zone	See 17.321	Language from 17.321 modifications shall be placed in this section.	Same as Alternatives 2 and 3. Move to LAMIRD chapters. REC increased permissibility for airport based uses.
17.377 Parks Zone	Update Comprehensive Plan and Zoning Maps	Kitsap County maps must reflect the addition of a Public Facilities zone and show parks as a separate zone.	Preferred Alternative does not include the Public Facilities Zone.
17.379 Public Facility Zone	Add new zone	Identifies locations of existing public facilities. Provides increased permissibility for projects in the capital facilities plan.	Preferred Alternative does not include the Public Facilities Zone. Deferred for future consideration.
KCC 17.380, Mineral Resources	Review and Revise		For mineral resource overlay, increased permissibility for mineral extraction, processing, and distribution uses.
17.381 Allowed Uses	Review and Revise	Review and revise as necessary the use permissibility in each zone and ensure consistency with comprehensive plan designations. Change Kennel requirements to maintain consistency with Title 7 revisions to commercial pet facilities.	Same as Alternatives 2 and 3. Draft code prepared April 2016. Regarding reasonable measures, a new accessory dwelling unit process is proposed in rural zones that would change the permit type from conditionally permitted to permitted but restrict density to those sites where the parcel is twice the size of the minimum parcel size for the zone. Amendments are proposed to: 17.381.040(E) ADUs in rural areas and 17.381.050. See Final SEIS Appendix B.
17.382 Density, Dimension, Design	Review and Revise	Review and revise as necessary the design regulations in each zone and ensure consistency with the comprehensive plan. Review and revise the lot dimension table to maintain consistency with recently revised Title 22 'Shoreline Master Program'. Clarify how density is calculated across zones to ensure consistency.	Same as Alternatives 2 and 3. Draft code prepared April 2016. Several amendments are proposed regarding reasonable measures per Final SEIS Appendix B: <ul style="list-style-type: none"> <li>• Recognition of rural legacy lots, KCC 17.382.110 (39).</li> <li>• Minimum/ Maximum Urban Lot Size, KCC 17.382.060</li> <li>• Silverdale Centers Plan, KCC 17.382.050, increased heights and density subject to a performance based review process to achieve incentives.</li> </ul>



Code Reference	Change Description	Intent for change: Draft SEIS Alternatives 2 and 3	Preferred Alternative
17.430 Transfer of Development Rights (TDR) (will become 17.520)	Establish transfer and receiving areas	Code consistency with 2014 Comprehensive Plan policy revisions on TDR.	See summary of code amendments in Final SEIS Appendix B.
17.446 Sign Code	Revise to reflect case law	Consistency with Supreme Court decision regarding content neutrality.	Same as Alternatives 2 and 3. Changes to method of measurement for signs. Flexibility for public works project signage. Case law related code pending.
<b>KCC Title 19</b>			
Title 19 Critical Areas Ordinance	Review and Revise	Review and code using best available science and revise where necessary. To maintain consistency with Title 19, make necessary corresponding changes to 17.381 'Uses' and 17.382 'Density, Dimensions, and Design'.	Consistent with state guidance, pending code to be completed by June 2017.
<b>KCC Title 21</b>			
Title 21 Land Use Development Procedures	Review and Revise and add resource land notification procedures into code	Rezone applications revised to a Type III land use procedure rather than Type IV legislative action in order to allow Hearing Examiner review. Move notification procedures for resource land designation requests into code from the Comprehensive Plan.	Not proposed with code update.

Source: Kitsap County Department of Community Development 2015

Several zoning map and text changes such as commercial zone consolidation, removal of the Urban Reserve designation and other amendments would be implemented with the Comprehensive Plan Update as described in the table above. Detailed zoning maps by alternative are shown in Appendix C.

