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Land Use Chapter Relationship to Vision

Vision	Land Use Chapter Concepts
<p>County Government. County government that is accountable and accessible; encourages citizen participation; seeks to operate as efficiently as possible; and works with citizens, governmental entities and tribal governments to meet collective needs fairly while respecting individual and property rights.</p>	<ul style="list-style-type: none"> ▪ Provide policy direction based on citizen participation to guide future land use decisions. ▪ Include policies to help shape intergovernmental processes.
<p>Natural Environment. Natural ecosystems – including interconnected wetlands, streams, wildlife habitat, and water quality – that are rehabilitated, protected and enhanced and that allow for flexible and innovative development to meet environmental and growth goals. In developed areas, the growth pattern supports conservation of non-renewable energy and minimizes impacts on air quality and climate.</p>	<ul style="list-style-type: none"> ▪ Support prevention of environmental degradation from stormwater runoff, flooding and contaminants. ▪ Encourage compact development in centers that supports conservation of non-renewable energy and reduces impacts on air quality and climate.
<p>Housing. Residential communities that are attractive, affordable, diverse, and livable supported by appropriate urban or rural services. A variety of housing choices are available, meeting a full range of resident income levels and preferences. Residents are able to walk between neighborhoods and to community destinations.</p>	<ul style="list-style-type: none"> ▪ Provide policy direction for the development of diverse housing types. ▪ Provide for various types of neighborhoods. ▪ Provide for densification in some areas that encourages the development of walkable neighborhoods.
<p>Open Space. An open space network – including greenbelts, wildlife habitat, forested areas, and active and passive parks – that is accessible, interconnected, provides opportunities for recreation and defines and distinguishes urban and rural areas.</p>	<ul style="list-style-type: none"> ▪ Include policies guiding open space preservation.
<p>Urban Areas. Healthy urban areas that are the region's centers for diverse employment and housing opportunities, all levels of education, and civic and cultural activities.</p>	<ul style="list-style-type: none"> ▪ Focus housing and population growth in urban areas. ▪ Identify land for commercial, industrial and business development, and allows for a variety of uses and development types on those lands. ▪ Encourage the creation of mixed use neighborhoods.
<p>Rural Areas. Rural areas and communities where unique historical characters, appearances, functions, and pioneering spirits are retained and enhanced. Natural resource activities, such as forestry, agriculture, and mining continue to contribute to the rural character and economy. Rural recreation opportunities are enhanced, including equestrian facilities, trails, and others.</p>	<ul style="list-style-type: none"> ▪ Allow for protection of rural areas by focusing growth in urban areas. ▪ (See Chapter 3, <i>Rural and Resource Lands</i>, for further policy guidance affecting the rural area.)
<p>Cultural Resources. Historical and archaeological resources that are recognized and preserved for future generations.</p>	<ul style="list-style-type: none"> ▪ Provide policy guidance for inventorying, recognizing, and protecting the county's historic and cultural resources.
<p>Economic Development. A stable, prosperous and diversified economy that provides living wage jobs for residents, supported by adequate land for a range of employment uses and that encourages accomplishment of local economic development goals.</p>	<ul style="list-style-type: none"> ▪ Identify land for commercial and industrial development, and allows for a variety of uses and development types on those lands. ▪ Provide the land use capacity for employment growth, allowing for new businesses and expansion of existing businesses.
<p>Public Services and Facilities. Public services and facilities – including, but not limited to, parks and recreation, law enforcement, fire protection, emergency preparedness, water/sewer, roads, transit, non-motorized facilities, ferries, stormwater management, education, library services, health and human services, energy, telecommunications, etc. – are provided in an efficient, high-quality and timely manner by the County and its partner agencies. Public services and facilities are monitored, maintained and enhanced to meet quality service standards.</p>	<ul style="list-style-type: none"> ▪ Focus growth in areas that will have access to urban services such as sewers and water systems. ▪ Provide for a land use pattern that can be served efficiently with various public services and facilities. ▪ Provide guidance for the County's Capital Facilities Plan.
<p>Transportation. An efficient, flexible, and coordinated multi-modal transportation system – including roads, bridges and highways, ferries, transit, and non-motorized travel – that provides interconnectivity and mobility for county residents and supports our urban and rural land use pattern.</p>	<ul style="list-style-type: none"> ▪ Provide for a land use pattern that allows for more efficient transportation in urban areas. ▪ Provide policy direction for the development of transit-supportive densities in growth nodes and centers.



Chapter 2. Land Use

2.1. Plan Context

The Land Use Chapter plays the central role of guiding urban land use patterns and decisions for the unincorporated portions of Kitsap County. In keeping with state law, the County fulfills this responsibility of shaping land use primarily by regulatory means such as zoning and critical areas ordinances (CAOs). Land use goals and policies relate directly to the other chapters of the Kitsap County Comprehensive Plan (Plan), particularly Chapters 6, 8, and 11 (*Housing, Transportation, and Capital Facilities*).

The Land Use Chapter provides policy guidance for the development of Kitsap County's unincorporated areas, primarily focusing on unincorporated urban areas. Chapter 3, *Rural and Resource Lands*, provides policy guidance for rural areas. The policies in the chapter work in tandem with the Comprehensive Plan Land Use Map, which illustrates the location of various land use categories. Please refer to Figures 2-1 and 2-2 for the Land Use Map (north and south on two figures). This chapter is divided into the following sections:

- Population projections and distributions
- Land capacity analysis
- Reasonable measures
- Urban growth areas (UGAs)
- Land use map, Plan amendments, and coordination
- Urban residential development
- Commercial lands
- Industrial and business lands
- Open space and greenways

- Historic preservation
- Drainage, flooding and stormwater

An inventory of existing land use conditions was created with the Plan. The inventory is contained in Section 3.2.1, *Land Use*, of Volume II. Key issues related to existing land use conditions in the unincorporated county are summarized as follows:

- The predominant pattern of residential development throughout the unincorporated areas, including the rural area, is low-density single family. Almost half of the developed residential acreage in the designated UGAs has 5 dwelling units per acre (du/ac) or fewer.
- Percentages of land historically developed in residential use are nearly the same for urban and rural designated areas (39.5% of UGAs and 36.6% of rural areas).

These issues provide the challenges for the future of how to:

- Direct the bulk of growth toward urban areas.
- Provide greater distinction between urban and rural areas.
- Guide land use patterns to allow for efficient provision of urban services such as sewers and transportation systems.
- Preserve open space.

2.2. Land Use Goals and Policies

2.2.1. Population Projections and Distributions

This section provides direction on population growth forecasts and allocations used for planning purposes. Because population growth is generally accommodated through the development of new housing units, Chapter 6, *Housing*, also provides direction.

Figure 2-1. Comprehensive Plan Land Use Map, North

Figure 2-2. Comprehensive Plan Land Use Map, South

The Plan directs future residential and employment growth within the unincorporated portions of the county. Future population growth is accommodated by growth in residential units. As part of this Plan, a land capacity analysis was conducted to determine the capacity for new residences and the associated population, as well as new jobs within the unincorporated county. The Plan includes land use capacity for approximately 23,338 new residential units in the unincorporated county. Based on an average household size of 2.5 for single-family units and 1.8 for multifamily units, unincorporated population growth associated with these new units would be 56,865 persons; 36,444 in UGAs and 20,421 in rural areas. The Plan includes land use capacity for approximately 36,000 new jobs; the majority of these jobs would also occur within UGAs. For information on existing population and housing and the relationship of allocated growth to regional growth projections and distributions, see Section 3.2.3, *Population, Housing and Employment*, of Volume II. See Chapter 6, *Housing*, for more specific information on the county's future housing unit growth.

The intent of goals and policies regarding population projections and distributions is to establish the growth forecasts to be used for planning purposes, and the specific growth targets for each UGA. Designated UGAs are intended to accommodate 20 years' population growth, based on official growth management forecasts adopted by the State of Washington Office of Financial Management. These county-level forecasts are distributed among jurisdictions in the region through a deliberative process. The Kitsap Regional Coordinating Council (KRCC) – comprised of elected officials of the region's governmental entities – is the body charged with making recommendations for such allocations. Goals and policies also identify the County's process for analyzing land capacity and determining whether actual growth is on track to meet adopted targets.

Goal 1. Plan for projected population growth consistent with the Washington State Growth Management Act (GMA) and the Kitsap County Countywide Planning Policies (CPPs).

