



Chapter 1. Introduction

1.1. Vision

Kitsap County has reached a key point in its growth and development where many residents, business people and government officials see an opportunity to provide direction and vision for the future growth of Kitsap County.

Despite rapid growth in the past two decades, Kitsap County remains an attractive place to live and work, characteristics its residents want to maintain. Yet Kitsap County faces several critical issues, including the loss of rural character, increasing growth pressures from forces both within Kitsap County and from without, and increasing traffic on area roadways and how to appropriately provide wastewater sewer service in urban areas.

Kitsap County absorbed an 87% increase in population between 1970 and 1990—more than twice the state's growth rate of 42.6%. Kitsap County grew from 189,731 to 231,969—a 22% increase between 1990 and 2000. Since 2000, the largest economic growth and recession in decades was experienced nationally, regionally and even locally. Despite this large economic boom and bust, Kitsap County's population continued to grow to 251,133 residents in 2010. Although there is much uncertainty on how the economy will recover, the demand for public services and the cost of inflation will continue to rise. Additionally, Kitsap County represents the third most densely populated county in Washington (behind King and Clark Counties) due to its small geographic size and proximity to the state's largest employment centers.

In the face of continued growth, Kitsap County seeks to shape its future in ways that will maintain the quality of life that makes Kitsap County a special place to live and work.

Kitsap County citizens, through an extensive public involvement process, have described how they see their county today and tomorrow. They have made it clear what they want Kitsap County to look like 20 years from now.

They envision a future in which natural systems are protected; the water quality in our lakes, streams and Puget Sound is enhanced; the village character of some of the smaller towns is

preserved; the historical nature of communities is respected in order to preserve our heritage for future generations; a diversified economic base supports good jobs, contributes to healthy downtowns in cities, and offers affordable housing choices; and the rural appearance of the county is perpetuated.

This vision describes many themes important to the communities of Kitsap County. While the themes are each described individually, taken as a whole, the vision speaks to the idea of balance between the public welfare and private property rights. This vision of the future, which is shared by citizens and elected officials, includes the following elements:

- **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.
- **Natural Environment.** Natural ecosystems—including inter-connected 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.
- **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.
- **Open Space.** An open space network—including greenbelts, wildlife habitat, forested areas, and active and passive parks—that is accessible, inter-connected, provides opportunities for recreation and defines and distinguishes urban and rural areas.
- **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.
- **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.



- **Cultural Resources.** Historical and archaeological resources that are recognized and preserved for future generations.
- **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.
- **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, nonmotorized 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.
- **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.

This vision has guided development of the Kitsap County Comprehensive Plan (Plan). The Plan’s goals and policies give direction for managing future growth consistent with citizens’ desired future and quality of life. A key strategy to accomplish this vision is the intention to encourage future urban growth in areas within incorporated cities and in unincorporated areas that are already characterized by urban growth with existing and planned services and facilities. These actions will work to strengthen the natural environmental and rural character, and are geared to reduce taxpayer costs by focusing the expenditure of public funds, encouraging concentrated development where appropriate, and increasing choices for housing and jobs. This Plan recognizes the complexities involved in balancing historical patterns of growth with both a preferred vision of the future and requirements of the Growth Management Act (GMA) and other related state laws. It recognizes that some tradeoffs must be made to balance the costs with the gains, that flexibility is necessary to adapt to changing conditions, that periodic vision and Plan evaluation are appropriate, and that at all times the Plan must reflect the long-term goals of the people living and working here.

1.2. What is a Comprehensive Plan?

This Plan, when adopted in its final form by the Board of County Commissioners, is a vehicle to help Kitsap County achieve its vision of the future.

Used as a guide for the physical, economic and community development of Kitsap County for the next 20 years, the Plan establishes goals and policies for Kitsap County to use in evaluating and making future decisions. The Plan's policies communicate the long-term values and aspirations of

the County. By viewing the County as a whole, the Plan shows how all the different parts – land use, housing, transportation, natural systems and capital facilities – must work together to achieve the desired vision.

