



SILVERDALE WA

CHAPTER 1

Land Use Element



Chapter 1 / Land Use Element

VISION

Kitsap’s vision is for urban areas that are the region’s centers for diverse employment and housing opportunities, all levels of education, and civic and cultural activities. The vision for rural areas and communities is to retain and enhance unique historical character, appearance, and function, including recreation and natural resource activities, such as forestry, agriculture, and mining, that contribute to the rural character and economy.

INTENT

The Land Use Element’s intent is to direct the majority of growth toward urban areas, provide greater distinction between urban and rural areas, guide land use patterns to allow for the efficient provision of urban services such as sewers and transportation systems, preserve open space, recognize and preserve historical and archaeological resources, and ensure compatibility between adjacent zones.

The Land Use goals and policies recognize the County residents’ desire for healthy urban areas that are the region’s centers for diverse employment, housing opportunities, educational opportunities for K-12, technical training and college-level instruction, and civic and cultural activities. The goals and policies also recognize that rural areas and communities have unique historical characteristics, appearances, and functions that should be retained and enhanced. Natural resource activities, such as forestry, agriculture, and mining continue to contribute to the rural character and economy and are also guided by goals and policies in this element.

GROWTH MANAGEMENT ACT REQUIREMENTS AND REGIONAL COORDINATION

The Washington State Growth Management Act (GMA) is the framework for all land use planning in the state and lays out the requirements for comprehensive plans and development regulations that implement the plans. The Land Use Element is a required element and must include:

- Distribution, general location, and extent of land for resource production, commerce, housing, recreation, public facilities, and other land uses;
- Population densities, building intensities, and future population growth estimates;
- Protection of groundwater;
- Environmental justice considerations;
- Promotion of physical activity and reduction of vehicle miles traveled;
- Stormwater provisions, including considerations for Puget Sound; and
- Tools to reduce wildfire risk.

As with the Comprehensive Plan as a whole, Land Use goals and policies must reflect the requirements of the GMA as outlined above, be consistent with Puget Sound Regional Council’s (PSRC) VISION 2050 plan and its Multicounty Planning Policies (MPPs), and conform to the Countywide Planning Policies (CPPs) adopted by the Kitsap Regional Coordinating Council (KRCC).

Because land use planning intersects with so many other policy areas, the County maintains working relationships with local school districts, the Kitsap Public Health District, Kitsap Transit, local Tribes, the Navy, local business organizations, and local social welfare non-profit groups.

RELATIONSHIP TO OTHER ELEMENTS

Land Use goals and policies in this element serve as the basis for the other comprehensive plan elements, including Economic Development, Environment, Housing, Transportation, Parks, Recreation, and Open Space, Capital Facilities and Utilities, and Climate Change. Specifically impacted are urban and rural residential development, commercial development, industrial and business lands, open space, historic preservation, and drainage, flooding, and stormwater management.

BACKGROUND

The Land Use Element plays the central role of guiding urban, rural, and resource land use patterns and decisions as well as decision-making processes for the unincorporated portions of Kitsap County. In keeping with state law, the County fulfills this responsibility of shaping land use primarily by regulatory means such as zoning, subdivision, critical areas, and shoreline ordinances.

The County and the cities within the county select a specific growth forecast through adoption of the CPPs. These county-level forecasts are distributed among the jurisdictions through a cooperative process. The Kitsap Regional Coordinating Council (KRCC) – composed of participating elected officials from the region’s governmental entities – is the body charged with approving such allocations.

Based on the Puget Sound Regional Council’s VISION 2050 and Regional Growth Strategy, the KRCC updated its growth targets for population and employment in 2022 through the CPPs. The CPPs established growth targets from 2020-2044. For purposes of this update, the targets were updated to 2022 from the 2020 census data using historic growth rates for better comparison with land capacity data. These targets are shown in Tables 1 and 2 below.



Table 1. Estimated Population Growth Targets 2022

UGA	Census Population 2020	CPP Targeted Growth 2020-2044	Adjusted Growth 2022-2044
Bremerton	10,105	2,762	2,544
Silverdale	19,675	9,896	9,442
Kingston	2,435	3,200	3,121
Poulsbo	528	1,065	1,054
Port Orchard	15,370	3,552	3,486
Central Kitsap	24,741	5,000	4,787
Rural	106,865	5,415	4,391
Total	179,719	30,890	28,825

Sources: Targets from the Countywide Planning Policies and extrapolated based upon historic growth patterns.

Table 2. Estimated Employment Growth Targets 2022-2044

UGA	Census Employment 2020	CPP Targeted Growth 2020-2044	Adjusted Growth 2022-2044
Bremerton	1,401	2,434	2,454
Silverdale	13,281	11,416	11,023
Kingston	1,077	1,400	1,343
Poulsbo	78	97	103
Port Orchard	2,683	1,500	1,429
Central Kitsap	3,985	1,470	1,380
Rural	22,896	2,301	2,150
Total	45,401	20,618	19,882

Sources: Targets from the Countywide Planning Policies and extrapolated based upon historic growth patterns.

Per the Kitsap CPPs, designated Urban Growth Areas (UGAs) are intended to accommodate at least 76 percent of the 20-year planning period’s population growth, based on official population forecasts adopted by the Washington State Office of Financial Management (OFM). The existing urban/rural percentage split is 71 percent urban and 29 percent rural per the 2020 Buildable Lands Report (BLR). In 2022, Kitsap County re-adopted residential growth projections through 2044 integrating the 76 percent urban/24 percent rural objective. Consequently, there’s an increasing emphasis in focusing most growth into Kitsap County cities and unincorporated UGA areas.

To accommodate these growth targets, the Comprehensive Plan directs future residential and employment growth within the unincorporated portions of the county. Future population growth is accommodated by the capacity of residential units. The 2021 Buildable Land Report (BLR) established a methodology used by the KRCC cities and County to assess land capacity for residential and employment lands. Generally, this land capacity analysis uses the following steps to assess the capacity for lands with Kitsap’s UGAs to accommodate population and employment growth. Please see the 2021 BLR for a detailed description of this methodology.

Population capacity is determined by:

- Analyzing the amount of land in each zone that allows residential units that is vacant or underutilized.
- Market factors and trends. This includes estimating how many units can be expected to develop on that land in the 20-year planning horizon based on historical patterns. This also assumes that a percentage of properties might not be developed due to property owner decision and financial conditions.
- Adjustments accounting for other land undevelopable for residential units due to critical areas and public facility and road needs.
- Assumed densities of future development by zone.
- Typical household size.

A similar method is used for employment capacity:

- Analyzing the amount of land in each zone that allows employment uses that is vacant or underutilized.
- Market factors and trends. This includes estimating how many units can be expected to develop on that land in the 20-year planning horizon based on historical patterns. This also assumes that a percentage of properties might not be developed due to property owner decision and financial conditions.
- Adjustments accounting for other land undevelopable for employment uses due to critical areas and public facility and road needs.
- Assumed lot coverage of future development by zone.



- Assumed square feet needed per employee based on employment use.

Using this methodology, the County and cities apply assumptions based on the local circumstances of their jurisdictions. For unincorporated Kitsap, assumptions were applied based on geographic limitations of the area, zoning, location within a regional or countywide center, state guidance, and/or countywide circumstances.

In developing its land capacity analysis for the preferred alternative, Kitsap applied different assumptions based upon major policy or regulation changes (e.g., greater densities and land use intensities in urban centers, greater critical area buffers and tree canopy requirements). The land capacity analysis, using these assumptions, determined the number of persons and jobs that could be accommodated. These capacities were then compared against the population and employment growth targets. These comparisons are shown by UGA in Tables 3 and 4 below. Negative numbers (red text) indicate excess capacity while positive numbers (black text) indicate a shortage.

**Table 3. Comparison of Population Growth Targets to Land Capacity Analysis
(Board Directed Preferred Alternatives)**

UGA	Adjusted Growth 2022-2044	Land Capacity Preferred Alternative	Growth to Land Capacity Preferred Alternative 2022-2044
Bremerton	2,544	2,491	53
Silverdale	9,442	14,563	-5,121
Kingston	3,121	3,271	-150
Poulsbo	1,054	922	132
Port Orchard	3,486	3,643	-157
Central Kitsap	4,787	5,611	-824
Rural	4,391	4,391	0
Total	28,825	34,892	-6,067

Sources: Estimates updated from Countywide Planning Policies and Kitsap County's land capacity analysis.

Table 4. Comparison of Employment Growth Targets (2022-2044) to Land Capacity (Board Directed Preferred Alternatives)

UGA	Adjusted Growth 2022-2044	Land Capacity Preferred Alternative	Growth to Land Capacity Preferred Alternative 2022-2044
Bremerton	2,454	3,922	-1,468
Silverdale	11,023	10,391	632
Kingston	1,343	801	542
Poulsbo	103	90	13
Port Orchard	1,429	1,106	323
Central Kitsap	1,380	1,276	104
Rural	2,150	2,150	n/a
Total	19,882	19,736	146

Sources: Estimates updated from Countywide Planning Policies and Kitsap County's land capacity analysis.

KEY TERMS

Accessory Dwelling Units (ADU)– a dwelling unit located on the same lot as a single-family housing unit, duplex, triplex, townhome, or other housing unit. ADUs may be attached or detached.

Food deserts– areas where people have limited access to a variety of healthy and affordable food (USDA.gov)

Low-rise residential or apartments– buildings that are three stories or less. They are commonly served by stair access. They are also frequently referred to as walk-up apartments or garden apartments.

Middle housing– describes buildings that are compatible in scale, form, and character with single-family houses and contain two or more attached, stacked, or clustered homes including duplexes, triplexes, fourplexes, fiveplexes, sixplexes, townhouses, stacked flats, courtyard apartments, and cottage housing.

Mid-rise residential or apartments– buildings that are between four to eight stories and served by elevator access. They generally feature some form of structured parking (above and/or below grade).



Infill development– construction of buildings or other facilities on previously unused or underutilized land located within an existing urban area and typically surrounded by existing development.

Vehicle Miles Traveled (VMT)– a measure that calculates the sum of miles traveled by each vehicle over a defined period of time.

LAND USE AND ZONING DESIGNATIONS

Table 5 below illustrates the County’s Comprehensive Plan Land Use Designations and corresponding implementing zones. Detailed descriptions for each land use designation are in Tables 6, 7, and 8 later in the element.

Table 5. Comprehensive Plan Land Use Designations.

Comprehensive Plan Land Use Designation	Implementing Zones	Map Symbol	Density du = dwelling unit	
			Minimum	Maximum
Rural Residential	Rural Residential	<u>RR</u>	0	1 du/5 acres
Rural Protection	Rural Protection	<u>RP</u>	0	1 du/10 acres
Rural Wooded	Rural Wooded	<u>RW</u>	0	1 du/20 acres
Forest Resource Lands	Forest Resource Lands	<u>FRL</u>	0	
Mineral Resource Overlay	Mineral Resource Overlay	<u>MRO</u>	0	1 du/parcel
Urban Low-Density Residential	Urban Restricted	<u>UR</u>	1	5 du/1 acre
	Greenbelt	<u>GB</u>	1	4 du/1 acre
	Urban Low Residential	<u>UL</u>	5	9 14* du/1 acre
	Urban Cluster Residential	<u>UCR</u>	5	9 14* du/1 acre
Urban Medium-Density Residential	Urban Medium Residential	<u>UM</u>	10	30 du/1 acre
Urban High-Density Residential	Urban High Residential	<u>UH</u>	19	
Urban Low Intensity Mixed Use	Urban Village Center	<u>UVC</u>	10	no max
	Neighborhood Commercial	<u>NC</u>	10	30 du/1 acre
Urban High Intensity Mixed Use	Commercial	<u>C</u>	19	60 du/1 acre
	Regional Center	<u>RC</u>	19	no max
	Low Intensity Commercial	<u>LIC</u>	10	20 du/1 acre
Rural Commercial	Rural Commercial	<u>RCO</u>		

Comprehensive Plan Land Use Designation	Implementing Zones	Map Symbol	Density du = dwelling unit	
			Minimum	Maximum
Urban Industrial	Business Center	BC	0	1 du/parcel
	Industrial	IND	0	1 du/parcel
Rural Industrial	Rural Industrial	RI	0	1 du/parcel
Public Facilities	Parks	P	0	1 du/parcel
Limited Area of More Intensive Rural Development (LAMIRD) Type I	Keyport Village Commercial	KVC		
	Keyport Village Low Residential	KVLR		
	Keyport Village Residential	KVR		
	Manchester Village Commercial	MVC		
	Manchester Village Low Residential	MVL		
	Manchester Village Residential	MVR		
	Port Gamble Rural Historic Town Commercial	RHTC		
	Port Gamble Rural Historic Town Residential	RHTR		
	Port Gamble Rural Historic Waterfront	RHTW		
	Suquamish Village Commercial	SVC		
	Suquamish Village Low Residential	SVLR		
	Suquamish Village Residential	SVR		
	Limited Area of More Intensive Rural Development (LAMIRD) Type III	Rural Employment Center	REC	
Twelve Trees Employment Center		TTEC		

* 14 dwelling units/acre possible with middle housing types



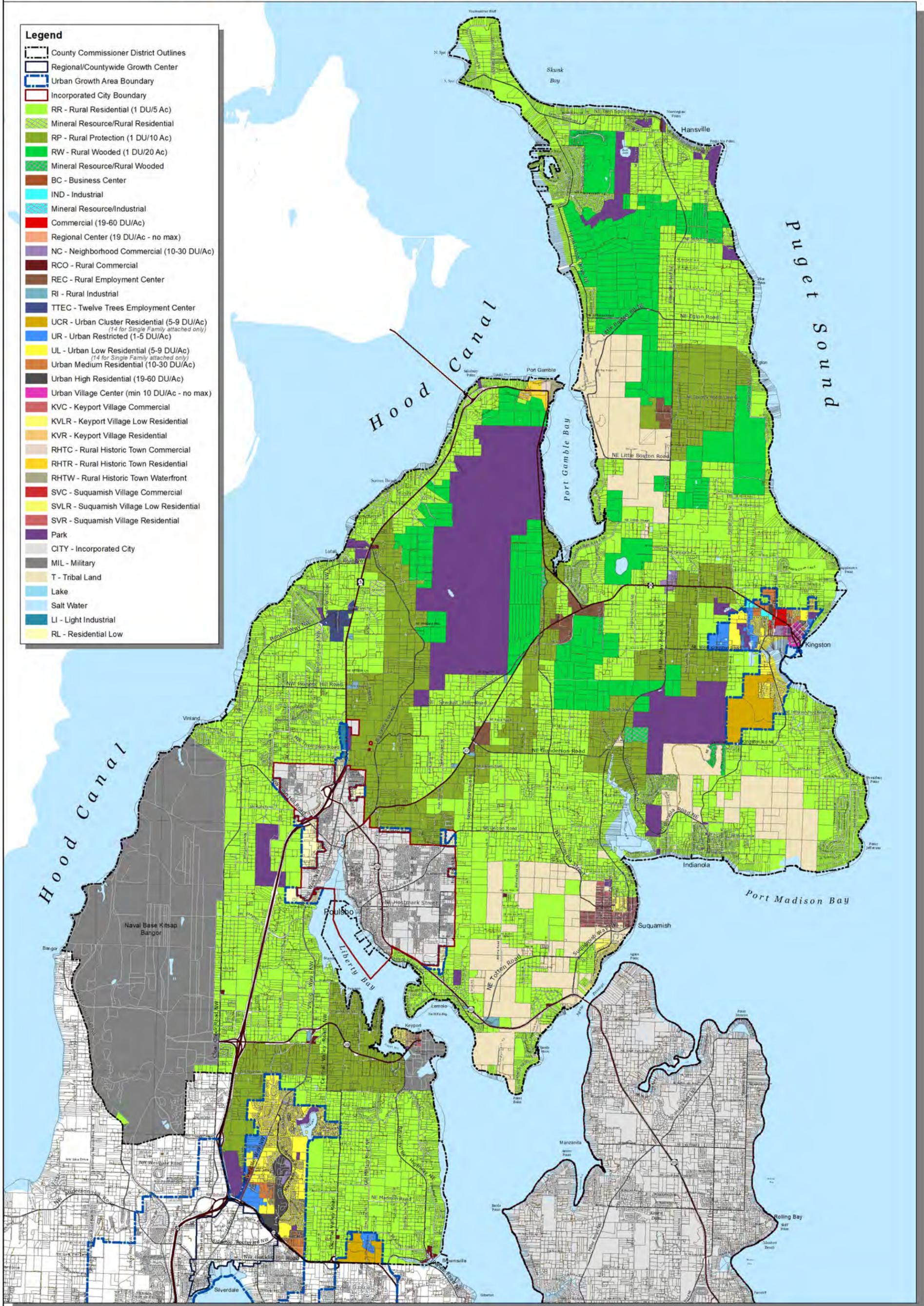
Figure 2. Commissioner District 1 (North Kitsap) Zoning Map – Board of County Commissioner
Direction Preferred Alternative (next page)



