



**City of Port Orchard Council Work Study Session**  
**March 16, 2021**  
**6:30 p.m.**

**Mayor:**

Rob Putaansuu  
 Administrative Official

**Councilmembers:**

Bek Ashby (Mayor Pro-Tempore)  
 Finance Committee  
 Economic Development & Tourism Committee  
 Transportation Committee, **Chair**  
 KRCC/KRCC PlanPol-alt /KRCC TransPol  
 PSRC-alt/PSRC TransPOL-Alt/PRTPO

Shawn Cucciardi  
 Finance Committee  
 E/D & Tourism Committee, **Chair**  
 Kitsap Economic Development Alliance

Fred Chang  
 Economic Development & Tourism Committee  
 Land Use Committee

Jay Rosapepe  
 Utilities/Sewer Advisory Committee  
 Land Use Committee, **Chair**  
 Transportation Committee  
 Lodging Tax Advisory Committee, **Chair**  
 KRCC-alt

John Clauson  
 Finance Committee, **Chair**  
 Utilities/Sewer Advisory Committee  
 Kitsap Public Health District-alt

Cindy Lucarelli  
 Festival of Chimes & Lights Committee, **Chair**  
 Utilities/Sewer Advisory Committee, **Chair**  
 Kitsap Economic Development Alliance

Scott Diener  
 Land Use Committee  
 Transportation Committee

**Department Directors:**

Nicholas Bond, AICP  
 Development Director  
 Mark Dorsey, P.E.  
 Director of Public Works/City Engineer

Tim Drury  
 Municipal Court Judge

Noah Crocker, M.B.A.  
 Finance Director

Matt Brown  
 Police Chief

Brandy Rinearson, MMC, CPRO  
 City Clerk

**Meeting Location:**

Council Chambers, 3<sup>rd</sup> Floor  
 216 Prospect Street  
 Port Orchard, WA 98366

**Contact us:**

(360) 876-4407  
 cityhall@cityofportorchard.us

*The City is prohibited from conducting meetings unless the meeting is NOT conducted in-person and instead provides options for the public to attend through telephone, internet or other means of remote access, and also provides the ability for persons attending the meeting (not in-person) to hear each other at the same time. Therefore;*

**Remote access only**

**Link:** <https://us02web.zoom.us/j/83249869066>

**Zoom Webinar ID:** 832 4986 9066

**Zoom Call-In:** 1 253 215 8782

**CALL TO ORDER**

**Pledge of Allegiance**

1. [GGLO Downtown Subarea Plan Presentation \(Bond\) Page 2](#)  
 Estimated Time: 30 minutes
2. [KRCC Update to the Countywide Planning Policies \(Bond\) Page 24](#)  
 Estimated Time: 45 minutes
3. [Water Restoration and Enhancement Draft Plan \(Dorsey\) Page 132](#)  
 Estimated Time: 15 minutes

Executive Session pursuant to RCW 42.30.110(1)(i) relating to potential litigation. (15 minutes)

**Good of the Order**



## City of Port Orchard Work Study Session Executive Summary

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**Issue Title:** GGLO Downtown Subarea Plan Presentation

**Meeting Date:** March 16, 2021

**Time Required:** 30 minutes

**Attendees:** Nicholas Bond, DCD Director

**Action Requested at this Meeting:** Review information provided by the City's consultant (GGLO) on updated draft Downtown Subarea Plan and provide feedback to consultant and City staff.

**Issue:** In 2019, the City and its consultant team, led by GGLO LLC, began work on a subarea plan and planned action EIS that includes the existing Downtown and Kitsap County Government Campus countywide centers. The subarea plan development process has addressed several issues, including: development of more housing in this area of the city, in accordance with a \$50k grant from the Department of Commerce; providing for the proposed South Kitsap Community Events Center on the downtown waterfront; accommodating current and future redevelopment projects in the Downtown and County Campus areas; and incorporating the recommendations of the City's Parks Plan update.

The initial draft Subarea Plan was released for public review and comment in October 2020. The Planning Commission held an EIS scoping meeting in September 2020, and reviewed the draft plan in November 2020. City staff and the consultant team have been working on further plan development and refinements, and the environmental review process, since that time.

**Alternatives:** The City has committed to adopting a subarea plan to fulfill its Commerce grant obligations. The scope of an Environmental Impact Statement (EIS) associated with the subarea plan is open for review, in terms of the geographic area to be covered by the EIS and the development regulations which are/are not covered by the EIS.

**Relationship to the Comprehensive Plan:** The final Subarea Plan is proposed to be adopted as an appendix of the Comprehensive Plan.

**Recommendations:** City staff recommends that the City Council review the information provided by GGLO, and provide feedback to the consultant and City staff on the Subarea Plan's current proposals and next steps.

**Attachments:** GGLO Presentation to City Council 3-16-2021.

# Downtown and Government Campus Draft Subarea Plan and EIS

City of Port Orchard, WA  
**City Council Work Session**  
March 16, 2021



# TIMELINE / PUBLIC ENGAGEMENT



## Additional Engagement Components

- City webpage and online comment solicitation
- Stakeholder outreach and response

Department of Ecology, Kitsap Transit, Community Events Center Team, Public Works, responded to questions from property owners`

## Updated Project Timeline

- 02.2020 – Project Kick-off
- 06.08.2020 – 07.24.2020 - Online Survey
- 09.01.2020 – P.C. Meeting – EIS Scoping
- 11.17.2020 – Council Meeting – Draft Subarea Plan Review
- 01.19.2021 – 02.18.2021 – Draft EIS Public Comment Period
- 02.02.2021 – P.C. Meeting – Draft EIS
- 03.16.2021 – Council Work Session - Status Update
- 05.04.2021 – P.C. Hearing and Review
- 06.01.2021- P.C. Adoption
- 06.08.2021 – Council Review Meeting
- 06.22.2021 – Council Meeting Subarea Plan, EIS, and PAO Adoption

# Project Update

- EIS Public Comment Period
  - In addition to comments received during the public meeting we received six comment letters and 59 individual comments
  - All comments will be included and responded to in the Final EIS
- Subarea Plan
  - Conducted additional outreach and coordination with property owners and stakeholders adjacent to the Proposed Community Events Center
  - Completed additional concept design work for the West Downtown area Masterplan and prepared additional related Subarea Plan recommendations
  - Engaged with the project traffic engineer to conduct a parking demand analysis for the downtown area(s) North of Kitsap and West of Sidney

## Subarea Plan Goals and Vision and Alternatives

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### 3.1 Proposed Alternatives

#### Approach

The proposed design concepts are a single vision for achieving the broader goals outlined in this subarea plan. In the downtown areas, this includes promoting a vibrant walkable community that showcases the City’s waterfront. In the County Government Center and the uphill neighborhood the plan incorporates planned expansion at the county campus, provides development flexibility along the Sydney and Cline arterials, and preserves residential areas throughout most of the neighborhood. Due to existing neighborhood constraints and the absence of large tracts of developable land the alternatives are based on a single concept plan. The variable between each of the alternatives is whether the assumed program of future development will consist primarily residential and stand alone commercial or if will have a greater mix or mixed-use development.

#### Alternatives

##### Alternative 1 - No Action

No action would be taken to adopt new development policies. The existing Downtown and County Campus Centers would each be retained in their present configurations; no combination or expansion of these subareas would take place; no changes to zoning or other land use regulations would be made. The capacity assumed in this alternatives assumes that development will still occur, but at a density similar to existing conditions with very limited structured or below grade parking.

##### Alternative 2 - Residential Focus

This alternative assumes a mostly residential development with commercial development only occurring in standalone buildings in commercial only zones. The maximum building height and densities would see limited increases in locations with minimal view impacts. The alternative assumes greater mix of structured parking to achieve greater density than the existing baseline development patterns. Potential zoning changes would focus on increasing residential capacity in existing commercial only zones.

##### Alternative 3 - Mixed-Use Focus

This alternative assumes increase in mixed-use residential, commercial retail, and office development. Some standalone commercial development in mixed-use zones plus commercial development in commercial only zones. The maximum building height and densities would see limited increases in locations with minimal view impacts. The alternative assumes greater mix of structured parking to achieve greater density than the existing baseline development patterns. Potential zoning changes would focus on increasing residential capacity in both existing commercial and residential only zones.

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### ALTERNATIVE 1 - NO ACTION BASELINE

CATEGORY/ZONE	Net			
	Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	351,400	0	0
RESIDENTIAL ZONES	7.9	0	UKN	120
COMMERCIAL ZONES	2.6	65,200	0	0
MIXED USE	20.5	206,200	566,200	954
<b>TOTAL with Pipeline</b>	<b>34.5</b>	<b>622,800</b>	<b>566,200</b>	<b>1,074</b>
Pipeline	11.2	347,000	NA	246
Total without Pipeline	23.3	275,800	566,200	828

### ALTERNATIVE 2 - RESIDENTIAL FOCUS

CATEGORY/ZONE	Net			
	Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	362,900	0	0
RESIDENTIAL ZONES	7.0	0	UKN	102
COMMERCIAL ZONES	0.0	0	0	0
MIXED USE	24.8	310,600	1,010,100	1,509
<b>TOTAL with Pipeline</b>	<b>35.4</b>	<b>673,500</b>	<b>1,010,100</b>	<b>1,610</b>
Pipeline	11.2	347,000	NA	246
Total without Pipeline	24.2	326,500	1,010,100	1,364

### ALTERNATIVE 3 - MIXED-USE FOCUS

CATEGORY/ZONE	Net			
	Developable Area (Acre)	Commercial Capacity (SF)	Residential Capacity (SF)	Residential Capacity (Units)
CIVIC AND OPEN SPACE	3.5	361,800	0	0
RESIDENTIAL ZONES	7.0	0	UKN	102
COMMERCIAL ZONES	0.0	0	0	0
MIXED USE	24.8	486,800	752,283	1,186
<b>TOTAL with Pipeline</b>	<b>35.4</b>	<b>848,600</b>	<b>752,283</b>	<b>1,288</b>
Pipeline	11.2	347,000	NA	246
Total without Pipeline	24.2	501,600	752,283	1,042

#### Summary of Changes from Heartland Baseline Capacity Analysis

- Proposed land use changes including: proposed zoning changes and height increases.
- Additional buildable land assumptions due to zoning changes and assume redevelopment areas. See updated buildable lands map in section 3.3.
- Proposed required parking modifications.

### ALTERNATIVE COMPARISON

Development Scenarios with Subarea Plan Recommendations	Net Developable Area (acres)	Commercial Capacity (square footage)	Residential Capacity (square footage)	Residential Capacity (units)
Existing	-	761,645	n/a	742
Alternative 1 - No Action	34.5	622,800	566,200	1,074
Alternative 2 - Residential Focus	34.5	673,800	1,010,100	1,610
Alternative 3 - Mixed-Use Focus	34.5	848,600	752,283	1,288

\*Note:

All scenarios include assumed development pipeline projects. Alternatives show new proposed development

### ACTIVITY UNITS SUMMARY

Development Scenarios	Total Population	Covered Employment	Residential Units	Activity Units / Acre	Activity Units Dedicated to Housing	Activity Units Dedicated to Employment
Existing	1,806	2,150	742	12	46%	54%
Alternative 1	4,051	3,396	1,074	23	54%	46%
Alternative 2	4,663	3,617	1,610	26	60%	40%
Alternative 3	4,128	3,889	1,288	25	54%	46%

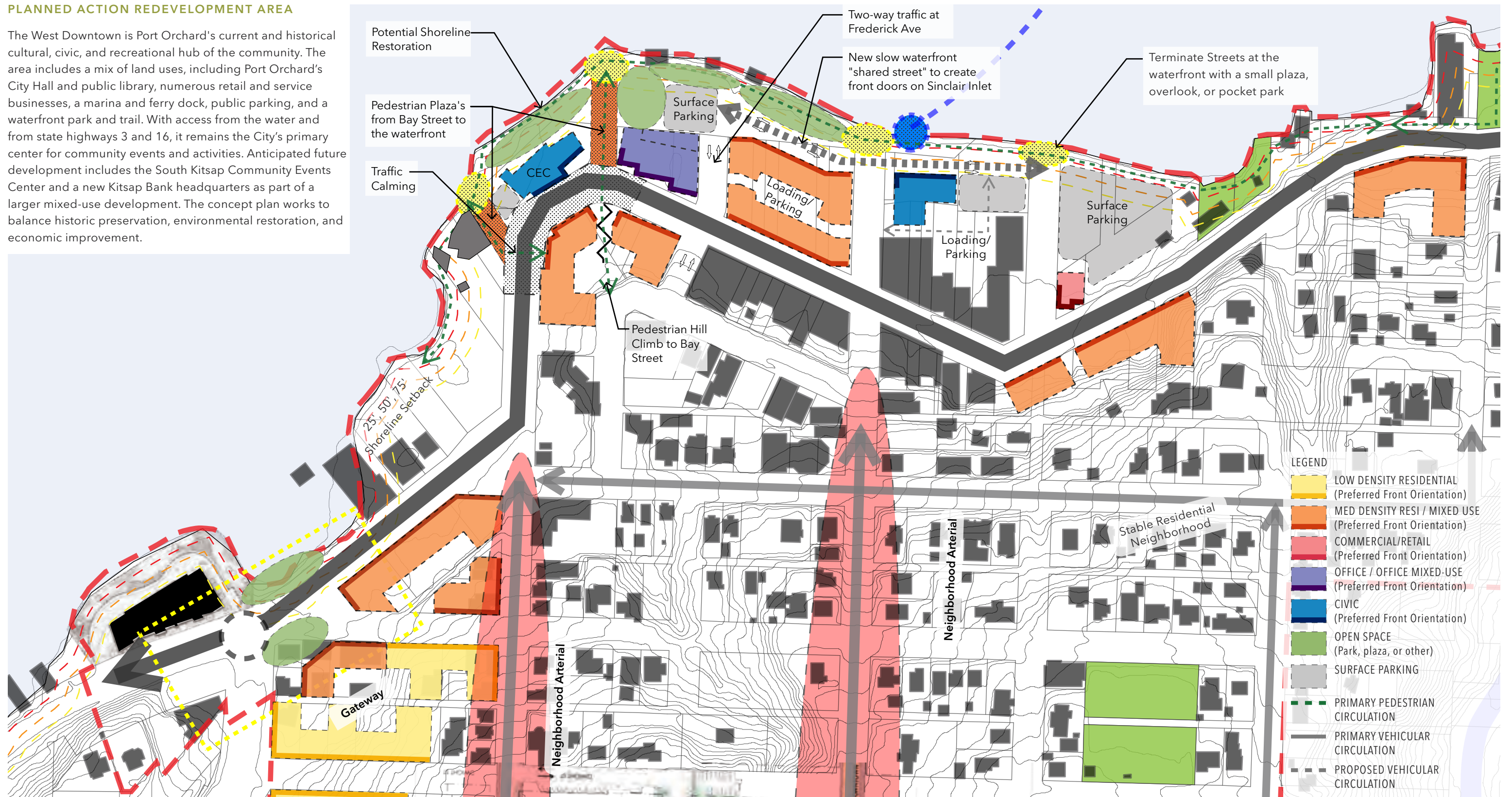
- Total Population assumes 2.09 persons per unit per OFM 2020.
- Employment assumed 1 employee per 500 sf of commercial development.
- Activity units calculated as total population + employment / 329 acres



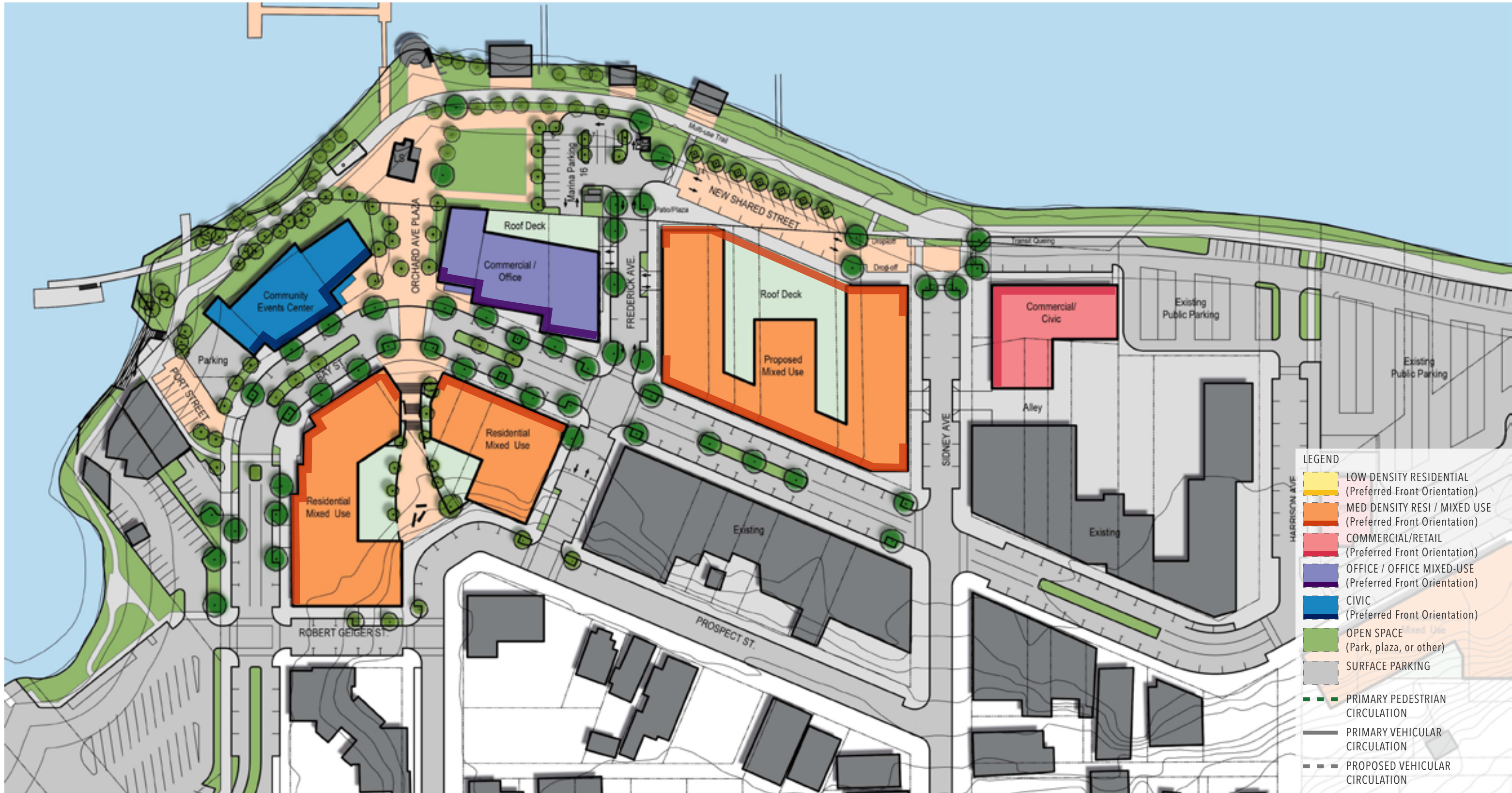
### 3.2.1 West Downtown

#### PLANNED ACTION REDEVELOPMENT AREA

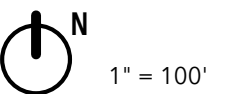
The West Downtown is Port Orchard's current and historical cultural, civic, and recreational hub of the community. The area includes a mix of land uses, including Port Orchard's City Hall and public library, numerous retail and service businesses, a marina and ferry dock, public parking, and a waterfront park and trail. With access from the water and from state highways 3 and 16, it remains the City's primary center for community events and activities. Anticipated future development includes the South Kitsap Community Events Center and a new Kitsap Bank headquarters as part of a larger mixed-use development. The concept plan works to balance historic preservation, environmental restoration, and economic improvement.



East Downtown - Redevelopment Concept Plan Diagram



East Downtown - Redevelopment Concept Plan



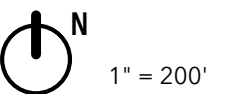
### 3.2.2 East Downtown

#### PLANNED ACTION REDEVELOPMENT AREA

The East Downtown is geographically separated from the West Downtown and was developed later with a more auto-centric development pattern. The area includes a mix of commercial uses primarily on larger more lots fronting the Bay Street and Bethel Ave commercial corridors. WSDOT is currently in the process of redesigning the Bay and Bethel intersection to replace the current signal with a new round-about. The concept plan strives to break-down the scale of existing large sites to provide a more walkable land-use pattern. Large surface parking lots and many vacant properties provide an opportunity for new economic development more reminiscent of the existing historic development character of the West Downtown.



East Downtown - Redevelopment Concept Plan Diagram



### 3.2.3 County Government Campus

**PLANNED ACTION REDEVELOPMENT AREA**

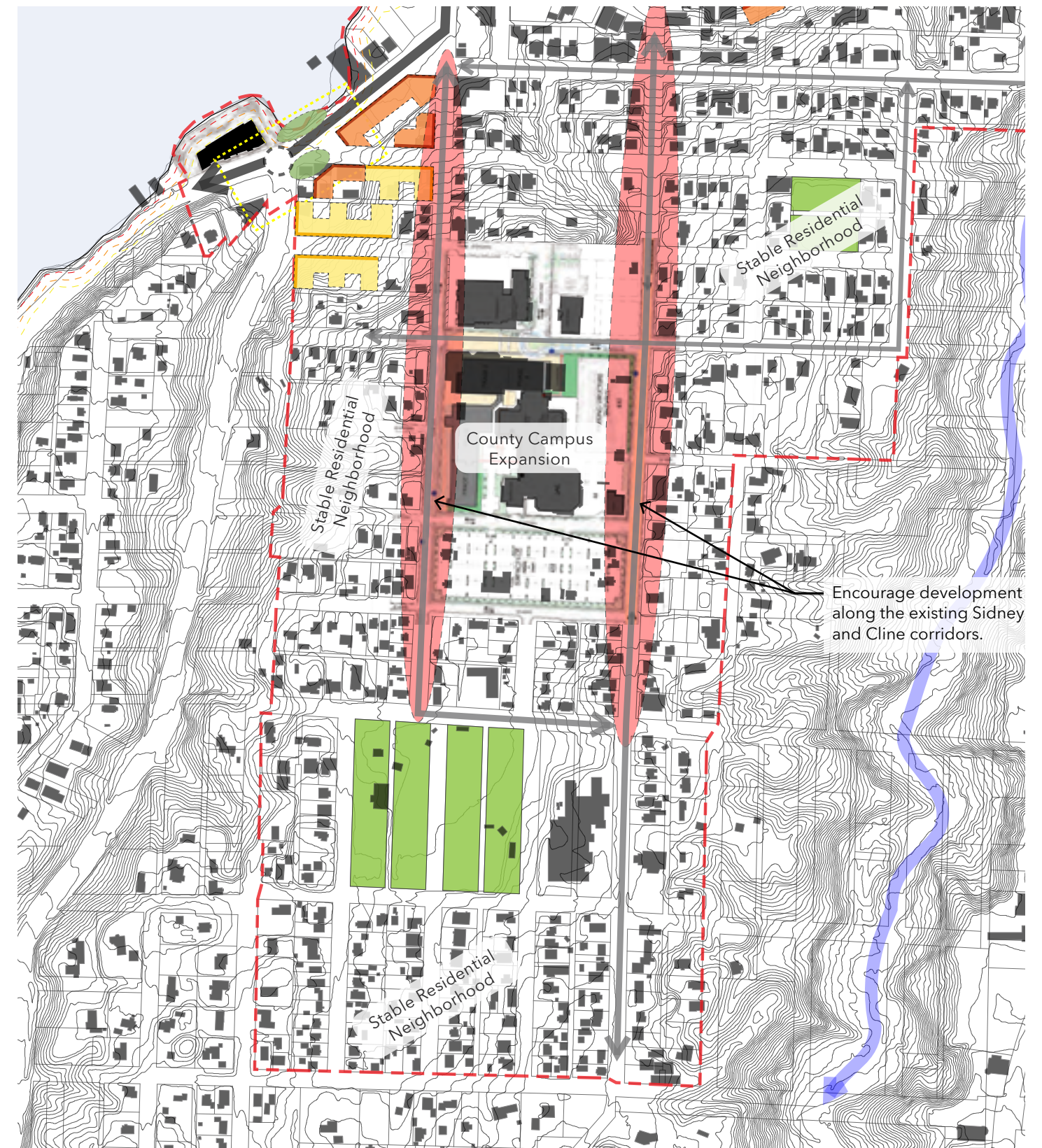
The Kitsap County Government campus is both the heart of the Center and the City's largest employer. The Port Orchard Blvd and Blackjack Creek valleys, along with the historic steep shoreline isolates this part of the Center from the Downtown and inhibits accessible pedestrian connections. Sidney and Cline Ave act as neighborhood arterials providing vehicle and transit access between hwy 16 and the downtown.

Kitsap County is currently developing a phased development for the expansion of County facilities within the City of Port Orchard over the next 40 years. The County Campus expansion is currently anticipated to occur over 5 phases. The anticipated scope of development was included within the pipeline projects analyzed as part of this plan.

The subarea plan encouraged development to occur along the existing Sidney and Cline arterial corridors. Neighborhood mixed-use zoning is proposed to be expanded across the street from the County Campus to provide a buffer or transition between the County Government Campus and established single family neighborhoods. Note that neighborhood mixed-use allows for both single family and small scale commercial uses.



Existing County Government Campus



Kitsap County Government Campus - Redevelopment Concept Plan Diagram



### 3.3 Land Use and Housing

#### LAND USE INTRODUCTION

The primary land use designations within the study area is medium density residential and Commercial Mixed-use, however the study area include nearly all land use designation. The study are also includes two large public facilities campuses, the Kitsap County Campus and South Kitsap High School. Within the individual study areas the West Downtown contains the historic City main-street.

#### LAND USE AND HOUSING GOALS

**Goal LUH - 01**

Develop a land use pattern that is environmentally sustainable and economically vibrant and accommodates additional housing and businesses.

**Goal LUH - 02**

Encourage increased development in the center and along existing primary circulation corridors to create vibrant walkable neighborhoods.

**Goal LUH - 03**

Ensure that proposed new development largely maintains existing views.

**Goal LUH - 04**

Transform the existing East Downtown from a largely car dominant development pattern to an extension of the existing walkable downtown West Downtown area.

#### LAND USE POLICIES

**Policy LUH - 01**

Expand the Center boundaries to capture the Sidney and Cline Corridors and additional area along the East Downtown.

**Policy LUH - 02**

Rezone parcels along Cline and Sidney Street from R2 to Neighborhood Mixed-use to provide a moderate increase in development and provide a transition to the residential zones.

**Policy LUH - 03**

Extend the varied frontage designation along Cline Street from Kitsap Street to Kendall Street.

**Policy LUH - 04**

Revise frontage requirements along the new waterfront street and in the east downtown to reflect the proposed concept design plan.

**Policy LUH - 05**

Rezone the Commercial Heavy Parcels in the East Downtown to Commercial Mixed-use (CMU).

**Policy LUH - 06**

Rezone the Commercial Corridor Parcels on the east side of Bethel between Dekalb Street to Mile Hill Drive from Commercial Corridor to Gateway Mixed-use (GMU).

**Policy LUH - 07**

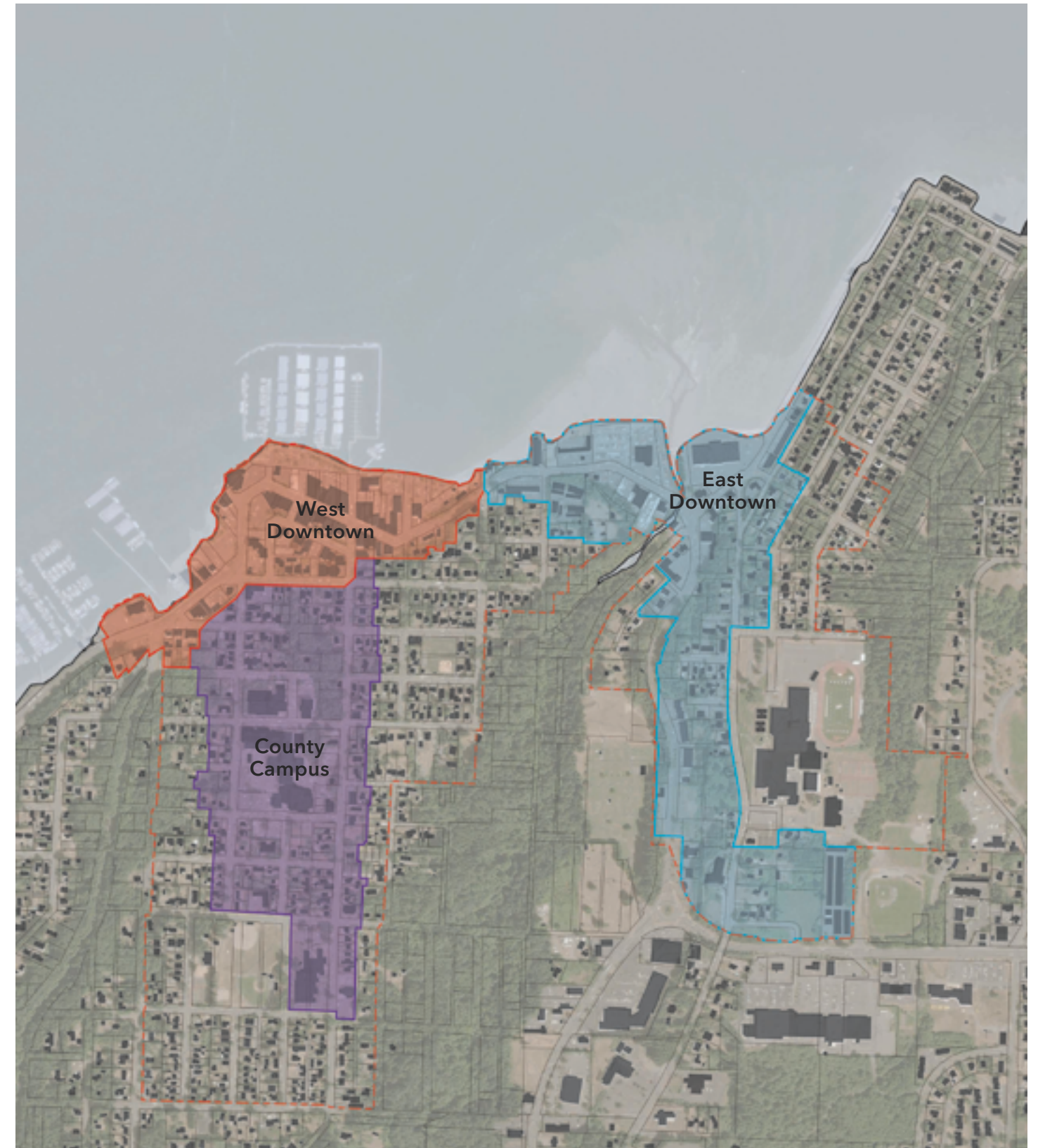
Allow for buildings up to 5-stories on the east side of Bethel between Dekalb Street to Mile Hill Drive.

**Policy LUH - 08**

- Modify the Downtown Height Overlay District as follows:
- Allow the building height for new development along Bay Street to be measured from the future road elevation consistent with Sea level rise contemplated in the SMP.
  - Amend 20.38.640 (1) as follows: (1) DHOD Height Zones Established. Within the DHOD as shown on the zoning map, there are three different DHOD height zones with height limits established as follows: (a) DHOD 3: 48 feet - three stories. (b) DHOD 4: 58 feet - four stories. (c) DHOD 5: 68 feet - five stories.
  - Amend the height along the block south of Bay Street between Robert Geiger and Frederick to allow 5 stories except within 50 feet of Robert Geiger Street which shall be limited to 4 stories.

**Policy LUH - 09**

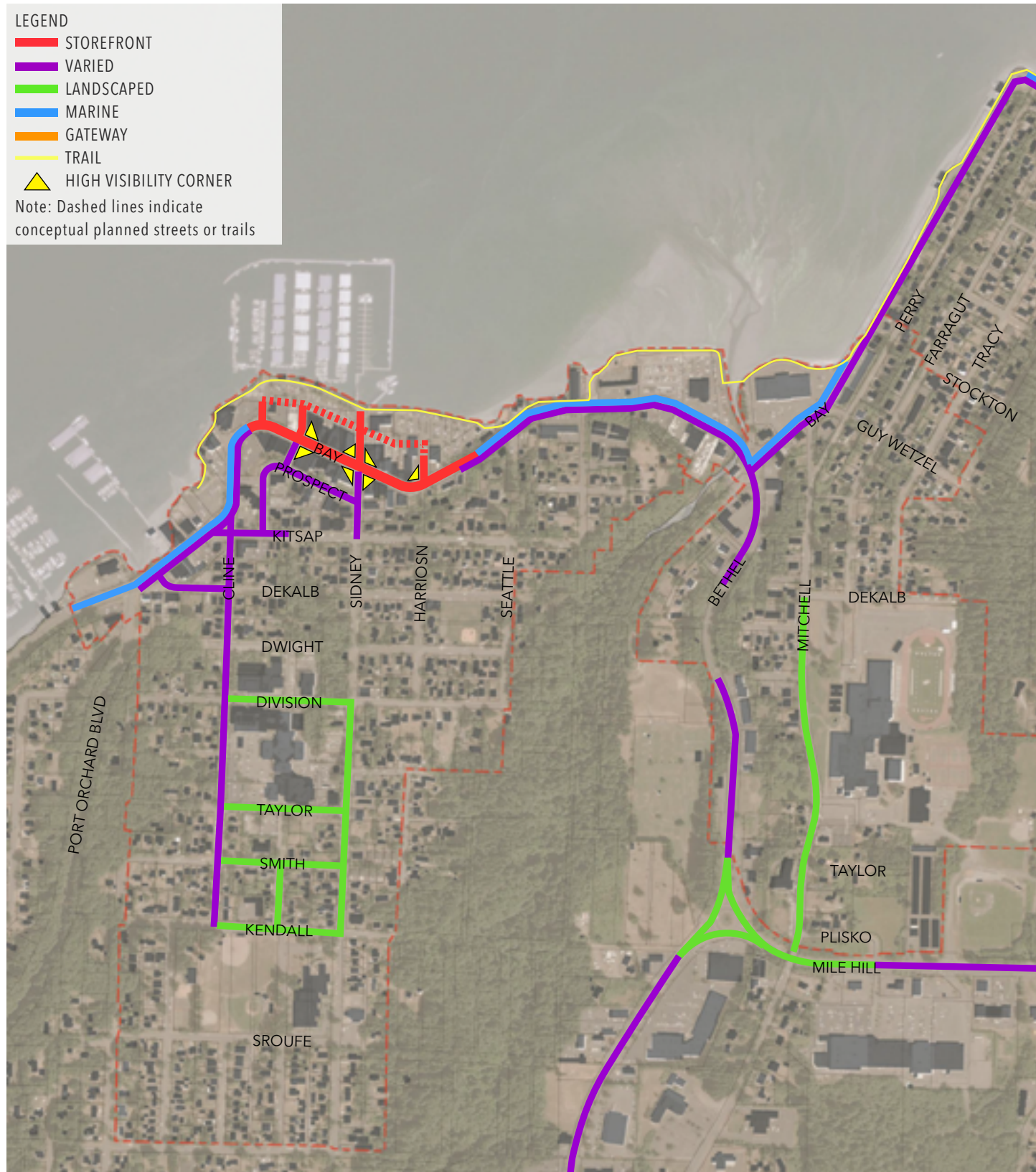
Add an exemption to 20.35.040 to allow the minimum build-to percentage to be decreased when public benefits such an increased landscape buffer, open space, or other approved benefits are included.



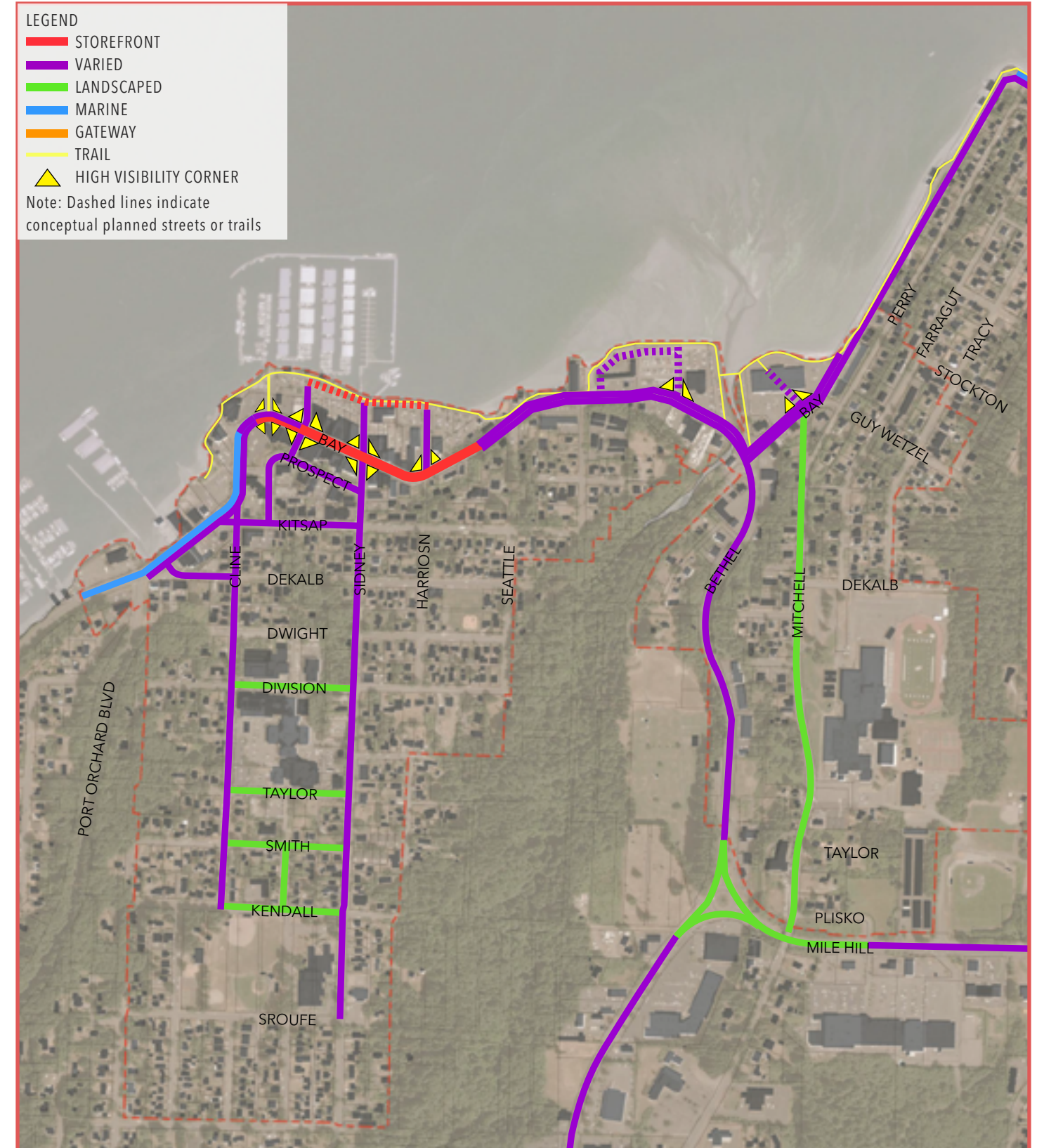
Proposed Planning Centers Adjustments

Expand County Center boundaries to capture the Sidney and Cline Corridors.  
Expand Downtown Center boundaries to incorporate areas of assumed future development.




















