

CHAPTER TWO GROWTH MANAGEMENT and ILLAHEE

2.1 The Washington State Growth Management Act

The Washington State Legislature adopted the Growth Management Act (GMA) on July 1, 1990. This Act set standards for local jurisdictions' future planning efforts. Many jurisdictions needed to revise their zoning designations, combining them into two distinct classifications, rural and urban. Newly created rural lots were to be generally five acres or greater in size and urban lots four dwelling units per acre or more in density. The Act allowed for some lot sizes between these two classifications under special circumstances.

Through the development of a Comprehensive Plan, each jurisdiction would reconcile its existing zoning patterns with the new urban/rural requirement.

2.2 The Kitsap County 1998 Comprehensive Plan

Over the course of the next ten years, Kitsap County developed three separate Comprehensive Plans for consideration by the State of Washington. The Growth Management Hearings Board validated the third Plan in 1999. This Plan designated urban areas around Port Orchard, Bremerton, Silverdale, Poulsbo, and Kingston. Other areas with many urban characteristics (lot sizes and infrastructure) were designated rural (one dwelling unit per five acres). Some other areas with preexisting urban characteristics included the communities of Suquamish and Manchester.

2.3 The County's 1998 Comprehensive Plan and the Illahee Community

During the considerations for the 1998 Comprehensive Plan, the community of Illahee was included in the area urban designation given for the region between Bremerton and Silverdale.

2.4 Subsequent to the 1998 Comprehensive Plan

Many changes were in progress in Illahee during the time the 1998 Comprehensive Plan was being considered. The community had been plagued by stormwater discharges for 40 years from upstream developments before mitigation requirements were established. Additionally, salmon raising efforts along Illahee Creek were failing due to the storm surges and older, undersized culverts. These problems were addressed and partially resolved with the installation of a new bridge culvert under Illahee Road in 1999.

In 2001, Kitsap County purchased 352 acres of Department of Natural Resources (DNR) land, and in 2003 the County Commissioners established the Illahee Preserve as a Kitsap County Heritage Park. The Preserve is a substantial holding of natural resources and represents approximately 600 acres of public and private lands, most of which is pristine forest and watershed lands. This major purchase and designation, along with Illahee State Park, further contributed to the open space character of the area and Illahee community.

Additionally, the state and environmental groups have recognized Illahee Creek and its watershed with grants totaling over one million dollars. The Port of Illahee is working with the Washington State Department of Ecology to study methods to control the stormwater surges resulting from previous and future developments. Two salmon recovery grants have been completed, and there is a renewed sense in the community and surrounding area that the environmentally sensitive areas in Illahee need to be protected and preserved.

2.5 Urban Open Space and Critical Areas

Illahee has an urban designation because is located in the East Bremerton UGA between Bremerton and Silverdale, and is intended to accommodate additional urban growth in the future.

Due to the high amount of critical areas within the Illahee Community boundary, Illahee was dramatically down-zoned through the 10-Year Update to the Kitsap County Comprehensive Plan.

2.6 Unique Communities and Their Boundaries

Establishing Illahee Community Boundaries

Illahee's Boundary was determined with guidance from the GMA, the Department of Community Development, the Kitsap County Comprehensive Plan, and the Board of County Commissioners`. The applicable guidelines are:

- Address:
 - a. The need to preserve and enhance the character of existing natural neighborhoods, habitats, and communities;
 - b. Physical boundaries such as bodies of water, streets and highways, and land forms and contours;
 - c. The prevention of abnormally irregular boundaries.
- Identify any logical governmental or public jurisdictions.

The Illahee Community Boundary

The Illahee Community Citizen's Advisory Group (CAG) applied the above criteria and established several Illahee boundary maps. The governing criteria used in defining the Illahee Community boundary was the Port of Illahee's boundary, as it represented a governmental and taxing district. The map that was ultimately approved notes the Illahee Community border as the Port of Illahee boundary, with two logical extensions and one area of exclusion.

The first extension was to establish the southern-most border to be consistent with a major street rather than meander through lot lines. It merely shifted the border several hundred feet to the south to 30th Avenue.