As described in the table above, part of the GMA 8-year review and evaluation is ensuring that best available science is used in the Critical Areas Ordinance (Title 19, KCC). The evaluation indicates that limited changes are needed. One example of an ordinance change under consideration includes changes to wetlands to be consistent with the Regional Supplement to the Corps of Engineers Wetland Delineation Manual (2010), and the updated Wetland Rating System (2014):

- Regional Supplement to the Corps of Engineers Wetland Delineation Manual: Western Mountains, Valleys, and Coast Region (Version 2). (U.S. Army Corps of Engineers, 2010)(Corps Publication No. ERDC/EL TR-10-3)
- Washington State Wetland Rating System for Western Washington: 2014 Update. (Washington State Department of Ecology, 2014)(Ecology Publication No. 14-06-029)

Kitsap County anticipates continuing its substantial progress on the critical areas regulations update and adopting needed changes by June 2017. (RCW 36.70a.130 (7)(b)).

## 2.6.2. Description of Preferred Alternative

The Preferred Alternative updates the Comprehensive Plan and development regulations (see Exhibit 2.6-15). It provides for more varied and compact housing forms, meeting the needs of current and future households (smaller sizes, fewer children, aging). The plan also increases housing

and jobs in centers and along corridors close to multimodal transportation options. The Preferred Alternative would result in a net 1% reduction of UGA acres overall.

### Exhibit 2.6-15 Preferred Alternative Features and Description

Features	Description
Theme	Meet housing needs for young and elderly, increase diverse employment base, and create more dense urban centers and corridors in similar or reduced UGA boundaries to promote multimodal travel. Adjust future land use and zoning patterns based on current uses, critical areas, and service delivery abilities as well as community comments.
Unincorporated UGA Acres	Total 18,745 acres* a net reduction of 203 acres over Alternative 1 No Action.
UGA Boundary Changes	<b>Kingston:</b> Expansion to west to add in Urban Restricted property by 75 acres. Studied in 2012 SEIS. <b>Poulsbo:</b> No change. <b>Silverdale:</b> Reduction near Bangor and expansion near Anderson Hill Road and for Industrial designation for a total net reduction of 61 acres. Studied in 2012 SEIS. <b>Central Kitsap:</b> Increased by 20 acres. <b>Bremerton UGA:</b> West expanded for Urban Restricted designation by 496 acres for City watershed. Gorst no change. Total UGA boundary increases by 496 acres. <b>Port Orchard:</b> Reduced by 734 acres.
Land Use Plan and Zoning Changes by Location	
	<b>Kingston:</b> Area with slope and environmental constraints changed from Urban Medium Residential to Urban Restricted. Urban Restricted applied in expansion area to west.
	<b>Silverdale:</b> Primary changes address Silverdale RGC and include increased Urban High Residential, Commercial mixed-use, and Industrial opportunities, as well as map consistency edits. UGA reduced by about 61 acres with areas of expansion and retraction.
	<b>Central Kitsap:</b> Small increase in employment categories along SR 303 to meet target. Streamlining zoning categories with Urban Cluster Residential replacing Senior Living Homestead (only mapped in this location). Commercial replaces Mixed Use but still allows for residential with commercial uses. Small area of UGA expansion for residential purposes.
	<b>Bremerton UGA (East):</b> Changes from Urban Low Residential to Urban Restricted Commercial replaces Mixed Use but still allows for residential with commercial uses. <b>Bremerton UGA (West):</b> Changes from Industrial to Urban Low Residential reflecting current uses near SR 3. Commercial replaces Mixed Use but still allows for residential with commercial uses. Near Kitsap Lake, only a small number of parcels added to UGA expanded to recognize existing developed residences. West of Kent Avenue W and north and south of Kitsap Lake, Urban Reserve changed to Urban Low Residential. <b>Gorst:</b> Mixed Use changed to Commercial but still allows for residential with commercial uses.
	<b>Port Orchard:</b> Highway Tourist Commercial to Urban Restricted. Urban Low Residential to Urban Medium Residential. Consistency edits including reclassifying Parks.
	<b>Rural:</b> Changes from Urban Reserve to Rural Residential, Rural Protection, and Industrial with Mineral Resource Overlay. Added Type III LAMIRD designation at Port Orchard Airport. See also Reclassification changes.
Policy Changes	All Comprehensive Plan Elements updated. See Exhibit 2.6-12 Comprehensive Plan Element Amendments.
Subarea Plan Changes	All subarea, LAMIRD, and Community plan goals and policies reviewed and evaluated; consistency edits to land use and zoning proposed. Silverdale RGC boundaries modified and Subarea Plan updated consistent with VISION 2040.
Reclassification Requests	Partially included. See Exhibit 2.6-10 Reclassification Request List.
CFP Changes	CFP updated.
Critical Areas Ordinance	Ordinance update is in progress and will be updated to reflect updated state guidance.

