

Task Prioritization Analysis

Kitsap County 10 Year Comprehensive Plan Update and EIS ■ Kitsap County ■ March 9, 2006



Kitsap County 10 Year Comprehensive Plan Update and EIS Prioritization Task Analysis

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Chapter 1. Plan Priorities Overview

1.1. Introduction

Kitsap County has established a goal of completing the 10-year update of its Comprehensive Plan by December 31, 2006. This update could consist of many different actions, including compliance with the Central Puget Sound Growth Management Hearings Board (Hearings Board) Compliance Order, compliance with the Growth Management Act (GMA), and furthering other local policy initiatives. Recognizing that this 10-Year Update must be completed within tight time constraints, the County has asked the consultant to identify criteria that will help determine what actions should be included in the 2006 update project and which could occur in future work programs in 2007 or later. The purpose of this paper is to identify these task priorities.

This paper contains several sections. The first section provides a brief description of the prioritization criteria that were developed in concert with Kitsap County staff. This is followed by an assessment of how each plan element and associated tasks should be prioritized based on the criteria. The last section of the paper summarizes these priorities in tabular form.

1.2. Prioritization Criteria

The five prioritization criteria described below were developed in coordination with Kitsap County staff and identify different rationales for all of the activities that could occur as part of the 10-year update of the Comprehensive Plan.



1.2.1. Compliance Order

The GMA requires counties to review their designated urban growth areas and the densities permitted within at least every ten years and revise them to accommodate the urban growth projected to occur in the county in the succeeding twenty-year period.¹

In Case No. 04-3-0031c, the Hearings Board concluded that Kitsap County was out of compliance with the GMA. The Hearings Board ordered the County to take appropriate legislative action to comply with the review and revision requirements of RCW 36.70A.130 (3) for its urban growth area designations and permitted urban densities by June 30, 2006. The Hearings Board later granted an extension to the current deadline of December 31, 2006.

The review required under RCW 36.70A.130 (3) and revisions to the Comprehensive Plan Land Use Map to accommodate the forecast increment of growth will have implications for other elements of the Comprehensive Plan. Some updates, while not directly required for the Compliance Order, are still necessary to carry out the Compliance Order tasks such as ensuring that housing supplies, infrastructure, and services are sufficient to house and serve the projected growth. Therefore, the “compliance order” criterion includes both direct tasks to address the Hearings Board order and supporting tasks essential to carry out the order.

1.2.2. Consistency

The requirement for consistency has several dimensions. First, the Comprehensive Plan must be consistent with the GMA, as amended.

Second, the Comprehensive Plan must be coordinated and externally consistent with the Comprehensive Plans of jurisdictions that have common boundaries or related regional issues².

Third, the Plan must be internally consistent³. That is, all elements must be consistent with each other and with the Comprehensive Plan Land Use Map.

The prioritization recommendations in this document focus on external consistency with other agency plans and internal Kitsap County Comprehensive Plan consistency. Kitsap County conducted a consistency analysis in 2004⁴ that recommended

¹ RCW 36.70A.130(3) Comprehensive plans — Review — Amendments.

² RCW 36.70A.100 Comprehensive plans — Must be coordinated.

³ RCW 36.70A.070 Comprehensive plans — Mandatory elements.

⁴ Kitsap County Comprehensive Land Use Plan 2004 Comprehensive Plan Compliance Review Amendments, Staff Report, Planning Commission Recommendations to the Board of County Commissioners (July 12, 2004).



amendments, subsequently adopted, that brought the Comprehensive Plan into consistency with the provisions of the GMA. Therefore GMA compliance topics already addressed in the 7-year compliance review are not a focus of this paper. Any GMA updates in 2005, after the County's 7-Year Compliance Review, are noted where appropriate.

1.2.3. County Commitments

The County has identified several initiatives that, though not required for compliance or consistency, represent priority commitments to accomplish through this Comprehensive Plan update process. These commitments have been expressed in recent Board of County Commissioner (BOCC) actions, e.g. ordinances or motions.

1.2.4. Time Sensitive

These tasks, related to elements and components of an updated County Comprehensive Plan, may have other due dates independent of this update process. In some cases, it may be logical to accomplish these tasks in concert with the update; however, they are not required for compliance or consistency under the 2006 update.

1.2.5. Other

Other tasks that could be undertaken but are not necessary to complete or implement the Comprehensive Plan Update in 2006 are identified in this section.



