

Land Use Chapter

The Land Use Chapter is divided into the following sections:

The Introduction describes the intent of the Land Use Chapter and its relationship to Kitsap County’s vision of the future and other Comprehensive Plan chapters.

The Planning Context discusses the requirements of the Growth Management Act and the Countywide Planning Policy as they relate to land use policies.

Population Projections and Allocations discusses historical trends and forecasts of county population.

Urban Growth Areas discusses how the county’s urban growth areas were identified and how they will develop .

The Land Use Goals and Policies are divided into the following areas:

- A. **Land Use Plan Map** lists the land use designations found on the Comprehensive Plan Land Use Map.
- B. **Residential Development** defines urban residential use designations and

Introduction

The intent of the Land Use chapter is to guide development over the next 20 years. While the Land Use Chapter’s goals and policies build upon the existing land use pattern and the presence of natural features, they also set forth some changes in the way land use development

encourages a residential land use pattern that ensures compatibility with established residential areas and encourages growth in urban areas.

- C. **Commercial Lands** discuss character and functions of commercial areas.
- D. **Industrial & Business Lands** define industrial and business park land use designations and encourages such activities.
- E. **Open Space and Greenways** seek to preserve and protect open space areas.
- F. **Historic Preservation** encourages the preservation of lands, sites and structures that have historical or archaeological significance.
- G. **Drainage, Flooding & Stormwater Runoff** review issues and programs affecting land use.
- H. **Groundwater Protection** identifies critical recharge areas and describes programs intended to prevent contamination.

should occur in the future.

The Land Use Chapter helps to achieve Kitsap County’s vision by providing for planned growth that contributes and enhances the county’s cherished, rural character; by encouraging affordable housing; protecting existing residential areas and uses; safeguarding the environment; encouraging economic development; and providing for citizen participation during plan development and

implementing processes.

The Land Use Chapter contains several specific designations for future land uses which are reflected on the Land Use Plan Map and described in the text. The text and the map are intended to work together and, as such, they are to be considered equal in effect. The specificity of the Land Use Chapter is intended to enhance predictability and promote efficient processing of development permits.

The Land Use Plan's Map designations are not based on a single factor (for example, soil type), but rather on several relevant considerations that have been applied consistently countywide. These considerations include existing land use, ownership patterns, transportation amenities, availability of public water, sewer and other utilities, availability of public schools and parks, along with topography, soil characteristics and wildlife habitat.

The Land Use Chapter is closely coordinated with other chapters and provides the basis for their development as they all must be consistent with Land Use Chapter. For instance, the issue of housing affordability has come to the forefront as we learn more about the demographics of our population and trends in housing costs. The Land Use Chapter encourages single-family houses on smaller lots and multi-family buildings at appropriate locations to help facilitate the goal of providing more affordable housing.

Similarly, economic development is a concern of the community as military downsizing continues to become a reality. This chapter attempts to respond to this concern by introducing some new concepts for facilitating industrial and other business development, in coordination with goals and policies outlined in the Economic Development Chapter.

Planning Context

The Land Use Chapter identifies the extent and distribution of a wide range of land uses and provides protection for surface and ground water, while taking into account population densities and estimates of future population growth.

The Countywide Planning Policy also sets forth directions for dealing with land uses, particularly as they relate to establishment of urban growth areas and a process for allocation of forecasted population as it relates to land use planning. This Land Use Chapter responds to these requirements and directions.

Population Projections and Allocations

This section discusses historical and forecasted as well as population allocation methodology.

Historical Trends

Growth has been very rapid in Kitsap County in the last 20 years. Kitsap County's population grew from 101,732 in 1970 to 189,731 by 1990, an increase of 87% representing 88,000 people. By comparison, the state population grew 42.6% over the same period. The county's close commute by ferry

to the metropolitan centers in the Snohomish, King and Pierce counties, its affordable housing, steady military employment base, attraction to retirees and strong local economy all contributed to the county's continued growth from 1980 to 1990.

Between 1980 and 1990, the average annual growth rate was 2.9%. Between 1990 and 1997 the annual growth rate was 2.7%. During the 1980s, the county's unincorporated areas experienced an average annual growth rate of 3.8%, compared with an average annual growth rate of 0.9% in the incorporated areas. Of the 42,579 person increase between 1980 and 1990, less than 17% occurred in incorporated areas. (For more detail on population trends, see the Population Appendix).

Population Forecast and Allocations

The ability to forecast population and allocate it to smaller geographic areas is a vital planning tool for Comprehensive Plan development. Such knowledge helps to plan for the impacts of growth and its demands on such services as roads, sewers, schools, water systems, fire stations and other public facilities. The following population forecasts will assist the providers of the public facilities in prioritizing their needs and system improvements to meet the demands of growth.

County Forecasting Methodology

The Kitsap Regional Coordinating Council's adopted Countywide Planning Policy Population Forecast was utilized in the development of the Kitsap County Comprehensive Plan. The Kitsap Regional Council is composed of the three county commissioners, mayors from the four incorporated cities (Bremerton, Bainbridge Island, Port Orchard and Poulsbo) and two tribal council members from their respective

tribes. The KRCC is the forum where regional planning policies are decided.

It was the consensus of the KRCC to formulate population forecasts which considered the county's economic future, but reflected its historical population trends as well. However, the original forecasts contained in the 1992 Countywide Planning Policy were higher than the original forecasts of the state Office of Financial Management (OFM).

Therefore, in June 1995, the KRC agreed to 'roll back' the original population numbers adopted by the council and to change the forecast period from the year 2014 to 2012, to coincide with the current OFM projection period. The revised population forecast calls for Kitsap County to grow by 86,624 people, or 42%, to 292,224 by the year 2012.

In December 1995, OFM released "Official Growth Management Act Population Projections" for the year 2012 for all counties in Washington state. These projections established a range that has a low of 271,982 to a high of 317,654 for Kitsap County. The KRC's adopted 2012 population forecast is well within that range.

Table LU-1 shows the 1997-2012 population allocations based on a county-wide distribution; these are updated to reflect recent growth. The allocations reflect the Countywide Planning Policy (CPP) decision that at least 2/3 of the 20-year forecast should be located in the urban area, and 1/3 in the rural area. After allocating growth to the cities first, 70% of the unincorporated sub-total is allocated to the unincorporated UGAs. The City of Bremerton and the City of Bainbridge Island received specific population allocation from the CPPs, but they did not include specific allocations to Port Orchard and Poulsbo. The unincorporated UGAs will need

Plan up to date. Successive amendments of the Plan will reflect the population projections for succeeding periods. An “Urban Reserve” plan designation and zoning classification are used to indicate areas that will be considered for potential additions to the designated UGA to reflect population updates for 2013-2017 and for subsequent planning periods, as well as to reflect resolution of planning issues with the Cities.

This 1998 Comprehensive Plan identifies a process for monitoring and evaluating land use and development trends within Urban Growth Areas and for periodically revising them as appropriate. This process is intended to be consistent with the “buildable lands” provisions of the Growth Management Act (RCW 36.70A.215). Kitsap County wishes to accelerate its compliance with these requirements (prior to 2002) to help ensure that its assumptions about land supply and demand are reasonably accurate. This monitoring and evaluation process would be used to make any appropriate modifications to assumptions defined in the County’s land capacity methodology (Appendix 3).

Urban Growth Area Policies

UGA-1 The majority of forecast growth will be accommodated within defined Urban growth Areas. The Urban Growth Area designated on the 1998 Comprehensive Plan map includes sufficient land to provide capacity to accommodate growth expected to occur over the 1992-2012 period. Expected growth has been calculated using OFM population forecasts and allocations contained in the County-wide Planning Policy. Land supply and demand have been calculated using

methodologies described in the land capacity appendix to the Comprehensive Plan.

UGA-2 The unincorporated Urban Growth Area has been defined by allocating population according to the factors and priorities identified in the Growth Management Act: *1st*, currently urbanized areas with existing service capacity to accommodate future growth; *2nd* currently urbanized areas where a combination of existing and planned services provide capacity to accommodate future growth; and *3rd* lands adjacent to such currently urbanized and serviced areas. The Urban Growth Area has also been defined so as to identify to the extent possible a contiguous urban area within which most growth will be encouraged to occur.

UGA-3 The County will work with the Cities and Tribes, using the KRCC as a forum, to establish updated population forecasts and allocations to reflect the 2013-2017 and subsequent planning periods. Updated regional employment forecasts may also be considered as appropriate. The first annual Comprehensive Plan review process should address any appropriate expansions of designated UGAs and/or rezoning of lands designated for Urban Reserve, to reflect the updated forecasts.

UGA-4 The County will use the Urban Joint Planning Area designation and process, shown on the Comprehensive Plan map and

defined in this plan, to work with Cities and Tribes to resolve issues relating to Urban Growth Areas. Resolution of questions of land use and densities, population forecasts and allocations, service provision, and governance for these areas will be a high priority and reflected in an ongoing work program to implement the Comprehensive Plan.

UGA-5 Land capacity, development trends and quality of life occurring within UGAs should be monitored and reviewed annually. Kitsap County should evaluate the assumptions contained in its land capacity analysis used to identify UGAs for residential and commercial/industrial lands. Based on review of new or updated data relating to achieved densities, critical areas, unavailable lands, redevelopment trends, changing demographics, industrial development trends or other appropriate factors defined in plan policies or implementation programs, the County may initiate revisions to UGAs as part of its annual Comprehensive Plan revision process.

UGA-6 Development within the Urban Growth Area should be supported by provision of public services and capital facilities necessary to support planned growth at adopted levels of service. The Urban Growth Area shall generally receive priority for County expenditures for public services and facilities as a tool to encourage development, to make these areas desirable places to live, and to use existing infrastructure more efficiently and cost effectively.

Urban services and facilities shall not be extended to or expanded in rural areas except in limited circumstances shown to be necessary to protect basic public health safety and the environment and when such services are financially supportable at rural densities and do not permit urban development outside the designated Urban Growth Area. The Comprehensive Plan land use map will be reassessed and appropriate amendments considered if funding for capital facilities falls short of expectations and/or if levels of service cannot be adjusted to compensate for any shortfall.

Implementation Strategies & Programs

1. Monitoring & Evaluation Program.

Kitsap County will establish an ongoing local program, equivalent to and implementing the buildable lands process established in RCW 36-70A.215, for determining whether there is sufficient developable land contained within the Comprehensive Plan's designated Urban Growth Area. This program should be developed in cooperation with the cities and tribes, the state and the private sector.

The program will establish and use "benchmarks" or key indicators to evaluate growth and development trends for residential, commercial and industrial

development, and to consider whether Kitsap County is achieving the goals and objectives established in the Comprehensive Plan. Initial indicators should relate to land use, housing and economic development as follows: actual achieved densities relative to planned densities; the amount and distribution of critical areas; market issues relating to land supply, such as availability; changes in land and housing costs; and similar factors. Additional indicators relating to quality of life will be identified in future phases of the monitoring and evaluation program

An advisory committee will be appointed to help oversee establishment and operation of the monitoring and evaluation program. The committee may also include technical sub-committees to address the need for and provide access to particular types or sources of data.

Kitsap County will also prepare “contingency plans” and procedures regarding the timing and range of potential actions that may be taken in response to identified inconsistencies between Comprehensive Plan assumptions and actual development trends or failure to achieve stated Plan objectives.

