

Reasonable Measures: A Desktop Reference Guide:

(for use by Kitsap County jurisdictions)

The WA State Growth Management Act requires that jurisdictions take steps to attract residential population to Urban Growth Areas, in particular before Urban Growth Areas are expanded. These steps, called *Reasonable Measures*, are not specifically prescribed by the GMA nor by local ordinance in Kitsap County. Instead, through the Kitsap Regional Coordinating Council, the County, the Cities, and Tribes have collaborated on this list of *possible* Reasonable Measures that might be effectively used within a jurisdiction to enhance its community character while attracting people to live within its urban area.

Growth Management and effective community planning are based upon substantive interaction with the community, through dialogue that attempts to build consensus around the type, amount, and location of future development. Such community visioning considers Reasonable Measures that would be desirable and compatible in the specific community. The formal process is typically undertaken at the beginning of a comprehensive planning exercise, used to update plan goals and objectives. When some measure of consensus can be reached, it can reduce challenges and delays to development, facilitate certain types of development, and add certainty to the development review process.

Each of the 46 Reasonable Measures briefly described here has been identified by Kitsap County and the four Cities (Bremerton, Bainbridge Island, Poulsbo, Port Orchard) as to its current use (as of July 1, 2005) within that jurisdiction. Other useful footnotes are shown as well. The Measures are grouped in six general categories:

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Excerpt from the <u>Kitsap Countywide Planning Policies</u>: Section 4a, page 11, as adopted November 11, 2004:

"The County and the Cities recognize that the success of this development pattern requires not only the rigorous support of Kitsap County in the rural areas, but also Cities' comprehensive plans being designed to attract substantial new population growth."



Kitsap County Legend

1- All UGAs

7- South Kitsap Industrial

2- Outside UGAs

Area

3- Kingston UGA

4- Poulsbo UGA

8- ULID#6/McCormick

5- Silverdale UGA

UGA

6- Port Orchard UGA

At the Plan Lev	el			
Reasonable Measure	Description	Potential Benefits	As of July1, 2005	
Create Annexation Plans 2	In an Annexation Plan, cities identify outlying areas that are likely to be eligible for annexation. The Plan identifies probable timing of annexation, needed urban services, effects of annexation on current service providers, and other likely impacts of annexation. Review and amend comprehensive plans to encourage	 Prioritizes areas for future city boundary expansions. Allows for efficient provision of urban services and encourages efficient urban patterns. Allows denser development with less traffic congestion, reduces dependence on 	BR: pending BI: no Pbo: no PO: pending KitCo: yes- 1 BR: yes BI: yes	
Encourage Transportation- Efficient Land Use	patterns of land development that encourage pedestrian, bike, and transit travel. This policy is typically implemented at the development review level.	single occupancy vehicles (SOV), and provides transportation options for broader segments of the population who cannot drive.	Pbo: yes PO: yes KitCo: yes- 1	
Environmental Review and Mitigation Built into the Sub area Planning Process	Building environmental review and mitigation into the sub area planning process can address key land use concerns at a broader geographic scale, streamlining review and approval of individual developments.	➤ This approach expedites a project's permitting decisions while ensuring that infrastructure and environmental considerations are addressed during the planning phase.	BR: Future activity BI: no Pbo: no PO: no KitCo: yes- 3,5,8	
4 Urban Growth Area Management Agreements	Urban Growth Area Management Agreements define lead responsibility for planning, zoning, and urban service extension within these areas. The agreements exist between various government jurisdictions and specify jurisdiction over land use decisions, infrastructure provision, and other elements of urban growth.	 These agreements can reduce sprawl by ensuring new development is contiguous to existing development. Results in better coordinated planning and implementation. 	BR: pending BI: no Pbo: yes PO: yes KitCo: yes-4,7,8	



Reasonable Measure	Description	Potential Benefits	As of July1, 2005	
5 Capital Facilities Investments	Give priority to capital facility projects (e.g. regional storm water facilities and sanitary sewers) that most support urban growth at urban densities. Provide urban services to help reduce sprawl development and maintain the edge of the urban growth boundary.	 Phased, infill development is more cost effective than sprawl and helps retain rural and natural resource lands. Adequate infrastructure to support compact urban growth will help UGAs be livable, attractive places. Outside UGAs, rural lifestyles can be maintained better when infrastructure investments provide for rural needs without encouraging urban encroachment. 	BR: yes BI: yes/no Pbo: yes/no PO: yes KitCo: yes- 1	
Encourage innovative infrastructure technology	Within the Urban Growth Area, encourage individual home sewage treatment systems that produce potable water; green roofs and net zero storm water equates to a \$20,000 cost for each of these on-site systems, which is easily off set by the avoided costs of the sewer infrastructure hook-up and monthly sewer bills.	➤ Eliminating the requirement for regional infrastructure makes the cost of urban development more attractive.	BR: no BI: no Pbo: no PO: no KitCo: no	
7 Economic Development Strategy	Include strategy for sustainable economic development in local comprehensive plan. This strategy could include: • A downtown revitalization program • Incentives for development that meet local goals • Transit and transportation system upgrades • Enhancement of the natural resource base • An Industrial needs assessment • Provisions for timely infrastructure	 A well-developed economic development strategy can encourage a healthy economy over the long term. A good strategy will help implement the community vision. 	BR: partial BI: no Pbo: no PO: partial KitCo: no	