- Policy LU-1 Adopt the intermediate range population forecast developed by the Washington State Office of Financial Management as a guide for future land use planning, consistent with CPPs. The intermediate range population forecast for all of Kitsap County for 2025 is 331,571 people.
- Policy LU-2 Plan for approximately 76% of countywide population to occur in urban areas and 24% in rural areas, consistent with the CPP.
- Policy LU-3 Adopt population growth targets for unincorporated Kitsap County, its UGAs, and its rural area as shown in Table 2-1. The County shall provide policies and regulations designed to meet those targets.

Policy LU-4 Coordinate with the cities and tribal governments, using the KRCC as a forum, to establish updated population forecasts and distributions to reflect RCW 43.62.035 (Determining Population Projections).

Table 2-1. Kitsap County Planning Area Growth Targets

Area	Population Growth Target	Kitsap County Comprehensive Plan Capacity
	2005-2025	
Kingston UGA	2,816	2,774
Poulsbo UGA	2,378	2,152
Silverdale UGA	6,988	6,877
Central Kitsap UGA	7,526	5,882
East Bremerton UGA	1,905	1,557
West Bremerton UGA	1,756	1,436
Gorst UGA	73	51
Port Orchard UGA	8,212	8,210
ULID #6 UGA	7,553	7,505
SKIA UGA	0	0
Total Unincorporated UGAs	39,207	36,444
Rural Area	20,421	20,421
Total Unincorporated County	59,628	56,865 ¹

¹ Banked population (i.e., population from the target that is not currently accommodated) will be available to allocate through the Countywide Planning Policies (CPPs) and UGA Management Agreement (UGAMA) planning processes. See Policy LU-13 and Policy LU-29.

2.2.2. Land Capacity Analysis

This section provides direction on monitoring growth within the county for planning purposes. The Plan identifies a process for monitoring and evaluating land use and development trends within UGAs and for periodically revising them as appropriate. This process is intended to be consistent with the “Buildable Lands” provisions of the GMA (RCW 36.70A.215). Kitsap County wishes to comply with these requirements 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 Kitsap County's land capacity methodology. The goal and policies below set the framework for the County's monitoring process. Chapter 18, *Implementation*, provides additional detail.

Goal 2. Ensure consistent application of land capacity studies.

Policy LU-5 Monitor and review land capacity and development trends occurring within UGAs annually.

- Policy LU-6 Use the Updated Land Capacity Analysis methods to identify capacity for urban residential and urban commercial/industrial lands.
- Policy LU-7 Evaluate the assumptions contained in the County’s Updated Land Capacity Analysis annually.

2.2.3. Reasonable Measures

This section provides direction on measures being taken by the County to meet its population growth targets and to comply with GMA and CPP requirements for urban areas. The reasonable measures goal and policies in this Plan call for the County to implement reasonable measures to accommodate growth if actual achieved densities are not consistent with the Land Use Map, Plan policies, and Plan growth targets.

GMA requires certain counties (including Kitsap) to review and evaluate whether actual development within the UGAs is at urban densities and is consistent with the jurisdictions’ population growth targets and comprehensive plans. Kitsap County adopted its first Buildable Lands Report (BLR) in August 2002. The County’s next statutorily required BLR update is due in 2007.

The 2002 BLR indicated that in some cases, urban densities were not being achieved within certain UGAs. However, the report noted that the analysis period of 1995-1999 would have only addressed one year of growth under the approved 1998 Plan. The Central Puget Sound Growth Management Hearings Board (CPSGMHP) (case No. 04-3-0009c) did identify an inconsistency between “planned” and “actual” development patterns in that more growth was occurring in rural areas than was targeted in the CPPs.

In 2004, the County amended the 2002 BLR to identify a set of “reasonable measures” meant to help increase consistency between actual development and that envisioned in the County’s Plan. The County recognized 18 reasonable measures already existing in Kitsap County Code (KCC) and existing sub-area planning documents, in Resolution No. 158-2004. In 2005, the KRCC identified a “menu” of 46 “reasonable measures” to encourage urban growth and increase residential development capacity in existing UGAs (i.e., to promote infill development) for jurisdictions to consider during their comprehensive plan updates, in compliance with RCW 26.70A.215. A measure the County put in place after the recent adoption of the 18 reasonable measures includes allowing plats of up to nine lots through an administrative short plat process.

Preliminary growth monitoring indicates that between 2000 and 2005 Urban Low Residential plats in total achieved an average of 5.6 units/net acre which is within the Urban Low Residential density range, although this average was not uniformly achieved in all UGAs. Adjusting zoning allowances as well as improving the availability of urban public services could help the achievement of density goals throughout urban areas. (Please see Appendix C of Volume II FEIS for additional information on preliminary monitoring.)

The County has committed to not only adopting, but also implementing adequate reasonable measures. The County includes several *new and or enhanced* reasonable measures as part of the Comprehensive Plan 10-Year Update to increase urban growth, increase efficiency in the delivery of public services in urban areas, and to address the imbalance in urban and rural growth. These reasonable measures include but are not limited to:

- Increase residential densities within existing UGA boundaries.
- Permit plats of up to nine lots through an administrative short plat process.
- Allow for and monitor alternative sanitary sewer systems in unincorporated UGAs.
- Remove pre-planning allowances in UGAs.
- Provide for regional stormwater facilities in unincorporated UGAs.
- Strengthen and amend policies to promote low impact development (LID).
- Consolidated Comprehensive Plan land use designations.
- Adopt a new Mixed Use zone.
- Mandate minimum densities for new subdivisions.
- Increased building height limits through incentives.
- Proposed design guidelines for Silverdale.
- State Environmental Policy Act (SEPA) categorical exemptions for mixed use and infill development for Silverdale.
- Increased thresholds for SEPA categorical exemptions countywide.
- Adopt Transfer of Development Rights (TDR) policies and implementing regulations.
- Adopt Allowances for density bonuses in policies.
- Adopt policies addressing and promoting reasonable measures.
- Adopt policies addressing association and UGA Management Agreements (UGAMAs).

Goal 3. Enact and implement reasonable measures to ensure that growth in urban areas is consistent with Plan growth targets.

Policy LU-8 Use the Buildable Lands Program to help track the type, location, amount, and rate of growth in the urban and rural areas. Growth will be evaluated to ensure that it is consistent with Plan assumptions and policies.

- Policy LU-9 Consider the need, based on the findings of the Buildable Lands Program, to further evaluate or increase the amount or rate of growth in urban areas, or to modify the County's development regulations to ensure that urban growth does not occur in the rural area.
- Policy LU-10 Adopt and implement reasonable measures if Plan policies result in inconsistencies between achieved and planned densities.
- Policy LU-11 Monitor the effectiveness of adopted reasonable measures annually. Document the effectiveness of reasonable measures in 5-year intervals with the publication of the BLR.

2.2.4. Urban Growth Areas

According to GMA goals, growth is to be encouraged in urban areas, and the CPPs allocate, most growth within UGAs. GMA provides that UGAs must be reviewed at least every 10 years to determine if growth and permitted densities in the county and cities are occurring as planned. This mandatory review is also required to account for the succeeding 20-year planning period population forecast. The process of ongoing planning and evaluation envisioned by the GMA may occur more frequently if a local jurisdiction desires.



The UGAs designated on the Land Use Map have been defined based on direction in CPP and GMA requirements. The 10 designated UGAs within the unincorporated county are described below.

Kingston UGA

The Kingston UGA includes the unincorporated community of Kingston, and is located in the northern portion of the county adjacent to Puget Sound. It is approximately 1,600 acres in size. The UGA includes the Kingston old town, which has a small town character with small-scale commercial uses, and primarily single-family residential development outside of the old town. The Kingston UGA remains unassociated without a contiguous incorporated jurisdiction. Due to the size and development pattern of the UGA, it is unlikely that this area will incorporate in the 20-year planning period. Kitsap County expects to continue to be the provider of planning and urban services for this area. Goals and policies related to Kingston can be found in Chapter 12, *Kingston Sub-Area Plan*.

Poulsbo UGA

The City of Poulsbo is located along Liberty Bay. The Poulsbo UGA includes several non-contiguous unincorporated areas adjacent to the City of Poulsbo, totaling approximately 850

gross acres in size. The UGA has a suburban character of predominantly single-family residential development. Many areas of the UGA have views of Liberty Bay and the Olympic Mountains. The Poulsbo UGA was associated with the City of Poulsbo with the adoption of the Poulsbo Sub-Area Plan (Chapter 15) in 2002. To ensure consistent development patterns between those properties inside the City and those inside the UGA, the City and County adopted an interlocal agreement to address development regulations within the UGA. Through this agreement, the City's zoning and subdivision regulations apply to the development of properties within the UGA.