Commissioner District 1 - North Kitsap Zoning

DRAFT

- Legend**
- County Commissioner District Outlines
 - Regional/Countywide Growth Center
 - Urban Growth Area Boundary
 - Incorporated City Boundary
 - RR - Rural Residential (1 DU/5 Ac)
 - Mineral Resource/Rural Residential
 - RP - Rural Protection (1 DU/10 Ac)
 - RW - Rural Wooded (1 DU/20 Ac)
 - Mineral Resource/Rural Wooded
 - BC - Business Center
 - IND - Industrial
 - Mineral Resource/Industrial
 - Commercial (19-60 DU/Ac)
 - Regional Center (19 DU/Ac - no max)
 - NC - Neighborhood Commercial (10-30 DU/Ac)
 - RCO - Rural Commercial
 - REC - Rural Employment Center
 - RI - Rural Industrial
 - TTEC - Twelve Trees Employment Center
 - UCR - Urban Cluster Residential (5-9 DU/Ac)
(14 for Single Family attached only)
 - UR - Urban Restricted (1-5 DU/Ac)
 - UL - Urban Low Residential (5-9 DU/Ac)
(14 for Single Family attached only)
 - Urban Medium Residential (10-30 DU/Ac)
 - Urban High Residential (19-60 DU/Ac)
 - Urban Village Center (min 10 DU/Ac - no max)
 - KVC - Keyport Village Commercial
 - KVLR - Keyport Village Low Residential
 - KVR - Keyport Village Residential
 - RHTC - Rural Historic Town Commercial
 - RHTR - Rural Historic Town Residential
 - RHTW - Rural Historic Town Waterfront
 - SVC - Suquamish Village Commercial
 - SVLR - Suquamish Village Low Residential
 - SVR - Suquamish Village Residential
 - Park
 - CITY - Incorporated City
 - MIL - Military
 - T - Tribal Land
 - Lake
 - Salt Water
 - LI - Light Industrial
 - RL - Residential Low



Preferred Alternative - Board of Commissioner Direction

This map was created from existing map sources, not from field surveys. Determination of fitness for use lies with the user, as does the responsibility for understanding the accuracy and limitations of this map and data.
The information on this map may have been collected from various sources and can change over time without notice.
While great care was taken in making this map, there is no guarantee or warranty of its accuracy as to labeling, placement or location of any geographic features present. This map is intended for informational purposes only and is not a substitute for a field survey.
Kitsap County and its officials and employees assume no responsibility or legal liability for the accuracy, completeness, reliability, or timeliness of any information on this map.



FINAL DRAFT



Map Published Date: April, 2024
0 0.5 1 2 3 4 Miles

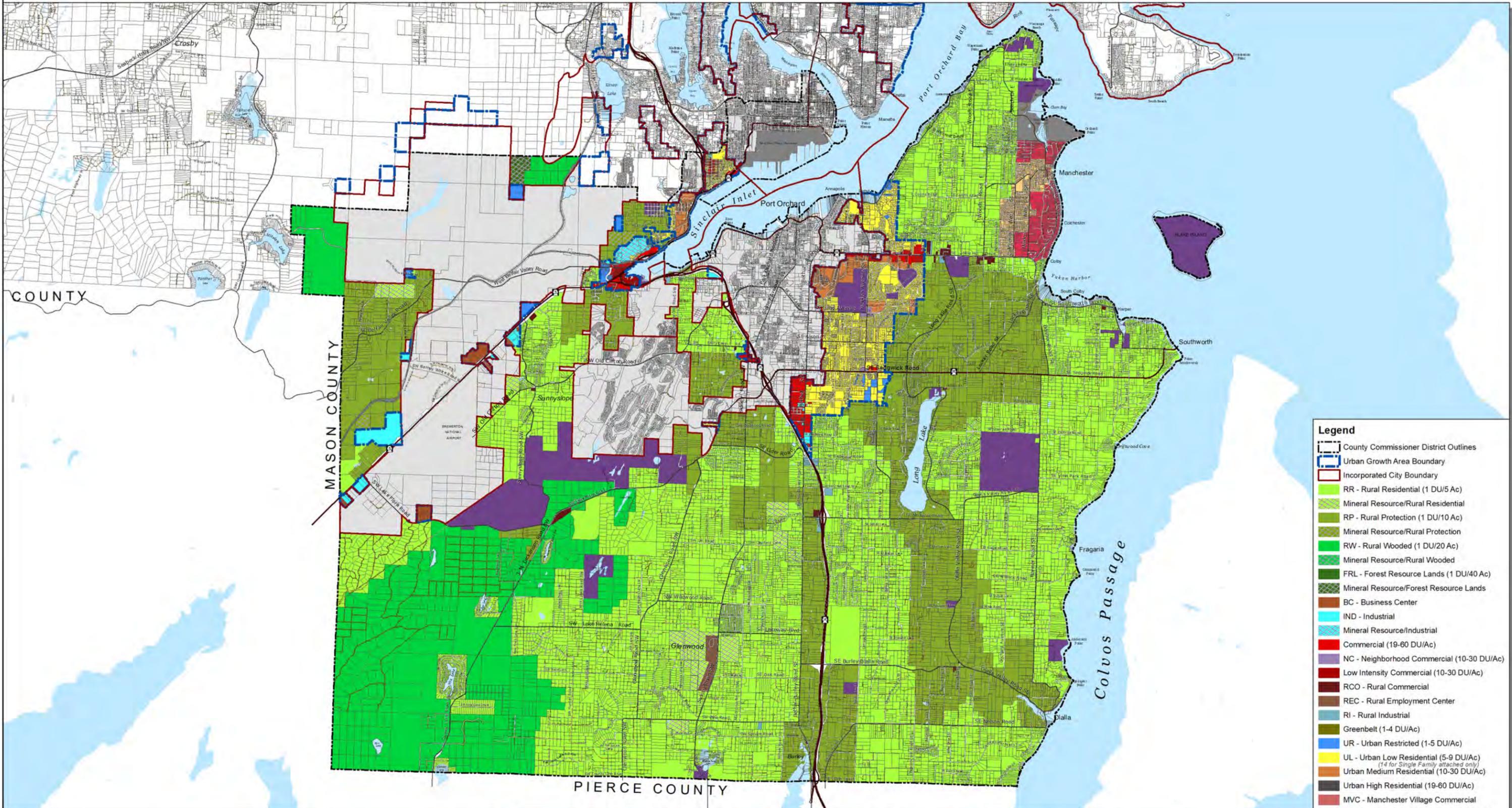
Kitsap County Department of Community Development
614 Division Street, MS-36, Port Orchard, Washington 98366
VOICE (360) 337-5777 (Kitsap One) * <https://www.kitsapgov.com/>

Figure 3. Commissioner District 2(South Kitsap) Zoning Map – Board of County Commissioner Direction Preferred Alternative (next page)



Commissioner District 2 - South Kitsap Zoning

DRAFT



Legend	
	County Commissioner District Outlines
	Urban Growth Area Boundary
	Incorporated City Boundary
	RR - Rural Residential (1 DU/5 Ac)
	Mineral Resource/Rural Residential
	RP - Rural Protection (1 DU/10 Ac)
	Mineral Resource/Rural Protection
	RW - Rural Wooded (1 DU/20 Ac)
	Mineral Resource/Rural Wooded
	FRL - Forest Resource Lands (1 DU/40 Ac)
	Mineral Resource/Forest Resource Lands
	BC - Business Center
	IND - Industrial
	Mineral Resource/Industrial
	Commercial (19-60 DU/Ac)
	NC - Neighborhood Commercial (10-30 DU/Ac)
	Low Intensity Commercial (10-30 DU/Ac)
	RCO - Rural Commercial
	REC - Rural Employment Center
	RI - Rural Industrial
	Greenbelt (1-4 DU/Ac)
	UR - Urban Restricted (1-5 DU/Ac)
	UL - Urban Low Residential (5-9 DU/Ac) <small>(14 for Single Family attached only)</small>
	Urban Medium Residential (10-30 DU/Ac)
	Urban High Residential (19-60 DU/Ac)
	MVC - Manchester Village Commercial
	MVLR - Manchester Village Low Residential
	MVR - Manchester Village Residential
	Park
	CITY - Incorporated City
	MIL - Military
	Lake
	Salt Water

Preferred Alternative - Board of Commissioner Direction

FINAL DRAFT

This map was created from existing map sources, not from field surveys. Determination of fitness for use lies with the user, as does the responsibility for understanding the accuracy and limitations of this map and data.
The information on this map may have been collected from various sources and can change over time without notice.
While great care was taken in making this map, there is no guarantee or warranty of its accuracy as to labeling, placement or location of any geographic features present. This map is intended for informational purposes only and is not a substitute for a field survey.
Kitsap County and its officials and employees assume no responsibility or legal liability for the accuracy, completeness, reliability, or timeliness of any information on this map.
Map Published Date: April, 2024



Kitsap County Department of Community Development
614 Division Street, MS-36, Port Orchard, Washington 98366
VOICE (360) 337-5777 (Kitsap One) * <https://www.kitsapgov.com/>



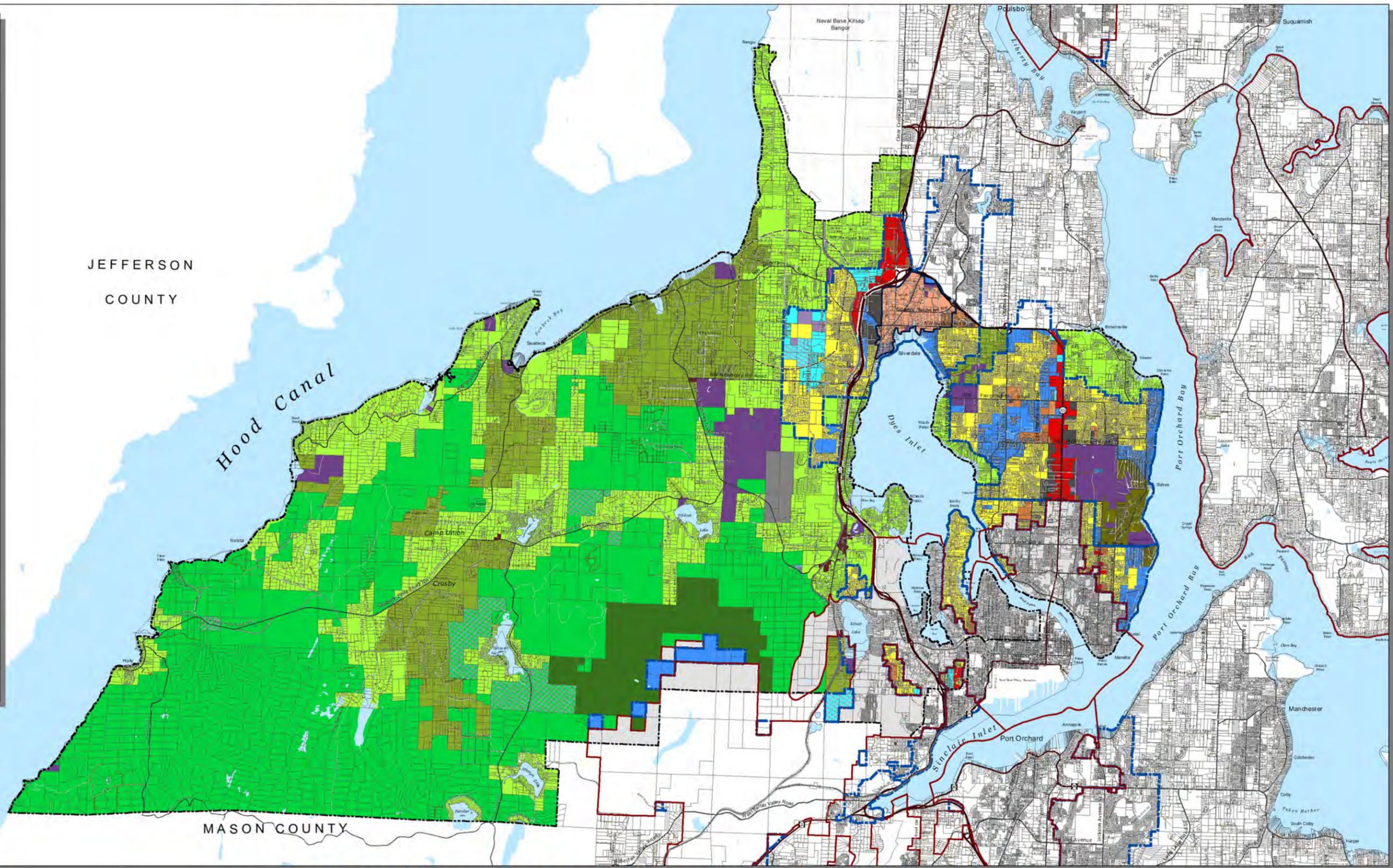
Figure 4. Commissioner District 3 (Central Kitsap) Zoning Map – Board of County Commissioner Direction Preferred Alternative



Commissioner District 3 - Central Kitsap Zoning

DRAFT

- Legend**
- County Commissioner District Outlines
 - Regional/Countywide Growth Center
 - Urban Growth Area Boundary
 - Incorporated City Boundary
 - Airport Overlay Area
 - RR - Rural Residential (1 DU/5 Ac)
 - Mineral Resource/Rural Residential
 - RP - Rural Protection (1 DU/10 Ac)
 - Mineral Resource/Rural Protection
 - RW - Rural Wooded (1 DU/20 Ac)
 - Mineral Resource/Rural Wooded
 - FRL - Forest Resource Lands (1 DU/40 Ac)
 - Mineral Resource/Forest Resource Lands
 - BC - Business Center
 - IND - Industrial
 - Mineral Resource/Industrial
 - Commercial (19-60 DU/Ac)
 - Regional Center (19 DU/Ac - no max)
 - NC - Neighborhood Commercial (10-30 DU/Ac)
 - Low Intensity Commercial (10-30 DU/Ac)
 - RCO - Rural Commercial
 - RI - Rural Industrial
 - Greenbelt (1-4 DU/Ac)
 - UCR - Urban Cluster Residential (5-9 DU/Ac)
(14 for Single Family attached only)
 - UR - Urban Restricted (1-5 DU/Ac)
 - UL - Urban Low Residential (5-9 DU/Ac)
(14 for Single Family attached only)
 - Urban Medium Residential (10-30 DU/Ac)
 - Urban High Residential (19-60 DU/Ac)
 - KVC - Keyport Village Commercial
 - KVLR - Keyport Village Low Residential
 - KVR - Keyport Village Residential
 - MVC - Manchester Village Commercial
 - MVLR - Manchester Village Low Residential
 - MVR - Manchester Village Residential
 - SVC - Suquamish Village Commercial
 - SVLR - Suquamish Village Low Residential
 - SVR - Suquamish Village Residential
 - Park
 - CITY - Incorporated City
 - MIL - Military
 - T - Tribal Land
 - Lake
 - Salt Water
 - RL - Residential Low



Preferred Alternative - Board of Commissioner Direction

FINAL DRAFT

This map was created from existing map sources, not from field surveys. Determination of fitness for use lies with the user, as does the responsibility for understanding the accuracy and limitations of this map and data.

