

# Chapter 3. Preferred Alternative Evaluation

## 3.1. Natural Environment

### 3.1.1. Earth

All alternatives, including the Preferred Alternative, will establish land use designations that are the basis for zoning of individual parcels on unincorporated county land. Impacts are mainly associated with two patterns of growth: the infilling or intensification of urban growth areas (UGAs) and the expansion of UGA boundaries.

All studied alternatives allocate buildable lands in the unincorporated county into land use designations in order to accommodate population growth. Based on policies and regulations in place or proposed for amendment, all alternatives provide protection of earth resources and protection of public health and safety from geological hazards.

Impacts of the Preferred Alternative would be generally similar to those of the other alternatives examined in the Draft Supplemental Environmental Impact Statement (Draft SEIS), based upon projected residential and non-residential construction growth opportunities described in the No Action impacts. Densification of current UGAs is encouraged under this alternative. The Preferred Alternative also includes a modest expansion of the Kingston UGA (less in area than Alternative 3); the location of the expansion is similar to the 2012 UGA alternatives (Draft SEIS Appendix D). The Kingston UGA expansion could increase the extent of impervious surfaces, modify soil structures, and allow for potential chronic contamination; however in the western UGA expansion the future land use would consist of Urban Restricted, where lower densities are allowed to help protect environmentally sensitive areas. The Preferred Alternative would implement a smaller Silverdale UGA than Draft SEIS Alternatives. The Preferred Alternative favors vertical development in the Silverdale UGA, including significantly more multi-family dwelling construction than the other alternatives. Vertical construction would tend to reduce the impervious surface construction compared with low-rise development of similar capacity under the No Action alternative. From that standpoint, vertical construction would be a stormwater runoff mitigation strategy in densified areas. All the UGAs under the Preferred Alternative contain areas of High Geologic Hazard, areas of Moderate Geologic Hazard, and areas of hydric soils that could be subject to liquefaction during seismic events and mapped fault lines. The Kingston UGA would include a western expansion into an area with slope instability and a zoning change to Urban Restricted; similar to Alternatives 2 and 3, sensitive areas along the marine shoreline would also be designated as Urban Restricted instead of Urban Medium to recognize topographic constraints. In Silverdale, UGA expansion would include additional mapped and unmapped Geologic Hazard areas. In Silverdale, where about one-sixth of

the UGA is in a mapped geologic hazard area, further densification could expose additional population to earthquake risks arising from soil liquefaction.

The Preferred Alternative does not include the same extent of the Bremerton (West) UGA expansion in Alternatives 2 and 3. By reducing the extent of the West Bremerton UGA expansion near Kitsap Lake, hydric soils susceptible to Geologic Hazards would largely be retained in the rural area where less density may occur. The Preferred Alternative would have smaller additions of mapped moderate hazards in the Sinclair Heights area of West Bremerton than Alternative 3. Central Kitsap and East Bremerton UGAs would be retained similar to Alternative 1 and include some areas where steep slopes are present, and thus subject to critical areas regulations. Similar to Alternatives 2 and 3, the Port Orchard UGA reduction would reduce areas mapped with high and moderate hazards and hydric soils.

### 3.1.2. Air Quality

Similar to all three Draft SEIS Alternatives, the Preferred Alternative would allow development in Kitsap County that could cause increases in construction-related dust and equipment emissions, increases in emissions associated with residential sources and stationary source commercial and industrial operations. New development under all alternatives is also expected to lead to an increase in VMT; however, the increase in VMT is expected to be offset by increasing fuel efficiency and decreasing tailpipe emissions, so vehicular air emissions are expected to decrease even as VMT increase.

Residential growth associated with the Preferred Alternative is similar to the growth associated with the No Action Alternative 1, which is greater than Alternative 2 and less than Alternative 3. Like the No-Action Alternative 1, the Preferred Alternative also has a larger proportion of multifamily versus single-family residential units than Alternatives 2 and 3. GHG emissions associated with residential growth will be similar to the No Action Alternative 1.

Employment growth associated with the Preferred Alternative is similar to Alternative 3, which is greater than the No Action Alternative 1 but less than Alternative 2. Therefore, GHG emissions associated with employment uses (commercial and industrial) will be similar to GHG emissions associated with Alternative 3.

Alternatives would each generate vehicle miles traveled with Alternative 1 the least and Alternative 2 the most with Alternative 3 in the range (see Section 3.2.4). Vehicle miles traveled for the Preferred Alternative are less than Alternative 2 and greater than Alternative 3. The Preferred Alternative results are in the range of the Draft SEIS Alternatives.

Overall population growth in Kitsap County under the Preferred Alternative would be slightly less than under Alternative 3, and more than under the No Action Alternative 1 and Alternative 2, resulting in forecast GHG emissions similar to, but slightly lower than those forecast for Alternative 3.

As with all alternatives, the mitigation measures listed in Draft SEIS Appendix D could reduce GHG emissions from transportation, building construction, space heating and electricity usage. These mitigation measures, as well as existing regulations, are adequate to mitigate any adverse impacts anticipated to occur as a result of growth under the Preferred Alternative.

### 3.1.3. Water Resources (Surface and Ground)

As summarized in the 2015 Draft SEIS, water resources in Kitsap County include lakes, streams, marine and estuarine waters, frequently flooded areas, groundwater, aquifer recharge areas, wetlands, and stormwater runoff. Water resources in Kitsap County are located within the Kitsap Water Resource Inventory Area (WRIA 15).

Under the Preferred Alternative, population and employment growth and increased impervious surface coverage are anticipated. Projected impervious areas under the Preferred Alternative would be expected to be in the range of Alternative 1 No Action Alternative and Alternative 2 that had a 4% UGA reduction since the Preferred Alternative a UGA footprint that is 1% smaller than Alternative 1. Development is associated with reduced infiltration and increased surface flows, resulting in more direct transport of sediment and contaminants to receiving bodies. Water quality concerns associated with increased development include increased fine sediment, nutrients, pathogens, and metals (Booth and Jackson 1997, Burges et al. 1998, Jones 2000, Konrad and Booth 2005, Moore and Wondzell 2005, Cuo et al. 2009). As more land area is developed and managed, impacts from fertilizers, pesticides, nutrients, bacteria, and chemicals become more widely dispersed. Untreated runoff in areas of high road densities adversely affects salmon (Feist, B. et al 2011; McIntyre, J. et al. 2012). Additionally, low dissolved oxygen can result from a combination of high stream temperatures and eutrophication resulting from development. In marine waters, excessive amounts of nitrogen and phosphorus contribute to eutrophication and algal blooms in marine waters, which can degrade water quality and result in fish kills, toxic algal blooms, and impacts to eelgrass and kelp (Mayer et al. 2005, Dethier 2006, Heisler et al. 2008).

An increase in population will also increase the demand for potable water. Where groundwater is depleted along the shoreline, there is the potential for saltwater intrusion to occur. Additionally, groundwater and surface water levels are interrelated; therefore, a reduction in groundwater would also be expected to reduce groundwater discharge to streams.

As the population density grows, pollutant loads will generally tend to increase. The risk of water quality contamination of critical aquifer recharge areas may increase with the intensification of land uses. Groundwater storage, provided by aquifers and wetlands, desynchronizes stream flows and provides clean cool water to surface water flows.

The Preferred Alternative includes UGA boundary reductions in the eastern and southern extent of the Port Orchard UGA, similar to Alternative 2, which would maintain lower levels of development in the vicinity of Beaver Creek, Salmonberry Creek, and associated wetlands.

The Preferred Alternative also shows a net reduction in Silverdale UGA boundaries, most prominently a UGA reduction near Old Frontier Road NW and NW Trigger Avenue, where there are mapped streams and hydric soils.

The Bremerton UGA boundaries are most similar to Alternative 1, and do not include significant expansion around the Kitsap Lake area. The Preferred Alternative would limit future growth in the area southwest of Kitsap Lake through a Rural Protection designation. By maintaining lower density development in the Kitsap Lake area, the comprehensive plan and zoning will be consistent with protection of potential geologic hazard areas and wetlands in the vicinity, and may help maintain water quality in Kitsap Lake, which is listed as impaired for dissolved phosphorus.

Although development is often associated with the impairment of watershed processes, redevelopment can improve water quality and increase infiltration as areas come into compliance with applicable stormwater quality standards; this may be most pronounced in UGAs with more extensive commercial development such as the East Bremerton, Silverdale, and Central Kitsap UGAs. Transportation programs and facilities that encourage alternative forms of transportation and minimize the need for single-occupant vehicles, as proposed in the Preferred Alternative such as in the Silverdale Regional Growth Center (RGC), would also help mitigate the effects of a growing population on water quality conditions, specifically metals and polycyclic aromatic hydrocarbons associated with vehicle use.

As with all alternatives, the population and impervious surface coverage are expected to increase under the Preferred Alternative. The County's stormwater management requirements will minimize the impacts from new impervious surfaces; however, new impacts to both surface and ground water resources, such as increasing peak flows, channel incision, and reduced groundwater recharge, are unavoidable as new impervious surfaces are created and vegetation is cleared for new development.

### 3.1.4. Plants and Animals

Kitsap County supports a number of rare plant species, federal- and state-listed wildlife, and priority habitats and species. Population growth and development associated with the Preferred Alternative would result in removal of vegetation or changes in habitat. The conversion of land could also fragment existing natural corridors and reduce habitat connectivity for native wildlife species. Additionally, rare plant species could be adversely impacted by development. The reduction of the native habitat tracts has the potential to affect species density and composition of ecological communities and could favor wildlife species that are more adaptable to the urban environment. An increase in impervious surfaces would also subsequently change stormwater runoff patterns, potentially affecting listed fish and wildlife species.

The expansion of the Kingston UGA to the west includes undeveloped forestlands, as well as wetlands and a stream; an Urban Restricted designation is applied to allow reduced density clustered away from sensitive areas. Forested corridors are expected to be conserved in these areas as a result of critical areas regulations and associated buffer standards. Similarly, areas of UGA expansion in West Bremerton include forests with unnamed streams and wetland areas; however this area has been acquired by the City of Bremerton for watershed purposes and would not be available for development.

The outer fringe of the Port Orchard area contains high value open space, and reducing the size of the UGA in this area under the Preferred Alternative will help maintain existing landscape integrity. Similarly, the area for UGA reduction in Silverdale includes undeveloped forested areas and a tributary to Clear Creek, which may be subject to lower development pressure under the Preferred Alternative as rural densities would apply instead.

Regional population growth and an associated increase in land use intensity will occur under each of the proposed alternatives. Under the Preferred Alternative, habitat loss and fragmentation could occur. Protections and programs for shorelines in the Shoreline Master Program, Salmon Recovery Plans, and the Gorst Creek Watershed Framework Plan would remain in effect under the Preferred Alternative. Minor changes to update critical area regulations are proposed under the Preferred

Alternative. Impacts associated with future developments under the Preferred Alternative would be subject to combined county, state and federal policies and regulations and appropriate mitigation to minimize impacts to regulated critical areas.

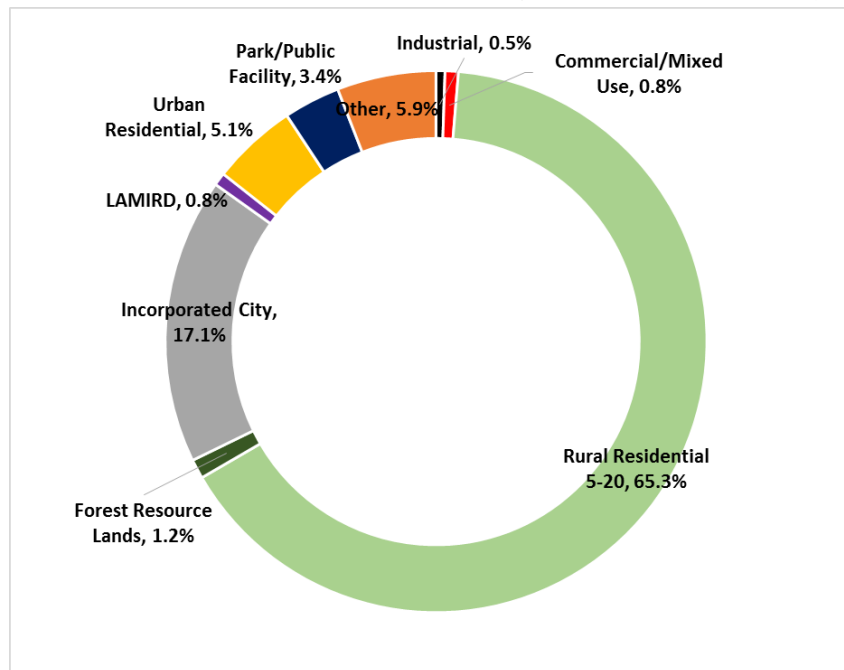
## 3.2. Built Environment: Land Use and Transportation

### 3.2.1. Land and Shoreline Use

#### 3.2.1.1. Land Use Patterns

The Preferred Alternative would reduce the size of the Port Orchard and Silverdale UGAs. The Kingston, Central Kitsap, and Bremerton West UGAs would be expanded modestly. Overall UGA acreage would experience a net reduction of 203 acres (-1%) compared to Alternative 1 No Action. As described in Chapter 2, the Preferred Alternative would also modify land use and zoning designations, primarily for the purposes of consistency and to increase housing and employment capacity in targeted locations (Silverdale, Central Kitsap along SR 303, Bremerton West). As a result of these proposed changes, the countywide zoning distribution would be modified, as shown in Exhibit 3.2-1.