Kitsap County's regulatory and non-regulatory decisions and programs, as well as its budget, should be consistent with the Plan. Used this way, the Plan minimizes conflict in decision making, promotes coordination among programs and regulations, brings predictability to the development process, and increases effectiveness of County efforts to improve citizens' quality of life. Individual landowners and interest groups are able to use the Plan to evaluate their decisions in light of the community's goals.

The Plan has these characteristics:

- **Long-range.** The Plan is based on a 20-year vision of Kitsap County, as articulated by elected representatives and the community through early and continuous public participation meetings.
- **Predictable.** The Plan is site-specific and the intent is stated clearly as to how properties will be zoned and used in the future.
- **Consistent.** The Plan is internally consistent and is coordinated with neighboring jurisdictions' comprehensive plans in an attempt to be externally consistent, as well.
- **Comprehensive.** The Plan outlines the use of land and resources to organize and coordinate the complex regulatory and non-regulatory interrelationships among people, land, resources, natural environmental systems, and public facilities to protect and maximize the future health, safety, and welfare of the citizens.
- **Flexible.** The Plan will continue to evolve after it is officially adopted to reflect Kitsap County's actual experience of growth and citizens' concerns. Through annual updates and major 7-year and 10-year reviews the Plan will be adjusted to meet changing needs, unforeseen circumstances, or new local and regional trends.

1.3. Planning Context

As this Plan seeks to achieve the community's vision, it must do so in a way that meets the requirements of state laws; it seeks to do so in a way that fulfills the intent of regional and local guidelines, preferences, and non-regulatory planning efforts. The primary state mandates that this Plan fulfills are contained in the GMA. Regional policies this Plan seeks to fulfill include the Puget Sound Regional Council's VISION 2040 and Destination 2040 plans. Non-regulatory planning efforts interrelated with this Plan include recreation and habitat conservation planning, salmon recovery planning, and water resources planning.

1.3.1. Washington State Growth Management Act

Passage of the GMA in 1990 by the State Legislature marked a major change in growth management planning in Washington. For the first time in the state's history, all urban counties and their cities were required to develop and adopt comprehensive plans and to implement these plans through regulatory means. To ensure comparable planning efforts, the GMA required that comprehensive plans address specific issues including (but not limited to) land use, transportation, housing, capital facilities and services, natural environment and economic development.

Since 1990, the GMA has been amended multiple times. This document complies with the GMA as amended.

The GMA established 13 goals for the comprehensive planning process. Per RCW 36.70A.020, the following goals are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations:

- **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- **Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- **Economic development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans; promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons; promote the retention and expansion of existing businesses and recruitment of new businesses; recognize regional differences impacting economic development opportunities; and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
- **Property rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

- **Natural resource industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.
- **Open space and recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- **Citizen participation and coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public facilities and services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic preservation.** Identify and encourage the preservation of lands, sites and structures that have historical or archaeological significance.

In addition, the GMA established three key requirements that all comprehensive plans must meet:

- **Capital facilities.** Kitsap County must demonstrate that it can afford the infrastructure needed to support the expected growth. If the services cannot be provided, the land uses must be revised or the levels of services revised.
- **Comprehensiveness.** The Plan must look at Kitsap County as an integrated set of systems of land use, housing, transportation, capital facilities and utilities. All areas of Kitsap County and all elements of this Plan must be addressed from a countywide perspective.
- **Consistency.** The Plan must avoid internal contradictions and must not interfere with the successful implementation of the plans of neighboring jurisdictions. Its policies must be consistent with the direction established by the GMA, and the Kitsap Countywide Planning Policies (CPPs) and with regional plans such as VISION 2020 and Destination 2030.