The information on this map may have been collected from various sources and can change over time without notice.

While great care was taken in making this map, there is no guarantee or warranty of its accuracy as to labeling, placement or location of any geographic features present. This map is intended for informational purposes only and is not a substitute for a field survey.

Kitsap County and its officials and employees assume no responsibility or legal liability for the accuracy, completeness, reliability, or timeliness of any information on this map.

Map Published Date: April, 2024



Kitsap County Department of Community Development
 614 Division Street, MS-36, Port Orchard, Washington 98366
 VOICE (360) 337-5777 (Kitsap One) * <https://www.kitsapgov.com/>



GENERAL LAND USE GOALS, POLICIES, AND STRATEGIES

Goal 1. Land use pattern

Establish a development pattern consistent with the County's vision as expressed in the CPPs.

Land Use Policy 1.1. Designate the general distribution, location, and extent of the uses of land for housing, commerce, recreation, open spaces, public utilities and facilities, and other land uses.

Land Use Policy 1.2. Establish land use designations and densities as shown in Table 5.

Land Use Policy 1.3. Manage and maintain the County's Official Zoning Map to ensure continued consistency with the Future Land Use Map (see Figure 1).

Land Use Policy 1.4. Implement land use designations through a clear regulatory process that ensures transparency, fairness, and predictability in the land development process.

Land Use Strategy 1.a. Review, and revise as necessary, permitting processes to ensure clarity for applicants, meet and exceed state standards for processing times, and create equitable opportunities for comment and engagement for the public.

What is the difference between zoning and future land use?

Goal 1 and the policies and strategies that implement it address the establishment of land use designations and the link between future land use and the zoning map.

The future land use map shows where general desired future land uses and densities should occur, as well as areas that are suitable for development versus areas that should be protected.

The zoning map and zoning regulations, which implement the comprehensive plan, are more specific. Multiple zones may implement a land use designation, while a single zone cannot implement multiple land use designations.

Land Use Goal 2. Capital facilities

Channel growth to areas where adequate services can be provided.

Land Use Policy 2.1. Coordinate capital facilities with land use planning.

Land Use Policy 2.2. Coordinate with local jurisdictions to determine what regional public facilities are or will be needed and how these facilities will be located to best serve the public.

Land Use Policy 2.3. Reduce stormwater runoff.



Land Use Strategy 2.a. Ensure that capital facilities plans and priorities match the future land use map and growth strategies.

Land Use Strategy 2.b. Develop agreements with adjacent cities and affected service providers to site joint facilities and share costs of development.

Land Use Strategy 2.c. Hold annual cross-jurisdictional meetings to identify potential facility needs.

Land Use Strategy 2.d. Encourage development of regional stormwater facilities.

Land Use Strategy 2.e. Ensure compliance with the current Stormwater Management Manual for Western Washington.

Land Use Goal 3. Full and equal access

Evaluate land use actions and decisions for their impact on the provision of full and equal access to opportunities and resources for all residents, regardless of identity, community, or socioeconomic circumstances.

Land Use Policy 3.1. Update development regulations to reflect equitable land use planning and incorporate land use development and planning requirements informed by a full public process.

Land Use Strategy 3.a. Explore racial equity assessment tools (e.g., Racial Equity Impact Assessment Toolkit from Race Forward) to evaluate development regulation update proposals.

Land Use Strategy 3.b. Expand community outreach strategies to vulnerable populations in the development of regulation updates.

Land Use Goal 4. Property rights

Balance community rights for health, safety, and conservation of resources with the rights of private property owners in development regulations.

Land Use Policy 4.1. Review and retain regulations that serve to protect the public welfare, health, and safety.

Land Use Policy 4.2. Property owners are to be protected from arbitrary and capricious land use decisions and actions.

Land Use Policy 4.3. Require new development within UGAs to be served by urban levels of sewer and water.

Land Use Policy 4.4. New urban services and facilities shall be limited to UGAs, unless service extension is necessary to respond to a documented public health hazard caused by existing development which cannot otherwise reasonably be remedied.

Land Use Strategy 4.a. Compensation at fair market value shall be paid when property is taken wholly for public purposes.

Land Use Strategy 4.b. Evaluate proposals through a lens that clearly outlines the community rights that are affected as well as private property rights.

Land Use Goal 5. Compatibility with Naval Base Kitsap

Implement the strategies and recommendations of the 2015 Naval Base Kitsap Joint Land Use Study (JLUS).

Land Use Policy 5.1. Discourage the siting of incompatible uses near military bases that would affect the installations' military readiness or proposed future expansion.

Land Use Policy 5.2. Establish a list of recognized military "centers".

Land Use Policy 5.3. Recognize and consider the Manchester Fuel Depot freight route when new development and traffic improvements are proposed.

Land Use Policy 5.4. Coordinate with the Navy when infrastructure is contemplated that would induce incompatible growth near installations.

Land Use Strategy 5.a. Consider adopting overlay zones to prevent incompatible uses near installations.

Land Use Strategy 5.b. Commanding officers of military installations or their designees shall be notified any time development regulations or other planning actions that would affect properties surrounding the site are proposed to be changed.

Land Use Goal 6. Health and quality of life

Promote health and quality of life in the built environment.

Land Use Policy 6.1. Understand the impacts of land use decisions through such models as the social determinants of health (SDOH) approach, inclusive of income, housing, and transportation, to improve health outcomes.

Land Use Policy 6.2. Actively integrate amenities such as open space, trails, plazas, pedestrian features, tree canopies, and wildlife corridors within urban growth areas.

Land Use Policy 6.3. Plan for and implement an expanded network of trails.

Land Use Policy 6.4. Link non-motorized planning requirements to land use planning decisions.

Land Use Policy 6.5. Actively seek new opportunities for public waterfront access, especially in support of the Kitsap Peninsula Water Trails system, while preserving existing public waterfront access.



Land Use Policy 6.6. Encourage land use that removes barriers to expansion of medical and health care opportunities, focusing on services to seniors and other underserved communities.

Land Use Strategy 6.a. Adopt, review, and update as necessary development regulations for requirements and incentives for facilities that promote active living and their inclusion in developments.

Land Use Strategy 6.b. Participate in a leadership role in discussions of the Kitsap Health Care Continuum.

Land Use Goal 7. Historic, archaeological, and cultural resources

Preserve and celebrate historic, archaeological, and cultural resources.

Land Use Policy 7.1. Establish procedures to preserve significant historic, archaeological, and cultural resources.

Land Use Policy 7.2. Engage with affected tribes and the Department of Archaeology and Historic Preservation on development proposals that may have impacts to cultural and historic resources.

Land Use Strategy 7.a. Inventory cultural resources throughout Kitsap County to be preserved by coordinating with local historical organizations, tribal governments, and Washington State Department of Archaeology and Historic Preservation.

Land Use Strategy 7.b. Consider the need for pre-ground disturbance site investigations for sites where predictive model show cultural resources are likely or when requested by affected Native American tribes and Nations.

Land Use Strategy 7.c. Explore development of a historic preservation ordinance that grants the County status as a Certified Local Government.

Land Use Strategy 7.d. Explore grant funding available to Certified Local Governments to produce a historic preservation plan that will prioritize future preservation grant efforts.

Land Use Goal 8. Food security, systems, and production

Promote food security, food systems, local food production, and public health by encouraging locally based food production, distribution, and choice.

Land Use Policy 8.1. Promote inter-agency and intergovernmental cooperation to expand community gardening opportunities.

Land Use Policy 8.2. Support the development and adoption of joint-use agreements on publicly owned sites or institutional facilities to allow gardens, distribution, and sales.

Land Use Policy 8.3. Prioritize underserved communities, including communities with food deserts, as areas for potential locations for community gardens, farmers markets, and local food access programs.

Land Use Strategy 8.a. Adopt initiatives that will enhance urban and rural agriculture, community gardens, farmers markets, and food access.

Land Use Strategy 8.b. Consider allowing alternative retail models including pop-ups and mobile markets.

Land Use Goal 9. Airport compatibility

Ensure that land use decisions comport with Growth Management Act requirements concerning general aviation airports.

Land Use Policy 9.1. Discourage the siting of incompatible uses near airports.

Land Use Policy 9.2. Land use decisions near or within the operating envelope of an airport must not compromise air safety.

Land Use Policy 9.3. Consult with the owners and operators of general aviation airports prior to changing comprehensive plan or development regulations that may affect the use.

Land Use Strategy 9.a. Require notice to title for uses within 800 feet of airports, related operations, and aviation (aircraft navigation) easements.

Land Use Strategy 9.b. Establish an airport overlay adjacent to the Apex Airpark and discuss future limitations on development acknowledging state and federal guidance.



URBAN AREA BACKGROUND

Washington State’s GMA requires that counties encourage urban growth in urban areas where adequate public facilities and services exist or can be provided in an efficient manner. GMA defines “Urban Growth” as growth that makes intensive use of land for the location of denser population, buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands. This is achieved through the designation of UGAs.

UGAs are to be sized so that the broad range of needs and uses associated with urban growth are accommodated for over the twenty-year planning horizon. This includes non-residential uses such as medical, governmental, institutional, commercial, service, retail uses, and open spaces, as well as urban densities of housing. This sizing is calculated based on the land capacity analysis which was outlined in the background of this element.



URBAN DESIGNATIONS

Table 6. Kitsap County's Urban Land Use Designations and Associated Zoning

Urban Low-Density Residential
<p>This designation provides for a mix of low-density residential uses that are appropriate for urban level densities but are either further away from transit and commercial services than the Urban Medium or Urban High-Density Residential, and/or include regulated environmentally critical areas. Primary uses include single-family dwellings and middle housing types (duplexes, triplexes, townhouses, cottage housing, and accessory dwelling units). Implementing zones include:</p> <ul style="list-style-type: none"> • Urban Restricted (2646 acres) • Greenbelt (545 acres) • Urban Low Residential (9316 acres) <p style="text-align: center;">Urban Cluster Residential (504 acres)</p>
Urban Medium-Density Residential
<p>This designation provides for a mix of middle housing types and low-rise multifamily residential uses on lands suitable for this level of urban development. This designation accommodates development that serves as a transitional buffer between lower density zones and high density/intensity zones. Development is required to occur at densities that make efficient use of public investments in infrastructure, facilitate public transit, and promote pedestrian and other non-motorized transportation. This designation is appropriate in areas near commercial services and/or transit.</p> <ul style="list-style-type: none"> • The implementing zone is: • Urban Medium Residential (1150 acres)
Urban High-Density Residential
<p>This designation provides for low- and mid-rise multifamily residential uses on lands suitable for this level of urban development. This designation requires development at densities that make efficient use of public investments in infrastructure, facilitate public transit, and promote pedestrian and other non-motorized transportation. Primary uses include low-rise and mid-rise apartments. This designation is appropriate in areas within walking distance of commercial services and/or transit.</p> <ul style="list-style-type: none"> • The implementing zone is: • Urban High Residential (554 acres)

Urban Low-Density Residential

Urban Low-Intensity Commercial/Mixed-Use

This designation provides for commercial uses serving residential neighborhoods and small- to medium-scale mixed-use development. Primary commercial uses include those serving quick stop shopping needs. Examples include but are not limited to supermarkets, drug stores, restaurants, laundry and dry-cleaning establishments, branch banks, and professional offices. Primary residential uses include middle housing types and low-rise apartments. This designation is appropriate in centralized areas that serve surrounding residential neighborhoods or in gateway areas along arterial roadways, but adjacent to low density residential areas.

- Implementing zones include:
- Neighborhood Commercial (247 acres)
- Urban Village Center (66 acres)

Urban High-Intensity Commercial/Mixed-Use

This designation provides for a mix of larger commercial and mixed-use centers, including commercial uses that require large sites and draw customers at the community and regional scale. Both a vertical and horizontal mix of commercial and residential uses are encouraged. Primary commercial uses include, but are not limited to, superstores, department stores, automotive parts and sales, home improvement stores, hotels and motels, and restaurants. Primary residential uses include low and mid-rise apartments. The implementing zones include:

- Commercial (1309 acres)
- Regional Center (702 acres)
- Low Intensity Commercial (73 acres)

Urban Industrial

This designation provides for a mix of industrial and business uses such as light manufacturing, hi-tech, warehousing, biotech, business parks, 4-year educational institutions, equipment, and vehicle repair, as well as heavy industrial activities and those requiring access to major transportation corridors.

- Implementing zones include:
- Business Center (204 acres)
- Industrial (818 acres)



URBAN GROWTH AREAS

Figure 6. Kingston UGA Boundary – Board of County Commissioners Direction Preferred Alternative



Kingston UGA

The Kingston UGA (shown in Figure 6) includes the unincorporated community of Kingston and is located in the northern portion of the county adjacent to Puget Sound. The UGA is approximately 1,271 acres in size. The UGA includes the Kingston Countywide Center that consists of the Kingston old town, which has a small-town character with small-scale commercial uses, and a predominantly commercial area to the northwest. The remainder of the UGA is primarily single-family residential development. The UGA remains unassociated without a contiguous incorporated jurisdiction. The community will explore incorporation during the planning period but may be limited by population and revenue opportunities. Kitsap County expects to continue to be the provider of planning and urban services for this area. Goals and policies related to Kingston can be found in the Kingston Sub-Area Plan.