Notes: Includes parcels and roads, and excludes water acres.

Source: Kitsap County 2014

Kingston would add Urban Restricted land to the west of the present UGA. Denser and taller housing, retail, and office uses would be found in Silverdale's RGC, similar to Alternative 2 and greater than Alternatives 1 and 3. A small UGA expansion for Urban Low Residential would be part of the Central Kitsap UGA; within pre-update boundaries more commercial and industrial uses would be allowed along SR 303. The West Bremerton UGA would be expanded for City watershed purposes; only a few developed lots would be added along Kitsap Lake. The Port Orchard UGA would have less Urban Low Residential, Highway Tourist Commercial, and Mixed Use lands.

Urban Reserve would be removed and most often changed to Rural Protection and Rural Residential uses; in some cases Urban Reserve areas would be added to the Bremerton UGA in West Bremerton. Selected reclassification amendments would be included.

Zoning acres are listed in Exhibit 2.6-16. Zoning would feature a slightly different mix given UGA and Non-UGA proposals described above. The proposed zoning map and “changes only” are shown in Exhibit 2.6-17 and Exhibit 2.6-18.

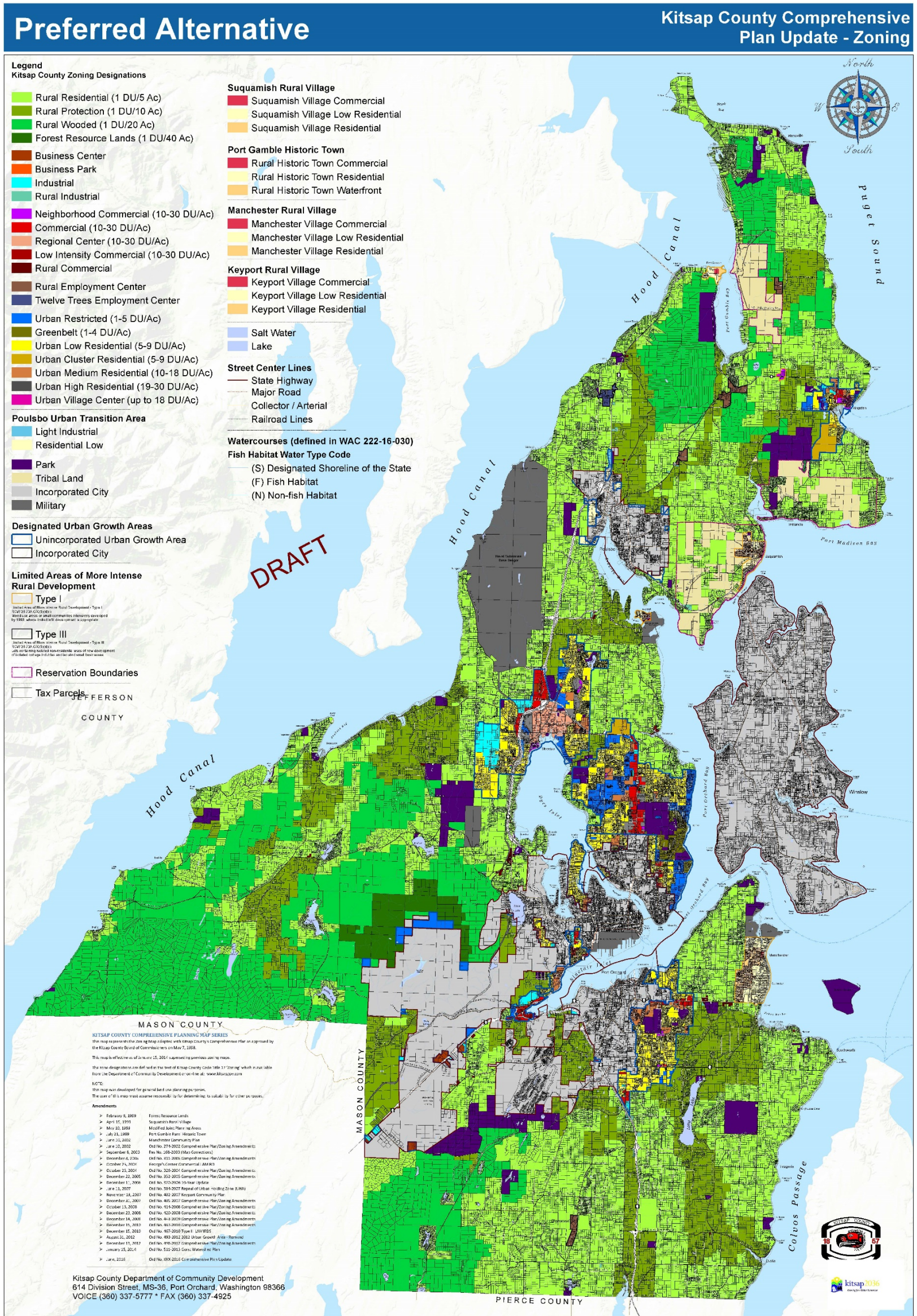
**Exhibit 2.6-16 Preferred Alternative Zoning Classifications and Acres**