1.3.2. Countywide Planning Policies

To achieve coordinated planning efforts, GMA further requires that counties and cities develop a set of framework policies to guide development of each jurisdiction's comprehensive plan. On August 10, 1992, the Board of County Commissioners adopted the original Kitsap CPPs, which defined the countywide vision and established the parameters from which the comprehensive plans of Kitsap County and its cities were developed. Nine agencies participated in development of the CPPs through the Kitsap Regional Coordinating Council: the Cities of Bainbridge Island,

Port Orchard, Bremerton and Poulsbo, the Port Gamble/S'Kallam Tribe and Suquamish Tribe, Port of Bremerton, Naval Base Kitsap and Kitsap County. The CPPs have been amended periodically to reflect the coordinated interests of participating governments. The most recent amendment was adopted by Kitsap County in 2011 and provides for population distribution through 2025.

The CPPs address 13 elements, and topics addressed include, but are not limited to:

- Promote a process and criteria for designation of urban growth areas (UGAs).
- Providing population targets for the County and its cities for use in our Comprehensive Plans.
- Promote contiguous and orderly development.
- Site public capital facilities.
- Establish transportation facilities and strategies.
- Create affordable housing plans and criteria.
- Ensure favorable employment and economic conditions in Kitsap County.
- Coordinate with tribal and federal governments.

1.3.3. VISION 2040 and Transportation 2040

In addition, Plan considers the growth policies of the Puget Sound Regional Council (PSRC), including:

- VISION 2040 is a common, overarching vision for directing growth into urban areas and regional growth centers in an environmentally responsible way, fostering economic development, and providing efficient transportation.
- Transportation 2040, the region's long-range transportation plan, was developed in 2009 to build on VISION 2040's transportation policies with a program for addressing transportation improvements.

1.3.4. Other Planning Efforts

This Plan supports and is supported by a variety of non-regulatory efforts that preserve or enhance the quality of life enjoyed by Kitsap citizens. Specific non-regulatory efforts include:

- **Recreation and habitat conservation.** Planning and providing parks, recreational opportunities, open space, and habitat conservation is guided by the Washington State Interagency for Outdoor



Recreation policies and Kitsap County Parks, Recreation and Open Space Plan.

- **Salmon recovery.** Planning and implementing projects is guided by the federal Endangered Species Act (ESA), National Oceanographic and Atmospheric Administration (NOAA) Fisheries' Puget Sound and Hood Canal salmon recovery plans, Salmon Recovery Act (RCW 77.85), Salmon Recovery Funding Board policies, and local lead entities' recovery strategies.
- **Water resources.** Planning and implementing projects is guided by the federal Clean Water Act, Puget Sound Water Quality Management Plan, Water Pollution Control Act (Revised Code of Washington [RCW] 90.48), Nonpoint Source Pollution Rule (Washington Administrative Code [WAC] 400-12), Kitsap Peninsula (Water Resources Inventory Area [WRIA] 15) Watershed Management Plan, and local nonpoint pollution watershed action plans.

1.4. Citizen Involvement

The Plan was adopted in 1998 after an extensive public process that began in 1990 and was deemed valid by the Central Puget Sound Growth Management Hearings Board (CPSGMHB). Involvement included community forums, workshops, citizen advisory committees, open houses, comment sheets, mailings, public reviews by the Planning Commission and public hearings by the Board of County Commissioners.



Likewise, public involvement, review, and comment were integral to the 2006 update to the Plan to extend the comprehensive planning period from 2005 to 2025. Kitsap County undertook a proactive, and comprehensive public involvement program to encourage participation in the development of plan chapters and to ultimately develop a plan that meets community needs. This public involvement program was designed to meet the following objectives.

- To inform the community of the update effort, including the reasons for the update, the purpose of the Plan, state requirements, and CPSGMHB decisions.
- To obtain input from all members of the community through all aspects of plan development.
- To engage the public and stakeholders in an open dialogue throughout the process.
- To encourage two-way communication between the County and community stakeholders.
- To identify interests, concerns, and issues as early as possible to avoid surprises later in the process.