Washington State Ferries and Kitsap Transit fast ferries both connect Kingston to the east side of Puget Sound, and this easier access has increased development pressure on Kingston.

Figure 7. Poulsbo UGA Boundary – Board of County Commissioners Direction Preferred Alternative



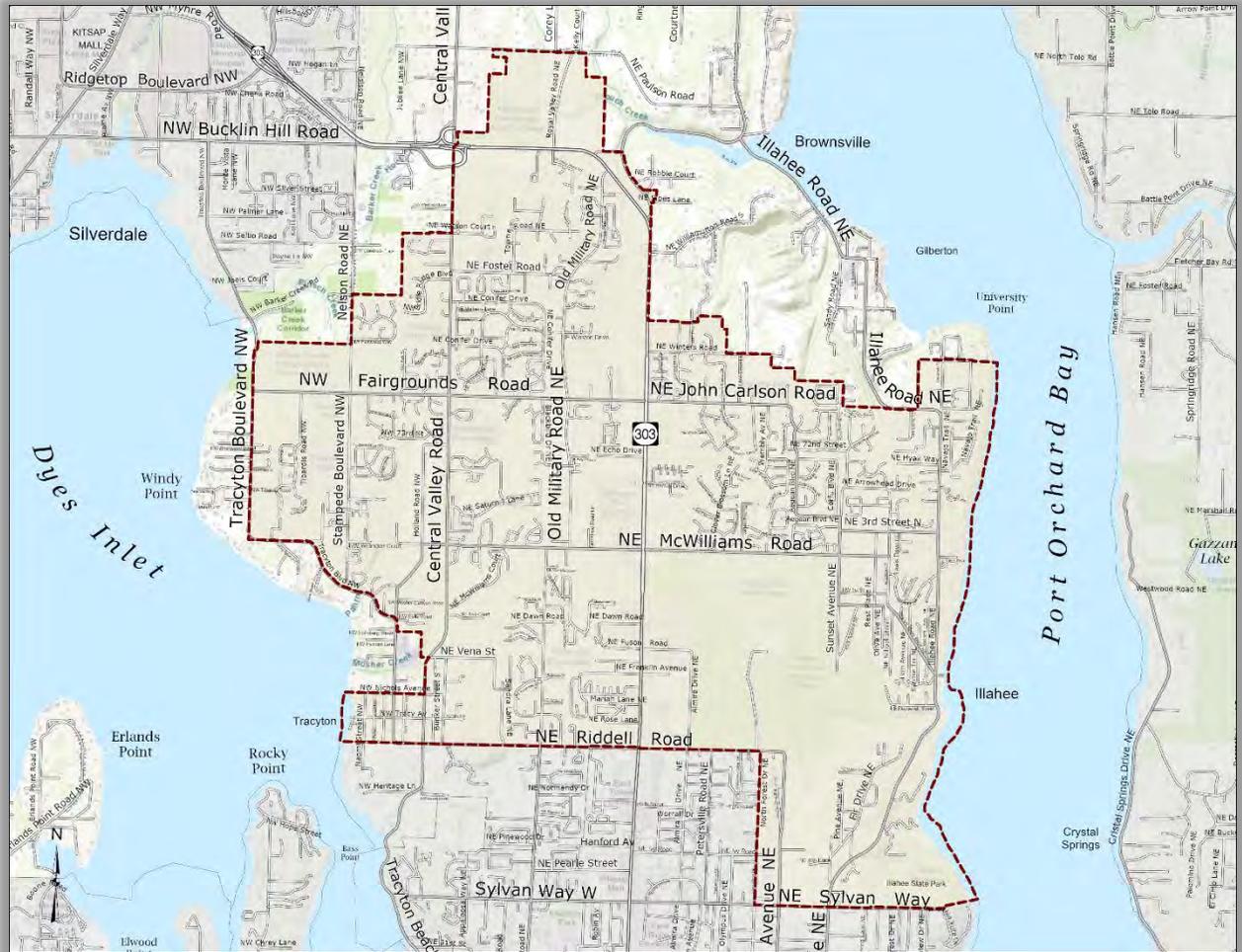
Poulsbo UGA

The City of Poulsbo is located along Liberty Bay about 11 miles southwest of Kingston. The Poulsbo UGA (shown in Figure 7) includes several unincorporated areas adjacent to the City of Poulsbo, totaling approximately 410 acres in size. The unincorporated UGA has a suburban character of predominantly single-family residential development. Many areas of the UGA have views of Liberty Bay and the Olympic Mountains.

The Poulsbo UGA was associated with the City of Poulsbo with the adoption of the Poulsbo Sub- Area Plan in 2002. To ensure consistent development patterns between those properties inside the City and those inside the unincorporated UGA, the City and County adopted an interlocal agreement to address development regulations within the unincorporated UGA. Through this agreement, the City’s zoning and subdivision regulations apply to the development of properties within the unincorporated UGA. Updates to this agreement to simplify and streamline permit processing within the UGA are currently being discussed by the jurisdictions.



Figure 9. Central Kitsap UGA Boundary – Board of County Commissioners Direction Preferred Alternative



Central Kitsap UGA

The Central Kitsap UGA (shown in Figure 9) is located between Dyes Inlet to the west and Port Orchard Bay to the east and is generally southeast of the Silverdale UGA and north of the City of Bremerton and its UGAs. The Central Kitsap UGA includes approximately 5,575 acres. It has a predominantly suburban single-family character, with commercial uses concentrated primarily along SR 303 and some multi-family residential uses. The UGA includes the Ilahee community and the McWilliams/303 Countywide Center. The Central Kitsap UGA is associated with the City of Bremerton.

The City of Bremerton, through its adopted comprehensive plan and water system plan, has shown interest in the future annexation of this UGA. Any annexation of the area should include discussion of provision of urban services and revenue sharing. The close proximity of this UGA to the Bremerton East UGA requires coordination of planning between these two urban areas.



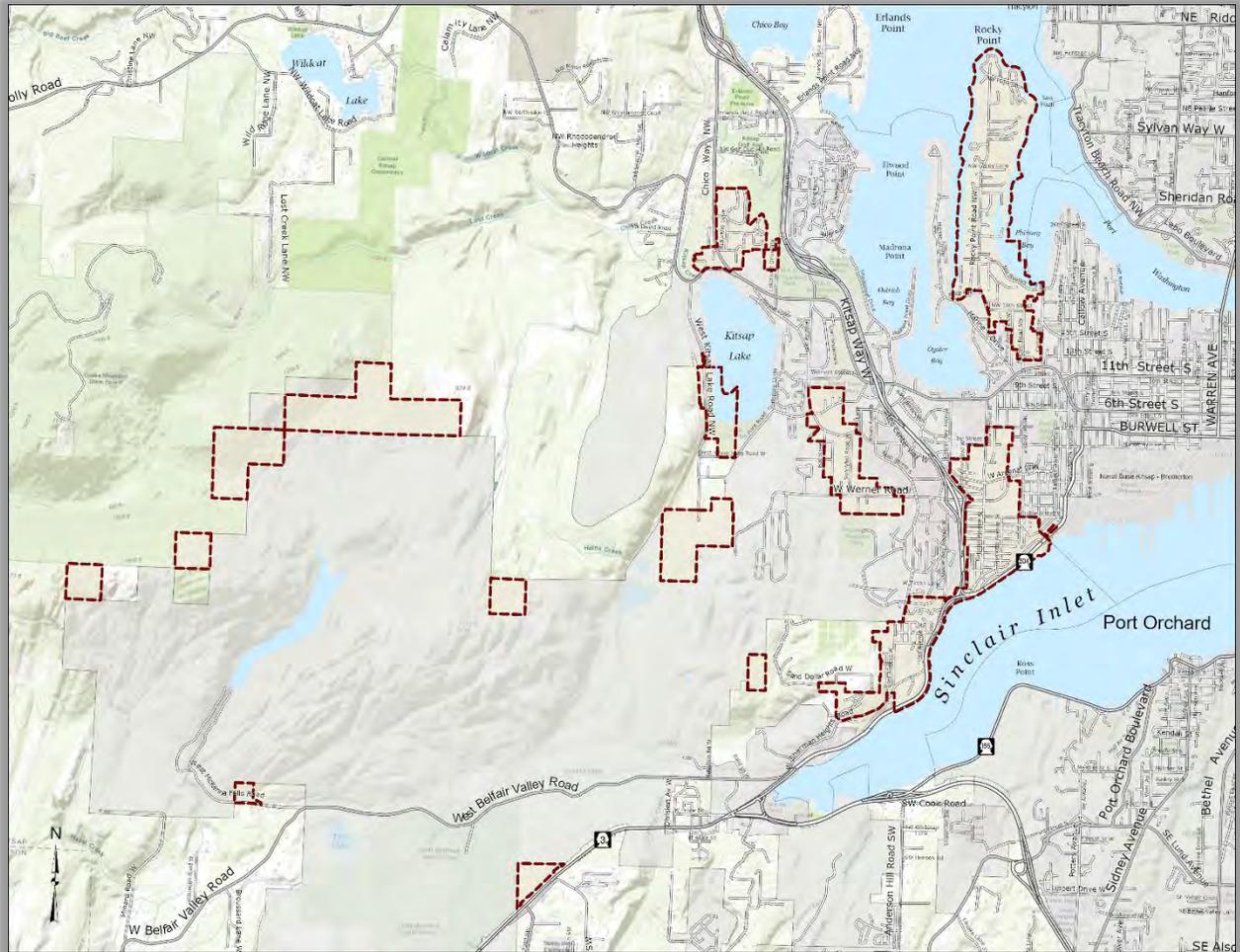
Figure 10. Bremerton East UGA Boundary – Board of County Commissioners Direction Preferred Alternative



Bremerton East UGA

The Bremerton East UGA (shown in Figure 10) includes two unincorporated areas located adjacent to the eastern portion of the City of Bremerton. The two UGAs are located between the Central Kitsap UGA and city boundaries, and total approximately 1,094 acres. The Bremerton East UGA is primarily suburban in character, with most of its land in single-family residential use and some commercial development along the SR 303 corridor. The Bremerton East UGA was associated with the City of Bremerton in the adoption of the 1998 Comprehensive Plan. Through future annexations, it is expected that much of this UGA will become part of the City over the next 20 years.

Figure 11. Bremerton West UGA Boundary – Board of County Commissioners Direction Preferred Alternative

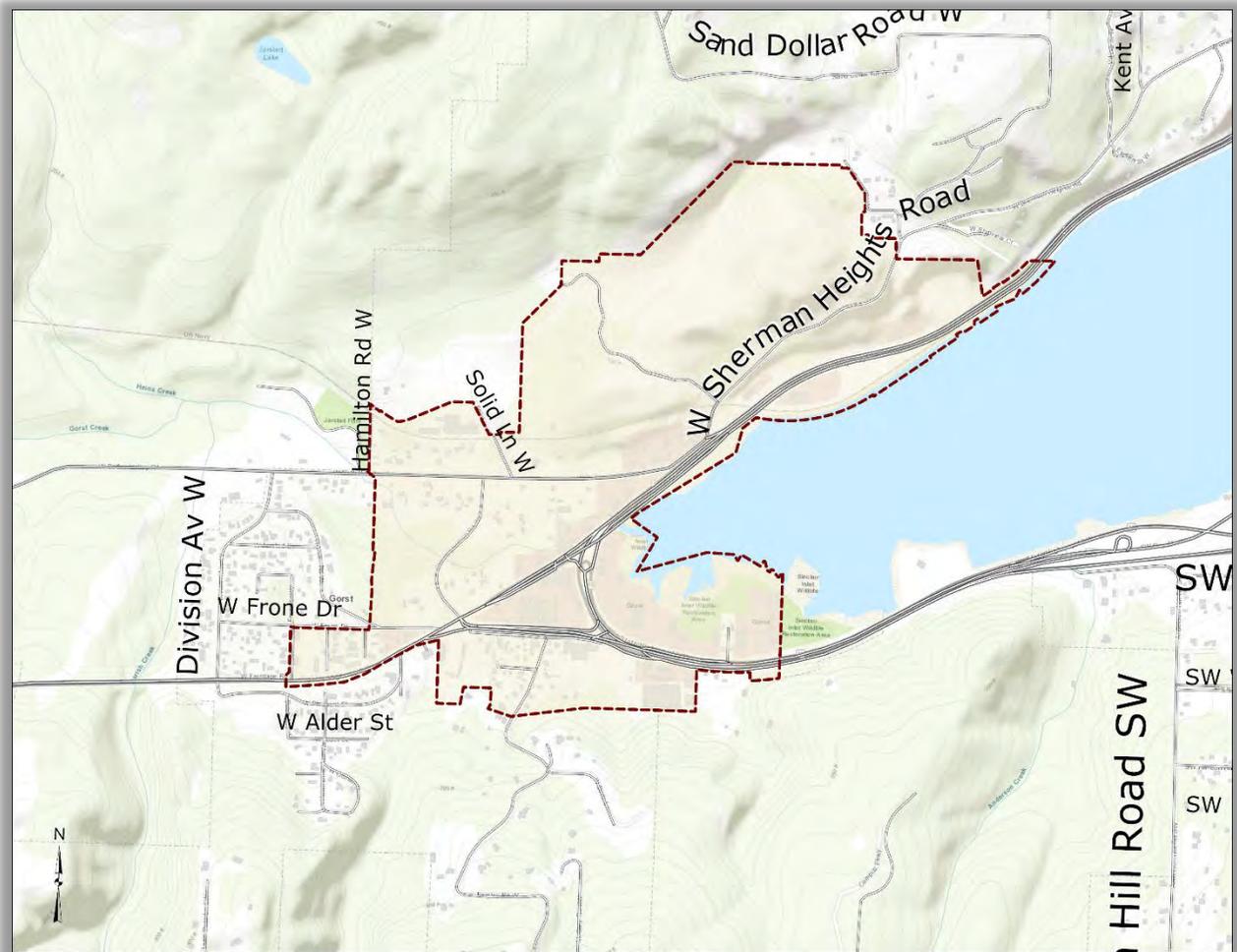


Bremerton West UGA

The Bremerton West UGA (shown in Figure 11) includes three unincorporated areas located adjacent to the western portion of the City of Bremerton (one of these is a pocket of unincorporated area surrounded by land that is part of the city). Together, these areas total approximately 1,918 acres. The Rocky Point portion of the UGA is primarily single-family residential in character. The Navy Yard City/National Avenue portion of the UGA contains commercial and industrial uses along with small-lot single-family residential development. The western pocket of the UGA (surrounded by city land) is predominantly residential. The Bremerton West UGA was associated with the City of Bremerton in the adoption of the 1998 Comprehensive Plan. Through future annexations, it is expected that much of this UGA will become part of the City over the next 20 years.