Existing Block Frontage Plan

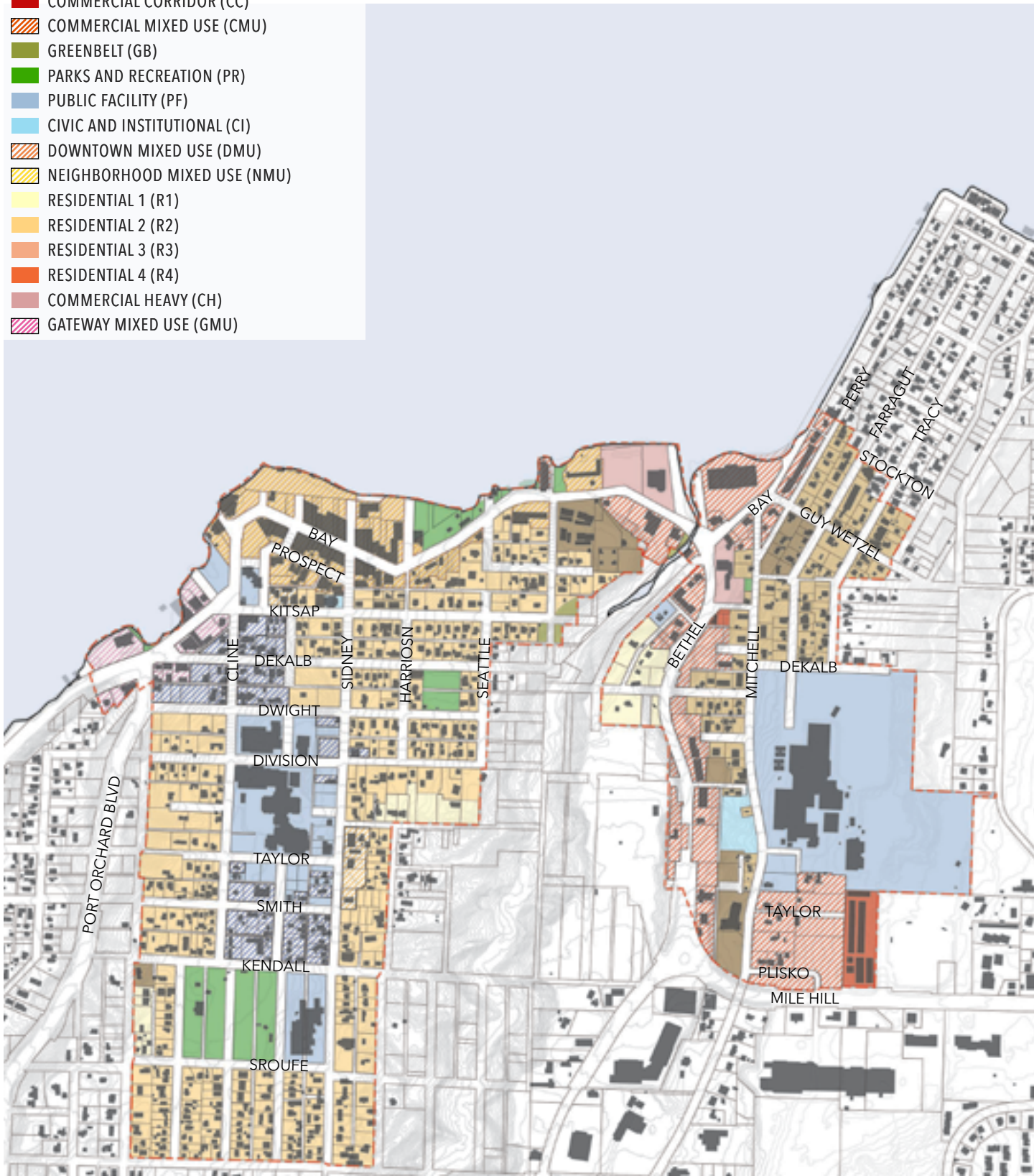


Proposed Block Frontage Plan


















LEGEND

-  BUSINESS PROFESSIONAL MIXED USE (BPMU)
-  COMMERCIAL CORRIDOR (CC)
-  COMMERCIAL MIXED USE (CMU)
-  GREENBELT (GB)
-  PARKS AND RECREATION (PR)
-  PUBLIC FACILITY (PF)
-  CIVIC AND INSTITUTIONAL (CI)
-  DOWNTOWN MIXED USE (DMU)
-  NEIGHBORHOOD MIXED USE (NMU)
-  RESIDENTIAL 1 (R1)
-  RESIDENTIAL 2 (R2)
-  RESIDENTIAL 3 (R3)
-  RESIDENTIAL 4 (R4)
-  COMMERCIAL HEAVY (CH)
-  GATEWAY MIXED USE (GMU)

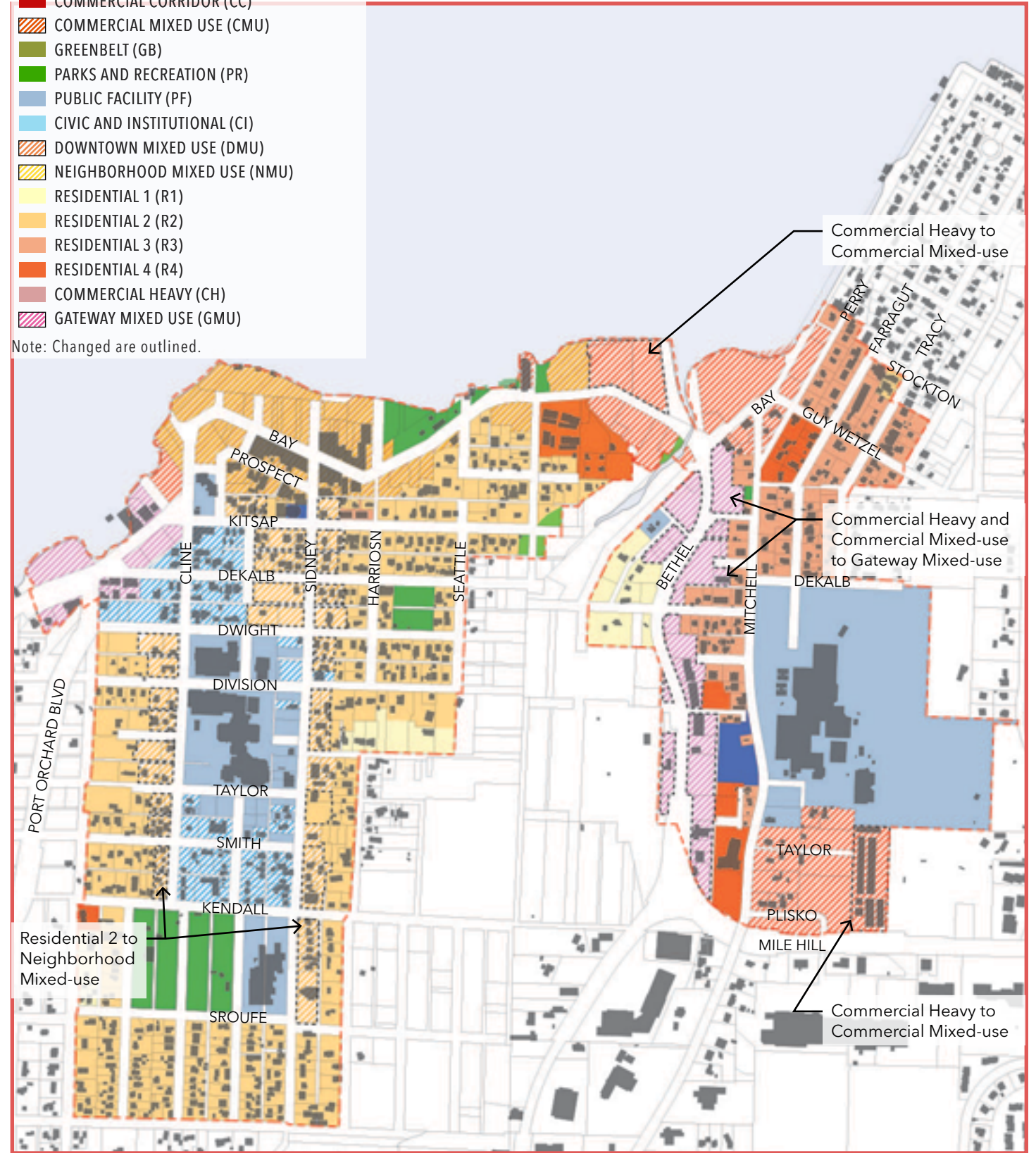


Existing Zoning Map

LEGEND

-  BUSINESS PROFESSIONAL MIXED USE (BPMU)
-  COMMERCIAL CORRIDOR (CC)
-  COMMERCIAL MIXED USE (CMU)
-  GREENBELT (GB)
-  PARKS AND RECREATION (PR)
-  PUBLIC FACILITY (PF)
-  CIVIC AND INSTITUTIONAL (CI)
-  DOWNTOWN MIXED USE (DMU)
-  NEIGHBORHOOD MIXED USE (NMU)
-  RESIDENTIAL 1 (R1)
-  RESIDENTIAL 2 (R2)
-  RESIDENTIAL 3 (R3)
-  RESIDENTIAL 4 (R4)
-  COMMERCIAL HEAVY (CH)
-  GATEWAY MIXED USE (GMU)

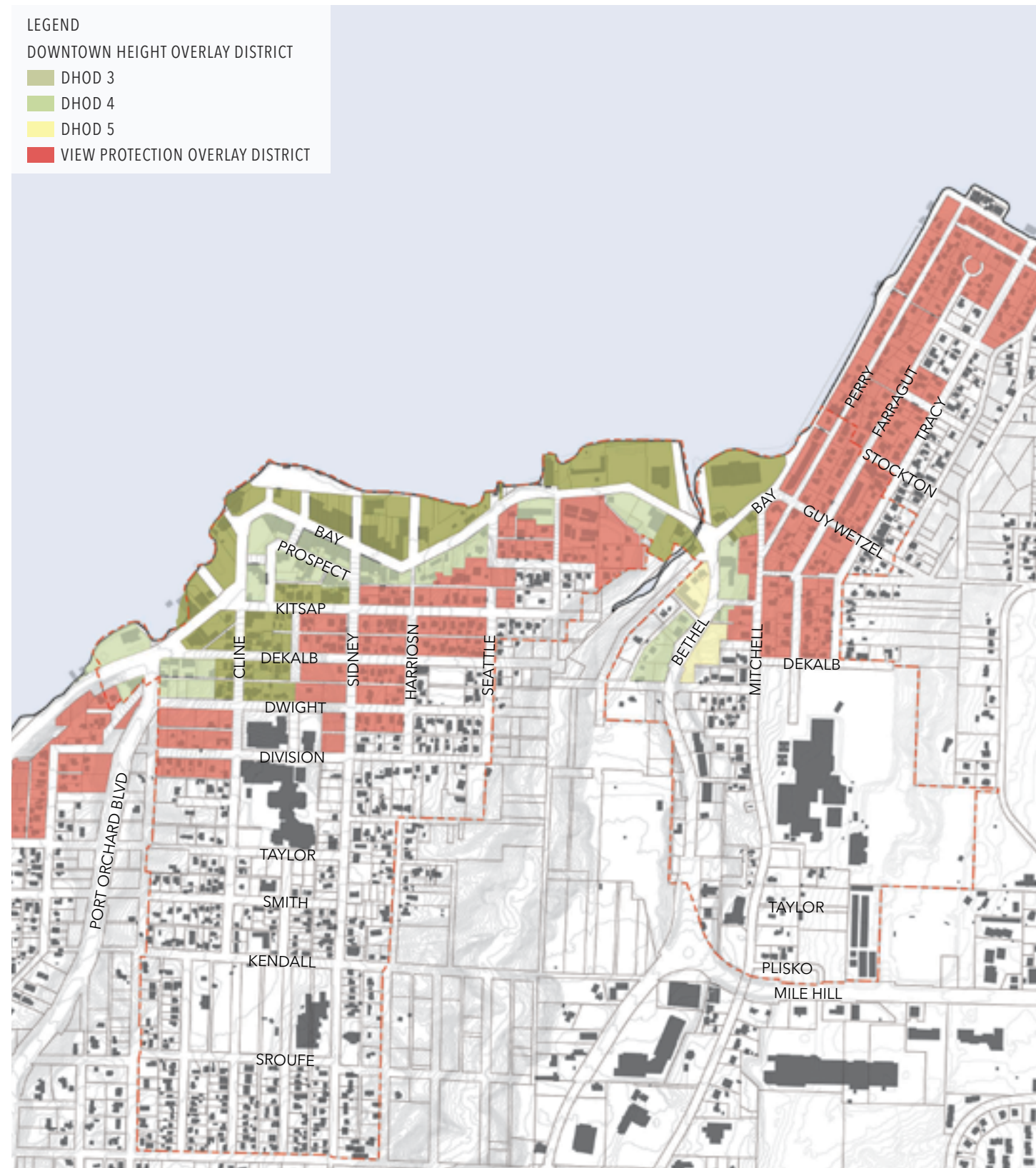
Note: Changed are outlined.



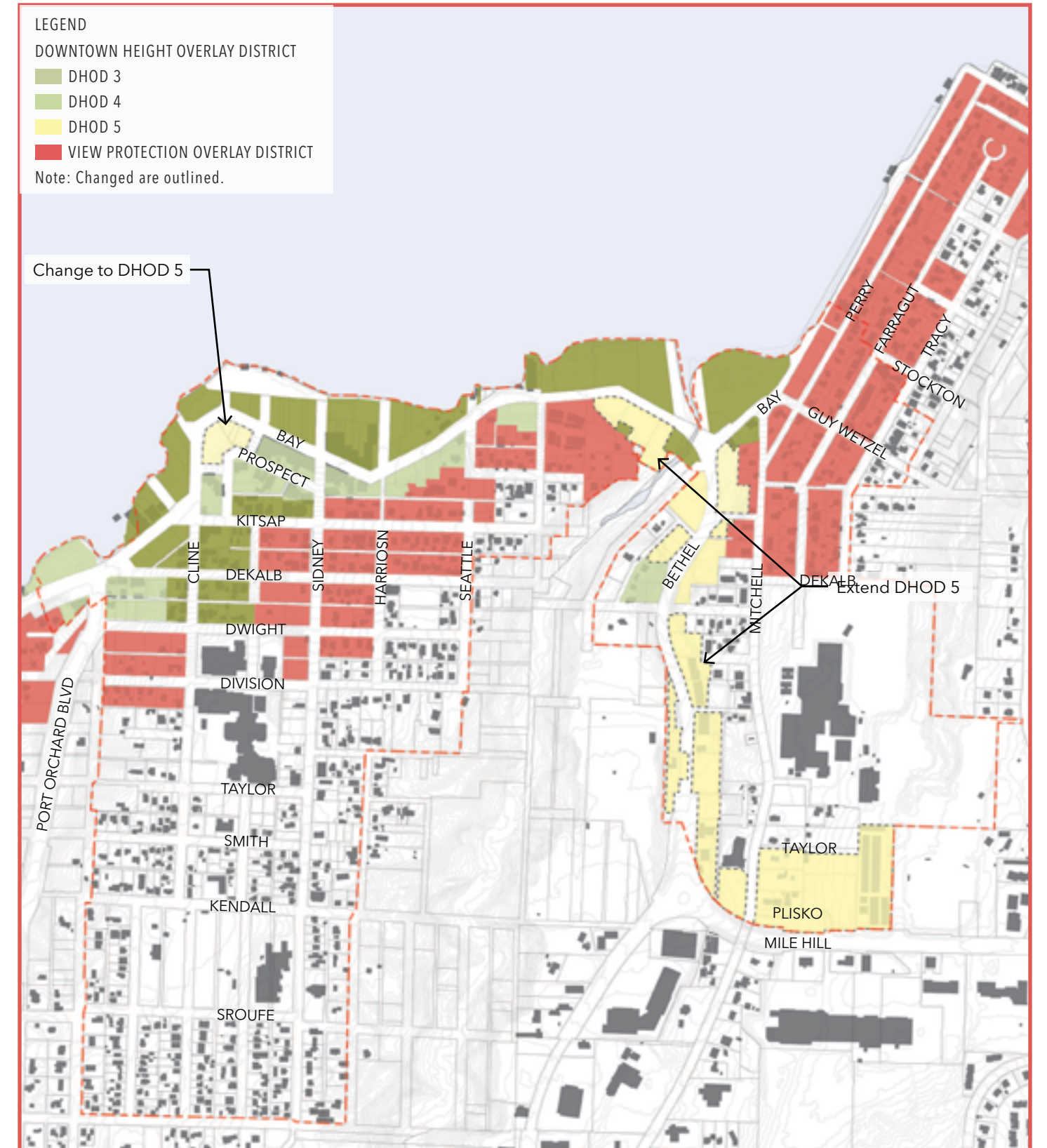
Proposed Zoning Map Adjustments

Encourage development along existing neighborhood arterial corridors. Provide a buffer from commercial to residential areas and preserve established single family neighborhoods.





Existing Height Overlay Map

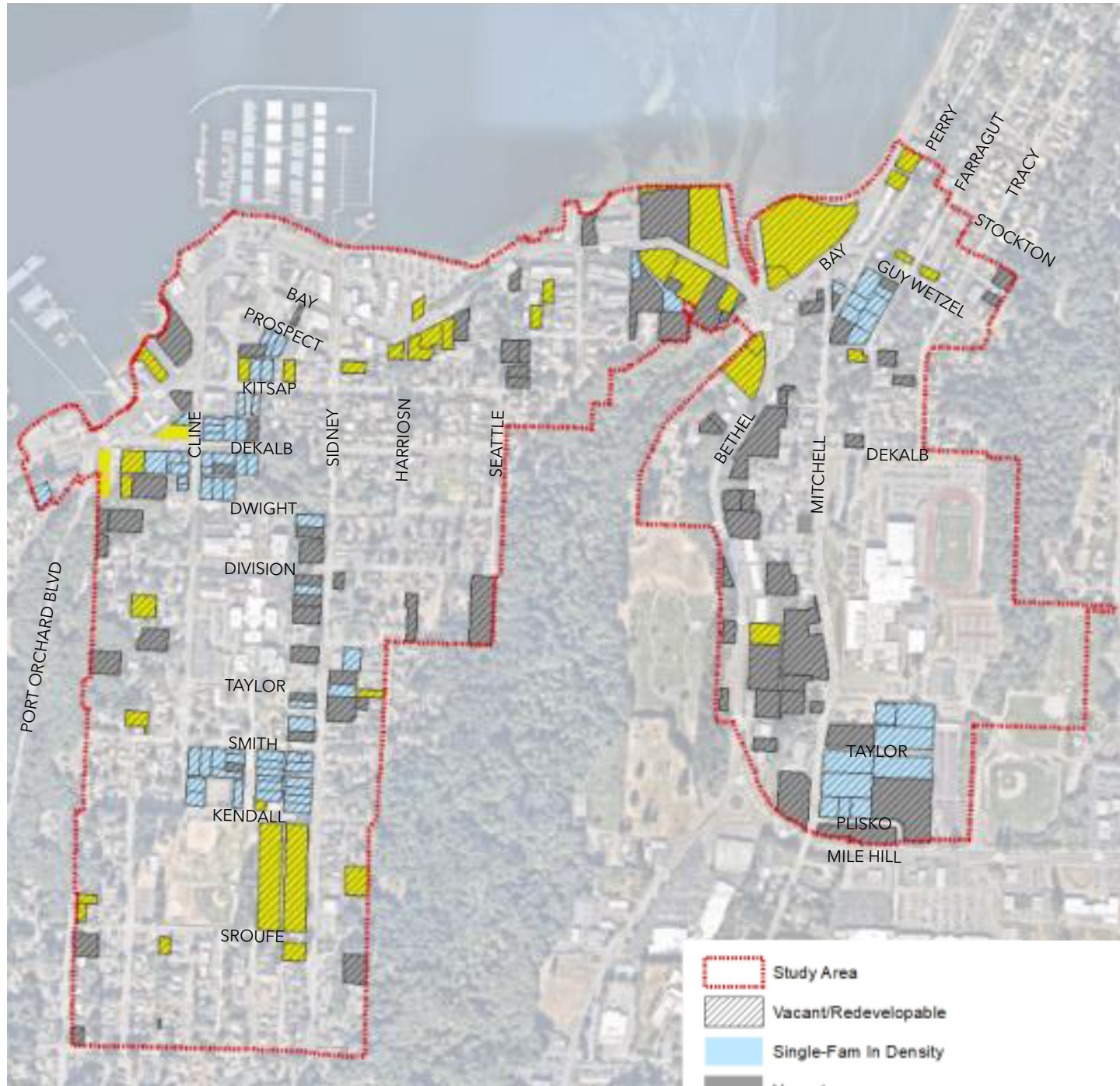


Proposed Height Overlay Map Adjustments

Encourage development height increases in locations that do not impact existing protected views.







Existing Build-able Lands or Potential Infill Development Map



Updated Build-able Lands or Potential Infill Development Map that incorporates additional lands that were added due to zoning changes or anticipated development included in the subarea plan.



### 3.4 Environment and Open Space

#### ENVIRONMENT AND OPEN SPACE OVERVIEW

In addition to multiple public parks the defining Environment and Open Space features in the study area includes the shoreline along Sinclair inlet and numerous historic creek valleys. The existing waterfront includes large tracts of surface parking developed prior to the adoption of the Shoreline Management Act. Environment and Open Space goals strive to both enhance the environment and the public realm for City residents and guests.

#### ENVIRONMENT AND OPEN SPACE GOALS

- Goal EOS - 01**  
Provide increased pedestrian access and recreational opportunities at the waterfront.
- Goal EOS - 02**  
Plan to mitigate flooding during high-tides and as a result of sea-level rise.

- Goal EOS - 03**  
Incorporate new open space within required shoreline buffers such that they can serve dual-purposes. (for example refer to *Stormwater buffer with pedestrian boardwalk Concept for existing Blackjack Creek Outlet*)

- Goal EOS - 04**  
Improve safety and security along existing open spaces and around blackjack creek.

#### ENVIRONMENT AND OPEN SPACE POLICIES

- Policy EOS - 01**  
Encourage the future replacement of existing shoreline armoring that allows for pedestrians access to the water. (For example refer to *Shoreline Armor with Water Access Concept for the West Downtown waterfront*)
- Policy EOS - 02**  
Encourage the creation of a public kayak launch dock.
- Policy EOS - 03**  
Streets should terminate at the waterfront with a small plaza, overlook, or pocket park.
- Policy EOS - 04**  
Convert Orchard and Port Streets to pedestrian plazas with limited vehicle access.
- Policy EOS - 05**  
Encourage the creation of storm-water facilities in



*Shoreline Armor with Water Access  
Concept for the West Downtown waterfront*

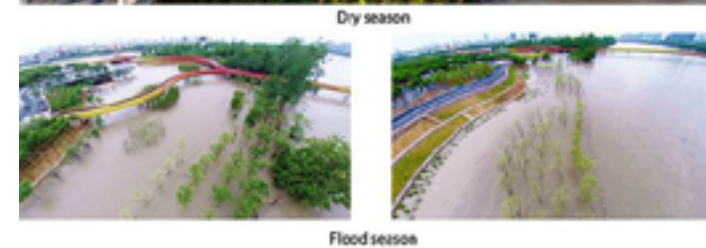


*Stormwater buffer with pedestrian boardwalk  
Concept for existing Blackjack Creek Outlet*

shoreline set-backs that also provide public open space amenities.

- Policy EOS - 06**  
Support the expansion of Etta Turner Park to include a riparian buffer with bio-retention from adjacent development.

- Policy EOS - 07**  
Support the development of a new park in the existing public right-of way on the west side of the Blackjack Creek outfall. This park will work with Etta Turner park to frame the Blackjack Creek corridor from Bay Street to the Sinclair inlet.



*Stormwater buffer with pedestrian boardwalk*



*Urban waterfront parkscape.*



*Conceptual Hill Climb from Prospect Ave to Port St*



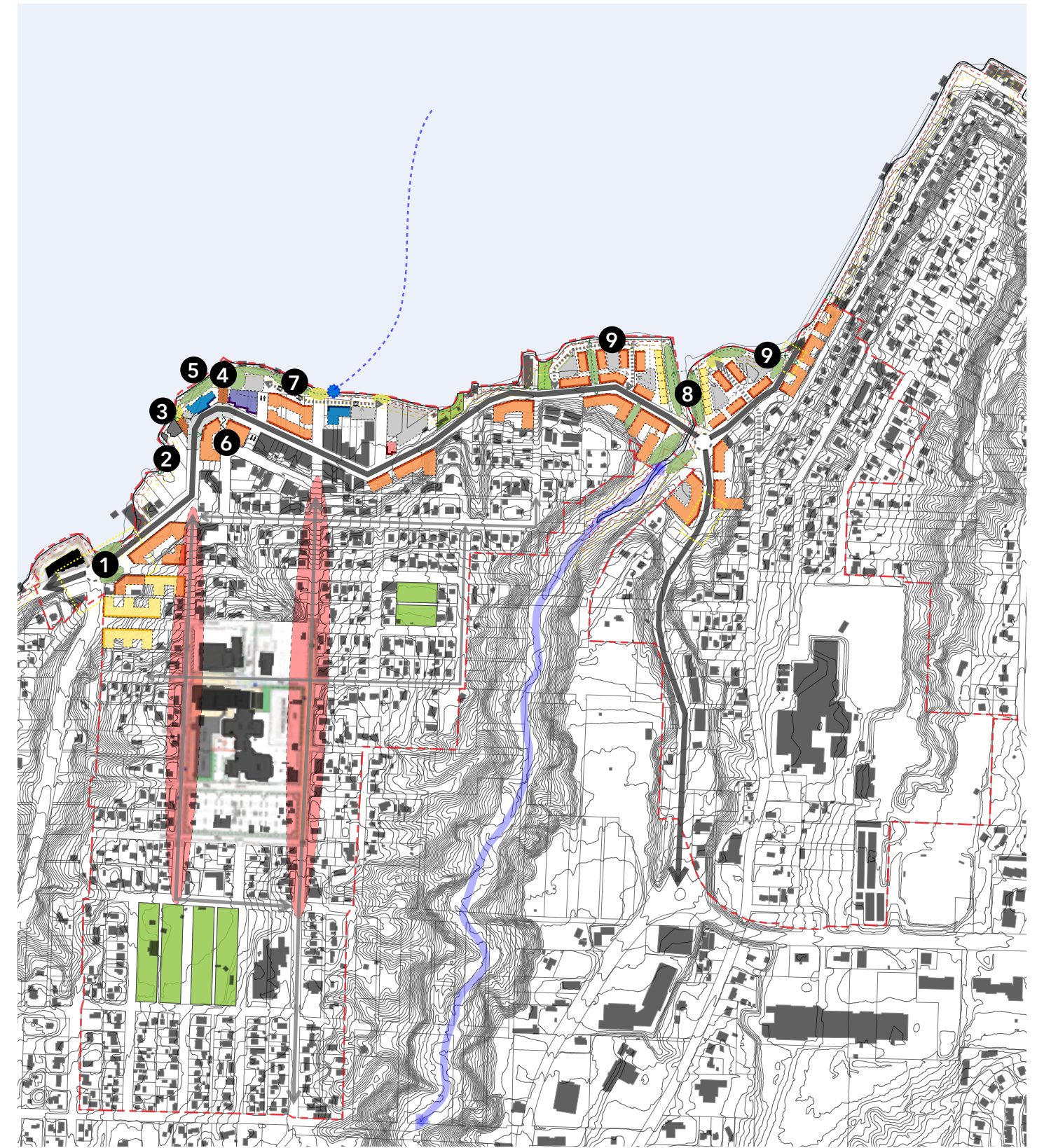
*Stormwater Feature*



*Conceptual Waterfront Plaza and kayak launch at Port Street*

ENVIRONMENT AND OPEN SPACE PROPOSED PROJECT LIST

No.	Project Name	Description	Agency	Cost	Funding Source
1	Port Orchard Blvd Creek Estuary Restoration	The historic creek that previously existing at the location of Port Orchard Blvd is now piped to its terminus at Sinclair Inlet. The plan encourages estuary restoration at the outflow of this creek.	t.b.d.	t.b.d.	t.b.d.
2	Port Orchard Boat Launch Estuary Restoration	The historic creek that originates near the County Government Campus is currently piped from approximately Austin Ave to its outfall east of the boat launch. The plan encourages the creek to be daylit west of intersection of Bay and Robert Geiger Streets with estuary restoration at Sinclair inlet.	t.b.d.	t.b.d.	t.b.d.
3	Port Street Shared Plaza, Viewpoint, and Shoreline Restoration	Port Street is proposed to be transformed to a pedestrian plaza or shared street to provide pedestrian access and views to Sinclair Inlet. The plaza should terminate with a viewing plaza with potential access to the water.	t.b.d.	t.b.d.	t.b.d.
4	Orchard Street Plaza and viewpoint	Orchard Street is proposed to be transformed to a pedestrian plaza or shared street to provide pedestrian access and views to Sinclair Inlet. The existing elevated viewing deck and pump station at the terminus of this corridor will be replaced with an at grade viewing plaza.	t.b.d.	t.b.d.	t.b.d.
5	Kayak Launch	A publicly accessible kayak launch dock is proposed near the location of the former pier north of Port Street.	t.b.d.	t.b.d.	t.b.d.
6	Prospect Street Hill Climb	The redevelopment of the parcels located at the corner of Bay Street are encouraged to include a publicly accessible hill climb from Prospect Street to Bay Street. The hill climb should align with either Port Street or Orchard Street.	n/a	t.b.d.	t.b.d.
7	Bay Street Pedestrian Path Enhancements	Widen the existing Bay Street Pedestrian Path from Orchard Street to the Ferry terminal to provide multi-modal access and meet existing design standards. Improvements may include viewpoints and street terminations and new landscape amenities and furniture.	t.b.d.	t.b.d.	t.b.d.
8	Blackjack creek Estuary Park and Etta Turner Park expansion and enhancements	Provide a new waterfront park on the City parcel along the west side of Blackjack Creek and expand Etta Turner Park to provide an expanded riparian buffer. These parks should include natural features and wildlife habitat. Incorporate wetland boardwalks, provided that they can comply with shoreline mitigation requirements.	t.b.d.	t.b.d.	t.b.d.
9	Waterfront shoreline enhancement	New development should provide waterfront shoreline restoration at the current auto dealership and the Westbay center sites in compliance with requirements contained within the City SMP and the State SMA.	t.b.d.	t.b.d.	t.b.d.



Environment and open space Proposed Project List



### 3.5 Circulation, Access, and Parking

**CIRCULATION, ACCESS, AND PARKING OVERVIEW**

The Downtown and County Campus Centers contains a well established transportation network centered on Bay Street, and Bethel Ave. Mitchell Street, Cline Ave, and Sidney Ave are primary minor arterials from uphill neighborhoods to the waterfront. The Downtown walk-on ferry terminal provides service to Bremerton with connections to Seattle. Improvements envisioned as part of the development include re-focusing new development towards the water and improving pedestrian access through-out the Centers.

**CIRCULATION, ACCESS, AND PARKING GOALS**

- Goal CAP - 01**  
Improve Bay and Bethel corridors such that they are safer for all users and that they define a place rather than act as just a highway.
- Goal CAP - 02**  
Ensure that adequate parking is available to support the marina and allow for downtown businesses to thrive while promoting a walkable main-street character.
- Goal CAP - 03**  
Encourage development in the West downtown to face the waterfront and bay street
- Goal CAP - 04**  
Provide improved pedestrian circulation within the West Downtown between waterfront and Prospect Street.
- Goal CAP - 04**  
Transform the existing East Downtown from a largely car dominant development pattern to an extension of the existing walkable downtown West Downtown area.
- Goal CAP - 05**  
Discourage new development from locating parking between new development and the waterfront.
- Goal CAP - 06**  
Encourage the replacement of the existing Bay Street sidewalk marquee.
- Goal CAP - 07**  
Encourage new development to be oriented perpendicular to Sinclair inlet to frame views towards the waterfront.

**CIRCULATION, ACCESS, AND PARKING POLICIES**

- Policy CAP - 01**  
Develop a corridor design plan for Bay Street between Port Orchard Blvd and the eastern terminus of the Study area, and for Bethel Ave between Bay Street and SE Mill Hill Dr. The corridor plan shall address elements such as multi-modal circulation, frontage design and improvements, and bike and ped safety improvements. The plan shall accomodate raising the elevation of Bay Street in response to the City's Sea Level Rise Study referenced in the 2021 SMP Update. Work with WSDOT to explore opportunities for potential traffic calming measures.
- Policy CAP - 02**  
Where appropriate, encourage urban low impact development stormwater management features in the roadway design, such as bio-swales between the on-street parking lanes and sidewalks.
- Policy CAP - 03**  
Phase out all-day commuter parking in the West Downtown to support parking for downtown business.
- Policy CAP - 04**  
Support Kitsap transit to study the feasibility and need of adding additional park and ride facilities away from the downtown waterfront to serves ferry riders.
- Policy CAP - 05**  
Create a new waterfront street from Harrison Ave to Fredrick Ave that includes parking, sidewalks, and landscape improvements and accommodates ferry transit drop-offs.
- Policy CAP - 06**  
Support the reconfiguration of the marina parking lot to increase parking and improve multi-modal circulation from Bay Street to the waterfront.
- Policy CAP - 07**  
Include a hill-climb from Bay Street to Prospect Street aligned with either Orchard Ave or Port Street.
- Policy CAP - 08**  
Redesign Orchard and Port Street to pedestrian plazas with limited vehicle access.
- Policy CAP - 09**  
Convert Fredrick Ave to a two-way street with parallel parking on each side or widen street for angled parking.

- Policy CAP - 10**  
Encourage the creation of a loop street or private access drive to break down the scale of the auto-dealership site, provide waterfront access, and provide additional on-street parking.
- Policy CAP - 11**  
Extend Mitchell Ave north across Bay Street as a new private access drive to terminate at the waterfront.
- Policy CAP - 12**  
Provide new frontage 2mprovements, including parallel parking and sidewalks on both sides of Harrison Ave. At least one of the sidewalks should extend to the waterfront.
- Policy CAP - 13**  
Modify residential parking requirements in all zones to be consistent with the current DMU parking requirements of 1 stall per unit regardless of bedrooms.
- Policy CAP - 14**  
Vacate Harrison Street R.O.W. between Bay Street and Prospect Alley.
- Policy CAP - 15**  
The Bay Street corridor plan frontage design standards shall include design standards for the removal of the existing sidewalk marquee. The marquee will be replaced with new overhead protection weather protection that is incorporated with the structure of new development.
- Policy CAP - 16**  
Revise the Shoreline Master Program to discourage parking along the waterfront.
- Policy CAP - 17**  
Expand POMC 20.124.130(1), to apply to all DMU zones.
- Policy CAP - 18**  
Allow for parking requirements to be waived for ground level commercial uses less than 1000 sq ft gfa to encourage smaller local businesses.
- Policy CAP - 19**  
Modify the Downtown mixed use parking standards to expand the exemption for required ground floor uses from Orchard to Robert Geiger Street.

- Policy CAP - 20**  
Allow for required parking to be met with an off-site shared parking agreement.
- Policy CAP - 21**  
Require that any new development or Type III improvements as defined in POMC 20.127.020, shall provide street frontage improvements consistence with City design requirements. This policy recommendation should apply citywide.



Encouraged Low-impact Stormwater management such as street front bioswales.