Reasonable Measure	Description	Potential Benefits	As of July1, 2005
8 Phasing/tiering Urban Growth	Incorporate strategies in comprehensive plans and capital facilities plans to phase urban growth as a way to provide for orderly development and encourage infill ahead of "urban fringe" development.	 Phasing urban growth promotes development near existing urban services, reduces sprawl development, and reduces "hop-scotch" development. It also reduces capital spending, increases efficiency in providing capital facilities, promotes more orderly and cost-effective growth, and promotes more efficient use of scarce land resources. 	BR: no need BI: yes/no Pbo: no PO: no KitCo: no
9 Downtown Revitalization	Develop a strategy to encourage downtown vitality. Include techniques such as promoting mixed residential and commercial uses, reuse of existing buildings rather than tearing down and rebuilding, and alternative urban landscaping and infrastructure that encourage pedestrian use.	 Provides housing and employment options. Reduces sprawl development by reusing land within developed areas and where services are already provided. Increases economic opportunities and contributes to more efficient use of land. 	BR: yes BI: yes Pbo: yes PO: yes KitCo: no
Multifamily Housing and Tax Credits	Provide tax incentives (e.g., property tax exemption program) for multiple-unit housing for targeted areas in urban centers.	 Providing tax incentives encourages increased and improved residential opportunities within urban centers where there is insufficient housing. It is intended to stimulate new multifamily housing construction as well as rehabilitation of existing vacant and under-utilized buildings for multifamily housing targeting both renters and owners. 	BR: pending BI: no Pbo: no PO: yes KitCo: no



Reasonable Measure	Description	Potential Benefits	As of July1, 2005
Transfer/ Purchase of Development Rights	Develop a program to encourage the purchase or transfer of development authority in order to increase urban densities and decrease non-urban densities within UGAs.	 TDR techniques can protect rural resource lands and reduce sprawl outside UGAs. They also may be used to protect critical areas while still allowing development on lots that contain unbuildable areas. They encourage the more efficient use of land and promote densities where they can be provided most cost effectively. 	BR: no BI: yes Pbo: no PO: no KitCo: no
Implement a program to identify and redevelop vacant and abandoned buildings	Many buildings sit vacant for years before the market facilitates redevelopment. This policy encourages demolition and would clear sites, making them more attractive to developers and would facilitate redevelopment.	 Reduces sprawl development by reusing land within developed areas. Where services are already provided, the policy contributes to a more efficient use of land, although it doesn't necessarily lead to higher density development on individual sites. Increase readily developable sites. 	BR: yes BI: no Pbo: no PO: no KitCo: no
Creative use of Impact Fees	Adjust impact fees so that lower fees are required in the UGAs than in rural areas, while still contributing to the cost of development within the urban area.	➤ Increases cost of development outside the urban growth area, thereby encouraging more efficient use of land within.	BR: no BI: no Pbo: no PO: no KitCo: no
Develop or strengthen local brownfields programs	Local jurisdictions provide policies or incentives to encourage the redevelopment of underused industrial sites, known as brownfields. Incentives for redevelopment of brownfields such as expedited permitting, reduced fees or targeted public investments can be implemented through local zoning ordinances.	➤ Brownfields provide redevelopment opportunities. Many brownfields are large sites that can be master planned in ways consistent with other policies.	BR: no BI: yes Pbo: no PO: yes KitCo: no
Require Adequate Public Facilities	Local jurisdictions require developers to provide adequate levels of public services, such as roads, sewer, water, drainage, and parks, as a condition of development. (Requirement by Growth Management Act)	Ensure that public facilities are sufficient to accommodate impacts of development. Increases cost of development, thereby encouraging more efficient use of land	BR: yes BI: yes/no Pbo: yes PO: yes KitCo: yes-1