The County will prepare and publish an annual report showing trends in indicator categories. The report will include a discussion of the implications of the data for accomplishment of Kitsap County Comprehensive Plan and Growth Management Act goals and policies. *Target Date: 1999 for functioning monitoring program, 2000 for initial evaluation.*

2. Population Forecasts & Allocations.

Kitsap County will use the KRCC as the designated forum to discuss and decide on population forecasts and allocations by jurisdiction for the 2013-2017 planning period based on the official OFM county-wide

forecast. The KRCC may also discuss any reallocations of population proposed by the Cities in this forum. *Target Date: 1998 (subject to confirmation by KRCC).*

Working with the Cities to Plan for Future Growth -- Urban Joint Planning Areas

This and the following subsection describe special designations that are applied on the Land Use Map to foster coordinated planning within the Urban Growth Area. The first – Urban Joint Planning Areas – refers to areas contiguous to cities that will be subject to coordinated city/county planning to resolve outstanding land use and capital facility issues. These areas are provisionally recognized as Urban Growth Areas, subject to completion of interlocal agreements that will ultimately determine how these areas are planned and serviced. The second – Urban Study Areas – includes areas where significant land use decisions still need to be made through a multi-party process.

“Urban Joint Planning Areas” are designated on the County’s Comprehensive Plan Land Use Map. Urban Joint Planning Areas refer to unincorporated areas, generally contiguous or adjacent to cities, which have been proposed by each City for inclusion in a “city Urban Growth Area”. Each City’s proposed extraterritorial Urban Growth Area is intended to provide land for future growth and/or to recognize areas that currently have adequate urban services or are planned to be provided with urban services by that city. All cities are included within Urban Growth Areas; the Urban Joint Planning Area process addresses the location and amount of land outside the Cities respective boundaries asserted to be needed by each City to support its future growth.

The Urban Joint Planning Area Process was developed to be consistent with Element A of the Kitsap County-wide Planning Policy (1992). The provisions in A.3 specify use of “urban growth management agreements” between the City and the County for City Urban Growth Areas beyond municipal boundaries to provide a framework for orderly annexations of these areas. Element F of the County-wide Planning Policy similarly encourages use of inter-local agreements as a means to achieve coordinated planning and service provision. Designation of Urban Joint Planning Areas on the Comprehensive Plan map, and use of the process described in the Plan, is intended to accomplish these same objectives. The joint planning process also reflects a similar approach used by a number of jurisdictions in Puget Sound and around the state.

The Urban Joint Planning Area designation acknowledges each City’s Urban Growth Area proposal and allows time for resolution of planning issues. The designation indicates Kitsap County finding that additional planning and discussion is necessary to determine more specifically how each particular area should be configured, designed, serviced, financed and/or governed. Including all of the Cities’ proposed Urban Growth Areas at this time would lead to a larger Urban Growth Area than Kitsap County feels can be supported by current planning period (1992-2012) population forecasts and allocations which have been approved and used as the basis for this Comprehensive Plan. In some cases, issues of service provision must be resolved – and relevant City Comprehensive Plans and capital facility plans must be amended – before these Urban Growth Areas can meet the requirements of the Growth Management Act.

The Urban Joint Planning Area map designation recognizes that the affected lands

are considered provisionally suitable for inclusion in an Urban Growth Area subject to specified conditions. The conditions will be addressed through a cooperative City/County planning process defined in this Comprehensive Plan. Urban Joint Planning Area issues will be considered to be resolved when the County, applicable City, affected service provider(s) and property owner execute an inter-local agreement adopting the urban joint plan which fully addresses all issues, or establishing a regional service agreement, and the City amends its comprehensive plan in accordance with the agreement.

The Urban Joint Planning Area designation is applied in two ways: as an overlay for sites within designated Urban Growth Areas; and to sites that are provisionally considered appropriate for inclusion in an Urban Growth Area but for which numerous issues must still be resolved.

The Urban Joint Planning Area designation may apply as an overlay to lands that are within designated Urban Growth Areas. In this case, the area has been determined to meet the test for inclusion within an Urban Growth Area (i.e., urban in character, adequate existing/planned services, and/or vested for urban development with existing adequate or planned services). Population and/or employment allocations have been made to these areas, and they have received urban land use and zoning designations. The Urban Joint Planning Area overlay indicates that these areas are proposed by a city for inclusion in its Urban Growth Area and for eventual annexation. The joint planning process is intended to provide a means for cooperative city-county resolution of issues related primarily to services and facilities, governance and revenue sharing. In some cases, two cities and the county will be involved in planning to determine how these

areas should be serviced and governed in the future. No annexations will occur until the joint plans and interlocal agreements are adopted and the city or cities have amended their comprehensive plans in accordance with the interlocal agreements.

In other cases, the Urban Joint Planning Area designation indicates that specified areas, while provisionally considered suitable for inclusion in an Urban Growth Area, are in an earlier stage of planning. Issues addressed through joint plans will include, as appropriate, population allocations, appropriate types and densities of land use, levels of service and capital facilities. Each Joint Planning Area reflects somewhat different issues; each joint planning process will be tailored to address and resolve these issues. Each is described below. The County has proposed and is currently discussing initial Memoranda of Agreement with each City to set forth the issues, schedule and process for the joint plans.

In the interim, these lands would be designated and zoned as “urban reserve” as a means to preserve options during the planning process. Vested projects within such areas will retain their existing land use designation. At the conclusion of the joint planning process, lands determined to not be suitable for inclusion in an Urban Growth Area would be given appropriate plan designations. The scope and issues to be considered in each joint planning process would be defined through a Memorandum of Agreement between the County and the applicable City (or Cities). The joint plans and interlocal agreements are expected to be completed within approximately 6 months, assuming dedication of necessary resources by the respective jurisdictions and implementation of the work program identified in this Comprehensive Plan. No annexations of Urban Joint Planning Areas will occur until completion of the joint

plan and interlocal agreement and the City or Cities have amended their comprehensive plans in accordance with the interlocal agreement.

The County will also work with affected Tribes to address identified planning or resource issues within the Urban Joint Planning Areas.

City of Poulsbo

The City of *Poulsbo Urban Joint Planning Area* consists of approximately 911 acres of unincorporated land contiguous surrounding the present City limits and which has been proposed by the City as a UGA. The City has relied on the a population forecast of 8,000 persons from 1992 to 2012 which was included in the 1996 Kitsap County Comprehensive Plan and which has been used by the City and County as the basis for sewer planning. Primary issues to be resolved through the joint planning process include: the appropriate methodology that should be used to calculate land capacity within the City limits; appropriate urban residential densities; the amount of population that should be allocated to this area for the 20-year planning period; the size and location of an urban growth area; and adequacy of City services and capital facilities. Provisionally, this planning area has been reserved 3,864 people from the 1992-2012 unincorporated urban population forecast. It is the Plan’s intent that the County and City will enter into an interlocal agreement which will establish a process in which the above stated issues will be addressed. A joint plan will be a product of this process and the end of the process will result in either the confirmation of the JPA as a UGA and the City and County Comprehensive Plans will be amended accordingly or the denial of the JPA as a UGA in which case the County

Comprehensive Plan shall be amended to allocate the above population reserve elsewhere.

South Kitsap

The *South Kitsap Urban Joint Planning Area* consists of approximately 4,490 acres of land west of the City of Port Orchard. This Joint Planning Area consists of three separate areas: (1) the McCormick Woods development (a partly developed, vested golf course/residential PUD), and Campus Station (a vested mixed-use area north of McCormick Woods); (2) the 620 property, a vacant section of land west of McCormick Woods; and (3) an intervening area between the City's current boundaries and McCormick Woods. The City recently agreed to acquire the McCormick Water Company. Primary issues to be resolved through the joint planning process include: population allocations/reallocations relied on by the City to justify the size of the proposed Urban Growth Area; planned urban densities and land uses; provisions for protection for critical areas; adequacy of and plans for services and capital facilities; and service agreements with affected special districts. At this time, McCormick Woods and Campus Station (both of which are vested, partly developed for urban uses and densities and served by adequate services) are included in an Urban Growth Area. This area is also given an Urban Joint Planning overlay designation to provide a framework for resolving identified issues. The County and Port Orchard -- and Bremerton in regards to Campus Station -- intend to resolve outstanding issues cooperatively. The area located between Port Orchard's current boundaries and McCormick Woods, and the 620 property will be given an Urban Reserve land use designation, pending resolution of outstanding issues. The County and City are currently discussing a draft Memorandum of

Agreement to initiate the planning process, which will include an opportunity for full participation by affected land owners.

City of Bremerton

The *City of Bremerton Urban Joint Planning Area* consists of approximately 6,150 acres of land, comprising most of the urbanized portion of central Kitsap County except for Silverdale. Previously, the City had indicated that it intended to accommodate its growth allocation (20,000 people over 20 years) within its existing boundaries. The City's currently proposed Urban Growth Area is bounded on the north by Barker Creek and Waaga Way, on the east by Port Orchard Bay, on the south by proposed industrial lands south of the Bremerton National Airport, and on the west by the City's Union River watershed lands. It comprises lands already included within unincorporated Kitsap County's proposed/designated Urban Growth Area, as well as some lands that are not included within the unincorporated Urban Growth Area, and lands that are encompassed by Port Orchard's proposed Urban Growth Area (Campus Station). It also includes two large existing or potential industrial and commercial areas -- the Port Blakely Tree Farm property west of Kitsap Lake, and the commercial/industrial area that comprises the Gorst UGA. Primary issues to be resolved through the joint planning process include: City population and/or employment forecasts and allocations used to justify the need for the proposed Urban Growth Area; the City's ability to provide adequate services and capital facilities to the proposed Urban Growth Area as identified in the capital facilities element of the City's Comprehensive Plan; the need for service agreements with special districts and Kitsap County; and the need to resolve with Port Orchard competing proposals to annex or provide services to Campus Station.

Population allocations have been made to those portions of this area included within Kitsap County's unincorporated Urban Growth Area.

A number of land use plan map designations have been applied at this time to reflect Bremerton's proposal and to provide additional time for planning. Portions of the east Bremerton area (south of Riddell Road) are included within an Urban Growth Area. These areas are urban in character and are currently served with urban services by Bremerton. Several smaller areas to the west, also developed at urban densities, served by the City and currently in the annexation process (Camp McKean and Sun Fjord/Admiralty Heights), are similarly designated as an Urban Growth Area. An Urban Joint Planning overlay is also applied to provide a process for working out service agreements. The Brownsville/ SR-303 commercial corridor is also included within an Urban Growth Area. This commercial corridor is urban in character and has urban services. An urban joint planning overlay is applied to provide a framework for resolving issues relating to land use and potential revenue sharing. No annexations may occur until the issues identified in a Memorandum of Agreement, which is currently being pursued, are resolved and the City's comprehensive plan is amended in accordance with the agreement.

The approximately 500-acre Port Blakely Tree Farm property west of Kitsap Lake is designated as a Joint Planning Area; a dual land use designation – Industrial/Business Park and Urban Reserve – is applied to indicate the appropriateness of this land use and to ensure that the property is maintained in large parcels during the joint planning process. The County does acknowledge the importance of the Chico Creek Basin to the environment and the Suquamish Tribe. Any

development will follow under the policy of avoidance over mitigation. A Memorandum of Agreement is being pursued with the City to clearly define the issues that will be addressed and the process for resolution. Initial utility planning has been performed by the property owner and technical studies have been reviewed and generally concurred with by the City. The County also acknowledges the water, wastewater and transportation studies for the Kitsap Lake Technology Park (Parametrix, 1997) in its Comprehensive Plan. The City intends to amend its Comprehensive Plan to address service and facility issues. In addition to public services and capital facilities, these will include environmental issues and transportation. Environmental issues will be addressed in detail at the project review level. The more stringent standards as between the County's and City's regulations will be applied to protect environmental resources. Project-level traffic analysis will address and mitigate impacts to county roads, including payment of any applicable impact fees.