Conceptual Woonerf or shared Street Concept Image



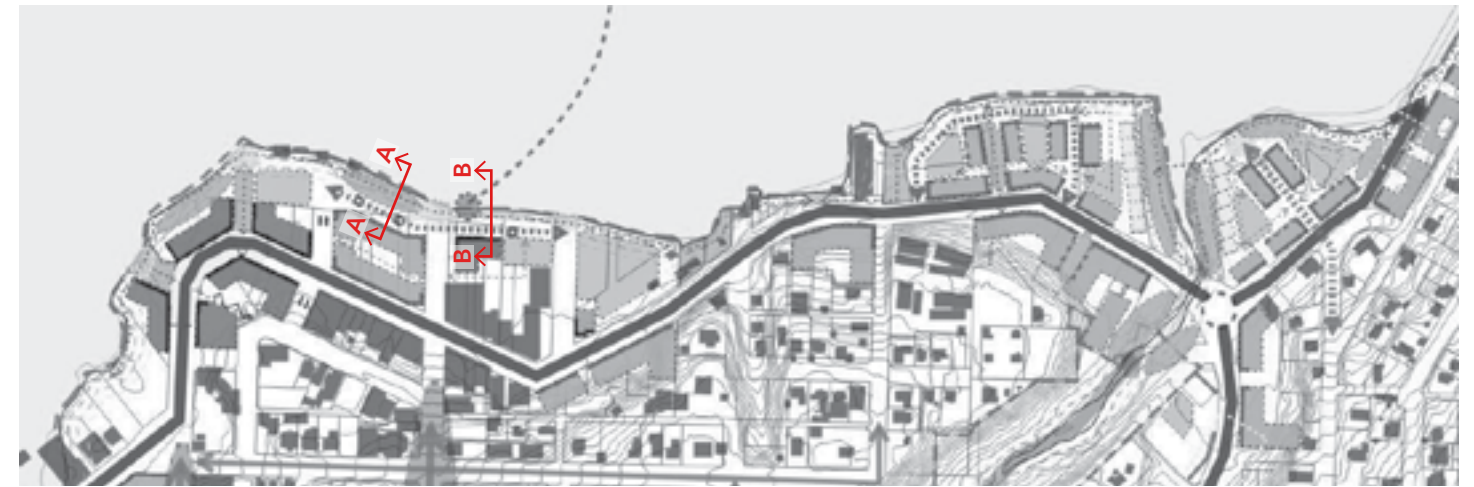
Conceptual Urban Waterfront Street



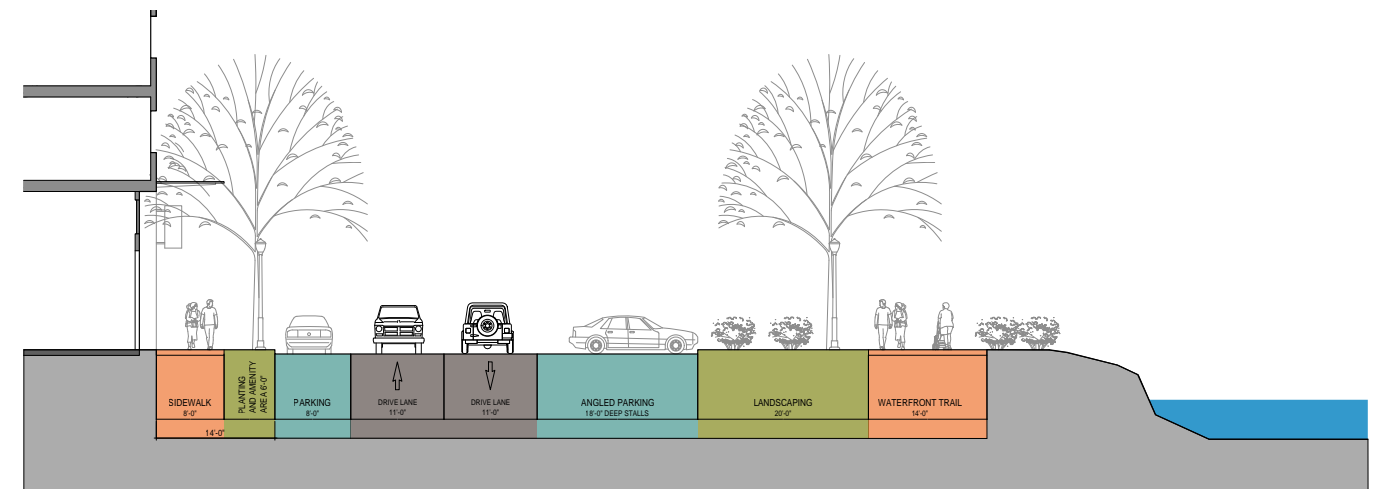
Conceptual Woonerf or shared Street Concept Image



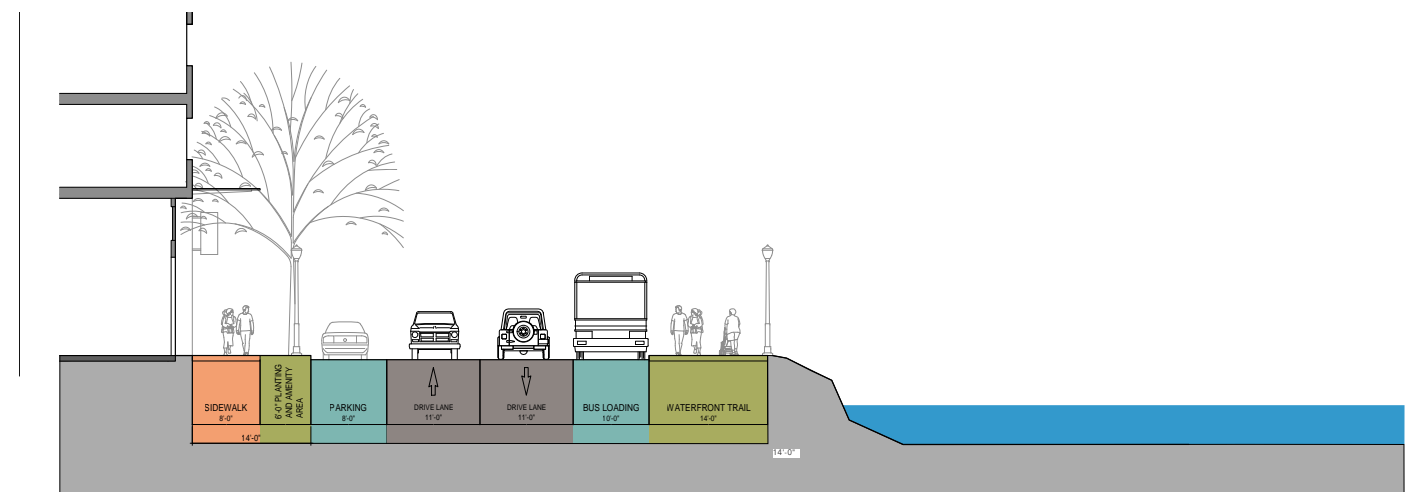
Street Concept Image | Mitchell Street Extension from Bay Street to the Waterfront (Looking North)



Conceptual Street Section Key Plan



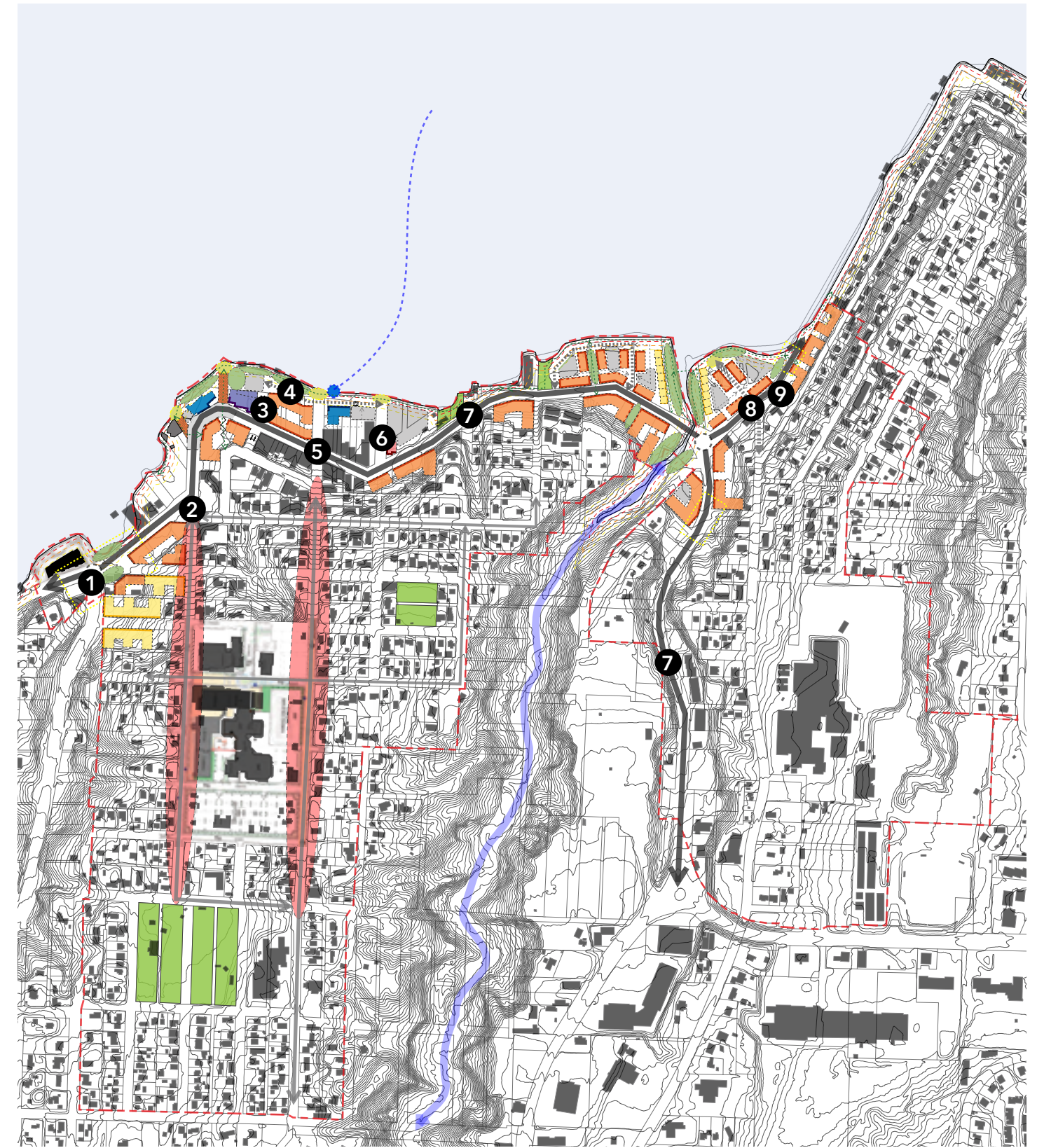
Street Cross-Section A-A | New Waterfront Street Between Frederick and Sidney Ave (Looking West)



Street Cross-Section B-B | New Waterfront Street Between Sidney and Harrison Ave (Looking West)

ENVIRONMENT AND OPEN SPACE PROPOSED PROJECT LIST

No.	Project Name	Description	Agency	Cost	Funding Source
1	Bay St /Port Orchard Blvd Intersection	Reconfigure intersection alignment to improve visibility and pedestrian circulation and safety.	t.b.d.	t.b.d.	t.b.d.
2	Bay St / Port Orchard Blvd Intersection	Reconfigure intersection alignment to improve visibility and pedestrian circulation and safety.	t.b.d.	t.b.d.	t.b.d.
3	Fredrick Ave Improvements	Convert Fredrick Ave to two-way traffic to serve the marina and the new waterfront street. Include frontage improvements and explore street expansion to maintain angled parking.	t.b.d.	t.b.d.	t.b.d.
4	New Waterfront Street	Provide a new waterfront "shared" street between Frederick and Harrison Ave.	t.b.d.	t.b.d.	t.b.d.
5	Sidney Ave. Frontage Improvements	Provide frontage improvements including Street Trees/landscaping, sidewalk expansion, and street furniture from Prospect St to the waterfront.	t.b.d.	t.b.d.	t.b.d.
6	Harrison Ave Frontage Improvements	Provide frontage improvements including Street Trees/landscaping, curb and sidewalks and street furniture from Bay St to the waterfront.	n/a	t.b.d.	t.b.d.
7	Bay Street and Bethel Ave Corridor	Develop a corridor plan for Bay Street between Port Orchard Ave and the eastern terminus of the Study area, and for Bethel Ave between Bay Street and SE Mill Hill Dr. The corridor design shall address elements such as multi-modal circulation, frontage design and improvements, and bike and ped safety improvements. The plan shall accomodate raising the elevation of Bay Street in response to the City's Sea Level Rise Study referenced in the 2021 SMP Update.	t.b.d.	t.b.d.	t.b.d.
8	Bay St / Mitchell Ave Intersection	Reconfigure intersection alignment to improve visibility and pedestrian circulation and safety. Design will incorporate the extension of the Mitchell Street across Bay Street as a new private access drive.	t.b.d.	t.b.d.	t.b.d.
9	Bay St / Guy Wetzel Rd Intersection	Reconfigure intersection alignment to improve visibility and pedestrian circulation and safety.	t.b.d.	t.b.d.	t.b.d.



Environment and open space Proposed Project List







## City of Port Orchard Work Study Session Executive Summary

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**Issue Title:** KRCC Update to the Countywide Planning Policies (CWPPs)

**Meeting Date:** March 16, 2021

**Time Required:** 45 minutes

**Attendees:** Nick Bond, DCD Director

**Action Requested at this Meeting:** Discuss the most recent draft of the Countywide Planning Policies and provide feedback to staff, Council Member Ashby (KRCC Chair), and Mayor Putaansuu (KRCC Representative).

**Issue:** The Kitsap Regional Coordinating Council (KRCC) is currently in the process of updating the Countywide Planning Policies (CWPPs). This update is being prepared in advance of the City’s periodic update to the Port Orchard Comprehensive Plan. The update seeks to implement the Puget Sound Regional Council’s (PSRC) regional growth strategy “Vision 2050” and update the CWPPs to reflect countywide goals and policies. This update is being completed in two steps. The first step, which has been underway for two years, is to update the written goals and polices. The second step, to be taken later this year, will be to adopt updated population and employment growth targets for each jurisdiction. State law requires that Port Orchard’s Comprehensive Plan be consistent with both Vision 2050 and the CWPPs. The CWPPs must be consistent with Vision 2050: <https://www.psrc.org/sites/default/files/vision-2050-plan.pdf>

The CWPPs are broken down into various elements. The work to update the Introduction and Elements A, E, F, H, I, J, K, L, M, and N is nearly finished (in final draft form). There is additional discussion and work to do on Elements B, C, D and G. During the work study meeting, we will walk through the document element by element, touching on major changes and sticking points, to seek input from the City Council.

**Background:** Typically, the CWPPs are updated before the City is required to begin preparing its periodic update to the Comprehensive Plan, which is undertaken every eight years. In 2020, the KRCC hired LDC Consultants to prepare an update to the CWPPs. KRCC is making progress on this update and has released a revised draft document for review. Currently, the KRCC Land Use Technical Advisory Committee (LUTAC) and Transportation Technical Advisory Committee (TransTAC) are reviewing this recent draft. Eventually, each jurisdiction in Kitsap County will need to vote to ratify the amendments to the CWPPs.

**Relationship to the Comprehensive Plan:** The 2024 Comprehensive Plan periodic update will be required to be consistent with the final updated CWPPs.



**Alternatives:** As this is a required collaborative document between multiple Kitsap County jurisdictions, the City may request revisions, but changes will be made only if a majority of the jurisdictions agree. Any proposed revisions would need to be consistent with Vision 2050.

**Recommendations:** Staff recommends that the City Council review the current draft document and provide feedback that can be communicated by staff and the City's KRCC representatives during upcoming KRCC meetings.

**Attachments:** March 1, 2021 Draft CWPPs.

**Kitsap County  
Countywide Planning Policies**

**3/01/2021**

**Working Draft**

## **Adopted Kitsap Countywide Planning Policies**

*Amended and Adopted ~~5/11/15~~X*

Attached are the Kitsap Countywide Planning Policies as adopted by the Kitsap County Board of Commissioners by ordinance on May 11, 2015 (Ordinance 522-2015). The Countywide Planning Policies as revised are currently in effect in Kitsap County.

The Kitsap Countywide Planning Policies are the framework for growth management in Kitsap County. Under the Growth Management Act, the Puget Sound Region is defined as King, Kitsap, Snohomish and Pierce Counties. The Puget Sound Regional Council is responsible for developing the four-county regional transportation and land use vision. The Kitsap Countywide Planning Policies tailor the Puget Sound Regional Council's regional growth management guidelines to Kitsap County and are the policy framework for the County's and the Cities' Comprehensive Plans. The Kitsap Countywide Planning Policies address 14 separate elements, ranging from urban growth areas to affordable housing.

The Countywide Planning Policies are required by the Growth Management Act and may be appealed (only) by Cities and the Governor of Washington. The original Kitsap Countywide Planning Policies (adopted by Kitsap County in 1992) and subsequent revisions (August 2001, December 2003, November 2004, November 2007, November 2011, November 2013, and May 2015) were developed through a multi-jurisdictional collaboration sponsored by the Kitsap Regional Coordinating Council among: Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard & Poulsbo, the Suquamish & Port Gamble S'Klallam Tribes, the Navy, the Port of Bremerton, and Kitsap Transit.

Kitsap County is lead agency for its environmental review.

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## INTRODUCTION (UR)

Commented [CW1]: 3/1/21 – Reviewed by LUTAC

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The Growth Management Act (GMA) is founded on the principle that it is in the best interest of the citizens of the State to foster coordination and cooperation among units of local and state government. Cities and counties must engage in a collaborative planning process under the requirements of the Act. Specifically, the Act states that, "*THE LEGISLATURE FINDS THAT UNCOORDINATED AND UNPLANNED GROWTH ... POSE A THREAT TO THE ENVIRONMENT, SUSTAINABLE ECONOMIC DEVELOPMENT, AND THE HEALTH, SAFETY, AND HIGH QUALITY OF LIFE ENJOYED BY RESIDENTS OF THE STATE. IT IS IN THE PUBLIC INTEREST THAT CITIZENS, COMMUNITIES, LOCAL GOVERNMENTS, AND THE PRIVATE SECTOR COOPERATE AND COORDINATE WITH ONE ANOTHER IN COMPREHENSIVE LAND USE PLANNING.*"

To guide the development of Comprehensive Plans and development regulations, the GMA sets forth planning goals ([RCW 36.70A.020](#)) in 13 areas:

1. Urban Growth
2. Reduce Sprawl
3. Transportation
4. Housing
5. Economic Development
6. Property Rights
7. Permits
8. Natural Resource Industries
9. Open Space and Recreation
10. Environment
11. Citizen Participation and Coordination
12. Public Facilities and Services
13. Historic Preservation.

The Growth Management Act ([RCW 36.70A.210](#)) states that "*A COUNTYWIDE PLANNING POLICY IS A WRITTEN POLICY STATEMENT OR STATEMENTS USED SOLELY FOR ESTABLISHING A COUNTYWIDE FRAMEWORK FROM WHICH COUNTY AND CITY COMPREHENSIVE PLANS ARE DEVELOPED AND ADOPTED ... (TO) ENSURE THAT CITY AND COUNTY COMPREHENSIVE PLANS ARE CONSISTENT...*" as required in [RCW 36.70A.100](#). "*NOTHING IN THIS DOCUMENT SHALL BE CONSTRUED TO ALTER THE LAND USE POWERS OF CITIES.*" The Act requires that the countywide policy be collaboratively developed among Cities and the County. Further, "*FEDERAL AGENCIES AND INDIAN TRIBES MAY PARTICIPATE IN AND COOPERATE WITH THE COUNTYWIDE PLANNING POLICY ADOPTION PROCESS.*" These policies may also be used for other purposes requiring collaboration and cooperation in addition to the development and adoption of comprehensive plans.

~~Vision 2040~~ [Vision 2050](#) (adopted by the Puget Sound Regional Council ~~during 2010~~ [on October 29, 2020](#)) serves as the long-range growth management, environmental, economic development, and transportation strategy for King, Kitsap, Pierce, and Snohomish Counties. ~~Vision 2040-2050~~ includes the Regional Growth Strategy, Multi-County Planning Policies ([RCW 36.70A.210](#)) and Implementation Actions.

The 1992 Kitsap Countywide Planning Policies and subsequent revisions in 2001, 2003, 2007, 2011, 2013, ~~and~~ 2015, [and 2021](#) were developed by a committee of planners representing Kitsap County, the City of Bremerton, the City of Port Orchard, the City of Poulsbo, the City of Bainbridge Island, the Port Gamble S'Klallam Tribe, the Suquamish Tribe, the Navy, and Kitsap Transit. At each point, the Kitsap Regional Coordinating Council conducted a public hearing and prepared a recommendation for adoption by the Kitsap County Board of Commissioners and ratification by Cities and Tribes. The process of review and discussion through the Kitsap Regional Coordinating Council forum is intended to foster consensus whenever possible. County and City

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Adopted by Kitsap County Ordinance ~~X~~  
Date

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Comprehensive Plans ~~must~~shall be consistent with the adopted Countywide Planning Policies.

**Kitsap Countywide Planning Policies Vision Statement**

Commented [CW2]: 3/1/21 Reviewed by LUTAC



The Kitsap Countywide vision continues the qualities of life that make our County a special place to live and work. We strive to protect our natural systems; preserve the village character of our smaller towns; respect community histories; diversify an economic base that supports good jobs and contributes to vibrant cities, efficient transportation, and affordable housing choices.

**Objectives:**

We work on strategies to achieve the following objectives:

a. Livable urban communities, that are centers for employment, civic activities, and homes:

- Attractive, livable urban neighborhoods that are bike/pedestrian-friendly and offer a range of services, housing, and transportation options.
- Cities that are centers for employment, affordable housing, and cultural activities.

b. A vital and diversified economy, that provides career pathways and living wage jobs for residents, supported by adequate buildable lands for a range of employment uses.

c. An efficient multi-modal transportation system: Accessible roads and highways, transit, ferries, airports, and nonmotorized travel – supporting our land use pattern while providing mobility for residents.

d. Natural systems protection: Respect the natural environment, including natural resource lands such as forests, wetlands, wildlife habitat, streams, and the Puget Sound – as well as the quality of our waters, land, and air. In addition, maintain a system of open space, trails, parks, and greenbelts providing opportunities to spend time outdoors and to learn about the environment.

e. Rural Character: Maintain the traditional appearance, economic and ecological functions of Kitsap’s rural communities, to include the production and distribution of locally grown food.

f. An Efficient and Responsive Government: An efficient and responsive government that partners with citizens and other governmental entities to meet collective needs fairly; while supporting education, environmental protection, and human services.

**Action:**

A key strategy to accomplish this vision is the intent to encourage future urban growth within incorporated cities and unincorporated areas already characterized by urban growth, with existing and planned services and facilities. These actions strengthen our environmental and rural assets, focus public expenditures, and encourage concentrated development where appropriate.

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**How to read the Countywide Planning Policies**

Commented [CW3]: 3/1/21 Reviewed by LUTAC

The policies within the Countywide Planning Policies (CPPs) have equal importance, and each one should be understood in the context of the entire document. The CPPs specify how directive a policy should be. Many of the policies utilize one of three different words to do this: shall, should, and may and are defined as follows:

- “*Shall*” means implementation of the policy is mandatory and imparts a higher degree of substantive direction than “should”. “Shall” is used for policies that repeat State of Washington requirements or where the intent is to mandate action. However, “shall” cannot be used when it is largely a subjective determination whether a policy’s objective has been met.
- “*Should*” means implementation of the policy is expected but its completion is not mandatory. The policy is directive with substantive meaning, although to a lesser degree than “shall” for two reasons. (1) “Should” policies recognize the policy might not be applicable or appropriate for all municipalities due to special circumstances. The decision to not implement a “should” policy is appropriate only if implementation of the policy is either inappropriate or not feasible. (2) Some “should” policies are subjective; hence, it is not possible to demonstrate that a jurisdiction has implemented it.
- “*May*” means the actions described in the policy are either advisable or are allowed. “May” gives permission and implies a preference. Because “may” does not have a directive meaning, there is no expectation the described action will be implemented.

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The policies in this chapter outline the timing of required updates and the process and procedures for adopting and ratifying changes to the Countywide Planning Policies (CPPs)

**Policies for Update and Ratification (UR):**

**UR-1. The Kitsap Countywide Planning Policies should be dynamic and regularly monitored for applicability and effectiveness.**

- a. The ~~adopted~~ Countywide Planning Policies should be reviewed through the Kitsap Regional Coordinating Council prior to each required comprehensive plan update as required by RCW 36.70A.130. process at least every five years. Proposed Policy revisions shall be reviewed for impacts according to the State Environmental ~~Protection Policy~~ Act (SEPA) consistency with PSRCs Multicounty Planning Policies (MPPs) and shall be consistent with the State Growth Management Act (GMA).
- b. The County or a City may propose a policy amendment to the Countywide Planning Policies.

**Commented [CW4]:** 3/1/21 Review by LUTAC

Removed "Regional Growth Strategy" from policy per LUTAC comments.

✓

**UR-2. Proposed amendments should be considered on a regular basis and voting is subject to the Kitsap Regional Coordinating Council by-laws.**

- a. Kitsap County shall take action to consider and adopt amendments or revisions to the Countywide Planning Policies following recommendation from the Kitsap Regional Coordinating Council.
- b. The Kitsap Regional Coordinating Council will strive for ratification by all Cities and Tribes during the 90 days following the Board of County Commissioners' adoption of its subject ordinance. The adopted CPP will become effective upon ratification by three or more cities in Kitsap County.
- c. A City or Tribal Council that does not ratify the revised Countywide Planning Policies within 90 days of the Board of County Commissioners' adoption of its subject ordinance shall provide a written statement of its objections to the Kitsap Regional Coordinating Council, in order to facilitate further review. (See Appendix A for process flow chart).
- d. Once the ratified revisions to the Countywide Planning Policies take effect, a City or the Governor's office may appeal the revisions to the Growth Management Hearings Board within a further 60 day period.

**Commented [CW5]:** 3/1/21 Reviewed by LUTAC

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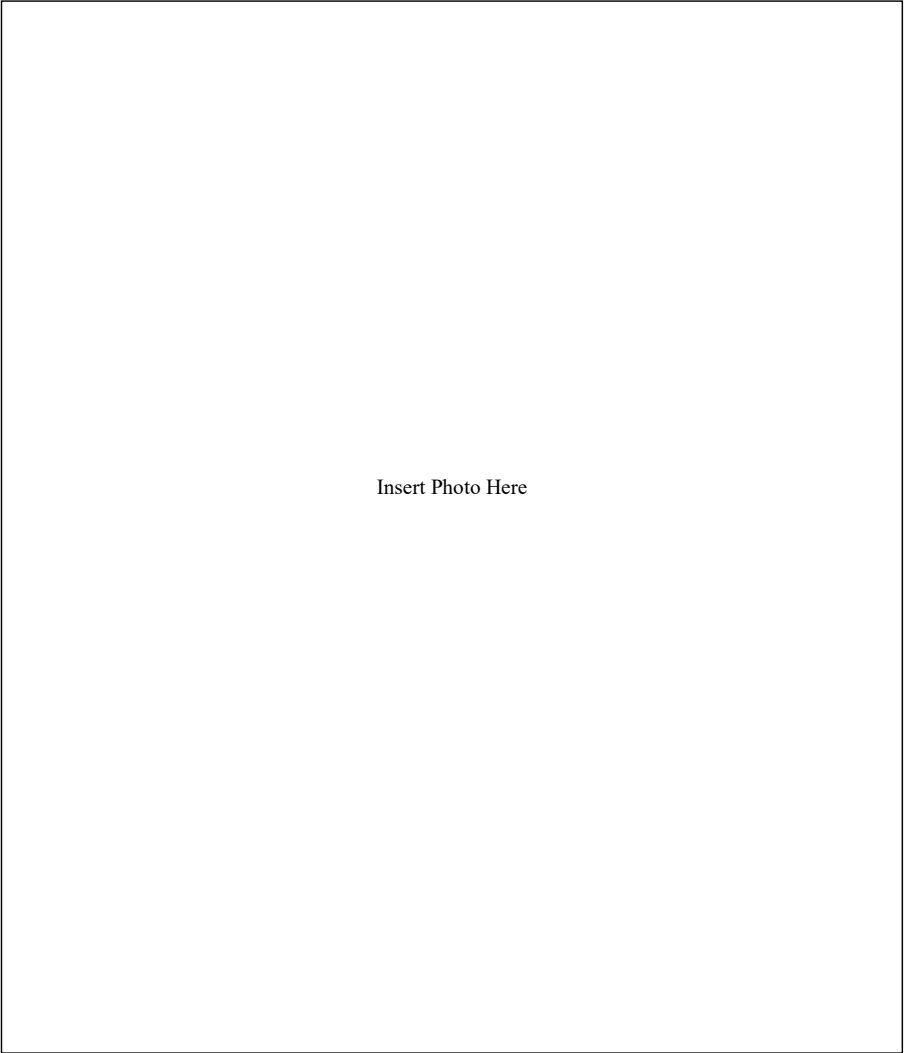


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Date

**Element A**  
**Countywide Growth Patterns**



## Element A. Countywide Growth Pattern (CW)

The vision for the future of Kitsap County, “seeks to maintain and enhance the quality of life that makes our County a special place to live and work.

Envision a future in which our natural systems are protected; the water quality in our lakes, streams and Puget Sound ~~is~~ are enhanced; the village character of some of our smaller towns is preserved; the historical nature of our communities is respected in order to preserve our heritage for future generations; a diversified economic base that supports good jobs, contributes to healthy downtowns in our Cities and affordable housing choices; the rural appearance of our county is perpetuated.

This vision of the future, shared by citizens and elected officials, includes the following elements:

- a. Livable urban communities and neighborhoods, centers for employment, civic activities, housing:
  - Attractive, well designed, bike/pedestrian-friendly and livable urban communities, enhanced by preserved historic properties and neighborhoods, that are supported by efficient and high quality services and facilities, and provide a range of housing choices.
  - Healthy cities that are the region’s centers for employment, affordable housing choices, and civic and cultural activities.
- b. Vital diversified economy: An economy that provides training, education, and living wage jobs for residents, supported by adequate buildable land for a range of employment uses and that encourages accomplishment of local economic development goals as articulated in the Kitsap Economic Development Alliance’s adopted plan, Kitsap 20/20: A Strategy for Sustainable Economic Prosperity.
- c. Efficient multi-modal transportation system: Creation of an efficient, clean, and sustainable multi- modal transportation system – including roads and highways, public transportation, ferries, airports, and opportunities for non-motorized travel – that provides efficient access and mobility for county residents, and supports our land use pattern.
- d. Natural systems protection:
  - Protection and enhancement of the natural environment, including wetlands, streams, wildlife habitat, shorelines, water quality, air, climate, and natural resource lands.
  - Creation of a system of open space, trails, parks, and greenbelts that provide opportunities for recreation and that give structure and separation to urban areas.
- e. Rural character: Maintenance of the traditional character, appearance, economic and ecological functions, and lifestyles of Kitsap County’s rural communities and areas

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to include the production and distribution of locally grown food.

- f. Responsive Government: An efficient and responsive government that works in partnership with citizens, governmental entities and Tribes to meet collective needs fairly; and that supports education, environmental protection and human services.

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 our natural environment and rural character and are geared to reduce taxpayer costs by focusing the expenditure of public funds, encouraging concentrated development where appropriate, and increasing our choices for housing and jobs.<sup>22</sup>

Balancing historical patterns of growth with a preferred vision of the future and legal requirements is an on-going challenge. Tradeoffs must be made to balance the costs with the gains; flexibility is necessary to adapt to changing conditions. These policies are intended to reflect the long-term goals of the people living, working and doing business here.

The policies in this chapter are focused on the important role of both urban and rural areas in Kitsap County as growth occurs. In addition, the policies outline how the KRCC member jurisdictions will work together to achieve common goals regarding the countywide growth pattern.

**Policies for Countywide Growth Pattern (CW):**

**CW-1. Roles of Cities and, unincorporated Urban Growth Areas (UGAs), and designated Centers /Urban Communities**

- a. The primary role of Kitsap’s ~~urban communities~~ Cities and unincorporated UGAs is to encourage growth, through new development, re-development and in-fill. (See Appendix B for current and projected population distribution.) Population growth should be directed to Cities, urban growth areas and centers with a transportation system that connects people with jobs and housing.
- b. Each of Kitsap’s ~~urban communities~~ Cities and Unincorporated UGAs should maintain and enhance ~~foster~~ its unique vision as a high-quality place to live and work, through urban design, historic preservation, and arts that improve the natural and human-made environments; promote healthy lifestyles; contribute to a prosperous economy; and, increase the region’s resiliency in adapting to changes or adverse events.
- ~~c. In Kitsap, urban communities are closely linked to water and natural amenities and provide open space links to the natural environment.~~
- e.d. For unincorporated UGAs, support annexation into cities.

**CW-2. Roles of Kitsap County rural and resource lands:**

**Commented [CW6]:** 3/1/21 Reviewed by LUTAC

Removed reference to centers per LUTAC direction

Modified b. removed foster and added maintain and enhance per comment received.

Modified d. – changed the word promote to support per LUTAC

We will discuss at LUTAC

**Commented [CW7]:** 3/1/21

Added centers to c. This is consistent with the approach to distinguishing between rural and urban centers (See Element D – policy R-2) . If the approach to nomenclature changes, I would change this as well so the language it appropriate.

We will discuss as LUTAC.

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- a. Keep regional vision in mind when making local decisions.
- ~~b. Promote stewardship of unincorporated urban areas and promote annexation into cities or incorporation.~~
- ~~e-b.~~ Maintain/enhance natural systems and rural character.
- ~~d-c.~~ Include a variety of ~~low density~~ low-density rural centers, communities, ~~densities~~, and uses.

**CW-3. To achieve these goals, the ~~he~~ Kitsap Regional Coordinating Council member jurisdictions should:**

- a. Make decisions together when needed.
- b. Coordinate and cooperate on land use policy, capital planning, infrastructure development, environmental issues, and cultural resource management/planning.
- c. ~~Establish and keep updated a Buildable Land Analysis Program. Work together to meet the Buildable Lands program requirements in RCW 36.70A.215.~~
- d. Develop a program for the Transfer of Development Rights to preserve lands with important public benefits.
- e. Maintain/preserve distinct urban identities with green breaks, open space or other natural features.
- ~~f.~~ Promote ~~tiering and/or~~ phasing of infrastructure development within Urban Growth Areas.
- ~~f.~~ Develop and implement land use policies, regulations, and incentives to promote the efficient use of urban areas.
- ~~g.~~ Incorporate provisions addressing community health, equity, and displacement into appropriate regional, countywide, and local plans ~~ing and decision-making processes.~~

**Commented [CW8]:** 3/1/21 Review by LUTAC

Reinserted the term green breaks into e. per LUTAC direction

Per written comment - also changed the first sentence in CW-3 referring to goals there are not goals to refer ack to. New language is more direct.

We will review at LUTAC

**Element B**  
**Urban Growth Areas (UGA)**

Insert Photo Here

## Element B. Urban Growth Areas (UGA)

The basic premise for designating Urban Growth Areas is to encourage the location of urban density residential, commercial, and industrial developments in areas where services can be most economically provided. The benefits of directing growth to designated urban areas include:

- Higher density residential development within walking or bicycling distance of jobs, transit, schools, and parks.
- Maximizing benefits of transportation and infrastructure investments
- Limiting urban expansion into rural and forested areas resource lands.
- Promotion of in-fill or redevelopment of existing urban areas.
- Preservation of open space, critical areas and lands designated for resource protection.
- Accommodation of employment growth in a concentrated pattern.
- ~~More economical provision and maintenance of streets, sewer/water lines and other public facilities.~~
- Promotion of attractive residential neighborhoods and commercial districts which provide a sense of community.
- A harmonious relationship with regional planning as articulated by Vision 20540 and Transportation 20440, adopted by the Puget Sound Regional Council as the growth and transportation strategy for central Puget Sound.

**Background:** The Growth Management Act was amended in 1997 requiring Kitsap County and Cities to monitor countywide development activities in five-year intervals in order to test their Comprehensive Plans' growth and land absorption assumptions. Two different analyses are used: (1) The Land Capacity Analysis, first conducted by Kitsap County in 2002, estimates the existing land supply based on a set of defined assumptions, e.g. market factor, speed of land absorption, critical areas exclusions, etc. It uses a consistent, agreed-upon methodology, with allowance for documented variations for individual jurisdiction's conditions. (2) The Buildable Land Analysis (as required by the State GMA) uses recorded permit activity to track and monitor residential, commercial, and industrial growth. It will be updated throughout Kitsap County in 2007. It is an adaptive management tool for comparing development assumptions, targets, and objectives with actual development. If inconsistencies are found, the County and Cities must then implement reasonable measures, other than adjusting Urban Growth Areas, that will be taken in order to comply with the GMA. The following countywide planning policies relate to this regional program to monitor the buildable land supply for future growth as forecasted by the State and distributed through the Kitsap Regional Coordinating Council

The policies in this chapter are focused on Urban Growth Areas (UGAs) and limited circumstances when urban growth may take place outside of urban growth areas. This includes policies directing how the county and cities work together on Buildable Lands and Land Capacity efforts, the distribution of projected population and employment growth prior to updating comprehensive plans and the process, and criteria for expanding an UGA. Element B also outlines how the county and cities coordinate growth within unincorporated UGAs prior to land being annexed into cities, and policies focused on coordination for National Historic Towns and both Fully Contained Communities and Master Planned Resorts.

### **Policies for Urban Growth Areas (UGA):**

**UGA-1. Land Utilization Capacity (RCW 36.70A.115) & Monitoring Programs Review and Evaluation Program (Buildable Lands – RCW 36.70A.215):**

Commented [CW9]: 3/1/21 Reviewed by LUTAC

✓

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Consistent with [RCW 36.70A.115](#), the County and Cities shall ensure that, taken collectively, adoption of and amendments to their comprehensive plans and/or development regulations provide sufficient capacity of land suitable for development within their jurisdictions to accommodate their housing and employment growth (derived from population distribution), as adopted in the applicable Countywide Planning Policies, ~~and consistent with the 20-year population forecast from the WA Office of Financial Management and Vision 2040 guidance. (Implements Multi-County Planning Policy DP-Action 15).~~

- a. The County and the Cities shall maintain a Land Capacity Analysis Program using ~~a~~ consistent, agreed-upon methodology to estimate ~~the~~ land supply available to accommodate future residential, commercial, and industrial growth.
- b. The County and ~~the~~ Cities shall participate ~~and work together to meet the Buildable Lands program requirements in order in an agreed-upon Buildable Lands Analysis Program~~ to monitor and evaluate the effectiveness of their respective Comprehensive Plans.
- c. The County and Cities shall establish procedures for resolving disputes in collection and analysis of Land Capacity ~~and Buildable Lands~~ data. In the event a resolution cannot be achieved, the Kitsap Regional Coordinating Council shall be a forum to review and if possible, facilitate any disputes between parties.

~~UGA-2. Each jurisdiction is responsible for implementing appropriate reasonable measures within its jurisdictional boundaries. If the Buildable Lands a Analysis shows that a jurisdiction's Comprehensive Plan growth goals are not being met, that jurisdiction shall consider implementing additional reasonable measures to reduce the differences between growth and development assumptions and targets and actual development patterns, in order to use its designated urban land more efficiently. Each jurisdiction is responsible for implementing appropriate reasonable measures within its jurisdictional boundaries.~~

~~UGA-3. Process and criteria ~~for~~ to ensure regional coordination when establishing, expanding, and adjusting Urban Growth Areas in Kitsap County:~~

- a. Urban Growth Areas are areas “within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature” ([RCW 36.70A.110\(1\)](#)) except under specific circumstances, as fully contained communities and master planned resorts as authorized by the Growth Management Act.
- b. Unincorporated Urban Growth Areas shall be associated with an existing or future city.
- c. All Urban Growth Areas shall be reflected in County and respective City comprehensive plans.
- d. Sufficient ~~area capacity~~ must be included in the Urban Growth Areas to accommodate the adopted 20-year population distribution ~~and countywide employment~~ as adopted by the Kitsap Regional Coordinating Council, ~~and~~

Commented [CW10]: 3/1/21 Reviewed by LUTAC



Commented [CW11]: 3/1/21

Based upon comments received, LUTAC is comfortable with this policy except for sub-policy h.

LUTAC gave direction to remove the proposed language for h. This has been done.

New language for h. is based on state law and rules. We will review this new language at LUTAC and make additional changes as you find appropriate.

Also note that per a written comment I added “Kitsap County” to f. to make it clear who they would have to apply for any UGA change.



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- ~~consistent with WA Office of Financial Management projections.~~
- e. ~~A jurisdiction may define growth tiers within its Urban Growth Area (RCW 36.70A.110(3)). To focus public and/or private investment where growth is desired, a jurisdiction may phase growth within its Urban Growth Area (RCW 36.70A.110(3)).~~ Utility development and/or expansion may be phased to support efficient and cost-effective growth and to prioritize investments.
  - f. The County, City, or interested citizens may initiate an amendment to an existing Urban Growth Area through the Kitsap County annual comprehensive plan amendment process as authorized by the Growth Management Act.
  - g. ~~Any jurisdiction seeking to expand its expansion of an~~ Urban Growth Area shall ~~achieve result in zoning that will ensure densities and~~ urban growth patterns and ~~densities~~ consistent with the Growth Management Act and ~~be consistent with the City's adopted Comprehensive Plan and~~ any inter-local agreement between the City and the County.
  - h. An urban growth area expansion shall not result in new areas being included for population or employment capacity that exceed what is necessary to accommodate the growth management planning projections, plus a reasonable land market supply factor, or market factor. In determining this market factor, counties and cities may consider local circumstances.
  - g. ~~If an adopted or proposed, 20-year projected population distribution requires the expansion of its Urban Growth Area, the respective jurisdiction shall conduct planning and analysis, addressing the following conditions:~~
    - i. ~~Update and confirm the capacity analysis for land within the existing Urban Growth Area for residential, commercial, and/or industrial lands, which takes into account all development approved within the overall UGA since the last UGA expansion. This shall be based upon updated Buildable Land and Land Capacity Analyses that follow the guidelines of RCW 36.70A.215 or other analysis determined appropriate for the particular UGA involved. To maximize consistency across jurisdictions, each jurisdiction shall use consistent methodology in calculating capacity.~~
    - ii. ~~Review the planning and zoning regulations and any incentive programs in place to determine expected densities and urban growth patterns in the existing UGA consistent with the Growth Management Act and the jurisdiction's adopted Comprehensive Plan.~~
    - iii. ~~Determine whether the adoption and implementation of suitable reasonable measures should be considered, if the Buildable Land Analysis shows that its Comprehensive Plan growth goals are not being met.~~
    - iv. ~~Data collection and analysis for the Land Capacity Analysis should be done cooperatively. The County will be responsible for data describing growth and capacity in the unincorporated portion of the Urban Growth Area, and the City for the incorporated portion.~~
  - i. Expansion of Urban Growth Areas shall direct growth first to areas already characterized by urban growth that have adequate existing public facility and

**Commented [CW12]:**  
3/1/21 – based upon feedback from LUTAC, h has been re-written.

There is not much of a gap that needs to be filled here when reviewing the entire policy. The intention is to identify a set of the circumstances when a UGA expansion may be considered and what info is needed as part of this process. The new h is taken from WAC 365-196-310 (see below).

One question is that I am unsure if the county and cities have established a market factor. We should discuss and add.

So, the intent of this policy is to say that a UGA expansion is not warranted unless you can identify a capacity deficiency.

The Market factor just anticipates that not all areas available for development will develop during the planning period. Some people may not sell or may land be developed with less pop or employment units than anticipated. 15% is a typical market factor.

We will discuss this at LUTAC

WAC 365  
(e) The urban growth area may not exceed the areas necessary to accommodate the growth management planning projections, plus a reasonable land market supply factor, or market factor. In determining this market factor, counties and cities may consider local circumstances. Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth. Each urban growth area shall permit urban densities and shall include greenbelt and open space areas.

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service capabilities to serve development; second to areas already characterized by urban growth that will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided; and third to areas that are adjacent to incorporated cities or established Urban Growth Areas once the available land meeting the first or second priority has been designated. Areas which have existing public facilities or where public facilities can be reasonably extended and are not currently at urban densities should be considered first within this category.

~~j.i. A jurisdiction, as part of its Comprehensive Plan amendment or Subarea Plan process, that proposes an application for an expansion of the a UGA shall prepare or update a comparison of potential areas for expansion, including include:~~

- i. Planning and zoning regulations currently in place.
- ii. An evaluation of how a full range of urban-level infrastructure and services would be provided within potential expansion areas, including appropriate capital facility analysis.

Fire                      Storm Water                      Solid Waste  
Police                      Potable Water                      Park & Recreation Facilities  
Transportation                      Sewer                      Schools  
Utilities: Power and Telecommunications, including Broadband  
Emergency Medical Services

All service providers including special districts and adjacent jurisdictions should be included in the evaluation. Best available infrastructure technology may be used provided that it has been approved by the jurisdiction as part of a broader review of available technology.