- To ensure that elected officials, staff, and consultants have been fully aware of and understand community and stakeholder concerns.
- To be aware of and communicate clearly about the integration of other plan processes in the development of the Plan update.
- To generate trust, confidence, and credibility in the project team, process, and resulting Plan.
- To develop a comprehensive plan that will have the support of the community and guide Kitsap County's growth over the next 20 years.

To achieve these objectives, the County's multi-faceted outreach program incorporated a wide range of activities. The following discussion summarizes public involvement activities completed during the Plan Update.

Public Involvement Activities – January to July 2006

- **MyKitsap.org Webpage.** In January, a webpage was created and advertised as the on-line repository of all aspects of the Plan update. Future meeting dates, published documents and analysis, contact people and other key information were provided and frequently updated on this page. This webpage also included an online comment form.
- **Coordination with open space and recreation planning outreach efforts.** In January 2006, a comprehensive plan fact sheet and questionnaire were distributed at open space and recreation public meetings and focus groups.
- **Stakeholder Meetings.** County staff met with numerous community groups between February and October 2006, explaining the 10-Year Update and upcoming workshop and comment opportunities. Community groups included special interest groups, fraternal organizations, neighborhood groups, private property owners, developers, and others.
- **Project Fact Sheet.** A project fact sheet that provided basic project background and contact information was widely distributed.
- **Project Comment Card.** A comment card inviting comments on project issues was broadly distributed at meetings and posted on the project website. Comments were reviewed, with responses to commenters and/or incorporation of comments into the planning process.
- **Public Display Boards.** Three graphic display boards that describe the Plan update progress and activities have been posted at high traffic areas, such as libraries, post offices, and other locations at the time of the public workshops.
- **Scoping and Vision Public Meetings.** Three workshops were held in March 2006 to solicit public comment on the scope of the Draft Environmental Impact Statement (DEIS) and the Plan vision statement. These meetings occurred on the following dates and locations.
 - March 23 in Kingston—70 participants.

- March 27 in Silverdale—104 participants.
- March 28 in Port Orchard—63 participants.

The key vision themes identified by participants throughout the county are:

- Natural environment and open space protection and enhancement, balanced with growth.
 - Consider broader natural environmental context and open space connections.
 - Rural open space and buildings are part of Kitsap’s character.
 - Define and distinguish urban and rural areas.
 - Urban communities, livable and healthy, connected, safe, and innovative.
 - Affordable and diverse housing choices.
 - Economic prosperity, including balanced growth.
 - Transportation plan that is balanced, measurable, and includes road and transit improvements.
 - New transportation approaches.
 - Improved ferries and transportation.
 - Responsive and fair government.
 - Link and balance all vision elements.
- **Agency Meetings.** During February, March, June, and September 2006, the County staff conducted a series of meetings with cities, tribal governments, special districts, and state agencies. The purpose of these meetings was to share information about the Plan update, to hear from agency staff about issues and concerns, and to obtain relevant information for the 10-Year Update process. Meetings and personal contacts continued as needed throughout the duration of project.
 - **Alternatives Public Meetings.** Three workshops were held in May 2006 to solicit public comment on preliminary Plan alternatives. These meetings occurred as shown below.
 - May 15 in Kingston—28 participants.
 - May 18 in Silverdale—61 participants.
 - May 24 in Port Orchard—68 participants.

These meetings were intended to share information and obtain input about several potential alternatives to be studied in the DEIS and the future identification of a preferred alternative.

