

SUQUAMISH RURAL VILLAGE SUBAREA PLAN

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(Next review is scheduled to commence on June 1, 2004)

Prepared by:

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ACKNOWLEDGEME

ACKNOWLEDGEMENTS

Kenneth F. Olsen, AIA and Liselotte Kragh originally completed the basis of this document in 1992, with the consulting firm of Olsen+Greaves, Inc., P.S. However, since that document was never officially adopted, the Kitsap County Board of Commissioners directed staff to revisit these efforts to provide consistency with the Growth Management Act and the Kitsap County Comprehensive Plan. It is important to note that the 1992 Plan continues to be the foundation for this Suquamish Rural Village Subarea Plan, with the overall vision intact.

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INTRODUCTION

INTRODUCTION

The Suquamish Rural Village Subarea Plan (the Plan) was developed as a continuation of the Kitsap County comprehensive planning process. Suquamish was identified in the Comprehensive Plan as a limited area of more intensive rural development demonstration project. The Plan was also developed in response to address the immediate community concerns with traffic flow, stormwater drainage, parking and pedestrian access. These problems were intensified most recently with the development of small lots in the Suquamish area, creating great public concern. The Suquamish Rural Village Subarea Plan was developed from the community's vision that was reflected in the 1992 Suquamish Community Design Study, which was a mutual effort of the Kitsap County Department of Community Development (DCD), the Suquamish Tribe (the Tribe) and the Suquamish Area Citizens Council (SACC).

VISION FOR SUQUAMISH

Suquamish is a rural, historic waterfront Village existing in harmony with its natural setting. It shall remain compact in size, protected by its natural borders of water, streams, hills and forests.

The Suquamish Village will make its visitors feel welcome, but not rely solely on tourism as a mechanism for economic health. Economic and cultural diversity shall be celebrated and enhanced for the benefit of all residents of Suquamish. The Suquamish Village's native Indian history and presence shall be enhanced and remain a visible part of the Suquamish experience.

The downtown should remain the heart of Suquamish where residents and visitors will gather together to celebrate traditions and experience daily living. Suquamish will offer smaller

business districts for small-scale neighborhood convenience stores or public services.

It shall become a community where one can enjoy a safe and pleasurable walk along a system of public roadways, which link the neighborhoods to each other, and to the commercial districts. The Suquamish Rural Village shall welcome all social and economic groups. It shall provide a sense of community and the Tribe and the County shall cooperatively work to provide a network of support and social services to all residents.

PUBLIC PARTICIPATION

A community planning process began in the spring of 1992, with the intention that the community, through design committees, would be instrumental in the development of the Suquamish Community Plan. Design committees consisting of interested community members were created to focus on specific issues such as drainage, housing, traffic, utilities and parks. Each group had access to resource personnel from the Tribe and the County to assist in the process of information gathering. The committees met weekly to develop goals, policies and regulations for community review. Throughout the process there was continual communication between the design committees, the community members, Kitsap County and the Tribe to coordinate efforts.

The firm of Olsen & Graves Inc., P.S., Architects and Planners was initially retained by Kitsap County to assist in the community design process. A series of public meetings was held to begin the review process and encourage involvement among interested community members. The committees, County, Tribe and community worked cooperatively to assemble pertinent information.

Several public meetings were held during the period of April to September 1992. During the meetings, information was gathered to further refine the community's vision. This resulted in a

product which documents and represents not only the vision, but the goals and policy recommendations developed by the community. It was an expression of the best reasonable consensus that could be achieved during the process.

Although the Suquamish Community Plan was completed in 1993, the County never adopted the Plan. At the time of completion, Kitsap County's primary focus shifted from community planning efforts to a much broader policy document, the Kitsap County Comprehensive Plan. The Comprehensive Plan would outline the County's vision utilizing a twenty-year planning period under the Growth Management Act.

In the Comprehensive planning process, community planning was outlined for some areas of the County, including Suquamish. Another factor also illustrated the need for continued planning in Suquamish. On June 15, 1998 the Board of County Commissioners adopted Emergency Ordinance 221-1998, adopting a moratorium on acceptance of all building permits in the Suquamish Area. This was done in response to the community concern over the continued development of small lots in the Suquamish area without addressing the cumulative impacts of this development in the areas of stormwater control, parking inadequacies and increased traffic flow. These were similar areas of concern that were discussed in the 1992-93 Community Plan.

Following public notice, the Planning Commission held a hearing on Emergency Ordinance 221-1998 on June 30, 1998 and issued its recommendation as follows:

- 1. The County amend Emergency Ordinance #221-1998*
- 2. The County adopt interim development regulations to be in effect for the duration of the planning process to review and revise the Suquamish Community Plan. Such interim development regulations would control building standards in areas most affected by critical stormwater drainage, more closely reflect those of*

- urban sized lots, and address issues of setback and lot coverage.*
- 3. The County undertake on an urgent basis the planning, design and construction of stormwater and other infrastructure improvements as recommended in the 1993 Suquamish Community Plan, and set the process in motion to get adequate drainage in the Suquamish Community in the next 3-5 years.*
 - 4. The County review options practiced in other jurisdictions and incentives available to owners of substandard, grandfathered lots to encourage aggregating such lots.*
 - 5. The Suquamish Area Citizens Council be reactivated immediately to actively participate in and support execution of the 1993 Suquamish Community Plan.*

On July 15, 1998, the Board of County Commissioners held a public hearing on Emergency Ordinance 221-1998 and the Planning Commission recommendation. The hearing was continued to July 27, 1998 and the Board of County Commissioners issued their decision on July 29, 1998 as Ordinance No. 225-1998 (See Appendix), which implemented Interim Development Regulations for Suquamish. Ordinance 225-1998 was effective for six months and subsequently renewed on January 25, 1999 for an additional six months as Ordinance 225-A-1999.