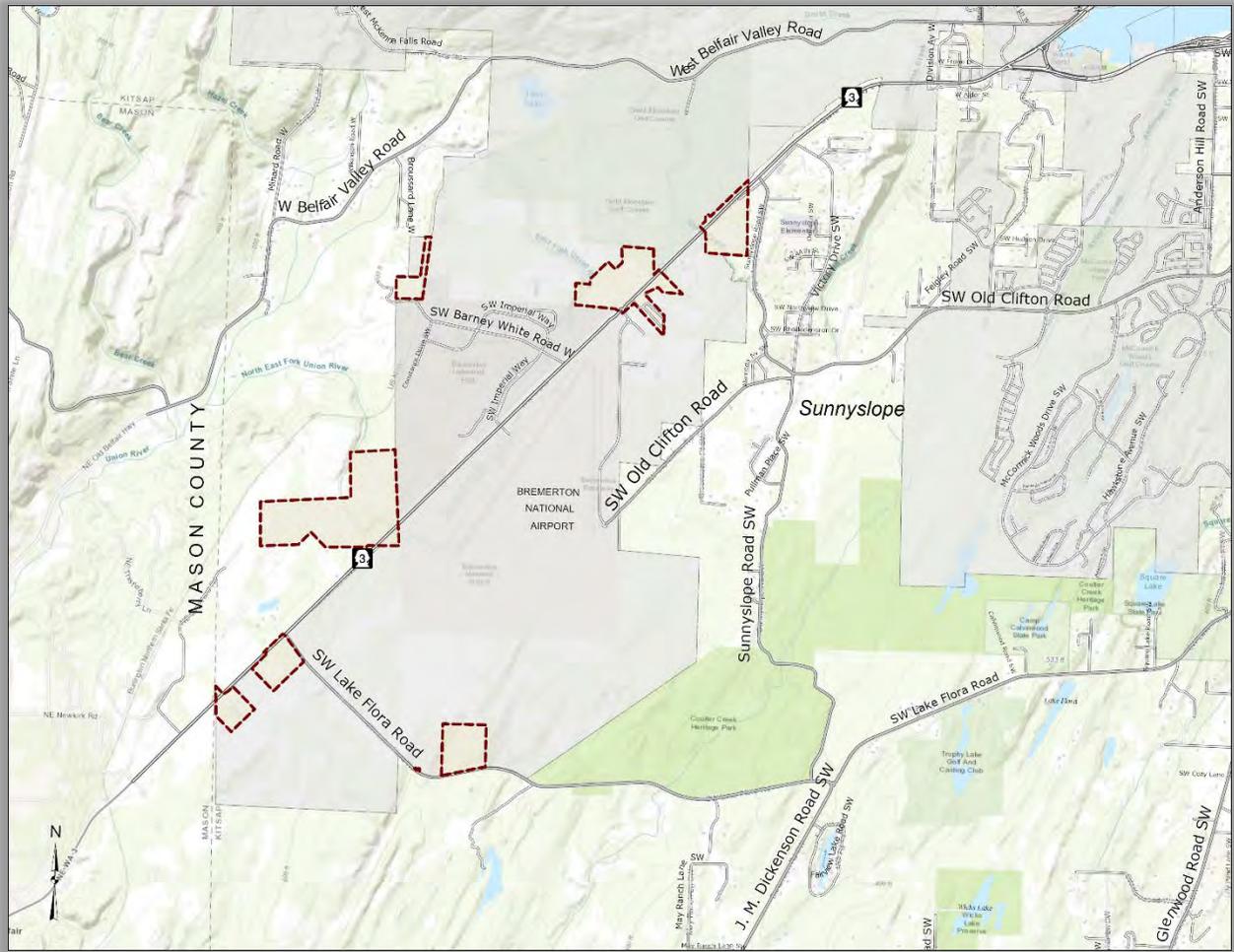
Figure 12. Gorst UGA Boundary – Board of County Commissioners Direction Preferred Alternative



Gorst UGA

The Gorst UGA (shown in Figure 12) is located at the western end of Sinclair Inlet at the junction of State Route (SR) 16 with SR 3. The UGA includes approximately 281 acres. The Gorst UGA is a relatively small highway-oriented commercial and industrial center with some small-lot single family residential development. It was associated with the City of Bremerton in 2008. Through future annexations, it is expected that this UGA will become part of the City over the next 20 years. Due to significant public health concerns regarding failing septic systems in the area, the County and the City of Bremerton invested in a new sewer mainline extension in 2014.

Figure 13. Puget Sound Industrial Center – Bremerton UGA Boundary – Board of County Commissioners Direction Preferred Alternative



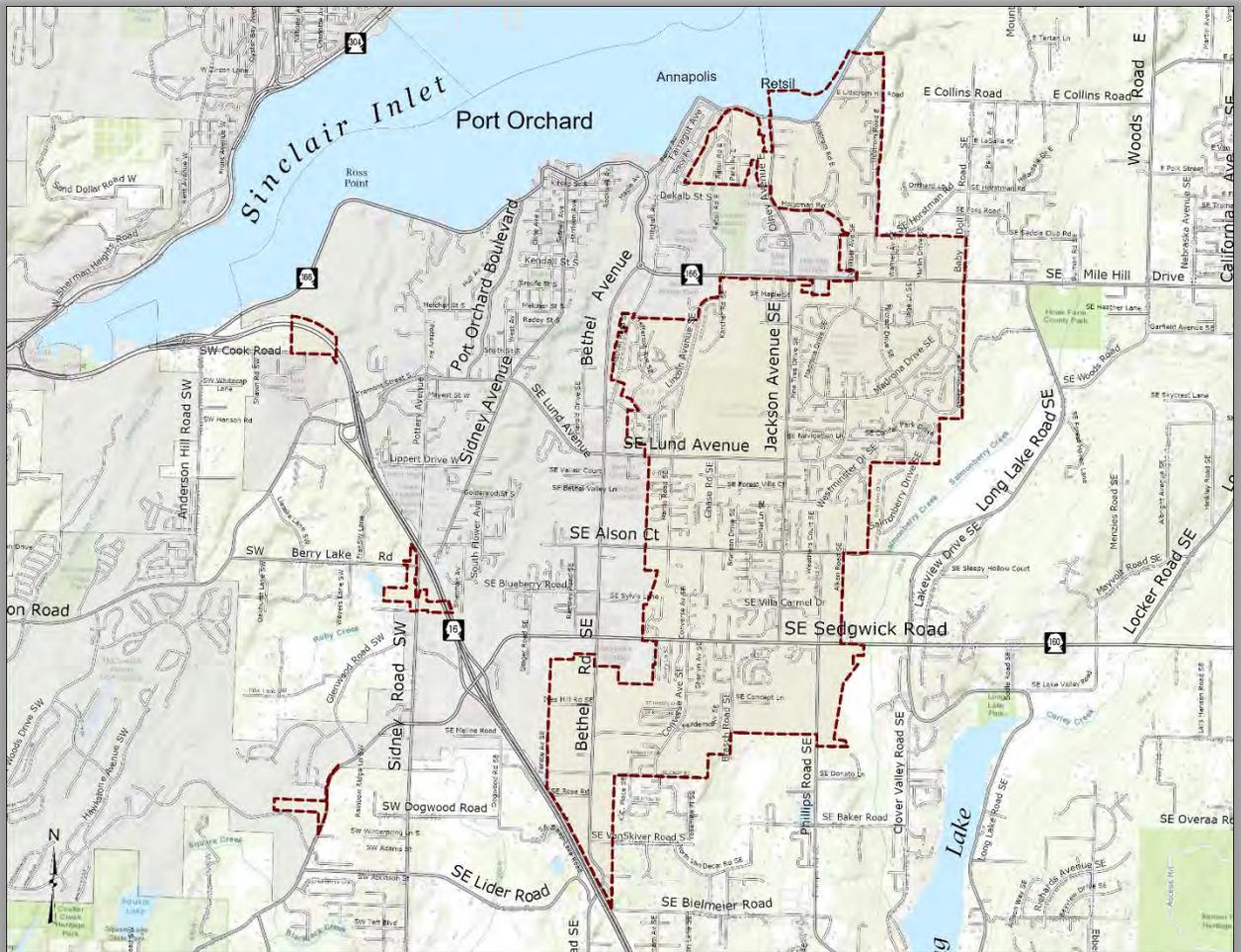
Puget Sound Industrial Center - Bremerton UGA

The Puget Sound Industrial Center Bremerton (PSIC) UGA (shown in Figure 13) is located along SR 3 southwest of the Gorst UGA in the southern portion of the County. It is approximately 3,726 acres. The PSIC UGA is a major manufacturing center and is designated a “Regional Manufacturing/Industrial Center Suburban City” by Puget Sound Regional Council (PSRC). The PSIC UGA is associated with the City of Bremerton. With the Bremerton National Airport and other Port of Bremerton facilities within this UGA, future planning for the area is very important to the county and City’s long and short-term economic diversification.

Since 2008, the City of Bremerton has annexed a majority of the UGA, leaving isolated pockets, including one “island,” unincorporated. Through future annexations, it is expected that the remainder will become part of the City over the next 20 years. The Port of Bremerton has executed an interlocal agreement with the City of Port Orchard for sewer and other services. Both the cities of Bremerton and Port Orchard provide water service.



Figure 14. Port Orchard UGA Boundary – Board of County Commissioners Direction Preferred Alternative



Port Orchard UGA

The Port Orchard UGA (shown in Figure 14) includes several separate areas adjacent to the City of Port Orchard. Almost all of the area is to the east of the City and continues along Mile Hill Drive and Bethel Road. The UGA also includes two small pockets of unincorporated area adjacent to City boundaries in the western Port Orchard area. The UGA totals approximately 3,113 acres. The character of the majority of the UGA is suburban, with suburban style commercial centers along the arterial corridors of Mile Hill Drive and Bethel Road, and primarily single-family residential development in other areas. The portion of the UGA northeast of the City offers views of Sinclair Inlet. One pocket of the UGA located west of the City along Sidney Road Southwest is commercial, and the other west of the City is low density residential. Since 2006, the City has annexed a large portion of the commercial corridors within the UGA, including the Bethel Corridor annexation in April 2012.

The Port Orchard UGA was associated with the City of Port Orchard with the 1998 Comprehensive Plan adoption. Since then, the City has been gradually annexing this UGA, such efforts are expected to continue over the next 20 years.

CENTERS

Centers are a critical part of Kitsap County's planning efforts and growth strategy. At the regional level, PSRC identifies 29 Regional Growth Centers, which include two in Kitsap County: Silverdale and Bremerton. Ten regional manufacturing/industrial centers are designated, which includes Puget Sound Industrial Center - Bremerton in Kitsap County. Kitsap County also identifies two Countywide Centers: Kingston and McWilliams (located in Central Kitsap UGA).

Regional Growth Centers – Urban

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.

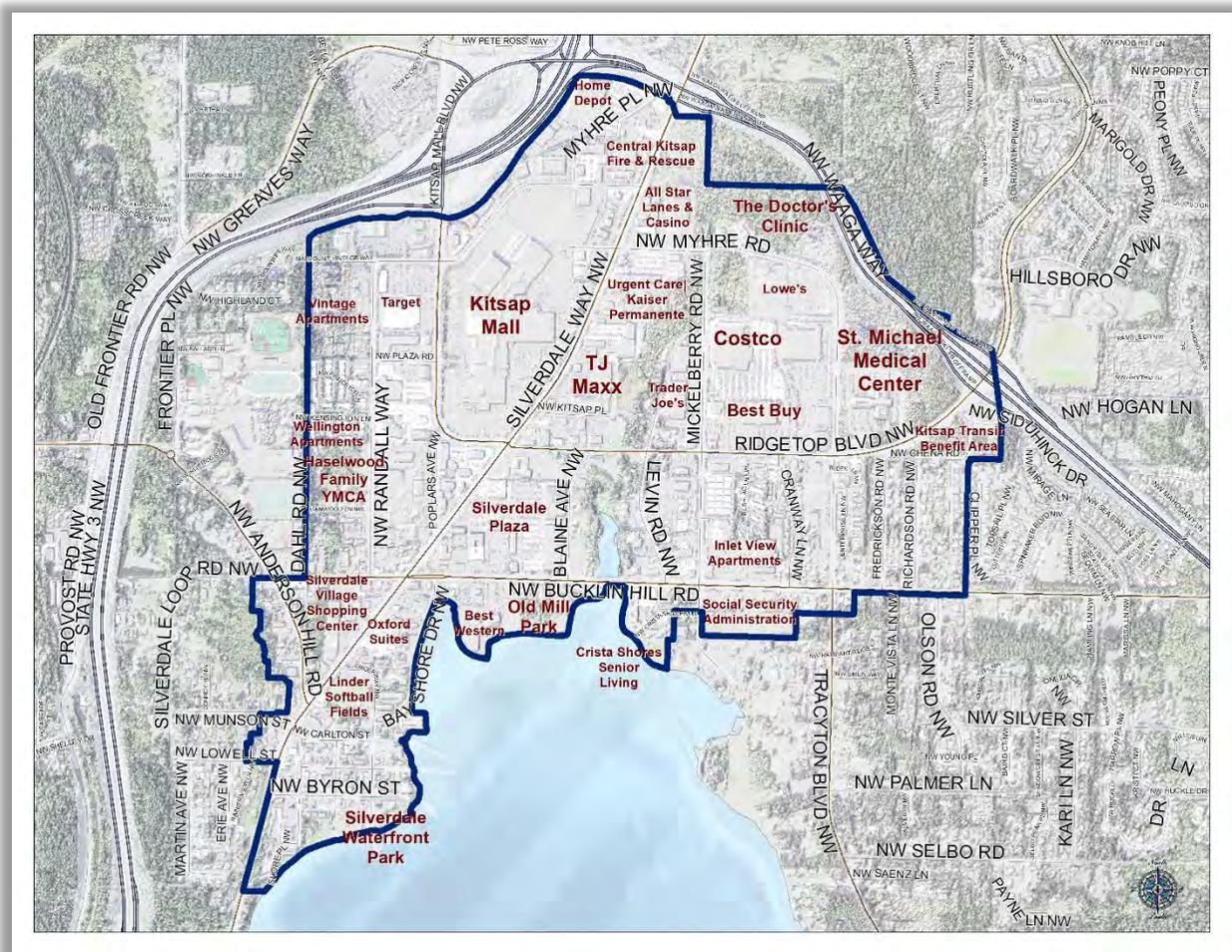
Regional Growth Centers – Urban are designated by PSRC and must meet minimum criteria as outlined in PSRC's Regional Centers Framework including:

- An existing density of at least 18 activity units per acre, with a target of 45 activity units per acre. An activity unit is equal to either one job or one resident.
- 200 acres minimum – 640 acres maximum
- Frequent transit service
- Market potential to support growth



- Silverdale Regional Growth Center** – First designated in 2003, Silverdale (shown in Figure 15) is the only Regional Center that is unincorporated. It is 717 acres in size, bordered by Dyes Inlet to the South, HWY 3 to the West, and HWY 303 to the east. Silverdale Regional Center has its own Subarea Plan with this Comprehensive Plan, which envisions the area evolving from its current development patterns of large blocks and auto-oriented commercial to a vibrant mixed-use center with a diversity of housing and employment opportunities and greater multi-modal transportation connections. Over the next 20 years, Silverdale Regional Center is expected to accommodate much of the population and employment growth for the County.