Chapter 2. Recommended Priorities for Comprehensive Plan Update

Using the priority criteria in Chapter 1, this Chapter identifies tasks and the consultants' recommended priorities for the County staff's consideration. We reviewed these priorities in conjunction with the Staff on February 16, 2005 and made modifications as appropriate. County staff intends to present the proposed priorities to the BOCC. Then the priorities, as finalized, will be used to help guide Phase II of the 10-Year Update, the period between April and December 2006 involving the detailed preparation of Alternatives and Plan Elements and associated environmental analysis.

2.1. Land Capacity Analysis and Growth Forecasts

GMA requires that Urban Growth Areas include areas and densities sufficient to permit the urban growth that is projected to occur in the county for the succeeding twenty-year period⁵. Each urban growth area shall permit urban densities and shall include greenbelt and open space areas. Related requirements are found in the Land Use Element. A Land Use Element must provide for population densities, building intensities, and estimates of future population growth.

Washington State Department of Community, Trade, and Economic Development rules in WAC 365-195-335 recommend that a determination of the amount of land necessary to accommodate likely growth should involve at least:

- A review forecast of the likely future growth of employment and population in the community, utilizing the twenty-year population projection for the county in conjunction with data on current community population, recent trends in population, and employment in and near the community and assumptions about the likelihood of continuation of such trends. Where available, regional population and employment forecasts should be used.
- An inventory of lands within existing municipal boundaries, which is available for development, including vacant land, partially used land, and land where redevelopment is likely.
- If the lands within the existing municipal boundaries are not sufficient to provide the land area necessary to accommodate likely growth, similar inventories and estimates should be made of lands in adjacent unincorporated territory already characterized by urban growth, if any such territory exists.

⁵ RCW 36.70A.110

In this section tasks associated with analyzing land capacity and preparing growth forecasts are identified and prioritized according to the six prioritization criteria.

Compliance Order

An analysis of land capacity and growth forecasts for both residential and employment uses is necessary for the purpose of determining UGA boundaries pursuant to the Compliance Order. Year 2025 population forecasts are provided in the Countywide Planning Policies. While the Countywide Planning Policies do not estimate employment targets, in order to determine the demand for employment uses over the new 20-year horizon, employment forecasts are recommended. The consultant Scope of Services includes a process for establishing employment forecasts and allocations.

Tasks

1. Evaluate development data for residential and employment growth in incorporated and unincorporated urban areas and update urban land capacity analyses. Determine the ability of the adopted plan to accommodate 2025 population targets.
2. Conduct a forecast of employment growth through the 2025 planning horizon.
 - a. Develop alternative employment scenarios and select a preferred.
 - b. Establish employment land demand (densities and FAR).
3. Evaluate capacity implications of reasonable measures.
4. Evaluate forecast growth relative to existing development capacity in UGAs.
 - a. Allocate employment demand based on preferred scenario to UGAs and TAZs.
 - b. Evaluate deficiencies or excesses in residential and employment capacities relative to allocations.

Time Sensitive

Reviewing achieved development densities is required under GMA to evaluate the effectiveness of a Comprehensive Plan⁶; however Kitsap County has until 2007 before it is required to prepare a Buildable Lands Report.

Task

5. Conduct buildable lands analysis. (Report due 2007)

⁶ RCW 36.70A.215 Review and evaluation program.

2.2. Comprehensive Plan Elements

Kitsap County has adopted the following required and optional elements in its Comprehensive Plan:

- Land Use
- Rural and Resource Lands
- Natural Systems
- Economic Development
- Housing
- Utilities
- Transportation
- Shorelines
- Capital Facilities

In this section tasks associated with updates to each element of the Comprehensive Plan are identified and prioritized according to the five prioritization criteria.

2.2.1. Land Use Element

The GMA requires comprehensive plans to include a land use element designating the proposed general distribution and location of land uses, including natural resource, residential, employment, recreation, public, and other uses. The land use element is required to provide population densities, building intensities, and estimates of future population growth. Other provisions include ensuring the element provides for the protection of groundwater and waters of the state including Puget Sound. A recent addition to the GMA indicates that “[w]herever possible, the land use element should consider utilizing urban planning approaches that promote physical activity.”⁷

Compliance Order

Compliance with the Hearings Board’s order will require analysis and potential redesignation of the general distribution and general location and extent of the uses of land, particularly urban and rural classes. Though not required for compliance, that task will include an evaluation of consolidating the number of land use classifications into more generally defined categories while providing for a range of potential zoning districts within each category.

⁷ RCW 36.70A.070



Tasks

6. Develop and evaluate land use alternatives for availability of sufficient land to accommodate projected population and employment growth based upon growth projections and land capacity analysis.