Zoning for Addition	Zoning for Additional Density				
Reasonable Measure	Description	Potential Benefits	As of July1, 2005		
Promote Vertical Growth	Allow modifications to the building height restrictions in the Urban Growth Areas.	➤ While view conservation and fire protection access will require consideration, building "up" rather than "out" provides additional density on the same land footprint.	BR: yes BI: no Pbo: no PO: KitCo: no		
17 Accessory Dwelling Units	Accessory dwelling units provide another housing option by allowing a second residential unit on a tax lot.	 ADU's preserve neighborhoods as local residents age and give them a smaller place to live while allowing them to stay in their neighborhood. Densities are increased within existing developed areas with minimal visual disruption. 	BR: pending BI: yes Pbo: yes PO: yes KitCo: yes- 1,2		
18 Clustering	Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. Clustering can also be used in conjunction with increased density to preserve the aesthetic of less dense development while increasing actual density. It uses characteristics of the site and adjacent uses as a primary consideration in determining building footprints, access, etc.	 Clustering may allow more efficient use of land in addition to providing open space. Clustering provides some additional flexibility that can infill without creating pressure to reduce critical area protections or reduce necessary buffer width. Clustering encourages a neighborhood feeling. It allows critical areas to be protected while still permitting both urban and rural development. 	BR: yes BI: yes Pbo: yes PO: yes KitCo: yes-1,2		



Reasonable Measure	Description	Potential Benefits	As of July1, 2005	
Duplexes, Town homes, and Condominiums	Permit duplexes, town homes, and condominiums in both mixed-use and residential districts of UGAs.	 Permitting duplexes, town homes, and condominiums in both mixed-use and primarily single-family residential districts of UGAs helps to provide additional housing choice. A wider range of housing types provides additional affordable hosing options and generally allows more residential units than would be achieved by detached homes alone. 	BR: pending BI: yes Pbo: yes PO: yes KitCo: yes-1	
20 Density Bonuses	Some communities allow bonus densities in certain areas as an incentive for achieving other community values such as affordable housing, mixed-use developments, infill, rehabilitating existing structures and open space preservation.	 Bonuses can increase densities in urban areas and create an incentive for providing neighborhood amenities. They can also be used as receiving zones to preserve resource lands by buying or transferring development rights from rural to urban areas. 	BR: Centers only BI: yes Pbo: yes PO: no KitCo: yes- 4	
Higher Allowable Densities	Where appropriate (and supported by companion planning techniques), allow more housing units per acre.	 Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost effective. 	BR: yes BI: yes Pbo: yes PO: yes KitCo: yes-1	
22 Industrial Zones	Limit non-industrial uses in industrial zones. For example, require that any commercial use be sized to primarily serve the industrial needs in the zone. Preclude residential use unless it is accessory to the industrial use.	Limits on non-industrial uses in this zone help ensure that industrial land can be saved for future industrial needs.	BR: pending BI: no Pbo: yes PO: yes KitCo: yes-7	



Reasonable Measure	Description	Potential Benefits	As of July1, 2005	
23 Minimum Density Requirements	Zoning ordinances can establish minimum and maximum densities in each zone to ensure that development occurs as envisioned for the community.	 Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate under building in residential areas, and make provision of services more cost effective. They promote a more consistent neighborhood fabric, reduce street costs, create areas with amore pedestrian scale, and are more transit-friendly. 	BR: pending BI: no Pbo: yes PO: yes KitCo: no	
24 Mixed Use	Allow residential and commercial development to occur in many of the same buildings and areas within UGAs.	 Mixed use development can provide a broader variety of housing options, allowing people to live, work, and shop in nearby areas. Mixed uses in the same area encourage more pedestrian and transit-friendly access, reduces the demand on transportation services and facilities, makes goods and services accessible to non-drivers, and reduces peoples' dependence on vehicles for mobility. 	BR: pending BI: yes Pbo: no PO: yes KitCo: yes- 3,4,8	
25 Small Lot/Cottage Housing	Allow or require small lots (5,000 square feet or less) for single-family neighborhoods within UGAs.	 Small lots limit sprawl, contribute to the more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership opportunities to broader income ranges and provide additional variety to available housing types. 	BR: pending BI: yes/no Pbo: yes PO: pending KitCo: no	