South Kitsap Industrial Area

The South Kitsap Industrial Area consists of the Bremerton National Airport and the adjacent Olympic View Industrial Park properties owned and operated by the Port of Bremerton, a port district pursuant to state law; a vested industrial project to the southwest of the airport; and an undeveloped multiple-parcel area east and south of the airport. The land use map designations for this approximately 1,800 acre area reflect existing land uses and the presence of sewer, water and other utilities.

The Bremerton National Airport, Olympic View Industrial Park and adjacent vested industrial lands are placed within an unincorporated Urban Growth Area and given appropriate urban land use and zoning

designations. A Joint Planning Area overlay is also placed on these properties – as well as the multiple-parcel area to the east and south - to provide a forum for the Port, Kitsap County, the City of Bremerton and the City of Port Orchard to discuss alternative long-term service and facility arrangements. A Memorandum of Agreement (MOA) between these parties is being developed. Until a joint plan and interlocal agreement is completed and a determination as to long-term service provision is agreed upon, no annexations of this area will occur.

The multiple-parcel area south of the Bremerton Airport (along with the airport and adjacent industrial lands) has been proposed for inclusion in Urban Growth Areas by the Cities of Bremerton and Port Orchard. A number of options for providing sewer service to the area are addressed in the Gorst/South Kitsap Industrial Area Sewer Feasibility Study (Kitsap County, 1997); the property owners, the County and the cities participated in preparation of this study. The property owners have also entered into a memorandum of understanding to prepare concept master plans for this industrial area. This area is designated as a Joint Planning Area on the Land Use Map; a dual land use designation – Industrial/Business Park and Urban Reserve – is applied to indicate the appropriateness of industrial and/or business park land use and to ensure that the property is maintained in large parcels during the joint planning process.

The MOA between the County and the Cities of Bremerton and Port Orchard, and the Port, concerning this area will clearly define the issues that will be addressed through joint planning and which will be conditions of an Urban Growth Area designation, including: how sewer and other services will be provided; which jurisdiction(s) and/or special district(s) will provide necessary services and facilities; standards for environmental

protection; a framework for environmental review (lead agency status and the roles of the other parties, etc.); and governance questions, including whether annexation is desirable or preferable to other potential service arrangements. Until a joint plan and interlocal agreement is completed and the Cities and Port have amended their Comprehensive Plans in accordance with the agreement, no annexations of this area will occur.

Silverdale Unincorporated UGA and Joint Planning Area

Silverdale is an unincorporated area in Central Kitsap County. Kitsap County has been working with members of the Silverdale Chamber of Commerce and is supporting exploration of governance options for the area. Kitsap County also appointed an advisory committee of local citizens to recommend unincorporated urban growth area boundaries for this portion of Central Kitsap. The County, the City of Bremerton and the advisory committee have also held a number of meetings to discuss land use and service options for the larger geographic area. In late March, a petition for incorporation was submitted to Kitsap County and forwarded to the Boundary Review Board.

Portions of unincorporated Silverdale have an urban land use character and existing urban services. These areas are placed within an unincorporated Urban Growth Area on the Land Use Map and given appropriate urban zoning. The area to the southeast of the Silverdale core is placed within a Joint Planning Area and given an Urban Reserve designation. Portions of this area are characterized by a network of critical areas and raise questions regarding appropriate land use designations. Other issues which need to be resolved relate to public services

and facilities and service area boundaries. The Joint Planning Area designation is also intended to provide an opportunity for the City of Bremerton, Kitsap County and a Silverdale Advisory Committee to explore governance options.

Urban Joint Planning Area Policies

UGA-7 a. Urban Joint Planning Areas are designated on the Comprehensive Plan Land Use Map contiguous to Cities. These areas are considered provisionally suitable for inclusion within an Urban Growth Area or are currently within a designated Urban Growth Area. Where appropriate, they will be planned and further evaluated for final inclusion in a UGA (in whole or part), and/or eventual annexation by a City, subject to the process and conditions defined below.

b. Where Urban Joint Planning Areas are used as an overlay for an Urban Growth Area on the plan map, the joint planning overlay is intended to provide a framework and process for further interjurisdictional planning for land use, services and capital facilities, governance and revenue sharing. Such areas are given urban land use

! ensure that the region’s cities have sufficient land for future expansion, consistent with agreed upon population and employment allocations and forecasts, the availability of public services and facilities, and the requirements of the Growth Management Act;

! identify areas contiguous to cities that are considered potentially suitable for urban development and

designations to recognize their existing urban character and the presence of services and facilities.

c. Urban Joint Planning Areas are also designated as a way to recognize properties that are considered provisionally suitable for inclusion in a City’s Urban Growth Area pending resolution of issues relating to land use, services and facilities, governance, financing, revenue sharing and similar concerns. In the interim, pending resolution of the issues specific to each urban Joint Planning Area that will be addressed in the joint plan, and to preserve options for ongoing planning, such areas are designated and zoned for low density “urban reserve” land uses; currently vested projects within these designated Urban Joint Planning Areas shall, however, retain their existing zoning.

UGA-8 The purposes of designating Urban Joint Planning Areas and defining a cooperative inter-jurisdictional planning process are to:

for provisional inclusion within an Urban Growth Area subject to further planning and resolution of outstanding issues;

! develop plans cooperatively with Cities and service providers to facilitate annexation of these unincorporated areas over time, or to provide equitable service arrangements, consistent with inter-local agreements;

! establish procedures for resolving issues affecting decisions on such areas – including but not limited to population and employment forecasts and allocations and arrangements for service provision – that are regional in nature and require resolution through a regional forum such as the Kitsap Regional Coordinating Council (KRCC);

! provide a collaborative framework, within a regional perspective, for examining and resolving issues relating to population and land use/density, land capacity, services and facilities, financing and governance for currently unincorporated areas that may be suitable for eventual annexation to cities;

! promote adoption of plans and execution of inter-local agreements that affected jurisdictions will implement; and

! facilitate County support for proposed annexations consistent with the adopted plan and agreements.

UGA- 9 Each Urban Joint Planning Area designated on the Comprehensive Plan Land Use Map shall be the subject of a separate collaborative planning process between the County, the affected City, affected property owner(s), and any affected service provider(s). The County and Cities should each commit appropriate staff and dedicate sufficient financial resources to support identified planning activities. The parties will jointly

define a schedule for required meetings, technical analysis, public review and adoption of jointly developed plans and standards. The parties may also develop provisions regarding resolution of disputes that arise during development of the plan or implementation of its provisions, including selection of a facilitator or mediator to help reach consensus on plan issues.

UGA-10 The parties to each urban joint plan shall execute an inter-local agreement setting forth the elements of the joint plan and any additional provisions regarding its implementation. The joint plan should be formally adopted by each jurisdiction as policies and implementing regulations of its respective Comprehensive Plan.

UGA-11 The joint plan may, at the City’s and County’s option, be considered a sub-area element of the respective Comprehensive Plans for purposes of any necessary amendments of plans and development regulations. The parties may also consider the sub-area for purposes of designating a planned action and complying with SEPA.

UGA-12 The County will support City annexation of unincorporated Urban Joint Planning Areas consistent with the provisions of an adopted joint plan and inter-local agreement. No annexations of or within Urban Joint Planning Areas should be approved until interlocal agreements which embody the joint plan are completed and executed and the City’s comprehensive plan

has been amended in accordance with the interlocal agreement.

UGA-13 Urban Joint Plans shall, in general, address the following elements and criteria and meet the following conditions:

- a. the plan shall address the City’s expected boundary for future expansion, which shall include the area anticipated to be annexed and/or provided with urban services over the next 20 years;**
- b. the plan shall be based on agreed upon, authorized City population and employment projections and allocations supporting the need for such expansion, including a demonstration that projected growth cannot be reasonably accommodated within the city’s existing corporate boundaries;**
- c. the plan shall identify the types, density/intensity and location of land uses anticipated within the planning area. Planned uses are expected to be urban in character and density, should include provision for open space and/or urban separators;**
- d. the plan shall identify responsibilities for providing services and facilities and associated levels of service within the Urban Joint Planning Area, and shall include an agreement for appropriate cost sharing for new or upgraded services and facilities during a period specified in the agreement. This element shall include a schedule (which may be phased) and financing plan for**

providing services and facilities to the area and shall address necessary coordination with any special purpose districts.

- e. the plan shall adequately protect critical areas, pursuant to mutually agreed upon standards, including wetlands, streams, geologically hazardous areas, wildlife and habitat conservation areas, flood prone areas, and critical aquifer recharge areas;**
- f. the plan shall provide for reciprocal notification of development proposals within the Urban Joint Planning Area, along with opportunities to review such proposals to propose mitigation measures for adverse environmental impacts on City, County or independently provided services and facilities and/or to adjacent land uses; and**
- g. the plan shall provide for the protection of and restoration of salmon habitat and be required to meet the requirements of the state salmonid policies and the Endangered Species Act. No action will be taken without public involvement and participation of interested property owners, Tribes, and appropriate agencies and groups.**

Resolution of the issues specific to each joint planning area, as reflected in an adopted inter-local agreement, shall be considered a condition precedent to full inclusion of the Urban Joint Planning Area in the County’s designated Urban Growth Area. The County and each

City will amend its respective Comprehensive Plan as necessary to incorporate the provisions of the joint plan.

Target Date: 1998, immediately following adoption of the Comprehensive Plan..

Urban Study Areas

UGA-14 Adoption of a joint plan and inter- thereupon recognized as part of the Urban Growth Area. The joint plan and interlocal agreement will be adopted as an amendment to the County's Comprehensive Plan. The County will revise applicable zoning classifications for the affected lands to conform to the adopted plan and inter-local agreement. Any portions of an Urban Joint Planning Area that are not needed to accommodate projected growth in the near-term but which are considered suitable for inclusion in the Urban Growth Area in the long-term (i.e., subsequent 20-year planning periods) may be retained in Urban Reserve. Any portion of the Urban Joint Planning Area that is determined to not meet the criteria for inclusion within the Urban Growth Area shall be re-designated as Rural.

An Urban Study Area designation is intended to recognize that a specific property or geographic sub-area may be appropriate for inclusion in an Urban Growth Area but that additional planning and discussion are necessary to determine a range of issues, including the most appropriate land uses.

The Comprehensive Plan map recognizes the Department of Natural Resources Illahee property as an Urban Study Area. This designation recognizes that there are multiple legitimate interests involved in making an appropriate decision on designation and use of the subject property. The local neighborhood and broader community, for example, have an expressed interest in land use decisions and the management of environmental resources. In the case of Illahee, the property owner also has a statutory economic mandate. Kitsap County and the City of Bremerton have also considered public acquisition and use of the property.

Implementation Strategies & Programs

1. Urban Joint Plans. Working with Cities, special purpose districts and affected property owners, the County will use the Urban Joint Planning Area process defined in the Comprehensive Plan to determine how to recognize or adjust the Urban Joint Planning Area designations shown on the Comprehensive Plan map. The County will commit staff resources to support the Urban Joint Planning Process according to a work program and timetable mutually agreed upon with the Cities. Each Urban Joint Plan should adopt a specific work program and schedule.

The Study Area designation and process are intended to provide an opportunity to recognize and accommodate these multiple interests through a facilitated multi-party planning process. In the interim, to preserve planning options, Urban Study Area properties shall be zoned Urban Reserve.

Rural Village Study Areas are also designated on the Comprehensive Plan Map for the Suquamish and Manchester areas. These study areas, and supporting policies, are described in the Rural Element of the Comprehensive Plan.