Exhibit 3.2-1 Preferred Alternative Zoning Distribution – Countywide



Source: Kitsap County Community Development Department, 2015.

Under the Preferred Alternative, future land use patterns would remain similar to 2015 patterns on a countywide basis. As a result of consistency and streamlining amendments, the proportion of land zoned for parks and tribal use would increase, and the area of Forest Resource Land and Rural Residential would decrease. Rural Protection would increase as Urban Reserve is no longer a category. Commercial zones would be consolidated in UGAs. There is cumulatively less land

designated as Industrial due to the changes in UGA zoning and boundaries (e.g. Silverdale and Port Orchard).

Overall, the Preferred Alternative would balance zoning changes across the county, though the overall amount of urban land would decrease relative to the No Action Alternative; increased acreage in one zoning category in a given location would be mostly offset by changes in another location. For example, zoning in UGA expansion areas would be changed to urban categories, but zoning in UGA reduction areas would revert to rural categories. Greater development intensity would primarily occur in Silverdale in the RGC, while other UGAs would experience rezones of areas with lower-intensity development to be consistent with existing conditions and revision of the UGA boundaries to exclude such areas.

### 3.2.1.2. *Conversion of Uses*

Under the Preferred Alternative, conversion of uses would occur primarily in areas of UGA expansion and in urban locations where zoning would be changed to allow increased density and development intensity. In particular, conversion of uses is most likely to occur in the Silverdale area as Urban Low Residential areas are rezoned for Urban High Residential and as additional land is added to the UGA for industrial zoning; on the other hand, UGA territory near Bangor would be reverted to rural classifications to be more compatible with the abutting military uses.

The Preferred Alternative provides 2036 UGA capacity slightly below targets (-6%) though cities would generally have more capacity than needed to meet in-city targets. If growth occurs closer to target levels in the cities and UGAs are undersized compared to targets, then total growth may not meet growth targets; this could put pressure on rural areas. However, improved policies and regulations to serve as Reasonable Measures would assist with focusing growth in urban areas. As a result of the combined City/UGA capacity and updated policies and zoning, spillover development outside UGAs and the associated conversion of uses less likely to occur under the Preferred Alternative.

### 3.2.1.3. *Changes in Activity Level*

The Preferred Alternative would result in increased activity levels associated with increases in allowed development intensities. In areas where UGA boundaries would be expanded or urban areas where development intensity would be increased, overall activity would increase over time as development occurs. As described in the previous sections, these effects would be most pronounced in the Silverdale RGC as well as in added commercial areas in Central Kitsap. Those areas targeted for UGA boundary reductions under the Preferred Alternative would not see a decrease from current activity levels, but exclusion of these areas from UGAs would prevent urban-scale development from occurring in the future.

Overall, due to the net reduction in UGA size compared with Alternative 1 and 3, the Preferred Alternative would result in greater increases in activity levels over a smaller area, much of which is already characterized by urban development.

### 3.2.1.4. *Land Use Compatibility*

Projected growth has the potential to create compatibility issues with existing lower density residential, agriculture, and open space uses, particularly during the transition from semi-developed, suburban uses to urban uses. The encroachment of different uses will mainly occur in

those UGAs with a large amount of vacant and developable land, which include Silverdale, Central Kitsap, and Port Orchard.

Within the Silverdale Regional Growth Center, the proposed maximum allowed density would increase from 30 to 60 dwelling units per acre. Additionally, the proposed maximum height allowance increased from existing Silverdale Design Districts:

- Minimum height is 35 feet when fronting Silverdale Way.
- For each portion of the center, heights are listed in a range below. The first number is a base height and the second number is the maximum height that can be requested subject to a performance based review process where height or density would be earned through incentives. Maximum Heights are based on a 15 foot ground floor 10 feet for each subsequent floor.
  - Old Town: 35-45 ft. (increase of 20 feet)
  - Bucklin Hill Center: 55-85 ft. (increase of 20 feet)
  - Clear Creek Village: 55-85 ft. (increase of 20 feet)
  - Kitsap Mall Center: 55-85 ft. (increase of 20 feet)
  - West Hill:
  - UH: 35-75 ft. (increase of 30 feet)
  - RC: 55-85 ft. (increase of 20 feet)
  - Northeast Business: 65-125 ft. (increase of 60 feet)
  - Waterfront: 55-85 ft. (increase of 20 feet)

These heights would occur in an area with predominantly commercial uses such as the Kitsap Mall. The heights would be less than that approved for the Harrison Hospital at 180 feet. Future development at greater heights and densities would be subject to design standards, including but not limited to: building placement, streetscape and open space, and pedestrian oriented features. In some portions of the center bulk is to be reduced per design guidelines.

Growth within UGAs may also create conflicts with rural uses on the other side of the UGA boundary. Land uses on the boundaries within the UGAs are mostly Urban Low Density Residential with Rural Residential adjacent to the UGA boundaries. Under the Preferred Alternative, UGA expansions would be for the purpose of adding urban residential zones, with the exception of the small, 25-acre industrial expansion in Silverdale that lies along a railroad corridor. There would be minimal compatibility issues between these new zones and the existing adjacent rural zones.

### 3.2.1.5. Shoreline Uses

The Preferred Alternative would result in relatively few zoning changes in shoreline areas. The zoning changes proposed for shoreline areas would either reduce allowed development intensity (Kingston marine area changed from Urban Medium to Urban Restricted) or change the existing zoning to a similar zone that is compatible with the adopted shoreline environment designation for those areas. For example, zoning changes in the Gorst area from Highway Tourist Commercial to Commercial zoning would allow similar types of development and would be compatible with the

High Intensity and Urban Conservancy shoreline designation adopted in that area. No significant impacts to shoreline areas are anticipated under the Preferred Alternative.

## 3.2.2. Relationship to Plans and Policies

### 3.2.2.1. Population and Employment Forecasts

Projected population growth under the Preferred Alternative is estimated to be within 2% of the adopted 2036 growth target countywide, a surplus of approximately 1,422 persons, as described in Chapter 2. Unincorporated UGA population would be 6% below the adopted target for these areas. The 6% difference is close to the 5% margin of tolerance considered for UGAs.

Countywide, Alternative 2 assumes employment growth above targets by 18%, as described in Chapter 2. Unincorporated UGA employment capacity would be 17% above target requirements for these areas. Much of the greater supply in employment is based on an intensification of retail and office uses in the Silverdale RGC. If that employment were reduced to a more moderate level, the employment levels would be within 5% of the target for UGAs and considered in balance within a reasonable margin of tolerance.

### 3.2.2.2. UGA Criteria

The Preferred Alternative would slightly expand the Kingston and Central Kitsap UGAs. The larger West Bremerton UGA is primarily due to adding city-owned watershed lands. In all cases, the lands to be added are adjacent to the existing UGA boundary.

The Preferred Alternative would also reduce UGAs in Silverdale and Port Orchard. The Silverdale UGA changes are based on presence of military activity, critical areas, and topographic features and associated utility costs. Removing portions of the Port Orchard UGA recognizes the growth capacity of the city limits<sup>2</sup>, as well as critical areas and topographic features that would make extension of urban infrastructure more costly. As such, these areas are not suitable for urban development at this time.

### 3.2.2.3. Rural Lands & Character

The Preferred Alternative would result in a net reduction in UGAs, reserving a larger portion of the county as rural, relative to Alternative 1. This would preserve a greater amount of rural land from development at urban intensities.

Nine Reclassification Requests would be incorporated and result in changes to the rural classifications for residential, employment, or mining purposes as shown in Exhibit 3.2-2.

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<sup>2</sup> At the time of the 2012 Remand, a policy was adopted: "Resolve the oversizing of the ULID/McCormick UGA before allocating any new population to the South Kitsap area through the KRCC" (Kitsap County Comprehensive Plan, page 2-14).



## Exhibit 3.2-2 Reclassification Applications Included with Preferred Alternative

Permit #	Applicant	Request	Vicinity Zip Code	Preferred Alt
15 00461	Porter	RR/RP to RR	Ollala 98359	RR/RP matching Lot Lines
15 00686	Garland	RW to RR (Applicant revised request for RR to RP)	Port Orchard 98367	RP
15 00710	Trophy Lake Golf Club	RW to RR	Port Orchard 98367	RR
15 00714	McCormick Land Company	RW to RR	Port Orchard 98367	RR
15 00742	Tallman	RW to RR	Bremerton 98312	RR
15 00522	Ueland Tree Farm (formerly Bremerton West Ridge)	Request MRO, URS to IND	Bremerton 98312	MRO, RP
15 00657	Gonzalez	RR to RI	Poulsbo 98370	RI
15 00703	Port Orchard Airport	RI to REC	Port Orchard 98367	REC
15 00736	Rodgers	RR-RCO	Bremerton 98312	RCO

**Legend:** MRO = Mineral Resource Overlay; REC = Rural Employment Center; RCO = Rural Commercial; RI = Rural Industrial; RP = Rural Protection; RR = Rural Residential; RW = Rural Wooded; URS = Urban Reserve.

Source: Kitsap County 2015

The requests are analyzed in Draft Supplemental Environmental Impact Statement (Draft SEIS) Chapter 4 and in staff reports available under separate cover.

Five of the Reclassification Requests address current uses on the land or would recognize past permit approvals:

- Porter would better align the RP and RR boundaries to the lot lines that were adjusted in the last few years and would be consistent with adjacent zoning and development patterns; one lot is already developed.
- Trophy Lake Golf Course would be a conditionally allowed use in the Rural Residential (RR) zone whereas it is prohibited in the RW zone; thus the change would reflect the current use of the property.
- The Port Orchard Airport application is directly requesting a Type III LAMIRD designation with Rural Employment Center (REC) zoning. The application appears to meet Reclassification application criteria for a designation and zone change as an existing airport with commercial and industrial associated activities that provides employment opportunities in the rural area, 6.5 miles south of Port Orchard.
- The Rural Commercial (RCO) designation on the Rodgers property would recognize an existing nursery development.
- Ueland Tree Farm (formerly Bremerton West Ridge) addresses a permitted mining activity: See mineral lands below.

Others would change rural designations to more intensive rural or resource uses of the land:

- Garland would be changed from Rural Wooded (RW) to Rural Protection (RP) rather than the Rural Residential (RR) designation originally requested. Compared with the original request for RR the RP better addresses compatibility with critical areas including headwaters wetlands to Coulter Creek.

- McCormick Land Company property would allow RR instead of RW; more rural residential dwellings would be possible. Adjacent properties are zoned RR, Parks (PF), and Industrial (within the City of Bremerton). They are currently developed as low-density single family residential, undeveloped forest land, parks and airport use.
- The Tallman application would change the property from RW to RR. The change recognizes the adjacent parcel pattern to the north and west that is consistent with applicant's request. The parcel north of the reclassification site changes to RR as well.
- The Gonzalez applications is requesting Rural Industrial (RI) designations and zoning in place of Rural Residential (RR) designations and zoning. It is a small property abutting other rural employment uses at Keyport Junction.

#### 3.2.2.4. *Mineral Lands*

The Ueland Tree Farm (formerly the Bremerton West Ridge properties) have existing gravel mining operations that may expand in accordance with County and state rules and requirements consistent with a Mineral Resources Overlay, base zones, and County and state permits. The retention of Rural Protection (RP) would still allow for future mining activities, and would provide for greater consistency with abutting properties also designated Rural Protection. The sites appear to meet mineral lands classification criteria as documented in Draft SEIS Chapter 4 and in staff reports available under separate cover.

#### 3.2.2.5. *Reasonable Measures*

Kitsap County is required to adopt Reasonable Measures. The County is required to annually monitor reasonable measures to determine their effect and may revise or rescind them as appropriate. While the three Buildable Lands Reports in 2002, 2007, and 2014<sup>3</sup> showed increasing consistency with the GMA and the goals and policies of the CPPs and comprehensive plans, there remain some inconsistencies.

- the urban/rural split – more development was occurring in the rural areas than the urban areas;
- urban densities were occurring in the rural areas; and
- less than minimum urban densities being achieved in the UGAs.

The Preferred Alternative would reduce UGA boundaries and increase densities in the Silverdale and Port Orchard UGAs. The Preferred Alternative would have a net reduction in UGA lands by 1%. The Preferred Alternative would also implement amendments to existing reasonable measures and add new measures (see Draft SEIS Appendix G and revised Buildable Lands Report under separate cover and Appendix B of this Final SEIS). The reasonable measures proposed under the Preferred Alternative include:

- **Transfer of Development Rights (TDR):** Kitsap County adopted updated TDR Goals and Policies in fall 2015. Proposed code implementing the updated goals and policies are proposed as part of the 2016 periodic update of the Comprehensive Plan and development regulations.

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<sup>3</sup> The most recent Buildable Lands Report was prepared in 2014 and a comment period continued on the document into January 2015. Appendix B references it as a 2015 report. Elsewhere in this Final SEIS the document is considered the 2014 Buildable Lands Report.

- **Recognition of Rural Legacy Lots:** Amend Kitsap County code regarding substandard lots created prior to July 1, 1974 (KCC 17.382.110 (39)). Development permits would be considered only when there is or was a legally placed residence, or investments such as approved water or sewer connections, or a vested development permit. To meet requirements lots may aggregate.
- **Minimum / Maximum Urban Lot Size:** The County would make adjustments to minimum lot sizes and widths and establish new maximum lot sizes to ensure large lots are not underdeveloped in the future.
- **Silverdale Centers Plan:** With the Comprehensive Plan Update, Kitsap County would adopt new Goals and Policies in Comprehensive Plan. A new Regional Center Zone is established (similar to that studied for Alternatives 2 and 3). For parcels within the Silverdale Regional Center Boundary zoned Regional Center and Urban High residential the proposed maximum allowed density would increase from 30 to 60 dwelling units per acre. The proposed maximum height allowance increased from existing Silverdale Design Districts.
- **Monitoring and Tracking Measures:** Update annual monitoring and reporting process to improve future analysis. Automate tracking and monitoring parcel data. Ensure compatibility of assessor and planning and zoning data. Conduct ongoing continuous process improvement.
- **New Accessory Dwelling Unit (ADU) Process:** In Rural Residential, Rural Protection, and Rural Wooded zones would permit ADUs instead of conditionally permit them; however, a new use table footnote requiring: “An accessory dwelling unit is only allowed if the parcel on which it is located is twice the size of the minimum parcel size for the zone.”

