

**FINDINGS OF FACT, CONCLUSIONS AND  
RECOMMENDATION OF THE PLANNING COMMISSION TO  
THE BOARD OF COUNTY COMMISSIONERS REGARDING  
THE PROPOSED ADOPTION OF THE SOUTH KITSAP  
INDUSTRIAL AREA SUB-AREA PLAN AND COROLLARY  
AMENDMENTS TO THE KITSAP COUNTY COMPREHENSIVE  
PLAN AND IMPLEMENTING REGULATIONS.**

The Planning Commission of Kitsap County, Washington, finds as follows:

1. The Kitsap County Comprehensive Plan (Plan) established a special land use overlay designation entitled "Urban Joint Planning Area" (UJPA) to be applied to areas considered potentially suitable for inclusion within Urban Growth Areas (UGAs), but where further coordinated planning is needed to resolve outstanding land use and capital facilities issues. The designation is applied to unincorporated areas with an underlying land use designation of Urban Reserve (1 d.u. per 10 acres) or Urban Industrial Reserve.
2. The UJPA process described in the Plan was intended to address the location and amount of land outside of currently designated UGAs that may be necessary to support future urban growth. The UJPA designation was intended to acknowledge each City's UGA proposal and allow time for resolution of planning, infrastructure and governance issues.
3. The Plan identifies the "South Kitsap Industrial Area" as the undeveloped multiple parcel area north, south and east of the Bremerton National Airport and places an Urban Joint Planning Area Overlay on these properties, now known as the South Kitsap Industrial Area UJPA (SKIA UJPA),
4. The Plan indicates that the SKIA UJPA lands are considered potentially suitable for inclusion within the existing SKIA UGA, but that numerous issues remain unresolved. The primary issues to be addressed through the UJPA process include:
  - a. Provisions for protection of critical areas;
  - b. Provision of sewer and other services and facilities;
  - c. Service agreements with affected special districts;
  - d. Framework for environmental review; and
  - e. Governance questions including whether annexation is desirable or preferable to other potential service arrangements.

5. In November 1997 (prior to adoption of the 1998 Comprehensive Plan), the Port of Bremerton and other private landowners entered into a Memorandum of Understanding to develop a conceptual plan and conduct environmental and infrastructure studies for the eventual development of the SKIA.
6. Following the passage of the 1998 Kitsap County Comprehensive Plan, a Memorandum of Agreement among Kitsap County, the City of Bremerton, the City of Port Orchard and the Port of Bremerton was executed on August 24, 1998. This Memorandum of Agreement provided for continued joint planning activities for SKIA, and laid out area growth assumptions and major issues to be addressed during the joint planning process, including:
  - a. Designation and implementation of South Kitsap Urban Growth Area Industrial Areas
  - b. Certainty for ongoing land use and utility planning
  - c. Efficient provision of urban services and facilities
  - d. Regional economic development and enhanced employment opportunities
  - e. Implementation of Policies UGA-1 through UGA-17 in the County's 1998 Comprehensive Plan.
7. Pursuant to the MOA, a collaborative planning team was assembled to oversee further studies and begin development of a subarea plan. This team included representatives of the county, the Cities of Bremerton and Port Orchard, the Kitsap Regional Economic Development Council of the Kitsap Peninsula, and the Port of Bremerton and other private landowners (known as the South Kitsap Industrial Land Owners or SKILO). Based on the assessment of existing conditions, County staff and the consultant team used the MOA's list of issues to develop a conceptual land use plan for the area.
8. The public participation process for the SKIA Subarea Plan has focused on public open houses as well as distribution of information directly to the public. Public open houses were conducted on March 4, 1999 and September 20, 1999. The first of these allowed for discussion of the planning process, proposed table of contents, and anticipated timeline for preparation of the subarea plan. The second allowed planners to present preliminary studies and assessments.
9. On March 27, 2001, the Board of County Commissioners and the Port of Bremerton held a joint meeting to discuss the South Kitsap Industrial Area, including needed capital improvements and continuation of the planning process.