Zoning Designation	Acres	Zoning Designation	Acres
Business Center	199	Rural Historic Town Waterfront	35
Business Park	5	Rural Industrial	134
Commercial	954	Rural Protection	30,474
Forest Resource Lands	2,764	Rural Residential	78,995
Highway/Tourist Commercial	-	Rural Wooded	46,827
Illahee Greenbelt	444	Salt Water	83
Incorporated City	40,865	Senior Living Homestead	-
Industrial	911	Suquamish Village Commercial	3
Keyport Village Commercial	7	Suquamish Village Low Residential	110
Keyport Village Low Residential	32	Suquamish Village Residential	174
Keyport Village Residential	17	Tribal Land	5,098
Lake	407	Twelve Trees Employment Center	106
Light Industrial	28	Urban Cluster Residential	503
Low Intensity Commercial	50	Urban High Residential	488
Manchester Village Commercial	6	Urban Low Residential	7,622
Manchester Village Low Residential	516	Urban Medium Residential	979
Manchester Village Residential	386	Urban Reserve	-
Military	8,564	Urban Restricted	2,242
Mixed Use	-	Urban Village Center	30
Neighborhood Commercial	135	<b>Grand Total</b>	<b>239,788</b>
Park	8,079		
Public Facility	-		
Regional Center	556		
Regional Commercial	-		
Residential Low	350		
Rural Commercial	168		
Rural Employment Center	368		
Rural Historic Town Commercial	13		
Rural Historic Town Residential	61		