### 3.2.3. Population, Housing, and Employment

Countywide population growth under the Preferred Alternative would be above 2% of CPP growth targets, while countywide employment growth would be 12% above CPP growth targets, but would occur primarily within smaller UGA boundaries, with a denser pattern. The population to employment ratio would be 2.52 compared with the CPP goal of 2.65.

Under the Preferred Alternative, the unincorporated UGAs would be below population targets by 5% and at employment targets as shown in Exhibit 3.2-3.

Exhibit 3.2-3 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

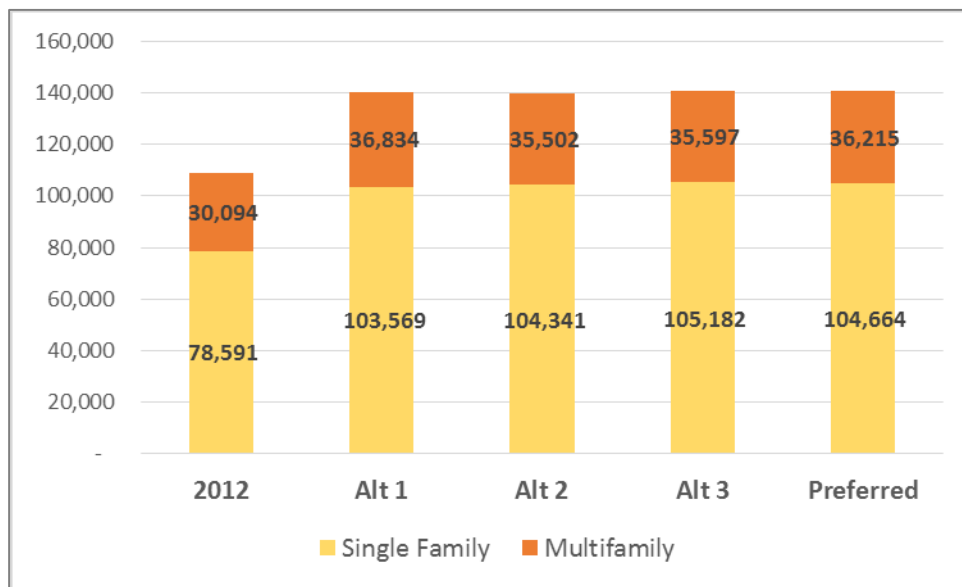
The Preferred Alternative provides for some increases in medium density residential in UGAs by adding 34% more such acres, primarily in the Port Orchard UGA.

More clustered housing options would occur with greater application of the Urban Cluster Residential designation. More mixed-use housing opportunities are assumed in Commercial zones as well, particularly in the Silverdale Regional Growth Center (RGC).

The amount of land zoned Urban Low Residential would decrease in favor of rural densities, preserving single-family neighborhood character but in a much less dense fashion, for those areas where the UGA has been retracted.

All alternatives would create opportunities for housing, both single family and multifamily. See Exhibit 3.2-4. Alternatives 2 and 3 would have slightly lower numbers of multifamily than Alternative 1 principally due to the reduction of Mixed Use lands in the Port Orchard UGA. The Preferred Alternative would have a mix of single family and multifamily homes more similar to Alternative 1; it has greater multifamily than other action alternatives due to the greater emphasis on multifamily housing in Silverdale than the other studied alternatives.

Exhibit 3.2-4 Housing Units by Alternative



Source: Kitsap County Community Development; BERK Consulting 2015

The Preferred Alternative would have a mid-range employment level more similar to Alternative 3 on a countywide basis. Unincorporated UGAs would be in balance with UGA targets. See Exhibit 3.2-5.

Exhibit 3.2-5 Employment by Alternative

Topic	Alternative 1 No Action	Alternative 2 Whole Community	Alternative 3 All Inclusive	Preferred Alternative
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

Topic	Alternative 1 No Action	Alternative 2 Whole Community	Alternative 3 All Inclusive	Preferred Alternative
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%

Source: Kitsap County Community Development Department, BERK Consulting, 2015 and 2016

### 3.2.4. Transportation

The Preferred Alternative would have impacts on the transportation system, including highways, roadways, bikeways and trails, public transportation facilities and services, marine ports, ferries and airports, similar to the impacts described for the Draft SEIS Alternatives.

#### 3.2.4.1. Travel Demand Forecasts

Projections of future traffic volumes within the County were estimated using a countywide travel demand forecasting model. The County travel demand forecasting model was developed using TransCAD software, and calibrated based on 2012 data. The major components of the countywide model are the same as those described for the Draft SEIS Alternatives.

#### 3.2.4.2. System-wide Travel Impacts

Exhibit 3.2-6 summarizes a number of numerical measures that have been defined for the Preferred Alternative based upon countywide population and employment projections, the proposed land use plan, planned infrastructure improvements, and travel demand modeling results; the totals for the Draft SEIS Alternatives are shown for comparison. The table shows that the Preferred Alternative is expected to have overall impacts that are very similar to the Draft SEIS Alternatives. Vehicle trips and vehicle miles traveled (VMT) for the Preferred Alternative are expected to be slightly lower than Alternative 2 and slightly higher than Alternatives 1 and 3. Daily transit trips for the Preferred Alternative are projected to be lower than Alternative 1, and higher than Alternatives 2 and 3.

Exhibit 3.2-6 Summary of Countywide Travel Statistics

Topic	Alternative 1 No Action	Alternative 2 Whole Community	Alternative 3 All Inclusive	Preferred Alternative
<b>Countywide Population</b>				
Existing (2012)	254,500	254,500	254,500	254,500
2036	329,923	331,550	333,076	332,993
% Increase	30%	30%	31%	31%
<b>Countywide Employment</b>				
Existing	79,578	79,578	79,578	79,578
2036	129,760	134,425	131,980	131,987
% Increase	63%	69%	66%	66%

Topic	Alternative 1 No Action	Alternative 2 Whole Community	Alternative 3 All Inclusive	Preferred Alternative
<b>Lane-Miles of County Roadways<sup>1</sup></b>				
Existing	2,246	2,246	2,246	2,246
2036	2,254	2,254	2,254	2,254
% Increase	0.35%	0.35%	0.35%	0.35%
<b>Daily Vehicle Trips</b>				
Existing	701,395	701,395	701,395	701,395
2036	894,062	900,135	896,375	898,010
% Increase	27%	28%	28%	28%
<b>Daily Vehicle Miles of Travel (VMT)</b>				
Existing	6,641,593	6,641,593	6,641,593	6,641,593
2036	6,732,885	6,943,979	6,883,510	6,890,312
% Increase	1%	5%	4%	4%
<b>Daily Rideshare Vehicle Trips</b>				
Existing	15,239	15,239	15,239	15,239
2036	19,772	19,855	19,781	19,826
% Increase	30%	30%	30%	30%
<b>Daily Transit Person Trips</b>				
Existing	8,243	8,243	8,243	8,243
2036	14,684	13,317	13,515	13,684
% Increase	78%	62%	64%	66%
<b>PM Peak Hour Vehicles</b>				
Existing	67,334	67,334	67,334	67,334
2036	85,830	86,413	86,052	86,209
% Increase	27%	28%	28%	28%

Source: Kitsap County Public Works Department, 2015, 2016.

1. Includes functionally classified arterial and collector roadways, and local access roadways.

### 3.2.4.3. Level of Service

Level of Service (LOS) is the primary measurement used to determine the operating quality of a road. Level of Service designations are measures of congestion that describe operational conditions within a traffic system and take into account such factors as volume, speed, travel time, and delay. Operational impacts were assessed by calculating the 2036 level of service under traffic conditions projected to result from build-out of the Preferred Alternative. The methodologies applied to evaluate level of service of roadways with the Preferred Alternative is the same as those described for the Draft SEIS Alternatives.

## County Roadways

Exhibit 3.2-7 summarizes the lane-miles of deficient county roadway segments projected by 2036 for the three alternatives and the Preferred Alternative. A county roadway is considered deficient if the projected V/C ratio exceeds the County's adopted standards, described in detail in the Draft SEIS.

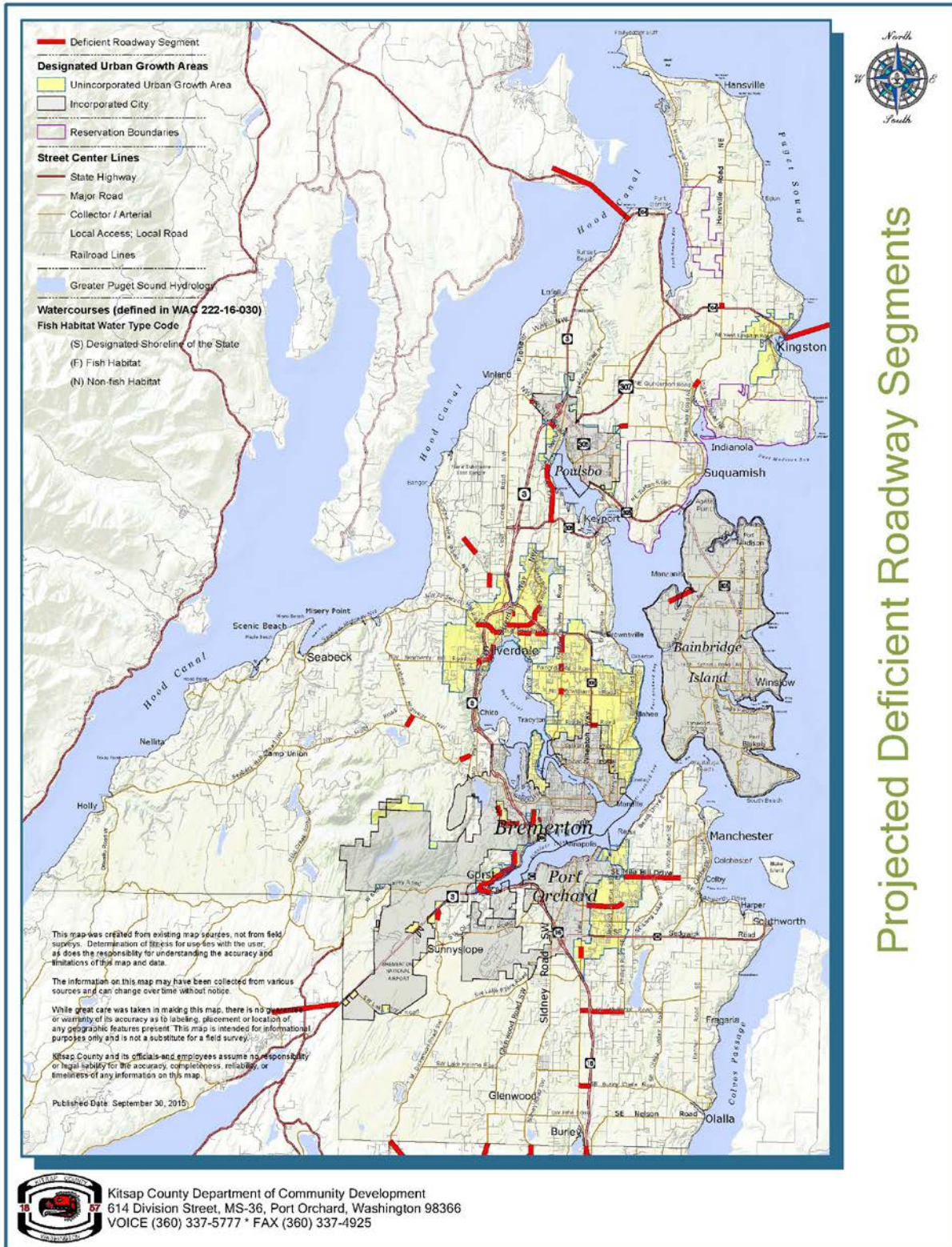
**Exhibit 3.2-7 Projected 2036 Roadway Segment Deficiencies**

	Alternative 1 No Action	Alternative 2 Whole Community	Alternative 3 All Inclusive	Preferred Alternative
North County	7.2 lane-miles	10.9 lane-miles	7.8 lane-miles	7.2 lane-miles
Central County	12.5 lane-miles	18.9 lane-miles	18.4 lane-miles	17.1 lane-miles
South County	13.9 lane-miles	14.5 lane-miles	13.7 lane-miles	13.5 lane-miles
<b>Total Deficient Lane-Miles</b>	<b>33.6 lane-miles</b>	<b>44.3 lane-miles</b>	<b>39.9 lane-miles</b>	<b>37.8 lane-miles</b>
Total 2036 County Roadway Lane-Miles	675.3 lane-miles	675.3 lane-miles	675.3 lane-miles	675.3 lane-miles
Percent of Deficient Lane-miles	5.0%	6.6%	5.9%	5.6%
Exceeds Countywide Concurrency Standard of 15%	No	No	No	No

Source: Kitsap County Public Works Department, 2015, 2016.