Silverdale UGA

The Silverdale UGA includes the unincorporated community of Silverdale and is located predominantly to the north and west of the northern portion of Dyes Inlet. It includes approximately 7,400 gross acres (including roads, rights-of-way, and waterbodies). The Silverdale UGA includes a downtown area with a regional commercial center, a historic Old Town, and a mix of uses. The UGA also include industrial areas. Outside of the downtown, the UGA has a suburban character with predominantly single-family residential uses. Silverdale is designated as a "Regional Growth Center" by the Puget Sound Regional Council (PSRC), but the boundaries of this designation focus on the downtown vicinity. Citizens within the Silverdale UGA have discussed incorporation at different times over the past 10 years. As incorporation and annexation is a common manner to address capital facilities and planning for urban areas, Kitsap County will coordinate and cooperate in future discussions of the incorporation of the Silverdale UGA. Goals and policies specifically related to Silverdale can be found in Chapter 14.

Central Kitsap UGA

The Central Kitsap UGA is located between Dyes Inlet to the west and Port Orchard Bay to the east, and is generally southeast of the Silverdale UGA and north of the City of Bremerton and its UGAs. The Central Kitsap UGA includes approximately 6,400 gross acres. It has a predominantly suburban character, with commercial uses concentrated along SR 303, some multi-family residential uses, and a predominance of single-family residential uses. The UGA includes the Illahee community. The Central Kitsap UGA is currently unassociated with an incorporated jurisdiction. The City of Bremerton, through its adopted comprehensive plan, has shown interest in the future annexation of this UGA. The close proximity of this UGA and East Bremerton UGA requires close coordination of planning between these two urban areas.

As many issues remain about the provision of urban services, revenue sharing, and coordinated annexation of the area, the County will pursue association of the Central Kitsap UGA with the City of Bremerton concurrently with the negotiation of a UGAMA. As encouraged under the CPPs, the development of this agreement shall be consistent with policies LU-26 through LU-30 in 2007/2008.

East Bremerton UGA

The East Bremerton UGA includes two unincorporated areas located adjacent to the eastern portion of the City of Bremerton. The two UGAs are located between the Central Kitsap UGA and city boundaries, and total approximately 1,300 gross acres. The East Bremerton UGA is primarily suburban in character, with a majority of its land in single-family residential use and some commercial development along the SR 303 corridor. The East Bremerton UGA was associated with the City of Bremerton in the adoption of the 1998 Comprehensive Plan. Through future annexations, it is expected that much of this UGA will become part of the City over the next 20 years.

As provided under the CPPs, the County will pursue a UGAMA with the city to address this transfer of jurisdiction to ensure consistent development patterns between the City and UGA as well as to address the residual population allocation. The issues to be included in these UGAMA negotiations are contained in policies LU-26 through LU-30.

West Bremerton UGA

The West Bremerton UGA includes three unincorporated areas located adjacent to the western portion of the City of Bremerton (one of these is a pocket of unincorporated area surrounded by land that is part of the city). Together, these areas total approximately 1,100 gross acres. The Rocky Point portion of the UGA is primarily single-family residential in character. The Navy Yard City/National Avenue portion of the UGA contains commercial and industrial uses along with small lot single-family residential development. The western pocket of the UGA (surrounded by city land) is predominantly residential. The West Bremerton UGA was associated with the City of Bremerton in the adoption of the 1998 Comprehensive Plan. Through future annexations, it is expected that much of this UGA will become part of the City over the next 20 years.

As provided under the CPPs, the County will pursue a UGAMA with the City to address this transfer of jurisdiction to ensure consistent development patterns between the City and UGA, as well as to address the residual population allocation. The issues to be included in these UGAMA negotiations are included in policies LU-26 through LU-30.

Gorst UGA

The Gorst UGA is located at the western end of Sinclair Inlet at the junction of State Route (SR) 16 with SR 3. The UGA includes approximately 330 gross acres. The Gorst UGA is a relatively small highway-oriented commercial and industrial center. It is currently unassociated with any incorporated jurisdiction. Due to significant public health concerns regarding failing septic systems in the area, multiple jurisdictions have been pursuing public sewer for this area. The Karcher Creek Sewer District and the City of Bremerton have invested resources to address this issue.

As the UGA is contiguous to the City of Bremerton's watershed area, discussions of association of the UGA should be encouraged in 2007/2008. Concurrently, the City and County should pursue a UGAMA for this area, which should include the aspects included in policies LU-26 through LU-30.

Port Orchard/South Kitsap UGA

The Port Orchard/South Kitsap UGA includes several non-contiguous areas adjacent to the City of Port Orchard. The largest of these is located east of City boundaries and extends northeast from the City along Sinclair Inlet, includes land along Mile Hill Drive, and considerable area to the south and east of the City, as well as some areas west of the city. The UGA also includes two pockets of unincorporated area adjacent to City boundaries in the western Port Orchard area. The UGA totals approximately 6,600 gross acres. The character of the majority of the UGA is suburban, with suburban style commercial centers along the arterial corridors of Bethel Road, Sidney Road, and Mile Hill Drive, and primarily single-family residential development in other areas. The portion of the UGA northeast of the City offers views of Sinclair Inlet. The pockets of the UGA located west and southwest of the City are primarily industrial and commercial.

The Port Orchard/South Kitsap UGA was associated with the City of Port Orchard at the time of adoption of the 1998 Comprehensive Plan. Through future annexations, it is expected that much of this UGA will become part of the City over the next 20 years. Per the CPPs, the County will pursue a UGAMA with the City to address this transfer of jurisdiction to ensure consistent development patterns between the city and UGA. The issues to be included in these UGAMA negotiations are included in policies LU-26 through LU-30. Goals and policies related to Port Orchard/South Kitsap UGA can be found in Chapter 13.

ULID #6/McCormick UGA

The ULID #6/McCormick UGA is located southwest of the City of Port Orchard, and totals approximately 2,400 gross acres. The UGA is characterized by relatively recent suburban type single-family residential development and a golf course. The ULID #6/McCormick UGA is currently unassociated with two abutting incorporated jurisdictions, the cities of Bremerton and Port Orchard. With sewer service provided by City of Port Orchard and water by both Bremerton and Port Orchard, association discussions will have to specifically include agreements about the future of these and other urban services. Additionally, with the close proximity of this UGA to the Port Orchard/South Kitsap, SKIA and Gorst UGAs, association will require enhanced coordination to ensure the logical annexations throughout the south end. Goals and policies specifically for the ULID #6 UGA can be found in Chapter 15.

South Kitsap Industrial Area UGA

The South Kitsap Industrial Area (SKIA) UGA is located along SR 3 southwest of the Gorst UGA in the southern portion of the County. It is approximately 4,700 gross acres. The SKIA UGA is a major manufacturing center and is designated a “Regional Manufacturing/Industrial Center Suburban City” by PSRC. The SKIA UGA is currently unassociated with any incorporated jurisdiction. With the Bremerton National Airport and other Port of Bremerton facilities within this UGA, future planning for the area is very important to the county’s long and short-term economic diversification.

The UGA currently abuts the City of Bremerton’s watershed area, and the Port of Bremerton has executed an interlocal agreement with the City of Port Orchard for sewer and other services. Both the cities of Bremerton and Port Orchard provide water service. Association of the UGA must include these jurisdictions with discussions of economic development goals, revenue sharing, and annexation. Goals and policies related to the SKIA UGA can be found in Chapter 15.

The UGA policies reflect the intent that the majority of 20 years’ population growth, based on official growth management forecasts adopted by the Washington State Office of Financial Management, should be accommodated within UGAs; that public services and capital facilities should be provided to support the planned level of growth within the UGAs; and that development patterns in UGAs should be distinct from rural areas. UGA goals and policies also address future annexation or incorporation of unincorporated areas through the UGAMA process as defined in the CPPs.

Goal 4. Accommodate the 20-year projected population growth, consistent with the County’s adopted population targets, within designated urban areas.

Policy LU-12 Designate and associate unincorporated UGAs by allocating population according to the factors and priorities identified in the GMA: 1) currently urbanized areas with existing service capacity to accommodate future growth; 2) currently urbanized areas where a combination of existing and planned services provide capacity to accommodate future growth; and 3) lands adjacent to such currently urbanized and serviced areas. To the extent possible, define UGAs (in concert with cities) as urban areas within which the majority of future growth will be encouraged to occur.