Source: Kitsap County GIS 2015

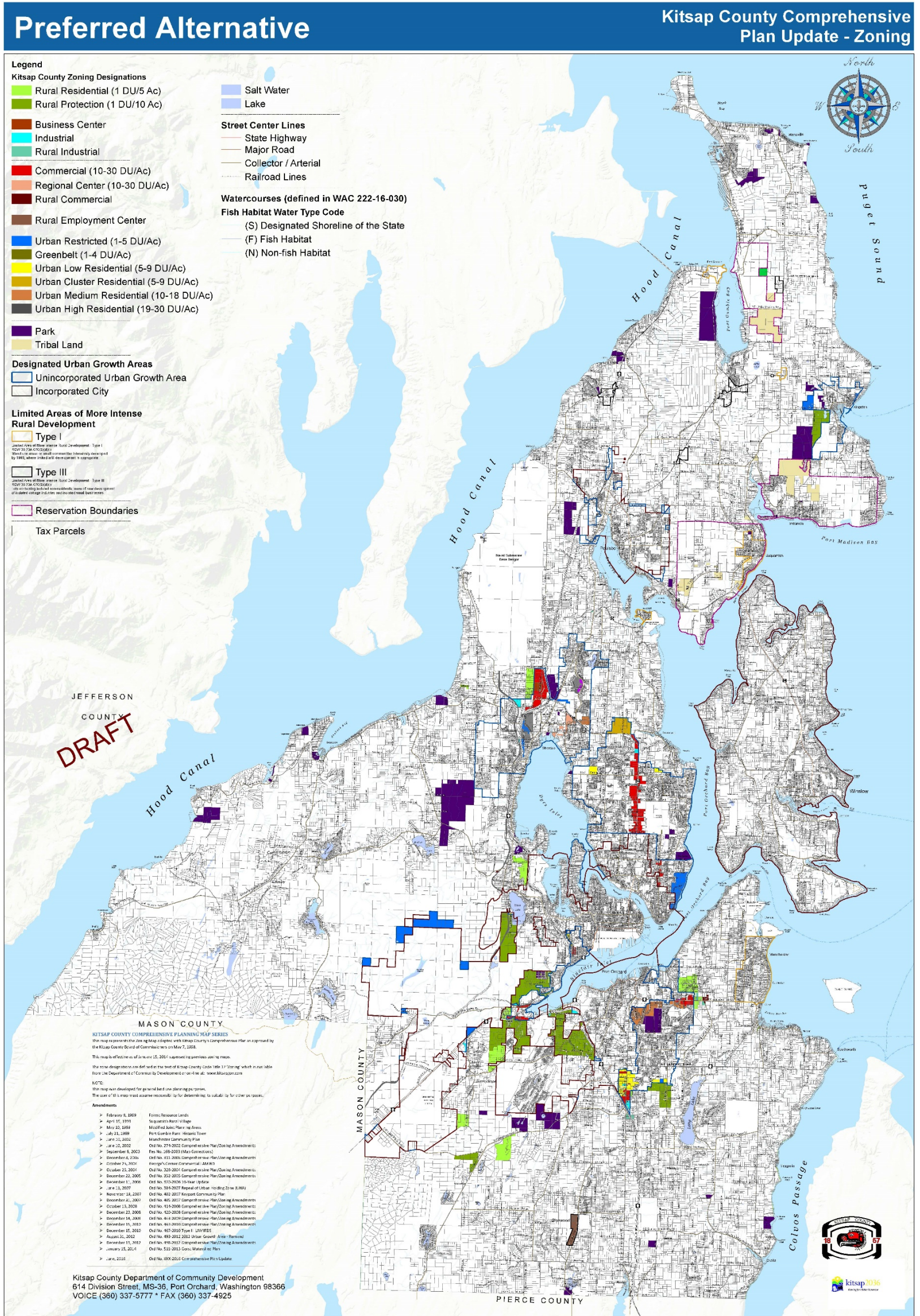
More detailed maps with zoning classifications are included in Appendix C.

Exhibit 2.6-17 Preferred Alternative Zoning



Source: Kitsap County GIS 2016

Exhibit 2.6-18 Preferred Alternative Zoning Changes



Source: Kitsap County GIS 2016

The Preferred Alternative would amend the Kitsap County Comprehensive Plan and development regulations as described above. Countywide, population growth would be above 2% of CPP growth targets. Employment growth would be 12% above CPP growth targets. See Exhibit 2.6-19. Also see Appendix A with a method for growth distribution across the county.