Locations of deficient segments with the Preferred Alternative are shown on Exhibit 3.2-8. Exhibit 3.2-7 shows that the percentage of deficient lane-miles of roadway is expected to be within the range identified for the Draft SEIS Alternatives, higher than Alternative 1 and lower than Alternatives 2 and 3. The expected 5.6% of deficient lane-miles expected with the Preferred Alternative is below the County concurrency standard of 15%. See also Appendix D for a matrix of results by road link.

Exhibit 3.2-8 Projected 2036 Deficient Roadway Segments – Preferred Alternative



Source: Kitsap County Department of Community Development and Public Works, 2015 and 2016



## State Highways

Exhibit 3.2-9 summarizes the miles of deficient state highway segments projected by 2036 under the Preferred Alternative; the improvements for the Draft SEIS Alternatives are shown for comparison. As described in the Draft SEIS, a state highway is considered deficient if its operations are projected to exceed standards adopted by the Washington State Department of Transportation (WSDOT) and the Puget Sound Regional Council (PSRC).

The table shows that about 61% of the state highway miles in Kitsap County are projected to be deficient under the Preferred Alternative. This is slightly higher than the 59% total expected for Draft SEIS Alternatives 2 or 3. Since the totals presented previously in Exhibit 3.2-6 indicate that vehicle trips and VMT for the Preferred Alternative are expected to be in-between Alternatives 2 and 3, this slightly higher total reflect small shifts in countywide travel patterns with the Preferred Alternative, compared to the Draft SEIS Alternatives. The County has ongoing coordination with WSDOT and cities to identify and fund improvements to state highways.

Exhibit 3.2-9 Projected State Highways by 2036

State Highway	Total Length (miles)	Alternative 1 No Action		Alternative 2 Whole Community		Alternative 3 All Inclusive		Preferred Alternative	
		Length of Deficient Segments (miles)	Percent of Total Length	Length of Deficient Segments (miles)	Percent of Total Length	Length of Deficient Segments (miles)	Percent of Total Length	Length of Deficient Segments (miles)	Percent of Total Length
SR 3	31.8	12.8	40%	14.6	46%	14.6	46%	14.6	46%
SR 16	14.1	7.1	50%	10.1	72%	10.1	72%	10.1	72%
SR 104	9.4	2.6	28%	2.6	28%	2.6	28%	4.3	46%
SR 160	7.7	1.5	20%	1.5	20%	1.5	20%	1.5	20%
SR 166	4.8	4.8	100%	4.8	100%	4.8	100%	4.8	100%
SR 303	8.8	8.0	90%	8.3	94%	8.3	94%	8.0	91%
SR 304	3.9	2.7	70%	2.7	70%	2.7	70%	2.7	70%
SR 305	15.1	11.2	74%	11.6	77%	11.6	77%	11.6	77%
SR 307	5.3	5.3	100%	5.3	100%	5.3	100%	5.3	100%
SR 308	4.2	0	0%	0.3	7%	0.3	7%	0.3	7%
SR 310	1.8	1.5	86%	1.5	86%	1.5	86%	1.5	86%
<b>Total</b>	<b>106.9</b>	<b>57.6</b>	<b>54%</b>	<b>63.3</b>	<b>59%</b>	<b>63.3</b>	<b>59%</b>	<b>64.7</b>	<b>61%</b>

Source: Kitsap County Public Works Department, 2015, 2016.

The Preferred Alternative's length of deficient miles and percentage length, while slightly higher than Draft SEIS Alternatives, is less than the alternatives studied in 2006 and 2012 in the prior EISs. For example, in the *Kitsap County Urban Growth Area (UGA) Sizing and Composition Remand, Final SEIS*, August 10, 2012, alternatives resulted in between 64-66 miles of deficiencies representing 62-63 percent of miles.

#### 3.2.4.4. Impacts to Other Modes of Travel

The transportation impacts of the Preferred Alternative on ferries, non-motorized modes, transit, rail and airports, are expected to be similar to those identified for the Draft SEIS Alternatives, described in the following sections.

##### Washington State Ferries

Long-range capacity and service needs for state ferry routes are identified by the WSDOT Ferries Division in its *Long-Range Plan* (Washington State Ferries, 2009). An update to the Long-Range Plan is currently underway. The methodology used for these projections, as well as for WSF's plan for accommodating projected future demand, is presented in the Long-Range Plan. Regular review and update of this plan will help ensure that the capacity and services needed to meet the increased demand is identified.

##### Non-Motorized

Increases in population and employment levels are expected to increase the demand for additional facilities; thus, the Preferred Alternative would result in increased demand for additional trails and bikeways. The increase in urbanized area would result in more trail and bicycle facility demands in those areas. These bicycle and trail facilities may either be located along roadways as bike lanes or as separated facilities and would provide opportunities for both recreational and commuter users.

Infrastructure needs for non-motorized transportation/commuter and mixed bicycle/pedestrian user groups are identified in the *Non-Motorized Facility Plan* (Kitsap County Public Works Department, 2012). Planning programs for trails are maintained in the trail plan. Regular review and update of this plan will help ensure that infrastructure and services needed to meet increased demand for non-motorized facilities is identified. County design standards indicate that sidewalks may be required in areas that include pedestrian generators such as schools, parks, shopping areas, medical facilities, social services, housing, community and recreational centers, and transit and park-and-ride facilities.

The County's road capacity calculation approach provides credit to roadways with non-motorized facilities that separate pedestrian and bicycle travel from vehicle traffic. Therefore, implementation of non-motorized improvements can potentially benefit multiple travel modes under the County's long-range transportation analysis procedures.

##### Transit

Transit operations and facilities would be affected by the increase in travel demand created by the Preferred Alternative. The travel statistics summarized in Exhibit 3.2-6 project that transit person trips would increase by 66% over existing conditions with buildout of the Preferred Alternative. This increase would require a substantial increase in hours of operations and some capital facilities such as park-and-ride lots. Expansion of the urban areas would result in new or extended bus routes in addition to more frequent service. Commuter routes would also see increased demand, affecting park-and-ride lots, transit centers, and flyer stops. Transit priorities and improvements are identified in the *Transit Development Plan*, a six-year plan developed by Kitsap Transit that is updated annually (Kitsap Transit, 2015).

## Rail and Airports

Increased population and employment under the Preferred Alternative would affect demand on rail and airports in Kitsap County. In general, as employment and population increase, the requirement for these services would also increase.

Rail activity would be affected by military activity and not by private development because there is no general use rail service. Airport activity would increase as recreational and employment activities increase. Long-range airport needs are identified in the *Bremerton National Airport Master Plan*, which was last adopted in 2004 and was updated in 2013 (Port of Bremerton, 2013).

### 3.2.4.5. Mitigation Measures

## Recommended Roadway Improvements

Exhibit 3.2-10 summarizes the roadway segments identified for improvement under the Preferred Alternative; the improvements for the Draft SEIS Alternatives are shown for comparison. As shown, the total number of roadway segments for the Preferred Alternative is within the range identified for the Draft SEIS, slightly higher than Alternative 1 and lower than Alternatives 2 or 3.

Exhibit 3.2-10 Locations of Recommended Roadway Improvements by 2036

Roadway	Location	Improvement Needed			
		Alt 1	Alt 2	Alt 3	Preferred Alt
<b>North County</b>					
Clear Creek Road NW	Greaves Way – Clearcreek Court NW		X		
NE Lincoln Road	Stottlemeyer Road NE – Noll Road NE		X	X	
Viking Way NW	SR 308 - Poulsbo City Limits	X	X	X	X
<b>Total Number of Improvement Locations – North County</b>		<b>1</b>	<b>3</b>	<b>2</b>	<b>1</b>
<b>Central County</b>					
Anderson Hill Road NW	Apex Road NW – Stoli Lane NW	X			
Anderson Hill Road NW	Apex Road NW – Bucklin Hill Road NW	X	X	X	X
Bucklin Hill Road NW	Anderson Hill Road NW – Silverdale Way NW	X	X	X	X
Central Valley Road NW	NW Fairgrounds Road – SR 303 On-Ramp	X	X	X	X
Kent Avenue W	Sherman Heights Road – 3rd Avenue		X	X	X
Newberry Hill Road NW	Provost Road NW - Silverdale Way NW	X	X	X	X
Riddell Road NE	SR 303 – Almira Drive NE	X	X	X	X
Ridgetop Boulevard NW	Silverdale Way NW – SR 303	X	X	X	X
Sherman Heights Road	Belfair Valley Road – Kent Avenue		X	X	X
Silverdale Way NW	NW Newberry Hill Road – NW Byron Street	X	X	X	X
<b>Total Number of Improvement Locations – Central County</b>		<b>8</b>	<b>9</b>	<b>9</b>	<b>9</b>

Roadway	Location	Improvement Needed			Preferred Alt
		Alt 1	Alt 2	Alt 3	
<b>South County</b>					
Belfair Valley Road	Sam Christopherson Ave W – SR 3		X	X	X
Bethel Road SE	SE Lider Road – Cedar Road E	X			
Bethel Road SE	Cedar Road E – Ives Mill Road SE	X	X	X	X
Burley-Olalla Road	Bethel-Burley Road SE – SR 16	X	X	X	X
Lund Avenue	Madrona Drive SE – Cathie Avenue SE	X	X	X	X
Mile Hill Drive SE	Woods Road E – Whittier Avenue SE	X	X	X	X
Mullenix Road SE	Bethel-Burley Road SE – Phillips Road SE	X	X	X	X
Sunnyslope Road SW	SW Rhododendron Drive – SR 3	X	X	X	X
<b>Total Number of Improvement Locations – South County</b>		<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>
<b>Countywide Total Number of Improvement Locations</b>		<b>16</b>	<b>19</b>	<b>18</b>	<b>17</b>

Source: Kitsap County Public Works Department, 2015, 2016.

## Cost of Roadway Improvements

Exhibit 3.2-11 summarizes the total cost of the projects recommended countywide for the Preferred Alternative; the totals for the Draft SEIS Alternatives are shown for comparison. The Preferred Alternative has a slightly lower total improvement cost than Draft SEIS Alternative 3.

**Exhibit 3.2-11 Summary of Cost of Roadway Improvements Recommended by 2036  
(in \$ Millions)**

	Alternative 1 No Action	Alternative 2 Whole Community	Alternative 3 All Inclusive	Preferred Alternative
North County	\$9.8	\$16.5	\$11.1	\$9.8
Central County	\$107.1	\$76.7	\$76.7	\$76.7
South County	\$48.3	\$46.8	\$46.8	\$46.8
<b>Total</b>	<b>\$165.2</b>	<b>\$140.0</b>	<b>\$134.6</b>	<b>\$133.3</b>

Note: Based upon 2015 dollars.

## Other Mitigation Measures and Strategies

Other potential strategies, policies and programmatic measures to address transportation impacts and achieve a balance between transportation level of service, financing, and land use, would be the same for the Preferred Alternative as those described for the Draft SEIS Alternatives.

## 3.3. Built Environment: Public Services and Utilities

The Final SEIS addresses the planning period 2015 through 2036. The analysis is based on county wide or special district growth allocations.

The Preferred Alternative would generate a population growth of 78,493, which would bring the population to a total of 332,993 in 2036. This Preferred Alternative population growth is similar to the population growth studied in Alternative 3 with its growth of 78,576 and total population of 333,076 by 2036. Alternative 1 No Action was projected at 75,423 in growth and 329,923 total, and Alternative 2 at 77,050 growth and 331,550 total countywide.

### 3.3.1. Public Buildings

Kitsap County's public buildings, which include government administrative offices, courtrooms, juvenile justice, maintenance facilities, and community centers, serve the county as a whole, including incorporated and unincorporated populations. The analysis in this section excludes facilities specific to department missions such as Public Works maintenance facilities.

The countywide population under the Preferred Alternative would result in a population growth of 78,493. However, the level of service and the demand for public buildings would not change significantly from what was analyzed in the Draft SEIS.

Under the Preferred Alternative, similar to other alternatives reviewed for the Draft SEIS, demand would increase for countywide administration buildings, and there would be a net deficit of square feet available as seen in Exhibit 3.3-1. Exhibit 3.3-2 shows the potential LOS adjustments that would be necessary to address the current deficiency in 2015, and in 2021 and 2036 based on the Preferred Alternative growth.

**Exhibit 3.3-1 LOS Requirement Analysis – County Administration Buildings**

Time Period	Kitsap Countywide Population	Square Feet Needed to Meet LOS Standard	Current Square Feet Available	Net Reserve or Deficit
Current LOS Standard = 952 square feet per 1,000 population				
2015	258,200	245,806	106,417	(139,389)
2021 Preferred Alternative	278,676	265,300	106,417	(158,883)
2036 Preferred Alternative	332,993	317,010	106,417	(210,593)

Source: Personal Communication with Bud Harris, Director of Kitsap County Department of Information Service, 2015; BERK, 2015.

**Exhibit 3.3-2 Potential LOS Adjustments for County Administration Buildings**

Alternative	Target LOS	Estimated Deficiency	LOS Needed to Address Deficiency (SF/ 1000 people)
2015	952 square feet per 1,000 population	(139,389)	412
2021 Preferred Alternative	952 square feet per 1,000 population	(158,883)	382
2036 Preferred Alternative	952 square feet per 1,000 population	(210,593)	320

Source: Kitsap County, 2015; BERK, 2015.

Under the Preferred Alternative, similar to other alternatives reviewed for the Draft SEIS, demand would increase for countywide maintenance facilities. However, there is currently enough of a net reserve of square feet based on the current LOS standard as seen in Exhibit 3.3-3.