- **Alternatives Hearing.** On July 10, 2006, the Board of County Commissioners and the Planning Commission jointly held a public hearing to gain public testimony on the range of Alternatives, particularly the refinement of DEIS Alternative 2.
- **Focus Groups.** From May to July 2006, focus group discussions with stakeholders were held on the following topics: water/sewer, transportation, housing and mixed use development, code development, Transfer of Development Rights, and the Rural Wooded Incentive Program. The purpose of the focus groups was to review policy and implementation issues, understand diverging opinions, and identify policy options or solutions to address issues of common concern.
- **Kingston Phase II Working Group.** Between September 2004 and 2005, a citizen-based working group prepared recommendations on UGA sizing to accommodate Year 2025 population growth. They reviewed public service information, land use reclass requests, UGA boundaries, reasonable measures, and Updated Land Capacity Analysis (ULCA).
- **Silverdale Sub-Area Citizen Advisory Committee Meetings.** Beginning in November 2004, the Silverdale Citizen Advisory Committee (CAC) held public meetings to review various aspects of the Sub-Area, including potential watershed and natural resource impacts of different development scenarios, existing information on public services and facilities, land capacity; and to provide input and comment on the Sub-Area Plan policies and alternative UGA boundaries. The CAC also hosted two public open houses to share its findings related to existing conditions data and to seek input on alternative UGA boundaries. The CAC has held multiple public meetings and has taken public comment at each of these meetings.
- **Port Orchard/South Kitsap Sub-Area Citizen Advisory Group Meetings.** Through an interlocal agreement (ILA), Kitsap County has been working with the City of Port Orchard since 2003. A Citizens Advisory Group (CAG) was also formed in August 2003 and concluded its recommendations in December 2005. The CAG also reviewed various aspects of the Sub-Area, including different development scenarios, existing information on public services and facilities, and land capacity; and provided input and comment on the Sub-Area Plan policies and alternative UGA boundaries. The CAG has also hosted two public open houses to share its findings related to existing conditions data and to seek input on alternative UGA boundaries. The CAG has held multiple public meetings and has taken public comment at each of these meetings. The City of Port Orchard Planning Commission held a public meeting on the draft Sub-Area Plan in Winter 2006. The Port Orchard City Council held a public meeting and made a recommendation on the draft Sub-Area Plan in April 2006. The Kitsap County Planning Commission held a hearing on the draft sub-area plan in early 2006.

Public Involvement Opportunities – August and September 2006

- **Draft Plan meetings.** A third set of open houses/public meetings were held in August/September 2006 to focus on the draft Plan, DEIS, and proposed regulations and to introduce concepts and information prior to the public hearings. The purpose of the meetings

was to share the draft plan and provide an opportunity to hear feedback from the public. The meeting locations and attendance were as follows:

- August 29 in Kingston—36 participants.
 - September 7 in Port Orchard—64 participants.
 - September 14 in Central Kitsap—61 participants.
- **Public hearings and meetings.** As part of the adoption process for the updated Plan, the Kitsap County Planning Commission and BOCC conducted three joint public hearings on September 18, 20 and 21, 2006 at the Kitsap County Fairgrounds. The Planning Commission deliberated until October 10, 2006 and made recommendations. The BOCC held a public hearing on the Planning Commission recommendations on October 23, 2006, which was continued to October 25, 2006. The BOCC deliberated on the Plan through November 6, 2006 at which time the BOCC directed the preparation of the Final Plan, FEIS, and Development Regulations for action in early December.

2012 UGA Remand

In September 2012, after a lengthy legal challenge of the 2006 Comprehensive Plan efforts, the Central Puget Sound Growth Management Hearings Board rendered a Final Decision and Order on Remand (Remand Order). This decision focused on two major points:

1. What is an appropriate urban density?
2. What density should Kitsap use when calculating the amount of urban area or land capacity necessary to accommodate population growth through 2025?

The deadline for addressing the Remand Order was set for August 31, 2012. To achieve this deadline, Kitsap County engaged in a public outreach effort summarized below.