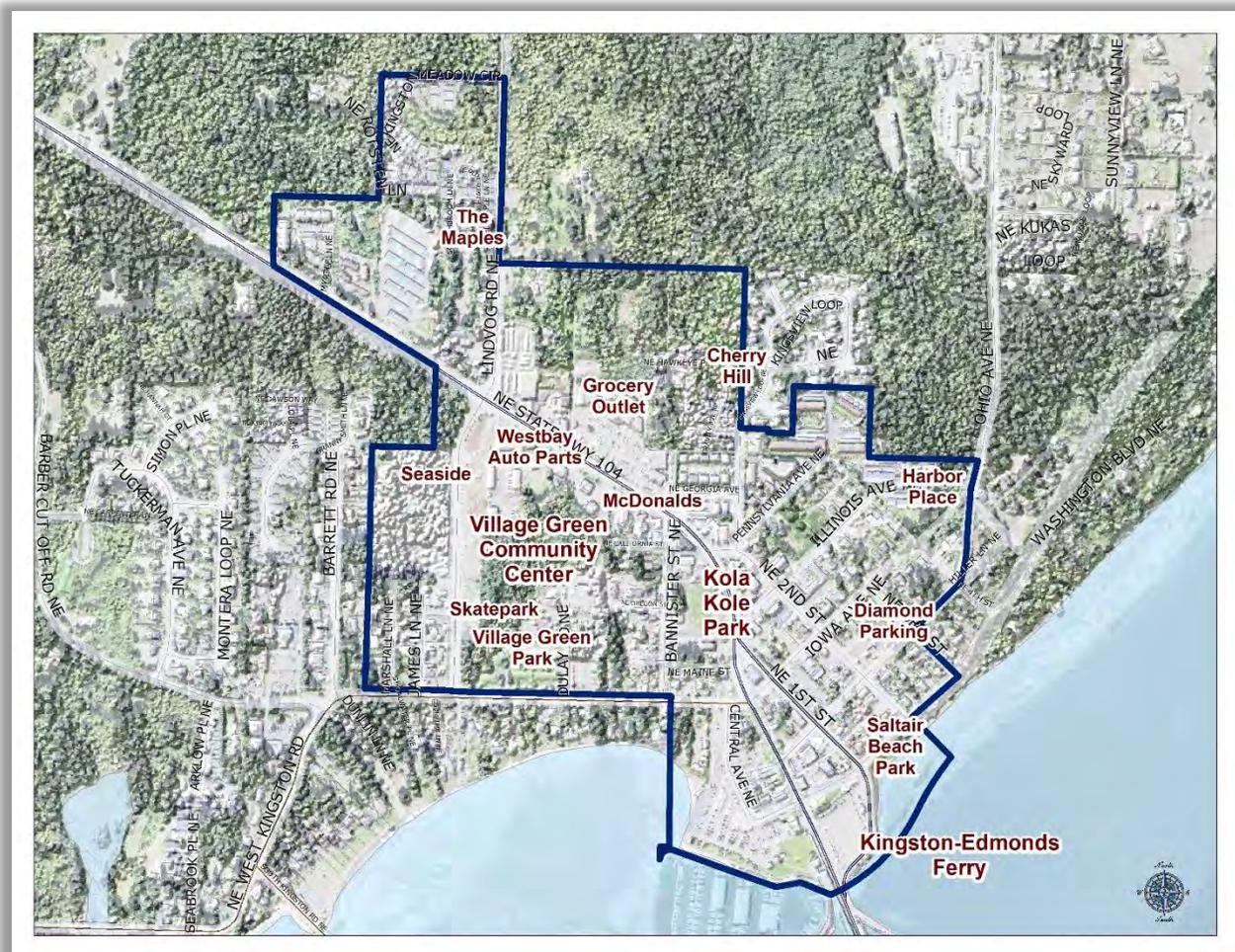
Figure 15. Silverdale Regional Center Boundary – Board of County Commissioners Direction Preferred Alternative



Countywide Growth Centers Like Regional Growth Centers, Countywide Growth Centers include criteria for designation, however the criteria vary by County and PSRC does not play a role in their review or certification. Countywide Centers serve important roles as places for concentrating jobs, housing, shopping, and recreation opportunities. These are areas linked by transit, provide a mix of housing and services, and serve as focal points for local and county investment.

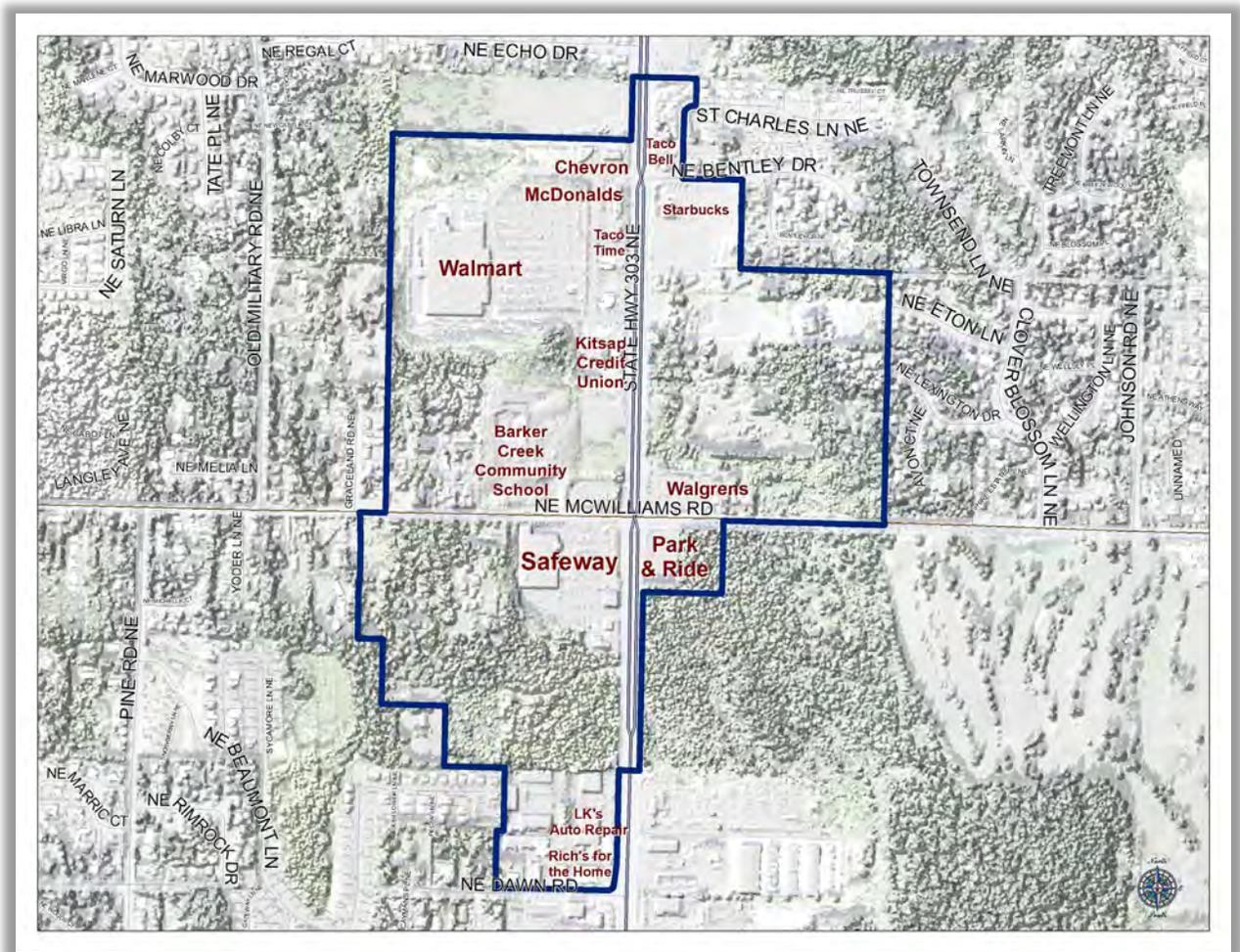
- Kingston Countywide Center** – Totalling 192 acres in size, Kingston Countywide Center (shown in Figure 16) is a subarea of the larger Kingston Urban Growth Area and includes three distinct Design Districts: Old Town, Lindvog Commercial, and Village Green. Developed with the guidance of the Kingston Community Advisory Council, the Kingston Subarea Plan includes goals and policies that guide the development and growth of the Center while preserving Kingston’s unique character.

Figure 16. Kingston Countywide Center Boundary – Board of County Commissioners Direction Preferred Alternative



- McWilliams Countywide Center** - Totaling 162 acres in size, McWilliams Countywide Center (shown in Figure 17) is a subarea of the larger Central Kitsap Urban Growth Area and is located equal distance from Bremerton to the south, and Silverdale to the northwest. The subarea is bisected by HWY 303 and served readily by transit. It will be a key area for housing and employment growth as well as transportation investments.

Figure 17. McWilliams Countywide Center Boundary – Board of County Commissioners Direction Preferred Alternative

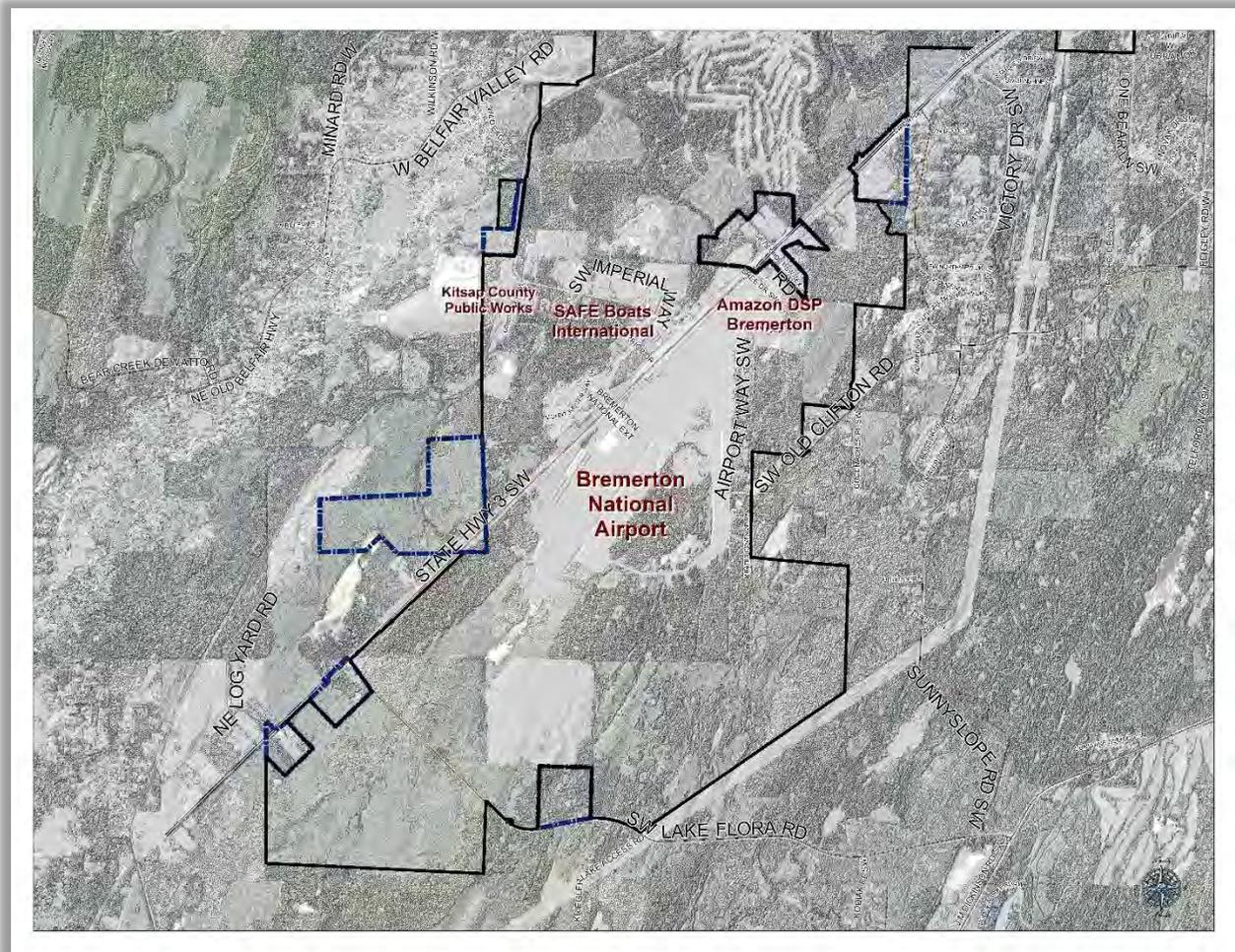


Manufacturing/Industrial Centers

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.

- Puget Sound Industrial Center (PSIC) – Bremerton – PSIC – Bremerton is located in the far southwest of the County, bisected by State Route 303. A small portion of the total 3,726 acres of PSIC – Bremerton is in unincorporated Kitsap County, but the majority has been annexed by the City of Bremerton. PSIC – Bremerton is positioned to be a focus area for industrial development and jobs.

Figure 18. PSIC – Bremerton Boundary – Board of County Commissioners Direction Preferred Alternative



URBAN AREA LAND USE GOALS, POLICIES, AND STRATEGIES

Land Use Goal 10. UGA planning focus

Focus current and future planning on infill and redevelopment of existing Urban Growth Areas (UGAs).

Land Use Policy 10.1. Support innovative, high quality infill development and redevelopment in existing developed areas within the Urban Growth Areas.

Land Use Policy 10.2. Research and evaluate incentives to promote infill development and redevelopment.

Land Use Policy 10.3. Facilitate an integrated mix of uses and development in commercial designations.

Land Use Policy 10.4. Promote housing preservation and development in areas that are already well-served by schools, public transportation, and commercial facilities and which have adequate infrastructure to support alternative modes of transportation.

Land Use Policy 10.5. Support compact forms of development in commercial areas in order to encourage pedestrian and non-motorized travel and transit use and reduce vehicle miles traveled (VMT).

Land Use Policy 10.6. Measure, adopt, and implement reasonable measures if the Buildable Lands Report (BLR) finds inconsistencies in planned growth.

Land Use Policy 10.7. Accommodate affordability and flexibility in multifamily development through generous provisions for building height and density, reduced setback requirements, and encouragement of mixed attached housing types.

Land Use Strategy 10.a. Establish specific development regulations for transitioning between zones with different intensities that balance compatibility with development opportunities.

How does this relate to the preferred alternative?

The Preferred Alternative as selected by the Board of County Commissioners is based on Alternative 2 studied in the Draft Environmental Impact Statement (DEIS). Alternative 2 (and the Preferred Alternative) emphasize compact growth with limited changes to UGA boundaries and densification and intensification within existing UGAs and centers. This implements Growth Management Act and Regional Growth Strategy requirements to focus growth in UGAs and limit UGA expansions.



Land Use Strategy 10.b. Continue to review and assess data for application of reasonable measures. Monitor the effectiveness of adopted reasonable measures in one-year intervals with the publication of the Buildable Lands Report.

Land Use Strategy 10.c. Adopt site design standards that emphasize pedestrian-oriented forms of development, particularly in key areas where storefront environments and a mix of uses is desired.

Land Use Strategy 10.d. Review and adjust dimensional and density standards within urban zones to accommodate a variety of housing types and site layouts.