### Exhibit 3.3-3 LOS Requirement Analysis – County Maintenance Facilities

Time Period	Kitsap Countywide Population	Square Feet Needed to Meet LOS Standard	Current Square Feet Available	Net Reserve or Deficit
Current LOS Standard = 109 square feet per 1,000 population				
2015	258,200	28,144	89,456	61,312
2021 Preferred Alternative	278,676	30,376	89,456	59,080
2036 Preferred Alternative	332,993	36,296	89,456	53,160

Source: Personal Communication with Bud Harris, Director of Kitsap County Department of Information Service, 2015; BERK, 2015.

Under the Preferred Alternative, similar to other alternatives reviewed for the Draft SEIS, demand would increase for county district courtrooms and county superior courtrooms. Under the Preferred Alternative in 2036, demand will use the remaining supply, and there will a need for an additional county district courtroom as seen in Exhibit 3.3-4 and an additional county superior courtroom as seen in Exhibit 3.3-5.

### Exhibit 3.3-4 LOS Requirement Analysis – County District Courtrooms

Time Period	Kitsap Countywide Population	Courtrooms Needed to Meet LOS Standard	Current Courtrooms Available	Net Reserve or Deficit
Current LOS Standard = 0.012 courtrooms per 1,000 population				
2015	258,200	3	4	1
2021 Preferred Alternative	278,676	3	4	1
2036 Preferred Alternative	332,993	4	4	0

Source: Personal Communication with Bud Harris, Director of Kitsap County Department of Information Service, 2015; BERK, 2015.

### Exhibit 3.3-5 LOS Requirement Analysis – County Superior Courtrooms

Time Period	Kitsap Countywide Population	Courtrooms Needed to Meet LOS Standard	Current Courtrooms Available	Net Reserve or Deficit
Current LOS Standard = 0.021 courtrooms per 1,000 population				
2015	258,200	5	7	2
2021 Preferred Alternative	278,676	6	7	1
2036 Preferred Alternative	332,993	7	7	0

Source: Personal Communication with Bud Harris, Director of Kitsap County Department of Information Service, 2015; BERK, 2015.

Under the Preferred Alternative, similar to other alternatives reviewed for the Draft SEIS, demand would increase for county community centers. As seen in Exhibit 3.3-6, there is a deficit as per the current LOS standard. Potential adjustments to the LOS standards are seen in Exhibit 3.3-7.

### Exhibit 3.3-6 LOS Requirement Analysis – County Community Centers

Time Period	Kitsap Countywide Population	Square Feet Needed to Meet LOS Standard	Current Square Feet Available	Net Reserve or Deficit
Current LOS Standard = 200 square feet per 1,000 population				
2015	258,200	51,640	50,850	(790)
2021 Preferred Alternative	278,676	55,735	50,850	(4,885)
2036 Preferred Alternative	332,993	66,599	50,850	(15,749)

Source: David J. White, Chief of Detectives at Kitsap County Sheriff's Office, 2015; BERK, 2015.

## Exhibit 3.3-7 Potential LOS Adjustments for County Community Centers

Alternative	Target LOS	Estimated Deficiency	LOS Needed to Address Deficiency (SF/ 1000 people)
2015	200 square feet per 1,000 population	(790)	197
2021 Preferred Alternative	200 square feet per 1,000 population	(4,885)	182
2036 Preferred Alternative	200 square feet per 1,000 population	(15,749)	153

Source: Personal Communication, Bud Harris, Director of Kitsap County Department of Information Service, 2015; BERK, 2015.

### 3.3.2. Fire Protection

In 2012, the Kitsap Fire Districts had a fire units per capita Level of Service (LOS) that was calculated by dividing the number of fire units operated in a district by the district's population. In order to provide a LOS that is more comprehensive and related to response time objectives that districts must meet per state law (RCW 52.33) as well as related to capital planning under the Growth Management Act (GMA; RCW 36.70A), the County has moved toward a new County LOS that is focused on the Washington Surveying and Ratings Bureau (WSRB) Rating. The WSRB Rating analyzes several factors that contribute to response times. Individual fire districts continue to maintain their own response time objectives.

#### Response Time Objectives

Individual departments and districts monitor service levels in terms of response times because the state statute (RCW 52.33) requires fire districts with a predominance of career staff (as opposed to volunteers) to adopt and annually report response time objectives. These objectives may change over time to respond to each district's resources and needs.

#### Exhibit 3.3-8 Response Time Objectives

District / Department	Response Time Objective
<b>Bremerton Fire Department</b>	5 minute response time, City Services Element
<b>Central Kitsap Fire &amp; Rescue</b>	Turnout time goal: 90 seconds, met 90% of the time. Travel time goals: suburban (fire/EMS 8:00), rural (fire/EMS 12:00), and wilderness areas (fire/EMS 20:00).
<b>North Kitsap Fire &amp; Rescue</b>	<b>Structure Fires</b> Turnout Time Goal: 165 seconds (2:45) or better 90% of the time Travel Time Goal First Arriving Engine Company: 7 minutes 50 seconds (7:50) or better 90% of the time <b>EMS (Basic Life Support)</b> Turnout Time Goal: 120 seconds (2:00) or better 90% of the time Travel Time Goal First Arriving BLS Unit with (2) EMT Qualified Personnel: 8 minutes 40 seconds (8:40) or better 90% of the time. <b>EMS (Advanced Life Support)</b> Turnout Time Goal: 120 seconds (2:00) or better 90% of the time Travel Time Goal First Arriving ALS Unit with (1) PM Qualified Personnel: 12 minutes 30 seconds (12:30) or better 90% of the time.
<b>Poulsbo Fire Department</b>	Turnout Time: 2:00 minutes for fire and priority 1 and 2 events and 1:30 minutes for medical events.

District / Department	Response Time Objective
	Response time of units to suburban calls for service at 8:00 minutes. Rural response time goals, at 11:00 minutes.
<b>South Kitsap Fire &amp; Rescue</b>	Turnout time, the district has a goal of 90 seconds or less 90% of the time. Travel times for fire responses range from 5:00 minutes to 10:50 minutes depending on the urban, suburban, or rural nature of the call. Travel times for EMS services ranged from 6:20 to 11:15 minutes also depending on the urban, suburban, or rural nature of the call.

Source: Bremerton Fire Department, 2015; Central Kitsap Fire and Rescue, 2015; North Kitsap Fire and Rescue, 2015; Poulsbo Fire Department, 2015; South Kitsap Fire & Rescue, 2015.

## CFP Level of Service Standard

Consistent with GMA requirements to establish levels of service for improvements necessary for development this CFP provides a minimum countywide measure of need for fire services. All fire districts in Kitsap County must achieve the following minimum Washington Surveying and Ratings Bureau (WSRB) Ratings:

- Fire districts with career staff serving urban areas must have a minimum WSRB rating of 4. Urban areas include city limits and UGAs.
- The portions of districts serving rural areas with non-career staff must have a minimum WSRB Rating of 5. Rural areas consist of lands outside of UGAs and city limits.

## WSRB Ratings

The WSRB is a non-profit agency that evaluates fire protection capabilities of cities and fire protection districts. In turn, insurance companies use WSRB Protection Classes<sup>4</sup> to help establish fair premiums for fire insurance. The evaluation process includes a review of the following that are relevant to capital facilities: distribution of fire stations and fire companies, apparatus equipment, water supply, and water pressure. Other activities reviewed include personnel and training, response to alarms, dispatching, code enforcement, and public education.

Fire districts and departments respond to fires and EMS calls from their stations, using their apparatus, but their service delivery occurs within a broader system where other agencies have important roles.

- Kitsap County is responsible for planning for population and employment growth under GMA and provides housing opportunities through zoning. As described above, proposed LOS standards for fire services rely on WSRB ratings and are higher in more densely populated areas than in rural areas. Exhibit 3.3-9 and Exhibit 3.3-10 show fire services and population density in Kitsap County in 2036 under the Preferred Alternative and today, respectively. The population growth will increase not only the number of calls but also tax revenue available to service providers.

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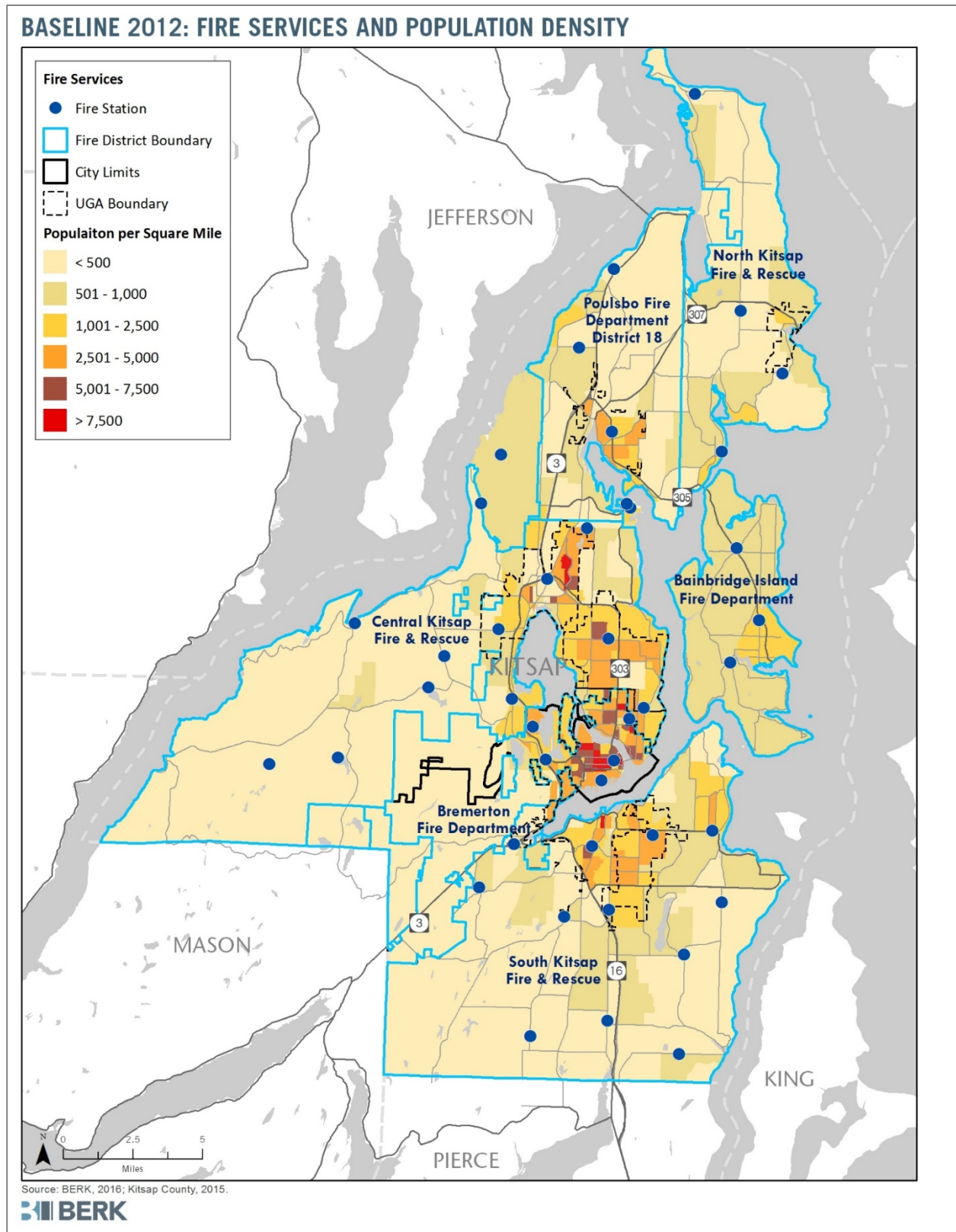
<sup>4</sup> Washington Surveying and Rating Bureau, Protection Class Evaluation Overview, <http://www.wsrb.com/wsrbweb/deptdocs/pdfs/pcoverview.pdf>.



- The Kitsap County Fire Marshal's Office works to enhance fire safety through quality fire inspections, plan review, fire investigation, and fire prevention education; County fire marshal services are applicable in all districts except within the City of Bremerton that provides its own services.
- Water service providers are responsible for the water supply and fire flow pressure, in tandem with County building and fire codes.