The second boundary extension was needed to take in the South Fork of Illahee Creek. This required shifting the western border from an extension of Trenton Avenue to a Perry Avenue extension. This was a logical extension that takes into account the natural lay of the land, which includes the southern-most watershed lands of Illahee Creek, and at the same time more closely corresponds to the established roadways in the area.

The third boundary shift was made during the Board of County Commissioner's deliberations and excluded the commercial Wheaton Way properties that the CAG proposed to include. The approved boundary map is shown in Figure 2.1.

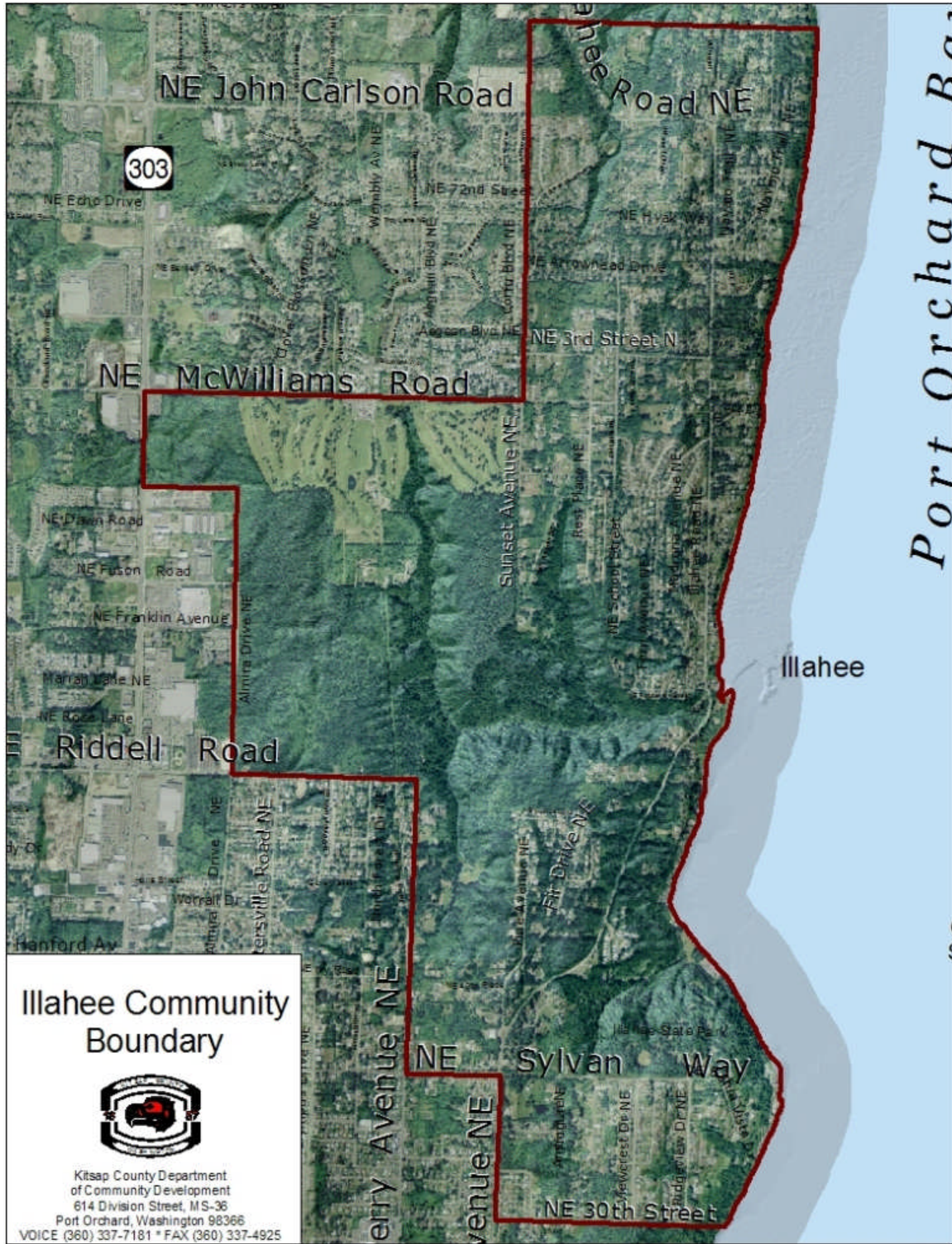


Figure 2.1 Illahee Community Outer Boundary Map

2.7 Washington State Growth Management Planning Goals

The Growth Management Act set 13 goals for any comprehensive planning process. The County must balance these goals in planning, as some of them conflict. The goals are identified in the Revised Code of Washington (RCW Chapter 36.70A.020), which reads as follows:

RCW 36.70A.020 PLANNING GOALS. The following goals are adopted to guide the development and adoption of comprehensive plans and development regulations of those counties and cities that are required or choose to plan under RCW 36.70A.040. The following goals are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations:

(1) Urban Growth

Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

(2) Reduce Sprawl

Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

(3) Transportation

Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

(4) Housing

Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

(5) Economic Development

Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

(6) Property Rights

Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

(7) Permits

Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

(8) Natural Resource Industries

Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

(9) Open Space and Recreation

Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.

(10) Environment

Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

(11) Citizen Participation and Coordination

Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

(12) Public Facilities and Services

Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

(13) Historic Preservation

Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

2.8 Illahee's Compliance with the Growth Management Act Goals

The Illahee Community Plan will achieve the goals required by the Growth Management Act (GMA) in the following ways:

Urban Growth (GMA Goal 1)

The Illahee Community Plan supports and encourages urban growth within its boundary. Careful consideration was given to the intensity of the urban growth, as much of Illahee is encumbered with critical areas.