Once the Interim Development Regulations were in place, staff began a process to revise the Suquamish Community Plan. This process began with the formation of the new Suquamish Community Council (SCC), which was appointed by the Board of County Commissioners in September 1998. Staff held nine meetings with the SCC and interested public, beginning September 1998 and continuing through March 1999. Each chapter of the 1992 Suquamish Community Design Study was reviewed and updated as needed.

HISTORIC SUMMARY

Suquamish is a rural, waterfront community on the Port Madison Indian Reservation which was established pursuant to the 1855 Treaty of Point Elliot. Under the articles of the Treaty, the Reservation was reserved by the Suquamish Tribe for its use and occupation as a permanent homeland.

The character of the Suquamish Village is shaped by its rich history. Suquamish is the home of Chief Sealth, for whom Seattle is named. Suquamish is also the oldest Anglo-European settlement in Kitsap County, and was the first point of access to the timberlands of the County. Small houses on small lots date back to a time early in this century when Suquamish was subdivided as a vacation village.

Suquamish is a rural, waterfront community nestled on the eastern side of a forested hillside that reaches approximately 300 feet above Puget Sound, creating a greenbelt, which separates Suquamish from nearby communities. The experience of entering a distinct community is accentuated by passing through this greenbelt, along forested roadway corridors. These mature forests create a dramatic sense of arrival to the small, residential waterfront community with its sweeping views of Agate Pass, Miller Bay and Puget Sound.

Increasing growth pressures threaten the Suquamish Village's natural boundaries. Increased development was beginning to exceed the capacities of the infrastructure systems. Traffic increased, drainage systems were no longer adequate, open space diminished and the rural character of the town changed. Tribal members living in Suquamish and non-Indian residents who moved to Suquamish for its rural qualities and remote location found their chosen lifestyle at risk. Any vision for Suquamish must balance the preservation of the community's rural qualities and its natural setting with the protection of the rights of Tribal

members and of non-Indian property owners to enjoy the reasonable use of their land. In addition, Suquamish must be seen within the larger context of rural Kitsap County as a residential Village. Suquamish can positively affect the preservation of the overall rural character of the County by encouraging a level of growth consistent with its identity under the Growth Management Act as a limited area of more intensive rural development.

POPULATION AND HOUSING

The Suquamish Rural Village contains approximately 1,955 persons as of January 1999, with an average household size of 2.55 persons.

As of January 1999, the single largest type of housing structures, based upon Kitsap County Assessor's categories, is single-family detached units, which account for more than 82.5% of the total supply. (See Figure 1) Mobile/manufactured homes represent the second largest share of housing types in the Suquamish Village, accounting for 16% of the total supply. Multi-family structures (two units or more, including duplexes) account for less than 2% of the total supply.

TYPE *	UNITS	PERCENT
Single Family	667	82.5
Mobile/Manufactured Home	131	16.2
Duplex	6	.7
Cabin	4	.5
Multi-family (2+ units)	1	.1
TOTAL	809	100

***Based upon Kitsap County Assessor's Categories**

LAND USE AND

LAND USE AND ZONING

HISTORIC ZONING

Prior to the enactment of the Growth Management Act in July 1990, seven types of zoning existed within the Suquamish area: Rural 2.5 acres, Rural 1 acre, Residential 2 units/acre Mobile Home, Residential 5 units/acre Mobile Home, Residential 12 at 6 units/acre, Business General (BG) and Business Convenience (BC). The table below illustrates the appropriate densities and minimum lot size requirements for each designation.

ZONE	DENSITY (DU = Dwelling Units)	MINIMUM LOT (square feet)
RU 2.5	1 DU/ 2.5 acres	100,000
RU 1	1 DU/ 1 acre	35,000
R2 MH	2 DU/ 1 acre	20,000
R5 MH	5 DU/ 1 acre	7,000
R12	6 DU/ 1 acre	5,800
BG	N/A	N/A
BC	N/A	N/A

LAND USE WITHIN THE PORT MADISON INDIAN RESERVATION

Much of the defined area of Suquamish is Trust land, owned either by the Tribe or individual Indians, while much of the Suquamish Village is Fee Simple land owned by the Tribe, individual Indians and individual non-Indians.

The following list of land types exist within the Port Madison Indian Reservation, as defined by the Suquamish Tribe (see Figure 2):

Individual Trust Lands: Lands that are held in trust for individuals by the Federal Government for members of the Suquamish Tribe or other Tribes. These lands are typically in the name of one individual.