- ~~iii. Although specific standards and criteria are not implied, other factors shall~~Other factors should be addressed in evaluating areas for Urban Growth Area expansion, including but not limited to: environmental constraints; economic development; preservation of cultural, historical, and designated resource lands.
- j. The City and County shall conduct early and continuous public involvement when establishing, expanding, or adjusting Urban Growth Areas. Residents of unincorporated areas should be consulted and actively involved in the process affecting them.

**UGA-4. Coordinated Growth Management in Urban Growth Areas:**

- a. Adopted City and County comprehensive plans shall reflect the intent that all land within unincorporated Urban Growth Areas will either annex to a city or incorporate within the 20-year planning horizon.
- b. To maximize the efficient use of urban lands, subdivisions in Urban Growth Areas ~~shall~~should be consistent with the associated jurisdiction’s Comprehensive Plan and underlying zoning densities, or where applicable, interlocal agreement between the county and city.

**Commented [CW13]:** 3/1/21 – LUTAC comments have been responded to.  
  
Written comment asked that interlocal agreements be referred to in b.  
  
We will review this together at LUTAC.

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- c. ~~As described in the Growth Management Act, e~~Cities are the primary provider of municipal services and facilities in their Urban Growth Areas, responsible for demonstrating within their Comprehensive Plans the capacity to provide all urban services within their associated Urban Growth Area(s). This may be accomplished through a collaborative process with Kitsap County and/or other service providers.
- d. The County and Cities ~~shall~~should establish procedures to facilitate the smooth transfer of governance for associated Urban Growth Area(s) through the adoption of ~~Urban Growth Area Management Agreements (UGAMAs), interlocal agreements as per Appendix C: Urban Growth Area Management Agreements,~~
- e. For Urban Growth Areas:
  - i. The County should plan with associated cities and local communities to address land uses, infrastructure needs, level of service standards as identified in these policies, and other issues as needed. The results should be reflected in the County Comprehensive Plan.
  - ii. The County should provide a level of urban facilities and services consistent with the County’s ability and appropriateness to provide such services for those Urban Growth Areas that will be associated with a specific city or that will eventually incorporate.

**UGA-5. Policies for distribution of ~~Distribution of 20-year population and employment growth~~ increments, as forecasted by the WA Office of Financial Management’~~ISION~~:**

- a. ~~The Kitsap Regional Coordinating Council shall coordinate the process for distributing the forecasted population- and employment growth for the period- 2005—2025-2044 and every five years thereafter,~~ consistent with the requirements of the Growth Management Act ~~and PSRC’s most recent Regional Growth Strategy (RGS). Following receipt of KRCC’s recommendation,~~ Kitsap County shall adopt any revision to population or employment targets. ~~the population distribution~~The County and cities as part of its next Comprehensive Plan ~~update amendment process shall reflect those adopted growth targets in their Comprehensive Plan, and the Cities shall base their Comprehensive Plan amendments upon that distribution.~~The distribution process should consider countywide demographic analysis, the Land Capacity Analysis, the Regional Growth Strategy, and the OFM projections, and it shall promote a countywide development pattern targeting over three quarters (76%) of new population growth to the designated Urban Growth Areas. 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.
- ~~a-b.~~The Regional Growth Strategy (RGS) provides a framework for the Kitsap Regional Coordinating Council to consider as population growth is distributed.

**Commented [CW14]:** 3/1/21 LUTAC has reviewed full policy.  
Per LUTAC direction, a reference to Appendix A has been included in sub policy h.  
Will also circle back on UGA-5e – received comment about what this means  
Will come back to LUTAC for review

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Population distributions should support the RGS while also recognizing countywide demographic information, jobs/housing balance, designated centers, transit service/access to high-capacity transit, and growth trends. In supporting the RGS, growth should be focused in metropolitan cities (Bremerton and the Bremerton UGA), Core cities (Silverdale), and High Capacity Transit Communities (Bainbridge Island, Kingston, Port Orchard and Port Orchard UGA, and Poulsbo and Poulsbo UGA).

- ~~b.c.~~ Population ~~distribution and employment targets~~ will be reviewed through the Kitsap Regional Coordinating Council ~~process every five years~~. The review will include an analysis of the Cities' and County's progress in achieving target distributions consistent with the Buildable Lands review and evaluation program. If the 76% UGA target mentioned above for new population growth and the overall population targets are met or exceeded, the target for new population will revert to five sixths (83%), as per the revised County-wide Planning Policies adopted by Kitsap County Ordinance #258-01 on August 20, 2001. Otherwise, the target may be reaffirmed or explicitly modified.
- ~~d.~~ ~~The County and cities should work together to~~ ~~Each jurisdiction with a designated Urban Growth Area shall~~ develop an estimate and/or range of the additional population and employment that it could accommodate and service during the ~~20-year~~20-year planning horizon, consistent with its vision for future community character. The estimate shall consider the need for increasing population density within the Urban Growth Areas to promote efficient service delivery, avoid sprawl, and preserve community character.
- ~~e.~~ The population and employment estimates and/or ranges shall be provided to the Kitsap Regional Coordinating Council, with a statement of need concerning adjusted Urban Growth Area boundaries.
- ~~e.~~ ~~The Kitsap Regional Coordinating Council shall compile the jurisdictions' population estimates, including the estimate of additional population capacity for areas outside the Urban Growth Areas, and determine whether adjustments to the overall distribution are required in order to fit within the OFM projected range.~~
- f. The Kitsap Regional Coordinating Council, after conducting a public hearing, shall recommend the estimate and/or ranges of ~~20-year~~20-year population and employment distribution to Kitsap County for adoption as an amendment to the Countywide Planning Policies.
- g. Kitsap County should give substantial weight to the Kitsap Regional Coordinating Council's recommendation in adopting the 20-year population and employment distribution.
- h. Following adoption of the estimates and/or ranges, each jurisdiction should update its comprehensive plan, ~~so as to~~ arrive at a final ~~population targets~~ consistent with the estimate and/or within the original range as adopted within Appendix A.
- i. After each jurisdiction has completed its comprehensive plan update, the final adopted target should be compiled and reviewed through the Kitsap Regional Coordinating Council process and the revised population and employment

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distribution incorporated into the Countywide Planning Policies. A final distribution to Urban Growth Areas versus non-Urban Growth Areas within the range specified above should then be calculated.

**UGA-6. Policies for Growth Outside of Urban Growth Areas: Fully Contained Communities, National Historic Towns and Master Planned Resorts**

- a. A Master Plan review process and decision criteria for fully contained communities, national historic towns, and master planned resorts should be incorporated in the County’s Comprehensive Plan, must reflect the standards and requirements in the GMA, and in addition must address the following:
  - i. Provision of necessary public facilities, including but not limited to parks, schools, and public safety facilities should be provided within or along with the development, consistent with adopted capital facility and level of service standards;
  - ii. Future assessment of adverse impacts to public infrastructure, nearby communities, adjacent rural areas, environmental resources, and designated resource lands. Such impacts should first be avoided, second minimized, and third mitigated;
  - iii. Provisions for review of such developments through the Kitsap Regional Coordinating Council process, in addition to other procedural requirements.

Under the Growth Management Act ([RCW 36.70A.350](#)), fully contained communities (FCCs) may be considered, provided that a portion of the twenty-year population forecast is reserved for & subsequently distributed to the FCC. The GMA requires that FCCs provide for a mix of uses that would provide jobs, housing, & public facilities and services to support a long-term residential population.

The GMA ([RCW 36.70A.360](#)) also allows the consideration of proposed master planned resorts (MPR’s) outside of Urban Growth Areas for shorter-term residential uses. Master planned resorts are described as self-contained, fully integrated planned developments in areas with significant natural amenities.

The GMA allows for areas with a federal landmark designation to be developed as National Historic Towns ([RCW 36.70A.520](#)). The designation may allow urban services in rural areas dependent upon historic development pattern. Its boundaries and land uses must be consistent with those over the course of its history, but not specific to any point in time.

Vision 2040 policies state that new FCC’s are to be avoided.

- b. Consistent with guidance provided in Vision 20540, the Kitsap Regional Coordinating Council shall avoid the establishment of a Fully Contained Community (FCC). Only if it is found necessary to accommodate future urban population growth may the Kitsap Regional Coordinating Council recommend the creation of an FCC and a corresponding new community reserve population. Any such designation shall be fully consistent with all Countywide Planning Policies establishing new Urban Growth Areas (~~Elements B3 and B5~~[UGA-3 and UGA-5](#)) and ([RCW 36.70A.350 \(2\)](#)), which, in part, requires that a new community reserve population be established no more than once every five years as a part of the designation or review of Urban Growth Areas and that the Urban Growth Areas shall be accordingly offset.

**Commented [CW15]:** 3/1/21 – reviewed with LUTAC  
Just a note that the text box will be removed (as will the others) as part of document formatting.  
✓

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In addition, the following shall be included in any County Comprehensive Plan requirements governing FCCs:

- i. a phasing plan that monitors and requires concurrent development of commercial and employment uses with residential development, to ensure that the community is fully contained;
  - ii. a mechanism to ensure that the timing of the development components will be fully regulated by the phasing plan;
  - iii. a substantial public benefit.
- c. As [Vision 20540](#) requires comprehensive review and consideration of the regional impacts of any proposed Fully Contained Community, the County shall forward the proposal to adjacent counties, the Puget Sound Regional Council, and the Kitsap Regional Coordinating Council for review at the earliest possible point in the process. The Kitsap Regional Coordinating Council shall review the proposal for regional impacts to the following:
- i. the regional growth strategy as included in [Vision 20540](#);
  - ii. the split in population growth between the countywide urban and rural areas;
  - iii. other elements of the Countywide Planning Policies.

**Element C**  
**Centers of Growth (C)**

Insert Photo Here



## **Element C: Centers of Growth (C)**

### **Overview and Purpose:**

Centers are the hallmark of Puget Sound Regional Council’s (PSRC) Regional Growth Framework. The region’s growth strategy identifies Centers as an integral feature for accommodating residential and employment growth. Centers guide regional growth allocations, advance local planning, inform transit service planning, and represent priority areas for PSRC’s federal transportation funding. Growth in Centers has significant regional benefits, including supporting multi-modal transportation options, compact growth, and housing choices near jobs, climate goals, and access to opportunity. As important focal points for investment and development, Centers represent a crucial opportunity to support equitable access to affordable housing, services, schools, health, quality transit service, and employment, as well as to build on the community assets currently present within centers.

Centers serve multiple and equally important purposes. First, the designation of Centers in the Kitsap Countywide Planning Policies demonstrates consistency with the multi-county planning policies adopted by PSRC. Further, within the Regional Geographies established by PSRC, it establishes a countywide planning policy to direct growth to all types of Centers, thereby implementing the regional center framework policies. Finally, by directing growth to Centers, Kitsap County will prioritize infrastructure investment to support growth and urban levels of development in Centers.

~~Centers are intended to be compact and centralized working, shopping and/or activity areas linked to other Centers by transit and non-motorized facilities. [See H-Transportation: 5-6] Centers and their boundaries are intended to be locally determined by the County and the Cities where a community-wide focal point can be provided, significant population and/or employment growth can be located, and the increased use of transit, walking and bicycling can be supported. Designated Centers are intended to define the pattern of future residential and commercial/industrial growth and incorporate opportunities for parks, civic, and public space development in Kitsap County. (See Appendix F for listing of Kitsap Designated Centers.)~~

### **Types of Centers:**

There are a variety of Center types and subtypes as defined in the March 22, 2018, Regional Centers Framework Update adopted by the Puget Sound Regional Council and are as follows:

- Regional Growth Centers (RGC)
  - Metro Growth Center
  - Urban Growth Center
- Manufacturing/Industrial Centers (MIC)
  - Industrial Growth Center
  - Industrial Employment Center
- Countywide Centers (CC)
  - Countywide Growth Center
  - Countywide Industrial Center
- Local Centers (LC)
- Military Installations (MI)

~~The Puget Sound Regional Council has defined several types of Centers within Urban Growth Areas in the four-county planning region, with planning guidelines (Vision 2040).~~

**Commented [CW16]:** 3/1/21

No new changes in this chapter. Changes will be inserted once they are prepared and discussed by LUTAC.

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- [o Major Installations](#)
- [o Smaller Military Installation](#)

The policies in this chapter are solely focused Centers of Growth. This includes outlining the purpose of different Center designations and how they are officially designated, utilized to accommodate population and employment growth, and the relationship between Centers designations and transportation funding.

**Commented [CW17]:** 1/14/21 – addition of policy introduction

**Policies for Centers of Growth (C):**

**C-1. In decisions relating to population and employment growth and resource allocation supporting growth, Centers have a high priority.**

**C-2. Centers are focal points of growth within Kitsap County and areas where public investment is directed. Centers shall:**

- [• Promote housing opportunities in close proximity or easy access to employment.](#)
- [• Support development of a multimodal transportation system which reduces the dependence on automobiles;](#)
- [• Maximize the benefit of public investment in infrastructure and services.](#)

**~~C-32. The Kitsap Countywide Planning Policies~~ Growth in Kitsap County encourage the development of Centers according to should be prioritized in Centers, consistent with the Regional Growth Strategy and the following typology:**

**a. Regional Growth Centers:**

Regional Growth Centers are locations of more compact, pedestrian-oriented development with a mix of housing, jobs, retail, services, and other destinations. Centers receive a significant share of the region’s population and employment growth compared with other parts of the urban areas while providing improved access and mobility – especially for walking, biking, and transit.

There are two types of Regional Growth Centers:

- i. Metro Growth Center – These Centers have a primary regional role, with dense existing housing and jobs, transit service and are planning for significant growth and will continue to serve as major transit hubs for the region. These Centers also provide regional services and serve as major civic and cultural centers.
- ii. Urban Growth Center – These Centers have an important regional role, with dense existing jobs and housing, transit service and planning for significant growth. These Centers may represent areas where major investments – such as high capacity transit – offer new opportunities for growth.

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- i. ~~Metropolitan Centers function as anchors within the region for a high-density mix of business, residential, public, cultural and recreational uses, and day and night activity. They are characterized by their historic role as the central business districts of the major cities within the central Puget Sound region, providing services for and easily accessible to a population well beyond their city limits. Metro Centers may also serve national or international roles.” (Vision 2040)~~
- ii. ~~Urban Centers are areas with the comprehensive planning to support a wide range of commercial, housing, and cultural choices. All areas of the Urban Center are serviced by transit throughout the day and much of the area is within walking or bicycling distance. Significant in-fill opportunities exist with the highest residential, commercial, and employment densities expected. (Vision 2040)~~

b. Manufacturing/Industrial Centers:

Manufacturing/Industrial Centers preserve lands for family-wage jobs in basic industries and trade and provide areas where employment may grow in the future. Manufacturing/Industrial Centers form a critical regional resource that provides economic diversity, supports national and international trade, generates substantial revenue, and offers higher than average wages.

There are two types of Manufacturing/Industrial Centers:

- i. Industrial Growth Center: These regional clusters of industrial lands have significant value to the region and the potential for job growth. These large areas of industrial land serve the region with international employers, industrial infrastructure, concentrations of industrial jobs, and evidence of long-term potential. The intent of this designation is to continue the growth of industrial employment and preserve the region’s industrial land base for long-term growth and retention. Jurisdictions and transit agencies should aim to serve with public transit.
- ii. Industrial Employment Center: These Centers are highly active industrial areas with significant existing jobs, core industrial activity, evidence of long-term demand, and regional role. They have a legacy of industrial employment and represent important long-term industrial areas, such as deep-water ports and major manufacturing. The intent of this designation is to, at a minimum, preserve existing industrial jobs and land use and to continue to grow industrial employment in these Centers where possible. Jurisdictions and transit agencies should aim to serve with transit.

~~Regional Manufacturing/Industrial Centers are major, existing regional employment areas of intensive, concentrated manufacturing and industrial land uses which cannot be easily mixed at higher densities with other incompatible uses. To preserve and maximize land at these centers for manufacturing, industry and related uses, large retail uses or non-related offices are discouraged. Provision of adequate public facilities and services, including good access to the region's-~~

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transportation system, is very important to the success of manufacturing/industrial centers." (Vision 2040)

### c. Countywide Centers:

There are two types of Countywide Centers – Growth Centers and Industrial Centers:

- i. Countywide Growth Centers serve important roles as places for concentrating jobs, housing, shopping, and recreational opportunities. These are often smaller downtowns, high-capacity transit station areas, or neighborhood centers that are linked by transit, provide a mix of housing and services, and serve as focal points for local and county investment.
- ii. Countywide Industrial Centers serve as important local industrial areas. These areas support living wage jobs and serve a key role in the county's manufacturing/industrial economy.

### d. Local Centers:

Local Centers are central places that support communities. These places range from neighborhood centers to active crossroads and play an important role in the region. Local centers help define community character and usually provide local gathering places and community hubs; they also can be suitable for additional growth and focal points for services.

### e. Military Installations:

Military Installations are a vital part of the region, home to thousands of personnel and jobs, and a major contributor to the region's economy. While military installations are not subject to local, regional, or state plans and regulations, Kitsap local governments and Tribes recognize the relationship between regional growth patterns and military installations, and the importance of how military employment and personnel affect all aspects of regional planning.

Major Military installations are designated by the PSRC; smaller military installations may be recognized by KRCC as a type of countywide center or equivalent. As of 2007, Naval Base Kitsap – Bangor and Naval Base Kitsap – Bremerton is designated as Major Military Installations. As of 2017, two Kitsap County military bases met the criteria as a Smaller Military Installation, Naval Base Kitsap – Jackson Park and Naval Base Kitsap – Keyport.

### b. The following are other types of centers within Kitsap County:

- i. Town or City Centers are usually the existing downtown core of a city or Urban Growth Area. There is an abundant mix of shopping, service, employment, and cultural opportunities. Multifamily housing may be intermixed, and single family housing may be within walking or bicycling distance. Infill should include mixed use and higher densities surrounding the Town Center.
- ii. Mixed Use Centers are a generic category that can be described in terms of neighborhoods or districts within a city or Urban Growth Area. The

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~~designation represents a commitment to planning for Center development, with a planned mix of housing, commercial, service, and employment opportunities. Most shopping and commercial uses are within a short walking or bicycling distance of housing. There is a higher proportion of multi-family housing at relatively high densities. Navy facilities could be considered for this designation.~~

~~iii. Activity and Employment Centers are areas of concentrated employment and are a magnet for significant numbers of people usually during daytime hours because of business and/or manufacturing activities. They may be located outside of Urban Growth Areas, consistent with the Growth Management Act. Industrial and business parks and Navy employment centers are in this category. Within Urban Growth Areas, the opportunity to include a proportional residential element should be determined on a case-by-case basis, considering the unique geography and economies of the area.~~

~~iv.i. Transportation Hubs are locations of regional inter-modal connection that may be located outside of Urban Growth Areas. Examples are ferry terminals, the Bremerton National Airport, or certain transit stations.~~

### **C-4 Center designations shall be consistent with the Puget Sound Regional Council's Regional Centers Framework dated March 22, 2018, and the following policies:**

#### **a. Designation of Centers General Policies**

- i. Regional Centers must be designated by Puget Sound Regional Council and included in the Kitsap Countywide Planning Policies. Countywide Centers are designated by the Kitsap Regional Coordinating Council (KRCC) and included in the Kitsap Countywide Planning Policies. Local Centers are designated in local jurisdictions' comprehensive plan. Military Installations are recognized by PSRC and KRCC.
- ii. Officially recognized Regional and Countywide Centers by PSRC and KRCC are identified and categorized in Appendix F. Candidate Centers (regional and countywide) may also be designated in Appendix F.
- iii. Centers must be identified in the local jurisdiction's comprehensive plan with specific information about the type of Center and the specific geographic boundaries. The Comprehensive Plan shall include policies aimed at focusing growth within the Center consistent with the applicable criteria established by PSRC and the Kitsap Countywide Planning Policies. Center boundaries may expand or reconfigure over time but shall continue to meet the minimum criteria as set forth by PSRC Regional Centers Framework and Kitsap Countywide Planning Policies. Failure of a local jurisdiction's comprehensive plan to maintain a centers designation will result in its removal from Appendix F.

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- iv. The KRCC’s land use technical advisory committee (LUTAC) shall review the requests for the Center and Candidate Center designation and supporting technical memorandum/documentation and provide a recommendation to the KRCC on the proposed designations.
- v. Every January 3<sup>rd</sup> (or first weekday) of a year preceding the PSRC transportation funding cycle, the KRCC shall invite jurisdictions to submit requests for designation of Centers or Candidate Centers. Initial requests for a Center or Candidate Center shall be processed as an amendment to the Countywide Planning Policies. KRCC shall establish procedures and timelines ensuring the amendment process is conducted within 180 days from the initial request invitation.

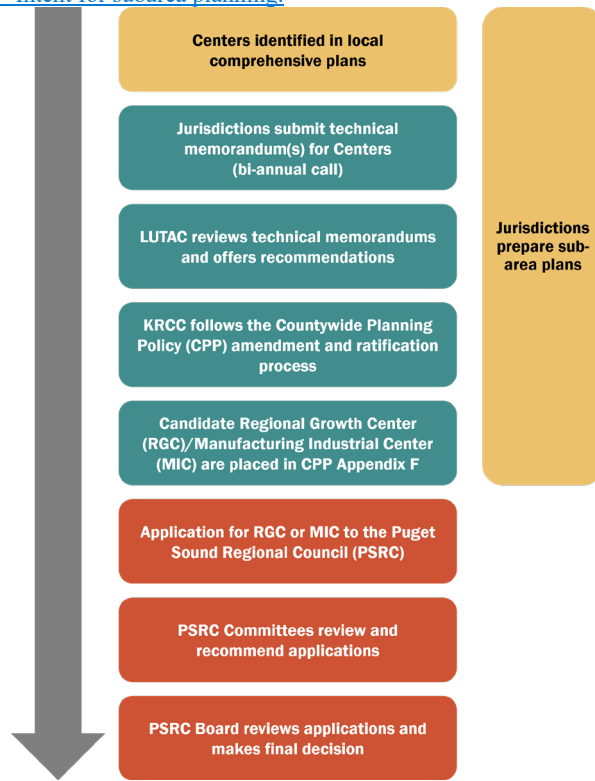
**b. Regional Growth Centers and MIC Designation**

The designation of Regional Growth Centers (RGC) and Manufacturing/Industrial Centers (MIC) is made by Puget Sound Regional Council. However, prior to designation by PSRC, an RGC or MIC must be designated as a Candidate Regional Center in the Kitsap Countywide Planning Policies and local comprehensive plan.

- i. Jurisdictions seeking regional designation must follow the application designation process and criteria as set forth by PSRC in the Regional Centers Framework and Designation Procedures.
- ii. Prior to seeking RGC or MIC designation by PSRC, the Center shall be designated as a Candidate RGC or MIC in the Countywide Planning Policies. Each jurisdiction seeking initial designation of a Candidate RGC or MIC shall provide the KRCC with a technical memorandum containing the following information:
  - Map;
  - Discussion on how the Candidate RGC/MIC meets or is planned to meet the eligibility criteria as a new RGC or MIC as defined by PSRC. At a minimum, the following should be addressed:
    - Commitment as a local priority through investment as a livable center;
    - Intent for subarea planning that meets regional requirements;
    - General analysis of infrastructure and utility capacity or planned capacity;
    - General analysis existing land uses or planned mix of land uses;
    - General environmental review that the center is appropriate for dense development;
    - Planned or existing transit services;
  - Current count of activity units and planned activity units (activity units means the sum of population and jobs units per gross acre as defined by PSRC; calculation of activity units shall be completed by PSRC or other accepted methodology as set forth in the technical memorandum);
  - Land capacity evaluation.
  - Demonstrated mix of uses.
  - Information of available transit services;

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- [Evidence the candidate center is priority for growth and infrastructure investment;](#)
- [Intent for subarea planning.](#)

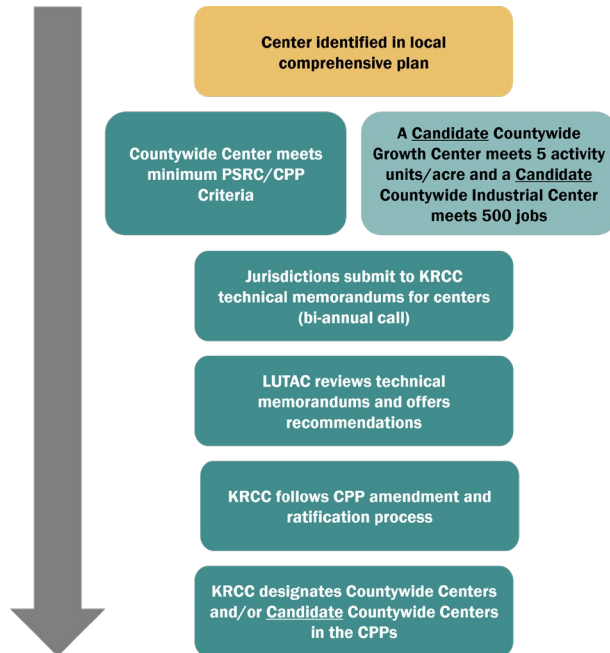


*Figure 1: RGC/MIC Center Process*

**c. Countywide Growth and Industrial Center and Candidate Designation**

Pursuant to the Regional Centers Framework, Countywide Centers are designated in the local comprehensive plan and by KRCC through the Kitsap Countywide Planning Policies. The Regional Centers Framework includes criteria for the designation of Countywide Centers; the KRCC must find that Countywide Centers meet this criterion prior to recognition in the countywide planning policies.

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*Figure 2: Countywide Center and Candidate Center Designation Process*

- i. Each jurisdiction seeking to designate a Countywide Center shall provide the KRCC with a technical memorandum demonstrating that the proposed Center:
  - Meets the basic standards as established in the Regional Centers Framework for designating countywide centers;
  - Is characterized and boundaries defined in the local Comprehensive Plan with supportive policies;
  - For growth countywide centers, the current count of at least 10 activity units (activity units mean the sum of population and jobs units per gross acre as defined by PSRC; calculation of activity units shall be completed by PSRC or other accepted methodology as set forth in the technical memorandum);
  - For the countywide industrial center, current county of at least 1,000 existing jobs and/or at least 500 acres of industrial land;
  - A mix of uses (does not apply to countywide industrial center);
  - Information of available multi-modal transportation serving the center.
- ii. Candidate Countywide Centers may be requested for inclusion in the Kitsap Countywide Planning Policies and shall provide the KRCC with a technical memorandum demonstrating that the Candidate Countywide Center:
  - Is identified in a local comprehensive plan;



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- [Meets the basic criteria of a Countywide Center in the Regional Centers Framework or has planning place to meet basic criteria;](#)
- [For Growth Countywide Centers, has a minimum of 5 activity units and demonstration there is capacity and planning for additional growth: \(activity units mean the sum of population and jobs units per gross acre as defined by PSRC; calculation of activity units shall be completed by PSRC or other accepted methodology as set forth in the technical memorandum\).](#)
- [For Countywide Industrial Centers, has a minimum of 500 jobs with planned capacity for at least 1,000 jobs.](#)

**[d. Conversion of Candidate Centers](#)**

[Conversion of a Candidate Center to a full Center shall be processed as follows:](#)

- [Conversion of a Candidate Center to full Center can occur at any time;](#)
- [Demonstration through a technical memorandum that the Candidate Center now meets the full requirement\(s\) of the Center \(RGC, MIC or Countywide\) as set forth in PSRC's Regional Centers Framework and the Kitsap Countywide Policies;](#)
- [Recommendation of LUTAC to the KRCC Board;](#)
- [The KRCC Board will consider the request for candidate center conversion within 90 days of LUTAC's review and recommendation. The requesting jurisdiction shall present to the KRCC Board the candidate center and outline the technical memorandum to demonstrate that the candidate center now meets full center status;](#)
- [Upon a \*\*majority vote by the KRCC\*\* to change the candidate status to full center status on Appendix F, the conversion shall be complete, and no further amendment or ratification process is necessary.](#)

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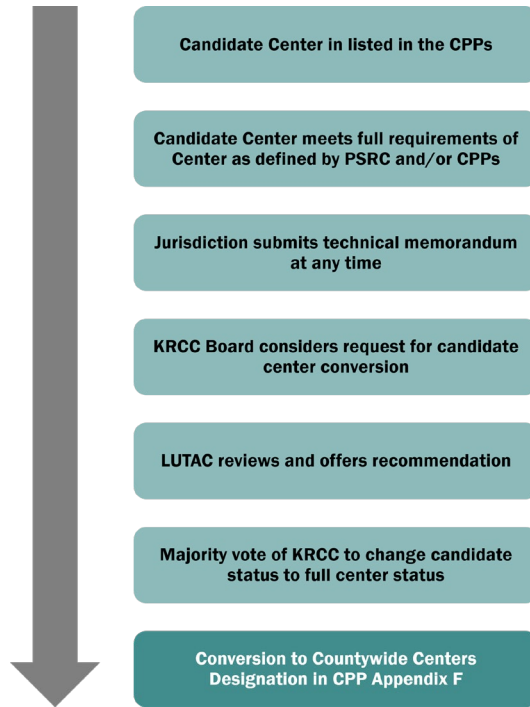


Figure 3: Conversion of Candidate Center to Full Center

**e. Local Centers**

PSRC’s local centers designation and criteria allow for local consideration of the unique characteristics of neighborhood centers and important crossroads of the Kitsap Peninsula. Local Centers are designated in local comprehensive plans and shall be consistent with the following:

- i. Be located within a city-or, unincorporated urban growth area, or rural community;
- ii. Local comprehensive plans include the local center boundaries, supportive policies, and evidence the area is a priority of investment – such as planning efforts or infrastructure.

**f. Military Installations (MI)**

Major Military Installations (MMI) are identified by PSRC and are defined as installations with more than 5,000 enlisted and service personnel. Smaller Military Installations (SMI) criteria are specified by RCW 36.70A.530 and identifies them as federal military installations, other than a reserve center, that employs 100 or more full-time personnel. There are two identified SMIs – Naval Base Kitsap Jackson Park and Naval Base Kitsap Keyport. All military installations are identified on Appendix F.

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~~The two SMIs—All Military Installations (both MMHI and SMI) in Kitsap County shall be considered countywide centers, as allowed by PSRC’s Centers Framework, in order to ensure:~~

- ~~i. Freight routing and mobility into and between the recognized military installations;~~
- ~~ii. Accessibility and connectivity to transportation corridors;~~
- ~~iii. Safety, accessibility, and mobility conditions where freight and passenger transportation systems interact.~~

~~The identification of SMI—Military Installations as countywide centers shall not be used as justification or support urban levels of densities if the MI is not located within an urban growth area.~~

~~Any Military Installation (MMHI or SMI) that meets the personnel criteria as defined above shall be considered a countywide center and may request inclusion in Appendix F following the same procedures for candidate countywide centers as described in Section 4.a.v. above.~~

**g. Prioritization of funding for centers**

~~Federal, state, regional, and countywide transportation and economic development funds should be prioritized to regionally designated centers as well as transportation system linkages between regional growth centers. Subregional funding, especially countywide and local funds can also be prioritized to local centers.~~

~~**C-3. Recognizing that communities evolve over time, a jurisdiction may request of the Kitsap Regional Coordinating Council an initial designation or a change in Center status. This request shall be considered, and a decision made during the next Countywide Planning Policies amendment cycle. A change in Center status may require action by the Puget Sound Regional Council.**~~

~~**C-4. In addition to meeting the applicable criteria above, a request for Center designation or a change in Center status should address the following: (See Appendix G)**~~

- ~~a. Current or programmed transportation~~

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- ~~resources (including roads, ferries, transit, airports, bicycle, pedestrian)~~
- ~~b. Balance of living wage employment opportunities with residential~~
- ~~e. Proximity and connectivity among jobs, housing, retail services~~
- ~~d. Types and density of residential uses~~
- ~~e. Inclusion of affordable housing~~
- ~~f. Provision of community gathering space, parks, and cultural opportunities~~
- ~~g. Impacts to ecological functions.~~

**Living wage** is the minimum hourly wage needed by a sole provider working full time (2080 hours per year) to cover the costs of food, shelter, clothing, and other basic necessities for their family. The assumption is that living wages vary across communities, based on differences in the cost of living and size of household. [Sources: Economic Policy Institute & KEDA]

**Living Wage:** Living Wage Calculator for Kitsap County, Pennsylvania State University: <https://livingwage.mit.edu/>

**Minimum Wage:** WA State Dept of Labor & Industries: <http://www.lni.wa.gov/>

**Element D**

**Rural Land Uses and Development Patterns (R)**

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## Element D: Rural Land Uses and Development Patterns (R)

Rural areas of Kitsap County are characterized as having a variety of parcel sizes, with a diversity of land use activities. These areas also contain significant amounts of complex natural systems.

It is a high priority to preserve and enhance the rural character of these areas. Counties are responsible for designating and regulating rural areas through the comprehensive planning process. However, rural preservation is a regional issue, and it is important to coordinate these planning objectives with the Cities.

The policies in this chapter are focused on rural lands uses and development patterns. This includes policies focused on preserving rural character and the natural environment, development patterns including Rural Centers and Rural Communities, establishing and maintaining rural levels of service, and conservation and support for small-scale natural resource land uses in the rural area.

### **Policies for Rural Land Uses and Development Patterns (R):**

#### **R-1. Preserving rural character and enhancing the natural environment.**

- a. Preserve the character of identified rural areas by protecting and enhancing the natural environment, open spaces, recreational opportunities, and scenic and historic areas. Support small scale farming and working resource land, promote locally grown food, forestry, eco- and heritage-tourism. Support low-density residential living and cluster development that provides for a mix of housing types, rural levels of service, cultural activities, and employment that services the needs of rural areas at a size and scale that is compatible with long-term character, productivity, and use of these lands.

b. The County shall establish low intensities of development and uses in areas outside of Urban Growth Areas to preserve resource lands and protect rural areas from sprawling development

~~b-c.~~ This policy is not intended to preclude the future designation of Urban Growth Areas.

~~e-d.~~ Manage and reduce rates of development in rural areas over time through continued and increased allocation of growth to Urban Growth Areas. This policy is not intended to preclude the future designation of Urban Growth Areas.

#### **R-2. Preserving rural land use and development patterns:**

- a. ~~Rural Communities Centers~~ are already-existing residential and commercial areas of more intensive rural development designated in the Kitsap County Comprehensive Plan under [RCW 36.70A.070\(5\)](#) In-fill is expected. Rural ~~Communities Centers~~ should be serviced by transportation providers and other services consistent with the Levels of Service adopted by Kitsap County for roads

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**Commented [CW19]:** 3/1/21 Reviewed by LUTAC but this will come back to LUTAC to discuss.

Option to move forward – the term Rural Centers remains but all other centers in the document would have had the term “urban” placed in front of them to ensure they are distinguished.

This was approved by LUTAC but we will bring it back one more time.

Urban has not been placed in front of other policies yet pending this discussion.

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and by Kitsap Transit for transit upon their designation as an area of more intensive rural development. These Centers include:

- i. Port Gamble
- ii. Suquamish
- iii. Keyport
- iv. Manchester
- v. Type 3 LAMIRD

b. Rural Communities are smaller developed areas with existing residential, commercial and/or industrial land uses where growth is not expected. These areas may include some LAMIRD characteristics but have not been found to meet the full set of LAMIRD criteria. They may include clear neighborhoods with limited services. Examples of such communities include, but are not limited to, Burley, Sunnyslope, Seabeck, Lake Symington, Indianola and Hansville.

a-c. Transportation Hubs may be located within existing areas of more intensive development. Walking, bicycling, and transit are the major forms of travel. Transportation Hubs are locations of regional intermodal connection. Examples are ferry terminals and transit stations with convenience services.

d. The County shall develop criteria consistent with the Growth Management Act for designating future industrial and commercial development outside of Urban Growth Areas that protect rural character while encouraging vehicle trip reduction. The criteria should allow for industrial resource-based land use and recreation and for convenience commercial that is scaled to serve the daily needs of rural residents.

**R-3. Establishing and maintaining rural levels of service:**

- a. Rural level-of-service standards shall address sewage disposal, water, transportation, and other appropriate services. The standards shall be developed based upon levels of service typically delivered in rural areas consistent with [RCW 36.70A.030\(16\)](#).
- b. For purpose of trip reduction, develop a range of alternative modes of transportation consistent with rural levels of service to connect Rural Communities with urban Centers.
- c. When sewers need to be extended to solve isolated health, environmental, and sanitation problems, they shall be designed for limited access so as not to increase the development potential of the surrounding rural area.

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**R-4. Conserving small-scale natural resource use in rural areas:**

- a. Rural land use designations in the County's Comprehensive Plan shall recognize ecological functions and support rural uses such as farming, forestry, mining, recreation, [tourism](#), and other rural activities, and permit a variety of low-density residential uses ~~which that~~ preserve rural character and ecological functions, and can be sustained by rural service levels.
- b. The County's Comprehensive Plan policies shall promote clustering residential development and other techniques to protect and enhance significant open spaces,

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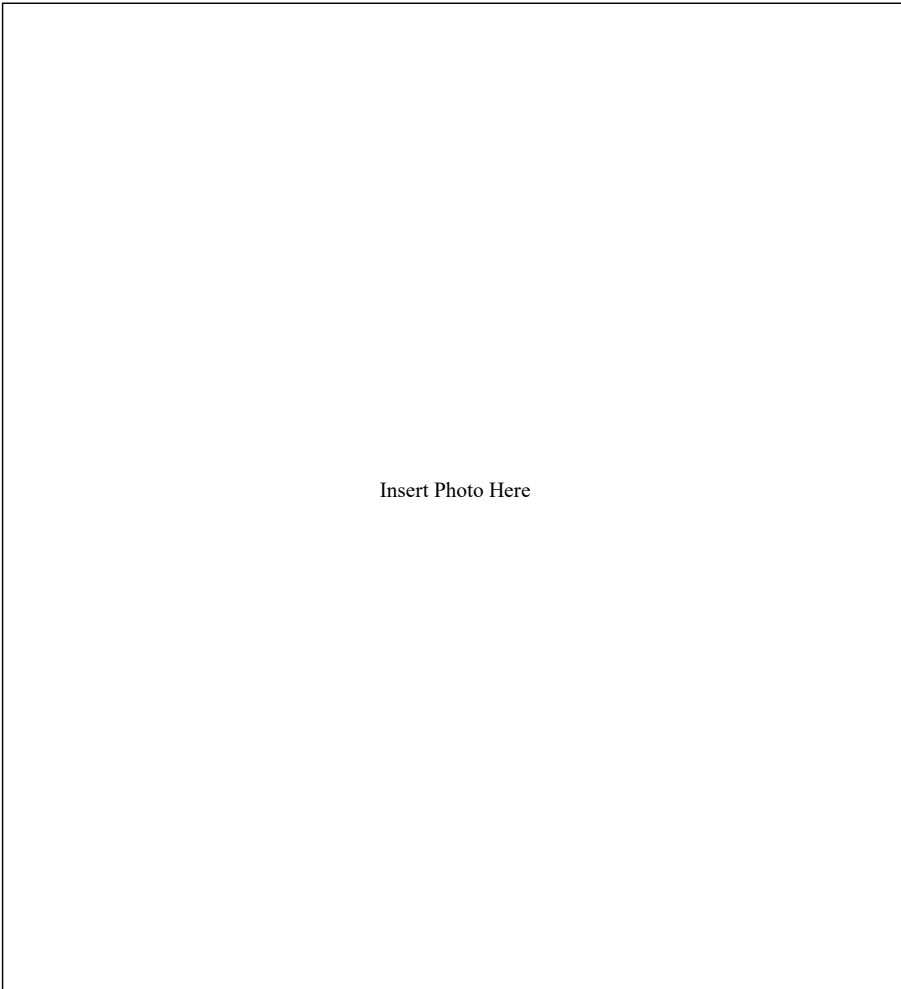
natural resources, cultural resources, and critical areas for more effective use of the land. Clustering should not increase residential housing units in the overall area designated as rural, consistent with designated rural densities. Development clusters shall be designed, scaled and sited in a manner- consistent with rural character and the provision of rural levels of service.

- c. The County's Comprehensive Plan policies shall support Rural Communities as locations of employment, a mix of housing types, and cultural activities for rural areas that primarily function as locations for service needs such as grocery stores, shopping, and community services, and small-scale cottage industries for the surrounding rural area.