Reduce Sprawl (GMA Goal 2)

The Illahee community is reducing sprawl by designating increased zoning densities where services and infrastructure exist or will likely exist in the future.

Transportation (GMA Goal 3)

Illahee has a limited road system primarily due to the steep slopes of Illahee Creek. The only north-south road going through Illahee is Illahee Road, which extends from Bremerton to Brownsville and crosses Illahee Creek near its mouth. The next nearest north-south road, Wheaton Way (State Highway 303), is one and one-half miles to the west. This means the road system essentially detours one and one-half miles to avoid Illahee Creek and the Illahee Preserve. This creates a significant open space area and benefits Illahee Creek, but limits transportation options.

Scheduled bus service is limited by the lack of through roads, and service currently is provided only along the perimeter of the community. There have been no requests submitted as part of the Community Plan to expand service further into the community. Nevertheless, as population increases in the Bremerton and Silverdale areas, bus service will likely be run through Illahee and appropriate stops should be provided.

To increase pedestrian safety, roadway shoulders should be widened to accommodate walking paths, and paths or sidewalks should be mandated for any new developments within the Illahee community boundary.

Housing (GMA Goal 4)

The Illahee community supports the current zoning designations that provide for affordable housing as adopted in the Kitsap County Comprehensive Plan.

Economic Development (GMA Goal 5)

The Illahee Community Plan supports existing businesses: Cottage industries exist as legal non-conforming uses including a garden nursery, hair salon, veterinarian, and a bed and breakfast. Another way the Illahee Community Plan promotes economic development is its support of the Illahee Preserve and Illahee State Park, which generate tax revenue from the great number of people who visit each year.

Property Rights (GMA Goal 6)

The Plan adopts by reference the property rights goals and policies located in the Comprehensive Plan.

Permits (GMA Goal 7)

All permits for development within the Illahee community are processed according to Kitsap County requirements and RCW Chapter 36.70B.

Natural Resource Industries (GMA Goal 8)

There are no natural resource industries, such as timber, agriculture, or fisheries, in Illahee.

Open Space and Recreation (GMA Goal 9)

The Illahee community satisfies open space and recreation goals not only for the Illahee area but also for Kitsap County, the City of Bremerton, and the State of Washington. The Illahee community is an open space and recreation paradise sandwiched between two highly urban locales.