Internal / External Consistency

In updating the Land Use Element the following tasks are required for internal / external consistency. Tasks 9 and 10 relate to ground water and storm water but are required for the land use element under the GMA. Because more detailed analyses will be done for other purposes (e.g. NPDES permit) outside of the update process, these tasks will involve only the general review for consistency with other elements necessary for the 2006 update. Changes to land use will necessarily require some level of analysis through the SEPA process of how the new land use pattern will affect water resources including groundwater, and that analysis may result in adjustments to goals and policies.

Tasks

7. Incorporate County subarea Plans with land use alternatives; and consult with cities on their plans. Subarea Plans have been or are in the process of adoption. These should be incorporated into the overall Comprehensive Plan as elements, and data and time horizons should be made consistent.

8. Review and revise goals, policies, and objectives based on changes to County vision, if any. The visioning process will ask residents their vision for the next 20 years and to affirm/amend the adopted vision. Changes to the vision, if any, should be reflected in the Plan Update.

9. Review and revise goals, policies, objectives and mandatory provisions for protection of the quality and quantity of ground water used for public water supplies.

10. Incorporate a review of drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

County Commitment

Transfer of Development Rights (TDR) is a measure intended to encourage growth in designated urban areas and reduce growth pressures in rural and resource areas. Implementation of a TDR program is identified in Reasonable Measure #11 in the Kitsap Regional Coordinating Council (KRCC) *Desktop Reference Guide to Reasonable Measures*. The County is committed to developing effective TDR policies that encourage growth within UGAs and preserve rural lands. Development



of associated TDR regulations and programs could be developed once the Plan is updated; or if implementing regulations are desired to be concurrent with revised policies, regulations could be prepared in tandem.

Tasks

11. Review and revise goals, policies, objectives and mandatory provisions for Transfer of Development Rights. Consider preparing development regulations in tandem with the Comprehensive Plan Update.

Other

Another potential land use related policy/regulatory item includes Transit Oriented Development (TOD). The County adopted policies to encourage TOD, such as near ferry terminals (Ord. 274-2002). TOD is included in Reasonable Measure #18 in recent amendments to the 2002 Buildable Lands Report (Resolution 158-2004).

The GMA was amended in 2005 to encourage jurisdictions to incorporate urban planning approaches that promote physical activity into their Comprehensive Plans. This is recommended, but not required by the GMA.

Tasks

12. Review and revise goals and policies for Transportation Oriented Development. Consider preparing development regulations in tandem with the Comprehensive Plan Update.

13. Incorporate urban planning approaches that promote physical activity.

2.2.2. Rural and Resource Lands Element

In addition to the Land Use Element, the GMA requires counties to provide a Rural Element as part of their Comprehensive Plans. This element shall permit rural development, forestry, and agriculture in rural areas. The element is required to provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. In order to achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, and other innovative techniques that will accommodate appropriate densities and uses that are not characterized by urban growth and that are consistent with rural character. The GMA also gives direction for consideration of ‘limited area of more intensive rural development’ (LAMIRD) in rural areas.

Internal / External Consistency

Because the review of UGA capacity could affect UGA boundaries, adjacent rural lands will also be reviewed for potential inclusion if existing capacity is not sufficient to contain the projected urban population and employment growth.



Tasks

14. Review and revise goals, policies, and objectives for consistency with changes to the Comprehensive Plan Land Use Map.
15. Review and revise rural goals, policies, and objectives to ensure they identify the general type of permitted land uses that are compatible with rural character and confirm rural governmental service.
16. Review whether the planned use of lands adjacent to agricultural, forest or mineral resource lands will interfere with the continued use of the designated lands for the production of food, agricultural products, or timber or for the extraction of minerals.

County Commitment

In 2003, Kitsap County amended its zoning laws to allow for “clustering” residences in rural areas to add flexibility to the use of rural lands. In 2004 and again in 2005 the CPSGMHB remanded the Rural Wooded Land Policies to the County with direction to take appropriate legislative action by no later than January 11, 2006. The Hearings Board stated, “Kitsap County’s Rural Wooded Land Policies, specifically RL – 11b, RL – 11c [pending clarification of the “shorelines” affected and “area” used in calculating permitted lots], the last sentence of RL – 11e, and RL – 11i, substantially interfere with the fulfillment of goals 1 and 2 – RCW 36.70A.020(1) and (2).”⁸

The County believes that the Rural Wooded Clustering Incentive Program is an appropriate program for Kitsap County, but acknowledges the Board’s findings that program parameters need to be clearly defined. The Kitsap Board of County Commissioners repealed portions of the Rural Wooded Incentive Program to comply with the CPSGMHB’s order. The County has expressed its commitment to continuing to work on this program in conjunction with the 10-year Comprehensive Plan update using information compiled over the past decade to develop a rural wooded clustering program that fully complies with the CPSGMHB’s decision.