Public Involvement Activities – November 2011 to February 2012

- **Project Webpage.** In November, a webpage was created and advertised as the on-line repository of all aspects for the Plan update. Future meeting dates, published documents and analysis, contact people and other key information were provided and frequently updated on this page.
- **Coordination with agencies and tribes.** Over the course of October 2011 through February 2012, County staff met with local cities, state agencies and tribes to discuss the Remand Order, the project scope and schedule.
- **Remand 101 Public Meetings.** Two public workshops and open houses were held in November 2011 to discuss the history of the 2006 Comprehensive Plan and its associated legal challenges, the Remand Order and the County's proposed scope and schedule to address the issues.

- **Preliminary Alternative Public Meetings.** Two public workshops and open houses were held in January 2012 to discuss the local circumstances and development trends use when calculating land capacity, as well as four preliminary land use alternatives for the UGAs.
- **Preliminary Alternatives Hearing.** On February 6, 2012, the Board of County Commissioners held a public hearing to hear public testimony on the range of Alternatives to be analyzed in the DRAFT Supplemental Environmental Impact Statement (DSEIS). Following the public hearing, on February 13, 2012, the Commissioners selected the range of alternatives, trends to be used the land capacity analysis as well as other policy considerations to be developed in the DSEIS.

Public Involvement Opportunities – May to August 2012

- **Draft Plan meetings.** Two open houses/public meetings were held in May 2012 to focus on the draft Plan, DSEIS, and proposed regulations. The purpose of the meetings was to share the draft plan and provide an opportunity to hear feedback from the public. The public comment period on the draft documents was from May 7 through June 6, 2012.
- **Multiple stakeholder meetings.** Staff met with dozens of homeowners associations, community clubs, citizen advisory councils, regional councils, city and state agencies and special interest groups on the draft Plan, DSEIS and proposed regulations.
- **Public hearings and meetings.** As part of the adoption process for the updated Plan, the BOCC conducted a public hearing on June 4, 2012. Following the close of the public comment period, the BOCC deliberated on the draft documents on June 11 and 18, 2012 at which time the BOCC directed the preparation of the Final Plan, FSEIS, and Development Regulations for action by the August 31, 2012 deadline.

1.5. How to Use This Document

1.5.1. Integrated Plan and Environmental Impact Statement

Washington Administrative Code (WAC) 197-11-210 authorizes GMA counties and cities to integrate the requirements of GMA and the State Environmental Policy Act (SEPA). The goal is to ensure that environmental analysis under SEPA occurs concurrently with, and as an integral part of, the planning and decision-making process under GMA. Analysis of environmental impacts in the GMA planning process can result in better-informed GMA planning decisions; avoid delays, duplication, and paperwork in future project-level environmental analysis; and narrow the scope of environmental review and mitigation under SEPA at the future project level.

GMA jurisdictions are authorized, but not required, to combine SEPA and GMA processes and/or to integrate documents. In either case, WAC 197-11-228 states that the appropriate scope and level of detail of environmental review should be tailored to the GMA action under consideration;

jurisdictions may modify SEPA phased review as necessary to track the phasing of GMA actions; and the process of integrating SEPA and GMA should begin at the early stages of plan development.

In 2006, Kitsap County elected to integrate both the SEPA/GMA process and the document. Integration of the environmental analysis with the planning process informs the preparation of GMA comprehensive plan amendments and facilitates coordination of public involvement activities. The Plan inventories serve as SEPA affected environment discussion (Volume II EIS); and the Plan policies (Volume I Comprehensive Plan) and SEPA mitigation measures (Volume II EIS) can inform each other. These documents act only as a programmatic EIS. Future projects with significant impacts will be required to submit additional project-level EISs based upon the specific impacts of their proposals. Additionally, as part of the Remand, Kitsap County elected to conduct a supplemental environmental impact statement (SEIS). This SEIS analyzes proposed changes to the UGA boundaries, land use capacity assumptions and zoning configurations.