Policy LU-13 Reallocate and resolve any significant population growth target not accommodated by a UGA boundary or zoning within the UGA, when a UGA is in close proximity to an incorporated jurisdiction and logical upzoning or UGA expansions are not available, based on the following:

- The County will enter into discussions with the incorporated jurisdiction and, through an UGAMA (see LU-26 through LU-30), distribute the remaining population growth target in a manner that serves the public interest and facilitates future annexation of the area; or
- The remaining population growth target will be redistributed to another unincorporated UGA through discussions at the KRCC and a subsequent amendment to the CPP.

Goal 5. Provide public services and capital facilities necessary to support planned urban growth at adopted levels of service.

- Policy LU-14 Require urban-level sanitary sewer service or equivalent wastewater service in all UGAs.
- Policy LU-15 Encourage the use of alternative sanitary sewer techniques within UGAs, such as package plants, membrane and drip systems and/or community drainfields, in areas where other sewer provision is not financially feasible.
- Policy LU-16 Promote Kitsap County as an agency for long-term monitoring and maintenance of alternative sanitary sewer systems in unincorporated UGAs to ensure their long-term effectiveness.
- Policy LU-17 Prioritize the UGAs for Kitsap County expenditures for public services and facilities as a tool to encourage development, to make urban areas desirable places to live, and to use existing infrastructure more efficiently and cost effectively.
- Policy LU-18 Prohibit extension or expansion of urban services and facilities in rural areas except in limited circumstances necessary to protect basic public health, safety, and the environment, and do not allow extensions or expansion in rural areas to create or encourage urban development outside the designated UGA.
- Policy LU-19 Reassess the Land Use Map and consider appropriate amendments if funding for capital facilities falls short of expectations and/or if levels of service cannot be adjusted to compensate for any shortfall.

Goal 6. Encourage and reinforce development patterns within UGAs that are distinct from those in rural areas.

- Policy LU-20 Encourage compact development patterns within UGAs, allowing for efficiencies in transportation and utilities, as well as public and capital facilities.

- Policy LU-21 Encourage infill development on vacant and underutilized lands within UGAs.
- Policy LU-22 Encourage development patterns in UGAs that support pedestrian connectivity between neighborhoods and community destinations where possible.
- Policy LU-23 Encourage development patterns in UGAs that support and encourage transit use, such as in and around more intensive nodes of mixed use development along major transportation corridors, and major employment centers.

Goal 7. Recognize and support current and prior sub-area planning processes and adopted sub-area plans.

- Policy LU-24 Incorporate goals and policies from adopted sub-area plans and on-going sub-area planning processes as chapters of this Plan.
- Policy LU-25 Use background data contained in former stand-alone sub-area plan documents for reference purposes only.

Goal 8. Facilitate and encourage incorporation or annexation with associated cities of urban areas over the 20-year planning period and ensure compatibility of development with future planned uses within the unincorporated UGA consistent with the UGAMA process called for in the CPPs.

- Policy LU-26 Address the issues related to the association of unincorporated UGAs with their corresponding incorporated cities by the end of 2008, consistent with CPP. The following unincorporated UGAs are currently associated: Poulsbo (City of Poulsbo), East Bremerton (City of Bremerton), West Bremerton (City of Bremerton), and South Kitsap/Port Orchard (City of Port Orchard).
- Policy LU-27 Establish a planning process, concurrent with the determination of UGA association, within each unincorporated UGA that abuts an incorporated area, with the goal of improving consistency between city and County plans, zoning and development regulations, as well as providing efficient delivery of urban services. The goals and procedures of the process should be described in an UGAMA between the County and the city associated with the UGA.
- Policy LU-28 Include the following components in each UGAMA:
- Specification that the city's zoning code; densities; development, subdivision, environmental and construction standards; and levels of service

shall apply to the entire UGA unless mutually agreed otherwise by the city and the County.

- Confirmation that the city’s comprehensive plan should reflect land use and capital facilities planning for the entire UGA. This should include agreement regarding the operation and maintenance of County-owned public facilities such as parks and other community buildings.
- Identification of the responsibility and mechanisms for comprehensive plan amendments, zoning changes and development applications within the UGA.
- Identification of the services to be provided, the service provider and the terms of services. All service providers should be included in UGA planning.
- Provision that the Adopted Revenue Sharing Interlocal Agreement approved by all parties in November-December 2001, or as amended in the future, shall apply.
- Description of the city’s pre-annexation planning to ensure logical and coordinated boundaries which shall include: conditioning city service extensions upon annexation for properties contiguous to the city boundary; agreements of no protest to future annexation for properties that are not contiguous; offering pre-annexation agreements to property owners interested in annexation and needing assurances for the city about services, planning or other issues; and other mechanisms.
- Other issues as appropriate for specific UGAMAs.

Policy LU-29 Include UGAMA negotiations for Central Kitsap, East Bremerton, and West Bremerton as a work plan item for the 2007-2008 budget period, dedicating staff time to their resolution.

Policy LU-30 Enter into discussions with any newly incorporated areas to address the logical transfer of jurisdiction, including the issues of infrastructure provision, ownership and maintenance; revenue sharing; and regional planning.

2.2.5. Land Use Map, Plan Amendments, and Coordination

This section provides policy direction for the adoption and amendment of the Land Use Map, which shows the land uses that are permitted by the Plan. The 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, where appropriate, for housing, commerce, industry, recreation, open spaces, public utilities and facilities, agriculture, forestry and other uses. The Land Use

Map guides growth consistent with UGA boundaries and provides the capacity to accommodate adopted growth targets. A large-scale official version of the Land Use Map showing property boundaries is on display at the Department of Community Development. The official zoning map has been revised to be consistent with the Land Use Map. The intent of the Land Use Map, Plan amendments, and coordination goals and policies is to provide overall direction for growth-related decision making and coordination with other jurisdictions and agencies.

Goal 9. Use the Comprehensive Plan policies and Land Use Map to guide all growth-related decisions by the Board of County Commissioners and County staff.

- Policy LU-31 Ensure that development and growth-related regulations are consistent with the Plan and Land Use Map.
- Policy LU-32 Monitor and evaluate new development to identify any pattern of significant under-building within various residential zoning classifications. In the event that development is not achieving established target densities, identify and develop a strategy and program for remedying any regulatory problems inhibiting achievement of established targets. Do not use failure to achieve target densities as a basis for amending the UGA until such program has been implemented.
- Policy LU-33 Allow for amendments to the Land Use Map, Plan policies, and implementing regulations consistent with GMA, CPPs, applicable plan policies and other requirements of federal, state and/or local laws.
- Policy LU-34 Docket and consider Plan amendments and related amendments to regulations comprehensively consistent with RCW 36.70A.130 and 36.70A.
- Policy LU-35 Accompany any amendments to the Plan with changes to adopted development regulations and adopted capital facility programs, transportation improvement programs or other adopted County plans or programs, as required to maintain consistency.
- Policy LU-36 Allow revisions or amendments to the Plan outside the normal schedule if the amendments are consistent with RCW 36.70A.130 and findings are adopted to show that the amendment was necessary (i.e., due to an emergency situation of neighborhood- or community-wide significance and not an individual emergency on the part of a particular applicant or property owner). The nature of the emergency and proposed amendment shall be provided to the Board of County Commissioners, which shall decide whether or not to allow the proposal ahead of the normal amendment schedule.

Policy LU-37 Allow zone changes within the same Plan designation outside of the annual amendment process. The Department of Community Development will follow the review process established in KCC Title 21 for all such proposed zone changes.

Goal 10. Coordinate with other jurisdictions, tribal government, agencies, special districts, and property owners to ensure coordinated and compatible land use planning.

Policy LU-38 Coordinate with the Port Gamble/S'Klallam and Suquamish Tribes to provide a framework for cooperative discussion on comprehensive planning issues among governments and ensure that the tribal government are consulted on issues within their interests.

Policy LU-39 Cooperate with the cities, tribal governments, property owners, local residents, and special purpose districts through the UGAMA process defined in the Plan. This process will provide a framework for ongoing planning and decision making concerning local land use and public service issues.

Policy LU-40 Coordinate with each jurisdiction to reflect appropriate development standards and requirements within each UGA.

Policy LU-41 Encourage master planning of large parcels to optimize development and achieve growth targets.

Policy LU-42 Discourage the siting of incompatible uses near military bases that would affect the installations' abilities for military readiness and future expansion.