Tasks

17. Review and revise goals, policies, objectives and mandatory provisions for ‘Rural Wooded’ clustering development policies.

⁸ **CPSGMHB Case No. 04-3-0009c**, City of Bremerton, et al v. Kitsap County, et al (Bremerton II), [Order Finding Continuing Noncompliance and Invalidity](#) (October 14, 2005)

Other

In the preparation of plans for some subareas of the County, public comments have suggested some rural areas as candidates for inclusion in UGAs. The present UGA capacity, together with some adjustments made through the subarea planning process, likely will be sufficient to address the County's urban growth projections. Nevertheless, some analysis of the growth options in rural communities may be appropriate. It could be reviewed in subsequent years as needed.

Tasks

18. Evaluate potential UGA designation for rural communities, rural villages, and LAMIRDS.

2.2.3. Natural Systems and Shorelines Elements

The Kitsap County Comprehensive Plan contains a Natural Systems Element and a Shorelines Element. A Natural Systems Element is not specifically required by the GMA. However, the GMA requires jurisdictions planning under it to include land use policies that account for environmentally critical areas. GMA and the Shoreline Management Act consider a jurisdiction's Shoreline Management Program (SMP) to be part of the comprehensive plan and development regulations. These laws require SMP integration with the jurisdiction's comprehensive plans and development regulations.

Internal / External Consistency

There are other planning projects and programs in the County that are related to the Natural Systems and Shorelines Elements. The County is currently updating its Parks/Recreation/Open Space Plan through a separate and somewhat concurrent process. Part of the Comprehensive Plan Update must include incorporating the related components of the adopted Parks Plan into the Update and ensuring consistency with other elements. By the same token, goals and policies of adopted salmon recovery and watershed plans as well as the recently adopted CAO will be reviewed for consistency with changes included in the Update as appropriate.

Tasks

19. Review and analyze consistency with the County's Parks/Recreation/Open Space Plan to minimize habitat fragmentation and preserve critical open spaces.

The County is amending its Parks/Recreation/Open Space Plan. The Parks/Recreation/Open Space Plan will include a habitat section. The 1998 Comprehensive Plan includes a policy stating, "The County's Open Space Plan shall be consistent with habitat inventory and habitat protection plan." The Parks, Recreation and Open Space Plan (as updated by May 2006) should be reviewed for



relevant policies and recommended actions to protect and restore sensitive natural resources and habitat conservation areas.

20. Review and update goals and policies of the Comprehensive Plan Update for consistency with the newly adopted CAO as well as watershed and salmon recovery plans as appropriate.

The County has been involved in several Salmon Recovery Plans in recent years to respond to the 1998 listing of salmonids under the Endangered Species Act. The County has adopted some plans and endorsed others but not adopted them. The County has prepared a matrix with current County programs and plans as “commitments” and other items that the County could do but that are not commitments. These documents should be reviewed and any relevant policies or recommendations could be referenced in the Comprehensive Plan update process.

Similarly, the County has completed several watershed action plans and other watershed planning studies to protect surface water bodies from flooding and non-point source pollution. These documents contain proposed policies, regulatory and non-regulatory actions, and best management practices (BMPs) to improve water quality in the County’s surface water bodies.

Relevant analyses from these documents should be included in the Inventory/EIS. Plans that have been adopted could be incorporated or referenced in the Comprehensive Plan update.

Time Sensitive

In developing the Natural Systems and Shorelines Element the following tasks are important for purposes of updating inventory information and environmental analysis. They are also being addressed as part of other projects and programs not directly related to the update.

Tasks

21. Review components of Surface and Storm Water Management program for innovative BMPs and relationship to development standards (e.g., low impact development) and update policies for consistency. (NPDES due 2009)

The County’s Surface and Storm Water Management program is responsible for developing surface water protection programs, designing and maintaining stormwater management systems, and coordinating volunteer and education programs related to protection of the County’s surface water bodies. The SSWM plan has remained intact since 1994.

While the CFP will be updated to reflect stormwater capital facilities, other amendments may or may not be necessary. The Comprehensive Plan update could include updated policies that acknowledge ongoing SSWM programs, as well as



emerging stormwater management techniques and BMP such as Low Impact Development that link land use and development standards with natural resource protection.