**Element E**

**Countywide Strategies for the Natural Environment (NE)**



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## **Element E. ~~Countywide Strategies for Open Space Preservation, Resource Preservation, Critical Areas, Air Quality, and Water Quality/Quantity (PPCAAW)~~ Natural Environment (NE)**

~~Open space~~The natural environment is defined as land area consisting of open space, natural systems, resource lands and critical areas ~~that include building limitations for future development~~. These critical areas include wetlands, wildlife conservation areas, steep slopes, frequently flooded areas and areas with a critical recharging affect. These ~~open space~~ lands also include aesthetic functions such as view sheds of the water or ridgelines. Many of these natural systems are inter-connected and cross multi- jurisdictional boundaries within the County. The strategy is to conserve these areas and connect them to create a regional open space network to protect critical areas, conserve natural resources, and preserve lands and resources of countywide and local significance. The purpose of these strategies is to enhance the quality of countywide water, soil, and air resources ~~and, potentially, climate~~and reduce and mitigate countywide effects on the changing climate.

The policies in this chapter are focused on a variety of issues involving the natural environment. This includes coordination to protect and create open space corridors, critical areas, listed species and both air and water quality/quantity. In addition, this Element addresses watershed and land use planning along with policies that address impacts to Kitsap resulting from changes to our climate.

### **Policies for Open Space Preservation, Resource Protection, Critical Areas, Air, and Water Quality/Quantity (NE):**

#### **NE-1. Creating a regional network of open space:**

- a. The County and the Cities shall implement the [Kitsap County Open Space Plan](#) and the ~~Kitsap County Consolidated Greenway Plan~~Kitsap County Non-Motorized Plan, which identify a countywide green space strategy that incorporates planning efforts of the County, Cities, state agencies, non-profit interest groups and land trusts in the County.
- b. The County and the Cities shall preserve and enhance, through inter-jurisdictional planning, significant networks and linkages of open space, regional parks and public/ private recreation areas, wildlife habitats, critical areas and resource lands; historic and cultural landscapes; water bodies and trails.
- c. The County and the Cities shall frame and separate urban areas by creating and preserving a permanent network of urban and rural open space, including parks, recreation areas, critical areas, and resource lands.
- d. The Kitsap County Open Space Plan should be reviewed for consistency, where appropriate, with the objectives of the Regional Open Space Plan.
- e. Planning and investment into parks and open space should consider the proximity of those amenities to urban areas and underserved communities.

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Added Kitsap County before non-motorized plan in a. per LUTAC comments

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**NE-2. The County and the cities will ~~c~~onserving and ~~enhancing~~ enhance the County's natural resources, critical areas, water quality/quantity, and environmental amenities while planning for and accommodating sustainable growth by:**

- a. ~~The County and the Cities shall P~~rotecting critical areas (wetlands, aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, steep slopes, and geologically hazardous areas) and should consider other environmental amenities such as view corridors, canopy cover, and ridgelines.
- b. ~~The County and the Cities shall E~~stablishing and implementing Best Management Practices to protect the long-term integrity of the natural environment, adjacent land use, and the productivity of resource lands.
- c. ~~The County and the Cities shall E~~stablishing procedures to preserve significant historic, visual and cultural resources including views, landmarks, archaeological sites, and areas of special locational character.
- d. ~~The County and the Cities shall E~~ncouraging the use of environmentally sensitive development practices to minimize the impacts of growth on the County's natural resource systems.
- e. ~~The County and the Cities shall P~~rotecting and enhancing the public health and safety and the environment for all residents, regardless of social or economic status, by reducing pollutants, as defined by WA State and federal law.
- ~~e. Reduce impacts to vulnerable populations and areas that have been disproportionately affected by noise, air pollution, or other environmental impacts. The County and the Cities consider the impacts of industrial and commercial uses on vulnerable populations and areas that have been disproportionately affected by noise, air, and water pollution when evaluating the impacts of development.~~
- f. ~~The County and the Cities shall W~~orking together to identify, protect, and restore networks of natural habitat areas and functions that cross jurisdictional boundaries.
- g. ~~The County and Cities shall P~~rotecting-protect and enhancing ecosystems that support Washington State's Priority Habitat and Species as identified by the Washington Department of Fish and Wildlife.
- ~~g-h. Work together to preserve, restore, and reduce impacts on natural systems, including Puget Sound, wildlife and salmon, and water quality of Kitsap County's watersheds and ecosystems.~~

**Commented [CW23]:** 3/1/21 LUTAC has reviewed

Based on written comments received, additional changes have been proposed for h.

This new policy was focused on Puget Sound recovery but has been broadened to cover additional areas consistent with MPP-EN 16-19. We will review these changes

**NE-3. Protection of air quality is accomplished by reducing the levels of toxins, fine particles, and greenhouse gases released into the environment, especially through**

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**transportation activities.**

- a. The County and Cities, in their respective comprehensive plans, should include specific goals and policies to enhance air quality by reducing the release of toxins, fine particles, and greenhouse gases.
- b. The County and Cities should adopt and implement purchasing policies/programs for vehicles/equipment that use clean efficient fuels.

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**NE-4. Protection of water quality and quantity is accomplished by reducing the amount of toxins and pathogens in our water supply.**

- a. The County and Cities should adopt policies in their Comprehensive Plans to reflect that surface and storm water and aquifer recharge areas should be treated as a resource.
- b. The County and Cities should continue to be models for low impact development and implement such programs whenever practical.
- c. The County and Cities should develop and implement a program, as funding allows and where feasible, to retrofit infrastructure to current standards ~~infrastructure that was developed prior to the implementation of best practices~~ in surface and storm water management programs.

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~~The County and Cities should consider developing a critical areas regulatory framework for wellhead protection areas.~~

~~e.d. The County and Cities should develop and implement a program, as funding allows and where feasible, to incentivize voluntary wellhead protection activities on private land.~~

**NE-5. Listed species recovery under the Endangered Species Act (ESA):**

- a. The County and the Cities shall preserve, protect, and where possible, restore the functions of natural habitat to support ESA-listed species, through the adoption of comprehensive plan policies, critical area ordinances, shoreline master programs and other development regulations that seek to protect, maintain or restore aquatic ecosystems associated habitats and aquifer through the use of management zones, development regulations, incentives for voluntary efforts of private landowners and developers, land use classifications or designations, habitat acquisition programs or habitat restoration projects.
- b. The County and the Cities shall provide incentive-based non-regulatory protection efforts such as acquisition of priority habitats through fee-simple and conservation easements from willing sellers.
- c. The County and the Cities shall jointly establish and implement monitoring and evaluation program to determine the effectiveness of restoration, enhancement,

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and recovery strategies for salmon including ESA-listed species. Each jurisdiction shall apply an adaptive management strategy to determine how well the objectives of listed species recovery and critical habitat preservation/restoration are being achieved.

**NE-6. Coordination of watershed and land use planning:**

- a. The County and the Cities shall participate in a planning program that determines changes in stream hydrology and water quality under different land use scenarios at full build-out of designated land use classifications.
- b. The County and the Cities shall coordinate land use planning using watersheds or natural drainage basins to implement strategies for restoration of aquatic habitat and to reduce impacts to other natural systems and participate in efforts to improve the health of our waterways.
- c. Kitsap County shall coordinate and maintain a regional database of best available science for the purpose of modifying Critical Areas Ordinances, if funding is available.
- d. Upon adoption of a state classification system, the Cities and the County shall establish a single system for stream typing.

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**NE-7. Policies and actions to address climate change:**

- a. The County and the Cities should continue support for focusing growth in urban areas, centers, and high capacity transit areas located near transit options and proximity to jobs.
- b. The County and the Cities should update land use regulations, where appropriate, to allow electric vehicle infrastructure and businesses that promote climate change goals consistent with state requirements.
- c. The County and the Cities should establish and/or support programs to reduce greenhouse gas emissions and to increase energy conservation and alternative/clean energy among both public and private entities.
- d. The County and the Cities should provide continued support for using natural systems to reduce carbon in the atmosphere by establishing programs and policies that maintain and increase forests and vegetative cover.
- e. The County and the Cities should plan for and consider impacts from climate change including sea level rise, flooding, wildfire hazards, and urban heat on both existing and new development.
- f. The County and the Cities should recognize state and regional targets to reduce

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This change has been made throughout document.

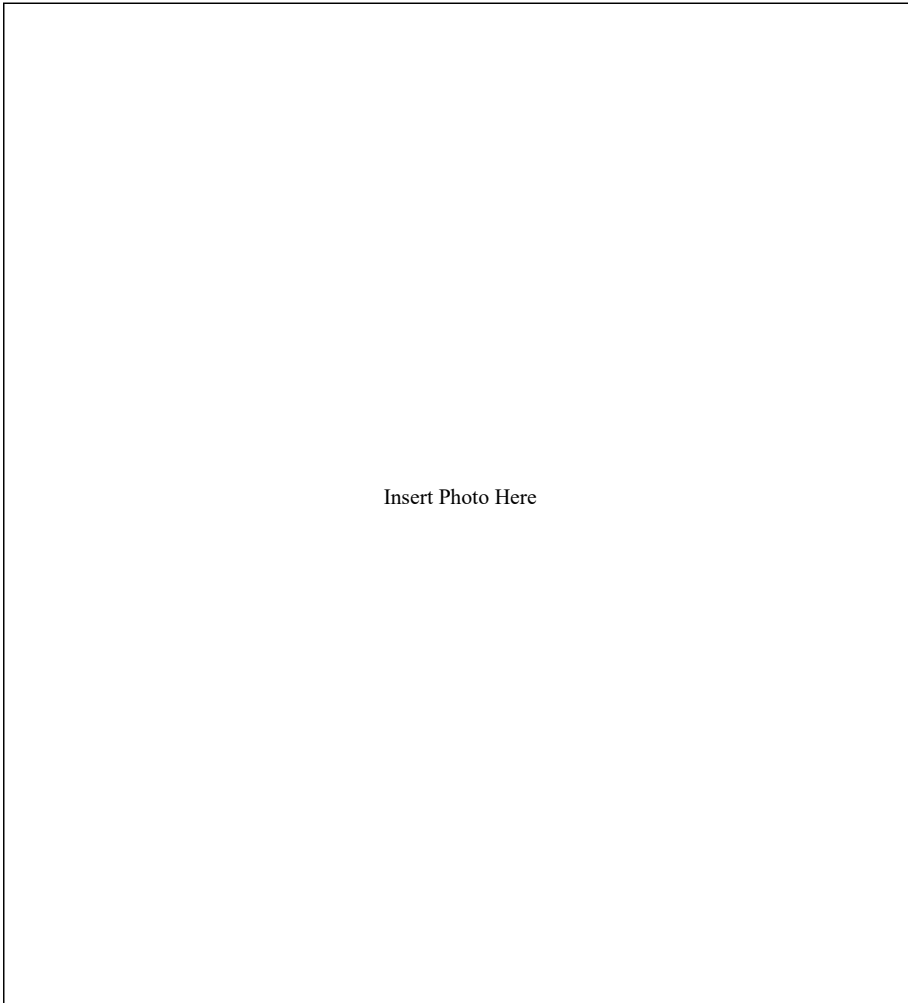
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greenhouse gas emissions as ~~the County and cities~~ they update local plans and regulations.

**Element F.**

**Contiguous, Compatible, and Orderly Development (D)**



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## Element F. Contiguous, Compatible, and Orderly Development (D)

Upon designation of Urban Growth Areas, the County and Cities will need to develop consistent implementation measures to ensure that development occurs in an orderly and contiguous manner. The intent of the following countywide planning policies is to minimize differences in urban development regulations and standards between the County and the Cities and to facilitate the economical provision of urban services to development.

Coordination between KRCC members is vital to ensure contiguous, compatible, and orderly development in the county. The policies in this chapter not only outline the purpose for, and reasons why inter-jurisdictional planning is important at the federal, tribal, state, local, and special purpose government but how that coordination with take place at the KRCC. In addition, these policies focus on specific topics where coordination is essential. This includes but is not limited to land use, transportation, infrastructure planning and community design and development. Finally these policies outline measures to address displacement as growth occurs in Kitsap and how KRCC members can look at growth issues through an equity lens important decisions are made.

### **Policies for Contiguous, Compatible, and Orderly Development (CCOD):**

#### **D-1. Encouragement of cooperative inter-jurisdictional planning by federal, tribal, state, local, and special purpose government:**

- a. Inter-jurisdictional discussion, information exchange, and coordination of proposals shall be initiated as early and expeditiously as possible by the responsible agencies, to aid in the smooth transition of governance.
- b. Initial inventories and analyses of utilities and public services information are critical to the planning process and shall be made available as early and expeditiously as possible by the responsible agencies.
- c. The Kitsap Regional Coordinating Council may establish or designate on-going technical committee(s) comprised of representatives from utilities and service providers to investigate long-range regional needs for various facilities and services, including but not limited to those for transportation, sewer and storm drainage, availability and delivery of potable water, solid waste, broadband, parks and recreation, and open space.
- d. The Countywide Planning Policies will further the implementation of Vision 2040 and Transportation 2040 as adopted by the Puget Sound Regional Council.

#### **D-2. Inter-regional coordination of land use and transportation, environmental, and infrastructure planning:**

- a. The County and the Cities shall participate in the Puget Sound Regional

Kitsap Countywide Planning Policies  
Element F. Development

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Council and the Peninsula Regional Transportation Planning Organization.

- b. Locally-generated data shall be provided to the Puget Sound Regional Council and the Peninsula Regional Transportation Planning Organization for use in their coordination of population forecasts, land use, and transportation.
- c. The planning proposals of these regional organizations shall be monitored and adjustments recommended to insure that they accurately reflect local needs and plans.
- d. Recognize and work with corridors that cross jurisdictional boundaries (including natural systems, and transportation and infrastructure systems) in community planning, development, and design.

**D-3. Fiscal equity:**

- a. It is recognized that fiscal disparities exist as a result of growth and changes in municipal boundaries. The Kitsap Regional Coordinating Council shall monitor the Revenue Sharing Inter-local Agreement among the County and Cities (shown as Appendix D) and seek additional ways to address fiscal disparities as they relate to promoting coordinated development and the implementation of the Growth Management Act.
- b. The County and the Cities shall work together to insure that all fees associated with development approval are based upon the real cost of service and act to encourage development within designated Urban Growth Areas.
- c. The Kitsap Regional Coordinating Council shall facilitate on-going regional discussion on revenue equity issues.

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**D-4. Community design and development:** Strategies should promote orderly development that reflects the unique character of a community and encourages healthy lifestyles through building and site design and transportation connectivity. In addition, sustainable economic and environmental development techniques should be utilized to enhance the quality of life:

- a. Utilize design strategies to ensure that changes in the built environment provide continuous and orderly development.
- b. Encourage development that reflects unique local qualities and provides an economic benefit to the community.
- c. Design mixed use developments and local street patterns to improve the environment for overall mobility and accessibility to and within the development through multi-modal transportation options that serve all users.

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- d. Design of transportation networks should fit within the context of the built and natural environment, enhancing the community, connectivity, and physical activity in the area community wide and specifically in designated growth centers and high transit areas.
- e. Design schools, institutions, and public facilities to be compatible with the surrounding community character and needs.
- f. Use sustainable building techniques (such as rehabilitation/re-use, LEED [Leadership in Energy & Environmental Design], Low Impact Development, energy-efficient fixtures, etc.) in the design and development of the built environment.
- g. Support urban design, historic preservation, and arts to enhance quality of life.
- h. Promote solar, wind, tidal, wave generation, and other renewable energy generation where appropriate to serve the community.

D-5 . Equity: Services and access to opportunity for people of color, people with low incomes, and historically underserved communities is important. It ensures all people can attain the resources and opportunities to improve their quality of life. Policies focused on equity are contained throughout the Countywide Planning Policies.

- a. Support PSRC in the development of a Regional Equity Strategy that will provide tools, resources, and guidance to integrate this issue into planning processes.
- b. Planning for parks/open space, future growth, housing, transportation, public facilities, and services, and where uses are located all have an impact on our community. As comprehensive plans are updated, the County and cities should consider how these decisions impact historically underserved communities and coordinate on ways to address for those impacts together.

D-6 Displacement: As the region continues to grow, population and employment growth is focused within our urban areas. As redevelopment takes place, however, there is a potential for physical, economic, and cultural displacement of low- income households that may result from planning, public investments, private redevelopment, and market pressures. As important planning, transportation, and redevelopment takes place:

- a. Consider developing strategies and interjurisdictional processes between the County and cities to mitigate the impacts of displacement.
- ~~a~~-b. Consider implementing strategies that will encourage development of affordable housing

Commented [CW33]: 3/1/21 Reviewed by LUTAC



Commented [CW34]: 3/1/21 Reviewed by LUTAC

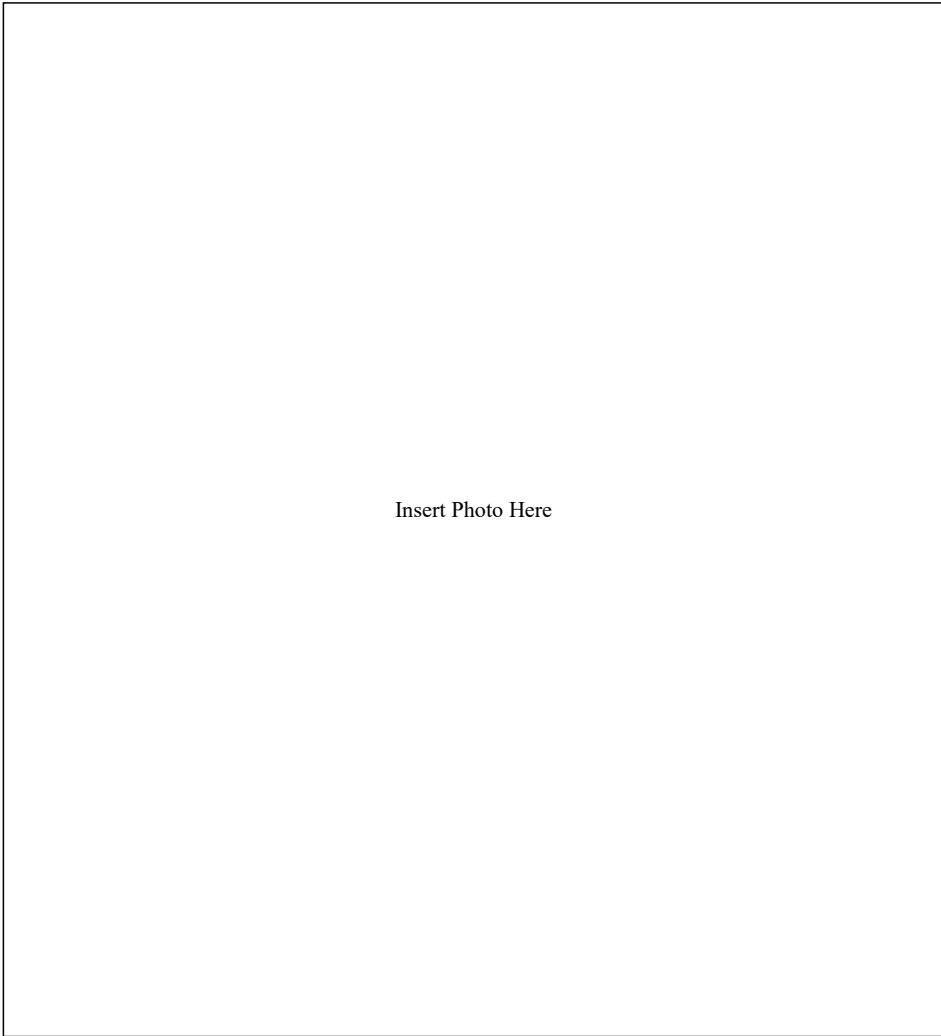
Please note that per LUTAC the first sentence was modified from "As our region" to "As the region".



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**Element G.  
Siting Public Capital Facilities**



## **Element G. Siting Public Capital Facilities (CF)**

The Growth Management Act requires local governments to inventory existing capital facilities owned by public entities, to identify locations and to determine capacities to meet future demand for growth without decreasing levels of service. The Washington State Office of Financial Management is responsible for identifying and maintaining a list of essential state public facilities that are required or likely to be built within the next six years as required by the Growth Management Act. Counties and cities are also required to coordinate the siting of countywide and statewide capital facilities to mitigate potential adverse impacts from the location and development of these facilities.

The policies in this chapter are focused on areas where coordination is necessary for the siting of capital facilities of a countywide or statewide nature and transportation facilities and services of statewide significance. This chapter also provides policies regarding the need for identification and proper location of all public facilities.

### **Policies for Siting Public Capital Facilities (CF):**

#### **CF-1. Identification of needed capital facilities:**

- a. The County and the Cities shall each inventory their existing capital facilities and identify needed facility expansion and construction and provide that data to the Kitsap Regional Coordinating Council.
- b. ~~The Kitsap Regional Coordinating Council shall develop and maintain a list of public capital facilities needed to serve Kitsap County as a whole, based upon the County and Cities' Comprehensive Plans, the Countywide Coordinated Water System Plan, and other appropriate system plans. These include, but are not limited to, solid and hazardous waste handling facilities and disposal sites, water and wastewater treatment facilities, regional water supply inter-tie facilities, education institutions, airports, local correctional facilities, in-patient facilities including hospitals and regional park and recreation facilities, and government buildings that serve Kitsap County as a whole, including those essential public facilities as defined in RCW 36.70A.200.~~

#### **CF-2. Location of capital and public facilities:**

- a. If the primary population served by the facility is urban, the facility should be located in a City or Urban Growth Area, where feasible.
- ~~a-b. Any siting work for state facilities should reflect current state law.~~
- c. ~~Certain public capital and public facilities such as schools and libraries that generate substantial travel demand should be located should be located first in Designated Centers~~

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Kitsap Countywide Planning Policies  
Element G. Capital Facilities

**Commented [CW35]:** 3/1/21 This chapter has been reviewed by LUTAC but since the last review, we have worked this through TransTAC. Policy changes reflect those comments received from that group.

In addition, LUTAC previously and rightfully noted that this chapter was very confusing.

GMA only requires that CPPs cover "(c) Policies for siting public capital facilities of a countywide or statewide nature, including transportation facilities of statewide significance as defined in RCW [47.06.140](#);"

The above requirements are met with the policies proposed.

However, policies over time have intermixed this requirement with siting requirements for all capital and public facilities and essential public facilities.

While there are some policy changes in this chapter (that we have mostly gone over), these changes will hopefully address the confusion that was created with the current terminology.

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~~or, if not feasible to do so,~~ along or near major transportation corridors and existing public transportation routes.

- b. ~~Public facilities shall not be located in designated resources lands, critical areas, or other areas where siting of such facilities would be incompatible. areas where the siting of such facilities would be incompatible with requirements to protect designated resource lands, critical area regulations, or other areas where the siting of such facilities would be incompatible.~~

~~CF-4 Some regionally significant public capital facilities, such as those for waste handling, may be more appropriately located outside of Urban Growth Areas due to exceptional bulk or potentially dangerous or objectionable characteristics. Public facilities located beyond Urban Growth Areas should be self-contained or be served by urban governmental services in a manner that will not promote sprawl. Utility and service considerations must be incorporated into site planning and development.~~

**Commented [CW36]:** This was one of the criteria under for CF-3 (now CF-5). This seemed like a much more appropriate place to put it.

**Commented [CW37]:** This was also under C-3 (Now CF-5 previously)

**CF-53. Establishing a process and review criteria for the siting of facilities that are of a countywide or statewide nature:**

- a. When ~~essential public facility as defined in RCW 36.70A.200 is~~ facilities that are of a countywide or statewide nature -are proposed in Kitsap County, and its location has not been evaluated through a regional siting process pursuant to WAC 365-196-550 (3) (d), the Kitsap Regional Coordinating Council shall appoint a Facility Analysis and Site Evaluation Advisory Committee composed of citizen members selected by the member jurisdictions to represent a broad range of interest groups to evaluate proposed public facility siting and provide a recommendation to the city or county where facility is being proposed. At a minimum, this evaluation shall consider:
- i. The impacts created by existing facilities;
  - ii. The potential for reshaping the economy, the environment and community character;
  - iii. The development of specific siting criteria for the proposed project, giving priority consideration to siting within Designated Centers;
  - iv. The identification, analysis and ranking of potential project sites;
  - v. Measures to first minimize and second mitigate potential physical impacts including, but not limited to, those relating to land use, transportation, utilities, noise, odor and public safety;
  - vi. Measures to first minimize and second mitigate potential fiscal impacts.

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Kitsap Countywide Planning Policies  
Element G. Capital Facilities

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CF-6 Uses shall adhere to local health district or state agency rules regarding commercial and industrial use of on-site sewage systems.

CF-7 The multiple use of corridors for major utilities, trails and transportation rights-of-way is encouraged.

CF-8 County and City comprehensive plans and development regulations shall not preclude the siting of essential public facilities.

~~Public facilities shall not be located in designated resource lands, critical areas, or other areas where the siting of such facilities would be incompatible.~~

CF-94. Air transportation facilities in Kitsap County:

- b. The ~~Counties~~ County and the Cities shall recognize the importance of airports as essential public facilities and the preservation of access to the air transportation system.
- c. The County and the Cities shall ensure the safety of the community and airport users through compatible land use planning adjacent to airports, minimizing noise impacts, and coordination of the airport with ground access. Examples would include not encouraging or supporting higher residential densities, schools, or hospitals near airports or airport approach corridors.
- d. The County and the Cities should clearly communicate the decision-making authority associated with development of new and modifications to existing air transportation facilities, including the role of federal, state, county and local regulators.
- e. The County and Cities should establish and implement procedures for public engagement associated with the development of new airports or changes or expansions to existing airports, as mandated through existing federal and state laws.
- f. Changes to air transportation facilities should align with the Port of Bremerton’s adopted master plan.
- ~~e.g. The County and Cities are encouraged to coordinate when updates to regulations are being considered to implement airport safety requirements that could impact another jurisdiction.~~
- ~~d. The County and the Cities shall plan for heliports throughout Kitsap County for emergency use.~~

CF-10 Transportation facilities and services of statewide significance

**Commented [CW38]:** These four items were previously under CF-3 (now 5 but seemed better as stand alone polices or that they should be moved.

The last sentence was moved under CF-2

**Commented [CW39]:** 3/1/21

New policy c. is being proposed based upon comment received. The intent is to ensure jurisdictions coordinate well on airport regulations. Especially on safety zones that could overlap jurisdictions.

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- a. ~~When a transportation facility or service project meeting the requirements of RCW 47.06.140 is proposed, impacted jurisdictions should coordinate together in consultation with the Washington State Department of Transportation. Jurisdictions, transit agencies, and the Washington State Department of Transportation impacted by transportation facilities or services of statewide significance as defined in RCW 47.06.140 should cooperate in the planning, maintenance, and improvements of the facilities.~~



**Element H.**  
**Transportation**

Insert Photo Here

## **Element H. Transportation (T)**

The Growth Management Act requires that transportation planning be coordinated with the land use elements of local comprehensive plans as well as among local and state jurisdictions. ~~The Growth Management Act further requires that transportation planning be coordinated with the land use elements of local comprehensive plans.~~ In addition, transportation policies should be consistent with the policies contained within Puget Sound Regional Councils (PSRC) Transportation and Vision plans. Coordination of land use and transportation plans ~~will~~ allow Kitsap County and ~~the Kitsap, the c~~ Cities to meet three inter-related transportation goals:

- ~~Serve Designated Centers to R~~educe sprawl, conserve land and make ~~more~~ efficient use of infrastructure,
- Preserve ~~the natural environment, including water and air quality and, potentially, climate~~ air and water quality, the natural environment, and address impacts contributing to climate change.
- Provide a balanced system for the efficient, clean, safe movement of people, goods and services ~~among Designated Centers~~ within Kitsap County and the larger Puget Sound region.

The intent of the following policies is to define appropriate methods and strategies to achieve these goals through inter-regional and intra-regional coordination among transportation and land use planning agencies.

For the purpose of this Policy, the following transportation facilities are of countywide significance:

- a. state and federal highways;
- b. ~~major~~ principal arterials;
- c. public transit facilities and services;
- d. non-motorized facilities ~~connecting designated centers~~ which provide regional transportation connections;
- e. marine transportation facilities (ferries, shipping);
- f. airports ~~and heliports~~ (passenger and/or freight);
- g. rail facilities (passenger and/or freight)

The following facilities and system components should be included in the multi-modal network:

- a. roads, including major highways, arterials and collectors;
- b. public transit, including bus, rail, and park & ride lots;
- c. non-motorized facilities;
- d. vehicle and public or private passenger only ferries;
- e. airports;
- f. parking facilities that support the multi-modal network;
- g. facilities related to implementation of transportation demand management strategies;
- h. intelligent transportation systems (ITS).

### **Policies for Transportation (T):**

**Commented [CW40]:** 3/1/21 While LUTAC had reviewed initial Transportation policy changes being considered, the policies have changed based upon comments from TranTac and Trans Pol.

It is anticipated that we will take this back to TransTAC for final review in March.

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**T-1. Strategies to optimize and manage the safe use of transportation facilities and services:**

- a. The County and the Cities shall each emphasize the maintenance and preservation of their existing transportation network.
- b. Through the regular update of the Transportation Element of their Comprehensive Plan, the County and the Cities should each identify Level of Service (LOS) and prioritize operational and safety deficiencies, with the goal of ~~substantially-reducing~~achieving zero deaths and serious injuries.
- c. The County and the Cities should utilize Transportation System Management strategies such as parking restrictions, traffic signal coordination, transit queue jumps (traffic signal modification equipment that allows busses to move ahead of other vehicles), ramp metering, ~~striping~~development of non-motorized transportation facilities, traffic calming devices, and real time sensor adjustments for traffic signals.
- d. The County and the Cities should develop and implement access management regulations that provide standards for driveway spacing and delineation and encourage the joint use of access points where practical.
- e. The County and the Cities ~~shall~~should actively seek opportunities to share facilities, expertise, and transportation resources, such as multiple use park & ride/parking lots or shared traffic signal maintenance responsibility.  
Advance the resilience of the transportation system by incorporating redundancies, preparing for disasters and other impacts, and coordinated planning for system recovery
- e.f. Jurisdictions and agencies should consider emergency management and disaster preparation as part of their transportation planning, including redundaney resiliency needs.

**T-2. Reducing the rate of growth in auto traffic, including the number of vehicle trips, the number of miles traveled, and the length of vehicle trips taken, for both commute and non-commute trips:**

- a. ~~The County and the Cities~~Jurisdictions and agencies shall provide both infra-structure and policy incentives to increase the use of non- SOV modes of travel.
  - i. The range of infrastructure incentives to encourage the use of non-SOV modes of travel could include the following:
    - Provide public transit, including preferential treatments for transit, such as queue by-pass lanes (dedicated bus lanes that allow for transit queue jumps), traffic signal modifications, and safe, transit stops.

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- Provide integrated transfer points to facilitate seamless trips between transit and other modes of travel, particularly at ferry terminals, including park & ride lots, bike storage facilities, carpool/vanpool and transit advantages to ease ingress/ egress, with proximity to actual connection points, and innovative transit-oriented development.
  - Provide ~~non-recreational~~ bicycle and pedestrian facilities, including safe neighborhood walking and biking routes to school.
  - During the development of all state, ~~county, and city~~ highway capacity improvement projects, consider the ~~market demand~~ for non-SOV travel and the addition of High Occupancy Vehicle (HOV) lanes, park & ride lots, and appropriate infrastructure for both bicycling and walking.
- ii. The range of policy incentives to encourage the use of non-SOV modes of travel could include, but is not limited to the following:
- Increased emphasis on the Commute Trip Reduction Program already in place (including ridesharing incentives), with Kitsap Transit designated as the lead agency, including program promotion and monitoring.
  - Managed parking demand at ferry terminals, employment, and retail centers to discourage SOV use through privileged parking for HOV users, fee structure and parking space allocations.
  - Encouraging telecommuting, flexible and compressed work schedules, and home-based businesses as a viable work alternative.
  - Encouraging the shift of work and non-work trips to off-peak travel hours.
  - Congestion pricing.
  - Auto-restricted zones.
  - Promotion of driver awareness through educational efforts.

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- b. The County and the Cities shall develop ~~standards for Complete Street standardss~~ that address bicycle and pedestrian facilities for development of new streets and reconstruction of existing streets as appropriate, consistent with State law.
- c. In Designated Centers, the jurisdictions should complete missing vehicular and non-motorized links ~~between key arterials to accommodate pedestrian and bicycle facilities~~, without compromising safety standards.
- d. The County and the Cities shall develop bicycle and pedestrian plans, which should be coordinated across jurisdictional boundaries with particular consideration to providing safe routes for children to walk and to bike to school.
- e. Kitsap Transit shall review and comment on development proposals where appropriate, to facilitate convenient use and operation of appropriate transit services.

Vision 2050 and Transportation 2050 emphasize Complete Streets, which ensure that transportation facilities serve all users and all ages and abilities. By designing and operating Complete Streets, local jurisdictions provide pedestrians, bicyclists, motorists, and transit riders with safer travel and can avoid expensive retrofits, encourage physical activity and help create walkable communities. There is no singular design prescription for Complete Streets; each one is unique and responds to its community context.

**T-3. Environmental [and human health](#) impacts of transportation policies:**

- a. Transportation improvements shall be located and constructed to discourage/minimize adverse impacts on water quality, [human health, safety,](#) and other environmental features.
- b. The County, the Cities, and Kitsap Transit ~~shall should consider programming~~ capital improvements and transportation facilities ~~that designed to promote~~ [human health and](#) alleviate and mitigate impacts on air quality, greenhouse gas emissions and energy consumption, such as: high-occupancy vehicle lanes; public transit; vanpool/ carpool facilities; electric and other low emission vehicles including buses; [charging stations for all types of electric vehicle,](#) bicycle and pedestrian facilities, ~~and that are designed for functional transportation,~~ [shared mobility options, and partnerships with the private sector.](#)
- c. The County and the Cities shall ensure environmental protection, water quality, and conformance with ESA requirements through best management practices throughout the life of the transportation facilities, ~~including:~~
  - ~~i. Facility design, and in particular low impact development strategies for the collection and treatment of storm water and surface run-off.~~
  - ~~ii. Avoiding construction during the rainy season.~~
  - ~~iii. Regular and routine maintenance of systems.~~
- d. The County, the Cities, and Kitsap Transit should support Puget Sound Clean Air Agency public education about anti-pollution measures.

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**T-4. Recognizing that the County and the Cities each encompass a range of development and density patterns, each jurisdiction shall designate its Centers consistent with the criteria set forth in Element C of the Countywide Planning Policies. The following policies relate to planning guidelines to support transit and pedestrian travel appropriate to each type of urban and rural development or re-development:**

- a. The County and the Cities shall each prepare development strategies for their Designated Centers that encourage focused mixed use development and mixed type housing to achieve densities and development patterns that support multi-modal transportation. [Transportation plans and programs should serve all users, address access to employment and education opportunities, and recognize and minimize negative impacts to people of color, people with low-incomes, and people with special transportation needs.](#)
- b. In Urban Growth Areas, comprehensive plans should promote pedestrian- and transit- oriented development that includes access to alternative transportation and, in the interest of safety and convenience, includes features, such as lighting, pedestrian buffers, sidewalks, and access enhancements for physically challenged individuals.
- c. Rural Communities shall accommodate appropriate pedestrian/bicycle connections and transit service and facilities consistent with rural levels of service in order to minimize vehicle trips.

**T-5. Transportation linkages between designated local and regional Centers:**

- a. Regional corridors shall be designated for automobile, freight, transit, HOV facilities, rail, marine, bicycle, and pedestrian travel between [designated Centers](#) as part of the countywide transportation plan.
- b. The transportation system linking Designated Centers within the county shall be transit- oriented and pedestrian and bicycle friendly.

**T-6. Freight transportation:**

- a. [The freight system in Kitsap County should be developed, expanded, and maintained to support the efficient and reliable movement of goods for local, regional, and international trade/commerce.](#)
- ~~a. Preferred routes for the movement of freight shall be identified as part of the countywide transportation plan.~~
- b. The County and the Cities shall work to ensure that compatible land uses are applied along designated freight corridors; including, but not limited to, corridors for air, rail, road and marine traffic.
- c. The County and the Cities shall use appropriate roadway standards for designated freight corridors.

**T-7. Transportation relationships with the Puget Sound Regional Council and the Peninsula Regional Transportation Planning Organization:**

- a. The Countywide Planning Policies should ~~support adopted~~ be compatible with regional and state plans and policies.
- b. The County and the Cities ~~shall~~ should actively participate in the Puget Sound Regional Council and the Peninsula Regional Transportation Planning Organization (RTPO) to assure that transportation planning in the two regions is consistent and accurately reflects local needs related to identified regional system components.
- ~~e. The Kitsap Regional Coordinating Council shall serve as the point of coordination to assure Puget Sound Regional Council and Peninsula RTPO planning programs are consistent and mutually beneficial to jurisdictions within Kitsap County.~~
- ~~d.c. The Transportation Improvement Program (TIP) for Kitsap County shall continue to be a part of the regional TIP adopted by the Puget Sound Regional Council. Local review, comment and recommendations shall be coordinated through the Kitsap Regional Coordinating Council.~~

~~**T-8. Identification of needed transportation related facilities and services within Kitsap County:**~~

- ~~a. The Puget Sound Regional Council and the Peninsula RTPO shall identify regional system components and related improvements within Kitsap County with the concurrence of the Kitsap Regional Coordinating Council. =~~
- ~~b. A countywide transportation plan developed by the Kitsap Regional Coordinating Council shall be prepared pursuant to the Growth Management Act to identify countywide transportation facility and service needs. A technical committee including transit and local, regional, and state transportation providers shall be used in this process. =~~

**T-9. Coordination of intra-county transportation planning efforts:**

- a. The Puget Sound Regional Council reviews Cities' and the County's Comprehensive plans for consistency of land use and transportation elements.
- b. The County and the Cities shall address compatibility between land use and transportation facilities by:
  - i. Not using new road improvements to justify land use intensification.
  - ii. Managing access on new transportation facilities outside Urban Growth Areas.
  - iii. Allowing phased development of improvements including acquiring right of way.

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- iv. Using comprehensive plans and development regulations to ensure that development does not create demands exceeding the capacity of the transportation system, such as: density limits in areas outside of Urban Growth Areas; concurrency management and adequate public facility regulation; integrated multi-modal and non-motorized networks.
- c. The County and the Cities shall work together in a coordinated, iterative process to periodically reassess whether regional land use and transportation goals can realistically be met. If transportation adequacy and concurrency cannot be met, the following actions should be considered:
  - i. Adjust land use and/or level of service (LOS) standards and consider adopting multi-modal solutions.
  - ii. Make full use of all feasible local option transportation revenues authorized but not yet implemented.
  - iii. Work with Washington State Department of Transportation (~~including Washington State Ferries~~), Kitsap Transit, and the private sector to seek additional State transportation revenues, state and federal grants for infrastructure improvements, and local options to make system improvements necessary to accommodate projected population growth.
- d. Adjacent jurisdictions in Kitsap County shall ~~develop consistent~~coordinate when assigning street classifications ~~system~~ and developing street standards.
- e. Kitsap Regional Coordinating Council may establish a process for evaluating development impacts including those that may affect neighboring jurisdictions within the county.
- f. The Kitsap Regional Coordinating Council ~~shall function~~should work together to ensure that transportation planning, system management and improvements at local, regional, and state levels are coordinated, complementary, and consistent with adopted comprehensive land use plans.