Land Use Strategy 10.e. If made available to Kitsap County, adopt the Multi-Family Tax Exemption to incentivize dense residential development in urban centers.

Land Use Goal 11. Quality of life

Enhance the character and quality of life in UGAs.

Land Use Policy 11.1. Review and update site design standards for all new residential, commercial, and mixed-use development in UGAs to ensure that:

- Developments are coordinated and connected, where possible.
- Streetscapes are safe, welcoming, and attractive.
- Sites, including buildings, circulation, parking, and open space, are thoughtfully laid out to enhance the character of streetscapes, create a safe and convenient circulation system, and enhance the function and livability of developments.
- Developments integrate useable open space that provides recreational and social engagement opportunities while enhancing the setting for land uses.
- Developments integrate trees and landscaping elements to enhance the streetscape character, provide environmental benefits, screen unwanted views, and create comfortable human environments.

Land Use Policy 11.2. Provide for publicly accessible services and amenities to serve residents, employees, shoppers, and other visitors of UGAs, including:

- Schools and other educational facilities.
- A connected network of trails.
- Parks and open space.
- Recreational facilities.
- Cultural facilities.



Land Use Policy 11.3. Ensure quality design in development of housing, businesses, and public amenities.

Land Use Strategy 11.a. Update development regulations to meet the design objectives of Land Use Policy 11.1.

Land Use Strategy 11.b. Update the County's Capital Improvement Plan to prioritize those public improvements and amenities in locations intended for mixed use and the highest development intensities.

Land Use Strategy 11.c. Explore options and opportunities for public-private partnerships that leverage strategic investment with developments that meet community design objectives.

Land Use Goal 12. Coordinating land use and transportation

Facilitate a coordinated land use and transportation pattern that reduces the reliance on the Single Occupancy Vehicle (SOV).

Land Use Policy 12.1. Support higher density residential uses in areas with access to multi-modal transportation, urban amenities, goods and services, physical activity, and healthy foods.

Land Use Policy 12.2. Promote commercial, mixed use, high density housing, and Transit Oriented Development (TOD) to promote walking, rolling, and transit use, while reducing SOV trips and reducing per capita Vehicle Miles Traveled (VMT).

Land Use Policy 12.3. Update development and design standards to promote good circulation and help reduce SOV trips.

Land Use Policy 12.4. Restrict the number of drive-through businesses in areas designated for high pedestrian activity.

Land Use Strategy 12.a. Update zoning provisions coordinated with transit access, commercial services, and public amenities.

Land Use Strategy 12.b. Adopt minimum density requirements in strategic areas to ensure that development is supportive of transit use.

Land Use Strategy 12.c. Adopt block size standards and intervals for required through-block connections in commercial, mixed-use, and multifamily-zoned areas.

Land Use Goal 13. Encourage urban-rural distinction

Encourage an urban-rural distinction and coordinate growth with cities

Land Use Policy 13.1. Facilitate and encourage urban areas to annex to associated cities or incorporate over the 20-year planning period and ensure compatibility of development with future planned uses.

Land Use Policy 13.2. In accordance with Kitsap Public Health District and Washington State requirements, require connection to a public sewer system for new or extensively remodeled development located within 200 feet of the public sewer system and within an urban growth area.

Land Use Policy 13.3. Address the issues related to the association of unincorporated Urban Growth Areas with their corresponding incorporated cities, consistent with the CPPs.

Land Use Policy 13.4. Enter into discussions with jurisdictions having any newly incorporated areas to address the logical transfer of jurisdiction, including the issues of infrastructure provision, ownership, and maintenance; revenue sharing; and regional planning.

Land Use Strategy 13.a. Establish a planning process to improve consistency between city and County plans, zoning, and development regulations in associated UGAs to further efficient delivery of urban services.

Land Use Strategy 13.b. Work with sewer purveyors to plan and provide for infrastructure in designated Urban Growth Areas, including small community sewer systems.

Land Use Strategy 13.c. Associate the Central Kitsap UGA with the City of Bremerton.

Land Use Goal 14. Direct development to UGAs

Direct development to designated Urban Growth Areas consistent with projected population growth, Growth Management Act, VISION 2050, and the Countywide Planning Policies.

Land Use Policy 14.1 Consider development patterns that reduce sprawl, use urban land more efficiently, and incorporate feasible, innovative, and sustainable practices.

Land Use Policy 14.2. Ensure consistency between the assumptions contained in the County's Land Capacity Analysis and Countywide Planning Policies.

Land Use Policy 14.3. Through application of Growth Management Act goals and adopted incentives, increase density in urban areas and limit sprawl in rural areas.

Land Use Policy 14.4. Maintain consistency with Countywide Planning Policies regarding growth targeting.

Land Use Policy 14.5. Explore the creation of incentives and streamlined administrative processes for new short plats in high priority areas to be identified within the Urban Growth Areas as a reasonable measure.

Land Use Strategy 14.a. At the five-year mid-point of Comprehensive Plan cycle, consider assessing the Land Use Map and docket for Site Specific Amendments.

Land Use Strategy 14.b. At the five-year mid-point of the Comprehensive Plan cycle, evaluate the effectiveness of development regulations.



Land Use Strategy 14.c. Create and use dashboards with permit and census data to review trends in permit activity, new housing units, and demographics such as health indicators.

Land Use Goal 15. Provide sufficient industrial lands

Maintain sufficient industrial land area in the Urban Growth Areas for future industrial use.

Land Use Policy 15.1. When updating code pertaining to industrial lands, ensure that industrial uses are a priority in order to prevent commercial encroachment.

Land Use Policy 15.2. Apply the Urban Industrial designation in areas most conducive to industrial development, e.g., few or no natural limitations to development, reasonable accessibility to major streets and highways, available services and facilities, and compatibility with adjacent land uses.

Land Use Strategy 15.a. Focus the locations of industrial zoning consistent with Department of Commerce and Puget Sound Regional Council guidance.



Photo credit: Kitsap County

RURAL AREA BACKGROUND

The Growth Management Act requires that Counties include a rural element that addresses lands that are not designated for urban growth, agriculture, forest, or mineral resources. The rural element is focused on ensuring land uses are compatible with the rural character of such lands and provides for a variety of rural densities and uses.

While managing growth, Kitsap County recognizes that rural character is a factor in drawing residents. Defining this character is an important step in preserving it. Kitsap County's rural area consists of differing natural features, landscape types, and land uses. Rural land uses consist of both dispersed and clustered residential developments, farms, wooded lots, and small and moderate-scale commercial and industrial uses that serve rural residents as their primary client. Rural landscapes encompass a full range of natural features including forested expanses, rolling meadows, streams and lakes, pastures and cropland, shorelines, and other sensitive areas.

The rural area of Kitsap County is much less developed than the urban areas. This allows for and encourages the natural landscape to predominate over the built environment. The most density Kitsap County allows in the rural areas is one dwelling unit per five acres (Rural Residential zone). This zoning allows for large amounts of land to remain undeveloped and for the protection of critical areas and rural character. The County has adopted a Critical Areas Ordinance which protects wetlands, fish and wildlife habitat conservation areas, geologically hazardous areas, frequently flooded areas, and critical aquifer recharge areas from the impacts of development and people from the consequences of developing in unsuitable areas. The County has also adopted an ordinance for its Shoreline Master Program which protects shorelines based on preferred and existing patterns of development. Kitsap County has adopted five comprehensive plan designations and five implementing zoning classifications in the rural areas that are intended to prevent the inappropriate conversion of undeveloped land. Further, the provision of urban level of governmental services to the rural area is restricted.



Photo credit: Kitsap County

For County residents, the term rural also defines a philosophy of living and a quality of life. This quality of life includes a sense of quiet, community, and a slower pace of life. Rural characteristics include the abundance of trees, access to recreation, views of water and mountains, and a quiet, unregimented atmosphere. The elements of rural character also include the dynamic natural systems abundant in Kitsap County which can be vulnerable to human and natural change. Rural goals and policies also recognize that rural areas and communities have unique historical characters, appearances, and functions that should be retained and enhanced.



RURAL DESIGNATIONS

Table 7. Kitsap County's Rural Land Use Designations

Rural Residential
<p>This designation promotes low-density residential development and agricultural activities that are consistent with rural character. It is applied to areas that are relatively unconstrained by environmentally sensitive areas or other significant landscape features. These areas are provided with limited public services. Maximum density is 1 dwelling unit per 5 acres. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Residential (86,082 acres)
Rural Protection
<p>This designation promotes low-density rural development and agricultural activities that are consistent with rural character and protects environmental features such as significant visual, historical, and natural features, wildlife corridors, steep slopes, wetlands, streams, and adjacent critical areas. Maximum density is 1 dwelling unit per 10 acres. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Protection (30,903 acres)
Rural Wooded
<p>This designation is intended to encourage the preservation of forest uses and agricultural activities, retain rural character, and conserve natural resources while providing for some rural residential use. This zone is further intended to discourage activities and facilities that can be considered detrimental to the maintenance of timber production. Residents of rural wooded (RW) residential tracts shall recognize that they can be subject to normal and accepted farming and forestry practices on adjacent parcels. Maximum density is 1 dwelling unit per 20 acres. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Wooded (43,077 acres)
Rural Commercial
<p>This designation is intended to permit the location of small-scale commercial retail businesses and personal services which serve a limited area of the rural population outside established UGAs. Appropriate uses are small-scale retail, sales, and services located along county roads on small parcels that serve the nearby rural residential population. This designation may be located at crossroads of county roads, state routes, and major arterials. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Commercial (257 acres)
Rural Industrial
<p>This designation provides for small-scale light industrial, light manufacturing, recycling, mineral processing, and resource-based goods production uses that are compatible with rural character and do not require an urban level of utilities and services. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Industrial (157 acres)

LAMIRDS

Limited Areas of More Intense Rural Development, or LAMIRDS, are allowed for the purpose of recognizing existing areas of more intense or dense rural development and to contain these areas from sprawling.

- Type 1 LAMIRDS have a variety of uses characterized as a village or hamlet.
- Type 2 LAMIRDS are for recreation purposes only. Kitsap County does not have any Type 2 LAMIRDS.
- Type 3 LAMIRDS are for small-scale businesses and cottage industries that provide job opportunities for rural residents.

LAMIRDS may be served by public facilities and services that are appropriate and necessary for the amount of development contained within the boundaries.

LAMIRD Maps can be found in the subarea plan elements later in this draft. Maps for all LAMIRDS will be forthcoming in this section in the final draft of the Comp Plan.

Type 1 Rural Village/Rural Commercial.

The only type of LAMIRD designated in Kitsap County prior to 2010, this designation is characterized as infill development or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether as shoreline development, villages, hamlets, rural activity centers, or crossroads. Any development or redevelopment other than an industrial area or use within a Type 1 LAMIRD must be principally designed to serve the rural population.

Any new development or redevelopment must be consistent with the pre-existing character of the area with respect to building size, scale, use, or intensity. Type 1 LAMIRDS must have been established as more densely developed areas as of July 1990, and they must include pre-GMA existing development. Type 1 LAMIRDS also must be bounded by a “logical outer boundary” that reflects the limits of the pre-existing development.

- **Manchester** is Kitsap County’s largest LAMIRD, encompassing approximately 1,133 acres of land with a clear view across Puget Sound to West Seattle and housing approximately 5,200 residents across 2,310 tax parcels. Manchester was designated a LAMIRD on June 10, 2001. It is located in southern Kitsap County east of the City of Port Orchard and consists of a small variety of commercial businesses and services, the Manchester Library, the Manchester Post Office, two public docks, single-family residences, and a handful of multifamily residences. Public water is provided by the Manchester Water District and sewer by the Kitsap County Sewer Utility. However, a number of very small lots are still using on-site septic systems.
- **Suquamish** is a rural, historic waterfront community within the Port Madison Indian Reservation located in northern Kitsap County east of the City of Poulsbo along the western shore of Port Madison Bay. The LAMIRD was designated on April 21, 1999. There are approximately 470 acres of land divided into 1242 parcels with a population of about 2,725.



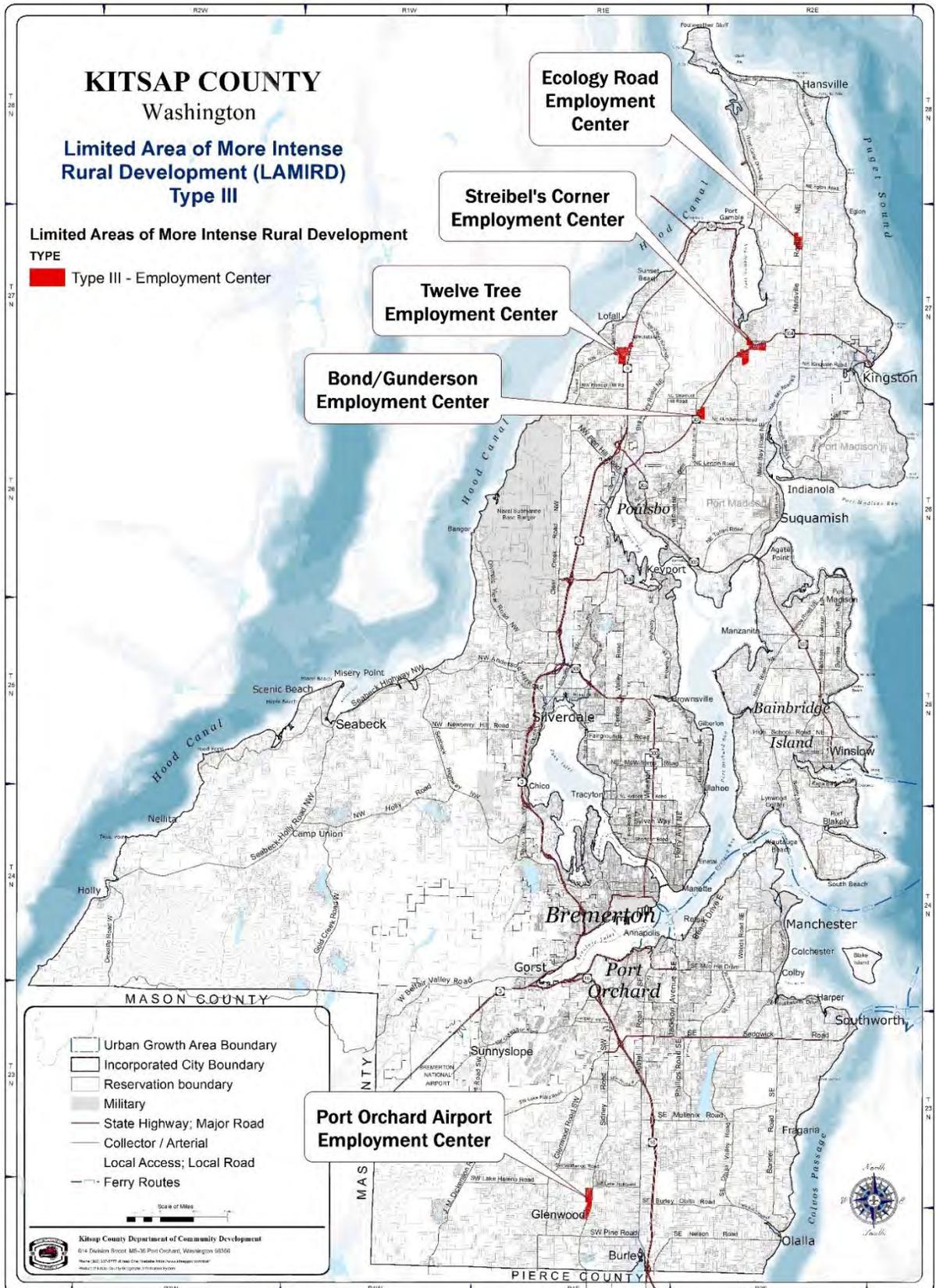
The Suquamish LAMIRD consists primarily of single-family homes, a few small businesses, open space, and parklands. Public water is provided by the Kitsap Public Utility District and sewer by the Kitsap County Sewer Utility.