22. Incorporate shoreline buffers into the Shoreline Master Program. (2006 or 2007)

Shoreline buffers were included in the recently adopted CAO but they have not yet been incorporated into the County's Shoreline Master Program. This task is not required for compliance or consistency with the 10-year update; however, it is a task that the County staff may want to complete this year or next because it will require an amendment to the SMP that is processed separately by the Washington State Department of Ecology. This should be done prior to the overall SMP update due in 2011.

23. Incorporate 1998 draft Use Environment and Policies into the Shoreline Master Program for consistency with State Shoreline Management Program guidelines. (SMP Update due 2011)

The County's adopted Shoreline Management Program could be reviewed and updated to meet State Shoreline Master Program guidelines using work completed in earlier years but not formally adopted. Consistency with State Guidelines is important, but not critical, as the County is not required to update the SMP until 2011. The level of focus on shorelines could unduly remove attention from the overall 10-Year Update.

2.2.4. Economic Development Element

The GMA requires an Economic Development Element, but not until local jurisdictions receive funding. However since the County already has an Economic Development Element it must be reviewed for internal/external consistency with other updated elements of the Plan.

Internal / External Consistency

In updating the Economic Development Element the following tasks are required for internal / external consistency with the Land Use Element.

Tasks

24. Incorporate updated economic development data.

25. Review and revise goals and policies, particularly in relation to the Land Use Element.

2.2.5. Housing Element

The Growth Management Act requires Housing Elements to include an inventory and analysis of existing and projected housing needs that identifies the number of



dwelling units necessary to accommodate projected growth. It also requires a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing; identification of sufficient land for housing including but not limited to government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and making adequate provision for existing and projected needs of all economic segments of the community.

Compliance Order

In order to accomplish the assessment of UGA boundaries and accommodate new population targets as required by the Compliance Order, it will be necessary to consider housing demand and capacity in the County.

Tasks

26. Inventory and analyze existing housing types and needs in the County.
27. Analyze County housing needs based on County growth projections.
28. Review and evaluate availability of sufficient land for housing of various types, including low-income housing, special needs housing, etc. based upon growth projections and land capacity analysis.

Internal / External Consistency

In updating the Housing Element, tasks addressing goals, policies, and strategies are necessary for internal consistency, and are a logical outgrowth of the tasks that are necessary for the Compliance Order.

Tasks

29. Review and revise goals, policies, objectives and mandatory provisions for preservation, improvement, and development of housing within the County.
30. Review and evaluate means of providing housing for all economic segments of Kitsap County, including policies and implementation for innovative techniques for maintaining housing affordability.
31. Review and revise policies for incentives to encourage an increase in the availability and affordability of housing.

2.2.6. Utilities Element

The GMA requires that jurisdictions provide a utilities element as part of their Comprehensive Plan that consists of general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunications lines, and natural gas lines.



Internal / External Consistency

Public and private utility providers have functional plans and regularly update them to match consumer demands. Some services are essential and must be provided to all consumers, e.g. electricity. The County will need to coordinate with service providers given the new growth projections and potential land use plan changes to ensure consistency.

Tasks

32. Incorporate updated utilities information.
33. Analyze existing infrastructure capacity/deficiencies.
34. Evaluate systems' future capacities.
35. Review and revise goals and policies to reflect agreements or arrangements where applicable with service providers, or procedural policies regarding coordination between non-municipal service providers and the County.

2.2.7. Transportation Element

The GMA requires jurisdictions to include a transportation element as a component of their comprehensive plans. RCW 36.70A.070 states that the transportation element must be consistent with the land use element, and mandates that the transportation element include the following topics: 1) land use assumptions used in estimating travel; 2) estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions; 3) facilities and service needs including an inventory of transportation facilities and services for various modes of transportation; 4) level of service (LOS) standards for all locally owned arterials and transit routes, and LOS analysis to evaluate the existing and projected future operating conditions of the facilities; 4) identification of transportation demand management strategies as available; 5) a multi-year financial analysis of funding capability based on needs identified in comprehensive plan; and 6) identification of intergovernmental coordination efforts.

A 2005 GMA Transportation Element amendment requires a “[p]edestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles.”

In terms of regulations, GMA requires that “[a]fter adoption of the comprehensive plan ... local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made



concurrent with the development”; concurrency means “improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.”⁹

Compliance Order

A review of existing facilities/services and future facilities/services is necessary to support the analysis of UGAs required by the Compliance Order, including ensuring growth occurs in areas of adequate facilities and services.