2.2.6. Urban Residential Development

Urban residential development is envisioned to accommodate future population growth. The Chapter 6, *Housing*, provides further policy direction regarding housing types and affordability. For rural residential designations, goals and policies, see Chapter 3, *Rural and Resource Lands*.

Urban residential designations are applied within UGAs on the Land Use Map. These include Urban Low-Density Residential and Urban Medium/High-Density Residential, as described below. Designations that encourage a mix of commercial and residential uses are discussed in *Commercial Lands*. For rural residential designations, see Chapter 3, *Rural and Resource Lands*.

- **Urban Low-Density Residential.** This designation primarily focuses on single-family dwellings but also may include innovative types such as clustered housing. It also includes regulated environmentally critical areas within the UGAs and other areas identified for low-density urban development. Zones that implement the Urban Low-Density Residential designation

include: Urban Restricted Residential, Urban Low Residential, and Urban Cluster Residential.

- Urban Restricted Residential. This zone is applied to areas within UGAs that have been identified with a significant amount of critical areas and regulated pursuant to the CAO, or are planned as greenbelts or urban separators, and are therefore appropriate for lower-density development. These areas may include significant salmon spawning streams, wetlands and steep slopes. Non-residential development is limited. (1–5 du/ac generally, but determine allowed densities at the time of application following a review of the site and potential impacts to critical areas)
- 
- Urban Low Residential. This zone focuses on single-family residences. Duplexes are allowed on double lots. (4–9 du/ac)
 - Urban Cluster Residential. This zone is applied primarily to areas that are characterized by critical area constraints and large contiguous ownership parcels capable of development as a single, unified project. Clustering of appropriate residential densities in areas most suitable for such development, while simultaneously providing a high level of protection for wetlands, streams, critical aquifer recharge areas and wildlife habitat areas, is encouraged. Flexibility related to site planning is also encouraged, as the exact locations of uses should be based on the location of critical areas, transportation corridors, community needs and market conditions. (4–9 du/ac)
- **Urban Medium/High-Density Residential.** This designation primarily focuses on multifamily residential units and innovative housing types but may also include single-family housing. This designation encourages development at densities that make efficient use of public investments in infrastructure, facilitate public transit, and promote pedestrian and other non-motorized transportation. Zones that implement the Urban Medium/High-Density Residential designation include: Urban Medium Residential and Urban High Residential.
 - Urban Medium Residential. This zone focuses on duplexes, townhouses, multiple-family dwelling and small lot single-family residences. (10–18 du/ac)
 - Urban High Residential. This zone focuses on higher density dwellings, and allows mix of land uses, including residential and professional offices. It is applied in areas on or near major transportation corridors and/or ferry terminals. (19–30 du/ac)

Figure 2-3 illustrates different housing types applicable to various residential designations.

Goal 11. Encourage new residential growth to locate within designated UGAs at higher densities than in rural areas.

- Policy LU-43 Require all new residential development within the UGA to achieve 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.
- Policy LU-44 Allow for flexible development standards in residential zones.
- Policy LU-45 Provide a system of incentives to make small, vacant and underutilized parcels within UGAs more attractive for development at higher densities.

Goal 12. Provide a variety of housing types within UGAs to meet the housing needs of all Kitsap residents.

- Policy LU-46 Provide development standards that allow for a range of housing types such as single-family, clustered, duplexes, townhouses, zero lot-line, condominiums, and manufactured homes.
- Policy LU-47 Provide development standards that permit accessory dwellings within all residential zones.
- Policy LU-48 Provide regulatory flexibility and incentives to promote affordable housing.
- Policy LU-49 Provide density incentives in the UGA to encourage affordable housing.
- Policy LU-50 Increase the allowed structure height to accommodate higher density construction in the Urban Medium Residential and Urban High Residential zones.

Figure 2-3. Housing Types

Goal 13. Ensure that new development is compatible with established residential areas and provide for quality development.

- Policy LU-51 Provide guidelines and incentives to ensure that higher density development is compatible with future planned uses in scale and design and enhances community livability.
- Policy LU-52 Establish specific development standards for medium- and high-density developments to ensure compatibility with existing low-density neighborhoods.
- Policy LU-53 Encourage innovative, high quality infill development and redevelopment in existing developed areas within the UGA, while addressing the following issues:
- a. Preservation of historic and natural characteristics of neighborhoods and sites;
 - b. Provision of non-motorized access, and pedestrian mobility and safety;
 - c. Creation of usable open spaces, community space and facilities;
 - d. Design variety through lot clustering, flexible setback requirements and mixed attached and detached housing types; and
 - e. Design variations in multifamily buildings such as in facades, roof lines and other building design features.
- Policy LU-54 Where appropriate, provide for area-specific design guidelines to promote compatibility between existing and new development.

Goal 14. Provide residential areas with convenient access to transportation, urban amenities, and goods and services.

- Policy LU-55 Encourage urban amenities such as open space, plazas, and pedestrian features in areas of more intensive development within UGAs.
- Policy LU-56 Encourage new opportunities for and preservation of existing public waterfront access.
- Policy LU-57 Encourage non-motorized and pedestrian linkages in UGAs.
- Policy LU-58 Encourage the maintenance and enhancement of public views.

- Policy LU-59 Provide density incentives in the UGA to encourage the provision of significant open space, community amenities, transportation-oriented planning and high quality design.
- Policy LU-60 Encourage development in residential zones to occur in a manner that results in the design and construction of an interconnected system of pedestrian and bicycle trails linking residential neighborhoods with open spaces, recreational areas, transportation corridors and retail and employment opportunities.
- Policy LU-61 Encourage development in residential zones to occur in a manner that results in the design and construction of an interconnected system of open space linking designated open spaces, critical areas, and recreational areas with wildlife corridors.
- Policy LU-62 Apply the Urban Medium Residential and Urban High Residential zones in areas near commercial areas and public open space, and on sites with good access to major arterials.

2.2.7. Urban Commercial Lands

Urban commercial designations are designated within the UGAs on the Land Use Map. These include Urban Low-Intensity Commercial/Mixed Use and Urban High-Intensity Commercial/Mixed Use, as described below. Commercial lands are envisioned to accommodate future employment growth, along with industrial and business lands which are discussed in the following section. Commercial lands also accommodated mixed use lands, which may include residential uses. Chapter 5, *Economic Development*, provides further policy direction regarding types of employment uses and attraction of businesses to the County. For designations, goals and policies guiding commercial development in the rural area, see Chapter 3, *Rural and Resource Lands*.



- **Urban Low-Intensity Commercial/Mixed Use.** This designation focuses on commercial uses serving residential neighborhoods and small-scale mixed use development. Commercial uses appropriate for this designation include those serving quick-stop shopping needs. Examples include but are not limited to supermarkets, drug stores, restaurants, laundry and dry cleaning establishments, branch banks, video rental stores and delicatessens, and professional offices. Small-scale mixed use developments incorporating residential units are also appropriate in this designation. Zones that implement the Urban Low-Intensity Commercial/Mixed Use designation include: Neighborhood Commercial, Urban Village Center, and Urban Town Center.
 - Neighborhood Commercial. This zone is applied to sites that can provide for the daily and/or quick-stop shopping needs of the immediate neighborhood. The zone allows for

- varying parcel sizes in the Neighborhood Commercial zone to accommodate the provision of certain services, such as stormwater facilities, that are required as part of development approval. (10–30 du/ac)
- Urban Village Center. This zone provides for a compatible mix of single and multifamily housing and smaller-scale commercial retail and service uses, typically in multi-story buildings, and to promote focal points for neighborhood identity, by allowing a range of commercial and some employment opportunities in close proximity to housing. Flexibility is encouraged in this zone, recognizing that the exact mix and configuration of uses must be responsive to community needs and market conditions. Commercial and residential uses may mix either vertically or horizontally, with preferences for a configuration that locates commercial uses on the ground floor of multi-story structures, with multifamily residential units located above. Development in this zone is encouraged to occur in a manner that results in the design and construction of an interconnected system of pedestrian and bicycle trails linking the Urban Village Center to surrounding residential neighborhoods, open spaces, recreational areas, and transportation corridors (maximum of 18 du/ac).
 - Urban Town Center. This zone provides for a compatible mix of uses similar to the Urban Village Center zone.
 - **Urban High-Intensity Commercial/Mixed Use.** This designation primarily focuses on larger commercial centers, including commercial uses that require large sites and draw customers at the community and regional scale. Examples of commercial uses appropriate to this designation include but are not limited to superstores, department stores, automotive parts and sales, home improvement stores, hotels and motels, and restaurants. Mixed use developments incorporating residential units are also appropriate in this designation. Zones that implement the Urban High-Intensity Commercial/Mixed Use designation include: Highway Tourist Commercial, Regional Commercial, and Mixed Use.
 - Highway Tourist Commercial zone. This zone is applied to areas needed for commercial uses to serve the traveling public, including along major traffic corridors in urban areas and at highway interchanges, and for commercial establishments requiring large sites. Residential units are allowed. (10–30 du/ac)
 - Regional Commercial zone. This zone is used for commercial centers that 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, and will also attract free-standing commercial services that take advantage of the center's customer traffic. Residential units are allowed. (10–30 du/ac)



- Mixed Use zone. This zone encourages a mix of uses, including commercial and residential. It is used to promote development that would generally be more pedestrian-friendly than other commercial and residential zones. (10–30 du/ac)

Goal 15. Focus most commercial growth within the UGAs where most of the County's future population growth will be guided and where urban public services and facilities will be provided.