Undivided Interest Trust Lands: Lands that are held in trust by the Federal Government for members of the Suquamish Tribe or other Tribes. Two or more individuals own these lands where each person holds a percentage interest. Any development of these lands requires the consent of all persons holding an interest. Forestry activity within these parcels requires agreement from 51% of the land interest.

Tribal Trust Lands: Lands that are held in trust by the Federal Government for the Suquamish Tribe.

Indian-Owned Fee Lands: Lands that are owned in fee simple status by the Tribe or any person who is an enrolled member of a federally recognized tribe.

Fee Lands Owned by Non-Indians: Lands owned by non-Indian residents.

LAND USE WITHIN THE SUQUAMISH RURAL VILLAGE

There are approximately 400 acres of land contained within the Suquamish Rural Village. The table below categorizes the acreage by existing land use type, as defined in the Kitsap County Comprehensive Plan.

LAND USE TYPE	GROSS ACRES	PERCENT OF TOTAL ACRES
Residential	195	48.75
Vacant	81	20.25
Parks	44	11.0
Open Space	40	10.0

Public Facility	24	6.0
Commercial/Industrial	16	4.0
TOTALS	400	100

GMA REQUIREMENTS

Limited Areas of More Intensive Rural Development

In 1997, the Washington State Legislature adopted changes to the GMA with Engrossed Senate Bill (ESB) 6094. Among the changes were new definitions for “rural character”, “rural development” and “rural services”, all of which were not previously defined in GMA. A new option was added for designation of lands within the “Rural Element” referred to as “limited areas of more intensive rural development”. The GMA now includes specific criteria for the recognition of these areas:

(d) Limited areas of more intensive rural development. Subject to the requirements of this subsection and except as otherwise specifically provided in this subsection (5)(d), the rural element may allow for limited areas of more intensive rural development, including necessary public facilities and services to serve the area as follows:

- (i) Rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments. A commercial, industrial, residential, shoreline, or mixed-use area shall be subject to the requirements of (d)(iv) of this subsection, but shall not be subject to the requirements of (c)(ii) and (iii) of this subsection.*

- (iv) A county shall adopt measures to minimize and contain the existing areas or uses of more intensive rural development, as appropriate, authorized under this subsection. Lands included in such existing areas or uses shall not extend beyond the logical outer boundary of the existing area or use, thereby allowing a new*

pattern of low-density sprawl. Existing areas are those that are clearly identifiable and contained and where there is a logical boundary delineated predominately by the built environment, but that may also include undeveloped lands if limited as provided in this subsection. The county shall establish the logical outer boundary of an area of more intensive rural development. In establishing the logical outer boundary the county shall address (A) the need to preserve the character of existing natural neighborhoods and communities, (B) physical boundaries such as bodies of water, streets and highways, and land forms and contours, (C) the prevention of abnormally irregular boundaries, and (D) the ability to provide public facilities and public services in a manner that does not permit low-density sprawl.

- (v) *For purposes of (d) of this subsection, an existing area or existing use is one that was in existence:*
- (A) *On July 1, 1990, in a county that was initially required to plan under all of the provisions of this chapter;*
 - (B) *On the date the county adopted a resolution under RCW 36.70A.042(2), in a county that is planning under all the provisions of this chapter under RCW 36.70A.040(2);or*
 - (C) *On the date the Office of Financial Management (OFM) certifies the county's population as provided in RCW 36.70A.040(5), in a county that is planning under all the provisions of this chapter pursuant to RCW 36.70A.040(5).*

[Excerpt from RCW 36.70A.070(5)]

1998 KITSAP COUNTY COMPREHENSIVE PLAN AND ZONING

The Suquamish area was designated Rural Residential with a density of 1 dwelling unit/5 acres in the May 7, 1998 Kitsap County Comprehensive Plan. (See Figure 3) As part of the Central Puget Sound Growth Management Hearings Board decision, the County was required to develop a variety of rural densities. Due to time constraints in developing the 1998 Comprehensive Plan, the County was unable to utilize the provisions established under ESB 6094, which defined areas of more intensive rural development. The application of the Rural Residential designation established a base density from which to begin subarea planning and did not reflect the existing land use pattern in Suquamish.

INTERIM DEVELOPMENT REGULATIONS

On June 15, 1998, the Board of County Commissioners adopted Emergency Ordinance 221-1998, adopting a moratorium on acceptance of all building permits in the Suquamish area due to the development of small lot sizes which affect natural drainage patterns, traffic, stormwater runoff, parking and pedestrian access. On July 29, 1998 the Board of Commissioners adopted Ordinance 225-1998 amending Ordinance 221-1998 to lift the moratorium on applications for all building permits in the Suquamish area and established Interim Development Regulations for the area. Ordinance 225-1998 divided the Suquamish sewer service boundary into two separate areas to establish minimum lot sizes on existing unimproved lots to 3,600 and 6,750 square feet (square footage is dependent on area where the lots are located). These interim development regulations were designed to remain in effect until the completion of the subarea planning process. Ordinance 225-1998 defines the main requirements to be evaluated for the subarea plan as follows:

“The planning process required to evaluate the Suquamish area for possible designation as a Rural Village provides the appropriate vehicle for the County to: 1) identify the logical outer boundary of a Rural Village for Suquamish, in accordance with the requirements of the GMA and the Plan; 2) determine what, if any, permanent development regulations are required to address the cumulative effects of development within the Suquamish area; 3) identify any infrastructure improvements that are required to deal with the cumulative effects of development in the area; and 4) identify and implement appropriate method(s) for funding such improvements.”