10. On November 14, 2001, county staff met with the Suquamish Tribe and the Washington State Department of Fish and Wildlife to discuss the SKIA Plan. In 2002, similar meetings occurred on January 10, February 28, March 27, and May 16. The primary focus of these meetings was to ensure that the plan addressed relevant environmental protection measures.
11. In May of 2002, the Planning Commission was briefed on the plan in working draft form and presented with plan excerpts.
12. Public Open Houses featuring the working draft document were held June 4, 2002 and June 12, 2002, to provide for public discussion of the draft plan. In all cases, postcards providing notice of meetings were mailed to adjacent property owners, and meetings received advance coverage in local newspapers. Copies of this working draft were provided to the Cities of Bremerton and Port Orchard coincident with the June 4, 2002, Open House.
13. The Planning Commission held work/study sessions/public meetings on the plan on June 25, 2002; September 3, 2002; and September 24, 2002.
14. The Planning Commission and the Port of Bremerton Commissioners held a joint meeting on July 9 to discuss the plan.
15. The Planning Commission also held public hearings on the SKIA plan on July 30, 2002 and September 24, 2002. Throughout the meetings, the SKIA Plan working draft evolved to address issues raised. The current draft was presented and discussed at the September 24, 2002, Planning Commission meeting.
16. On October 4, 2002, under the State Environmental Policy Act (SEPA), Kitsap County issued a Determination of Significance (DS) and a Notice of Adoption of Existing Environmental Document. The SEPA comment period ended November 4, 2002.
17. On October 1, 2002 the Planning Commission held a follow-up work-study session regarding the SKIA Plan.
18. The Planning Commission then met again on November 5, 2002, to discuss adoption of "Draft" Findings of Fact and Conclusions for the SKIA Plan.
19. Staff presented updates of the development regulations to the Planning Commission during a work-study session on December 3, 2002, regarding the SKIA Plan and implementation measures.
20. On November 13, 2002, after further staff discussion regarding the finalization of the SKIA Plan and development regulations, staff

presented an additional update to the Planning Commission during a February 25, 2003 work-study session.

21. After sending out a timely public notice, the Planning Commission conducted a public hearing on March 25, 2003 for the proposed amendments to the Kitsap County Zoning Code that would implement the SKIA Sub-area Plan.
22. The Planning Commission public hearing was then continued to April 15, 2003 for further discussion and testimony. The record was held open until.. April 8, 2003 at 4:30 PM,
23. On May 6, 2003 the Planning Commission held a Public meeting "Decision only" on the proposed final revision to the Kitsap County Zoning Code to implement the SKIA Sub-area Plan.
24. Public comment and testimony regarding the SKIA Plan and the Implementing Ordinances have consistently revealed overall approval of the SKIA Plan.
25. The Cities of Port Orchard and Bremerton have both proposed including the SKIA UGA in their Urban Growth Areas. However, due to recent case law affecting annexation processes and rules in Washington State, the governance issue cannot be resolved at this time.

Based on the foregoing findings, the Planning Commission makes the following conclusions:

1. The proposal is a logical extension of the existing UGA boundary.
2. Expansion of the existing South Kitsap Industrial Area UGA is consistent with the Comprehensive Plan's goals and policies for economic development and job creation (ED-9 through ED-16) and GMA.
3. The proposal adequately addresses the provision of sewers and other infrastructure to the South Kitsap Industrial Area 1998 UJPA lands included within the subarea.
4. The proposal adequately addresses the protection of critical areas located adjacent to and within the South Kitsap Industrial Area UJPA lands.
5. The proposal provides adequate service agreements with affected special purpose districts.
6. The proposal's master planning requirement provides an adequate framework for environmental review for the South Kitsap Industrial Area 1998 UJPA lands.

7. The SKIA Plan adequately addresses service issues normally associated with governance by providing current and future service agreements for the South Kitsap Industrial Area. These include an agreement to provide water services by the City of Bremerton and an agreement to provide public sewer service by the City of Port Orchard. Given the present legal uncertainties concerning annexations, these are sufficient at this time.

**NOW THEREFORE**, the Kitsap County Planning Commission hereby unanimously concludes and recommends as follows:

Recognizing that the Board of Commissioners has conducted a Public hearing and taken testimony on the proposed sub-area plan, and while declining to provide a specific recommendation on the proposed inclusion of this area within an expanded UGA, the Planning Commission nevertheless recommends approval of the narrative text, goals and policies of the proposed final sub-area plan, dated ~~2003~~, 2003. A copy of the Proposed Final South Kitsap Industrial Area Sub-Area Plan is attached hereto as "Exhibit **A**."

**RECOMMENDATION 1: ADOPT THE PROPOSED COROLLARY AMENDMENTS TO THE KITSAP COUNTY COMPREHENSIVE PLAN.**

The Planning Commission recommends adoption of the proposed corollary text amendments to the Kitsap County Comprehensive Plan in order to ensure consistency with the text of the proposed final sub-area plan. A copy of the Proposed Corollary Amendments to the Kitsap County Comprehensive Plan is attached hereto as "Exhibit **B**."

**RECOMMENDATION 2: ADOPT THE PROPOSED AMENDMENTS TO THE KITSAP COUNTY CODE.**

The Planning Commission recommends adoption of the proposed amendments to Kitsap County Code Titles 16 and 17 in order to implement the narrative text, goals and policies of the proposed final sub-area plan. A copy of the Proposed Amendments to the Kitsap County Code is attached hereto as "Exhibit **C**."

Unanimously approved by the Planning Commission of Kitsap County, Washington, at a regular meeting thereof, held this 3rd day of June 2003.

By

  
Lary Coppola, Chair