UGA-15 The 1998 Comprehensive Plan map designates the Illahee property as an Urban Study Area. This designation is intended to lead to preparation of a consensus-based sub-area plan for the property that reflects the opportunities and constraints affecting the site and that resolves issues relating to land use, environmental resources, services and facilities, and governance. The plan should strive to meet the property owner’s interests while recognizing concerns affecting the broader community, and should strive to achieve a balance of land uses that accommodate the variety of interests while protecting environmental resources.

service within the Urban Joint Planning Area, and shall include an agreement for appropriate cost sharing for new or upgraded services and facilities during a period specified in the agreement. This element shall include a schedule (which may be phased) and financing plan for providing services and facilities to the area and shall address necessary coordination with any special purpose districts; and

c. the plan shall adequately protect critical areas, pursuant to mutually agreed upon standards, including wetlands, streams, geologically hazardous areas, wildlife and habitat conservation areas, flood prone areas, and critical aquifer recharge areas.

UGA-16 Kitsap County will consult with the property owner(s), the City of Bremerton, interested Tribes, and local residents to select and appoint an advisory committee consisting of a balance of interests who will work to develop a plan for the property. The advisory committee will adopt rules of procedure, a work plan and timetable to guide its work. The governmental entities will share the costs of the planning process.

UGA-17 The participants will execute a memorandum of agreement memorializing the agreements developed during the planning process. This memorandum of agreement is intended to guide the activities of the individual jurisdictions, agencies and other interested parties in their future actions regarding the Study Area. The governmental entities should adopt any Comprehensive Plan amendments required to implement the study area plan, including re-designation of any portion of the property determined not appropriate for an Urban designation. The plan may be considered a sub-area element of the applicable Comprehensive Plan(s).

a. the plan shall identify the types, density/intensity and location of land uses anticipated within the planning area. Planned uses are expected to be urban in character and density, should include provision for open space and/or urban separators; and

b. the plan shall identify responsibilities for providing services and facilities and associated levels of

Implementation Strategies & Programs

1. Study Area Plans. Work with DNR, the City of Bremerton, Tribes and local residents to develop a sub-area plan for the Illahee property. The plan will address land use, services and facilities, environmental resources and other topics in a consensus-based forum. The County will convene, facilitate and staff an advisory committee representing a balance of interests who will develop recommendations for future use of the property. *Target Date: 1998-1999.*

[Descriptions of Designated UGAs moved to Land Capacity Appendix]

Urban Residential Land Capacity Analysis

An urban residential land capacity analysis is intended to identify the amount of land available for residential development within the UGA boundaries. The Growth Management Act requires that counties designate sufficient land in their UGAs to accommodate a 20-year population projection. The residential land capacity analysis is used in conjunction with a population-based growth target to determine if UGAs are adequate for the intended growth. For details on the methodology and assumptions used to create

Goals and Policies

The goals and policies contained in this chapter, as well as those found within the Rural Lands Chapter, describe the Comprehensive Plan's development pattern.

A. Comprehensive Plan Land Use Map

the UGA growth target and land capacity analysis, see the Population Appendix.

Existing Lot Aggregation for Tax Purposes

Over the years, the Kitsap County Assessor's Office has aggregated parcels under single ownership for tax purposes. These aggregated parcels are reflected as one parcel on the county's base parcel map. The number of aggregated parcels in the county is unknown and cannot be easily determined. For the purposes of the plan, these parcels, which have been aggregated by the County for tax purposes, shall be considered legally existing lots of record.

If, at the request of the property owner, the segregation of these parcels into individual lots would require a change in the adopted Comprehensive Plan designation, this change can be processed as an Emergency Amendment, at no charge, to the Comprehensive Plan outside of the normal annual review process. In submitting such a request it will be incumbent on the property owner to demonstrate why a change in designation is justified.

The Comprehensive Plan Land Use Map shows the land uses that are permitted by the plan. The official zoning map has been revised to be consistent with the Comprehensive Plan. The Plan also shows the locations of Urban Joint Planning Areas – which will be planned with Cities and considered for inclusion in the Urban Growth Area – and Urban Study Areas, which are subject to further planning to determine appropriate uses. A two-tiered plan designation (e.g. Urban Reserve/Urban Residential) is applied to some Urban Joint Planning Areas to indicate the likely future land use designation subject to satisfaction of

plan conditions. Rural Village Study Areas are also designated -for Suquamish and Manchester; these locations will be used as demonstration projects to develop detailed criteria, guidelines and standards for compatible rural development.

CP-1 The Comprehensive Plan Land Use Map is adopted as part of this Plan. It designates the proposed general distribution, location and extent of the uses of land for urban and rural uses, including, where appropriate, for housing, commerce, industry, recreation, open spaces, public utilities and facilities, agriculture, forestry and other uses. A large scale official version of the Comprehensive Plan Land Use Map showing property boundaries is on display with the Department of Community Development.

Comprehensive Plan Amendment Process

Kitsap County’s Comprehensive Plan is intended to be a living document that will actively guide future growth. To be effective, it must also be able to respond to changes in conditions or assumptions. The Plan – including policies, land use map designations and implementing regulations – will be subject to ongoing monitoring and evaluation. This will help ensure that appropriate changes are considered so the plan continues to accomplish its objectives. An amendment process to consider proposed changes is identified.

CP-2 Amendments to the Comprehensive Plan Land Use Map or policies will be considered once per year. A schedule for submitting and considering proposed amendments and necessary application forms will

be developed by and available from the Department of Community Development. The process for proposing Comprehensive Plan amendments shall consist of submittal of a complete application to docket the proposed amendment for consideration, review of the proposal by staff, completion of environmental review to address direct and cumulative impacts of proposed amendments, and public hearings and consideration by the Planning Commission and Board of County Commissioners.

CP-3 Kitsap County’s Urban Growth Area designations must be reviewed at least every ten years. The Urban Growth Area will be considered more frequently pursuant to the benchmarks, monitoring and evaluation program described in this Plan. Proposed amendments will be considered periodically by Kitsap County through a public process. Any amendments must be justified based on the following criteria:

- a. a change in population forecasts or allocations that cannot be accommodated within the existing Urban Growth Area; or**
- b. a significant change in conditions, circumstances or assumptions that was not anticipated at the time the Urban Growth Area was calculated or defined; or**
- c. data, based on established benchmarks and monitoring programs, indicating that Kitsap County and/or the cities is not meeting established targets for the types or densities or intensities of development.**

CP-4 A proposed Comprehensive Plan amendment must consider alternatives for responding to the change or new data, document why expansion of the Urban Growth Area or change to Comprehensive Plan polices or land use map is necessary and appropriate under the circumstances, and evaluate the environmental impacts of the proposed change. Any amendments must be consistent with the Growth Management Act, County-wide Planning Policy, applicable Comprehensive Plan policies and other requirements of federal, state and/or local laws.

CP-5 Any amendments to Comprehensive Plan policies or the Urban Growth Area should be accompanied by necessary changes to adopted development regulations required to maintain consistency, along with any necessary changes to adopted capital facility programs, transportation improvement programs or other adopted County plans or programs.

CP-6 As part of the first annual review of the Comprehensive Plan, Kitsap County will establish a process to identify and reconcile any asserted Comprehensive Plan mapping errors, and to allow individual property owners to request property-specific revisions to the Comprehensive Plan land use map. The Department of Community Development will develop an application form for submittal of map revision requests. Map changes will be considered according to the criteria in policy CP-4.

CP-7 The Kitsap County Comprehensive Plan may be r applicant or property owner. The nature of the emergency and proposed amendment shall be explained to the Board of County Commissioners, which shall decide whether or not to allow the proposal ahead of the normal amendment schedule.

Intergovernmental Coordination

CP-8 Kitsap County will work with the Port Gamble and Suquamish Tribes to execute agreements which provide a framework for cooperative discussion on comprehensive planning issues among governments and ensure that the Tribes are consulted on issues within their interests. The parties will jointly determine the appropriate contents of the agreements and a schedule for completing them.

CP-9 Kitsap County will work with the Cities, Tribes, property owners, local residents, and special purpose districts through the urban joint study area process defined in the Comprehensive Plan. This process will provide a framework for

ongoing planning and decision making concerning local land use and public service issues.

B. Residential Development

The intent of the Comprehensive Plan is to encourage most new growth to occur within the urban growth areas depicted on the plan map.

TABLE LU-2 Land Use Designation Acreages for Unincorporated Kitsap County

Plan Designation	Parcel Acres
Airport	185
Business Park	239
City	32,991
Forest Resource Lands	2,725
Highway/Tourist Commercial	988
Industrial	3,045
Industrial Urban Reserve	1,938
Interim Rural Forest	49,432
Military	8,260
Mineral Resources	2,922
Neighborhood Commercial	274
Open Space	2,013
Parks	2,387
Public Facilities	1,002
Regional Commercial	438
Rural Protection	27,181
Rural Residential	78,959
Tribe	4,065
Urban Commercial	11
Urban High Residential	282
Urban Low Residential	9,794
Urban Medium Residential	377
Urban Reserve	7,485
Urban Restricted	1,567
Total	238,559

The intent is to encourage urban growth through higher densities and infill incentives while providing for rural residential living as

an alternative housing choice. Public services and capital facilities will be provided to support planned growth. This plan includes seven residential classifications which range in density: Rural Residential (which replaces Rural Medium), Rural Protection (which replaces Rural Low), Urban Reserve (outside of UGAs), Urban Restricted, Urban Low, Urban Medium, and Urban High.

For rural residential designations, goals and policies, see the Rural Lands Chapter.

Urban Residential Designations

Urban Residential areas are designated within the urban growth areas on the Comprehensive Plan Land Use Map. These lands are classified into five types by density: Urban Restricted, Urban Low, Urban Medium, Urban High Density Residential, and Urban Reserve. Minimum densities shall be considered in the zoning ordinance for the urban areas.

Urban Restricted: The Urban Restricted Designation is applied to those areas within urban growth areas which have been identified as critical areas and regulated pursuant to the Critical Areas Ordinance, or are planned as greenbelts or urban separators, and are therefore appropriate for lower density development. These areas include significant salmon spawning streams, wetlands and steep slopes. The intent is that development would be limited in these areas to protect these environmentally sensitive areas within UGAs. Non-residential development would also be limited. Actual allowed densities will be determined at the

time of application following a review of the site and potential impacts to the critical area.

Urban Low-Density Residential: A density of five to nine dwellings per acre is allowed within the Urban Low Density

Residential Designation. These areas are, or will be, provided with public sewer and water. Urban residential development is often characterized by single-family houses on individual lots within subdivisions.

Higher densities will be encouraged in residential areas within UGAs to maximize the return on public investment in infrastructure and to promote affordable housing. At the same time, the importance of neighborhood preservation and compatible land use designations will be recognized. Design guidelines should be developed to help ensure that new, higher density development is compatible with established residential areas.

Consideration should be given to permitting duplexes on double lots, triplexes on triple lots, and four-plexes on quadruple lots. Eventually, zoning for minimum lot sizes will reflect the existing adjacent development pattern and the communities' ability to provide adequate infrastructure to support increasing densities.

Urban Medium-Density Residential: A density of 10 to 18 dwelling units per acre is allowed within the Urban Medium Density Residential Designation. These areas are, or will be, provided with public sewer and water. Permitted residential development includes duplexes, townhouses, multiple-family dwelling and small lot single family residences.

These areas are intended to recognize existing development patterns, to maximize the return on public investment, to facilitate public transit and to promote affordable housing. These areas should have good access to major streets, commercial services and public open space. Design guidelines should be developed to help ensure that new, higher-density development is compatible with established residential areas.