RURAL VILLAGE DESIGNATION

In accordance with the GMA [RCW 36.70A.070(5)(d)], the County may designate limited areas of more intensive rural development as part of the mandatory rural element portion of its Comprehensive Plan. In Kitsap County’s 1998 Comprehensive Plan, it was determined that the Act would provide Kitsap County an opportunity to help reconcile the historical land use patterns which have developed throughout the years. Potential candidate areas were selected as these limited areas of more intensive rural development, defined as Rural Community, Rural Village, and Rural Industrial or Commercial. This list is included on pages 69 and 70 of the Rural and Resource Lands chapter of the 1998 Kitsap County Comprehensive Plan. These lists are representative, but not exclusive. Suquamish was identified as a demonstration project to help develop and test criteria for designating Rural Villages and for defining a process that will be used to consider future designations.

Definition and Characteristics

A predominantly built mixed-use rural environment characterizes Rural Villages, which includes residential, commercial, industrial,

community and recreational uses. They often contain a broad mix of land use and densities, including some urban densities, with varying parcel sizes throughout. Public sewer and water serve the area.

Residential densities in the heart of the Rural Village will vary in size, recognizing existing densities, but not necessarily allowing continued development at those same densities. Commercial and industrial uses will be small in scale, providing necessary services to the Village community.

Guidelines for Determining Boundaries of Rural Villages

In order to determine what should be included in the Suquamish Village, guidance was taken from the GMA, the Washington State Department of Community Trade and Economic Development and the Kitsap County Comprehensive Plan. Significant elements from these documents were utilized to develop general guidelines for determining the Suquamish Village boundary. These elements were:

- Identify residential parcels that were platted prior to July 1, 1990, according to chapter 36.70A RCW, particularly noting those at urban densities of ≥ 3 units/acre.
- Identify all commercial, industrial and community services platted prior to July 1, 1990.
- Identify existing structures.
- Identify the existing public services, i.e., water and sewer.
- Address: (A) the need to preserve the character of existing natural neighborhoods and communities, (B) physical boundaries such as bodies of water, streets and highways, and land forms and contours, (C) the prevention of abnormally irregular boundaries, and (D) the ability to provide public facilities and public services in a manner that does not permit low-density sprawl.
- Identify critical areas (i.e., wetlands, areas of geological concern, frequently flooded areas, fish and wildlife conservation areas, critical aquifer recharge areas or wellhead protection zones and resource lands).

Once all of these elements were identified for the Suquamish area, a logical outer boundary was established. (See Figure 4) Staff and community input were utilized to determine those areas which were not an obvious inclusion or exclusion in the Suquamish Village. For example, some parcels on the south end of Suquamish were larger than parcels included in the heart of the Suquamish Village and they were not part of the sewer service boundary. However, these parcels were included because they were part of an existing neighborhood and since many are located on the shoreline, were potential candidates for septic failure that may need future sewer hook-up. On the north end of the Suquamish Village, the County park was debated for inclusion due to its presence in the community. The irregularity of the northern boundary is due to the inclusion of three parcels that were identified as part of the park. The community requested the line be drawn around those parcels to keep the integrity of the park within the Suquamish Village boundary.

SUQUAMISH VILLAGE ZONING

The Suquamish Village as illustrated in Figure 5, shall have three new designations – Suquamish Village Low Residential, Suquamish Village Residential and Suquamish Village Commercial. The zoning in each of these designations recognizes the existing pattern of development and intensity of development in those areas. It also provides guidelines to minimize the impact of continued development. The complete zoning requirements are enclosed in the Appendix.

1. SUQUAMISH VILLAGE LOW RESIDENTIAL (SVLR)

“Suquamish Village Low Residential” shall be applied to those areas identified south of the Suquamish Cutoff Road, including South Angeline Avenue, and those areas north of Geneva Street, between Park Boulevard and Augusta Avenue. Any development within this zone shall be subject to the requirements of the Kitsap County Zoning Ordinance, with minimum requirements outlined below.

Lot Requirements:

Minimum Lot Size: 4,500 sq
ft
Minimum Lot Width: 50 feet
Minimum Lot Depth: 90 feet

Setbacks:

Front: 20 feet
Side: 5 feet
Rear: 5 feet

2. SUQUAMISH VILLAGE RESIDENTIAL (SVR)

“Suquamish Village Residential” shall be applied to the central area of the Suquamish Village. Any development within this zone shall be subject to the requirements of the Kitsap County Zoning Ordinance, with minimum requirements outlined below.

Lot Requirements:

Minimum Lot Size: 3,600 sq
ft
Minimum Lot Width: 40 feet
Minimum Lot Depth: 75 feet

Setbacks:

Front: 20 feet
Side: 5 feet
Rear: 5 feet

3. SUQUAMISH VILLAGE COMMERCIAL (SVC)

“Suquamish Village Commercial” recognizes that the established Rural Villages often contain historic commercial areas that originally were oriented to water traffic. These areas have evolved over the years to include a variety of services aiding the residents and traveling public. In addition, this designation recognizes existing commercial services located in the Suquamish Village which are designed to provide for the daily shopping needs of residents.