- Policy LU-63 Limit commercial centers within the Highway Tourist Commercial zone to a maximum of twenty acres in size unless a larger site is needed to accommodate requirements of permit approval such as stormwater facilities.
- Policy LU-64 Create a new Mixed Use zone, which focuses on pedestrian-friendly urban development, to be applied within UGAs.
- Policy LU-65 Encourage a mix of uses in either a horizontal or vertical configuration in the new Mixed Use zone. Allow for phasing in of the mix of uses over time.
- Policy LU-66 Allow residential unit densities of 10–30 du/ac in the Mixed Use zone.
- Policy LU-67 Allow structure height that accommodates higher density construction in the Mixed Use zone.
- Policy LU-68 Allow flexibility in design and development standards in the new Mixed Use zone, depending on area-specific design guidelines or standards.

Goal 16. Provide a sufficient amount of land and variety of sites for commercial land uses that are reasonably scaled to the needs of the community and ensure a convenient and adequate supply of goods and services to the residents of the County as well as the traveling public.

- Policy LU-69 Designate sufficient land for anticipated commercial land uses on the Land Use Map, considering countywide population, employment forecasts, and the local needs of the surrounding community.
- Policy LU-70 Provide suitable opportunities for commercial and service activities within the urban areas and encourage intensive development of these areas.
- Policy LU-71 Develop criteria to allow for the expedited approval of future commercial projects when there is a demonstrated need.

- Policy LU-72 Locate Neighborhood Commercial zoning based on a demonstrated need, space these areas a minimum of 0.5 to 1.0 mile apart, and locate them at the intersections of major collector streets.
- Policy LU-73 Encourage mixed use development in UGAs along portions of Silverdale Loop Road NW, Frontier Place NW, SR 303 (Wheaton Way), Perry Avenue, Bethel Road, and National Avenue.
- Policy LU-74 Limit uses near highway interchanges to those requiring the high visibility and traffic volumes afforded by the interchange.

Goal 17. Encourage and facilitate mixed use development in commercial designations.

- Policy LU-75 Provide development standards that allow for attractive, integrated, mixed use development within planned commercial centers to provide affordable housing and reduce auto trips.
- Policy LU-76 Provide flexible development standards that facilitate permitting of new mixed use developments.
- Policy LU-77 Ensure adequate infrastructure is in place for new mixed use development.
- Policy LU-78 Provide a regional approach to stormwater management facilities in order to facilitate mixed use development.
- Policy LU-79 Use the Mixed Use zone to promote pedestrian-friendly development.

Goal 18. Encourage an attractively designed commercial land use pattern.

- Policy LU-80 Minimize future strip commercial development.
- Policy LU-81 Minimize new strip commercial development along major or minor arterials.
- Policy LU-82 Encourage commercial areas to be compact to encourage pedestrian and non-motorized travel and transit use.
- Policy LU-83 Encourage mixed use development that contributes to a compact, pedestrian-oriented land use pattern at selected locations within the urban area.
- Policy LU-84 Provide development standards that identify appropriate uses, site size, building heights, setbacks, access, landscaping, and signage, and account for potential environmental impacts through physical buffers and screening, for different types of commercial development.

- Policy LU-85 Require special setback and screening provisions for commercial developments abutting residential zones or residential uses.
- Policy LU-86 Provide design guidelines or standards that encourage attractive and efficiently functioning centers.
- Policy LU-87 Control the number and size of signs associated with commercial uses to maintain a sense of visual order.
- Policy LU-88 Size Neighborhood Commercial zones and uses in a manner compatible with a residential setting.
- Policy LU-89 Minimize adverse traffic impacts associated with Regional Commercial centers through siting and development standards.
- Policy LU-90 Use development standards to protect the visual integrity of the area surrounding the Regional Commercial centers.
- Policy LU-91 Recognize and protect the character of Kitsap County's historical “old town” commercial areas.

2.2.8. Urban Industrial and Business Lands

This section provides policy direction for industrial and business lands within the UGAs. Urban industrial designations are designated within the UGAs on the Land Use Map. These include Urban Industrial and Industrial Multi-Purpose Recreational Area, as described below. Industrial and business lands are envisioned to accommodate future employment growth, along with commercial lands that are discussed in the previous section. Chapter 5, *Economic Development*, provides further policy direction regarding types of employment uses and attraction of businesses to the County.



- **Urban Industrial.** This designation includes both industrial and business uses, such as light manufacturing, hi-tech, warehousing, bio-tech, park-like business, 4-year educational institutions, equipment and vehicle repair, as well as heavy industrial activities and those requiring access to major transportation corridors. Zones that implement the Urban Industrial designation include: Business Center, Business Park, Industrial, and Airport.
 - **Business Center zone.** This zone provides for integrated groupings of light industrial uses including but not limited to bio-tech, 4-year educational institutions, light manufacturing, hi-tech, warehousing, equipment and vehicle repair, and compatible commercial and office uses that primarily serve their needs. Integrated groupings of small to medium-sized businesses within an attractive, park-like setting are encouraged. This

- zone allows for flexibility in the amount of space within each individual business dedicated to office use, warehousing and/or light manufacturing operations.
- Business Park zone. This zone is similar to the Business Center zone and encourages integrated groupings of small to medium-sized businesses, as well as allowing for flexibility in the amount of space for various uses. However, heavier industrial uses are more limited than in the Business Center zone.
 - Industrial zone. This zone allows a wide range of industrial activities including heavy industrial activities such as heavy fabrication, processing of raw materials, bulk handling and storage, construction, and heavy transportation.
 - Airport zone. This zone recognizes and protects those areas devoted to public use aviation. It is also intended to provide areas for those activities supporting or dependent upon aircraft or air transportation, when such activities benefit from a location within or immediately adjacent to primary flight operations and passenger or cargo service facilities.
- **Industrial Multi-Purpose Recreational Area (IMPRA).** Due to its growing economy and position within the region, Kitsap County has an increasing opportunity to attract industrial and recreational projects that can provide economic benefits to the citizens of the County. Due to the varying size and character of these projects, additional large tracts of land in consolidated ownership should be designated in the urban areas of Kitsap County. The IMPRA designation and accompanying urban holding area is intended to provide land for such emerging economic opportunities consistent with Kitsap County economic diversification goals. These uses include large-scale industrial facilities, institutions of higher education, major sports and recreational facilities including stadium, arena, motorsports, athletic field and playground facilities and other similar uses requiring large land areas for development. As the size, scope, and nature of these opportunities are diverse and currently unknown, this designation provides flexibility in future zoning and development regulations. This designation allows no urban uses unless and until a development agreement, master plan and appropriate environmental and capital facilities planning have been approved by the Board of County Commissioners.

Goal 19. Encourage industrial activities and their related land uses as a means to create new jobs and improve the overall tax base of Kitsap County.

- Policy LU-92 Target most future employment growth in designated UGAs.
- Policy LU-93 Apply the Urban Industrial designation in 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.

Goal 20. Identify and protect sufficient land area for future industrial use.