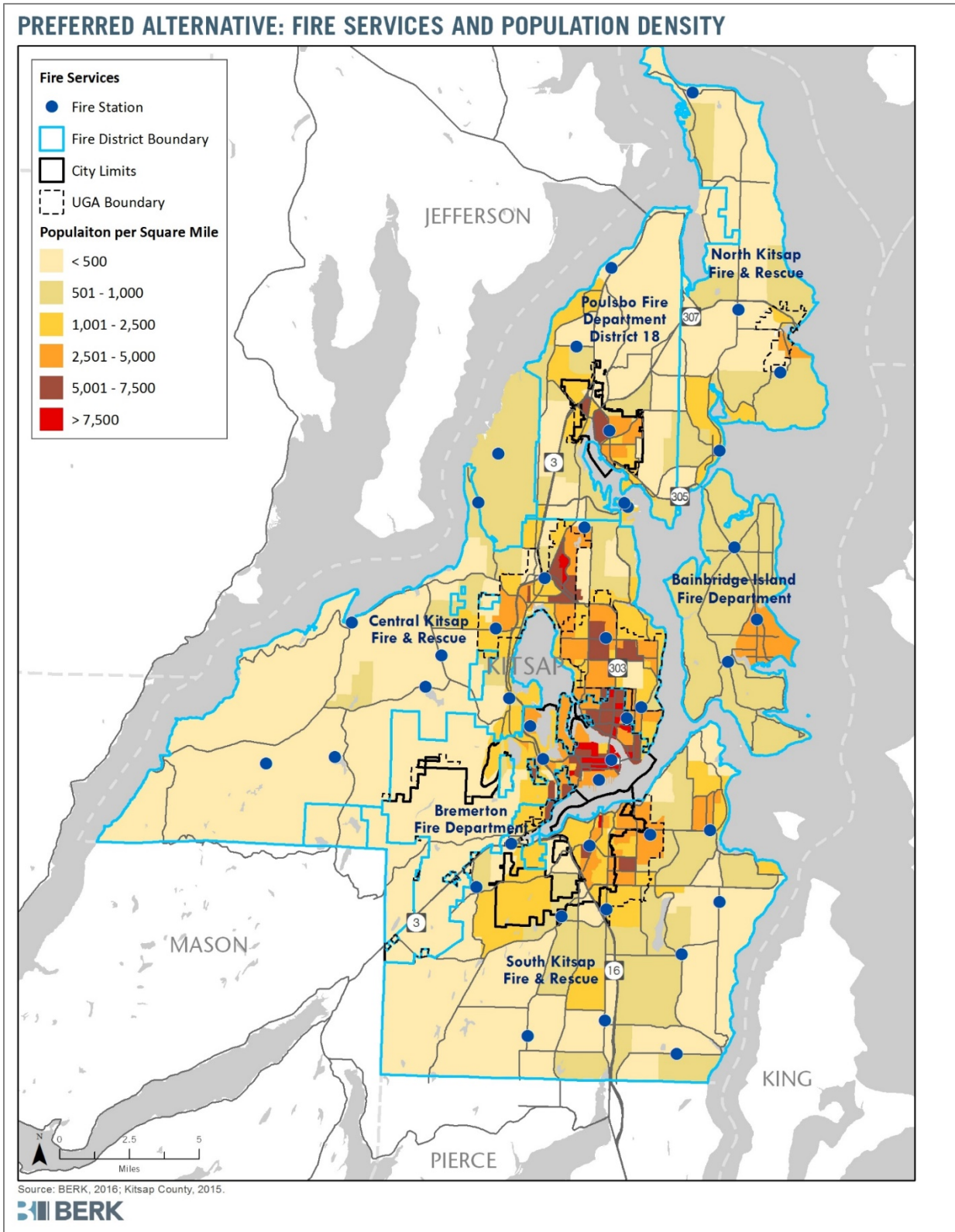
Selection of the WSRB-based ratings for the Fire Service LOS reflects that fire protection is based on the collective efforts of the fire districts, Kitsap County, cities, and water providers. Ensuring adequate staff resources for planning and permitting (e.g. County fire marshal services) will be important to consider at the time of the County's annual budget. During the development review process, the County will require consistency with the fire code and water availability. The County will also interface with fire districts and cities, and discuss their fire protection capital investments at the time of CFP updates.

Exhibit 3.3-9 Fire Services and Population Density – Existing Conditions



Source: Kitsap County 2015 and BERK Consulting 2016

Exhibit 3.3-10 Fire Services and Population Density, 2036 – Preferred Alternative



Source: Kitsap County 2015 and BERK Consulting 2016

### 3.3.3. Law Enforcement

The countywide population under the Preferred Alternative would result in a countywide population range that is within the population range studied during the Draft SEIS. Accordingly, the level of service and the need for facilities would not change substantially from what was considered in the Draft SEIS. Exhibit 3.3-11, Exhibit 3.3-13, and Exhibit 3.3-14 show the anticipated future need in 2036 based on the proposed LOS standards for Law Enforcement.

Under the Preferred Alternative, similar to other alternatives reviewed for the Draft SEIS, demand would increase most in those areas with the highest population growth. However, the Sheriff's Office only serves unincorporated parts of the County or City departments that have contracted with the Sheriff's Office. Therefore, while urban areas may have the most demand for law enforcement services, those services may potentially be requested from urban police department.

Under the Preferred Alternative, there will be a deficit of Sheriff's Office space in 2021 and 2036 as seen in Exhibit 3.3-11. Potential LOS adjustments to the Sheriff's Office Space is seen in Exhibit 3.3-12.

Exhibit 3.3-11 LOS Requirement Analysis – Sheriff's Office Space

Time Period	Kitsap Unincorporated County Population	Square Feet Needed to Meet LOS Standard	Square Feet Available	Net Reserve or (Deficit)
Current LOS Standard = 129 square feet per 1,000 population				
2015	171,940	22,180	23,540	1,360
2021 Preferred Alternative	183,015	23,609	23,540	(69)
2036 Preferred Alternative	213,923	27,596	23,540	(4,056)

Source: David J. White, Chief of Detectives at Kitsap County Sheriff's Office, 2015; BERK, 2015.

Exhibit 3.3-12. Potential LOS Adjustments – Sheriff's Office Space

Alternative	Target LOS	Estimated Deficiency	LOS Needed to Address Deficiency (SF/ 1000 people)
2015	129 square feet per 1,000 population	1,360	137
2021 Preferred Alternative	129 square feet per 1,000 population	(69)	129
2036 Preferred Alternative	129 square feet per 1,000 population	(4,056)	109

Source: David J. White, Chief of Detectives at Kitsap County Sheriff's Office, 2015; BERK, 2015.

Under the Preferred Alternative, there will be a reserve of beds in the County Jail facilities as seen in Exhibit 3.3-13. Using an alternative LOS based on incarceration rates, there will be deficit of space in 2036 for the Preferred Alternative as seen in Exhibit 3.3-14. An adjustment to the alternative LOS based on incarceration rates is seen in Exhibit 3.3-15.

Exhibit 3.3-13 LOS Requirements Analysis – County Jail Facilities

Time Period	Kitsap Countywide Population	Beds Needed to Meet LOS Standards	Beds Available	Net Reserve or Deficit
Current LOS Standard = 1.43 Beds Per 1,000 Population				
2015	258,200	369	519	150
2021 Preferred Alternative	278,676	399	519	120
2036 Preferred Alternative	332,993	476	519	43

Source: David J. White, Chief of Detectives at Kitsap County Sheriff's Office, 2015; BERK, 2015.

### Exhibit 3.3-14 LOS Requirements Analysis – Alternative LOS Based on Incarceration Rates

Time Period	Kitsap Countywide Population	Beds Needed to meet LOS Standards	Beds Available	Net Reserve or Deficit
Alternative LOS Standard = Kitsap County Incarceration Rate: 168/100,000 Population				
2015	258,200	434	519	85
2021 Preferred Alternative	278,676	468	519	51
2036 Preferred Alternative	332,993	559	519	(40)

Source: Kitsap County Sheriff's Office, 2015; BERK, 2015.

### Exhibit 3.3-15 Potential LOS Adjustments – Alternative LOS Based on Incarceration Rate

Alternative	Target LOS	Estimated Deficiency	LOS Needed to Address Deficiency (SF/ 1000 people)
2015	168 people/ 100,000 population	0	201
2021 Preferred Alternative	168 people/ 100,000 population	0	186
2036 Preferred Alternative	168 people/ 100,000 population	(40)	156

Source: Kitsap County Sheriff's Office, 2015; BERK, 2015.

## 3.3.4. Parks and Recreation

The Preferred Alternative would result in a countywide population within the range studied during the Draft SEIS. Results are similar to the alternatives studied during the Draft SEIS.

The LOS Analysis for parks is based on the 2012 Kitsap County Parks, Recreation & Open Space (PROS) Plan that was adopted in March of 2012. Most of the parks and recreation facilities include two forms of LOS: The "target" LOS is from the PROS, and "base" LOS was the standard adopted in 2012 based on the fundable plan. Exhibit 3.3-16 through Exhibit 3.3-28 show the analysis of the base and target LOS analysis for the Preferred Alternative.

Additionally, deficits may be addressed by additions in non-County regional parkland or by a small change in the base LOS for the outer years of the planning period. If the County elected to change its LOS, Exhibit 3.3-20, Exhibit 3.3-23, and Exhibit 3.3-26 and show potential LOS adjustments.

Under the Preferred Alternative, there will be a deficit of Natural Resource Area acres in 2036 based on the Target LOS as seen in Exhibit 3.3-16, but no deficit based on the Base LOS as seen in Exhibit 3.3-17.

### Exhibit 3.3-16 Target LOS Requirements Analysis – Natural Resource Areas

Time Period	Kitsap Countywide Population	Acres to meet Target LOS Standard	Acres Available	Net Reserve or Deficit
Natural Resources Area LOS Standard = 71.1 Acres per 1,000 population				
2015	258,200	18,332	17,890	(442)
2021 Preferred Alternative	278,676	19,786	17,890	(1,896)
2036 Preferred Alternative	332,993	23,643	17,890	(5,753)

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

## Exhibit 3.3-17 Base LOS Requirements Analysis – Natural Resource Areas

Time Period	Kitsap Countywide Population	Acres to meet Target LOS Standard	Acres Available	Net Reserve or Deficit
Natural Resources Area LOS Standard = 57.1 acres per 1,000 population				
2015	258,200	14,743	17,890	3,147
2021 Preferred Alternative	278,676	15,912	17,890	1,978
2036 Preferred Alternative	332,993	19,014	17,890	(1,124)

Source: Kitsap County CFP 2012; BERK, 2015.

To meet the target LOS in all periods and the base LOS in 2036, the County is working on a community effort called the Kitsap Forest and Bay Project that could double the County's open space and passive recreational acres. The Forest and Bay project is anticipated to add up to 4,910 acres by purchasing Pope Resources land with public and private resources, and dedicating the land for public use (at the time of this writing about 1,110 acres have been acquired which basically meet the Base LOS). The land includes:

- Port Gamble Upland Block – 3,316 acres
- Port Gamble Shoreline Block - 564 acres, including 1.8 miles of shoreline (already acquired)
- Divide Block - 664 acres (180 acres already acquired)
- Park Expansion Block - 366 acres (already acquired)

Working with DNR, some State land may also be transferred to County ownership through the legislatively-funded Trust Land Transfer (TLT) Program. Under this program DNR's timbered properties are transferred to another public agency that will manage and protect it for public use and enjoyment. The current proposal includes:

- Olympic View proposed TLT - 50 acres

The additional Kitsap Forest and Bay Project properties are not currently classified as Natural Resource Areas, but these properties can be managed as natural resource areas or open spaces where logging is permitted, which could help solve the Natural Areas LOS deficit. The Parks Department can determine appropriate classifications and a management approach as it updates the PROS Plan scheduled for 2018.

Currently, there is a deficit of Regional Park acres based on the Target LOS, and there will be deficit of acres in both 2021 and 2036 under the Preferred Alternative as seen in Exhibit 3.3-18. Based on the Base LOS, there will be a deficit of acres in 2036 under the Preferred Alternative as seen in Exhibit 3.3-19. A potential LOS adjustment to the Base LOS for Regional Parks in 2036 is seen in Exhibit 3.3-20.

## Exhibit 3.3-18 Target LOS Requirements Analysis – Regional Parks

Time Period	Kitsap Countywide Population	Acres to Meet Target LOS Standard	Acres Available	Net Reserve or Deficiency
Regional Parks LOS = 16 acres per 1,000 population				
2015	258,200	4,131	2,932	(1,199)
2021 Preferred Alternative	278,676	4,459	2,932	(1,527)
2036 Preferred Alternative	332,993	5,328	2,932	(2,396)

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

## Exhibit 3.3-19 Base LOS Requirements Analysis – Regional Parks

Time Period	Kitsap Countywide Population	Acres to Meet Target LOS Standard	Acres Available	Net Reserve or Deficiency
Regional Parks LOS = 8.9 acres per 1,000 population				
2015	258,200	2,298	2,932	634
2021 Preferred Alternative	278,676	2,480	2,932	452
2036 Preferred Alternative	332,993	2,964	2,932	(32)

Source: Kitsap County CFP, 2012; BERK, 2015.

## Exhibit 3.3-20 Potential LOS Adjustments for Regional Parks

Alternative	Target LOS	Estimated Deficiency	LOS Needed to Address Deficiency (Acres/ 1000 people)
2015	16 acres/ 1,000 people	(1,199)	11.4
2021 Preferred Alternative	16 acres/ 1,000 people	(1,527)	10.5
2036 Preferred Alternative	16 acres/ 1,000 people	(2,396)	8.89

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

Currently, there is a deficit of Heritage Park acres based on the Target LOS, and there will be deficit of acres in both 2021 and 2036 under the Preferred Alternative as seen in Exhibit 3.3-21. Based on the Base LOS, there is a reserve of Heritage Park acres as seen in Exhibit 3.3-22. Exhibit 3.3-23 shows a potential LOS adjustment to the Target LOS for Heritage Parks.

## Exhibit 3.3-21 Target LOS Requirement Analysis – Heritage Parks

Time Period	Kitsap Countywide Population	Acres to Meet Target LOS Standard	Acres Available	Net Reserve or Deficiency
Heritage Parks LOS = 19 acres per 1,000 population				
2015	258,200	4,906	4,699	(207)
2021 Preferred Alternative	278,676	5,295	4,699	(596)
2036 Preferred Alternative	332,993	6,327	4,699	(1,628)

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

## Exhibit 3.3-22 Base LOS Requirement Analysis – Heritage Parks

Time Period	Kitsap Countywide Population	Acres to Meet Target LOS Standard	Acres Available	Net Reserve or Deficiency
Heritage Parks LOS = 11.5 acres per 1,000 population				
2015	258,200	2,969	4,699	1,730
2021 Preferred Alternative	278,676	3,205	4,699	1,494
2036 Preferred Alternative	332,993	3,829	4,699	870

Source: Kitsap County CFP 2012; BERK, 2015.