This designation shall be applied to areas where commercial and public facilities are desirable. Buildings and site design shall reflect the historic commercial development on Augusta Avenue and Division Street. The “downtown” shall be the primary commercial district with the possibility of expansion to include the northern edge of Parkway, Augusta Avenue and First Street between Center and South Street, and possibly a small portion of Division Street. The downtown area shall serve the residents with public facilities, specialty stores, restaurants and retail facilities.

The Suquamish Village Square serves as a modern shopping and service area located at the edge of town. This center serves an important function for the traveling public as well as providing goods and services to the community.

MINIMUM LOT SIZE REQUIREMENTS

ZONE	MINIMUM LOT SIZE (square feet)
Suquamish Village Low Residential	4,500
Suquamish Village Residential	3,600
Suquamish Village Commercial	N/A

Note:

- Upon receipt of each land use development application, Kitsap County will review proposals against all applicable rules and regulations, including the Critical Areas Ordinance, Shoreline Master Plan and Stormwater Management Ordinance.
- In the event of a conflict between the requirements of the regulations listed within this document for the Suquamish Rural Village and any other statute, rule, ordinance or regulation, the more restrictive requirement shall govern.
- The total impervious surface percentage for any new or remodeled structure shall not exceed a total of 40% of the lot area or existing impervious surface percentage, whichever is greater.

REGULATIONS FOR NONCONFORMING LOTS

Issues pertaining to nonconforming lots in the Suquamish Rural Village will be addressed as follows:

A. Nonconforming lots in single ownership

If a single lot of record, which was legally created, is smaller in total square footage than that required in this plan, or if the dimensions of the lot are less than required, said lot may be occupied by any use permitted within the zone subject to all other requirements of this plan.

B. Nonconforming contiguous lots in common ownership

If there are contiguous lots of record held in common ownership, and each of the lots was legally created, and one or more of the lots is smaller in total square footage than required by this plan, or the dimensions of one or more of them are less than required, said lots shall be combined to meet the minimum lot requirements for size and dimension.

REGULATIONS FOR LOT SUBDIVISION

The existing lots located within the Suquamish Rural Village which are not nonconforming in size, may be subdivided subject to Ordinance 108-E-1991, relating to Short Subdivisions. Any development on the newly created lots within the Suquamish Village shall be subject to the requirements of the Kitsap County Zoning Ordinance, with minimum requirements outlined below.

Lot Requirements:

Minimum Lot Size: 21,780 sq ft	<i>Setbacks:</i> Front: 20 feet
Minimum Lot Width: 100 feet	Side: 5 feet Rear: 5 feet
Minimum Lot Depth: 100 feet	

GOALS

Zoning and Land Use establish the basic framework for community planning. These elements set the parameters for what kind, how much and where development can occur. The overall goals for this plan element are to:

GOAL Z-1 Protect and enhance the Suquamish Village character.

GOAL Z-2 Protect the entryway of green corridors and surrounding greenbelts of the Suquamish Village.

GOAL Z-3 Protect the natural environment and the natural drainage system.

POLICIES

- POLICY Z-1** Work with the citizens of Suquamish to develop land use regulations that preserve the “Rural Village” character of Suquamish.
- POLICY Z-2** Work with the Economic Development Council to identify and attract appropriate businesses to assist in the revitalization of the downtown core and improve the district’s image.
- POLICY Z-3** Establish land uses that support economic diversity in meeting the needs of Suquamish residents.
- POLICY Z-4** Provide for affordable housing, as defined by the Kitsap County Consolidated Housing Authority *.

** [As of April 1999 the definition for affordable housing is “persons who have less than 80% of the County median average income should not spend more than 30% of that income on housing needs “. The reader would be advised to determine whether that definition remains in effect.]*

RECOMMENDATIONS FOR RESIDENTIAL DEVELOPMENT

The following recommendations are not binding but are appropriate targets for further policy analysis by the community and should be implemented when possible.

- REC RZ-1** Require parking areas be situated toward the rear of parcels.
- REC RZ-2** Require landscaping between streets and residences.
- REC RZ-3** Encourage aggregation of lots beyond the established minimum lot sizes established for the Suquamish Village.

RECOMMENDATIONS FOR COMMERCIAL DEVELOPMENT

The following recommendations are not binding but are appropriate targets for further policy analysis by the community and should be implemented when possible.

- REC CZ-1 Allow a maximum of two stories in commercial zones, with a potential residential use for the second story.
- REC CZ-2 Do not permit single family residences in commercial zones.
- REC CZ-3 Encourage parking in the back or side of building, in shared lots where possible.
- REC CZ-4 Prohibit mini-storage warehouses or self-storage facilities in the Suquamish Village.
- REC CZ-5 Develop design standards to incorporate a Native American theme for the “central business district”.
- REC CZ-6 Require pedestrian oriented storefronts facing the street.