- Policy LU-94 Allow industrial park developments in the Business Center, Business Park, and Industrial zones.
- Policy LU-95 Reserve industrial sites located adjacent to an Airport Zone for airport/aircraft related uses.
- Policy LU-96 Limit building heights and land use intensities beneath airport approach and departure paths to protect public safety.
- Policy LU-97 Do not permit general aviation activity to adversely affect commercial aviation use and safety at Bremerton International Airport.
- Policy LU-98 Give air safety the highest priority in the planning and management of the airport system.
- Policy LU-99 Evaluate proposed airports and heliports on the basis of demonstrated need; effect on air safety; and their noise, safety, and other impacts on surrounding land uses.
- Policy LU-100 Discourage non-industrial uses from locating within industrial areas, with the exception of worker convenience uses such as restaurants, banks, and auto service stations.
- Policy LU-101 Consider potential industrial sites as a resource that should be protected from competing or conflicting uses
- Policy LU-102 Maintain an industrial lands inventory report that identifies vacant land without major natural limitations, and which is or could be zoned for industrial use.

Goal 21. Preserve areas for emerging economic development opportunities.

- Policy LU-103 Prior to or concurrent with an application for a large-parcel economic opportunity project, a development agreement for property(s) located within the IMPRA will be negotiated for public review and consideration by the Board of County Commissioners as a Type IV Legislative action (consistent with KCC Title 21). This agreement shall outline implementing regulations that balance the needs of the emerging opportunity with those of the public interest. Aspects to be covered by the agreement include:

- The allowed industrial or recreational uses for the area as well as any accessory commercial or other uses complementary to the goals of the economic opportunity and/or the South Kitsap Industrial Area;
- Signage regulations that consider such factors as, but not limited to, the nature and scale of the economic opportunity project and maintaining compatibility with surrounding designations;
- Height regulations that consider such factors as, but not limited to, the nature and scale of economic opportunity project, the needs of local fire districts and character of the surrounding area;
- Landscaping, setbacks, buffers, off-street parking, open space and other implementing regulations and development standards;
- Requirements for all projects to submit for master plan approval by the Board of County Commissioners before receiving approval for any urban uses; and
- Any additional environmental analysis that may be required during project review.

Concurrent with approval of a development agreement, a master plan, SEPA-required environmental analysis and capital facilities planning may be approved for the IMPRA.

- Policy LU-104 Master plans developed within the IMPRA shall include the following:
- Project details indicating consistency with the Kitsap County Comprehensive Plan, all applicable state and federal laws and KCC as amended by the approved development agreement;
 - Full environmental analysis required by a SEPA determination; and
 - Capital facilities planning for the area consistent with the County's need for updating its Capital Facilities Plan (CFP).
- Policy LU-105 Upon approval of a development agreement and project-specific master plan, Kitsap County shall update its CFP to acknowledge the planned urban levels of infrastructure provision and funding strategies for the area.
- Policy LU-106 The IMPRA designation shall sunset if no development agreement or master plan has been approved within 5 years of adoption. Additionally, this designation may be terminated by approval of property owners consisting of a minimum of 60%

of the property within this designation. If the designation sunsets or is terminated, properties within the IMPRA shall revert to their previous designations.

Goal 22. Ensure compatibility of industrial uses with neighboring areas.

- Policy LU-107 Encourage any future industrial uses located near residential uses to develop in an industrial-park setting.
- Policy LU-108 Allow the outside storage of equipment or materials within industrial parks only when screened from adjacent properties or public roadways.
- Policy LU-109 Provide development standards for lands designated for industrial use to address site size, uses, and design for different types of industrial and business activities.
- Policy LU-110 Require industrial park developments to include a landscaped setback, berms, walls or other structures to adequately buffer the industrial activities from adjacent uses.
- Policy LU-111 Provide development regulations that contain minimum performance standards for noise, vibration, smoke and particulate matter, odors, heat and glare and other aspects as appropriate, which shall address potential environmental impacts and ensure compatibility with adjacent land uses including residential neighborhoods.

2.2.9. Open Space and Greenways

This section provides general policy direction regarding open space that is not owned by the County. For policies regarding open space owned by the County, see Chapter 10, *Parks, Recreation, and Open Space*; for policies regarding greenways, see Chapter 8, *Transportation*. Parks and public facilities lands are identified on the Land Use Map with the Parks and Public Facilities designation.



- **Parks and Public Facilities.** This designation applies to lands that have facilities or are intended for public use. Public schools, wastewater treatment plants, government buildings, water towers, parks and any other publicly owned lands are included in this designation. The implementing zones for this designation include Park and all other zones that permit public facility uses.
 - **Parks zone.** This zone is intended to create long-term consistency and nexus between purchasing park and open space properties and the implementing zone. Lands that utilize the Park zone are intended for the long-term benefit and enjoyment of Kitsap County citizens. As such, uses for these lands shall be limited to the development of parks, open space or recreational facilities.

Goal 23. Ensure that privately owned open space meets its intended purpose.

- Policy LU-112 Require open space in performance based and master planned developments to be contiguous within the site plan to the extent possible, encourage such spaces to be contiguous with preserved open spaces on adjacent sites, and require public access for trail linkages when appropriate.
- Policy LU-113 Encourage homeowner associations and property owners to work with parks agencies and land trusts to effectively maintain buffers and open space within and around developments, and form active partnerships with community groups to effectively maintain natural areas, trails and greenways.

Goal 24. Identify lands owned by government entities, service providers and intended for public use.

- Policy LU-114 Coordinate, on an annual basis with service providers, agencies, local jurisdictions and County departments to ensure that accurate designation and implementing zoning is applied for their respective facilities and intended uses.
- Policy LU-115 Apply the Public Facilities designation to lands that serve cultural, recreational, educational and public service needs of the county.
- Policy LU-116 Implement the Park zone to County-owned lands identified in the Parks, Recreational and Open Space Plan. Specifically, apply the Park zoning to Heritage, Regional and Community parks.

Goal 25. Maximize the quality of life in Kitsap County by providing public facilities to meet the needs of today and to 2025.

- Policy LU-117 Coordinate the orderly provision of public facilities and services with development activities in a manner that is compatible with the fiscal resources of the County and local service providers.
- Policy LU-118 Encourage the design of facilities to meet the service levels appropriate for today and in the future.
- Policy LU-119 Encourage the location of public facilities that will maximize efficiency of services, minimize costs and impacts to the environment.

2.2.10. Historic Preservation

The specific goal for historic preservation outlined in GMA calls for Kitsap County to identify and encourage the preservation of lands, sites and structures that have historical or archaeological significance. This goals and policies of this section are intended to further clarify and direct efforts toward implementation of effective historic preservation through regulatory and non-regulatory means. Such efforts shall be closely coordinated with tribal governments.



Goal 26. Improve identification and evaluation of historic, archaeological and cultural sites and resources throughout Kitsap County.

Policy LU-120 Involve the Kitsap Historical Society, local tribal governments, other organizations and interested citizens in conducting a full inventory of historical, archaeological and cultural resources, including districts and landscapes that provide unique insights into the history and development of the county.

Goal 27. Protect, conserve and enhance historical, archaeological and cultural resources throughout Kitsap County through non-regulatory means.

Policy LU-121 Increase public awareness of cultural resources through educational and interpretive projects that highlight sites included on Kitsap County inventory or those eligible for inclusion in national, state or local registers of historic places.

Policy LU-122 Increase public awareness of cultural heritage preservation issues, including state and federal penalties for disturbance, destruction or removal of archaeological resources.

Policy LU-123 Provide assistance to developers, landowners, the construction trade and interested citizens regarding appropriate reuse and rehabilitation of identified historic sites and buildings.

Policy LU-124 Provide assistance to developers, landowners, the construction trade and interested citizens in obtaining grants and tax incentives for the reuse and rehabilitation of identified historic sites and buildings.

Policy LU-125 Coordinate and cooperate with national, state, local tribal governments, and local historic and cultural preservation organizations.

Goal 28. Protect and conserve historical, archaeological and cultural sites and resources using regulatory means when appropriate.

- Policy LU-126 Adopt a County building code for historic structures that encourages preservation and rehabilitation of historic structures.
- Policy LU-127 Prepare a map that identifies historic districts (those identified now and in the future), cultural resource areas and specific historic sites and structures into zoning and planning maps.
- Policy LU-128 Include provisions in the KCC that permit the review of individual development, redevelopment and demolition plans to ensure protection of and minimize the impacts on cultural, historic and archaeological resources.
- Policy LU-129 Promote ongoing communication and coordination strategies with local tribal governments in an effort to better preserve and enhance cultural resources.

2.2.11. Drainage, Flooding and Stormwater Runoff

This section provides general goals and policies regarding land use impacts on water resources. The way in which land is used may have impacts on water. The quantity and quality of water in streams and aquifers may be affected by how land is used throughout the county—not just in designated critical areas. Properly managing land use will avoid flood damage and contribute to adequate water supplies for the present and future.