Reasonable Measure	Description	Potential Benefits	As of July1, 2005
26 Transit-Oriented Development	Encourage convenient, safe and attractive transit-oriented development; including the possibility of reduced off street parking that could encourage more efficient use of urban lands.	 Transit allows denser development with less traffic congestion, reduces dependence on single occupancy vehicles, and provides transportation options for broader segments of the population who cannot drive. Transit-oriented development allows people to more easily use transit systems and helps businesses near transit stations be more accessible. 	BR: yes BI: no Pbo: no PO: yes KitCo: yes-1
27 Urban Centers and Urban Villages	Use urban centers and urban villages to encourage mixed uses, higher densities, inter-connected neighborhoods, and a variety of housing types that can serve different income levels.	 Urban centers and villages provide locally-focused shopping opportunities and urban amenities (parks, schools, civic buildings, etc.) together with increased densities which increase livability and reduce the dependence on single occupancy vehicles. They are a more efficient use of land, encourage more transportation or mobility options and provide for urban services more cost-effectively. Centers and villages create integrated, more complete, and inter-related neighborhoods. 	BR: yes BI: yes Pbo: yes PO: no KitCo: yes- 3,8
28 Lot Size Averaging	This technique is similar to clustering. If the zoning ordinance establishes a minimum lot size, the land use designation is calculated based on the average size of all lots proposed for development, within the range required for urban density. Development proposals may create a range of lot sizes both larger and smaller provided the average lot size is within the range consistent with the zoning designation.	 May allow more efficient use of land in order to protect critical areas and provide more open space. Lot size averaging can provide an opportunity for a variety of housing options within a single development. 	BR: no BI: yes Pbo: no PO: no KitCo: no



Reasonable Measure	Description	Potential Benefits	As of July1, 2005
29 Allow Co- Housing	Co-housing communities balance the traditional advantages of home ownership with the benefits of shared common facilities and connections with neighbors.	 Provides another choice in a variety of housing options. This option can also be used to preserve open space. Co-housing can be used as an affordable housing option. 	BR: no BI: yes Pbo: no PO: no KitCo: yes-1
30 Encourage Infill and Redevelopment	This policy seeks to maximize use of lands that are fully-developed or underdeveloped by making use of existing infrastructure and by identifying and implementing policies that improve market opportunities and reduce impediments to development in areas suitable for infill or redevelopment.	 Can reduce sprawl development by reusing land within developed areas and where services are already provided. Infill and redevelopment can increase density of development. 	BR: yes BI: yes Pbo: yes PO: yes KitCo: yes-1
Mandate Maximum Lot Sizes	This policy places an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 6,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 7.3 dwelling units per net acre.	 Ensures minimum densities in residential zones by limiting lot size. Places bounds on building at less than maximum allowable density. Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development. 	BR: pending BI: yes Pbo: yes PO: no KitCo: no
Enact inclusionary zoning ordinance for new housing developments	Inclusionary zoning requires developers to provide a certain amount of affordable housing in developments over a certain size. It is applied during the development review process.	 Provides affordable housing on an incremental basis. Can reduce the need for government-assisted housing. Encourages affordable housing types to be dispersed throughout the community. 	BR: no BI: yes Pbo: yes PO: no KitCo: no
Zone areas by performance, not by use	A local jurisdiction can alter its zoning code so that zones define the physical aspects of allowed buildings, not the uses in those buildings. This zoning approach recognizes that many land uses are compatible and locate in similar building types (i.e. a manufacturing firm may have similar space requirements as a print shop.)	Zoning areas by building type can ensure continuity in the types of structure and provides flexibility to building owners in leasing.	BR: In the future BI: no Pbo: no PO: no KitCo: no



Design Standards					
Reasonable Measure	Description	Potential Benefits	As of July1, 2005		
34 Design Standards	Design standards seek to preserve and enhance the character of a community or district. They are typically applied in the project's design phase or during site review.	Design standards help ensure development is attractive, safe, and consistent with neighborhood character, historic preservation, or other desired features.	BR: pending BI: yes Pbo: yes PO: no KitCo: yes- 3,4,8		
Develop Manufactured Housing	Adopt standards to ensure compatibility between manufactured housing and surrounding housing design standards, to help modulate the GMA mandate.	 Manufactured housing tends to be smaller than other housing types, and can be built to a higher density. Manufactured housing is an affordable housing type for many households and expands housing choices for low-income residents. 	BR: yes BI: no Pbo: yes PO: yes KitCo: yes-1,2		
36 Specific Development Plans	Work with landowners, developers, and neighbors to develop a detailed site plan for development of an area. Allow streamlined approval for projects consistent with the plan. This policy results in a plan for a specific geographic area that is adopted as a supplement or amendment to the jurisdictions comprehensive plan.	 Allows small-area specific plans that are responsive to local conditions. Allows a local vision for a site to be developed in a coordinated fashion. Can be used to increase density, create mixed-use development, preserve critical natural areas, as well as other objectives. 	BR: Comp Plan enables BI: yes Pbo: yes PO: pending KitCo: yes- 1		
Encourage developers to reduce off-street surface parking	This policy provides incentives to developers to reduce the amount of off-street surface parking through shared parking arrangements, multi-level parking, use of alternative transportation modes, particularly in areas with urban-level transit service.	➤ Reduces surface parking – a major use of land. Less land used for parking can improve the overall land holding capacity, particularly for commercial lands.	BR: yes BI: no Pbo: yes PO: no KitCo: no		