TRANSPORTATI

TRANSPORTATION

The Suquamish Village is located one-mile northeast of the Agate Pass Bridge in northern Kitsap County. The Suquamish Village has increasingly become a thoroughfare for ferry commuters who live in North Kitsap and work in Seattle or Everett. It is located along two roads that link Suquamish to the principal arterial known as Highway 305, which connects the Kitsap Peninsula to the City of Bainbridge Island. The two collector roads, Miller Bay Road and Suquamish Way, handle between 5,500 and 8,400 average daily trips respectively, as identified on the Roadway Functional Classification System (See Figure 6). This accounts for more than 2 million vehicle trips each year.

Kitsap County has established Level of Service (LOS) standards for County roads classified as arterials and collectors. The LOS for these road types differs depending on whether the road is located in an urban or a rural area. A higher degree of congestion is tolerated in an urban setting. The LOS is defined as a ratio of the quantity of traffic using a road to the maximum amount of traffic that the road could handle. Rural roads allowable LOS standard ratio is 0.79 and urban roads ratio is 0.89. Miller Bay Road and Suquamish Road have a maximum traffic capacity of 23,334 vehicles per day and 20,667 vehicles per day respectively. Dividing Miller Bay Road's average daily traffic count of 5,500 by its capacity of 23,334 gives a ratio of 0.24. Since the allowable LOS standard ratio is .79, the LOS on Miller Bay Road is currently acceptable. Similarly, the LOS ratio of Suquamish Road is also acceptable at 0.41.

The existing network of roads reinforces the rural character of the Suquamish Village. Local access roadways within the area are built to "rural road standards" as defined by Kitsap County Public Works using American Association of State Highway Transportation Officials (AASHTO) and Washington State Department of Transportation (WSDOT) guidelines. Rural roads

are characterized by having 40 to 50 feet of rights of way, 20 to 24 feet roadway width, 9 to 11 feet of paved asphalt per lane with the possibility for shoulders and are designed for low traffic volumes. Currently, local streets (see Figure 7) in the Suquamish area are at or below the minimum road standards established by the County. This does not include the collector streets of Division Street or Augusta Avenue.

Traffic conditions on local access roadways have reached a level where it has negative effects on the public health, safety and welfare. The necessary infrastructure is either non-existent or inadequately sized to handle the impacts of such development. The Suquamish Tribe has recently been funded by the Bureau of Indian Affairs to complete an inventory and comprehensive traffic plan for the entire Port Madison Indian Reservation. The study began in February 1999 and is scheduled for completion in July 2000. The consulting firm of ADA and Associates has been retained by the Suquamish Tribe to conduct the study and prepare the Tribal plan. The Tribal planning staff and the ADA engineers are coordinating with Kitsap County Public Works. The Tribal study will benefit the County in evaluating the impacts of growth on the transportation system in the Suquamish Village.

Once the final report has been submitted, the County and Tribe will work collectively with the community to identify and prioritize traffic related projects that have the most benefit to the Suquamish Village. Once the prioritization has been completed, funding sources will need to be identified. Possible funding sources, as outlined in the Transportation Appendix of the Kitsap County Comprehensive Plan, are listed as follows:

1. County Road Levy

Kitsap County currently levies property tax on real and personal property in the unincorporated area. This road levy is apportioned to the road fund and can be taxed at a rate up to \$2.25 per thousand dollars of assessed value. In 1999, this tax was \$1.79 per thousand.

2. Local Option Motor Vehicle Fuel Tax

This tax may be levied by counties where motor vehicle fuel is sold within the county and is subject to state motor fuel tax. As of March 1999, the maximum rate is 2.3 cents per gallon and requires voter approval to impose this tax.

3. Local Option Motor Vehicle License Fee

This tax may be levied only by counties, and represents a surcharge on the state vehicle registration fee. The maximum authorized fee is \$15. Use of proceeds is limited to projects included in both the regional and county transportation plans.

4. Impact Mitigation Fees

Kitsap County is willing to work with WSDOT Highways and Ferries Divisions to develop interlocal agreements that provide a working arrangement for cost sharing on mutual projects. The agreements would address how impact fees related to local and regional growth should be applied to improvements on the State systems, in addition to the impact fees collected and applied to local roads.

5. Transportation Benefits Districts (TBD)

The state legislature authorized TBD's in 1987. Counties may create these districts to fund specific transportation needs. The district provides a mechanism for coordinating public and private funds on specific projects. TBD's are authorized to levy special property taxes for one year or to fund bond issues, approved by the County's voters. Districts may also form a Local Improvement District (LID) to assess a portion of the cost related to the transportation improvements to those property owners within the LID boundaries. TBD's may also impose development impact fees on private developments and land subdivisions.

6. County Road Improvement District (CRID)

This is a process that allows Kitsap County the ability to facilitate the reconstruction of an existing roadway. The reconstruction benefits the property owners as follows:

- (a) The roadway is reconstructed to Kitsap County design standards for public roads
- (b) The maintenance of the reconstructed roadway becomes the responsibility of Kitsap County
- (c) The property within the improvement district receives an increased property value (Local special assessment districts are authorized by the RCW Chapter 36.88.)

Property owner petitioning is the most common method of forming a CRID. The Board of Commissioners may also form a CRID through a Resolution of Intention.

Another potential funding source is through the Office of the Bureau of Indian Affairs. The US Department of the Interior, working through the Portland Regional Office of the Bureau of Indian Affairs, administers funds which may be allocated on a competitive grant basis, for planning and construction on roads (both Tribal and County) on and adjacent to the Port Madison Indian Reservation when a benefit to the Tribal members can be shown.