## Exhibit 3.3-23 Potential LOS Adjustments for Heritage Parks

Alternative	Target LOS	Estimated Deficiency	LOS Needed to Address Deficiency (Acres/ 1000 people)
2015	19 acres/ 1,000 people	(207)	18
2021 Preferred Alternative	19 acres/ 1,000 people	(596)	17
2036 Preferred Alternative	19 acres/ 1,000 people	(1,628)	14

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

Currently, there is a deficit of Community Park acres based on the Target LOS and that deficit continues under the Preferred Alternative for 2021 and 2036 as seen in Exhibit 3.3-24. Under the Base LOS for Community Parks, there will be a deficit under the Preferred Alternative for 2036 as seen in Exhibit 3.3-25. Exhibit 3.3-26 shows a potential adjustment to the Target LOS for Community Parks.

## Exhibit 3.3-24 Target LOS Requirement Analysis – Community Park

Time Period	Kitsap Countywide Population	Acres to Meet Target LOS Standard	Acres Available	Net Reserve or Deficiency
Community Parks LOS = 4.65 acres per 1,000 population				
2015	258,200	1,201	1,145	(56)
2021 Preferred Alternative	278,676	1,296	1,145	(151)
2036 Preferred Alternative	332,993	1,548	1,145	(403)

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

## Exhibit 3.3-25 Base LOS Requirement Analysis – Community Park

Time Period	Kitsap Countywide Population	Acres to Meet Target LOS Standard	Acres Available	Net Reserve or Deficiency
Community Parks LOS = 3.5 acres per 1,000 population				
2015	258,200	904	1,145	241
2021 Preferred Alternative	278,676	975	1,145	170
2036 Preferred Alternative	332,993	1,165	1,145	(20)

Source: Kitsap County CFP 2012; BERK, 2015.



## Exhibit 3.3-26 Potential LOS Adjustments for Community Parks

Alternative	Target LOS	Estimated Deficiency	LOS Needed to Address Deficiency (Acres/ 1000 people)
2015	4.65 acres/ 1,000 people	(56)	4.4
2021 Preferred Alternative	4.65 acres/ 1,000 people	(151)	4.1
2036 Preferred Alternative	4.65 acres/ 1,000 people	(403)	4.1

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

Exhibit 3.3-27 and Exhibit 3.3-28 show the LOS Analysis for Shoreline Access and Trails respectively. Both LOS show a current reserve of shoreline miles and trail miles.

## Exhibit 3.3-27 LOS Requirement Analysis – Shoreline Access

Time Period	Kitsap Countywide Population	Acres to Meet Target LOS Standard	Miles Available	Net Reserve or Deficiency
Shoreline Access LOS = 0.061 miles per 1,000 population				
2015	258,200	16	26.5	10.7
2021 Preferred Alternative	278,676	17	26.5	9.5
2036 Preferred Alternative	332,993	20	26.5	6.2

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

## Exhibit 3.3-28 LOS Requirement Analysis – Trails

Time Period	Kitsap Countywide Population	Acres to Meet Target LOS Standard	Miles Available	Net Reserve or Deficiency
Trails LOS = 0.2 miles per 1,000 population				
2015	258,200	52	157	105
2021 Preferred Alternative	278,676	56	157	101
2036 Preferred Alternative	332,993	67	157	90

Source: Kitsap County Parks, Recreation & Open Space Plan, 2012; Kitsap County Parks Department, 2015; BERK, 2015.

### 3.3.5. Schools

Under the Preferred Alternative, growth would fall within the range that was studied during the Draft SEIS.

An LOS capacity analysis was applied to each school district based on a student-to-household ratio that was developed by comparing the enrollment numbers from the Washington State Office of Superintendent of Public Instruction (OSPI) to household estimates by school district. The results, expressed as the number of students a school is able to accommodate based on the enrollment capacity inventories above, are shown below. Where numbers are positive, a school district is projected to have a net reserve of school capacity. Where numbers are negative, a school district is projected to have a deficit of school capacity.

The analysis in this Final SEIS is conservative by assuming that total growth estimated in 2021 and 2036 occurs in a “lump.” However, depending on the timing of the development in the planning period and the total amount of growth, districts with strained capacity may need to split attendance boundaries, add portables, or ultimately develop new schools.

### *Enrollment Projections*

Enrollment data is measured by OSPI, which conducts student counts in October and May of each school year. The current enrollment levels presented in this section reflect the May 2015 student count for each district.

This Final SEIS analysis bases future enrollment levels on a student-per-household ratio using the number of households projected from the County's land capacity analysis. The net change in household growth for the Preferred Alternative is based on the County's growth alternatives and land capacity analysis was added to the 2012 base household number from OFM's small area estimates. The Final SEIS estimates are conservative, and Districts have a refined approach for determining future enrollment and space needs, which they generally revisit every six years. The student-per household ratios were developed as follows:

- Three of the districts, SKSD, NKSD, and BSD developed their own student generation rates for use in their capital facility plans. These estimates were incorporated into this analysis and applied to the projected growth in households, separating out multifamily (MF) and single-family (SF) dwelling unit growth. Estimates of future enrollment may differ from those used in these Districts' CFPs since the projected growth in households is different from those based on this land capacity analysis.
- For CKSD, which did not include their own student-per-household generation assumptions in their adopted CFPs, this analysis assumes that the current student-per-household ratio observed in the district will continue going forward.

All four of the School Districts – North Kitsap, Central Kitsap, Bremerton, and South Kitsap – show a deficit of permanent and total student capacity in 2021 and 2036 under the Preferred Alternative. Districts have undertaken or are currently undertaking capital facility planning efforts to identify capital facility needs and resources to fund them.

## Exhibit 3.3-29 North Kitsap School District Level of Service Analysis – Student Capacity

Time Period	Student per SF Household Ratio	Student per MF Household Ratio	SF Households	MF Households	Total Enrollment	Permanent Capacity	Permanent Capacity Net Reserve or Deficit	Total Capacity	Total Capacity Net Reserve or Deficit
2015	0.52	0.36	15,890	4,934	6,137	6,465	328	8,440	2,303
2021 Preferred Alternative	0.52	0.36	17,464	5,472	11,051	6,465	(4,586)	8,440	(2,611)
2036 Preferred Alternative	0.52	0.36	22,053	5,573	13,474	6,465	(7,009)	8,440	(5,034)

Notes:

2015 Total Enrollment is from May 2015.

The 2015 SF Households and MF Households are 2012 household numbers.

Source: OSPI, 2015; OFM, 2015; BERK, 2015.

## Exhibit 3.3-30 Central Kitsap School District Level of Service Analysis – Student Capacity

Time Period	Student per Household Ratio	Households	Total Enrollment	Permanent Capacity	Permanent Capacity Net Reserve or Deficit	Total Capacity	Total Capacity Net Reserve or Deficit
2015	0.46	27,081	11,108	11,049	(59)	12,680	1,572
2021 Preferred Alternative	0.46	29,285	13,471	11,049	(2,422)	12,680	(791)
2036 Preferred Alternative	0.46	35,124	16,157	11,049	(5,108)	12,680	(3,477)

Notes:

2015 Total Enrollment is from May 2015.

The 2015 SF Households and MF Households are 2012 household numbers.

Source: OSPI, 2015; OFM, 2015; BERK, 2015.

## Exhibit 3.3-31 Bremerton School District Level of Service Analysis – Student Capacity

Time Period	Student per SF Household Ratio	Student per MF Household Ratio	SF Households	MF Households	Total Enrollment	Permanent Capacity	Permanent Capacity Net Reserve or Deficit	Total Capacity	Total Capacity Net Reserve or Deficit
2015	0.37	0.22	13,801	7,821	5,111	6,673	1,562	7,753	2,642
2021 Preferred Alternative	0.37	0.22	15,081	8,642	7,481	6,673	(808)	7,753	272
2036 Preferred Alternative	0.37	0.22	17,462	10,799	8,837	6,673	(2,164)	7,753	(1,084)

Notes:

2015 Total Enrollment is from May 2015.

The 2015 SF Households and MF Households are 2012 household numbers.

Source: OSPI, 2015; OFM, 2015; BERK, 2015.

## Exhibit 3.3-32 South Kitsap School District Level of Service Analysis – Student Capacity

Time Period	Student per SF Household Ratio	Student per MF Household Ratio	SF Households	MF Households	Total Enrollment	Permanent Capacity	Permanent Capacity Net Reserve or Deficit	Total Capacity	Total Capacity Net Reserve or Deficit
2015	0.52	0.36	20,208	6,994	9,628	9,065	(563)	10,696	1,068
2021 Preferred Alternative	0.52	0.36	22,238	7,667	14,324	9,065	(5,259)	10,696	(3,628)
2036 Preferred Alternative	0.52	0.36	29,422	7,268	17,916	9,065	(8,851)	10,696	(7,220)

## Notes:

2015 Total Enrollment is from May 2015.

The 2015 SF Households and MF Households are 2012 household numbers.

Source: OSPI, 2015; OFM, 2015; BERK, 2015.

### 3.3.6. Solid Waste

The Preferred Alternative would result in a countywide population within the range studied during the Draft SEIS. Under the Preferred Alternative, countywide population growth would increase by 78,493, which would bring the population to a total of 332,993 in 2036. These population growth numbers are similar to what was studied in the Draft SEIS.

The existing level of service for solid waste is calculated on estimated countywide population and the average per capita generation rates for solid waste and recycling. The rates used in Exhibit 3.3-33 were taken from Kitsap County's Solid and Hazardous Waste Management Plan.

#### Exhibit 3.3-33 Level of Service Requirement Analysis – Kitsap County Solid Waste System

Time Period	Countywide Populations	SW Disposal Rate (lbs/ cap/ day)	SW Tons Disposed per Year	SW Recycling Rate (lbs/ cap/ day)	Recycled Tons per Year
2015	258,200	5	235,608	2	94,243
2021 Preferred Alternative	278,676	5	254,292	2	101,717
2036 Preferred Alternative	332,993	5	303,856	2	121,543

Notes: \*SW Generation Rate shown is calculated from SW produced within Kitsap County and North Mason County.

\*\* SW generated does not include recyclables

Source: Personal Communication with Keli McKay-Means, Projects and Operations Manager, Kitsap County Public Works Solid Waste Division, 2015; BERK, 2015.

### 3.3.7. Wastewater

The adequacy of existing sewer facilities to meet present and future needs is based on the estimated gallons per day of wastewater for the current sewered population and for the projected future sewered population. It is also based on an assumed existing and planned Level of Service (LOS) for sewer service. Under any of the UGA alternatives, additional sanitary sewer service would be necessary to serve increased demand. Existing treatment plants would handle increased wastewater volumes generated by residential growth, transitioning septic systems and increased pollutant loads generated by new commercial and industrial development. Conveyance system extensions would be necessary to provide sanitary sewer service to developing areas within UGAs. Several capacity improvements to existing pump stations and sewer mains would also be needed to ensure the existing system could handle additional flows from development within the UGAs.

Extensions to conveyance systems would occur incrementally, funded by new development, local improvement districts, or private property owners as appropriate. Funding for regular maintenance of systems is provided through user fees.

Estimates of future demand in this analysis are based primarily on projections of population growth. However, additional demand may be generated by new commercial and industrial growth as well. Demand may also include some transition of existing development on septic systems to public sewer.

Construction of new sewer facilities would have potential to result in impacts to both the natural and built environment. These impacts would be addressed at the project level at the time of project implementation.

For summary purposes, **Exhibit 3.3-34** provides an overview of capital costs by study alternatives and by major provider. The costs are reflective of the impacts of growth as well as ongoing system maintenance. For most systems, the cost difference among the alternatives is not anticipated to markedly differ.

However, there are more specific differences in Kitsap County facilities, Bremerton facilities, as well as the West Sound Utility District as a result of changes to UGA boundaries.

**Exhibit 3.3-34 Sewer Cost Comparison by Provider and Alternative  
2016-2036 (All Amounts in \$1,000)**

UGA	No Action	Alternative 2	Alternative 3	Preferred Alternative
Bremerton (City)	\$304,633	\$304,633	\$304,633	\$304,633
Port Orchard (City)	\$7,470	\$7,470	\$7,470	\$7,470
WSUD*	\$31,685	\$27,085	\$27,085	\$27,835
Poulsbo (City)	\$11,655	\$11,655	\$11,655	\$11,655
Kitsap County	\$338,404	\$333,004	\$354,004	\$341,263

Note: \*WSUD confirmed Capital Facility Plan estimates for No Action and Alternatives 2 and 3, and these are reflected in the table with a similar relative difference. The Preferred Alternative adds one pump station in the District's Capital Facility Plan on Bethel Road SE as it is retained in the UGA compared to Alternatives 2 and 3. Source: WSUD 2015; BHC 2015 and 2016

A breakdown of costs based on UGAs served by Kitsap County are shown in Exhibit 3.3-35.