Exhibit 2.6-19 Preferred Alternative Growth Assumptions

City or UGA	Adjusted Population Growth Target 2012-2036	Preferred Alternative Population Growth Assumption	Difference with Population Target	Adjusted Employment Growth Target 2012-2036	Preferred Alternative Employment Growth Assumption	Difference with Employment Target
City of Bremerton	12,367	13,757	1,390	18,276	21,191	2,915
Bremerton UGA	3,972	4,028	56	1,443	1,689	246
<b>Total Bremerton</b>	<b>16,339</b>	<b>17,785</b>	<b>1,446</b>	<b>19,719</b>	<b>22,879</b>	<b>3,160</b>
City of Bainbridge Island	5,570	5,849	279	2,720	2,856	136
City of Port Orchard	8,778	10,358	1,580	3,074	5,570	2,496
Port Orchard UGA	6,110	4,600	(1,510)	1,140	1,193	53
<b>Total Port Orchard</b>	<b>14,888</b>	<b>14,957</b>	<b>69</b>	<b>4,214</b>	<b>6,763</b>	<b>2,549</b>
City of Poulsbo	1,192	5,227	249	4,138	4,345	207
Poulsbo UGA	3,786	See above		14	64	50
<b>Total Poulsbo</b>	<b>4,978</b>	<b>5,227</b>	<b>249</b>	<b>4,152</b>	<b>4,409</b>	<b>257</b>
Central Kitsap UGA	6,842	6,375	(467)	1,885	1,793	(92)
Silverdale UGA	8,723	8,641	(82)	8,928	8,592	(336)
Kingston UGA	2,926	2,854	(72)	597	685	88
<b>Total City</b>	<b>27,907</b>	<b>35,190</b>	<b>3,497</b>	<b>28,208</b>	<b>33,962</b>	<b>5,754</b>
Unincorporated UGA	32,359	26,498	(2,075)	14,007	14,015	8
<b>Total City and UGA</b>	<b>60,266</b>	<b>61,688</b>	<b>1,422</b>	<b>42,215</b>	<b>47,977</b>	<b>5,762</b>
Rural Non-UGA	16,805	16,805	0	4,432	4,432	0
<b>Total</b>	<b>77,071</b>	<b>78,493</b>	<b>1,422</b>	<b>46,647</b>	<b>52,409</b>	<b>5,762</b>

Notes: For most cities, assumptions are based on growth targets plus 5% distributed based on each city’s zoned capacity as cities’ plan updates are in progress at this time. In Bremerton, the population is similar to Alternative 1 and consistent with City plans. For Port Orchard, the County and City have been coordinating planning efforts and the results are based on the City’s growth capacity and present zoning. Poulsbo UGA residential capacity is part of the results in the city limits.

Source: Kitsap County Community Development Department; BERK Consulting 2015

Unincorporated UGAs are evaluated based on growth capacity in Exhibit 2.6-20. Under Alternative 2, the unincorporated UGAs would be below population targets by 7% and above employment targets by about 17%. However, because Silverdale’s employment growth is essentially occurring in present UGA boundaries (with a less than 1% UGA change for industrial lands), growth would largely occur in the existing urban footprint of the Silverdale RGC. If the Silverdale employment growth is excluded, the percentage above employment targets across the County would drop to 3%.

Exhibit 2.6-20 Preferred Alternative Unincorporated UGA Capacities and Target

Uninc. UGA	Adjusted Pop. Growth Target 2012-2036	Preferred Alternative Population Growth Capacity	Difference with Population Target	% Diff. Population Target	Adjusted Emp. Growth Target 2012-2036	Preferred Alternative Emp. Growth Capacity	Difference with Emp. Target	% Diff. Emp. Target
Bremerton	3,972	4,028	56	1%	1,443	1,689	246	17%
Port Orchard	6,110	4,600	(1,510)	-25%	1,140	1,193	53	5%
Poulsbo City + UGA	4,978	5,227	249	5%				
Poulsbo UGA only					14	64	50	355%
Central Kitsap	6,842	6,375	(467)	-7%	1,885	1,793	(92)	-5%
Silverdale	8,723	8,641	(82)	-1%	8,928	8,592	(336)	-4%
Kingston	2,926	2,854	(72)	-2%	597	685	88	15%
Total excl. Poulsbo	32,359	26,498	(2,075)	-6%	N/A	N/A	N/A	N/A
Total with Poulsbo	33,551	31,725	(1,826)	-5%	14,007	14,015	8	0%

Source: Kitsap County Community Development Department; BERK Consulting 2015

### 2.6.3. Alternatives Overview

As shown in the comparison of alternatives in Exhibit 2.6-21, by 2036 each Alternative would add 25% or more population over the 2012 population and over 38% new jobs over 2012 estimates.