Urban High-Density Residential: A density of 19-24 dwelling units per acre is allowed within the Urban High-Density Residential Designation. These areas are or will be provided with public sewer and water and other urban services..

This designation encourages higher densities within the UGAs where a full range of public services are available or planned . These areas may be located on or near major transportation corridors and/or ferry terminals, proximate to commercial services and public open spaces. This type of development is intended to support and facilitate public transit and to promote pedestrian and other non-motorized transportation, and promote affordable housing.

Within this designation there may be a mix of land uses, including residential and professional offices. Any non-residential uses will be developed at a higher standard due to the residential mix. Possible standards to ensure compatibility include design guidelines, setbacks, walls, screening, open spaces and vegetative buffers, taking into consideration existing development patterns. Actual zoning will be further broken down into categories dependent upon the intensity

of adjacent developments and available infrastructure capability.

Urban Reserve: The Urban Reserve designation is used on the Comprehensive Plan Map to indicate areas that are potentially suitable for inclusion in the Urban Growth Area. Urban Reserve areas are intended to recognize:

- a. designated Urban Joint Planning Areas, to reflect areas proposed by the Cities for designation as an Urban Growth Area and which are subject to a joint planning

process;

- b. designated Urban Study Areas, which are intended to resolve issues regarding potential land uses; and
- c. lands contiguous or adjacent to designated Urban Growth Areas which are deemed necessary to hold in reserve for potential future inclusion within an Urban Growth Area in response to future needs as reflected in revised or updated population or employment forecasts or allocations.

These areas are given an interim low density designation of 1 dwelling unit per 10 acres as a means of preventing establishment of land uses or land use patterns that could foreclose planning options and eventual development or redevelopment at higher urban densities. Designated Urban Reserve lands that are determined to not be needed or appropriate for urban development pursuant to a defined planning process will be re-designated as Rural through the Comprehensive Plan amendment process.

Residential Goals

- 1. To encourage most new growth to locate within designated Urban Growth Areas at higher densities.
- 2. To provide guidelines and incentives to ensure that higher density development is appropriate in scale and design and enhances community livability.
- 3. To provide a variety of housing types within Urban Growth Areas to meet the housing needs of all Kitsap residents.
- 4. To provide public services and capital facilities to support planned growth.
- 5. To encourage infill developments on vacant land within UGAs that has been bypassed in the development process.

6. To encourage urban medium- and high-density residential uses to be located near commercial areas and public open space on sites with good access to major streets and served by public water and sewer.
7. To encourage land use patterns which ensure compatibility with established residential areas.
8. To encourage the maintenance and enhancement of views.

Urban Residential Policies

- LU-1** Kitsap County adopts a target of 5 dwelling units per acre as the average density for new development within designated Urban Growth Areas. This average density target is adopted as a means of using land more efficiently, providing services and facilities at lower public cost, encouraging use of public transit, and encouraging more affordable housing.
- LU-2** Where densities are expressed as a range on the Comprehensive Plan Land Use Map and/or in the Kitsap County zoning code, the lower end of the density range should be considered as a minimum density for new development within urban residential classifications. All new residential development within the Urban Growth Area should achieve these minimum densities except where lower densities are appropriate to recognize the presence of critical areas – including streams, wetlands, fish and wildlife habitat, geologically hazardous areas, flood-prone areas and aquifer recharge areas – and to recognize

the existence of neighborhoods or subdivisions which have little vacant land and little or no opportunity for infill or redevelopment.

LU-3 Density incentives should be developed and applied in the Urban Growth Area to encourage the provision of affordable housing, significant open space, community amenities, transportation-oriented planning and high quality design.

LU-4 Kitsap County will use the monitoring and evaluation program established to implement Comprehensive Plan policy UGA-5 as a means to identify any pattern of significant under-building within various residential zoning classifications. In the event that development is not achieving established target densities, Kitsap County will identify and develop a strategy and program for remedying any regulatory problems inhibiting achievement of established targets. Failure to achieve target densities shall not be used as a basis for amending the Urban Growth Area until such program has been implemented.

LU-5 Following the adoption and initial implementation of this Plan, Kitsap County should encourage innovative, high quality infill development and redevelopment in existing developed areas within the Urban Growth Area. Possible approaches may include a variety of regulatory, incentive and program strategies. Guidelines should address the following issues:

- a. preservation of historic and

- natural characteristics of neighborhoods and sites;
- b. provision of community space, pedestrian mobility and safety;
- c. creation of usable open spaces, community facilities and non-motorized access;
- d. design variety through lot clustering, flexible setback requirements and mixed attached and detached housing types; and
- e. design variations in multi-family buildings such as

variations in facades, roof lines and other building design features.

LU-6 A system of incentives should be developed to make small, vacant parcels within urban growth areas more attractive for development at higher densities.

LU-7 The zoning ordinance will allow for the approval of accessory dwellings within each residential zone.

LU-8 The zoning ordinance shall establish specific design standards for medium- and high-density developments to ensure compatibility with existing low-density neighborhoods.

Implementation Strategies & Programs

1. Urban Design. The County will develop standards and guidelines intended to encourage development of high-quality, higher density development in the Urban Growth Area. This evaluation will include consideration of revised site planning requirements, zoning standards, design guidelines and appropriate incentives for

achieving objectives for urban design. *Target Date: 1999*

C. Commercial Lands

As the county's population increases, so does the need for commercial land. The Comprehensive Plan recognizes four types of commercial areas and one type of business park designations: Neighborhood, Tourist/Highway, Urban, Regional Commercial and Business Park.

Commercial land use in Kitsap County takes many forms. The strip commercial activities along Wheaton Way in east Bremerton, the large warehouse-type stores east of Clear Creek in Silverdale, the Kitsap Mall in Silverdale, Suquamish's village center, and the commercial uses at Sedgwick Road and Highway 16 near Port Orchard, are all distinct examples of the various types of commercial development found throughout the county. Each of these examples has its own history, character and purpose.

Kitsap County's commercial areas provide several important functions. First, the lands developed for commercial activities help to ensure that the residents and traveling public are able to obtain goods and services in a convenient manner. Second, commercial activities provide employment opportunities for the residents of the county. Third, regional commercial uses help to bring dollars into the county from residents of other counties who come here to take advantage of a wide choice and variety of goods and services. Finally, our commercial areas help create the image of our county. Since our commercial areas are generally located on major travel routes, they are more visible to visitors and residents than any other type of land use.

As the community continues to try to diversify its employment base, some residents are

mindful of the important role that commercial land plays in producing jobs. Some residents desire that everyone be given the opportunity to realize maximum gains from their property.

However, time and experience have proven that total reliance on the market to dictate commercial land use patterns yields uncertainty and an awkward mixture of land uses and development patterns so unstable that they threaten all investments. Historically, zoning has resulted from abuses of complete freedom of land use which has endangered life, health and property values in other parts of the country. It is the intent of the Comprehensive Plan to direct commercial activity into areas where it can develop harmoniously, with minimal conflict among uses. It is also intended to provide lands necessary to meet future employment projections and residents' needs.

As is the case with other land uses, some existing commercial developments should be recognized even though future land uses will be discouraged from occurring in a similar pattern, such as strip commercial development along roads. Strip commercial developments have caused many problems in terms of traffic congestion, inappropriate mixed uses and visual chaos. Each business along the street becomes a place to turn, greatly reducing the street's traffic capacity as well as increasing by many times the number of potential accident situations. This pattern has promoted single-occupancy vehicle use rather than transit or other forms of high-occupancy vehicle use and contributed to air pollution, energy waste and further traffic congestion. The length of the commercial strip, often backed by residential development, greatly increases the number of land use conflicts between property owners. The businesses were designed to face the street, and site improvements aimed at enhancing the visual image usually are in the front part of the property. Little or no thought is given to the

rear yard areas which abut backyard outdoor living spaces of adjoining residences. Commercial demand and residential uses often have been intermixed along the street.

This haphazard mixing of commercial and residential uses is the antithesis of integrated, visually pleasing, and functional, mixed-use developments that can occur in planned commercial centers. Retail and service commercial uses on the first floor with residences on the second and above floors of planned centers can reduce auto trips, provide housing and maximize the use of urban land and infrastructure.

Since commercial areas are almost invariably located along traffic arteries or at major intersections, they are seen by more people each day than any other part of the county. For most residents and visitors, they create our community's image, even though they occupy less than 1% of our land area. Community design standards are needed to augment Comprehensive Plan policy and zoning regulations in order to improve the appearance of existing commercial areas and to ensure attractive new commercial development. Median strips can solve or relieve some of the traffic problems, and special site development standards relating to setbacks, fences and screening can reduce conflicts with residential uses. Control of the number and size of signs does a great deal to maintain some sense of visual order.

Commercial development along the highways of the county will become an even more pressing issue as the population grows and the traffic along the highways increases. Thus far, Kitsap County has been generally free of commercial clutter along its major north-south highways (Highways 3 and 16). However, pressure for development can be expected to grow very intense as these highways carry a higher volume of traffic and as improvements

are made to interchanges, such as Highway 16 at Mullenix Road and Highway 3 at Highway 305. The County should find ways to contain future commercial development at the interchanges, if it is to occur at all. It is very important to prevent the beginning of commercial strips along the highways of the county. In addition, strict appearance standards for new commercial development at the highway interchanges should be developed to protect the image of the community. Finally, only those uses which require access and traffic volumes afforded by highway interchanges should be allowed near interchanges.

Designated commercial land uses should be reasonably scaled to future needs, using population and employment forecasts and market assessments to identify any need for additional commercial land uses over time. Kitsap County should also develop policy and criteria to allow for the expeditious approval of future designations as commercial when there is a demonstrated need. The commercial centers identified on the Comprehensive Plan Land Use Map are intended to fulfill this requirement. The various commercial center designations described below include both population and spacing criteria. It is important to understand that the intent is that both population and spacing criteria must be met prior to approving new centers.

Neighborhood Commercial: These commercial centers occur on smaller sites and provide for the daily and/or quick-stop shopping needs of the immediate neighborhood in which they are located. The site size may vary in order to accommodate the provision of certain services, such as stormwater facilities, as a requirement of development approval. These centers should not detract from the residential environment in which they are found. Appropriate standards dealing with lot coverage, landscaping,

parking, signage and other considerations shall be included in the zoning ordinance to regulate the site design of these centers.

Future residential development will indicate a need for additional neighborhood commercial centers as growth occurs. New locations should be based upon demonstrated need. In urban areas, these centers shall be spaced a minimum of one-half to one mile apart, and should be located at the intersection of major streets (known as major collectors).

Examples of uses appropriate for this designation include supermarkets, drug stores, small grocery store, restaurants, laundry and dry cleaning establishments, branch banks, video rental and delicatessens. The intent is to recognize these commercial areas and reinforce them through appropriate design standards.

For a discussion of neighborhood commercial centers in rural areas, see Rural Lands Chapter.

Highway/Tourist Commercial: The plan recognizes that some areas are needed to serve the traveling public and those commercial establishments which require large acreage sites and a high degree of visibility from the highways. Typical uses include motels and restaurants and drive-up restaurants. These areas are found along major traffic corridors within urban areas and at appropriate highway interchanges.

The plan recognizes that tourism is a rapidly growing part of the economic development of the county. Permitted uses should focus on catering to the needs of the tourist, including visitor services and accommodations. An example of an area which is appropriate for a Tourist/Highway Commercial designation is the historic settlement of Port Gamble. Bethel Road near the Highway 16 overpass is an example of an area characterized by many

uses which require large sites for outside storage of goods and a high degree of visibility from the highway.