Tasks

36. Update transportation infrastructure inventory.
37. Describe traffic counts and analyze existing LOS for roadway segments.
38. Update travel demand forecasting model - existing conditions and 2025.
39. Analyze 2025 LOS for roadway segments.
40. Identify transportation funding levels/sources.
41. Prepare planning level cost estimates of potential transportation projects.
42. Prepare financially constrained 6-year Transportation Improvement Plan (that demonstrates transportation infrastructure will be in place to support existing and future planned land use).
43. Evaluate existing/future operations on state facilities (highway, ferry).

Internal / External Consistency

The reassessment of UGA boundaries and land use will necessarily involve a review of the following policy or regulatory elements in GMA to ensure internal / external consistency. Review and update of the County concurrency ordinance includes potential modifications to LOS standards, such as adding an intersection LOS policy standard, and providing analysis to match the LOS standards, both existing and proposed (e.g. traffic counts at intersections and analyzing existing and 2025 LOS for intersections).

Tasks

44. Coordinate with Kitsap Transit to identify transit priorities and commitments.
45. Coordinate with cities to identify transportation priorities and commitments that could affect county transportation operations.
46. Update non-motorized elements.

⁹ RCW 36.70A.070

47. Review/update transportation demand management (TDM) component.
48. Review/update commute trip reduction (CTR) component.
49. Review/update County Concurrency Ordinance.
50. Review/update implementation guidelines.
51. Review/update transportation monitoring program.

Other

The following tasks are not related to levels of service or roadway capacity that will be reassessed with a new land use plan, but they are important for operability and are indirectly related to some tasks listed under compliance and consistency. Policies for connectivity are not required for GMA compliance. The public have expressed an interest in seeing these policies included in the Comprehensive Plan through public forums such as in the Silverdale Subarea Plan process. The analysis of collision/safety data is not critical to the update, but it would provide useful information for the transportation element and could be included without affecting the schedule for the Update.

Tasks

52. Analyze collision / safety data.
53. Evaluate roadway accessibility / connectivity and update policies.

2.2.8. Capital Facilities Plan

The GMA requires that a capital facilities plan (CFP) element be provided as part of a jurisdiction's Comprehensive Plan. The GMA specifies that the capital facilities plan consist of an inventory of existing capital facilities owned by public entities; (b) a forecast of the future needs for such capital facilities; (c) the proposed locations and capacities of expanded or new capital facilities; (d) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and (e) a requirement to reassess the land use element if probable funding falls short of existing needs.

Compliance Order

According to RCW 36.70A.110, a UGA may be established to include territory outside of a city if it is already characterized by growth or is adjacent to territory already characterized by growth. Urban growth is first to be located in areas characterized by urban growth with adequate public facility/service capacities, second in areas characterized by growth that can be served by a combination of existing and planned public facilities/services, and third in remaining portions of UGAs. Therefore a review of existing facilities/services and future facilities/services is necessary to support the analysis of UGAs required by the Compliance Order.



In addition to its necessity to support UGA boundaries, the CFP must be consistent with the other elements. In fact, if the CFP is not financially feasible, state statutes require the land use element to be modified to be consistent with the financially feasible CFP.

In updating the CFP the following tasks are necessary to carry out Compliance Order tasks.

Tasks

54. Update Capital Facilities inventory as well as six year funding strategies.

2.2.9. Parks, Recreation and Open Space Element

The GMA requires a Parks, Recreation and Open Space Element but not until jurisdictions receive funding; however the County is amending its separate Parks/Recreation/Open Space Plan. If incorporated into the Comprehensive Plan as a separate Element and/or as a sub-section within the CFP internal/external consistency will be required.

Internal / External Consistency

In preparing the Parks, Recreation and Open Space Element the following tasks are required for internal / external consistency. Consistency would be reviewed for the land use element, the capital facilities plan, the natural systems element and the non-motorized section of the transportation element.

Tasks

55. Incorporate Parks, Recreation and Open Space Plan prepared by the County. (see Task 19)

2.2.10. Implementation Element

An implementation element or program is optional under the GMA, but recommended in CTED guidelines¹⁰. Currently, each County Comprehensive Plan Element has an implementation section. While it is important to identify implementation strategies to ensure the plan is a living document, it is not critical to have them pulled out into a separate element in the Plan. If an Implementation Element is incorporated into the Comprehensive Plan as part of the Update it must be consistent with the other elements in the Plan.