All alternatives have total UGA capacities that are slightly to moderately below population targets. Alternatives 1 and 2 exceed employment targets at the UGA level, though Alternative 3 and the Preferred Alternative are in balance.

Alternatives 2 and 3 have areas of UGA expansion and reduction but the total UGA acres are reduced in Alternative 2 (by 4%) and slightly expanded in Alternative 3 (by 4%); the Preferred Alternative shows a net reduction in UGA lands by 1%. For Alternatives 2 and 3 and the Preferred Alternative the greater growth in population and employment would be more compact in nature within the Silverdale RGC and along mixed-use corridors, and with higher density single-family and multifamily uses. Commercial and industrial opportunities are found in all alternatives particularly within Silverdale as a RGC, and along major corridors such as SR 303 through Central Kitsap. Rural residential and employment areas would largely be retained and limited new rural residential or employment uses could occur within the framework of County policies and zoning at a smaller share than urban growth (~22% of new population and ~10% of new jobs).

Alternatives 2 and 3 as well as the Preferred Alternative would update the Comprehensive Plan; subarea, LAMIRD, and Community plan goals and policies; and capital facilities plans per GMA requirements and according to BOCC guiding principles.

Exhibit 2.6-21 Comparison of Alternative Growth Assumptions

Topic	Alternative 1 No Action	Alternative 2 Whole Community	Alternative 3 All Inclusive	Preferred Alternative
<b>Growth</b>				
Countywide Population 2036 Assumptions	329,923	331,550	333,076	332,993
Countywide Population Growth Targets 2012-2036	77,071	77,071	77,071	77,071
Countywide Population Growth 2012-2036	75,423	77,050	78,576	78,493
Unincorporated UGA Targets 2012-2036 (range with and without the combined Poulsbo city limits and UGA)	32,359-33,551	32,359-33,551	32,359-33,551	32,359-33,551
Unincorporated UGA Population Capacity	29,630	25,826- 31,053	27,353- 32,579	26,498-31,725
Unincorporated UGA Population Capacity % within Target (range with and without the combined Poulsbo city limits and UGA)	-8%	-7 to -8%	-3 to -4%	-5 to -6%
Countywide Employment 2036 Assumptions	129,760	134,425	131,980	131,987
Countywide Employment Growth Targets 2012-2036	46,647	46,647	46,647	46,647
Countywide Employment Growth 2013-2036	50,182	54,847	52,402	52,409
Unincorporated UGA Targets 2012-2036	14,007	14,007	14,007	14,007
Unincorporated UGA Employment Capacity	15,719	16,453	14,008	14,015
UGA Employment Capacity % within Target	12%	17%	0%	0%
<b>Unincorporated UGAs</b>				
UGAs with Areas of Expansion	None	Silverdale, West Bremerton	Kingston, Silverdale, Central Kitsap, West Bremerton	Kingston, Silverdale, Central Kitsap, West Bremerton
UGAs with Areas of Reduction	None	Central Kitsap, East Bremerton, Port Orchard	Central Kitsap, East Bremerton, Port Orchard	Silverdale, Port Orchard
Total UGA Acres*	18,949	18,167	19,703	18,745
<b>Plans and Policies</b>				
Comprehensive Plan Goals, Policies and Strategies Updated		X	X	X
Future Land Use Plan and Zoning Amended		X	X	X
Subarea, LAMIRD and Community Plan goals and policies Updated		X	X	X
Silverdale RGC Plan Alternatives		X	X	X
Capital Facility Plan Updated		X	X	X

Note: \*Includes areas of parcels and roads and excludes water.  
 Source: Kitsap County Community Development; BERK Consulting 2015



A table summarizing the acres of each UGA under each alternative is also provided below. As described by alternative and in the comparison chart in Exhibit 2.6-21, Alternative 1 represents the status quo. Alternative 2 would reduce UGA acres overall by 4% while Alternative 3 would increase UGA acres by 4%. The Preferred Alternative would reduce UGA acres overall by 1%.

Areas of expansion and reduction in individual locations vary between Alternatives.