Urban Commercial: Medium- to large-sized commercial centers which occur on sites ranging in size from 10 to 20 acres. The site size may need to be increased to accommodate requirements of development approval, such as stormwater facilities. Appropriate standards dealing with lot coverage, landscaping, parking, signage and other considerations shall be included in the zoning ordinance to regulate the site design of these centers. These commercial centers provide for the shopping and service needs of large sections of urban Kitsap County. Examples of uses include superstores, department stores, automotive parts and sales, hardware and home improvement stores along with smaller stores found within neighborhood commercial centers. The center located at Bethel and Lund in South Kitsap County is an example of this type of center. It is intended that mixed-use centers that include residential uses on the second and above floors of new commercial centers be allowed.

This designation also serves to recognize existing commercial land use patterns. These land use patterns often occur in the form of emerging commercial strips. This land use pattern often results in traffic congestion and a poor visual image. New commercial strips are discouraged and new commercial uses in the form of centers are encouraged. It is recommended that steps be taken to develop appearance standards which are designed to enhance both the existing and future commercial area image.

Future residential development will indicate a need for additional urban commercial centers as growth occurs. New locations should be based upon demonstrated need. These centers should be spaced two to four miles apart and

serve a population of approximately 10,000 to 20,000 people. These centers should be located at the intersection of major streets (known as principal arterials).

Regional Commercial: These commercial centers provide for the shopping and service needs of the entire region. Generally these centers will contain two or more major department stores along with several shops of the same kind for comparative shopping.

Generally, these centers should be spaced at least eight miles apart and have a site requirement of at least 40 acres. The population served by these centers may range in size between 150,000 to 250,000 people. On the east side of Puget Sound the Tacoma Mall, Sea-Tac Mall, South Center Mall, downtown Seattle, Northgate Center and Alderwood Mall are examples of regional commercial centers. The Kitsap Mall is an example of a regional commercial center in this county.

A regional commercial center will attract free-standing commercial services that take advantage of the center's customer traffic. Care should be taken to minimize adverse traffic impacts. Special design considerations may be appropriate to protect the visual integrity of the area surrounding the regional commercial center. Appropriate standards dealing with lot coverage, landscaping, parking, signage and other considerations shall be included in the zoning ordinance to regulate the site design of these centers.

Commercial Goals

9. Focus most commercial growth within Urban Growth Areas where most of the County's future population growth will be guided and where public services and facilities will be focused.

10. Identify an amount of land and variety of sites for commercial land uses that are reasonably scaled to the needs of the community.
11. Focus commercial land uses in defined areas and minimize future strip commercial development.
12. To encourage the development of an attractively designed commercial land use pattern that ensures a convenient and adequate supply of goods and services to the residents of the county as well as the traveling public.
13. To recognize existing commercial development patterns.
14. To provide suitable and sufficient opportunities for commercial and service activities within the urban areas and encourage intensive development of these areas.
15. To recognize and protect the character of the county’s historical “old town” commercial areas.
16. To encourage mixed-use development including retail, professional offices, personal services and high-density residential in the form of centers at selected locations within the urban area.

Commercial Land Use Policies

LU-9 Kitsap County should designate sufficient land for anticipated commercial land uses on its Comprehensive Plan Land Use Map. Designation of new commercial areas should consider county-wide population and employment forecasts and the local

needs of the surrounding community.

LU-10 Kitsap County should develop standards for commercial development that identify appropriate site size for different types of centers, appropriate types of uses, and guidelines for design that encourage attractive and efficiently functioning centers.

LU-11 Commercial areas should be compact to encourage pedestrian and non-motorized travel and transit use.

LU-12 Along Highways 3 and 16, future commercial development may be allowed when based upon demonstrated need for specific uses appropriate to these locations, contained at the interchanges and subject to strict visual appearance standards.

LU-13 Strip commercial developments shown on the Comprehensive Plan Land Use Map along major roads and highways shall not be extended; infill in these areas will be encouraged.

LU-14 No new strip commercial shall be permitted along major or secondary routes.

LU-15 Commercial uses along major streets and highways in urban growth areas shall be subject to special development standards relating to landscaping, setbacks, signs and median strips.

LU-16 All commercial development shall

be subject to special development standards relating to setbacks, landscaping, physical buffers, screening, signs, building heights and design review.

LU-17 Commercial developments which abut residential zones or residential uses shall be subject to special setback and screening provisions.

LU-18 The Zoning Ordinance should allow for attractive, integrated, mixed-use development within planned commercial centers to provide affordable housing and reduce auto trips.

Implementation Strategies & Programs

1. Commercial Uses. Kitsap County will review its development standards for commercial development to ensure that they address site size, use and design for different types of commercial activities. Supplemental regulations or development guidelines will be considered, as appropriate, for parking,

access, signs, view protection, landscaping, and other issues relating to the quality, appearance and functioning of commercial

- ! diversifying the County’s economic base to become less dependent on the U.S. Navy;
- ! providing enough available, serviced land in sites of sufficient size to allow expansion of existing businesses and attraction of new industries;
- ! focusing most future employment growth within designated Urban Growth Areas;
- ! encouraging development of high quality business parks of sufficient size to meet market needs; and
- ! treating potential business park and industrial sites as a resource that should be protected from competing or conflicting

areas. *Target Date: 1999.*

D. Business & Industrial Lands

The Comprehensive Plan Land Use Map designates land for business park and industrial activities. These designations are intended to promote economic development, which is one of the Growth Management Act’s fundamental planning goals. Kitsap County is pursuing this goal in tandem with the Act’s other goals, including reducing sprawl, guiding urban growth to appropriate areas, protecting the environment and providing adequate public services and facilities.

The larger topic of economic development is addressed in a separate chapter of this Plan. The Economic Development appendix to the Plan also shows the County’s work supporting a need for a sufficient supply of land to accommodate employment growth, to enhance and diversify the local economy, and to foster the community’s economic well-being. Some of the economic-related land use issues that need to be addressed through the Comprehensive Plan include the following :

uses.

The discussion below describes the business and industrial designations used on the Land Use Plan map. These include Business Park, Light Industrial, Heavy Industrial and Waterfront Industrial.

Business Parks. The plan provides for integrated grouping of small to medium-sized businesses within an attractive, park-like setting. The intent is to allow for flexibility in the amount of space within each individual business dedicated to office use, warehousing and/or light manufacturing operations.

Development of the park should be on a site of at least seven acres in size and be based on an overall master plan approved by the County.

Industrial Lands. The Industrial Lands designation covers a wide variety of Industrial Uses and locations. Generally these activities require reasonable accessibility to the highway system. In addition, dependable power, public water and sites relatively free of natural development limitations are necessary. Depending on uses, public sewer may also be necessary.

Waterfront sites with Industrial zoning should be reserved for Industrial uses which are water dependent or water related and are consistent with uses permitted in the Shoreline Management Master Program.

Industrial sites located adjacent to an Airport Zone should be reserved for Airport/Aircraft-related uses.

Goals

- 10. To encourage industrial activities and their related land uses as a means to create new jobs and improve the overall tax base of the county.
- 11. To identify and protect sufficient land area for future industrial use.
- 12. To encourage any future industrial uses located near residential uses or on sites visible from public roadways to develop in an industrial-park setting.

Business & Industrial Policies

LU-19 Most future employment growth should be accommodated in the designated Urban Growth Area. Existing business and industrial activities in the Rural area may

continue but should not be expanded. Limited new or expanded business and industrial activities may be permitted within defined Rural Villages, Rural Communities or Rural Industrial Areas designated in the Comprehensive Plan as appropriate for limited and contained growth, infill and redevelopment.

LU-20 Maintain an industrial lands inventory report which identifies vacant land without major natural limitations and which is or could be zoned for industrial use.

LU-21 Land use activities other than industry should generally be discouraged from locating within industrial areas with the exception of worker convenience uses such as restaurants, banks, and auto service stations.

LU-22 Encourage new industrial activities to locate in the areas most conducive to industrial development; e.g., few or no natural limitations to development, reasonable accessibility to major streets and highways, available services and facilities.

LU-23 Industrial park developments may be allowed in all industrial designations and shall include a landscaped setback, berms, walls or other structures to adequately buffer the industrial activities from adjacent residential land uses.

LU-24 The outside storage of equipment or materials within industrial parks shall only be allowed when screened from adjacent properties or public

roadways.

LU-25 The zoning ordinance should contain minimum performance standards for noise, vibration, smoke and particulate matter, odors, heat and glare and other aspects as appropriate which shall ensure compatibility with adjacent land uses including residential neighborhoods.

(Resource Lands subsection moved to Rural Chapter.)

E. Open Space and Greenways

The following section includes goals and policies regarding open space land and a summary of the Kitsap County Greenways Plan..

Open Space

Open space, in the broadest sense, may include any space which is not occupied by buildings. The values of open space are frequently discussed in terms of the recreational opportunities it provides, or the wildlife habitat preserved, but just as important is how open space – including tree lined roads, pastoral fields, wooded ravines, wooded hillsides, and views of the water and mountains -- defines the physical character of a community.

The amount, quality and integration of open space in our communities is a major factor in determining the quality of our lives. Preservation of open space is also compatible with economic development and growth. The experience of other areas of the country demonstrates, in fact, that coordinated planning for open space is part of a successful and sustained economic development strategy.

This plan defines open space as land (and

water) which is not developed (or minimally developed), or which is in some manner dedicated or managed to ensure it will remain that way. It includes lands owned by the public and private owners. It may be enjoyed visually even if physical access is not available. Examples of open space include: lands which are managed for forestry and agriculture; golf courses, parks, public plazas within urban areas; cemeteries; lands on which property owners have granted conservation easements; lands which the property owner and the County have contractually agreed to preserve through an open space tax agreement; lands set aside as open space as part of a discretionary permitting process; lands preserved through regulatory constraints; lands acquired by public agencies as wildlife habitat; and lands owned and managed by private conservation organizations. There are many ways by which open space can be preserved, and many people and organizations who can participate in preserving it.

The importance of open space in Kitsap County is reflected in a number of documents which have been created in the recent past. Examples include: the County's Open Space Plan, which establishes a current use taxation program and sets out standards and procedures for that program; the Park, Recreation and Habitat Plan, prepared at the direction of the Fair and Parks Department, recommends acquisition and development of park and open space lands throughout the county; the Greenways Plan has broad ranging recommendations for the preservation of linear open space corridors throughout the county; various community and rural design plans recommend open space preservation; watershed action plans have been or are being prepared for most of the county; and each incorporated municipality has a Parks and Recreation Plan.

Kitsap County is embarking on an effort to consolidate the essential elements of these documents into a single, comprehensive Open Space Plan which will be adopted as an element of the County’s Comprehensive Plan at the first annual update. The new Open Space Plan is intended to provide a “game plan” which will enable the County to move forward in a coordinated and effective way.

Goals

- 19. To preserve open spaces in rural and urban areas which contribute to community character; protect resources and ecologically sensitive areas; and enhance recreational, educational and aesthetic opportunities.
- 20. To achieve a countywide connective system of open space that provides open space within and between urban growth areas and, where feasible, connects important open space lands through trails, greenways and/or wildlife habitat corridors.
- 21. To preserve open space in Kitsap County through the use of a variety of preservation options.
- 22. To provide effective stewardship and management of open space lands, particularly through the formation of public-private partnerships.