**T-10. Coordinated and consistent level of service (LOS) standards:**

- a. The County and the Cities should develop comparable level of service standards among the County, Cities and the State of Washington for identified regional system components.
- b. The County and the Cities shall adopt roadway LOS standards. Urban growth management agreements shall designate level of service standards. Jurisdictions may should also expand LOS standards to address multimodal concurrency, including non-motorized modes of transportation.
- c. The County and the Cities shall adopt transit LOS in the form of "Service Standards" adopted by the Kitsap Transit Board of Commissioners. The standards



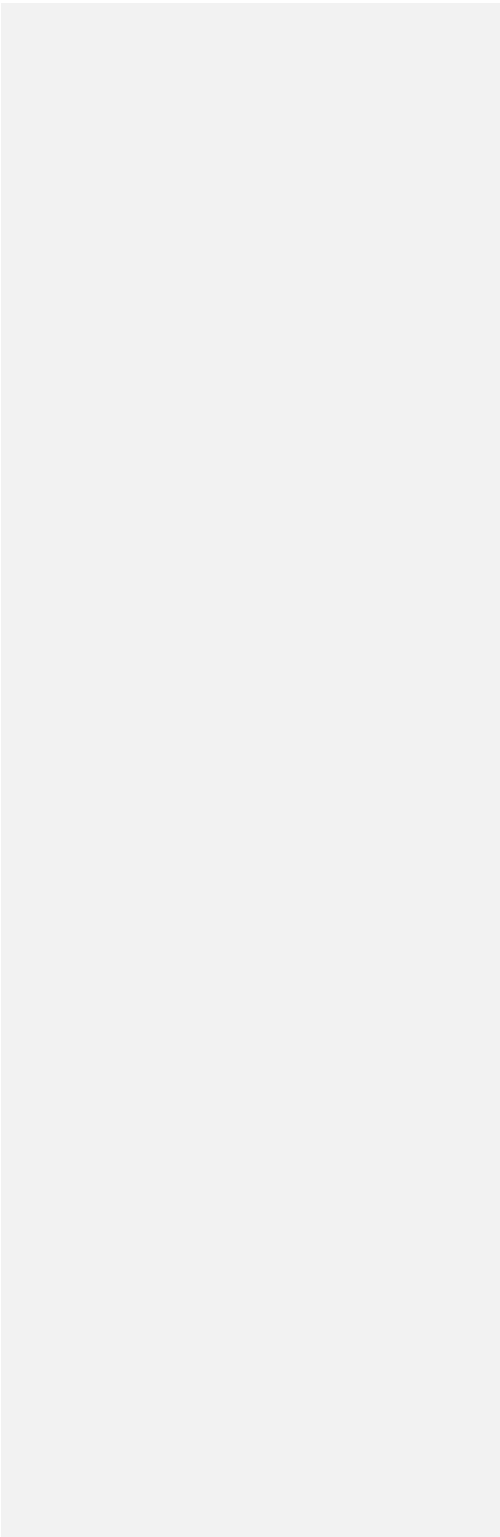
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- shall consider both frequency of service and bus capacity.
- d. Consistent with State law, the County and Cities shall recognize the Level of Service Standards for Highways of Statewide Significance, including principal arterial ferry routes, that have been adopted by the Washington State Department of Transportation, in their respective Comprehensive Plans.
  - e. For State highways and facilities of regional significance, ~~including the Southworth ferry route,~~ the County and the Cities shall include the Level of Service Standards adopted for these routes by the Puget Sound Regional Council, the Peninsula RTPO, and the Washington State Department of Transportation, in their respective Comprehensive Plans.
  - f. On highways and streets which are subject to concurrency requirements, the County and the Cities shall each identify capacity deficiencies and either address them in terms of identified funding, adjustment to the LOS standard (when set by the local agency), on a temporary basis, or placing restrictions on development, which could include modifications to permit applications, denial of permit applications, or a temporary moratorium on development.
  - g. On highways and streets which are subject to concurrency requirements, new development should not cause LOS to degrade to a level lower than the adopted standard, consistent with State law.

**Element I.**  
**Housing**



Insert Photo Here



## Element I. Housing (AH)

The Growth Management Act ([GMA](#)) requires cities and counties to encourage the availability of housing that is affordable for all income levels at a variety of housing densities. Local jurisdictions are also encouraged to preserve existing housing resources in their communities, and to provide an adequate supply of housing with good access to employment centers to support job creation and economic growth. ([WAC 365.196.410](#))

VISION 20540 [also](#) takes a comprehensive approach to addressing the range of housing needs. ~~Housing is addressed throughout GMA requirements and Vision policies are reflected~~ the Countywide Planning Policies. ~~See box on right for specific references.~~

### Jobs-Housing Balance:

Jobs-housing balance refers to relationship of housing supply and the job base. There are transportation implications in terms of improving accessibility between where jobs are located and where people live, as well as access to goods, services and other amenities. Policies in Element C: Centers of Growth, Element F: Contiguous, Compatible and Orderly Development, and Element J: Countywide Economic Development are all part of the County’s overall approach to jobs-housing balance.

Countywide Planning Policies Addressing Jobs-Housing Balance	
C:2/ C:4	Centers as areas of a mix of business, commercial and residential uses
CCOD:4-c	Mixed used development
ED:1-b	Employment for diverse segments of the community
ED:1-e	Economic Prosperity and increased job opportunities
ED:2	Promoting development of designed industrial and commercial areas
ED:3	Monitoring land supply

### Best Practices in Housing:

The County and the Cities recognize the value of housing practices that preserve existing neighborhoods and communities, use land more efficiently, make services more economical, and meet the diverse needs of our county’s changing demographics. The Community Design and Development Policies in Element F: Contiguous, Compatible and Orderly Development address key innovative practices and design principles for development and housing.

### Affordable Housing:

Housing affordability refers to the balance (or imbalance) between household income and housing costs. Affordable housing is a major challenge in Kitsap County.

The following definitions relate to the Countywide Planning Policies: **Housing** shall mean housing intended for a full range of household incomes. These income levels are defined as follows ([WAC 365.196.410 \[2\]-e-i-C](#)):

- **Extremely low-income** shall mean those households that have incomes that are at or below 30% of the countywide median [income](#).
- **Very low-income** shall mean those households that have incomes that are within the range of 31 - 50% of the countywide median [income](#).
- **Low-income** shall mean those households that have incomes that are within the range of 51 - 80% of the countywide median [income](#).

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- **Moderate-income** shall mean those households that have incomes that are within the range 81-95% of the countywide median income.
- **Middle-income** shall mean those households that have incomes that are within the range of 96-120% of the countywide median income.
- **Upper-income** shall mean those households that have incomes above 120% of the countywide median income.

**Policies for Affordable Housing (AH):**

**AH-1. Coordinated process among County, Cities, and housing agencies for determining and fulfilling housing needs, and the equitable distribution of affordable housing at all income levels in Kitsap County:**

- a. The County and the Cities ~~should~~ shall inventory the existing housing stock consistent with the Growth Management Act synchronized with County and Cities' respective Comprehensive Plan updates, and correlate with current population and economic conditions, past trends, and ~~ten-year~~ population and employment forecasts, ~~to determine~~ Short and long range housing needs, including rental and home ownership should also be evaluated. Navy personnel housing policy should also be considered.
- b. Local housing inventories, projections, and equitable distribution strategies should be compiled, updated, and monitored ~~under the coordination of the Kitsap Regional Coordinating Council to identify countywide conditions and projected needs,~~
- ~~e. Sufficient land supply for housing including various housing types shall be identified and monitored through regular updates to the countywide Buildable Lands Analysis [see Element B-1 Land Utilization and Monitoring Programs].~~
- ~~d.c.~~ The County and the Cities should each identify specific policies and implementation strategies in their Comprehensive Plans and should enact implementing regulations, ~~to provide a mix of housing types and costs to achieve identified goals~~ for housing at all income levels, including easy access to employment centers.
- ~~e.d.~~ The County and the Cities shall incorporate a regular review of public health, safety, and development and environmental regulations pertaining to housing implementation strategies to assure that:
  - i. protection of the public health and safety remains the primary purpose for housing standards
  - ii. regulations are streamlined and flexible to minimize additional costs to housing.

Commented [CW41]: 3/1/21 Reviewed by LUTAC

✓

**AH-2. Recognizing that the ~~market place~~ marketplace makes adequate provision for those in the upper economic brackets, each jurisdiction should develop some**

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combination of appropriately zoned land, regulatory incentives, financial subsidies, and/or innovative planning techniques to make adequate provisions for the needs of middle and lower income persons.

Commented [CW42]: 3/1/21 Reviewed by LUTAC

- a. Where possible, expand areas zoned for moderate density (“missing middle”) housing to bridge the gap between single-family and more intensive multifamily development.

**AH-3. Recognizing the percentage share of the existing and forecasted countywide population and housing stock, as well as the distribution of existing housing for those households below ~~12080~~% countywide median income, the County and the Cities should develop coordinated strategies to disperse projected housing for those below ~~12080~~% countywide median income throughout Kitsap County, where they are specifically found to be appropriate, in consideration of existing development patterns and densities. These strategies should promote the development of such housing in a dispersed pattern so as not to concentrate or geographically isolate low-income housing in a specific area or community.**

Commented [CW43]: 3/1/21 Reviewed by LUTAC

**AH-4. Provision of affordable housing for households below ~~12080~~% countywide median income should be focused within cities and unincorporated UGAs with easy access to transportation, employment, high opportunity areas, and other services.**

- a. ~~Housing options located throughout Kitsap County in Urban Growth Areas and Rural Communities, as defined in Element D (2-a), in a manner to provide easy access to transportation, employment, and other services.~~
  - i. ~~Designated Centers should include such housing options.~~
  - ii. ~~Rural self-help housing programs should be encouraged first in UGA's and Rural Communities and then allowed in other appropriate areas as defined by the U.S. Department of Agriculture.~~

Commented [CW44]: 3/1/21 AH-4 has been reviewed by LUTAC.

~~b.a.~~ Local comprehensive plan policies and development regulations that encourage and do not exclude ~~such affordable~~ housing.

However, comments were received after proposed edits combined i and ii under the policy header. LUTAC asked for these to be separated.

~~e.b.~~ Housing strategies ~~that may~~ include:

After reviewing the intent of the policy many times, the proposed revisions are being proposed for review.

- i. preservation, rehabilitation and redevelopment of existing neighborhoods as appropriate, including programs to rehabilitate and/or energy retro-fit substandard housing;
- ii. provision for a range of housing types such as multi-family, single family, duplexes, accessory dwelling units, ~~cooperative housing~~, and manufactured housing on individual lots and in manufactured housing parks;

This would simply make it clear that as affordable housing is being proposed that it should be directed to urban areas.

Removing the rural reference does not mean that below 80% medium income housing will not occur there. Only that it will be focused where there are services.

We will discuss at LUTAC.

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- iii. housing design and siting compatible with surrounding neighborhoods;
- iv. mechanisms to help people purchase their own housing, such as low interest loan programs, "self-help" housing, and consumer education.
- v. innovative regulatory strategies that provide incentives for the development of such housing, such as: reducing housing cost by subsidizing utility hook-up fees and rates, impact fees, and permit processing fees; density incentives; smaller lot sizes; zero lot line designs; inclusionary zoning techniques, such as requiring housing for specified income levels in new residential developments; transfers of development rights and/or a priority permit review and approval process and/or other provisions as appropriate.

~~c.~~ Housing policies and programs that address the provision of diverse housing opportunities to accommodate ~~people experiencing the homelessness, the elderly/older people, people who need physically or mentally-challenged behavioral health supports~~, and other segments of the population that have special needs.

d. Participation with housing authorities to facilitate the production of such housing. The County and the Cities shall also recognize and support other public and private not-for-profit housing agencies. Supporting housing agencies is encouraged through public land donations, guarantees, suitable design standards, tax incentives, fee waivers, providing access to funding sources and support for funding applications, or other provisions as appropriate.

**AH-5. Physical, economic, and cultural displacement of low-income households may result from planning, public investments, private redevelopment and market pressure. Consider a range of strategies to mitigate displacement impacts as planning for future growth occurs.**

**AH-6. The County and the Cities shall collaborate with PSRC to evaluate availability of appropriate housing types to serve future residents and changing demographics.**

**Commented [CW45]:** 3/1/21 This is a new policy for consideration based on comments from LUTAC. This is taken from MPP-H-12 which states:

Identify potential physical, economic, and cultural displacement of low-income households and marginalized populations that may result from planning, public investments, private redevelopment and market pressure. Use a range of strategies to mitigate displacement impacts to the extent feasible.

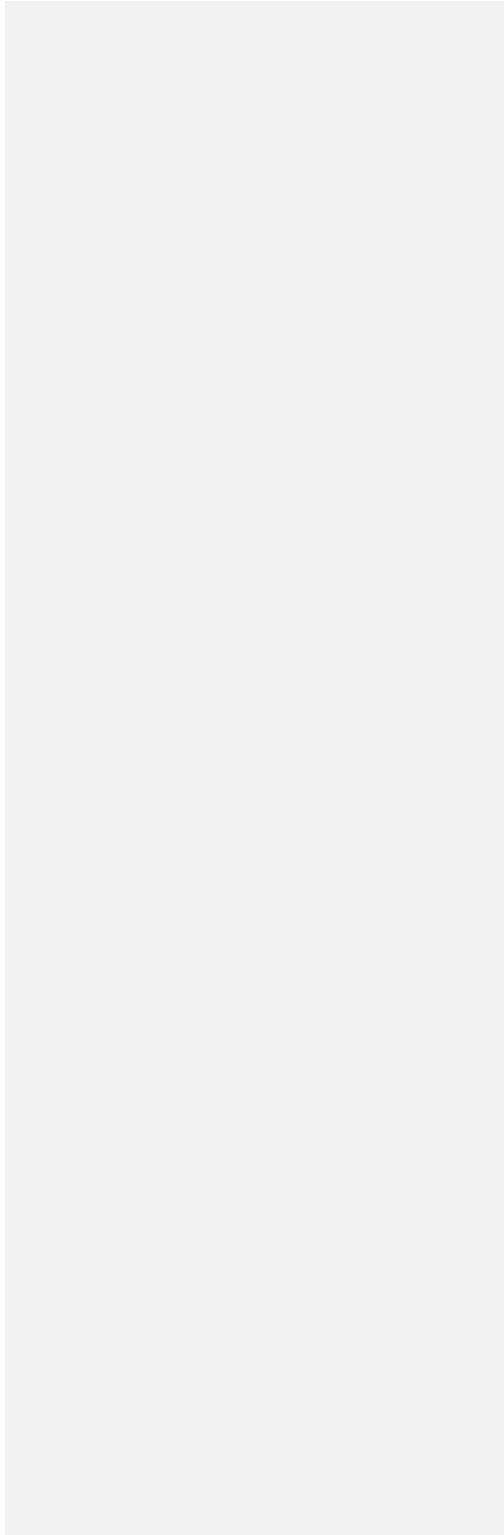
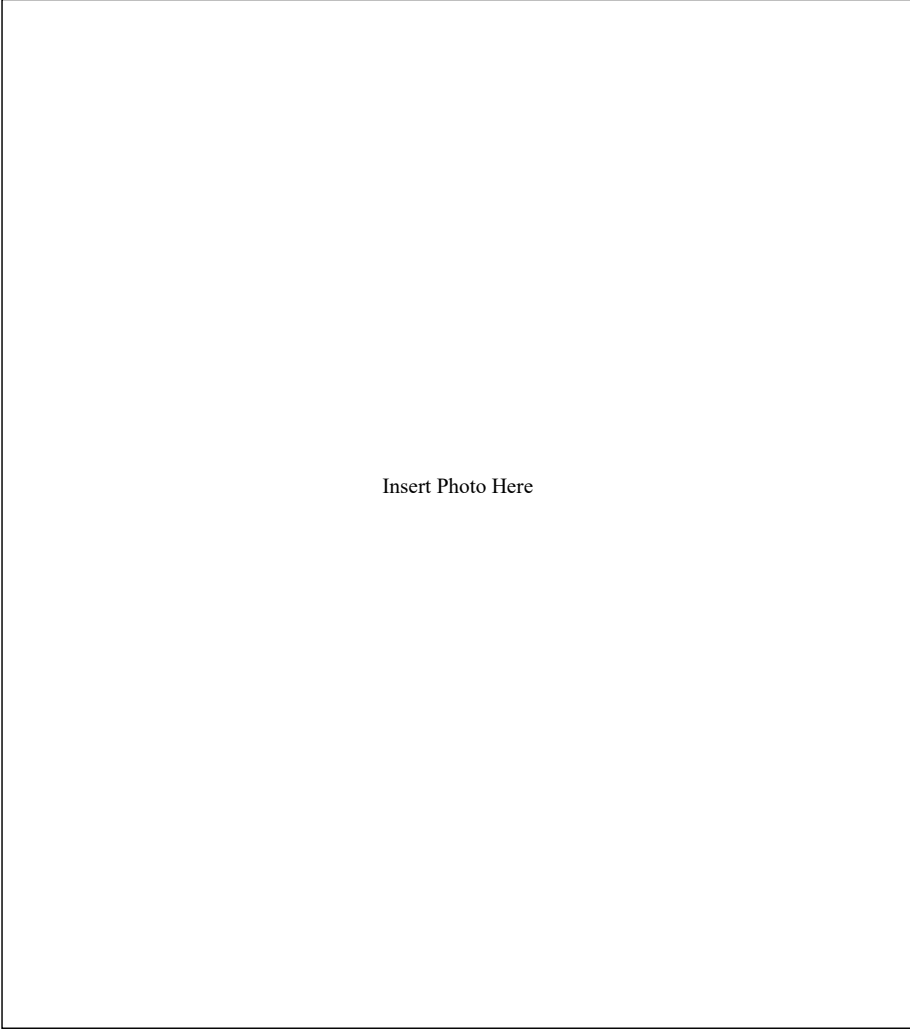
We will review this at LUTAC meeting

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**Element J.**

**Countywide Economic Development**



## Element J. Countywide Economic Development (ED)

Growth Management Act requires that general economic development policies be identified in the Countywide Planning Policies. Consistent with the goals of the Act, economic development planning must be coordinated with local comprehensive plans. The intent of the following policies is to encourage coordinated economic growth among all jurisdictions in Kitsap County and to add predictability and certainty to the private investment decision.

### **Policies for Countywide Economic Development (ED):**

#### **ED-1. A general strategy for enhancing economic development and employment:**

- a. The County and the Cities recognize that a healthy economy is important to the health of residents and quality of life in the county. Economic development strategies should ~~be balanced with~~ address environmental concerns, promote equity and access to opportunity, minimize displacement impacts to existing businesses, recognize the importance of existing and emerging technologies, and protect the quality of life.
- b. A healthy economy provides a spectrum of jobs including entry-level, living wage, and advanced wage earner employment that, raises family income levels and provides opportunities for diverse segments of the community.
- c. The County and the Cities recognize that the economy in Kitsap County is very dependent on the U.S. Navy and diversification is necessary. Diversification should be promoted through a multi-faceted strategy that includes broadening the customer bases of existing contracting industries, expanding the number of local businesses that benefit from defense contracting, and building the base of business activity that is not directly connected to the Department of Defense.
- d. The County and the Cities shall collaborate with ports, tribes, and other special districts to encourage economic growth and diversification that is consistent with comprehensive plans and policies for land use, transportation, public transit, regional water supply, capital facilities, urban governmental services and environmental quality.
- e. Local governments are encouraged to utilize the Kitsap Economic Development Alliance (KEDA) as a resource to provide advice on economic development needs, the potential for retaining and expanding existing industries, including the U.S. Dept. of Defense, and attracting new industries, especially those that would improve wage and salary levels, increase the variety of job opportunities, and utilize the resident labor force.
- f. The County and the Cities should cooperate / participate with the Puget Sound Regional Council's economic initiatives, including focus on identified industry clusters and clean industry and with the KEDA's adopted plan, Kitsap 20/20: A Strategy for Sustainable Economic Prosperity.

Commented [CW47]: 3/1/21 Reviewed by LUTAC

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- g. The County and the Cities recognize that widespread access to broadband capability will enhance economic development in Kitsap County. Local governments are encouraged to collaborate with the KEDA to promote the expansion of telecommunications in Kitsap County and to coordinate telecommunications policy with regional and federal agencies, including public utility districts, Bonneville Power Administration, regional transportation planning organizations, and neighboring counties.
- h. Investments in our people, in particular, efforts of local educational institutions to provide, improve and expand vocational and post-secondary education programs, should be supported to assure a highly skilled, technically trained resident work force. [Educational and training programs should be accessible to all and focus on skills that meet the current and forecast needs of the local, regional, and global economy.](#)

**ED-2. The role of government agencies in assuring coordinated, consistent efforts to promote economic vitality and equity throughout Kitsap County:**

- a. The County and the Cities shall promote Urban Growth Areas and existing industrial sites as centers for employment.
- b. The County and the Cities shall encourage the full utilization/development of designated industrial and commercial areas. The County and the Cities shall promote revitalization within existing developed industrial and commercial areas to take advantage of the significant investments in existing buildings and infrastructure.
- c. The County and the Cities shall cooperate with tribes, ports, other special districts, ~~and all economic development interests~~ to identify the capital facility needs to support economic development and should identify necessary funding sources.
- d. The County and the Cities shall collaborate with tribes, ports, and other special districts to identify innovative development methods such as public and private partnerships and community development assistance financing to increase economic vitality.
- ~~e. The County and the Cities shall collaborate with the KEDA and the Ports to establish a common method to monitor the supply of designated commercial and industrial sites and to ensure adequate land supply for the expansion of existing enterprises and the establishment of new economic enterprises. The monitoring method shall indicate environmental constraints, infrastructure availability and capacity, and shall use the Kitsap County Geographic Information System and Land Capacity Analysis as a regional database for this information.~~
- ~~f. The County and the Cities shall establish common infrastructure policy and standards, including telecommunications infrastructure.~~
- ~~g.~~ The County, Cities and KEDA shall collaborate to identify opportunities that favor local suppliers for goods and services.

Commented [CW48]: 3/1/21 Reviewed by LUTAC



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**ED-3. The Kitsap Regional Coordinating Council shall coordinate the development of land supply monitoring methods, common infrastructure policy and standards, and other strategies among the County, the Cities, Tribes, Ports, and other special districts to encourage economic development in Kitsap County:**

- a. The County and the Cities shall each establish and monitor a development review process that is timely, predictable, efficient, fair, and consistent.
- b. Where more than one jurisdiction is involved in planning and permitting a business development, the jurisdictions shall work collaboratively to provide consistent development regulations and permitting.
- c. The County and the Cities shall encourage small business enterprises and cottage industries, [and women- and minority-owned businesses](#) and allow appropriate and traditional home occupations as permitted by local regulations.

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**ED-4. Foster appropriate and targeted economic growth in distressed areas with low and very low access to opportunity to improve access to create economic opportunity for current and future residents of these areas -**

**Commented [CW50]:** 3/1/21  
This is a new proposed policy that was suggested during our conversation on housing. This seemed more appropriate in the EcoDevo chapter.  
This comes from MPP-EC-12 which states:  
Foster appropriate and targeted economic growth in areas with low and very low access to opportunity to improve access to opportunity for current and future residents of these areas

**Element K.**  
**An Analysis of the Fiscal Impact**

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## Element K. An Analysis of the Fiscal Impact (FI)

~~In order to~~To preserve and maintain the community’s quality of life and level of government services, jurisdictions are expected to fully evaluate their financial capacity to provide the full range of urban services (as described in Element B – 3[j]) within designated Urban Growth Areas. The policies in this chapter are focused on the identification of opportunities for coordination which would have a positive fiscal impact, especially for infrastructure projects and service delivery.

### **Policies for Analysis of Fiscal Impact (FI):**

#### **FI-1. The Countywide Planning Policies recognize three opportunities for jurisdictions to consider and plan for urban-level infrastructure and services:**

- a. During each jurisdiction’s comprehensive plan amendments, through the Capital Facilities Plan, including sub-area plans, Urban Growth Area boundary changes, incorporations, partial dis-incorporations, proposed new fully contained communities and master planned resorts.
- b. At the point where a jurisdiction is comparing and analyzing geographic areas for possible expansion of its Urban Growth Area (as described in Element B – 3[j]).
- c. As part of the development of the Urban Growth Area Management Agreement (see Element B-4 [d] and Appendix C).

These analyses and plans should identify infrastructure and service costs as well as the anticipated revenues, including their sources, to support them. As part of these considerations, jurisdictions should review their financial analyses and plans to confirm their assumptions are achieving the desired effects.

#### **FI-2. Special districts should be included in planning for the provision of urban level services in Urban Growth Areas and should include future population growth in their plans.**

#### **FI-3. The Kitsap Regional Coordinating Council shall facilitate on-going regional discussion of infrastructure and service delivery strategies (see Element F-1 [c]) and revenue equity issues (see Element F-3 [c]).**

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Kitsap Countywide Planning Policies  
Element K: An Analysis of the Fiscal Impact

**Element L.**  
**Coordination with Tribal Government**

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## **Element L. Coordination with Tribal Governments (CT)**

**Commented [CW53]:** 3/1/21 As out 3/1, no comments have been received asking for changes to this Element.

The Suquamish Tribe, the Port Gamble S’Klallam Tribe, and other federally recognized Indian tribes have reservations and/or trust resources within Kitsap County, Washington. These tribes are parties to treaties with the United States Government through which certain rights and privileges both on and off reservation were articulated and remain in effect. These tribes have authorities, responsibilities, interests and treaty rights within their respective reservation boundaries and Usual and Accustomed Areas. Since future growth and land use decisions in Kitsap County affect all governmental entities, governmental agencies must be well informed and continuously involved in regional and local planning.

### **Policies for Coordination with Tribal Governments (CT):**

**CT-1. Meaningful and substantial opportunities for early and continuous tribal government participation shall be incorporated into regional and local planning activities.**

**CT-2. Local jurisdictions should work with the tribes to develop agreements that provide for discussion on comprehensive planning issues among governments and ensure that the tribes are consulted on issues within their interest. The parties will jointly determine the appropriate contents of the agreements and a schedule for completing them.**

**CT-3. Tribal governments, federal agencies, and county and local governments are encouraged to coordinate plans among and between governments and agencies to address substantive areas of mutual interest especially where geographical areas overlay and promote complementary and cooperative efforts.**

**CT-4. City and County governments are encouraged to include Tribal governments in joint comprehensive planning and development activities for areas within the Tribes’ Usual and Accustomed areas. Activities include but are not limited to the establishment and revision of urban growth boundaries, distribution of forecasted population; regional transportation, capital facility, housing and utility plans; and policies that may affect natural and/or cultural resources.**

**CT-5. All County, City, and Tribal government agencies shall be included in the normal public notice and comment procedures of other agencies and kept informed of matters of interest to them.**

**CT-6. The County, the Cities, and Tribal governmental agencies are encouraged to keep one another informed about matters of local and regional interest by mutually agreeable means and schedule.**

**Element M.**

**Coordination with Federal Government Including Navy**

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## **Element M. Coordination with Federal Government including Navy (CF)**

**Commented [CW54]:** 3/1/21 As of 3/1, no additional changes have been requested for this Element.

The federal government has unique authorities, responsibilities, interests affecting land use and other activities. Military installations are of particular importance to the economic health of Washington State, as well as to national security. Since the impacts of future growth and development in Kitsap County affect all governmental entities, governmental agencies must be well informed and continuously involved in regional and local planning. The policies in the chapter implement these important goals.

### **Policies for Coordination with Federal Government (CF):**

**CF-1. Meaningful and substantial opportunities for early and continuous federal government participation shall be incorporated into regional and local planning activities.**

**CF-2. It is recognized that constitutional and statutory provisions may constrain federal government agencies from entering into local agreements and processes. However, when possible, the County, the Cities, and federal governments should establish intergovernmental cooperative agreements promoting coordination and involvement in activities that are of mutual interest.**

**CF-3. Federal agencies and county and local governments are encouraged to coordinate plans among and between governments and agencies to make plans as consistent and compatible as possible for properties over which they have authority or activities they authorize and the adjacent areas affected.**

**CF-4. Federal government agencies are encouraged to participate in City, County, and joint comprehensive planning and development activities that may affect them, including the establishment and revision of urban growth areas encompassing, adjacent to or within federally-owned lands; distribution of forecasted population; regional transportation, capital facility, housing and utility plans; and policies that may affect natural and/or cultural resources of interest.**

**CF-5. The following policies relate to promoting coordination among the Cities, County, and the federal government including the Navy:**

- a. All jurisdictions should promote planning that considers the impact of new growth to avoid the potential for encroachment on military readiness activities as described below when developing zoning ordinances or designating land uses affecting military facilities. Each jurisdiction and the Navy should coordinate to identify the types of development and areas of interest to the Navy, method of notice, and opportunities for comment.
- b. "Military readiness activities" mean all of the following:
  - i. Training, support, and operations that prepare the men and women of the military and Naval ships and submarines for combat.
  - ii. Operation, maintenance, and security of any military installation.
  - iii. Testing of military equipment, vehicles, weapons, and sensors for

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Kitsap Countywide Planning Policies  
Element M: Coordination with Federal Government including Navy

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proper operation or suitability for combat use.

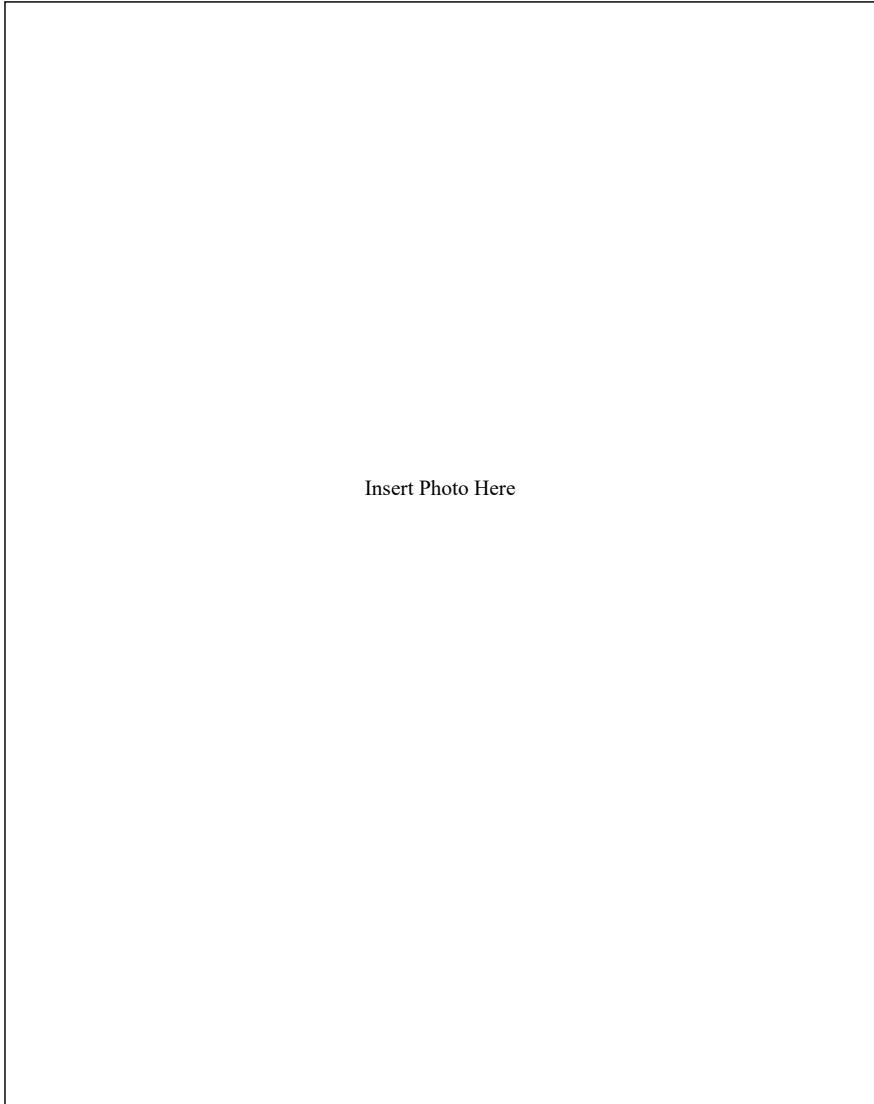
- c. “Impacts” include but are not limited to:
  - i. Aircraft, boat, and rail traffic.
  - ii. Incompatible adjacent land uses.
- d. Through the Kitsap Regional Coordinating Council, jurisdictions should monitor issues that arise in implementing these policies and should identify areas for improved coordination.

**CF-6. All County, City, and federal governmental agencies shall be included in the normal public notice and comment procedures of other agencies and kept informed of matters of interest to them. ([RCW 36.70A.530](#))**

**CF-7. The County, the Cities, and federal governmental agencies are encouraged to keep one another informed of matters of local and regional interest by mutually agreeable means and schedule.**

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**Element N.**  
**Roles and Responsibilities**



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## Element N. Roles and Responsibilities (RR)

The County, Cities, Tribal governments, and special districts are all involved in planning activities related to their statutory authority and responsibility. In addition to the responsibilities defined in previous countywide planning policies, this section further clarifies the planning roles and responsibilities of the Kitsap Regional Coordinating Council and member agencies.

### **Policies for Roles and Responsibilities (RR):**

**RR-1. The KITSAP REGIONAL COORDINATING COUNCIL was established by interlocal agreement (see Appendix E) to assure coordination, consensus, consistency, and compliance in the implementation of the Growth Management Act and comprehensive planning by County, city and tribal governments within Kitsap County. The Kitsap Regional Coordinating Council also provides a voice for all jurisdictions and opportunity for citizens and stakeholders to provide input to planning policies to be applied countywide. The interlocal agreement adopted by the County, the Cities and the Tribal governments declared that the Kitsap Regional Coordinating Council is necessary to maintain a regular intergovernmental communication network for all local and tribal governments within the county, facilitate compliance with the coordination and consistency requirements of the Growth Management Act, provide an effective vehicle to resolve conflict among and/or between jurisdictions with respect to urban growth boundaries or comprehensive plan consistency, and to build consensus on planning solutions for countywide growth management issues. The Kitsap Regional Coordinating Council shall:**

- a. Submit agreed-upon recommendations on behalf of member jurisdictions to multi-county regional agencies and State government on proposed changes to multi-county regional plans, State plans, and laws.
- b. Provide a forum, as necessary, for achieving coordination in the development of local plans and resolving planning and plan implementation issues that are common among jurisdictions.
- c. Promote coordination and consistency among local plans and between local plans and the Countywide Planning Policies and the Growth Management Act to the extent necessary to achieve regional policies and objectives. ~~Through the Kitsap Regional Coordinating Council forum, jurisdictions should establish a process to monitor and review individual comprehensive plans and associated implementation mechanisms to determine consistency with the Countywide Planning Policies.~~
- d. Serve as a forum ~~for resolving disputes locally. The process shall not preclude appeals to the Central Puget Sound Growth Planning Hearings Board if the local process has been exhausted without resolution of the dispute. to amicably work together and resolve differences when they occur on important issues impacting our Kitsap County.~~
- e. Promote coordination of educational programs and the dissemination of planning-

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related information of regional interest.

- f. Coordinate the review, revision and monitoring of the [Buildable Lands Report, Land Capacity Analysis that aides in developing comprehensive plans, and](#) Countywide Planning Policies.
- g. Apply for grants and administer contracts relative to regional tasks and plans.
- h. Conduct the region-wide growth management planning consistent with these policies.
- i. Initiate and coordinate the development of other regional planning policies and implementation mechanisms that may improve the effectiveness of the comprehensive planning process.
- j. Define and implement procedures that assure opportunities for early and continuous public involvement in policy discussions facilitated by the Kitsap Regional Coordinating Council.

**RR-2. KITSAP COUNTY is the regional government within the county boundaries providing various services within unincorporated and incorporated areas as required and specified by law and by legal agreements. Kitsap County shall:**

- a. Be responsible for the development, adoption and implementation of comprehensive plans and development regulations and the processing of land use permits for the unincorporated portions of the county.
- b. Be responsible for coordinating water quality planning in multi-jurisdictional watersheds and for other environmental planning activities as agreed to by all affected and interested jurisdictions.
- c. Be responsible for coordinating the response on the listing for the federal Endangered Species Act in multi-jurisdictional watersheds as agreed by all affected and interested jurisdictions.
- d. Be responsible for being a regional sewer provider to the unincorporated areas of Kitsap County as needed to improve water quality consistent with levels of service outlined in the County Comprehensive Plan.
- e. Maintain a geographic information system to serve as a regional planning data base.
- f. Execute Urban Growth Area Management Agreements with each city to address joint issues identified in the Countywide Planning Policies and other matters agreed to be of mutual interest.
- g. Define and implement procedures that assure opportunities for early and continuous public involvement throughout [short and long range development review and long-range](#) planning projects.

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**RR-3. CITIES within Kitsap County provide a variety of services primarily to residents within their respective municipal boundaries. Cities shall:**

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Kitsap Countywide Planning Policies  
Element N: Roles and Responsibilities

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- a. Provide urban governmental services as identified in the Growth Management Act ([Chapter 36.70A RCW](#)) and adopted urban growth management agreements.
- b. Be responsible for the development, adoption and implementation of comprehensive plans and development regulations and the processing of land use permits within the incorporated portion of the respective city.
- c. Participate with other agencies in multi-jurisdictional planning activities including but not limited to environmental planning, e.g. water quality planning and coordinating the response on the listing for the Federal Endangered Species Act in multi-jurisdictional watersheds transportation planning, and growth management strategies.
- d. Execute a separate Urban Growth Area Management Agreement with Kitsap County to address joint issues identified in the Countywide Planning Policies and other matters agreed to be of mutual interest.
- e. Define and implement procedures that assure opportunities for early and continuous public involvement throughout short and long range planning projects.

**RR-4. SPECIAL DISTRICTS are governmental subdivisions of the county that are usually established to provide a defined scope of services. Special districts shall:**

- a. Be responsible for service provision, capital facility planning and other activities as authorized by law and legal agreements.
- b. Coordinate capital planning and implementation strategies with local governments to assure consistency with comprehensive plan policies, the Countywide Planning Policies, and the WA State Growth Management Act;
- c. Participate in service provision identification required in each urban growth management agreement;
- d. Coordinate with other agencies as appropriate in multi-jurisdictional planning activities;
- e. Provide technical assistance as appropriate to assist local governments in comprehensive plan development, adoption and implementation;
- f. Encourage cooperative agreements and consolidate when possible to formalize participation in local and regional processes;
- g. Define and implement procedures that assure opportunities for early and continuous public involvement throughout short and long range planning projects.
- h. Site and size facilities consistent with local plans.

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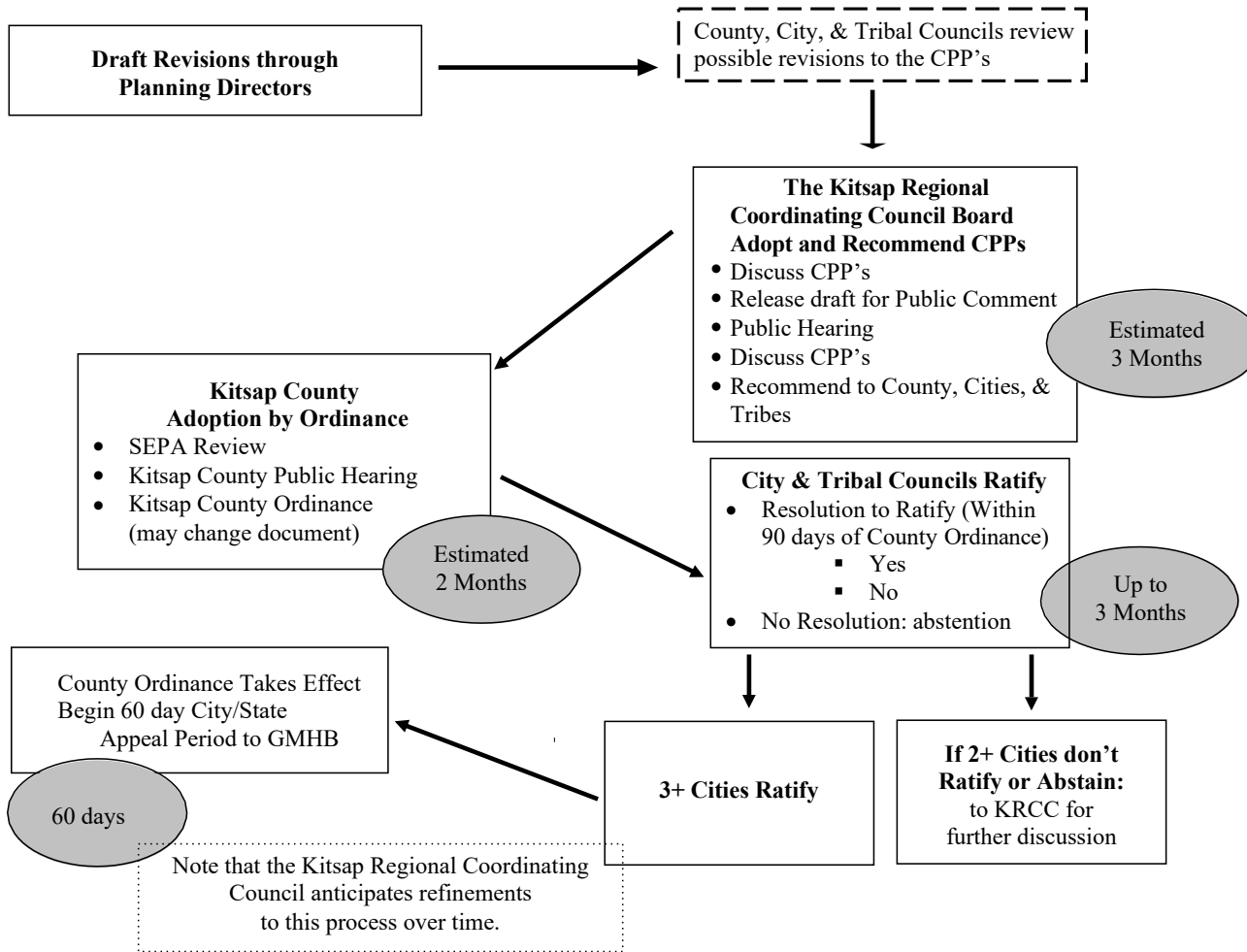
**RR-5. The County and Cities shall coordinate with the County Department of Emergency Management to ensure the integrity of the National Incident Management system and coordinated response in the event of disasters and other emergencies.**

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## Appendix A: Kitsap Countywide Planning Policy Ratification Process



Appendix A  
Adopted by Kitsap County Ordinance 509-2013  
Nov. 25, 2013

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## **Appendix B-1: Population Distribution Through 2036**

Appendix B consists of scanned pages which will be included in the final draft of Kitsap Countywide Planning Policy Document as they need to be added as PDF pages.