Other

Following is an optional task if an Implementation Element is created:

¹⁰ RCW 36.70A.080; WAC 365-195-805

Tasks

56. Compile recommendations from elements and ensure responsibilities and interconnected actions are identified.

2.3. Development Regulations

The GMA requires the County to provide development regulations that are consistent with and implement the comprehensive plan. In this section tasks associated with updates to the development regulations are identified and prioritized according to the five prioritization criteria.

Internal / External Consistency

Development regulations that correspond with the Compliance Order Comprehensive Plan updates must be brought into consistency with the Comprehensive Plan updates. For instance, any area-wide land use classification adopted in the Comprehensive Plan update would require corresponding areawide zoning reclassifications to the development code. Also, if the County adopts revised level of service standards then concurrency ordinances may require revisions.

Tasks

57. Update development regulations to bring them into consistency with Comprehensive Plan updates: areawide rezones, concurrency ordinances.

58. Other potential updates to development regulations identified during work on later tasks.

County Commitment

Updates to development regulations that would implement County Commitment policy topics are as follows.

Tasks

59. In order to ensure that the Rural Wooded policies are implemented consistent with the direction of prior Hearings Board orders, update development regulations to implement Rural Wooded Clustering goals and policies and clarify program parameters.

60. In order to ensure that urban/rural growth levels are addressed by reasonable measures, such as TDR programs, regulations could be developed in tandem with policies.



2.4. Countywide Planning Policies

Counties are to adopt a county-wide planning policy¹¹ in cooperation with the cities addressing urban growth areas, urban services, transportation, housing, economic development, joint county-city planning, etc. Kitsap County has adopted these policies in conjunction with the cities through the Kitsap Regional Coordinating Council. Through the integrated Plan/EIS a consistency review of the County Plan with Countywide Planning Policies will be made. If the County's plan leads to potential Countywide Planning Policy amendments, the County may choose to reconcile the plans, perhaps in 2007.

Time Sensitive

Countywide planning policies are currently under review and may be amended while this update is in process. Additionally, there may be amendments proposed to the County Comprehensive Plan through this update process that will require amendments to the countywide planning policies. Because the timing of all of these amendments may not coincide, this task is listed as a reminder that inconsistencies, if found, will need to be reconciled during the next amendment cycle.

Tasks

61. If necessary, work with the KRCC to update countywide planning policies and reconcile the County Comprehensive Plan Update. (2007-2008)

¹¹ RCW 36.70A.210.

2.5. Summary

Table -1. Prioritization Table

	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
<i>Land Capacity Analysis and Growth Forecasts</i>					
1. Evaluate development data for residential and employment growth in incorporated and unincorporated urban areas and update land capacity analyses. Determine the ability of the adopted plan to accommodate 2025 population targets.	I, II				
2. Conduct a forecast of employment growth through the 2025 planning horizon.	I				
3. Evaluate capacity implications of reasonable measures.	I				
4. Evaluate forecast growth relative to existing development capacity in UGAs.	I				
5. Conduct buildable lands analysis (Report due 2007).				X	

Shaded columns are required tasks.

I = Phase I task (underway).

II = Phase II task, **required if shaded**, recommended when listed in optional columns.

X = Optional tasks not recommended for inclusion in Phase I or II process.



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
<i>Comprehensive Plan Elements</i>					
Land Use Element					
6. Develop and evaluate land use alternatives for availability of sufficient land to accommodate projected population and employment growth based upon growth projections and land capacity analysis.	II				
7. Integrate County Sub-area Plans with land use alternatives; and consult with cities on their plans.		II			
8. Review and revise goals, policies, and objectives based on changes to County vision, if any.		II			
9. Review and revise goals, policies, objectives and mandatory provisions for protection of the quality and quantity of ground water used for public water supplies.		II			
10. Incorporate a review of drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.		II			



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
11. Review and revise goals, policies, objectives and mandatory provisions for Transfer of Development Rights. Consider preparing development regulations in tandem with the Comprehensive Plan Update.			II		
12. Review and revise goals and policies for Transit Oriented Development. Consider preparing development regulations in tandem with the Comprehensive Plan Update.					X
13. Incorporate urban planning approaches that promote physical activity.					X
Rural and Resource Lands Element					
14. Review and revise goals, policies, and objectives for consistency with changes to the Comprehensive Plan Land Use Map.		II			
15. Review and revise rural goals, policies, and objectives to ensure they identify the general type of permitted land uses that are compatible with rural character and confirm rural governmental service.		II			