Policies

LU-26 Lands identified in county and city open space plans shall be top priority for public acquisition or preservation efforts, and shall at a minimum include:

- X Natural shorelines and waterfront

that provide significant wildlife habitat, passive recreation or access opportunities;

- X **Important green spaces in urban growth areas and lands which connect or adjoin existing publicly owned areas or privately preserved lands;**

- X **Lands not under the protection of critical areas regulations, or critical areas which provide valuable education or public access opportunities;**

- X **Areas with important scenic values, such as the farmland north of Waaga Way and the Howe Farm;**

- X **Areas identified as critical fish and wildlife habitat;**

- X **Existing pockets of old growth forest.**

LU-27 Publicly owned, undeveloped road ends, tax-title lands and rights-of-way should be evaluated for use as trails, wildlife corridors, water access or other open space uses, and where valuable for those uses, shall be recovered.

LU-28 Lands preserved at public expense shall be selected based upon objective criteria, and the criteria and properties to be acquired shall be reviewed periodically.

LU-29 Kitsap County shall continue to use the Conservation Futures Levy for open space preservation.

LU-30 Kitsap County shall designate the

County's portion of the compensating tax for removal of property from open space classification to be used for open space preservation.

LU-31 Update and revise the County's 1987 Open Space Plan (pertaining to Current Use Tax Assessment) to reflect the goals and policies of the adopted Comprehensive Plan. Specifically, lands identified in the adopted Countywide Open Space System shall have priority for current use tax assessment, and current use tax assessment criteria shall be further defined.

LU-32 Develop and maintain an open space inventory to evaluate the implementation of the Open Space Plan, and update the open space overlay during Comprehensive Plan revisions to reflect refinements to natural systems identification and land status changes.

LU-33 The Open Space Plan shall serve as a basis for the countywide greenways planning process. Upon adoption of the greenways plan, it shall become an amendment to the Comprehensive Plan.

LU-34 Minimum sizes for buffers and wildlife corridors should be established based upon scientifically known needs of particular wildlife. Where feasible, open space corridors shall include vegetative buffers and riparian zones.

LU-35 Parks, open space parcels, wildlife habitat corridors, trails and

educational facilities should be connected, where feasible, throughout Kitsap County.

LU-36 Establish an active program to encourage donation of open space and conservation easements.

LU-37 Kitsap County should notify landowners of their potential role in the Open Space Plan, and shall pursue open space preservation of private lands with willing landowners.

LU-38 To the extent possible, open space in planned unit developments shall be contiguous within the site plan and should be encouraged to be contiguous with preserved open spaces on adjacent sites. Public access for trail linkages shall be encouraged.

LU-39 Continue to encourage preservation of historic or working farm land, particularly through tax policy, conservation easements, innovative design criteria and the establishment of a small farms institute as recommended by the Rural Policy Roundtable, to encourage small farms. A historic Kitsap County working farm should be preserved for educational and scenic purposes.

LU-40 Kitsap County shall preserve open space using a variety of tools, including, but not limited to, tax incentives; conservation easements; mitigation; land and habitat restoration; development design criteria (e.g. clustering); encouragement of private land preservation efforts; acquisition of

key parcels; and sensitive areas and rural areas policies and regulations. The County should work with the Department of Natural Resources' Natural Area Preserve Program and the Natural Resource Conservation Area Program to preserve open space.

LU-41 Open space preservation efforts should be coordinated among federal, state, local and tribal governments, school districts, port districts, water districts, landowners, developers and land conservancies to provide an integrated, effective open space system for Kitsap County.

LU-42 Open space planning should be coordinated with Pierce, Mason and Jefferson Counties to more effectively preserve watersheds, wildlife and scenic views and provide meaningful recreational opportunities, particularly along Hood Canal.

LU-43 Work with the federal government to preserve open space on military properties.

LU-44 Kitsap County shall work with interested community groups to distribute resource material and provide referral services.

LU-45 The County shall encourage homeowners associations and property owners to work with parks agencies and land trusts to effectively maintain buffers and open space within and around developments. The County should form active partnerships with

community groups to effectively maintain natural areas, trails and greenways.

LU-46 Publicly owned open space areas should be identified and/or publicized with signs or brochures. Environmental, cultural or historical education should be considered in selecting open space projects.

LU-47 Stewardship issues shall be considered when acquiring open space, and where significant issues exist, the County shall form ad hoc stewardship committees which may include neighbors, community groups and affected government agencies to recommend stewardship and management plans.

LU-48 Access should not be required of all open space sites and should be limited in ecologically sensitive open space areas.

Greenways

The Kitsap County Greenways Plan is a plan that addresses how a range of elements (e.g. recreational and commuter bikeways and trails, scenic resource and wildlife corridors) can work together as a system to link together a variety of destinations, such as parks, schools, places of employment, shopping areas and transit facilities. In addition, the system can provide access to a variety of scenic, educational, and interpretive resources. The connecting links will consist primarily of built facilities, such as commuter and recreational bike routes, pedestrian trails and equestrian trails, but also may include other, undeveloped corridors intended to maintain the underlying scenic and natural resources of Kitsap County. The resultant network will

work with other existing and proposed facilities and policies to enhance the quality of life in Kitsap County.

The Greenways Plan crosses political boundaries to a large degree, and is drawn from, coordinated and integrated with plans from the Department of Public Works, the Department of Fair and Parks, the Department of Community Development and the Open Space Council. The Plan also is coordinated with, and relates to, relevant plans of the incorporated municipalities.

Implementation Strategy: The Kitsap County Greenways Plan shall be reviewed and considered for adoption within one year of adoption of the Comprehensive Plan. (Copies of the Greenways Plan report are available at the Kitsap County Public Works Department. For a summary of the plan, see the Land Use Appendix.)

The following goals and policies of the Greenways Plan are incorporated, by reference, into the goals and policies of the Comprehensive Plan.

Kitsap County Bicycle Facilities Plan. Recommended goals and policies of the Transportation Component of the Greenways Plan provide for on-road non-motorized transportation facilities (bicycle and pedestrian) as indicated on the Bicycle Facilities Plan as well as provide for future/additional “branch” facilities.

Kitsap County Off-Road Trails Plan. Recommended goals and policies of the Recreation Component provide for recreation through the provision of bicycle, pedestrian and equestrian off-road trail facilities as indicated on the Off-Road Trails Plan, as well as provide for future/additional “branch” facilities, both

of which expand the network of non-motorized transportation facilities.

Roadside Scenic Resource Corridors Plan. Recommended goals and policies of the Scenic Resource Component provide for maintaining and enhancing the quality of existing roadside scenic landscapes and for the formation of scenic touring routes, as indicated on the Roadside Scenic Resource Corridors Plan, as well as provide for future/additional corridors. These corridors in turn serve to protect and enhance the investment in corresponding bicycle facilities from the Bicycle Facilities Plan.

Wildlife Corridors Plan. Recommended goals and policies of the Natural Resource Component provide for the preservation of aquatic and terrestrial wildlife movement corridors, including existing regulated habitat areas and the relevant connections between them as indicated on the Wildlife Corridors Plan, as well as provide for future/additional corridors.

F. Historic Preservation

The specific goal for historic preservation outlined in the Washington State Growth Management Act requires Kitsap County to identify and encourage the preservation of lands, sites and structures that have historical or archaeological significance. In order to adequately document and preserve important aspects of our past, the county and its cities must develop a coordinated approach to the identification and preservation of our historic, archaeological and cultural resources. The following goals and policies are intended to further clarify and direct efforts toward implementation of an effective historic preservation plan. (For more information on historic preservation efforts in Kitsap County,

see the Land Use Appendix.)

Goals

- 23.** Improve identification and evaluation of historic, archaeological and cultural sites and resources throughout Kitsap County.
- 24.** Increase recognition of historic, archaeological and cultural resources throughout Kitsap County.
- 25.** Protect, conserve and enhance historic, archaeological and cultural sites and resources through a systematic, comprehensive planning approach, including land use and building code regulations.
- 26.** Coordinate and cooperate with local, state and national historic and cultural preservation organizations.

Policies

- LU-49** Working with the Kitsap Historical Society, other organizations and interested citizens, Kitsap County should fully inventory historical, archaeological and cultural resources, including districts and landscapes, that provide unique insights into the history and development of the county.
- LU-50** Working with the Kitsap Historical Society, other organizations and interested citizens, Kitsap County should develop guidelines for the evaluation of potential impacts to significant historical, archaeological and cultural resources from development activity.

LU-51 Kitsap County should encourage the preservation and rehabilitation of historic structures through the adoption of building code amendments for historic structures.

LU-52 Historic districts (those identified now and in the future), cultural resource areas and specific historic sites and structures should be integrated into zoning and planning maps.

LU-53 The Kitsap County Zoning Ordinance should be revised to include provisions to permit the review of individual development, redevelopment and demolition plans to ensure protection and minimize the impacts on cultural, historic and archaeological resources.

LU-54 Assistance should be provided to developers, landowners, the construction trade and interested citizens, regarding appropriate re-use and rehabilitation of identified historic sites and buildings.

LU-55 Assistance should be provided to developers, landowners, the construction trade and interested citizens, in obtaining grants and receiving available tax incentives for the re-use and rehabilitation of identified historic sites and buildings.

LU-56 Public awareness of cultural resources should be increased through educational and interpretive projects that highlight sites included on the county inventory or those eligible for inclusion in local, state or national

registers for historic places.

LU-57 Awareness by County employees, developers, landowners and interested citizens should be increased through training about cultural heritage preservation issues, including state and federal penalties for disturbance, destruction or removal of archaeological resources.

Implementation and Financing Strategies

Integration of planning is essential at all levels to assure successful implementation of a preservation program. In Kitsap County, ordinance and procedural changes, among other things, are needed to implement our goals and policies. The following are a range of strategies that may be considered in achieving the Historic Preservation goals and policies of this Chapter.

- # Train volunteers to participate in the development of a county inventory of historic places. Include interested citizens and representatives from communities and local historic preservation organizations.
- # Develop and encourage self-guided tours which highlight cultural resources on the county inventory.
- # Install interpretive signs for sites on the county inventory (with landowner approval).
- # Host educational seminars that will highlight cultural resources on the county inventory or those that may be eligible for inclusion.
- # Waive or reduce permit and impact fees for re-use or rehabilitation projects that are

consistent with surrounding land uses.

- # Provide flexibility in the county zoning codes for uses on historical sites that are compatible with surrounding land use.
- # Develop an educational effort oriented towards the general public regarding cultural resources: what they are, where they are, what their significance is and how they can be integrated and compatible with surrounding land uses.
- # Develop additional funding sources or minimize costs to supplement current county funding for the preservation of historic, archaeological and cultural resources. Possible funding sources are: research grants, user fees, use of volunteers and penalties for the violation of preservation policies.

G. Drainage, Flooding & Stormwater Runoff

Review of Drainage and Flooding

Kitsap County’s natural drainage system does not contain significant portions of any major rivers. The upper reaches of the Union and Tahuya Rivers are located in the Southwest portion of the County. The county’s land mass is primarily drained through a large number of small streams with most typically averaging less than 50 cubic feet per second of flow. The Kitsap Water Resources Inventory Area (WRIA) contains approximately 521 rivers and streams consisting of approximately 665 linear miles of drainage (KPUD - Kitsap Initial Basin Assessment). The landmass geology tends to consist of fairly shallow soils underlain by densely compacted glacial till often resulting in perched water tables and shallow horizontal ground water flow. The topography and shape of the land mass is such that there are few areas of serious flooding

even during periods of high rainfall and heavy runoff. There are, however, isolated areas where the hydraulic capacity of urban runoff systems and small streams is inadequate to convey flows resulting in short duration nuisance flooding during periods of extreme rainfall. The County also contains a number of small closed depressions which present flooding problems during periods of high groundwater and runoff. Some of these closed depressions are defined and protected as wetlands pursuant to the Critical Areas Ordinance.