Appendix B  
Adopted by Kitsap County Ordinance 522-2015  
May 11, 2015

## **Appendix C: Urban Growth Area Management Agreements**

~~The intent of the Urban Growth Area Management Agreement is to facilitate and encourage annexation and/or incorporation of urban areas over the 20 year planning period and to ensure compatibility of development within the unincorporated Urban Growth Area. Each Urban Growth Area Management Agreement shall:~~

**Commented [CW60]:** 3/1/21 Removed based upon information from LUTAC that this is no longer being utilized. Will bring back to LUTAC

- ~~1. Describe the goals and procedures of the joint planning process including roles and responsibilities for the unincorporated Urban Growth Area, with the goal of having compatible City and County plans, zoning, and development regulations. The following provisions should apply to the entire Urban Growth Area associated with the City unless mutually agreed otherwise by the City and County:
  - ~~a. The City's zoning code, densities, and development, sub-division, environmental, and construction standards.~~
  - ~~b. The City's Levels of Service.~~
  - ~~c. The Comprehensive Plan of the City should reflect land use planning for the entire Urban Growth Area.~~~~
- ~~2. Identify responsibility and mechanisms for comprehensive plan amendments, zoning changes and development applications within unincorporated Urban Growth Areas. Significant weight should be given to City preferences.~~
- ~~3. Identify services to be provided in the Urban Growth Area, the responsible service purveyors, and the terms under which the services shall be provided, including:

<del>Fire</del>	<del>Storm Water</del>	<del>Solid Waste</del>	
<del>Police</del>	<del>Potable Water</del>	<del>Park &amp; Recreation</del>	
<del>Facilities</del>	<del>Transportation</del>	<del>Sewer</del>	<del>Schools</del>
<del>Utilities: Power and Telecommunications, including broadband where available EMS</del>			

~~All service providers, including special districts, and adjacent jurisdictions should be included in Urban Growth Area planning.~~~~
- ~~4. Reference the adopted Revenue Sharing Interlocal Agreement, as appropriate (see Appendix D).~~
- ~~5. Develop pre-annexation plans, which shall include:
  - ~~a. Conditioning City service extensions upon actual annexation for properties contiguous to the City boundary or to agreements of no protest to future annexation for properties not contiguous.~~
  - ~~b. Offering pre-annexation agreements to property owners interested in annexation and needing assurances from the City about services, planning, or other issues.~~
  - ~~c. Plans for tiering and/or phasing of infrastructure development, appropriate~~~~

Appendix C  
Adopted by Kitsap County Ordinance 476-2011  
Nov. 14, 2011

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~~to the individual Urban Growth Area.~~

~~d. — City priorities for City led annexation efforts as appropriate.~~

~~6. — Describe the development and implementation of a public involvement program that identifies roles and responsibilities for respective jurisdictions, including actions and timeline.~~

~~7. — Be reflected in County and City Comprehensive plans.~~

Appendix C  
Adopted by Kitsap County Ordinance 476-2011  
Nov. 14, 2011

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## **Appendix D. Revenue Sharing Interlocal Agreement (adopted December, 2001)**

### **Interlocal Agreement Between Kitsap County and the City of Bainbridge Island, City of Bremerton, City of Port Orchard and City of Poulsbo Concerning Revenue Sharing Upon Annexation and In Conjunction With Major Land Use Decisions Within a City's Urban Growth Area**

*Adopted by all parties in November-December, 2001.*

Effective November 24, 2010, the City of Port Orchard is officially withdrawn from this agreement. Effective November 29, 2011, the City of Bremerton is officially withdrawn from this agreement.

This Agreement, made pursuant to [Chapter 39.34 RCW](#), is between KITSAP COUNTY (hereinafter, the County), a political subdivision of the State of Washington, and the CITY OF BAINBRIDGE ISLAND, the CITY OF BREMERTON, the CITY OF PORT ORCHARD, and the CITY OF POULSBO, (hereinafter, the Cities), municipal subdivisions of the State of Washington.

WHEREAS, through the Kitsap Regional Coordinating Council, the County and the Cities have worked together constructively on revenue sharing issues that in the past have been adversarial; and

WHEREAS, the County and Cities sought a balanced set of revenue sharing provisions that would benefit both the County and the Cities and support the orderly evolution of logical land use patterns and jurisdictional boundaries; and

WHEREAS, the County and Cities reached accord on a set of Principles of Agreement for Revenue Sharing in Annexations and in Major Land Use Decisions; and

WHEREAS, the County and Cities desire to implement the Principles of Agreement through an interlocal agreement;

NOW, THEREFORE, in consideration of the mutual covenants, terms and conditions contained herein, the parties agree as follows:

#### **SECTION 1 ANNEXATIONS**

The purpose of this section is to provide a framework for logical and orderly annexations that are consistent with the Growth Management Act, [Chapter 36.70A RCW](#) (hereinafter GMA), and to mitigate the fiscal impact to the County of annexations initiated after the effective date of this agreement.

- 1.1** The Cities each confirm their willingness to eventually annex all land within their designated Urban Growth Area (hereinafter UGA) boundaries.
- 1.2** Each City shall encourage annexation of all lands equally, and will support

Appendix D. Revenue Sharing Interlocal Agreement - Adopted by Kitsap County Ordinance 476-2011  
Nov. 14, 2011

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logical and coordinated annexations, consistent with the intent of the GMA.

- 1.3 As part of the Kitsap Regional Coordinating Council’s 2002 Work Program, the County and Cities will continue to address coordinated development within the UGAs, including infrastructure standards and funding.
- 1.4 Before the County constructs a major infrastructure improvement within a City’s designated UGA, the County and the City will negotiate and execute an interlocal agreement that specifies the level at which the City shall reimburse the County for a portion of its investment in the infrastructure improvement if the area where the improvement is to be located is annexed within a specified period of time.
- 1.5 The County and the Cities anticipate that each specific proposed annexation will require negotiation of other issues particular to its time, place and geography. The Cities and the County commit to completing these negotiations and executing an interlocal agreement on such issues in a timely manner.
- 1.6 As part of this agreement, the County will not oppose annexations within that City’s designated UGA or invite the Boundary Review Board to invoke jurisdiction.
- 1.7 The Cities agree to share with the County revenue lost to the County and gained by the annexing City as follows:
  - A. Revenue sharing payments shall be based on the following three sources of revenue:
    1. The County’s portion of the local retail sales tax levied under [Chapter 82.14 RCW](#).
    2. The ad valorem property tax levied by the County pursuant to [RCW 36.82.040](#) for establishment and maintenance of county transportation systems.
    3. The admission tax levied by the County pursuant to [Chapter 36.38 RCW](#).
  - B. For purposes of this Section, “lost revenue” means an amount computed as follows:

The combined total of the County’s collections from all three sources within the annexation area during the calendar year preceding annexation

minus

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The combined total of the County’s collections from all three sources within the annexation area during the first full calendar year following annexation.

- C. The amount of the payment from the City to the County will be based on a three-year “soft landing” approach as follows:
  - 1. The Year 1 payment will be equal to 75% of the County’s lost revenue.
  - 2. The Year 2 payment will be equal to 50% of the County’s lost revenue.
  - 3. The Year 3 payment will be equal to 25% of the County’s lost revenue.
- D. The calculation of lost revenue pursuant to subsection B of this Section requires revenue data for one full year following annexation. Therefore, the County shall initiate a request for payment under this Section by written notice to the annexing City within two years of the effective date of the annexation.

**SECTION 2 MAJOR LAND USE ACTIONS**

The purpose of this section is to recognize that retail development near jurisdictional boundaries has an impact on neighboring jurisdictions and, in particular, on existing businesses and the demand for public services and facilities. This Section is designed to mitigate these impacts by providing that sales tax revenues from new major business development within a City’s designated UGA, or from the relocation of an existing major business from a City to a location within the City’s designated UGA, will be shared with the affected City.

**2.1** For purposes of this Agreement, “major land use” means:

- A. A new development within a City’s designated UGA that houses any single retail tenant greater than 40,000 square feet.
- B. The expansion of an existing retail business within the City’s designated UGA if the expansion is greater than 40,000 square feet.
- C. A retail business greater than 25,000 square feet that is relocated from a City to the City’s designated UGA. Or
- D. An automobile, truck, recreational vehicle, manufactured or mobile home, or boat dealership, regardless of the size of the building permitted, that is newly located within a City’s designated UGA, or relocated from a City to the City’s designated UGA.

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**2.2** The County agrees to share with the affected City revenue lost to the City and gained by the County due to a major land use, as follows:

- A. Revenue sharing payments will be required only for local retail sales tax revenues generated from major land uses. Because there are limitations, related to confidentiality, on using a figure based on actual sales tax collections from the new or relocated business, the revenue sharing payment will be based on estimated sales tax revenues derived by using industry standards, such as the Washington State Department of Revenue or the Urban Land Institute, for taxable retail sales per square foot for businesses.
- B. For purposes of this Section, “lost revenue” means an amount computed as follows:

$$\begin{aligned} & \text{Total gross enclosed building square footage of the major} \\ & \quad \text{land use} \times \\ & \text{Industry standard annual average retail sales per square foot} \\ & \quad \text{for category of business that most closely resembles the} \\ & \quad \text{major land use} \\ & \quad \times \\ & \text{Tax rate levied under [Chapter 82.14 RCW](#)} \end{aligned}$$

for the first full calendar year following the date on which the County issues a certificate of occupancy for the major land use.

- C. The County will make revenue sharing payments for the first full three years after the major land use receives a certificate of occupancy.
- D. The revenue sharing payment from the County to the affected City will be calculated according to the following formulas:
  - 1. For the relocation of a major retail business from a City to the City’s designated UGA:
    - a. The Year 1 payment will be equal to 75% of the City’s lost revenue;
    - b. The Year 2 payment will be equal to 50% of the City’s lost revenue; and
    - c. The Year 3 payment will be equal to 25% of the City’s lost revenue.
  - 2. For new development within a City’s designated UGA that houses any single retail tenant greater than 40,000 square feet, the payment amount will be 50% of the City’s estimated lost revenue each year for the first three years.

E. The calculation of lost revenue pursuant to subsection B of this Section



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requires revenue data for one full year following issuance of a certificate of occupancy. Therefore, the affected City shall initiate a request for payment under this Section by written notice to the County within two years of the date the major land use receives the County's permission to occupy the building.

**SECTION 3 MISCELLANEOUS**

- 3.1 Duration.** This Agreement will remain in effect until the terms of the Agreement are fulfilled. There is no other term agreed to by the parties
- 3.2 Reevaluation.** Any City or the County may request immediate reevaluation of this Agreement by the Kitsap Regional Coordinating Council Revenue Sharing Policy Committee. If the reevaluation fails to yield a resolution satisfactory to the requesting party within six months from the date the request for reevaluation was made, the requesting party may initiate the process for termination provided in this Agreement.
- 3.3 Termination.** After completion of the Reevaluation process required by this Agreement, a party may terminate this Agreement by 12 months' written notice to the other parties. Termination does not extinguish the obligations of the terminating party under this Agreement for annexations initiated, or major land uses for which an application is filed, prior to the effective date of termination.
- 3.4 Filing.** When fully executed, this Agreement shall be filed with the Kitsap County Auditor.
- 3.5 Notices.** Any notices required by this Agreement shall be delivered, or mailed postage prepaid, and addressed to:

<u>Kitsap County</u>	<u>City of Bainbridge Island</u>	<u>City of Bremerton</u>
Clerk to the Board	City Clerk	City Clerk
Office of the Kitsap County Board of Commissioners	City of Bainbridge Island	City of Bremerton
614 Division Street	280 Madison Avenue N.	345 6 <sup>th</sup> Street, Suite 600
Bremerton, WA98337 Mail stop 4	Bainbridge Island, WA 98110	
Port Orchard, WA98366		
<u>City of Port Orchard</u>	<u>City of Poulsbo</u>	<u>Kitsap Regional Coordinating Council</u>
City Clerk	Mayor	Chair
City of Port Orchard	City of Poulsbo	Kitsap Regional Coordinating Council
216 Prospect Street	200 NE Moe Street	P.O. Box 1934
Port Orchard, WA98366	Poulsbo, WA98370	Kingston, WA98346

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- 3.6 Administration.** As this Agreement contemplates no joint or cooperative undertaking, each party shall administer the Agreement as to its own responsibilities under the Agreement. The Kitsap Regional Coordinating Council shall oversee the revenue sharing process provided for in this Agreement.
- 3.7 Reporting.** The County and the Cities shall report to the Kitsap Regional Coordinating Council at the start of each calendar year any payments made or received by the reporting jurisdiction pursuant to this Agreement during the preceding calendar year.
- 3.8 Waiver.** The failure by the County or any City to enforce any term or condition of this Agreement shall not be construed to constitute a waiver of any other term or condition, or of any subsequent breach of any provision, of this Agreement.
- 3.9 Entire Agreement.** This Agreement includes the entire agreement of the parties with respect to any matter addressed in this Agreement
- 3.10 Amendment.** This Agreement may be amended only upon the written agreement of the parties made with the same formalities as those required for its original execution.
- 3.11. Countywide Planning Policy.** To the extent that anything in this Agreement may be found to be inconsistent with any part of the Kitsap County-wide Planning Policy, the County and City in 2002 will review the applicable parts of the County-wide Planning Policy and revise them in accordance with this Agreement.
- 3.12 Review.** The County and the Cities shall review this Agreement within the Kitsap Regional Coordinating Council in December of 2003, and every five years thereafter.
- 3.13 Effective Date.** This Agreement shall take effect retroactively to September 4, 2001, as this date has been expressly agreed upon by all the parties.

## **Appendix E. Current Organizational Interlocal Agreement (adopted December, 2001)**

Adopted by Kitsap County, all four Cities and the Port of Bremerton: 11/22/12 – 02/14/13.  
Amendments to the 2001 ILA that established KRCC were made in 2006 and 2007.

### **KITSAP REGIONAL COORDINATING COUNCIL INTERLOCAL AGREEMENT**

**THIS AGREEMENT** is made and entered into by and between the undersigned parties pursuant to provisions of the Interlocal Cooperation Act of 1967, [Chapter 39.34 RCW](#).

**WHEREAS**, the undersigned members recognize the need and desirability to participate in a forum for intergovernmental coordination, cooperation, and consultation among member agencies in order to bring about a continuous and comprehensive regional planning process and efficient service delivery; and

**WHEREAS**, the undersigned members desire jointly to undertake continuous, cooperative study and planning of regional and governmental issues of mutual interest, including but not limited to development, land use, housing, capital facilities, service, utilities, finances, public buildings, water supply, water distribution and drainage, air and water pollution, parks and recreation, transportation planning, and economic development; and

**WHEREAS**, it is the belief of the undersigned members that regional deliberations, planning, and review can best be achieved with the creation of a separate legal entity whose function and activities are subject to policy direction from the undersigned member agencies according to the provisions of this Agreement; and

**WHEREAS**, the State Growth Management Act (GMA) requires local jurisdictions to coordinate and ensure consistency when developing comprehensive land use plans and the undersigned members desire to establish the Kitsap Regional Coordinating Council as a separate legal entity to facilitate coordination and consistency of comprehensive land use plans as required by the GMA; and

**WHEREAS**, the undersigned members desire to use the Kitsap Regional Coordinating Council for developing County- wide Planning Policies (CPPs) under the GMA as a framework to guide Kitsap County and cities situated within the County in developing their comprehensive land use plans.

**THEREFORE**, in consideration of mutual promises and covenants herein it is hereby agreed:

#### **I. NAME**

This Agreement establishes the KITSAP REGIONAL COORDINATING COUNCIL (“Council”), a separate legal entity since 2001.

#### **II. DURATION**

The Agreement shall remain in force and effect perpetually or until terminated by majority vote of the member agencies.

#### **III. DEFINITIONS**

For the purpose of this Interlocal Agreement, the following terms have the meaning prescribed to them in this section unless the context of their use dictates otherwise:

A. “Member agency” means a voting and dues paying municipal or other government entity located within Kitsap County which is a party to this Agreement.

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B. "State" means the State of Washington.

C. "Region" means the territory physically lying within the boundaries of Kitsap County.

D. "Kitsap Regional Coordinating Council" or "Council" means the separate legal entity established by this Agreement to represent member agencies to carry out those powers and managerial and administrative responsibilities delegated pursuant to the provisions of this Agreement.

E. "Majority vote" means more than one-half of the votes cast when a quorum is present and must include a majority of votes from County commissioners and a majority of votes from the representatives of at least two separate cities.

F. "Executive Board" shall mean the representatives of member agencies of the Kitsap Regional Coordinating Council identified in Article IV.B. of this Agreement.

G. "Cost Allocation" means annual dues (the annual allocation among Member agencies of the cost of Council operations determined by the Executive Board for the purposes of calculating members' obligations to contribute to the funding of Council operations for the year, and for the purposes of calculating obligations and distributions in the event of withdrawal or termination).

H. "Ex Officio Member" means a non-voting, non-dues paying member of the Council.

I. "Two-thirds majority vote" means a majority vote and also requires a majority of votes from County commissioners and a majority of votes from the representatives from at least two separate cities.

J. "Associate Member" means a member of the Council which is not a party to this Agreement and who enters into a separate agreement with the Council that establishes the Associate Member's level of participation in Council activities.

**IV. MEMBERSHIP AND REPRESENTATION**

A. Membership. Membership (except for Associate Members and Ex Officio Members) is established by execution of this Agreement and payment of any required cost allocation as established by the Executive Board.

B. Executive Board. The Executive Board is comprised of the following representatives of member agencies:

1. County Government: three (3) members of the Kitsap County Board of Commissioners;
2. City Governments:
  - a. The Mayor of each city having a population of 10,000 persons or less;
  - b. The Mayor and one (1) member of the City Council of each city having a population between 10,001 persons and 30,000 persons;
  - c. The Mayor and two (2) members of the City Council of each city having a population greater than 30,000 persons;
  - d. A city with a Council/Manager form of government may select one (1) member of the City Council instead of a Mayor. The number of additional City Council members representing the city shall be as described in 2(a-c) above.
3. Port of Bremerton: one (1) representative consisting of a Port Commissioner.

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4. City Council, and Port of Bremerton representatives may be selected by whatever means established by each specific member agency for a two (2) year term.

C. The determination of the population of cities will be the most recent annual population estimate of cities and towns prepared by the Washington State Office of Financial Management.

D. A municipal or government entity or a federally recognized Indian Tribe that desires to become a member of the Council must obtain permission to do so by majority vote of the Executive Board. The required permission applies to any entity that wishes to become a Member or Ex Officio Member. A municipal or government entity or a federally recognized Indian tribe that wishes to become an Associate Member must obtain permission to do so by a majority vote of the Executive Board, and must present a draft agreement for the Executive Board's consideration, establishing the proposed terms, duties, powers and privileges for Associate Member status.

#### V. POWER, AUTHORITY, AND PURPOSE

This Agreement does not confer additional substantive powers or authorities on member agencies. The powers and authorities conferred herein are limited to the powers that each member agency is authorized by law to perform. The Council has the following power, authority, and purpose:

A. Provide a regional forum for regional deliberations and cooperative decision-making by the region's elected officials in order to bring about a continuous and comprehensive planning process, and foster cooperation and mediate differences among governments throughout the region.

B. Consistent with the GMA, coordinate and ensure consistency when developing comprehensive land use plans.

C. Consistent with the GMA, develop CPPs to be used as a framework to guide the County and the Cities in developing their comprehensive land use plans;

D. Coordinate actions to provide for the distribution of state and federal grant funds, including but not limited to federal transportation funding, community development block grants, and low income housing grants.

E. Undertake continuous, cooperative study and planning of regional and governmental problems of mutual interest, including but not limited to development, land use, housing, capital facilities, services, utilities, finances, public buildings, water supply, water distribution and drainage, air and water pollution, parks and recreation and transportation planning.

F. Coordinate actions to provide for a sustainable economy and environment for the region.

G. Carry out such other planning and coordinating activities authorized by majority vote of the Council including participation in other forums and organizations.

H. Establish Bylaws, to be amended from time to time, that govern the procedures of the Council. The Bylaws, as may be amended, are incorporated into this Agreement by this reference as if fully set forth herein.

I. Contract for administrative services and enter into other agreements as deemed appropriate and/or necessary to implement this Agreement.

J. Purchase, receive, lease, take by gift, or otherwise acquire, own, hold, improve, use and otherwise deal in and with real or personal property, or any interest therein, in the name of the Council.

K. Sell, convey, mortgage, pledge, lease, exchange, transfer, and otherwise dispose of its property and assets.

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L. Sue and be sued, complain and defend, in all courts of competent jurisdiction in the Council's name.

M. To engage in any other activity necessary to further the Council goals and purposes to the extent authorized by [chapter 39.34 RCW](#).

N. Apply for such federal, state, or private funding of any nature as may become available to assist the organization in carrying out its purposes and functions.

O. Identify and examine issues such as governance, growth policies, development standards, service provision, revenue-cost sharing and municipal annexations in urban growth areas.

P. Strive to represent the consensus of views on growth management and planning issues among member agencies. The Council makes recommendations on behalf of those jurisdictions to multi-county regional agencies and State government on behalf of member agencies, on proposed changes to multi-county regional plans, state plans and laws.

Q. Represent the views or position of member agencies within the County on issues of consistency or the resolution of conflicts related to the multi-county regional growth strategy and transportation plan.

R. Make appointments to committees and boards of multi-county regional organizations (e.g. Puget Sound Regional Council, Peninsula Regional Transportation Planning Organization) where appointments are requested to represent more than one member agency of the Council. Members appointed to such committees and boards shall represent the consensus of the views of the Council. If consensus is not reached on a particular issue, the members appointed to such committees and boards shall represent the majority and minority views of the Council, in order to accurately portray the status of discussions on that issue.

S. Review this Interlocal Agreement no fewer than every 10 years with the assistance of legal counsel.

**VI. FINANCING**

A. Cost Allocation. All members shall pay the annual cost allocation as described in the Bylaws. If payment by a member is not paid timely after notice of the cost allocation is received, the member is subject to having its membership status revoked by majority vote of the Executive Board.

B. Local Government Accounting. All services and transfers of property to the Kitsap Regional Coordinating Council shall be paid and accounted for in accordance with [RCW 43.09.210](#).

**VII. FISCAL YEAR AND BUDGET**

A. The Fiscal Year. The fiscal year shall coincide with the calendar year.

B. Adoption of Budget. By September of each year the Executive Board shall adopt a draft annual work program, budget, and cost allocation for the ensuing fiscal year that identifies anticipated activities, goals, revenues, and expenditures for completing the work program. The final work program, budget, and cost allocation for the ensuing year shall be adopted by the Executive Board no later than November of each year. No increase or decrease to the final budget shall occur without the approval of the Executive Board.

C. Notice of Budget. On or before September 30, the Executive Board shall provide written notice of the ensuing year's draft budget, work plan, and cost allocation to the designated representative(s) of each member agency. On or before November 30, the Executive Board shall provide written notice of the final budget, work plan, and cost allocation adopted for the ensuing fiscal year to the designated representative(s) of each member agency.

D. Accounting, Budgeting, and Reporting. The Council shall be subject to the Budgeting Accounting & Reporting System (BARS) applicable to Category 1 local governments.

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E. Fiscal Agent. The Council may retain a fiscal agent. The fiscal agent may be a member agency who shall serve, and be subject to removal, pursuant to the terms and conditions as established by agreement between the fiscal agent and the Council.

F. Contracting. All contracts made by or on behalf of the Council shall be in accordance with state law, including, but not limited to: [Chapter 39.04 RCW](#), and [Chapter 42.23 RCW](#), and [Chapter 42.24 RCW](#).

**VIII. WITHDRAWAL FROM AGREEMENT**

Any member agency has the right to withdraw from this Interlocal Agreement by giving the Executive Board six (6) months prior written notice. Unless otherwise provided by future agreement, any member agency that withdraws shall remain responsible for its financial and other obligations with regard to Council activities until the effective date of withdrawal and with regard to agreements to which the Council is a party and which exist at the time of such notice of withdrawal. Withdrawal by one member agency to this Interlocal Agreement shall not terminate the Agreement as to any other remaining member agencies.

Except as provided in Article IX of this Agreement, any member agency that withdraws from this Agreement forfeits any rights it may have to the Council's assets; provided, however, such forfeiture shall not take effect if the Council dissolves within one (1) year of the date of the withdrawal notice.

**IX. DISPOSAL OF ASSETS**

Upon dissolution of the Council, any Council assets, after payment of all liabilities, costs, expenses, and charges validly incurred under this Agreement, shall be distributed to member agencies which are members of the Council on the date of dissolution. Distribution of assets shall be in proportion to the funding formula for cost allocation as described in the Bylaws, in accordance with Article VI.B. of the Agreement, and existing at the time of dissolution. The debts, liabilities, and obligations of the Council shall not constitute a debt, liability, or obligation of any member agency. If assets cannot reasonably be distributed in proportion to the funding formula, the Council shall declare the assets to be surplus, and shall offer the assets for sale according to the requirements of [chapter 43.19 RCW](#), and shall distribute the proceeds from the sale in proportion to the funding formula established by the Executive Board in accordance with Article VI.B. of this Agreement.

**X. LIABILITY AND INSURANCE**

A. Any loss or liability to third parties resulting from negligent acts, errors, or omissions of the Council, Member agencies (excluding Associate Members), Ex Officio Members, and/or employees while acting within the scope of their authority under this Agreement shall be borne by the Council exclusively, and the Council shall defend such parties, at its cost, upon request by the member agency, ex officio agency, and/or employee.

B. The Executive Board shall obtain commercial general liability, and auto liability insurance coverage for the Council, Executive Board, and any staff employed by the Council, at levels no less than \$1 million single occurrence and \$2 million aggregate for each type of liability that is insured. The policy shall name each member agency, and their respective elected officials, officers, agents, and employees as additional insured's. The Executive Board shall annually evaluate the adequacy of the Council's insurance coverage.

C. The Executive Board shall require that all contractors and subcontractors utilized by the Council obtain insurance coverage consistent with Article X.B.

**XI. LEGAL REPRESENTATION**

The Council may retain legal counsel. Legal counsel may be an employee of a member agency, an outside entity, or an individual. In the event of a conflict of interest, the Council may retain substitute or additional legal

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counsel. Additionally, Council may retain outside legal counsel concerning any matter the Council deems appropriate. Retained counsel shall serve, and be subject to removal, pursuant to the terms and conditions established by agreement between legal counsel and the Council. An adjustment in cost allocation to Members will be made if the Council retains outside legal counsel.

**XII. ENTIRE AGREEMENT**

This Agreement supersedes all previous Kitsap Regional Coordinating Council interlocal agreements and all prior discussions, representations, contracts, and/or agreements between the parties relating to the subject matter of this Agreement and constitutes the entire contract between the parties.

**XIII. MODIFICATION**

Except as provided by Article XIX, the terms of this Agreement shall not be altered or modified unless agreed to in writing by all member agencies and such writing shall be executed with the same formalities as are required for the execution of this document.

**XIV. WAIVER**

The failure of any party to insist upon strict performance of any of the terms and conditions of this Agreement shall not be construed to be a waiver or relinquishment of same, but the same shall be and remain in full force and effect.

**XV. NOTICE**

Except as provided in Article XVIII of this Agreement, any notice required by this Agreement shall be made in writing to the representative(s) identified in Article IV.B. of this Agreement. Notice is effective on the third day following deposit with the U.S. Postal Service, regular mail.

**XVI. SEVERABILITY**

If any of the provisions of this Agreement are held illegal, invalid or unenforceable, the remaining provisions shall remain in full force and effect.

**XVII. CHOICE OF LAW AND VENUE**

This Agreement shall be governed by the laws of the State of Washington, both as to its interpretation and performance.

Any action at law, suit in equity, or other judicial proceeding arising in connection with this Agreement may be instituted and maintained only in a court of competent jurisdiction in Kitsap County, Washington.

**XVIII. CLAIMS**

A. Any claim for damages made under [chapter 4.96 RCW](#) shall be filed with the Chair of the Kitsap Regional Coordinating Council, c/o the Clerk of the Kitsap County Board of Commissioners, 614 Division Street, MS-4, Port Orchard, Washington, 98366.

B. Upon receipt of a claim for damages, or any other claim, a copy of the claim will be provided by the Clerk of the Board to each member of the Executive Board.

**XIX. EXECUTION AND FILING**

A. Counterparts. The parties agree that there shall be multiple original signature pages of this Agreement distributed for signature by the necessary officials of the parties. Upon execution, the executed original signature

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pages of this Agreement shall be returned to the Clerk of the Kitsap County Board of Commissioners, who shall file an executed original of this Agreement with the Kitsap County Auditor. The Clerk of the Board shall distribute duplicate conformed copies of the Agreement to each of the parties. Parties that sign on as Members at a later date will provide original signature pages of this Agreement to the Clerk of the Kitsap County Board of Commissioners, who shall file the signature pages provided with the Kitsap County Auditor. The Clerk of the Board shall distribute duplicate conformed copies of the signature pages filed later, to each of the parties. Addition of parties at a later date will not constitute a modification under Section XIII of this Agreement.

B. Later Approval and Filing. Later approval and filing of this Agreement by additional parties as set forth in Article IV, Section D, shall be deemed an authorized amendment to the Agreement already on file with the Kitsap County Auditor, without the need for reconsideration and approval by parties that have already approved and executed the Agreement.

**XX. EFFECTIVE DATE**

This Agreement shall go into effect among and between the parties upon its execution by all of the parties, as evidenced by the signatures and dates affixed below and upon its filing with the County Auditor as provided in Article XIX.

Adopted 2004

### Appendix F: Regional and Kitsap Designated Centers List

Regional (Adopted by PSRC)	City of Bremerton	Metro Center
	Silverdale Urban Core	Urban Center
	South Kitsap Industrial Area	Industrial/Employment Center
Jurisdiction	Jurisdiction's (Comp Plan) Designation	KRCC Center Designation
Kitsap County	Kingston	Town or City Center/Transportation Hub
Kitsap County	Southworth	Transportation Hub
Kitsap County	Suquamish	Activity/Employment Center- Transportation Hub
City of Bremerton	Harrison Employment Center	Activity/Employment Center
City of Bremerton	NW Corporate Campus Employment Center	Activity/Employment Center
City of Bremerton	Port Blakely Employment Center	Activity/Employment Center
City of Bremerton	Upper Wheaton District Center	Mixed Use Center/ Neighborhood
City of Bremerton	Lower Wheaton District Center	Mixed Use Center/ Neighborhood
City of Bremerton	Sylvan/Pine Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bremerton	Perry Avenue Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bremerton	Manette Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bremerton	Charleston Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bremerton	Haddon Neighborhood Center	Mixed Use Center/ Neighborhood
City of Bainbridge Island	Winslow Core	Town or City Center
City of Bainbridge Island	Day Road Light Manufacturing Area	Activity/Employment Center
City of Bainbridge Island	Lynnwood - Neighborhood Service Centers*	Mixed Use Center/ Neighborhood
City of Bainbridge Island	Rolling Bay - Neighborhood Service Centers*	Mixed Use Center/ Neighborhood
City of Bainbridge Island	Island Center - Neighborhood Service Centers*	Mixed Use Center/ Neighborhood
City of Poulsbo	Poulsbo Town Center	Town or City Center
City of Poulsbo	Olhava	Mixed Use Center/ Neighborhood
City of Port Orchard	City of Port Orchard	Town or City Center/ Transportation Hub
City of Port Orchard	Tremont Community Services	Activity/Employment Center
City of Port Orchard	South Kitsap Mall – Mixed Use Center	Mixed Use Center/ Neighborhood
Kitsap Transit	Historic Mosquito Fleet Terminals	Transportation Hub

\*- Special Planning Areas

Appendix F. Regional and Kitsap Designated Centers List  
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## Appendix G: Centers & Local Areas of More Intensive Rural Development (LAMIRD) Matrix

**Commented [CW61]:** 3/1/21 comment received that LUTAC had agreed to remove this Appendix. We should discuss.

	Type of Growth	UGA Criteria Apply (per GMA)	Mixed-Use: High Density Residential with Jobs	<del>Federal Funding Cycles - PSRC-managed Transportation Funding - Centers &amp; Corridors.*</del>
Incorporated UGA	Urban	Yes	Yes	N/A
Unincorporated UGA	Urban	Yes	Yes	N/A
PSRC Centers: • Regional • Industrial/Employment	Urban	Yes	Yes	Regional-Competitive & Countywide
<b>Kitsap Regional Coordinating Council Centers</b>				
Town/City Center	Urban	Yes	Yes	Countywide
Mixed-Use/Neighborhood	Urban	Yes	Yes	
Employment/Activity	Urban if in UGA; Rural if outside UGA		Limited if not in UGA	
Transportation Hubs	Urban if in UGA; Rural if outside UGA			
Fully Contained Communities	Urban	Yes	Yes	Countywide if designated as Kitsap Center
Master Planned Resorts	Recreational	No	Limited	Rural set aside **
LAMIRDS	In-fill Consistent with Existing Character	No	Limited to Existing density with no intensification of use	Rural set aside **
Industrial in Rural	Employment/Activity Resource-based Industrial	No	No	Rural set aside **
Rural	Non-urban Rural Character	No	No	Rural set aside **
Resource Lands	No Residential Growth	Limited	No	Rural set aside **

\* Non-motorized/Enhancement Transportation Funding can be used anywhere in Kitsap County.

\*\* 10% each funding cycle, set by federal statute (1991)

Appendix G. Centers & Local Areas of More Intensive Rural Development (LAMIRD) Matrix  
Adopted by Kitsap County Ordinance 509-2013  
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## City of Port Orchard Work Study Session Executive Summary

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**Issue Title:** Water Restoration and Enhancement Draft Plan

**Meeting Date:** March 16, 2021

**Time Required:** 15 Minutes

**Attendees:** Utility Manager Jacki Brown

**Action requested at this meeting:** Public Works Department Staff requests further discussion of the proposed Plan (see documents attached). This item is scheduled for further discussion/questions of staff at the March 23, 2021 regular meeting, with proposed approval of the Plan to follow at the April 13, 2021 regular meeting.

**Issue Summary:** Since 2018, the City of Port Orchard's Public Works Staff have been actively participating in the Water Resource Inventory Area (WRIA) 15 Watershed Restoration and Enhancement Committee (Committee). The Committee was formed in response to state legislative action in January 2018 which directed the Washington State Department of Ecology to develop Watershed Restoration and Enhancement Plans for several WRIA's within Washington by June 30, 2021, that will provide regulation for 'non-permitted' or 'permit-exempt domestic' wells, which have proliferated in many areas and have been largely unregulated. The Plans are intended to provide regulatory sideboards for permit exempt well withdrawals within each WRIA, providing an ecological benefit to each watershed by ensuring that the water withdrawn from the watershed is offset by water returning. The Committee, with the City's contributions, recently completed the preparation of the Plan for WRIA 15.

Although lengthy, the vast majority of the Plan consists of enumerating and describing watershed restoration projects throughout the County. Condensed down to action items, the Plan contains two main points:

1. It sets the number of permit exempt wells that can be expected in Kitsap County in areas not within a GMA area or a water system service area (i.e., *outside* of the City of Port Orchard and other cities in the County); and
2. It sets the amount of water expected to be used by these exempt wells less the amount reintroduced to the aquifers via septic systems (termed consumptive use in the documents).

Key benefits from the Plan:

- Approval of the WRIA 15 Watershed Restoration and Enhancement Plan will benefit City streams by locally regulating the quantities of water being withdrawn from surface aquifers via domestic wells (which are almost exclusively located outside of the City).
- Approval of the WRIA 15 WRE-Plan benefits the City by promoting habitat projects within the region that positively impact surface water flows.

Key drawbacks from the process:

- To approve of the Plan, there must be consensus among all members of the Committee. Absent consensus, Ecology (in its efforts to comply with ESSB 6091) may elect to deviate from the Plan in its development of a new plan that is not subject to input from the local agencies within WRIA 15.

In conformance with RCW 90.94.030, the Committee has requested that each participating agency “approve” of the draft Plan prior to final adoption by the Department of Ecology (which must occur by June 2021). The Plan was discussed at both the Utility Committee and Land Use Committee in February. Due to its length, this item will be available for Council discussion at multiple meetings, with proposed action in April. The City Council is requested to review the Plan and consider approval.

**Background:** In January 2018, the Washington Legislature passed Engrossed Substitute Senate Bill (ESSB) 6091, the *Streamflow Restoration* law, designed to redress some of the challenges resulting from the 2016 Washington State Supreme Court’s decision in Whatcom County v. Hirst, Futurewise, et. al.. The Court’s decision held that Whatcom County – following a practice that most counties in the state utilized at the time – failed to comply with the Growth Management Act requirements to protect water resources in its area by ensuring water availability for development to be supplied by a well (which are exempt from Ecology’s permitting process). The Court noted the importance of these determinations, holding that wells must be regulated to ensure that water should not be made legally available if a new well would impact a protected river or stream, or an existing senior water right. The Court held that Washington’s Counties must take a more expansive role in the regulation of water availability and required that availability determinations were the responsibility of each local agency at the time the agency approved of a building permit that would rely on a well. As a result, many agencies severely restricted approvals of development relying on wells, due to a lack of staffing resources and expertise.

After two legislative sessions of extensive discussion and work on these issues, in 2018 the Legislature responded to the resource/burden dilemma placed on local agencies as a result of the Hirst decision with ESSB 6091, often referred to as the “Hirst fix.” The law sought to strike a balance by easing restrictions on new domestic wells in rural areas, while providing regulatory sideboards for the review and approval of wells to protect the state’s watersheds. A key part of the law was a requirement that Ecology develop and implement a

plan specific to each watershed, utilizing a collaborative process to engage with tribes, counties, cities, state agencies, and special interest groups within each WRIA.

WRIA 15 (our WRIA), and a Committee comprised of many of Kitsap County's tribes, cities<sup>1</sup>, agencies, and special interest groups, has worked to develop a Plan in compliance with ESSB 6091. Per RCW 90.94.030, Ecology invited the City of Port Orchard to participate in the Committee as a jurisdiction within WRIA 15, and staff has been actively participating in the Committee since its inception in 2018.