**Exhibit 3.3-35 Kitsap County Sewer Utility Cost Comparison by UGA Alternative  
(Thousands \$)**

UGA	No Action	Alternative 2	Alternative 3	Preferred Alternative
<b>Central County Sewer Service Area</b>				
Central Kitsap UGA (Conveyance)	116,991	111,591	125,791	106,053 <sup>a</sup>
Silverdale UGA (Conveyance)	132,731	132,731	136,131	135,590 <sup>b</sup>
Keyport LAMIRD (Conveyance)	13,328	13,328	13,328	6,948 <sup>a</sup>
Central Kitsap WWTP	43,443	43,443	43,443	43,493 <sup>a</sup>
<b>Kingston</b>				
Kingston Conveyance	28,480	28,480	31,880	28,480
Kingston WWTP	4,300	4,300	4,300	4,300
Manchester Conveyance	13,093	13,093	13,093	13,093
Suquamish WWTP	1,450	1,450	1,450	3,306 <sup>a</sup>
<b>TOTAL</b>	<b>353,816</b>	<b>348,416</b>	<b>369,416</b>	<b>341,263</b>
<b>Adjustments for Updated Project Costs</b>	<b>\$338,404</b>	<b>\$333,004</b>	<b>\$354,004</b>	<b>\$341,263</b>

<sup>a</sup>The Central Kitsap and Keyport project costs are based on recent bids the County received for projects in the Central Kitsap service area and a reduced project cost estimate for the Lemolo pipeline project available after the Draft SEIS. The higher project cost for Suquamish Wastewater Treatment Plan is a revised estimate published in the 6-year CIP, November 2016.

<sup>b</sup>Difference due to Silverdale UGA reduction.

Source: BHC 2015 and 2016

Improvements to the existing sewer system infrastructure, including treatment facilities, for the Preferred Alternative would be the same as those identified for the No Action Alternative except as follows:

- Addition of a small sewer service area north of John Carlson Road and east of SR 303 in the Central Kitsap UGA.
- Addition of sewer service area north of NW Anderson Hill Road and west of Old Frontier Road NW in the Silverdale UGA.
- Removal of service area west of SR 303 in the vicinity of NW Westgate Road in the Silverdale UGA.
- Addition of sewer service area to the west of the No Action UGA north of West Kingston Road.

The extension of sewer service beyond the existing County sewer systems for the Preferred Alternative is estimated to consist of the construction of an additional 13 medium sized pump stations, 29 small pump stations, 14.4 miles of new force mains and 42.6 miles of gravity sewer pipe. These facilities would be constructed as growth occurs in the new service areas and are estimated to cost approximately \$162 million. The total costs for the Preferred Alternative County sewer utility infrastructure improvements are estimated to be approximately \$12.6 million less than the costs for the Alternative 1 No Action Alternative improvements. The lower estimate is due to the removal of future infrastructure in the Silverdale UGA and revised CIP project costs based on recent bids received by Kitsap County for sewer utility construction projects.<sup>5</sup>

### 3.3.8. Stormwater

#### Level of Service

The goals and objectives of the County's Stormwater Program reflect the level of service (LOS) for stormwater management facilities. The Stormwater Capital Improvement Program, adoption of the Kitsap County Stormwater Management Ordinance, and watershed planning activities undertaken by the Department of Community Development all contribute to the public's level of service expectations.

The current level of service complies with applicable state regulations. Under all alternatives, land development activities requiring land use approval from Kitsap County would be conditioned to meet the water quality, runoff control, and erosion control requirements of Kitsap County's Stormwater Design Manual, which was adopted by the Board of Commissioners, amended in August of 2009, and implemented in February of 2010.

The Kitsap County Stormwater Design Manual requires development projects to provide water quality enhancement for 91% of the runoff volume generated at the project site. When discharging to streams or open channels, runoff rates from development sites are required to be controlled to meet stream bank erosion control standards. These standards require that post-developed peak flow runoff rates do not exceed pre-developed rates for all stormwater flows ranging from 50% of the two-year flow through the 50-year flow as predicted by the Western Washington Hydrology Model; this standard is from the National Pollution Discharge Elimination System permit for Western Washington as of 2007. Alternative design criteria are pending by December 2016 based on the National Pollution Discharge Elimination System permit for Western Washington Phase II, issued by

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<sup>5</sup> The project cost adjustments due to more up to date estimates is \$(15,412.00). These adjustments are added to Exhibit 3.3-35 to ensure comparability in costs.

the Department of Ecology in 2013. The 2013 permit requires flow control down to 8% of the 2-Year storm. Kitsap County intends to adopt that standard by December 2016.

Permit conditions may apply to development activities taking place within Kitsap County, for compliance with minimum requirements of the Kitsap County Stormwater Management Ordinance. Drainage control and water quality enhancement facilities constructed for large residential projects are dedicated to Kitsap County Stormwater Division for maintenance. Facilities constructed for commercial and multifamily developments are maintained privately.

## System Impacts

Under all alternatives, additional stormwater drainage systems would be needed to handle increased stormwater runoff resulting from new development and added impervious surfaces such as roads and driveways. The creation of more impervious surface area and the reduction of forest land cover would reduce the amount of rainwater intercepted by trees and infiltrated into the ground, thereby increasing the volume and rate of stormwater runoff. Without adequate drainage facilities, an increase in either peak flow or volume of stormwater runoff could potentially add to existing flooding problems by increasing the depth of flooding, the area that is flooded, the frequency of flooding, and the length of time an area remains flooded. In some cases, an increase in the peak flow or volume of stormwater runoff may also create new flooding problems (i.e., flooding hazards in areas that are not currently subject to them).

The impacts of increased runoff on drainage systems would depend on several factors, such as soil permeability and topography. Where soil conditions allow the use of infiltration facilities, runoff from new development would not increase for smaller, more frequent storm events or even for some larger storm events. In areas unsuitable for infiltration facilities, some increases in stormwater runoff could occur despite the requirement for retention/detention facilities in new development.

As stated above, new development and redevelopment are subject to the requirements of Kitsap County's Stormwater Division. These regulations require site-specific and project-specific engineering analyses be conducted to determine potential impacts on areas upstream and downstream of proposed development. Mitigation strategies for control of stormwater quantity and quality must address predicted impacts on upstream properties, downstream drainages, and receiving waters. Stormwater facilities may be located on the specific development site, or they may be constructed to serve more than one development.

In some cases, redevelopment would add private stormwater control facilities where none currently exist. This could result in some localized reductions in stormwater runoff from individual properties served by County stormwater drainage systems where soils permit infiltration, or it could reduce the rate of flow into County drainage systems during large storm events from properties where retention/detention facilities are added.

## Impacts of the Preferred Alternative

The Preferred Alternative reduces countywide UGA acres overall by 1% over Alternative 1. This would result in a lower level of urbanization, less impervious surface area, and less associated stormwater runoff than under Alternative 1. See Section 3.1.3 of the Draft SEIS for an analysis of impervious surface area.



### 3.3.9. Water Supply

Demand for water service would increase under the Preferred Alternative, as shown in Exhibit 3.3-36. Water demand associated with residential, commercial, and industrial land uses would be concentrated within UGAs. Capital projects to serve each alternative are noted in the CFP under separate cover.

When reviewing Exhibit 3.3-36 below it is more important to consider the order of magnitude difference. The County's population estimates for each district are based on transportation analysis zones which overlap but do not coincide with the district's water service area boundaries. The result is a likely overestimation of the current and future population of each district. Further, water districts' baseline population estimates are taken from existing connections, which are converted to population estimates through persons-per-household assumptions. This approach does not account for households served by private systems and therefore may result in an under-estimate of actual population located within the district service area (but not an under-estimate of actual population served by the district). The Preferred Alternative would alter growth similar to where zoning and UGA boundary changes are proposed compared to the base year and Alternative 1 No Action; it is similar to values associated with Alternatives 2 and 3.

Exhibit 3.3-36 Growth in Households by Water Provider under the Preferred Alternative

District	Total HHS 2012	Alt 1 No Action Total HH 2036	% Change Over 2012	Preferred Alternative Total HH 2036	% Change Over 2012	Change over Alt 1
90	243	297	22%	298	23%	1%
Annapolis (West Sound)	10,280	13,558	32%	13,046	27%	-5%
City of Bainbridge Island	7,640	9,443	24%	9,487	24%	0%
City of Bremerton	19,531	26,755	37%	25,908	33%	-4%
City of Port Orchard	5,135	9,440	84%	9,403	83%	-1%
City of Poulsbo	5,054	6,332	25%	7,342	45%	20%
Crystal Springs	4,267	4,991	17%	5,399	27%	10%
Kitsap PUD	3,841	4,383	14%	4,670	22%	8%
Manchester	4,028	4,633	15%	4,749	18%	3%
North Peninsula - KPUD	8,357	10,608	27%	10,890	30%	3%
North Perry	11,254	15,834	41%	14,756	31%	-10%
Old Bangor	349	401	15%	411	18%	3%
Rocky Point	773	1,071	39%	1,083	40%	1%
Silverdale	8,401	11,204	33%	11,891	42%	9%
Sunnyslope	681	2,507	268%	2,420	255%	-13%
Tracyton	3,012	4,196	39%	4,200	39%	0%
Washington Water	3,488	4,013	15%	4,079	17%	2%
West Hill	2,637	3,078	17%	3,377	28%	11%

Note: HH = Household  
Source: BERK Consulting 2015 and 2016

### 3.3.10. Energy and Telecommunications

#### Impacts Common to All Alternatives

For each private utility (gas, electricity, and telecommunications), increases in population and employment will create increases in demand. Funding for the increased demand would be acquired through user fees. In general, increased densities associated with the population growth would allow for greater service efficiency by minimizing the length of pipe or line that would need to be installed and maintained. The following are a few likely impacts across services.

- CNG would increase its service connections upon customer request. Additional facilities would be constructed only when existing systems capacity has been maximized.
- PSE would use forecasts for future electricity need based on 20-year OFM population projections to accommodate increased growth.
- The telephone, cable, and cellular service companies would increase their service connections upon customer request.

Kitsap County's master cable television franchise ordinance specifies that cable coverage must be available to all residents within the county where there are at least 32 dwelling units per street mile (KCC 14.32.350(b)). Future development must comply with this ordinance.

#### Impacts of the Preferred Alternative

The Preferred Alternative has slightly more population growth countywide than Alternatives 1 and 2, and slightly less than Alternative 3; demand for energy and telecommunications services would thus be slightly higher than under Alternatives 1 and 2 and lower than under Alternative 3. Under all action alternatives, more growth is anticipated in the central county and less in south county compared to Alternative 1.

### 3.3.11. Library

#### Level of Service

This study analyzes library Level of Service by facility space. Library facility space per capita is illustrated in Exhibit 3.3-37, showing existing (2015) facility space, total space with the new Kingston library (expected to open in 2016), and total space with the proposed new Silverdale library (not currently funded).

However, because library services have been changing to focus more on digital format, it is not clear that the same square footage per capita would be needed for the future population.

The 2036 countywide population under the Preferred Alternative, 332,993 people, is similar to the population figure in Alternative 2 and Alternative 3, and would lead to the same level of service for facility space, at 0.27 square feet per capita with current facilities, 0.28 with the new Kingston library, and 0.30 with the proposed new Silverdale library.

These levels are all well below the current level of service of 0.35 square feet per capita. Thus, if facility space is deemed as necessary in the future, Kitsap Regional Library will need to build or expand more facilities by 2036 to keep up with population growth.

### Exhibit 3.3-37 Library Facility Space Per Capita, 2015 and 2036 Under Preferred Alternative

Topic	2015	Preferred Alternative
Countywide population	258,200	332,993
2015 Existing facility space (square feet)	89,494	89,494
Facility space with new Kingston library	91,634	91,634
Facility space with new Kingston and Silverdale libraries	98,824	98,824
Facility space per capita, 2015 facilities	0.35	0.27
Facility space per capita, with new Kingston library		0.28
Facility space per capita, with new Kingston and Silverdale libraries		0.30

Source: BERK 2015 and 2016, (Kitsap Regional Library, 2015)

It is important to note that libraries across the country are in a transition period, as the public desires and uses different services from libraries, and new metrics for measuring service may be created in the future.

### Impacts Common to All Alternatives

As population increases in Kitsap County, so will the demand for library resources and services. Facilities may have to be expanded or new facilities may have to be built. Additional staffing, library materials, technological resources, and other services could be required to meet growing demand. Areas where more population growth would occur could experience higher localized demand for additional library resources.

Because the population increase in Kitsap County as a whole is similar under all four alternatives, countywide level of service, both in terms of facility space and collection items per capita, is similar under all alternatives. However, because the location of growth would be different under each Alternative, local impacts to library space are possible.

### Impacts of Preferred Alternative

Under the Preferred Alternative, there would be more population growth countywide than under Alternatives 1 and 2 and slightly less than under Alternative 3.

Under the Preferred Alternative, population growth in each UGA would be within the range of alternatives analyzed in the Draft SEIS. There would be greater growth in Silverdale UGA and less in Port Orchard UGA under Alternatives 2 and 3 and the Preferred Alternative which may alter the pattern of demand for facilities.

# Chapter 4. Reclassification Requests Resolution

Exhibit 4-1 lists the site-specific reclassification requests and identifies the applications that are included in the preferred alternative. The reclassification requests included in the preferred alternative are within the range of alternatives analyzed in the Draft SEIS. Alternative 3 included all requests as proposed by the applicants. However, the Preferred Alternative includes requests authorized by the Board of County of County Commissioners with some modifications to the requests.

First, the Garland request has been amended from a request to change to Rural Residential to Rural Protection by the applicant and considered as such by the County.

Second, the Ueland Tree Farm (Bremerton West Ridge) is proposed as Mineral Resource Overlay (MRO) with a base zone of Rural Protection (RP) rather than Industrial (IND).

Community Development Department staff reports with recommendations on each application are available at the project website:

<http://compplan.kitsapgov.com/Pages/LandUseReclassificationRequestDraftStaffReports.aspx>.

Exhibit 4-1 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

RECLASSIFICATION REQUESTS RESOLUTION

Num	Permit #	Applicant	Request	Vicinity Zip Code	Alt 2	Alt 3	Preferred Alt
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, 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
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	

Exhibit 3.3-1 Reclassification Requests Map