- **Keyport** is a small historic waterfront community that has long supported naval operations in the adjacent Naval Underseas Warfare Center – Keyport on the small peninsula that extends into Liberty Bay south of Poulsbo. Keyport was designated as a LAMIRD on November 19, 2007. There are 80 acres split into 202 tax parcels with 402 residents, a few small businesses and restaurants, the Naval Undersea Museum, and open space. Public water is provided by Kitsap Public Utility District and sewer service by the Kitsap County Sewer Utility, though a number of small lots are still served by on-site septic systems.
- **Port Gamble** was founded as a company timber town in 1843, designated a LAMIRD on July 21, 1999, and remains owned solely by one entity. Currently, almost all of the buildings are more than 100 years old and include a post office, a few small businesses, and a number of single-family homes. These structures are on about 127 acres split into 18 parcels and house about 80 people. The former lumber mill site is planned for major redevelopment that was approved as part of a Development Agreement in 2021. Kitsap Public Utility District provides water service and oversees sewer treatment. Sewer conveyance is provided by Rayonier, the site owner.
- **George’s Corner** is a small commercial center at the crossroads of State Highway 104 and Miller Bay Road/Hansville Road west of Kingston. A number of vehicle-oriented businesses are on the site which is 25 parcels on about 42 acres served by public water from the Kitsap Public Utilities District and on-site septic systems. George’s Corner was designated as a LAMIRD on October 25, 2004.

Type 3 Employment Centers. These LAMIRDs are meant for the intensification of or new development of lots for isolated cottage industries and isolated small-scale businesses. Residential development is prohibited. Type 3 LAMIRDs need not principally serve the rural population but should provide job opportunities for rural residents. Expansion or new development must conform with the rural character of the area. Public services and public facilities must be limited to those that are the minimum necessary to serve the industry or business.

- **Ecology Road** is the northernmost Type 3 LAMIRD, located on the west side of the intersection of Hansville Road and Ecology Road. There are several contractors, suppliers of firewood, topsoil, and propane, and storage units at this site. This area was designated a LAMIRD on December 15, 2010, and has 18 parcels across about 64 acres. Kitsap Public Utility District provides water service and the site is served by on-site septic systems.
- **Streibels Corner** encompasses properties near the intersection of Highways 307 and 104 and bounded by Minder Road on the south. Several autobody shops are located in this LAMIRD, as well as a number of contractors and a business park. Streibels Corner was designated as a LAMIRD on December 15, 2010, and has about 160 acres, 73 parcels, and about 35 residents. Kitsap Public Utility District provides water service to the site, and it is served by on-site septic systems.
- **Twelve Trees** is located generally southwest of the intersection of Pioneer Way and Highway 3 directly north of Poulsbo. Twelve Trees is an industrial park location including warehouses that houses a variety of manufacturing businesses on about 114 acres and 50 parcels. This LAMIRD was designated on December 15, 2010. Kitsap Public Utility District provides water service, and the site is served by on-site septic systems.
- **Bond/Gunderson** LAMIRD is located in North Kitsap at the intersection of Bond Road and Gunderson Road. It is about 64 acres on 11 lots with office buildings that house contractors and food production. This is also the site of an in-progress Kitsap County Public Works Service Center. This LAMIRD was designated on December 15, 2010. Kitsap Public Utility District provides water service, and the site is served by on-site septic systems.
- **Port Orchard Airport** is located on Sidney Road near the Pierce County line. The LAMIRD is composed entirely of the airport site, including hangars and an approximately 2,300-foot-long runway for small aircraft. The LAMIRD is 116 acres in 36 parcels and was designated on June 30, 2016. The site is served by public water.

Figure 20. Map of Type III Limited Areas of More Intensive Rural Development



RURAL LAND USE GOALS, POLICIES, AND STRATEGIES

Land Use Goal 16. Rural character

Protect Kitsap County's unique rural character.

Land Use Policy 16.1. Permit residential uses in rural areas in a variety of rural lot sizes consistent with the rural character of the surrounding area.

Land Use Policy 16.2. Maintain LAMIRDs at low residential densities that can be sustained by minimal infrastructure improvements, minimize environmental degradation, and that will not cumulatively create the future necessity or expectation of urban levels of service.

Land Use Policy 16.3. Allow infill and redevelopment within LAMIRD boundaries consistent with the character of the existing LAMIRD in terms of building size, scale, use, and intensity and that does not increase the need for public facilities and utilities to urban levels.

Land Use Policy 16.4. Accommodate appropriate rural uses not characterized by urban growth.

Land Use Policy 16.5. Allow for essential public facilities, other regional infrastructure, and rural governmental services.

Land Use Policy 16.6. Consistent also with Land Use Goal 14- Direct development to UGAs, limit rural growth rates by focusing growth with the Urban Growth Areas.



Land Use Strategy 16.a. Review and revise as necessary standards and development regulations for the rural area to preserve rural character.

Land Use Strategy 16.b. Explore development regulations that minimize changes in grade from pre-development site conditions in order to maximize native vegetation retention.

Land Use Strategy 16.c. Review development regulations including lot size and density for LAMIRDs and update as necessary to allow for appropriate infill.

Land Use Strategy 16.d. Continuously review and revise as necessary development regulations regarding clustering, density transfer, design guidelines, conservation easements and other innovative land use techniques to ensure they are working as intended.

Land Use Strategy 16.e. Explore regulation and incentive programs to improve compatibility between diverse rural uses (e.g. small-scale agriculture, rural businesses, and residences).

Land Use Goal 17. Foster rural business

Foster rural businesses and business opportunities on designated commercial and industrial lands in the rural area while balancing the protection of rural character.

Land Use Policy 17.1. Encourage business growth in existing LAMIRDs while limiting business growth outside of LAMIRDs.

Land Use Policy 17.2. Allow or conditionally allow home-based cottage-type businesses and industries in the rural areas that do not negatively affect rural level of service or rural character.

Land Use Policy 17.3. When considering public spending for facilities and services within the rural area, prioritize the maintenance of existing facilities and services that protect public health and safety and only upgrade facilities and services to provide rural service levels without creating capacity for urban growth.



Land Use Strategy 17.a. Review and amend development regulations to reduce barriers to rural businesses that protect rural character.

Land Use Goal 18. Support farming and agriculture

Maintain and enhance the viability of agricultural uses and activities in rural areas, including cultivation, animal husbandry, and value-added production.

Land Use Policy 18.1. Foster agriculture opportunities by promoting flexibility in development regulations.

Land Use Policy 18.2. Continue regulatory and non-regulatory preservation of historic or working farmland.

Land Use Policy 18.3. The Kitsap County Agricultural Strategic Plan and Inventory shall be the basis for discussions of Kitsap's food system, including agriculture, policies, and programs developed by the County. Agricultural mapping detailed in the Plan shall be maintained and refined.

Land Use Policy 18.4. Coordinate with federal, state, and local governments, community groups, and private landowners to promote long-term preservation of farmlands.

Land Use Policy 18.5. Recognize and value water as an agricultural necessity.



Land Use Strategy 18.a. Develop and adopt policies with appropriate local, county, and state agencies to promote viable coordinated water resources for greater accessibility to water rights for agriculture usage.

Land Use Strategy 18.b. Review and amend development regulations to consider impacts of non-farm-related commercial or industrial uses to the Farming Areas identified in the Agricultural Strategic Plan and Inventory.

Land Use Strategy 18.c. Encourage preservation of historic or working farm land through strategies including tax policy, conservation easements, Transfer of Development Rights (TDR), Purchase of Development Rights (PDR), innovative design criteria, expedited agricultural activity permit review program, educational and agritourism activities, and the establishment of a small farms institute.

Land Use Strategy 18.d. Form an agricultural advisory committee to inform development of future regulations and act as a resource to farmers regarding incentive and other assistance programs.

Land Use Strategy 18.e. Review Kitsap's agricultural land uses, businesses, and products against the criteria for agricultural resource lands and evaluate future designation.

RESOURCE LANDS BACKGROUND

RCW 36.70A.170 requires counties to designate resource lands in their comprehensive plans. Resource lands are required to have long-term commercial significance for the region, including intense capacity and productivity. For this reason, although some agricultural activity does occur in Kitsap County, the county's agricultural land lacks the capacity for long-term commercial significance. Therefore, Kitsap County does not designate any agricultural resource lands. Forestlands and mineral resource lands are designated.

Kitsap County uses the same general criteria for designating resource lands as are outlined in WAC 365-190-050 through 365-190-070. These are lands not characterized by urban growth. There are some soils in North Kitsap that are of statewide significance based on soil type but are in general on small lots or are used for timber production and therefore not eligible to be designated as agricultural resource lands. The designated Forest Resource Lands in Kitsap County are in Green Mountain State Forest and managed by Washington State Department of Natural Resources as working forest lands. Mineral resource lands are designated based on the known or highly probable presence of aggregate and sand. Most resource extraction sites are in central Kitsap; smaller extraction sites exist elsewhere in Kitsap County.

The intent of resource lands goals and policies is to direct the use of lands that contain commercial quality resources. These resource-based uses are often intermixed or occur together with residential development within the County's rural areas. This designation of resource lands and activities is intended to help keep these lands available for commercially significant resource production and to help maintain these sectors of the local economy. Resource lands are identified on the Land Use Map with the Forest Resource designation or Mineral Resource Overlay. The Forest Resource designation primarily is assigned to lands that have commercial forestry resources. The Forest Resource designation is implemented by the Forest Resource zone. The Mineral Resource Overlay is primarily assigned to lands that have known or likely mineral resources such as gravel or sand.



RESOURCE LANDS DESIGNATIONS

Table 8. Kitsap County’s Resource Lands Land Use Designations

Forest Resource Lands:
<p>This designation primarily focuses on lands that have commercial forestry resources. These lands are typically large parcels, are not near concentrated rural populations, and are in active forestry production.</p> <p>The implementing zone of the same name has the following description: The primary land use allowed in this zone is commercial timber production and harvesting. This zone is further intended to discourage activities and facilities which can be considered detrimental to the production and commercial harvest of timber. Residents located within or adjacent to the Forest Resource Lands zone shall recognize that they can be subject to normal and accepted forestry practices on parcels located within this zone. There are 2,630 acres in Forest Resource Land zoning.</p>
Mineral Resource Lands:
<p>This designation primarily focuses on lands where the extraction of minerals occurs or can be anticipated to occur based upon maps provided by the Washington State Department of Natural Resources, as well as where accessory uses (e.g., rock crushing, batch plants) may occur.</p> <p>The description for the Mineral Resource Overlay (additional provisions on top of the underlying zone) is: The intent of this overlay is to protect and enhance significant sand, gravel and rock deposits as identified mineral resource lands. It is also used to ensure the continued or future use without disrupting or endangering adjacent land uses, while safeguarding life, property, and the public welfare. Provisions of state statutes applicable to Kitsap County pertaining to surface mining are hereby adopted by reference. The Mineral Resource Overlay applies to 2,716 acres.</p>

RESOURCE LANDS GOALS, POLICIES, AND STRATEGIES

Land Use Goal 19. Maintain forest resource lands

Maintain forest resource lands in Kitsap County for continued forestry production.

Land Use Policy 19.1. Account for the continued use of properties managed for timber production and compatibility of these properties with surrounding lands.

Land Use Policy 19.2. Coordinate with the Department of Natural Resources (DNR), Tribal governments, community groups, and private forest landowners to promote long-term preservation of forest lands.

Land Use Policy 19.3. Allow industrial uses associated with forestry activities in the Mineral Resource Overlay zone.

Land Use Policy 19.4. Allow the use of industry-standard Best Management Practices within designated Forest Resource Lands and the Rural Wooded designation, provided all applicable environmental laws and regulations are followed.

Land Use Strategy 19.a. Maintain and enhance the continuation of forestry lands and forestry through tax policy, conservation easements, purchase of development rights, Transfer of Development Rights (TDR), and clustering incentives.

Land Use Strategy 19.b. Develop, implement, evaluate, and restructure, if necessary, the existing Transfer of Development Rights (TDR) program.

Land Use Strategy 19.c. Require that all plats, short plats, development permits, and building permits issued for development activities on, or within eight hundred feet of, lands designated as forest resource lands contain a notice to title that the subject property is within or near designated forest resource lands on which a variety of commercial activities may occur that are not compatible with residential development for certain periods of limited duration.

Land Use Strategy 19.d. Develop and promote incentives for continued rural and resource uses and preservation.

What is Transfer of Development Rights?

Transfer of Development Rights, or TDR, is a planning tool used to incentivize protection sensitive areas (like critical areas or forest resource lands). In a TDR program, the County designates sensitive areas or natural resources as “sending” areas and other areas as “receiving” areas. The development rights associated with the sending areas can be “transferred” to the receiving areas, which get a development density or intensity bonus to enable them to use those development rights.



Land Use Goal 20. Mineral resource lands

Assess and maintain mineral resource lands in Kitsap County for continued mineral production.

Land Use Policy 20.1. Acknowledge new or updated mineral resource deposit locations in future revisions to zoning and development regulations in urban or rural areas.

Land Use Policy 20.2. Account for the continued use of properties for mineral extraction and associated activities and compatibility of these properties with surrounding lands.

Land Use Policy 20.3. Require that all plats, short plats, development permits, and building permits issued for development activities on, or within eight hundred feet of, lands designated as mineral resource lands, contain a notice to title that the subject property is within or near designated mineral resource lands on which a variety of commercial activities may occur that are not compatible with residential development for certain periods of limited duration. The notice for mineral resource lands shall also inform that an application might be made for mining-related activities, including mining, extraction, washing, crushing, stockpiling, blasting, transporting, and recycling of minerals.



Land Use Strategy 20.a. Review and revise as necessary Mineral Resource designations using new or updated Washington State Department of Natural Resources permit or other data sources.

Land Use Strategy 20.b. Coordinate with the Washington State Department of Natural Resources (DNR) to ensure that future reclamation plans are consistent with the comprehensive planning for the site and surrounding area, as well as any permits issued by the Department of Natural Resources.

Land Use Strategy 20.c. Determine whether adequate mineral resources are available for projected needs from currently designated mineral resource lands.

REFERENCES

- [Vision 2050](#), PSRC
- [Multi-County Planning Policies](#)
- [Countywide Planning Policies](#)
- Joint Land Use Study (2015)
- [Buildable Lands Report](#) (2021)
- [Kitsap County Agriculture Strategic Plan](#)