The Plan is lengthy, as it includes a summary of dozens of water quality proposed projects for WRIA 15, occurring throughout all of WRIA 15, projected into the future. In large part, the Plan has no impact on the City of Port Orchard and its residents; however, the City participated in the Committee and its development in order to ensure a voice in the future of WRIA 15 and the interconnected watersheds.

In summary:

- The committee was formed to develop a plan to regulate and mitigate for non-permitted well withdrawals within WRIA 15, which are outside the City's limits (as the City does not allow new development to be served by a permit-exempt well).
- While the City is not directly impacted by the adoption of this plan, the City's surface water bodies are negatively affected by unregulated withdrawals from permit exempt wells surrounding the City.
- City staff were invited to participate in the committee to provide subject matter expertise relating to municipal water system management, mitigation efforts and ecological restoration projects.

The Plan is designed to benefit City streams by locally regulating the quantities of water being withdrawn from surface aquifers. Similarly, the Plan is designed to benefit the City by promoting habitat projects within the region that positively impact surface water flows. Staff also notes that approval of the Plan may evidence City support of watershed habitat restoration and Ecology programs, generally. This may have a positive effect on the City's pending projects, including but not limited to the Foster Pilot Project and the new \$8 million loan for the Marina Pump Station.

**Recommendation:** Discussion and proposed approval of the Plan.

**Follow-up Notes & Outcomes:**

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<sup>1</sup> The only notable City absent from the Committee in WRIA 15 is the City of Poulsbo, who withdrew from the committee in 2018 due to a lack of staffing available to participate.

**Attachments:** Water Restoration and Enhancement 'Draft' Plan, excerpt (full plan with all attachments available at <https://www.cityofportorcharad.us/draft-watershed-restoration-and-enhancement-plan/>) and copy of RCW 90.94.030.



# **Watershed Restoration and Enhancement Draft Plan**

**WRIA 15  
Kitsap Watershed**

**February 1, 2021**

**FINAL DRAFT PLAN FOR LOCAL REVIEW**





## Publication Information

This document is available on the Department of Ecology’s website at:

<https://ecology.wa.gov/Water-Shorelines/Water-supply/Streamflow-restoration/Streamflow-restoration-planning>

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<sup>1</sup> [www.ecology.wa.gov/contact](http://www.ecology.wa.gov/contact)

## Acronyms

Acronym	Definition
AE	Application Efficiency
AF/yr	Acre-Feet per Year
CFS	Cubic Feet per Second
CU	Consumptive Use
CUF	Consumptive Use Factor
GPD	Gallons per Day
GIS	Geographic Information System
IR	Irrigation Requirements
LID	Low Impact Development
LIO	Local Integrating Organization
MAR	Managed Aquifer Recharge
NEB	Net Ecological Benefit
PE	Permit-Exempt
RCW	Revised Code of Washington
WDFW	Washington Department of Fish and Wildlife
WRIA	Water Resource Inventory Areas

## Acknowledgements

This watershed plan was written as a collaboration between the Department of Ecology, the WRIA 15 Committee, and the technical consultants. We express our sincere gratitude to those that supported the development of the plan and supplemental materials.

DRAFT

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Kathy Peters, Kitsap County  
Commissioner Randy Neatherlin, Mason County  
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Thank you to the Committee members that participated in short-term, ad hoc workgroups.

Thank you also to Tribal, city and county staff, Kitsap Public Health District, and USGS for providing resources and presentations throughout this process.

<sup>1</sup>David Nash, formerly with Kitsap County, is now deceased.

<sup>2</sup>No longer at entity.

<sup>3</sup>Withdrew from Committee.

## Executive Summary

In January 2018, the Washington State Legislature passed the Streamflow Restoration law (RCW 90.94) to help support robust, healthy, and sustainable salmon populations while ensuring rural communities have access to water. The law, as interpreted by the Department of Ecology (Ecology), directs Ecology to lead local planning Committees to develop Watershed Restoration and Enhancement Plans that identify projects to offset potential consumptive impacts of new permit-exempt domestic groundwater withdrawals on instream flows over the next 20 years (2018 – 2038) and provide a net ecological benefit to the watershed. While not all members of the WRIA 15 Watershed Restoration and Enhancement Committee agreed with Ecology’s interpretations of the law, this Watershed Restoration and Enhancement Plan was written to meet the guidance and policy interpretations as provided by Ecology.<sup>2</sup>

Ecology established the Watershed Restoration and Enhancement Committee to collaborate with tribes, counties, cities, state agencies, and special interest groups in the Kitsap watershed, also known as Water Resource Inventory Area (WRIA) 15. The WRIA 15 Committee met for two and a half years to develop a watershed plan.

To allow for meaningful analysis of the relationship between new consumptive use and offsets, the WRIA 15 Committee divided the watershed into seven subbasins. Subbasins help describe the location and timing of projected new consumptive water use, the location and timing of impacts to instream resources, and the necessary scope, scale, and anticipated benefits of projects.

This watershed plan projects 5,568 permit exempt (PE) well connections over the 20-year planning horizon. If implemented as intended, the projects and policy recommendations in this watershed plan can offset the consumptive water use from those 5,568 PE well connections. The projected new consumptive water use associated with the new PE well connections is 766.4 acre-feet per year (1.06 cubic feet per second [cfs] or 684,150 gallons per day [gpd]) in WRIA 15, equal to 123 gpd per PE well connection. This watershed plan also sets an offset target of 1,218 acre-feet per year (equivalent to 177 gpd per connection) for project implementation in order to benefit streams. That target is based upon a consumptive use of 195 gpd per PE well connection which equals 1.68 cfs and 1.087 million gallons per day.

This watershed plan includes projects that, if implemented as intended, provide an anticipated offset of 1,066.7 acre-feet per year to benefit streamflows and enhance the watershed. The WRIA 15 Committee set a goal of offsetting consumptive use estimates within each subbasin and agreed that offsets should be as close to impacts as feasible. This plan falls short of the WRIA 15 Committee’s goal of meeting the offset need by subbasin (consumptive use is offset in 5 of 7 subbasins and the higher offset target is reached in 2 of 7 subbasins).

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<sup>2</sup> Some members of the WRIA 15 Committee have different interpretation of RCW 90.94.030. Signing statements and other documents provided in the Compendium provide more information on their interpretations.

Table ES-1 presents a summary of the anticipated impacts and benefits by subbasin. Additional projects in the plan include benefits to fish and wildlife habitat, such as several thousand feet of streambed improvements, dozens of acres of restoration and protection, and many miles of riparian restoration across WRIA 15.

Table ES-1: Consumptive Use and Project Benefits by Subbasin

<b>Subbasin</b>	<b>Consumptive Use Estimate (acre feet per year)</b>	<b>Higher Offset Target (acre feet per year)</b>	<b>Offset Benefits from Projects (acre feet per year)</b>	<b>Additional Benefits from Projects</b>
<b>North Hood Canal</b>	90.3	136.5	264	Projects would provide direct streamflow benefit, protection and restoration of habitat for fish critical streams. Over 1,600 feet of stream restoration are included along with over ten acres of habitat restoration.
<b>West Sound</b>	183.9	277.9	365	Projects would provide direct streamflow benefit, protection and restoration of habitat for fish critical streams. Projects include over 2800 feet of stream restoration, riparian restoration, over 100 acres of land protection, and over 140 acres of habitat restoration.
<b>South Hood Canal</b>	155.0	223.4	131	Projects would provide direct streamflow benefit, protection and restoration of habitat for fish critical streams. This subbasin includes projects that will repair up to three miles of riparian area.
<b>Bainbridge Island</b>	67.6	102.2	68.2	Projects would provide direct streamflow benefit, protection and restoration of habitat for fish critical streams.
<b>Vashon-Maury Island</b>	50.7	72.9	56	Projects would provide direct streamflow benefit, water rights and land acquisition.

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<b>Subbasin</b>	<b>Consumptive Use Estimate (acre feet per year)</b>	<b>Higher Offset Target (acre feet per year)</b>	<b>Offset Benefits from Projects (acre feet per year)</b>	<b>Additional Benefits from Projects</b>
<b>South Sound</b>	213.8	394.6	175.5	Projects would provide direct streamflow benefit, protection and restoration of habitat for fish critical streams. Projects include up to nine miles of riparian restoration.
<b>South Sound Islands</b>	5.2	11.1	7	Projects would provide direct streamflow benefit, protection and restoration of habitat for fish critical streams.
<b>Totals</b>	766.4	1218.7	1066.7	

To increase reasonable assurance of plan implementation and track progress, this watershed plan includes policy and regulatory recommendations and an adaptive management process. The 11 policy and regulatory recommendations are included to contribute to the goals of this watershed plan, including streamflow restoration and meeting net ecological benefit. These recommendations enhance water conservation efforts; improve research, monitoring, and data collection; support beaver habitat conservation; plan for better drought response; and finance plan implementation. The watershed plan describes an adaptive management approach, which identifies (1) an ongoing implementation group and lead organization to support watershed plan implementation, (2) a tracking and reporting structure to assess progress and adjust as needed, and (3) a funding mechanism to adaptively manage implementation. Adaptive management will be necessary to achieve the goal of meeting offset needs within each subbasin and improving streamflow where this watershed plan currently falls short, through the identification, development and implementation of projects throughout WRIA 15.



WRIA 15 WATERSHED PLAN – FINAL DRAFT

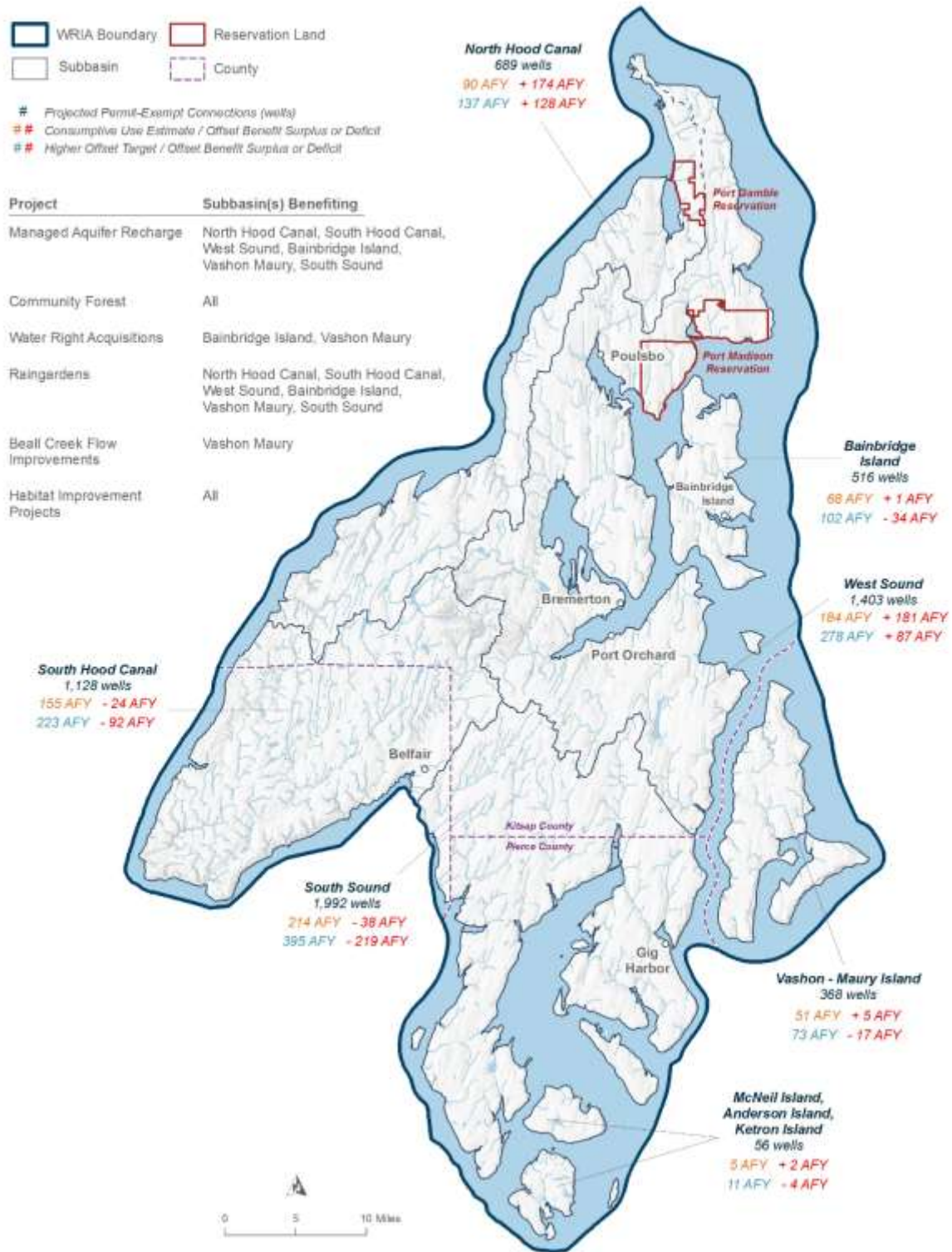


Figure ES 1: Summary of findings of the WRIA 15 Watershed Restoration and Enhancement Plan, including estimates for new domestic PE well growth, consumptive use estimates, and project offset benefits. Map prepared by HDR.

## Chapter 1 – Plan Overview

### 1.1 WRIA 15 Watershed Plan Purpose and Structure

The purpose of the Water Resource Inventory Area (WRIA) 15 Watershed Restoration and Enhancement Plan is to identify projects and actions intended to offset the impacts of new domestic permit-exempt (PE) wells to streamflows. The Watershed Restoration and Enhancement Plan is one requirement of RCW 90.94.030. Watershed Restoration and Enhancement Plans must identify projects to offset the projected consumptive impacts of new PE domestic groundwater withdrawals on instream flows over 20 years (2018-2038) and provide a net ecological benefit (NEB) to the WRIA. The WRIA 15 Watershed Restoration and Enhancement Plan (watershed plan) considers priorities for salmon recovery and watershed recovery, while ensuring it meets the intent of the law, as interpreted by Ecology.<sup>3</sup>

While not all members of the WRIA 15 Watershed Restoration and Enhancement Committee (Committee) agree with the Department of Ecology’s (Ecology) interpretations of the law, this watershed plan was written to meet the guidance and policy interpretations as provided by Ecology. References to meeting the requirements of the law throughout this plan refer to Ecology’s interpretation of the law and may not encompass the interpretations held by all members of the WRIA 15 Committee.

Pumping from wells can reduce groundwater discharge to springs and streams by capturing water that would otherwise have discharged naturally, thereby reducing flows (Barlow and Leake 2012). Consumptive water use (the portion not returned to the aquifer) reduces streamflow, both seasonally and as average annual recharge. A well pumping from an aquifer connected to a surface water body can either reduce the quantity of water discharging to the river or increase the quantity of water leaking out of the river (Barlow and Leake 2012).

While this watershed plan is narrow in scope and not intended to address all water uses or related issues within the watershed, it may provide a path forward for future water resource planning.

[Language to be included when appropriate]: The Committee, by completing the watershed plan, has developed, and come to consensus on, a technically and politically complex issue in water resource management. That success will set the stage for improved coordination of water resources and overall watershed health in our WRIA.

This watershed plan includes seven chapters:

1. Plan overview;
2. Overview of the watershed’s hydrology, hydrogeology, and streamflow;

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<sup>3</sup> Some members of the WRIA 15 Committee have different interpretation of RCW 90.94.030. Signing statements and other documents provided in the Compendium provide more information on their interpretations.

3. Summary of the subbasins;
4. Growth projections and consumptive use estimates;
5. Description of the recommended projects to offset the future PE domestic water use in WRIA 15 and meet NEB;
6. Explanation of recommended policy, monitoring, adaptive management, and implementation measures; and
7. Evaluation and consideration of the NEB.

### **1.1.1 Legal and Regulatory Background for the WRIA 15 Watershed Restoration and Enhancement Plan**

In January 2018, the Washington State Legislature passed Engrossed Substitute Senate Bill (ESSB) 6091 (session law 2018 c 1). This law was enacted in response to the State Supreme Court’s 2016 decision in *Whatcom County vs. Hirst, Futurewise, et al.* (commonly referred to as the “Hirst decision”). As it relates to this Committee’s work, the law, now primarily codified as RCW 90.94, clarifies how local governments can issue building permits or approve subdivisions for homes intending to use a PE well for their domestic water supply. The law also requires local watershed planning in fifteen WRIsAs across the state, including WRIA 15.<sup>4</sup>

### **1.1.2 Domestic Permit-Exempt Wells**

This watershed plan, the law that calls for it, and the Hirst decision are all concerned with the effects of new domestic PE water use on streamflows. Several laws pertain to the management of groundwater PE wells in WRIA 15 and are summarized in brief here for the purpose of providing context for the WRIA 15 watershed plan.

Washington State follows the doctrine of prior appropriation, which means that the first users have rights senior to those issued later. This doctrine is called “first in time, first in right.” If a water shortage occurs, senior rights are satisfied first and junior rights are curtailed. Seniority is established by priority date — the original date a water right application was filed, or the date that water was first put to beneficial use in the case of claims and the groundwater permit exemption. Although groundwater PE uses do not require a water right permit, they are always subject to state water law. In some instances, Ecology has had to regulate PE water users when they interfere with older, “senior” water rights, including [instream flow rules](#). More information is available on Ecology’s website: <https://ecology.wa.gov/Water-Shorelines/Water-supply/Water-availability>.

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<sup>4</sup> [ESSB 6091](#) includes the following: “AN ACT Relating to ensuring that water is available to support development; amending RCW 19.27.097, 58.17.110, 90.03.247, and 90.03.290; adding a new section to chapter 36.70A RCW; adding a new section to chapter 36.70 RCW; adding a new chapter to Title 90 RCW; creating a new section; providing an expiration date; and declaring an emergency.” (p. 1)

RCW 90.44.050, commonly referred to as “the Groundwater Permit Exemption,” establishes that certain small withdrawals of groundwater are exempt from the state’s water right permitting requirements, including small indoor and outdoor water use associated with homes. Although these withdrawals do not require a state water right permit, the water right is still legally established by the beneficial use. Even though a water right permit is not required for small domestic uses under RCW 90.44.050, there is still regulatory oversight, including from local jurisdictions. Specifically, in order for an applicant to receive a building permit from their local government for a new home, the applicant must satisfy the provisions of RCW 19.27.097 for what constitutes evidence of an adequate water supply.

RCW 90.94.030 adds to the management regime for new homes using domestic PE well withdrawals in WRIA 15 and elsewhere. For example, local governments must, among other responsibilities relating to new PE domestic wells, collect a \$500 fee for each building permit and record withdrawal restrictions on the title of the affected properties. Additionally, this law restricts new PE domestic withdrawals in WRIA 15 to a maximum annual average of up to 950 gallons per days (gpd) per connection, subject to the 5,000 gpd and ½-acre outdoor irrigation of non-commercial lawn/garden limits established in RCW 90.44.050. Ecology has published its interpretation and implementation of RCW 19.27.097 and RCW 90.94 in Water Resources POL 2094 (Ecology 2019a). For additional information, readers can review those laws and policy for comprehensive details and agency interpretations.

### **1.1.3 Planning Requirements Under RCW 90.94.030**

While supplementing the local building permit requirements, RCW 90.94.030(3) goes on to establish planning criteria for WRIA 15. In doing so, it sets the minimum standard of Ecology’s collaboration with the WRIA 15 Committee in the preparation of this watershed plan. In practice, the process of plan development was one of broad integration, collectively shared work, and a striving for consensus described in the Committee’s adopted operating principles, which are further discussed below.

In addition to these procedural requirements, the law (and consequently, this watershed plan) is concerned with the identification of projects and actions intended to offset the anticipated impacts from new PE domestic groundwater withdrawals over the next 20 years and provide a NEB.<sup>5</sup> In establishing the primary purpose of this watershed plan, RCW 90.94.030 (3) also details both the required and recommended plan elements. Regarding the WRIA 15 Committee’s approach to selecting projects and actions, the law also speaks to “high and lower priority projects.” The Committee understands that, as provided in the Final Guidance on Determining Net Ecological Benefit (Ecology 2019b), “use of these terms is not the sole critical factor in determining whether a plan achieves a NEB... and that plan development should be

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<sup>5</sup> The planning horizon for achieving a NEB is the 20 year period beginning with January 19, 2018 and ending on January 18, 2038. The planning horizon only applies to determining which new consumptive water uses the plan must address under the law. The projects and actions required to offset the new uses must continue beyond the 20-year period and for as long as new well pumping continues. (Ecology 2019b; page 7)

focused on developing projects that provide the most benefits... regardless of how they align with [these] labels” (page 12). For WRIA 15, this watershed plan recognizes the goal of protecting water quantity as the primary component of habitat for fish populations and aquatic life. In order to provide a benefit to the greatest length of stream channel, the highest priority projects are those in that provide protection or restoration of headwater streamflows.

## 1.2 Requirements of the WRIA 15 Watershed Restoration and Enhancement Plan

RCW 90.94.030 of the Streamflow Restoration law directs Ecology to establish a Watershed Restoration and Enhancement Committee in the Kitsap watershed and develop a watershed plan in collaboration with the WRIA 15 Committee. Ecology determined that the intent was best served through collective development of the watershed plan, using an open and transparent setting and process that builds on local needs.

At a minimum, the watershed plan must include projects and actions necessary to offset projected consumptive impacts of new PE domestic groundwater withdrawals on streamflows and provide a NEB to the WRIA.

Ecology issued the Streamflow Restoration Policy and Interpretive Statement (POL-2094) and Final Guidance on Determining Net Ecological Benefit (GUID-2094) in July 2019 to ensure consistency, conformity with state law, and transparency in implementing RCW 90.94. The Final Guidance on Determining Net Ecological Benefit (hereafter referred to as Final NEB Guidance) establishes Ecology’s interpretation of the term “net ecological benefit.” It also informs planning groups on the standards Ecology will apply when reviewing a watershed plan completed under RCW 90.94.020 or

### Streamflow Restoration law RCW 90.94.030(3)

(b) At a minimum, the plan must include those actions that the committee determines to be necessary to offset potential impacts to instream flows associated with permit-exempt domestic water use. The highest priority recommendations must include replacing the quantity of consumptive water use during the same time as the impact and in the same basin or tributary. Lower priority projects include projects not in the same basin or tributary and projects that replace consumptive water supply impacts only during critical flow periods. The plan may include projects that protect or improve instream resources without replacing the consumptive quantity of water where such projects are in addition to those actions that the committee determines to be necessary to offset potential consumptive impacts to instream flows associated with permit-exempt domestic water use.

(c) Prior to adoption of the watershed restoration and enhancement plan, the department must determine that actions identified in the plan, after accounting for new projected uses of water over the subsequent twenty years, will result in a net ecological benefit to instream resources within the water resource inventory area.

(d) The watershed restoration and enhancement plan must include an evaluation or estimation of the cost of offsetting new domestic water uses over the subsequent twenty years, including withdrawals exempt from permitting under RCW 90.44.050.

(e) The watershed restoration and enhancement plan must include estimates of the cumulative consumptive water use impacts over the subsequent twenty years, including withdrawals exempt from permitting under RCW 90.44.050.

RCW 90.94.030. The minimum planning requirements described by Ecology in the Final NEB Guidance include the following (pages 7-8):

1. Clear and Systemic Logic. Watershed plans must be prepared with implementation in mind.
2. Delineate Subbasins. [The Committee] must divide the WRIA into suitably sized subbasins to allow meaningful analysis of the relationship between new consumptive use and offsets.
3. Estimate New Consumptive Water Uses. Watershed plans must include a new consumptive water use estimate for each subbasin and the technical basis for such estimate.
4. Evaluate Impacts from New Consumptive Water Use. Watershed plans must consider both the estimated quantity of new consumptive water use from new domestic PE wells initiated within the planning horizon and how those impacts will be distributed.
5. Describe and Evaluate Projects and Actions for Their Offset Potential. At a minimum, watershed plans must identify projects and actions intended to offset impacts associated with new consumptive water use. Offset benefits must continue as long as the anticipated consumptive use impacts, which are assumed to be in perpetuity.

The WRIA 15 Committee prepared the WRIA 15 watershed plan with the intent that the plan, including all projects, is fully implemented. The law requires that all members of the Committee approve the plan prior to submission to Ecology for review. Ecology must then determine that the plan’s recommended streamflow restoration projects and actions will result in a NEB to instream resources within the WRIA after accounting for projected use of new PE domestic wells over the 20-year period of 2018-2038.

**RCW 90.94.030 (6).** This section [90.94.030] only applies to new domestic groundwater withdrawals exempt from permitting under RCW [90.44.050](#) in the following water resource inventory areas with instream flow rules adopted under chapters [90.22](#) and [90.54](#) RCW that do not explicitly regulate PE groundwater withdrawals: 7 (Snohomish); 8 (Cedar-Sammamish); 9 (Duwamish-Green); 10 (Puyallup-White); 12 (Chambers-Clover); 13 (Deschutes); 14 (Kennedy Goldsborough); and 15 (Kitsap) and does not restrict the withdrawal of groundwater for other uses that are exempt from permitting under RCW [90.44.050](#).

## 1.3 Overview of the WRIA 15 Committee

### 1.3.1 Formation

The Streamflow Restoration law instructed Ecology to chair the WRIA 15 Committee, and invite representatives from the following entities in the watershed to participate in the development of the watershed plan:

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- Each federally recognized tribal government with reservation land or usual and accustomed harvest area within the WRIA.
- Each county government within the WRIA.
- Each city government within the WRIA.
- Washington State Department of Fish and Wildlife.
- The largest publicly owned water purveyor providing water within the WRIA that is not a municipality.
- The largest irrigation district within the WRIA.

Ecology sent invitation letters to each of the entities named in the law in September of 2018. Note that WRIA 15 does not have an irrigation district.

The law also required Ecology to invite local organizations representing agricultural interests, environmental interests, and the residential construction industry. Businesses, environmental groups, agricultural organizations, conservation districts, and local governments nominated interest group representatives. Local governments on the WRIA 15 Committee voted on the nominees in order to select local organizations to represent agricultural interests, environmental interests, and the residential construction industry. Ecology invited the selected entities to participate on the Committee.

Committee members are listed in Table 1. This list includes all of the members identified by the Legislature that agreed to participate on the WRIA 15 Committee.<sup>6</sup>

Table 1: WRIA 15 Committee Participating Entities

<b>Entity Name</b>	<b>Representing</b>
Kitsap County	County government
King County	County government
Mason County	County government
Pierce County	County government
Puyallup Tribe	Tribal government
Skokomish Tribe	Tribal government
Squaxin Island Tribe	Tribal government
Suquamish Tribe	Tribal government
Port Gamble S'Klallam Tribe	Tribal government

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<sup>6</sup> All participating entities committed to participate in the process and designated representatives and alternates to sit on the WRIA 15 Committee. A roster with the names of the representatives is available in Appendix A. The City of Poulsbo originally participated in the process but withdrew from the Committee in October 2020.

Entity Name	Representing
City of Port Orchard	City government
City of Bremerton	City government
City of Gig Harbor	City government
City of Bainbridge Island	City government
Kitsap Public Utility District	Water utility
Department of Fish and Wildlife	State agency
Department of Ecology	State agency
Kitsap Building Association	Residential construction industry
Kitsap Conservation District	Agricultural interest group
Great Peninsula Conservancy	Environmental interest group
Mason-Kitsap Farm Bureau - ex officio	Self
Washington Water Service - ex officio	Self

The WRIA 15 Committee invited the Mason-Kitsap Farm Bureau and the Washington Water Service to participate as “ex-officio” members. Although not identified in the law, the ex-officio members provide valuable information and perspective as subject matter experts. The ex-officio members are active but non-voting participants of the WRIA 15 Committee.

The law does not identify a role for the Committee following development of the watershed plan.

### 1.3.2 Committee Structure and Decision Making

The WRIA 15 Committee held its first meeting in October 2018. Between October 2018 and January 2021, the WRIA 15 Committee held 28 Committee meetings.<sup>7</sup> All Committee and workgroup meetings were open to the public. The WRIA 15 Committee met monthly and as needed to meet deadlines. From March 2020 through April 2021, the Committee met virtually due to the global pandemic.

The two and a half years of planning consisted of training, research, and developing watershed plan components. Ecology technical staff, WRIA 15 Committee members, and partners presented on topics to provide context for components of the plan, such as an overview of WRIA 15 hydrogeology, water law, tribal treaty rights, salmon recovery, and local planning processes.

Ecology staff chaired the WRIA 15 Committee and provided administrative support and technical assistance. Ecology contracted with consultants to provide facilitation and technical support for the Committee. The facilitator supported the Committee’s discussions and decision-making and coordinated recommendations for policy change and adaptive management. The technical consultants developed products that informed Committee decisions and development

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<sup>7</sup> This includes regular Committee meetings and special Committee meetings where most representatives attended. This does not include project workgroup, technical workgroup, or one-time workgroup meetings.



of the plan. Examples include working with counties on growth projections, calculating consumptive use using multiple methods, preparing maps and other tools to support decisions, and researching project ideas. The technical consultants brought a range of expertise to the Committee including hydrogeology, geographic information system (GIS) analysis, fish biology, engineering, and planning. The technical consultants developed the technical memorandums referenced throughout this watershed plan.

The WRIA 15 Committee established two workgroups to support planning efforts and to achieve specific tasks:

- The **Technical Workgroup** focused on preparing recommendations for PE well projections and consumptive use estimates.
- The **Project Workgroup** focused on developing and reviewing projects within the Committee’s project inventory (additional workgroups that met only one time covered topics such as beaver management, policies, and adaptive management).

The workgroups were open to all WRIA 15 Committee members as well as non-Committee members that brought capacity or expertise not available on the Committee. The workgroups made no binding decisions but presented information to the Committee as either recommendations or findings. The Committee acted on workgroup recommendations, as deemed appropriate.

During the initial WRIA 15 Committee meetings, members developed and agreed to operating principles.<sup>8</sup> The operating principles established a process for meetings, participation expectations, procedures for voting, structure of the Committee, communication, and other needs in order to support the Committee in reaching consensus on a final plan.

By statutory design, this planning process brought a diversity of perspectives to the table. Therefore, it was important for the Committee to identify a clear decision-making process. The WRIA 15 Committee strived for consensus, and when consensus could not be reached, the chair and facilitator documented the Committee members’ positions. The Committee strived for consensus because the authorizing legislation requires that all members of the Committee approve the final watershed plan prior to Ecology’s review (RCW 90.94.030[3] “...all members of a Watershed Restoration and Enhancement Committee must approve the plan prior to adoption”). Therefore, consensus on the foundational decisions during plan development served as the best indicators of the Committee’s progress toward an approved plan.

All consensus and dissenting opinions were documented in meeting summaries that were reviewed and agreed upon by the Committee. The Committee recognized that flexibility was needed in terms of timeline, and if a compromise failed to reach consensus within the identified timeline, the Committee agreed to allow the process for developing the plan to move

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<sup>8</sup> Complete operating principles can be found on the WRIA 15 Committee EZ View webpage and in Appendix B: [https://www.ezview.wa.gov/site/alias\\_1962/37327/watershed\\_restoration\\_and\\_enhancement\\_-\\_wria\\_15.aspx](https://www.ezview.wa.gov/site/alias_1962/37327/watershed_restoration_and_enhancement_-_wria_15.aspx)

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forward while the work towards consensus continued. The Committee agreed to revisit decisions where consensus was not reached.

The Committee reviewed components of the watershed plan iteratively throughout the process in addition to reviewing the draft plan as a whole. **[Language to be included when appropriate]:** The WRIA 15 Committee reached final approval on the Watershed Restoration and Enhancement Plan on THIS DATE 2021.

## **RCW 90.94.030**

### **Authorization for new domestic groundwater withdrawals exempt from permitting with a potential impact on a closed water body and potential impairment to an instream flow—Requirements—Watershed restoration and enhancement committees—Watershed restoration and enhancement plan—Fees—Adoption of rules—Application of section.**

(1) Unless requirements are otherwise specified in the applicable rules adopted under this chapter or chapter 90.22 or 90.54 RCW, potential impacts on a closed water body and potential impairment to an instream flow are authorized for new domestic groundwater withdrawals exempt from permitting under RCW 90.44.050 through compliance with the requirements established in this section.

(2)(a) In the following water resource inventory areas with instream flow rules adopted by the department under chapters 90.22 and 90.54 RCW that do not explicitly regulate permit-exempt groundwater withdrawals and that have either not adopted a watershed plan, or adopted a partial watershed plan, under chapter 90.82 RCW, the department shall establish watershed restoration and enhancement committees in the following water resource inventory areas: 7 (Snohomish); 8 (Cedar-Sammamish); 9 (Duwamish-Green); 10 (Puyallup-White); 12 (Chambers-Clover); 13 (Deschutes); 14 (Kennedy-Goldsborough); and 15 (Kitsap).

(b) The department shall chair the watershed restoration and enhancement committee and invite the following entities to participate:

(i) A representative from each federally recognized Indian tribe that has reservation land within the water resource inventory area;

(ii) A representative from each federally recognized Indian tribe that has a usual and accustomed harvest area within the water resource inventory area;

(iii) A representative from the department of fish and wildlife, appointed by the director of the department of fish and wildlife;

(iv) A representative designated by each county within the water resource inventory area;

(v) A representative designated by each city within the water resource inventory area;

(vi) A representative designated by the largest irrigation district within the water resource inventory area;

(vii) A representative designated by the largest publicly owned water purveyor providing water within the water resource inventory area that is not a municipality;

(viii) A representative designated by a local organization representing the residential construction industry within the water resource inventory area;

(ix) A representative designated by a local organization representing environmental interests within the water resource inventory area; and

(x) A representative designated by a local organization representing agricultural interests within the water resource inventory area.

(3) By June 30, 2021, the department shall prepare and adopt a watershed restoration and enhancement plan for each watershed listed under subsection (2)(a) of this section, in collaboration with the watershed restoration and enhancement

committee. Except as described in (h) of this subsection, all members of a watershed restoration and enhancement committee must approve the plan prior to adoption.

(a) The watershed restoration and enhancement plan should include recommendations for projects and actions that will measure, protect, and enhance instream resources and improve watershed functions that support the recovery of threatened and endangered salmonids. Plan recommendations may include, but are not limited to, acquiring senior water rights, water conservation, water reuse, stream gaging, groundwater monitoring, and developing natural and constructed infrastructure, which includes but is not limited to such projects as floodplain restoration, off-channel storage, and aquifer recharge. Qualifying projects must be specifically designed to enhance streamflows and not result in negative impacts to ecological functions or critical habitat.

(b) At a minimum, the plan must include those actions that the committee determines to be necessary to offset potential impacts to instream flows associated with permit-exempt domestic water use. The highest priority recommendations must include replacing the quantity of consumptive water use during the same time as the impact and in the same basin or tributary. Lower priority projects include projects not in the same basin or tributary and projects that replace consumptive water supply impacts only during critical flow periods. The plan may include projects that protect or improve instream resources without replacing the consumptive quantity of water where such projects are in addition to those actions that the committee determines to be necessary to offset potential consumptive impacts to instream flows associated with permit-exempt domestic water use.

(c) Prior to adoption of the watershed restoration and enhancement plan, the department must determine that actions identified in the plan, after accounting for new projected uses of water over the subsequent twenty years, will result in a net ecological benefit to instream resources within the water resource inventory area.

(d) The watershed restoration and enhancement plan must include an evaluation or estimation of the cost of offsetting new domestic water uses over the subsequent twenty years, including withdrawals exempt from permitting under RCW [90.44.050](#).

(e) The watershed restoration and enhancement plan must include estimates of the cumulative consumptive water use impacts over the subsequent twenty years, including withdrawals exempt from permitting under RCW [90.44.050](#).

(f) The watershed restoration and enhancement plan may include:

(i) Recommendations for modification to fees established under this subsection;

(ii) Standards for water use quantities that are less than authorized under RCW [90.44.050](#) or more or less than authorized under subsection (4) of this section for withdrawals exempt from permitting;

(iii) Specific conservation requirements for new water users to be adopted by local or state permitting authorities; or

(iv) Other approaches to manage water resources for a water resource inventory area or a portion thereof.

(g) After adoption of a watershed restoration and enhancement plan, the department shall evaluate the plan recommendations and initiate rule making, if necessary, to incorporate recommendations into rules adopted under this chapter or under chapter [90.22](#) or [90.54](#) RCW. Any modification to fees collected under subsection (4) of this section or standards for water use quantities that are less than authorized

under RCW [90.44.050](#) or more or less than authorized under subsection (4) of this section for withdrawals exempt from permitting may not be applied unless authorized by rules adopted under this chapter or under chapter [90.54](#) RCW.

(h) If the watershed restoration and enhancement committee fails to approve a plan by June 30, 2021, the director of the department shall submit the final draft plan to the salmon recovery funding board established under RCW [77.85.110](#) and request that the salmon recovery funding board provide a technical review and provide recommendations to the director to amend the final draft plan, if necessary, so that actions identified in the plan, after accounting for new projected uses of water over the subsequent twenty years, will result in a net ecological benefit to instream resources within the water resource inventory area. The director of the department shall consider the recommendations and may amend the plan without committee approval prior to adoption. After plan adoption, the director of the department shall initiate rule making within six months to incorporate recommendations into rules adopted under this chapter or under chapter [90.22](#) or [90.54](#) RCW, and shall adopt amended rules within two years of initiation of rule making.

(4)(a) Until a watershed restoration and enhancement plan is approved and rules are adopted under subsection (3) of this section, a city or county issuing a building permit under RCW [19.27.097](#)(1)(d), or approving a subdivision under chapter [58.17](#) RCW in a watershed listed in subsection (2)(a) of this section must:

(i) Record relevant restrictions or limitations associated with water supply with the property title;

(ii) Collect applicable fees, as described under this section;

(iii) Record the number of building permits issued under chapter [19.27](#) RCW or subdivision approvals issued under chapter [58.17](#) RCW subject to the provisions of this section;

(iv) Annually transmit to the department three hundred fifty dollars of each fee collected under this subsection;

(v) Annually transmit an accounting of building permits and subdivision approvals subject to the provisions of this section to the department;

(vi) Until rules have been adopted that specify otherwise, require the following measures for each new domestic use that relies on a withdrawal exempt from permitting under RCW [90.44.050](#):

(A) An applicant shall pay a fee of five hundred dollars to the permitting authority;

(B) Except as provided in (b) of this subsection, an applicant may obtain approval for a withdrawal exempt from permitting under RCW [90.44.050](#) for domestic use only, with a maximum annual average withdrawal of nine hundred fifty gallons per day per connection; and

(C) An applicant shall manage stormwater runoff on-site to the extent practicable by maximizing infiltration, including using low-impact development techniques, or pursuant to stormwater management requirements adopted by the local permitting authority, if locally adopted requirements are more stringent.

(b) Upon the issuance of a drought emergency order under RCW [43.83B.405](#), the department may curtail withdrawal of groundwater exempt from permitting under RCW [90.44.050](#) and approved under this subsection (4) to no more than three hundred fifty gallons per day per connection for indoor use only. Notwithstanding the limitation to

no more than three hundred fifty gallons per day per connection for indoor use only, an applicant may use groundwater exempt from permitting to maintain a fire control buffer during a drought emergency order.

(5) Rules adopted under this chapter or chapter [90.54](#) RCW may:

(a) Rely on watershed restoration and enhancement plan recommendations and procedures established in this section to authorize new withdrawals exempt from permitting under RCW [90.44.050](#) that would potentially impact a closed water body or a minimum flow or level;

(b) Rely on projects identified in the watershed restoration and enhancement plan to offset consumptive water use; and

(c) Include updates to fees based on the watershed restoration and enhancement committee's determination of the costs for offsetting consumptive water use.

(6) This section only applies to new domestic groundwater withdrawals exempt from permitting under RCW [90.44.050](#) in the following water resource inventory areas with instream flow rules adopted under chapters [90.22](#) and [90.54](#) RCW that do not explicitly regulate permit-exempt groundwater withdrawals: 7 (Snohomish); 8 (Cedar-Sammamish); 9 (Duwamish-Green); 10 (Puyallup-White); 12 (Chambers-Clover); 13 (Deschutes); 14 (Kennedy-Goldsborough); and 15 (Kitsap) and does not restrict the withdrawal of groundwater for other uses that are exempt from permitting under RCW [90.44.050](#).