Table 1-1. Kitsap County Plan and Environmental Review Documents

Volume	Contents
Volume I: Policy Document	Brief summary of the “key issues” identified in Volume II. Contains all policies and plans.
Volume II: DEIS and FEIS	Contains all GMA- and SEPA-required inventories in the Affected Environment discussions Analyzes No-Action and Proposed Action Alternatives Summarizes Plan policies and adopted regulations that serve as mitigation measures
Volume III: Development Regulations	Includes development regulations and code amendments implementing the final plan
Appendices	Volume I appendices include the capital facilities plan, a policy matrix related to the Silverdale Sub-Area Plan. Volume II EIS appendices include technical background information.
2012 Draft and Final Supplemental EIS	Provides supplemental environmental analysis based upon the 2012 Kitsap County Urban Growth Area (UGA) Sizing and Composition Remand.

1.5.2. Plan Element Contents

Volume I, the Plan, is divided into chapters dealing with specific issue areas, such as:

- Chapter 1, *Introduction*
- Chapter 2, *Land Use*
- Chapter 3, *Rural and Resource Lands*
- Chapter 4, *Natural Systems*
- Chapter 5, *Economic Development*
- Chapter 6, *Housing*

- Chapter 7, *Utilities*
- Chapter 8, *Transportation*
- Chapter 9, *Shorelines*
- Chapter 10, *Parks, Recreation and Open Space*
- Chapter 11, *Capital Facilities*
- Chapters 12 to 16, *Sub-Area Plans*
- Chapter 17, *Community and Neighborhood Plans*
- Chapter 18, *Implementation*

Chapters contain goals and policies that are preceded by brief explanatory text, describing the context. Goals represent broad statements of what Kitsap County would like to achieve in that specific area. Policies are intended to guide County decisions and actions needed to achieve its vision of the future.

1.5.3. Sub-Area and Community Plans

Sub-Area Plans Generally

After the first comprehensive plan was adopted in 1998, the County began developing a series of sub-area plans to address the unique needs and features of specific geographical areas. Once adopted, the sub-area plans became components of the Comprehensive Plan. Since 1998, the County has adopted six sub-area plans, four of which apply to UGAs, and two within rural areas. The County includes adopted sub-area plans, as well as new subarea plans adopted through this update to the Comprehensive Plan—Port Orchard/South Kitsap and Silverdale sub-area plans—as chapters of the Comprehensive Plan. The Kingston Sub-Area Plan was on remand and has been considered and included in this update to the Comprehensive Plan.

Sub-Area Plans: Urban Growth Areas

- Kingston Sub-Area Plan 2005, remanded for consideration, and included in the update to the Comprehensive Plan.
- Poulsbo Sub-Area Plan 2001.
- Silverdale Sub-Area Plan 2006..
- Port Orchard/South Kitsap Sub-Area Plan 2006 .
- ULID #6 Sub-Area Plan 2003.

- South Kitsap Industrial Area (SKIA) Sub-Area Plan 2003.

Sub-Area Plans: Rural Areas

- Suquamish Limited Area of More Intensive Rural Development (LAMIRD) Rural Village Sub-Area Plan 2005.
- Manchester LAMIRD Sub-Area Plan 2002, Updated in 2007.
- Keyport LAMIRD Sub-Area Plan 2007.

Community and Neighborhood Plan

- Illahee Community Plan 2007..
- Greater Hansville Community Plan 2008.

1.5.4. Plan Interpretation

This Plan provides a guide and framework for regulatory and non-regulatory actions for growth that express the vision of Kitsap County residents. Because of the general nature of Plan policies, conflict between and among is possible. The following are general rules of construction and are intended to be used for interpreting the Plan:

- Policies are intended to be mutually supportive and are to be read collectively, not individually.
- When conflicts arise between policies, the policy that is more specific shall prevail.
- The Comprehensive Plan Land Use Map or future redesignation proposals should reflect and be based on the policies of the Plan. Any amendment of the Comprehensive Plan Land Use Map should be subject to the annual Plan amendment process or to 7- or 10-year Plan reviews.
- The Zoning Map or future rezone proposals should fall with the intended purpose and land use designation and be subject to Title 21 of the Kitsap County Code.

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