- Kingston would have no change under Alternative 2 and an increase under Alternative 3 and the Preferred Alternative.
- Poulsbo UGA would not change under any alternative.
- The amount of the Silverdale UGA expansion varies from 25 to 705 acres under Alternatives 2 and 3 respectively. The Preferred Alternative would reduce the UGA by a net 61 acres.
- Central Kitsap would be reduced under Alternative 2 and increased under Alternative 3 and the Preferred Alternative.
- The West Bremerton portion of the Bremerton UGA would be increased and the East Bremerton portion reduced for a net increase in the total Bremerton UGA under both Alternatives 2 and 3. The Preferred Alternative would maintain East Bremerton UGA boundaries, and expand West Bremerton UGA boundaries though primarily for city watershed purposes.
- The Port Orchard UGA would be reduced in both Alternatives 2 and 3 though to a lesser degree under Alternative 3 than Alternative 2 or the Preferred Alternative.

Exhibit 2.6-22 Unincorporated UGA Acres by Alternative

UGA	Alternative 1	Alternative 2	Alternative 3	Preferred	Difference Alt 2-Alt 1	Difference Alt 3 – Alt 1	Difference Preferred – Alt 1
Bremerton UGA	2,563	2,815	2,815	3,058	252	252	495
Bremerton East UGA	1,141	900	900	1,141	(241)	(241)	(0)
Bremerton West UGA	1,094	1,587	1,587	1,591	493	493	496
Gorst UGA	328	328	328	328	-	-	0
Central Kitsap UGA	5,562	5,406	5,967	5,582	(156)	405	20
Kingston UGA	1,070	1,070	1,212	1,145	-	142	75
Port Orchard UGA	3,810	2,907	3,059	3,077	(904)	(751)	(734)
Poulsbo PUTA	428	428	428	428	-	-	(0)
Silverdale UGA	5,516	5,541	6,221	5,455	25	705	(61)
Total	18,949	18,167	19,703	18,746	(782)	754	(203)

Source: Kitsap County GIS; BERK Consulting 2015

### 2.6.4. Previous and Future Alternatives

A SEIS should not include analysis alternatives studied in the previously prepared EIS. In this case, Kitsap County studied three alternatives in 2006 and again in 2012 to help define its growth level and patterns, particularly UGA boundaries and densities. The prior alternatives are summarized in Draft SEIS Appendix D.

Additional evaluation by the County and community during review of the Draft Comprehensive Plan led to development of a final preferred alternative studied in this Final SEIS. Based on legislative hearings with the Planning Commission and Board of County Commissioners, a final alternative will be adopted in the range of alternatives evaluated in the SEIS.

### 2.6.5. Benefits and Disadvantages of Delaying the Proposed Action

SEPA requires a discussion of the benefits and disadvantages of reserving, for some future time, the implementation of a proposal compared to possible approval at this time. The County must consider the possibility of foreclosing future options by implementing the proposal.

There are several benefits to adopting a comprehensive plan that includes new growth forecasts and updated policies and programs:

- Greater range of housing choices and a diversified employment base, particularly in urban centers.
- Protection of natural resources and critical areas with refreshed policies and codes.
- Updated capital facility plans that accommodate future growth. This includes attraction of infrastructure investment to urban areas such as Silverdale with the RGC designation and updated subarea plan.
- Guidance of land development and County resources to meet forecast trends and the community vision.
- Coordinated planning among jurisdictions.

Delaying implementation would allow for growth to occur on the basis of the pre-update Comprehensive Plan and zoning regulations; however, it would not meet GMA requirements to complete an 8-Year Update and to accommodate growth to 2036.

Delaying implementation of the Proposed Action could delay natural environment impacts on lands associated with UGA expansions under Alternatives 2 and 3 and the Preferred Alternative, because these expansion areas would not yet be identified for more intense uses. Likewise in areas of potential UGA reduction urban development could continue and limit the areas' abilities to function as urban separators as proposed in East Bremerton and Central Kitsap. The pre-update Comprehensive Plan, capital plans, and development regulations assume a planning period through 2025 and would not result in coordinated land use and infrastructure investment. The plan would not integrate 2014 CPP employment targets established after the adoption of the 2012 Comprehensive Plan.