This section provides guidance for managing stormwater runoff and groundwater recharge through regulatory and non-regulatory means. Chapter 4, *Natural Systems*, Section 4.2.3, also contains goals and policies related to surface waters.

Goal 29. Prevent the loss of life, property damage, and environmental degradation from stormwater and related flooding and contaminants using appropriate regulatory means.

- Policy LU-130 Consider cumulative impacts of stormwater quantity and quality in any long range planning activity. Through zoning and other development regulations, avoid and minimize impacts; mitigate unavoidable impacts.
- Policy LU-131 Implement development regulations to manage stormwater to: a) protect human life and health; b) protect private and public property and infrastructure; c) protect resources such as shellfish beds, eelgrass beds, kelp, marine and freshwater habitat and other resources; d) prevent the contamination of sediments

from urban runoff; and e) achieve standards for water and sediment quality by reducing and eventually eliminating harm from pollutant discharges.

- Policy LU-132 Implement development regulations that avoid, minimize, and mitigate unavoidable erosion, sedimentation, and stormwater runoff problems including stream and shoreline erosion related to land clearing, grading, development and roads.
- Policy LU-133 Implement development regulations to control stormwater runoff that meet or exceed the state's minimum stormwater technical requirements. Require stormwater facilities concurrent with development. Emphasize source control for stormwater and nonpoint pollutants. Emphasize water quantity and quality protection of natural drainages, fish and wildlife habitat and wetlands. Utilize infiltration to the fullest extent practicable to minimize downstream impacts and maximize groundwater resources.
- Policy LU-134 Protect property from excess stormwater runoff, erosion and sedimentation.
- Policy LU-135 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 offsite effects of runoff pollution, erosion, flooding and habitat damage;
 - c. protect natural drainages, fish and wildlife habitat and wetlands;
 - d. implement source control and treatment Best Management Practices (BMPs); and
 - e. require adequate stormwater facilities concurrent with development and roads.
- Policy LU-136 Require that all surface water and stormwater entering a project site in its predevelopment state be received at the naturally occurring or otherwise legal location. Require all surface and stormwater leaving a project site to 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.
- Policy LU-137 Require that runoff resulting from development activity and roads be controlled so that the peak rates, durations 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 offsite closed depression. Seek to maintain the quantity of runoff, flow peaks, and flow durations at pre-development levels to reduce runoff and related flooding.

- Policy LU-138 Require in development regulations site design that minimizes impervious surfaces, limits grading, and protects areas of undisturbed soils and vegetation in order to decrease stormwater runoff and hydrologic changes and maintain rural character. Minimize and mitigate for impervious surfaces and loss of natural vegetative cover.
- Policy LU-139 Require that all sites meeting the definition of a major development as defined in KCC section 12.08.010 provide permanent facilities for the treatment of water runoff quality and quantity control through the application of BMPs. Encourage monitoring of larger-scale development projects and roads to assess their impacts to surface water quality.
- Policy LU-140 Require individuals and groups responsible for operation and maintenance of stormwater facilities to operate and maintain their facilities in accordance with the requirements of Title 12 of the KCC, Stormwater Management Ordinance and Design Manual.
- Policy LU-141 Encourage the use of source control and implement mitigative actions to control nonpoint source pollution.
- Policy LU-142 Maintain wetland hydrology and provide stormwater treatment prior to discharge into wetlands.
- Policy LU-143 Ensure that the County's stormwater facilities are within established water quality limits.
- Policy LU-144 Participate in regional efforts to achieve Total Maximum Daily Loads (TMDLs) for local water bodies as required by the Clean Water Act. Take steps to reduce nonpoint sources of pollution to Puget Sound and other water bodies to achieve compliance.
- Policy LU-145 Require that conversion forestry activities, in which forest land uses regulated by the Washington DNR are converted to residential land uses regulated by Kitsap County, be carried out in a manner consistent with adopted surface water policies and standards.

Goal 30. Prevent loss of life, property damage, and environmental degradation from stormwater and related flooding and contaminants using appropriate non-regulatory means.

- Policy LU-146 Educate the public, businesses and industries about stormwater impacts and source controls.
- Policy LU-147 Provide technical support to the public in stormwater management practices.
- Policy LU-148 Encourage LID practices to reduce the need for stormwater facilities and maximize groundwater resources. Monitor the effectiveness of LID techniques when they are implemented as stormwater control BMPs.
- Policy LU-149 Inventory drainage basins through the Surface and Stormwater Management Program to identify existing and future stormwater drainage problems.
- Policy LU-150 Plan and build regional stormwater facilities based on sub-basin plans that consider impacts to ground and surface water resources.
- Policy LU-151 Coordinate offsite stormwater detention to the greatest extent practical, where stormwater cannot be infiltrated or detained onsite.
- Policy LU-152 Continuously review stormwater regulations and design manuals to ensure that Kitsap County is meeting the most up-to-date BMPs and changes in state and federal stormwater regulations.

Goal 31. Reduce harmful discharges from failing septic systems.

- Policy LU-153 Implement, with Kitsap County Health District, development regulations that reduce harm to waterbodies from existing and future onsite sewage systems. Require proper siting of onsite septic systems.
- Policy LU-154 Support Kitsap County Health District's efforts to identify and correct failing septic systems.

Goal 32. Safeguard the quantity and quality of long-term groundwater supplies for people, fish, and wildlife using appropriate regulatory means.

- Policy LU-155 Consider cumulative impacts of land use on groundwater quantity and quality when creating future sub-area plans. Through zoning and other development regulations, avoid and minimize impacts; mitigate unavoidable impacts.

- Policy LU-156 Implement development regulations to maximize stormwater infiltration and minimize the risk of contaminating groundwater.
- Policy LU-157 Evaluate, minimize, and mitigate unavoidable impacts to groundwater quality and quantity during the planning and development review process. Consider the cumulative impacts of existing and future development on groundwater quantity and quality. Ensure proposed plans and project design address the extent of and mitigate for the recharge-limiting effect of impermeable surfaces and other factors affecting groundwater quantity and quality.

Goal 33. Encourage the development of low-impact development standards for stormwater mitigation and to maximize groundwater resources

- Policy LU-158 Utilize infiltration to the fullest extent practicable, as part of stream bank erosion BMPs.
- Policy LU-159 Provide incentives for the use of LID practices to minimize the need for traditional stormwater facilities.
- Policy LU-160 Develop a system of fair flow credits for the use of LID practices.
- Policy LU-161 Use LID standards to encourage the preservation of natural drainage systems and historic hydrology.
- Policy LU-162 Monitor the effectiveness of LID techniques when they are implemented as stormwater control BMPs.

Goal 34. Safeguard the quantity and quality of long-term groundwater supplies for people, fish, and wildlife using appropriate non-regulatory means.

- Policy LU-163 Promote construction of facilities and technologies that maximize the retention and recharge of stormwater.
- Policy LU-164 Encourage use of incentives such as transfer or purchase of development rights to preserve aquifer recharge areas.
- Policy LU-165 Consider the impacts of sewer plans on groundwater quality and quantity.
- Policy LU-166 Encourage public and private water purveyors to designate and manage wellhead protection areas in keeping with the Washington State Department of Health's Wellhead Protection Program.

Policy LU-167 Work with appropriate agencies and jurisdictions to implement a public education program that emphasizes the proper installation and maintenance of septic systems and the proper use and disposal of fertilizers and pesticides, including the use of non-toxic alternatives where possible, and promotes water conservation.

Goal 35. Develop and implement watershed action plans to reduce and prevent nonpoint pollution in cooperation with neighboring jurisdictions, tribal governments and interested citizens.

Policy LU-168 Use watershed and basin plans as a means to reduce stormwater impacts and nonpoint pollution to develop long-term plans for development and stormwater controls at the watershed level, and to coordinate with neighboring jurisdictions.

Goal 36. Develop a regional stormwater sub-basin plan.

Policy LU-169 Build regional stormwater facilities based on sub-basin plans.

Policy LU-170 Coordinate offsite stormwater detention where stormwater cannot be infiltrated or detained onsite.

Policy LU-171 Promote the use of regional stormwater facilities in urban areas as an alternative to project or site-specific facilities.

Goal 37. Reduce harmful discharges from agricultural practices.

Policy LU-172 Adopt agricultural BMPs to control and reduce harmful discharges to surface water, shellfish beds, fish and wildlife habitat, and public stormwater facilities, including public rights-of-way.

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