In addition to the initial efforts underway for a traffic analysis in the Suquamish area, the County has already identified a project known as the Suquamish Bypass. This project is included as part of the Kitsap County 20-Year Transportation Improvement Project List (Table TR-31 of the 1998 Kitsap County Comprehensive Plan). The Suquamish Bypass is recommended based on the LOS standards developed by Kitsap County to keep the transportation system in balance with the needs of future population growth and development, otherwise known as Concurrency Management. The purpose of Concurrency Management is to:

1. Provide adequate LOS on transportation facilities for existing uses and new development in unincorporated Kitsap County;
2. Provide adequate transportation facilities that achieve and maintain County LOS standards as provided in the Transportation Appendix of the 1998 Comprehensive Plan; and

3. Ensure that County LOS standards are achieved “concurrently” with development as required by the Growth Management Act.

The analysis of LOS adequacy is only applied when determining concurrency for County arterials and collectors in the areas under the County’s jurisdiction.

ANALYSIS

The regional vehicular system for the Suquamish Rural Village utilizes connectors to Suquamish for cars and bicycles, and proposes an optional bypass route for heavy commercial traffic. Augusta Avenue, the collector in the downtown area, should be integrated into a pedestrian environment with clearly marked crosswalks, lighting, sidewalks and signage. The local vehicular system utilizes rural streets that form a loop created by Division Street, Geneva Street, Augusta Avenue and Suquamish Way.

The loop system follows the outline of the main core of the Suquamish Village. The majority of the loop is located on undeveloped public rights of way. It connects most of the original plat of Suquamish, including the recreational areas. The area identified should remain in its natural setting, including future development, except for new County roads.

The downtown pedestrian loop follows the edges of the downtown area that connects all business centers and most public facilities. This particular loop coincides with the local vehicular system.

GOALS

- GOAL T-1** Encourage an efficient multimodal transportation system for the Suquamish Rural Village, in coordination with the Tribe and County.

- GOAL T-2 Ensure public involvement in transportation planning.
- GOAL T-3 Minimize negative environmental impacts created by improvements to the transportation system.
- GOAL T-4 Coordinate land use and transportation planning to help manage growth.

POLICIES

- POLICY T-1 Develop a public involvement program to include neighborhood group interaction.
- POLICY T-2 Consider land use, scenic values, neighborhood impacts and natural features in the review of road improvement projects.
- POLICY T-3 Establish design guidelines for streets in Suquamish to ensure consistent Village character.
- POLICY T-4 Promote pedestrian paths and greenbelt links in coordination with the Kitsap County Greenways Plan.
- POLICY T-5 Acquire needed rights of way based on the County's rural roadway design standards.
- POLICY T-6 Provide a safe, comfortable and reliable transportation system.
- POLICY T-7 Integrate drainage and stormwater control systems in the design of roadways and pathways.

RECOMMENDATIONS

The following recommendations are not binding but are appropriate targets for further policy analysis by the community and should be implemented when possible.

- REC T-1 Build a bus shelter across from the Suquamish Village Texaco & Mini Mart, 18490 Suquamish Way.
- REC T-2 Support passenger-only ferry service at Kingston, with increased transit connections to Suquamish.
- REC T-3 Examine street options upon completion of the ADA traffic analysis.
- REC T-4 Develop a funding strategy and financing plan upon completion of the traffic analysis.
- REC T-5 Design road and streets in accordance with the desired Suquamish Village character.

PUBLIC

PUBLIC FACILITIES

There are a number of public and tribal facilities that exist in the Suquamish area. These facilities serve the current needs of the community.

PUBLIC BUILDINGS

Fire Station

The fire station, located in downtown Suquamish on Augusta Ave. is within the fire protection district boundaries of North Kitsap Fire and Rescue and is in a prime location to serve the community. The fire station was remodeled in 1995 and is now staffed twenty-four hours a day. There are no plans to expand this facility in the immediate future.

Elementary School

Suquamish Elementary, located on Park Boulevard, is within North Kitsap School District 400. The present capacity for Suquamish Elementary is 375 students in the main building and an additional 125 students in the portable classrooms. As of February 1999, the school's population is approximately 478 students, which is below the available capacity. There are no future plans at this time to expand the school or construct additional schools in the area. A renovation to the existing building may occur in 2007 with State funding opportunities.

Post Office

The post office is conveniently located in downtown Suquamish on Augusta Avenue. Currently, there are access problems due to traffic and parking situations, but these issues are being resolved through the Suquamish Tribe's Downtown Revitalization Project.

Youth Center

The Suquamish Tribe opened a Youth Center on Augusta Way in March of 1999. This facility is owned and operated by the Suquamish Tribal government. It is available to all youth

residing on the Port Madison Indian Reservation, both Indian and non-Indian. The center is also available as a public meeting place, by appointment. The facility houses both entertainment and learning activities for youth. The services available include: pool tables, video games, big-screen television, job programs, diversionary programs, drug and alcohol counseling, native languages resource center, music program, homework club, tutoring and a computer lab.

Tribal Court House

A courthouse is located on Augusta Street, which handles all Suquamish Tribal Court activities.