The Illahee community is distinguished by the amount of open space areas and the recreation possibilities offered. At the center of Illahee are Illahee Creek, a salmon stream, and the Illahee Creek corridor, which is surrounded by deeply incised canyons and heavily forested areas. The bulk of the Illahee Creek watershed is still in its natural state. Comprising and surrounding the creek is the Illahee Preserve. At one end of the waterfront is Illahee State Park and at the other end is University Point, both areas of steep and unstable slopes. Recreation opportunities abound at the State Park, which enjoys a major dock area, and at the Illahee Community

Dock, approximately one mile to the north. Rolling Hills Golf Course is a regional golf course open to the general public.

Environment (GMA Goal 10)

Illahee is predominantly encumbered by critical areas, which makes it necessary to balance development with the preservation of the environment.

Additionally, Illahee Creek has been plagued by high levels of fecal coliform. Kitsap County Health Department personnel are working with Illahee Forest Preserve personnel to increase stream monitoring to help determine the source of the problem. Recently, improved water quality has been noted in the stream. Since then, improvements have led to decreased contamination and have resulted in a 2008 Department of Health declaration of “no contamination: a stream having good water quality, meeting the applicable standards, and having a stationary trend for fecal coliform bacteria.”

The Illahee Creek watershed is classified as both a Category 1 and Category 2 Aquifer Recharge area. Studies have noted this as an area of porous substrata, which allows water to flow readily from the shallow aquifer feeding Illahee Creek to deeper aquifers, possibly affecting the base flow of the stream.

The steep slopes and banks create geological hazard zones. Additionally, the 2001 Seattle earthquake revealed a fault line extending through the southern tip of Bainbridge Island into the Illahee area. The impact of this finding may warrant an investigation.

The Kitsap County Critical Areas Ordinance and Shoreline Management Master Program outline the primary governmental protections for the natural systems and habitat. These ordinances are complimented by the Kitsap County Health District water quality monitoring program. Locally, the Port of Illahee, the Illahee Preserve Stewardship Committee, the Illahee Community Club, the Illahee Forest Preserve and community service groups also monitor the environmental conditions of the community and support community clean-up efforts.

Citizen Participation and Coordination (GMA Goal 11)

To develop the Illahee Community Plan, a Citizen's Advisory Group (CAG) was established to research and begin the process. Four public meetings were held to gather ideas from the community and to begin forming a strategy. Additionally, over a thousand questionnaires were distributed to determine community wishes and desires. An Initial Draft Plan was completed on July 5, 2006, and distributed to the Illahee Community, posted on the Illahee Community Website (www.illaheecommunity.com), and distributed to Kitsap County officials and the Planning Commission. When county zoning changes were proposed, areas that were slated for higher density zoning received door-to-door contacts to determine the community's wishes. Whenever at least 70 percent approved a different zoning density, the proposed zoning changes were challenged. (Please see Chapter 1.4 for further information on public participation).

Public Facilities and Services (GMA Goal 12)

The major public facilities and services available in Illahee are associated with open spaces, recreational opportunities, streets, roads, sidewalks, traffic signals, the North Perry Water System, a sewer system, and a stormwater system. The Illahee Preserve is a recently established Kitsap County Heritage Park comprised of wildlife habitat conservation areas, a stream corridor, trails, and an old growth forest. Illahee State Park is a major recreation area supporting camping and saltwater activities. The Illahee Community Dock supports year-round fishing and boating activities. Other public facilities include the Kitsap County Fire Station #45 located at the top of Illahee hill off of Trenton.

Historic Preservation (GMA Goal 13)

Illahee is an archaeological area from earlier centuries when Native Americans inhabited the area, as verified from various findings, including a registered archaeological site at Schutt's Point. The preservation of portions of these lands began with the establishment of Illahee State Park in the 1930s and the Illahee Preserve in 2001.

The Illahee community was originally inhabited by homesteaders. Soon after, the area became a resort and second home community for Seattle residents. The community has been in existence for over

120 years and continues to function as a close-knit and involved group of citizens.

Historic home preservation is being considered near the Illahee Community Dock and the mouth of Illahee Creek, where existing turn-of-the-century homes still exist. To preserve these historical homes, the Plan recommends the development of restoration and preservation standards.