Reasonable Measure	Description	Potential Benefits	As of July1, 2005	
Implement a process to expedite plan & permit approval in UGAs	Streamlined permitting processes provide incentives to developers. This policy would be implemented at the development review phase.	 Can help direct the type and location of growth. Can also facilitate growth in urban markets where conditions are marginal for success. 	BR: pending BI: no Pbo: no PO: no KitCo: no	
39 Narrow Streets	Encourage or require street widths that are the minimum necessary to ensure that transportation and affordable housing goals can be achieved.	 Narrowing street widths can significantly expand the achievable density of development parcels. They also slow neighborhood traffic, encourage pedestrian activity, enhance the sense of neighborhood, lower capital and maintenance costs and create less urban run-off. 	BR: not yet BI: yes/no Pbo: under CC review PO: no KitCo: no	



Community Focus					
Reasonable Measure	Description	Potential Benefits	As of July1, 2005		
Concentrate critical services near homes, jobs, transit	This policy would require critical facilities and services (e.g. fire, police, hospital) be located in areas that are accessible by all people. For example, a hospital could not be located at the urban fringe in a business park.	 Makes critical services more accessible and can reduce automobile trips. Maintaining critical services near existing development helps maintain viable residential and business districts, minimizing demand for new developments at the urban fringe. 	BR: partial BI: no Pbo: no PO: no KitCo: yes- 1		
41 Urban Amenities for Increased Densities	Identify and provide amenities that will attract urban development in UGAs and enhance the quality of life for urban residents and businesses.	 Amenities, such as parks, trails, waterfront access, and cultural centers, enhance livability in denser areas. Amenities contribute to the overall design vision of the community and promote livability in UGAs. 	BR: yes BI: yes Pbo: yes PO: yes KitCo: yes- 1		
Locate civic buildings in existing communities rather than in Greenfield areas	Local governments, like private builders, are tempted to build on greenfield sites because it is less expensive and easier. However, local governments can "lead by example" by making public investments in desired areas, or redeveloping target sites.	 Civic buildings provide an anchor for other development and can form the core of a community. Civic buildings can encourage other desired development types. 	BR: yes BI: yes Pbo: yes PO: yes KitCo: yes-1		



Outside the UGA's to Increase Efficient Use of Land within UGA's					
Reasonable Measure	Description	Potential Benefits	As of July1, 2005		
43 Urban Holding Zones	Use low intensity zoning in certain areas adjacent to or within the UGA where municipal services will not be available within the near future. (For example: Urban Reserve)	Land in sizes suitable for future urban scale development is protected from sprawl development until municipal services are available to the site.	BR: N/A BI: no Pbo: N/A PO: no KitCo: yes- 2		
Mandate Low Densities in Rural Resource Lands	This policy is intended to limit development in rural areas by mandating large lot sizes. It can also be used to preserve lands targeted for future urban area expansion. Low-density urban development in fringe areas can have negative impacts of future densities and can increase the need for and cost of roads and other infrastructure.	Lower densities outside urban areas protect resource lands and promote development within urban areas where services will be available and are cost effective to provide. It can reduce sprawl development, thereby reducing reliance on cars for transportation.	BR: Cities N/A BI: yes Pbo: N/A PO: N/A KitCo: yes- 2		
Partnership with non-governmental organizations to preserve natural resource lands	Local governments can partner with land trusts and other non-governmental organizations to leverage limited public resources in preserving open space. The two work together to acquire lands or to place conservation easements on them. Land trusts are natural partners in this process and have more flexibility than local governments in facilitating land transactions.	The measure protects open space land from development, thus constraining urban development to other areas. It preserves open space and natural resource lands for long term sustainable use in desired locations.	BR: Cities N/A BI: yes Pbo: no PO: no KitCo: yes- 1,2		
Impose Restrictions on Physically Developable Land	The local jurisdiction places restrictions on the type of development that can occur on vacant land. Restrictions can vary in strictness, from no development to limited development. This policy is implemented through city limit or UGA boundaries.	 This policy increases land use efficiency by limiting the supply of buildable land. Increases the cost of land, encouraging denser development. 	BR: no BI: yes Pbo: no PO: KitCo: no		