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
16. Review whether the planned use of lands adjacent to agricultural, forest or mineral resource lands will interfere with the continued use of the designated lands for the production of food, agricultural products, or timber or for the extraction of minerals.		II			
17. Review and revise goals, policies, objectives and mandatory provisions for 'Rural Wooded' clustering development policies.			II		
18. Evaluate potential UGA designation for rural communities, rural villages, and LAMIRDs.					X
Natural Systems and Shorelines Elements					
19. Review and analyze consistency with the County's Parks/Recreation/Open Space Plan to minimize habitat fragmentation and preserve critical open spaces.		II			
20. Review and update goals and policies of the Comprehensive Plan Update for consistency with the newly adopted CAO as well as watershed and salmon recovery plans as appropriate.		II			



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
21. Review components of Surface and Storm Water Management program for innovative BMPs and relationship to development standards (e.g., low impact development) and update policies for consistency. (NPDES due 2009)				X	
22. Incorporate shoreline buffers into the Shoreline Master Program. (2006 or 2007)				X	
23. Incorporate 1998 draft Use Environment and Policies in the Shoreline Master Program for consistency with the State Shoreline Management Program guidelines. (SMP Update due 2011)				X	
Economic Development Element					
24. Incorporate updated economic development data.		II			
25. Review and revise goals and polices, particularly in relation to the Land Use Element.		II			



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
Housing Element					
26. Inventory and analyze existing housing types and needs in the County.	II				
27. Analyze County housing needs based on County growth projections	II				
28. Review and evaluate availability of sufficient land for housing of various types, including low-income housing, special needs housing, etc. based upon growth projections and land capacity analysis.	II				
29. Review and revise goals, policies, objectives and mandatory provisions for preservation, improvement, and development of housing within the County.		II			
30. Review and evaluate means of providing housing for all economic segments of Kitsap County, including policies and implementation for innovative techniques for maintaining housing affordability.		II			
31. Review and revise policies for incentives to encourage an increase in the availability and affordability of housing.		II			



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
Utilities Element					
32. Incorporate updated utilities information.		II			
33. Analyze existing infrastructure capacity/deficiencies		II			
34. Evaluate systems' future capacities.		II			
35. Review and revise goals and policies to reflect agreements or arrangements where applicable with service providers, or procedural policies regarding coordination between non-municipal service providers and the County.		II			
Transportation Element					
36. Update transportation infrastructure inventory	II				
37. Describe traffic counts and analyze existing LOS for roadway segments.	II				
38. Update travel demand forecasting model - existing and 2025.	II				
39. Analyze 2025 LOS for roadway segments.	II				
40. Identify transportation funding levels/sources.	II				



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
41. Prepare planning level cost estimates of potential transportation projects.	II				
42. Prepare financially constrained Transportation Improvement Plan (that demonstrates transportation infrastructure will be in place to support existing and future planned land use).	II				
43. Evaluate existing/future operations on state facilities (highway, ferry).	II				
44. Coordinate with Kitsap Transit to identify transit priorities and commitments.		II			
45. Coordinate with cities to identify transportation priorities and commitments that could affect county transportation operations.		II			
46. Update non-motorized elements.		II			
47. Review/update transportation demand management (TDM) component.		II			
48. Review/update commute trip reduction (CTR) component.		II			
49. Review / update County Concurrency Ordinance.		II			



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
50. Review / update implementation guidelines.		II			
51. Review / update transportation monitoring program.		II			
52. Analyze collision / safety data					II
53. Evaluate roadway accessibility / connectivity and update policies.					X
Capital Facilities Plan					
54. Update Capital Facilities inventory as well as 6-year funding strategies.	II				
Parks, Recreation and Open Space Element					
55. Incorporate Parks, Recreation and Open Space Plan prepared by County.		II			
Implementation Element					
56. Compile recommendations from elements and ensure responsibilities, and interconnected actions are identified.					X



	Essential for Compliance Order	Required for Internal / External Consistency	OPTIONAL		
			County Commitment	Time - Sensitive	Other
<i>Development Regulations</i>					
57. Update development regulations to bring them into consistency with the Comprehensive Plan updates: areawide rezones, concurrency ordinances.		II			
58. Other potential updates to development regulations identified during work on later tasks		II			
59. In order to ensure that the Rural Wooded polices are implemented consistent with the direction of prior Hearings Board orders, update development regulations to implement Rural Wooded Clustering goals and polices and clarify program parameters.			II		
60. If in order to ensure that urban/rural growth levels are addressed by reasonable measures, such as TDR programs, regulations could be developed in tandem with policies.			II		
<i>County-wide Planning Policies</i>					
61. If necessary, work with the KRCC to update County-wide Planning Polices and reconcile the County Comprehensive Plan Update. (2007-2008)				X	