Identified areas with runoff or significant flooding problems, and current or planned actions to correct problems are identified below:

1. Myhre Rd. @ Silverdale Way (All Star Lanes, Parker Paint, Don Panchos etc.) - currently the subject of a flood reduction study funded by Kitsap County.
2. Manchester (Polk Avenue, Alaksa Avenue, Crowell problem, N. End of Nebraska Ave., Marten and Virginia Ave.) - currently the subject of a stormwater basin study to determine solutions to a variety of runoff related problems.
3. Point No Point (Buck Lake Road to Lighthouse area) - currently the subject of a flood reduction study.
4. Suquamish (Augusta, Angeline, Geneva area) - a contract is being negotiated for a drainage study for this area.
5. Navy Yard City (L Street, M Street, Merrill Pl., G Street) - retrofit projects are being accomplished as opportunities present themselves.
6. Converse Ave. (Sherlyn, Kerry Lane, Carlson Lane, Bethel at Sedgewick,

Estonia).

7. Gorst (Old Belfair Hwy. just south of S/R3) - no action at this time.
8. East Bremerton (Echo Drive, Bentley Drive) - no action at this time.
9. McWilliams Court (Between Pheasant Run and Mosher Creek) - conveyance capacity study and preliminary design complete;. will be constructed as a retrofit subject to negotiation of easements.
10. Anderson Creek (Anderson Hill and Anderson Landing area) - no action at this time.

Kitsap County Surface and Stormwater Programs

Kitsap County's stormwater programs consist of two major components. The Surface and Stormwater Management (SSWM) program is a comprehensive multi-agency flood and non-point pollution control program. Agencies currently drawing funding from the SSWM program include the Kitsap County Department of Public Works, the Bremerton-Kitsap County Health District, and the Kitsap Conservation District. The Public Works portion of the SSWM program is charged with the responsibility for implementing a number of program elements aimed at correcting existing flooding problems. These program elements include stormwater basin planning, capital improvements, drainage system inspection, stormwater system operations and maintenance, and retrofit of existing stormwater facilities. Programs are funded through the institution of a fee based on impervious surface coverage. The Capital Improvement and Retrofit elements of the program fund the construction of facilities and projects which correct existing runoff quantity related problems. Smaller capital improvement projects to correct existing

system deficiencies are carried out by SSWM maintenance crews as system retrofits.

The Development Review and Permitting section of the Stormwater program is responsible for developing stormwater standards and reviewing land development proposals for compliance. Kitsap County has adopted stormwater standards (Ordinance #199-1996) for new development and re-development. These standards meet or exceed the technical requirements for stormwater management contained in the Department of Ecology's Stormwater Management Manual for the Puget Sound Basin (SWMMP SB) as required by the Puget Sound Water Quality Management Plan (PSWQMP). These standards will be used by Kitsap County to implement its responsibilities under the Growth Management Act, the Puget Sound Water Management Plan and other requirements of law.

As flood prone areas are identified they are analyzed and projects to correct flooding are identified. The specific projects identified during the planning process are rated using set criteria and are then placed into a project priority array. Final designs are completed for high priority projects and construction is carried out under SSWM's capital improvement program element. SSWM staff work with a Stormwater Advisory Committee consisting of program agencies, citizens, tribes, cities, and state officials. The Committee provides input into the prioritization of capital projects as well as providing SSWM with a broad range of input regarding program direction and implementation.

The stormwater design standards require performance of an engineering analysis of areas upstream and downstream of proposed land development projects to determine

potential impacts. In the project planning process, applicants are required to develop mitigation strategies for control of both stormwater quantity and quality. Mitigation strategies must address the predicted impacts of the proposed project on upstream properties, downstream drainages, and receiving waters.

Existing Polluting Discharges

A baseline water quality monitoring program is an on-going component of Kitsap County's SSWM program. In addition to the county's water quality monitoring programs, the Washington State Department of Ecology and the State Department of Health also monitor water quality in the county's receiving waters. Based on their own monitoring data and data input from others, the Department of Ecology produces a list (the 303d list) of impaired or threatened waters requiring additional pollution controls. Water bodies listed on the 303d list are identified below. The majority of the listed lakes and creeks experience fecal coliform, temperature, turbidity and/or phosphorus. The bays, harbors and larger water bodies experience more complex pollution problems:

- Eagle Harbor**
- Port Orchard, Agate Passage, and Rich Passage**
- Sinclair Inlet**
- Dyes Inlet and Port Washington Narrows**
- Port Gamble Bay**
- Liberty Bay**
- Minter Creek**
- Little Minter Creek**
- Burley Creek**
- Bear Creek**
- Union River**
- Dogfish Creek**
- Grovers Creek**
- Horst Creek**

**Wright Creek
Blackjack Creek
Annapolis Creek
Beaver Creek
Clear Creek
Barker Creek
Big Beef Creek
Kitsap Lake**

The 303d list includes a number of water bodies that have polluted sediments as a result of past industrial and municipal discharges.

Since the passage of the Clean Water Act, industrial dischargers have been regulated and permits with strict effluent limitations have been required through the National Pollutant Discharge Elimination System (NPDES), a federal program implemented at the state level. The NPDES program has been successful in eliminating polluting industrial and municipal “point discharges.” There are a variety of sources of funds, including potential grant funding, that might be used to clean up polluted sediments left from past industrial and municipal operations.

Non-Point Pollution Abatement and Planning Programs

To address diffuse pollution, also often referred to as “non-point” pollution, Kitsap County has developed Watershed Management Plans for the Dyes and Sinclair Inlet drainage basins and is completing development of Watershed Management Plans for the Upper Hood Canal and Liberty

Basin Planning

*Stormwater system GIS
Drainage basin infrastructure planning
Aid to existing spill response programs
Wellhead protection*

Capital Improvements

Construction of maintenance waste

Bay/Miller Bay watersheds under the WAC 400-12 process. These plans identify non-point pollution problems and provide a number of action recommendations that should be implemented to better control non-point pollution and improve the quality of receiving waters. Watersheds for which non-point pollution plans have been developed or are under development include the Dyes and Sinclair Inlet watersheds and Upper Hood Canal and Liberty Bay/Miller Bay watersheds

SSWM’s drainage system inspection element identifies water quality problems as a part of routine inspection activities. All of the SSWM program agencies respond to citizen generated water quality concerns by fielding personnel to perform on-site review and field screening to determine the validity of concerns. Standard monitoring and source tracking methodologies are used to determine the seriousness and extent of the problems and to identify their sources. After the sources have been identified appropriate actions are taken to correct the problems. Sources of non-point pollution typically include but are not limited to illegal dumping, illicit discharges, failed on-site sewage systems, urban runoff, and agricultural problems.

Kitsap County’s SSWM provides funding for a number of non-point pollution control related elements. These program elements include:

*processing facilities
Regional stormwater facility construction
Fish passage barrier elimination, flood reduction, water quality improvement projects*

Operations and Maintenance

Drainage system inspection (public and private)

Stormwater system operation and maintenance

Retrofit of existing facilities

Maintenance waste testing and disposal

Water quality revolving loan fund

Public Education

Stream/valuable habitat/stormwater facility signing, catch basin stenciling

Community outreach (school presentations, community meetings and events, pamphlets and brochures)

Public Involvement

Customer service

Stream Team

Stormwater Advisory Committee

Recreational Shellfish Program

Water Quality Monitoring

Stormwater impact monitoring

Sampling in response to public concern

Best management practices monitoring

Baseline surface water quality monitoring

Boat waste and on-site sewage system programs

Boat waste control program

On-site sewage system survey program

On-site sewage system operation and maintenance program

On-site sewage system complaint response program

Moderate Risk Waste Management

Household hazardous waste collection program

Small quantity generator program

Oil and Antifreeze recycling program

Agricultural Programs

Agricultural best management practice installation/maintenance

Resource preservation and enhancement

Education

The sub-elements listed under the major program headings are evaluated annually and adjusted as necessary to address specific issues and sources of non-point pollution identified in local watershed action plans and the Puget Sound Water Quality Management Plan.

Goals

1. Manage stormwater to protect shellfish beds, fish habitat, and other resources; to prevent the contamination of sediments from urban runoff; and to achieve standards for water and sediment quality by reducing and eventually eliminating harm from pollutant discharges.
2. Reduce harmful non-point sources of pollution to Puget Sound and other water bodies.
3. Mitigate erosion, sedimentation and stormwater runoff problems related to land clearing, grading and development.
4. Protect property from excess stormwater runoff, erosion and sedimentation.
5. In cooperation with neighboring jurisdictions, Tribes and interested citizens, develop and implement watershed action plans to reduce and prevent non-point pollution.
6. Reduce harm from wastes generated by existing and future on-site sewerage

systems.

7. Reduce harmful discharges from agricultural practices.
8. Provide technical support to the public in stormwater management practices.

activity shall be controlled so that the peak rates and volumes of runoff leaving the post-developed site do not exceed the capacity of receiving drainage conveyance facilities; do not increase the potential for stream bank erosion; and do not add significant volume to an off-site closed depression.

Policies

SW-1 Kitsap County will consider and adopt ordinances and programs to control stormwater runoff through approaches including but not limited to the following:

- a) adopt a stormwater technical manual that meets the state minimum requirements;
- b) control off-site effects of runoff pollution, erosion, flooding and habitat damage;
- c) protect natural drainages, habitat and wetlands;
- d) implement source control and treatment best management practices; and
- e) require adequate stormwater facilities concurrent with development.

SW-4 All sites meeting the definition of a major development shall, through the application of best management practices, provide permanent facilities for the enhancement of runoff quality.

SW-5 Individuals responsible for operation and maintenance of stormwater facilities shall operate and maintain their facilities in accordance with the requirements of the Stormwater Management Ordinance and Design Manual.

SW-6 As the first priority in stormwater management, stream bank erosion control best management practices shall utilize infiltration to the fullest extent practicable.

SW-2 All surface water and stormwater entering a project site in its predevelopment state shall be received at the naturally occurring or otherwise legal location. All surface and stormwater leaving a project site shall be discharged at all times during and after development at the naturally occurring or otherwise legally existing locations so as not to be diverted onto or away from downstream properties.

SW-7 Encourage the preservation of natural drainage systems.

SW-8 Encourage the use of source control and implement mitigative actions to control nonpoint source pollution.

SW-9 Maintain wetland hydrology and provide stormwater treatment prior to discharge into wetlands.

SW-3 Runoff resulting from development

SW-10 Educate the public, businesses and industries about stormwater impacts and source controls.

SW-11 Use watershed and basin plans as a means to reduce stormwater impacts and non-point pollution and to coordinate with neighboring jurisdictions.

SW-12 Adopt agricultural best management practices to control and reduce harmful discharges to surface waters.

H. Aquifer Recharge Areas

The Natural Systems Chapter of the Comprehensive Plan identifies goals and policies for identifying and protecting Aquifer Recharge Areas. The Plan recognizes two categories of recharge areas – Critical Aquifer Recharge Areas and Recharge Areas of Concern. These are shown on a map in the Map Book.

Critical Aquifer Recharge Areas are intended to protect significant drinking water supplies from contamination. These areas include one-year travel zones surrounding Group A wells, the Hansville Recharge Area, and specified five-year travel zones in Wellhead Protection Zones.

Recharge Areas of Concern include specified areas with permeable surface soils, areas above shallow aquifers and areas of small well concentrations (Group B systems).

Critical Aquifer Recharge Areas and Recharge Areas of Concern are protected through a combination of low density land use designations on the Comprehensive Plan Land Use Map (and corresponding zoning designations), and implementation of the Kitsap County Critical Areas Ordinance.