MEETING FACILITIES

Facility	Location	Meeting Accommodations
Suquamish Community Congregational United Church of Christ	18732 Division Ave NE <i>Phone: 598-4434</i>	<ul style="list-style-type: none"> • Large Meetings • Small Meetings <i>Available by appointment</i>
Suquamish Elementary	18950 Park Blvd <i>Phone: 598-4219</i>	<ul style="list-style-type: none"> • Large Meetings • Small Meetings <i>Available after school hours by appointment</i>
Suquamish Youth Center	18433 Augusta Street <i>Phone: 394-5200</i>	<ul style="list-style-type: none"> • Small Meetings <i>Available by appointment</i>

RECREATIONAL FACILITIES

Facility	Location	Activity
Suquamish Elementary	18950 Park Blvd <i>Phone: 598-4219</i>	<ul style="list-style-type: none"> • Little League • Softball • Soccer

Suquamish Boat Launch and Pier	Augusta Street	<ul style="list-style-type: none"> • Fishing • Boat Launching
Suquamish Youth Center	18433 Augusta Street <i>Phone: 394-5200</i>	<ul style="list-style-type: none"> • Various Recreational Games

GOALS

- GOAL PF-1 Maintain current public facilities and add new facilities when determined by the community.
- GOAL PF-2 Provide facilities to serve the variety of ages and needs in the community.

POLICIES

- POLICY PF-1 County, Tribe and community should work together on the development of plans for public facility improvements and additions.
- POLICY PF-2 Encourage and assist the Tribe in the continuation of the downtown revitalization project.
- POLICY PF-3 Develop areas for youth to meet and provide activities for them.

RECOMMENDATIONS

The following recommendations are not binding but are appropriate targets for further policy analysis by the community and should be implemented when possible.

- REC PF-1 Hold community beautification days in and around public facilities.
- REC PF-2 Work with school personnel to ensure that the Suquamish Elementary renovation plans move forward in 2007.

- REC PF-3 Work with school personnel to determine the best utilization of classrooms after hours, particularly identifying community needs that can be met there.
- REC PF-4 Follow-up with school personnel regarding the improvements to the softball field by adding benches for viewers and participants.
- REC PF-5 Community will work with Kitsap County Parks and Recreation and Department of Community Development to identify needed public facilities.

— PUBLIC

PUBLIC INFRASTRUCTURE - WATER

WATER

Residents of the Suquamish Village obtain their water from both public and private wells. There are approximately 1,244 public water connections served by the Public Utilities District (PUD #1) in the Suquamish area. (See Figure 8) The system is approved for 2,749 connections, leaving approximately 1,505 available connections.

There are approximately 590 vacant lots within the boundary. Once the requirements for nonconforming lots are in place, the maximum number of buildable lots is reduced to approximately 510, a reduction of approximately 80 potential building sites. The number of newly created lots that could be produced through the subdivision provisions allowed within the Suquamish Village is approximately 15. This would produce a total of approximately 525 legal buildable lots, which leaves adequate water connections available to serve the entire Suquamish Rural Village.

Any needed capacity expansion is to be done at the developer's expense. The PUD water system is chlorinated, but no fluoride is added to the system. The PUD samples seven different pressure zones once a month to test the water. In case of emergency, there are seven separate reservoir tanks that hold a total of approximately 805,000 gallons of water.

Suquamish is located in the fire protection district boundaries of North Kitsap Fire and Rescue. There is sufficient fire flow and hydrants to serve the Suquamish Village. Any new development will have to meet existing fire flow requirements.

The Suquamish Tribe possesses federally reserved water rights, presently not quantified. Kitsap County will work cooperatively with the Tribe on a government to government level to ensure that the Tribe's water rights are not infringed upon.

Any further information or details regarding the water system in Suquamish can be located in the Kitsap Public Utility District Comprehensive Plan.

PUBLIC INFRASTRUCTURE - SEWER

SEWER

Most of the Suquamish Village is currently served by sanitary sewer service. (See Figure 9) In 1998 Kitsap County Public Works completed the expansion of the Suquamish Wastewater Treatment Facility to accommodate existing development and growth in the area.

As noted by Resolution 090-1998, based on Growth Management Act directives, the County is not permitting any sewer main extensions in areas outside of Urban Growth Areas, except for areas of more intensive rural development (i.e., Rural Villages). Upon adoption of the Suquamish Rural Village Subarea Plan, the County will allow main extensions and connections, as outlined in Resolution 090-1998, to any area within the sewer service boundary. This boundary is a predetermined sewer service area that was agreed upon between the County and the Tribe. Although the Suquamish Rural Village boundary extends beyond this agreed upon boundary, sewer service can only be provided in that predetermined area. Any further extension of the service area boundary to extend sewer service into the remainder of the Suquamish Village requires County and Tribal consent, per the Interlocal Agreement dated September 11, 1995. The only exception to this is found in section 3.4 of the agreement which establishes a special reserve of 50,000 gpd average peak monthly flow for the exclusive use of the Tribe, its agencies, members and permittees, outside the sewer service area.

The Suquamish Wastewater Treatment Plant, is designed to treat 400,000 gallons of sewage per day (gpd). During 1998, the average flow treated was approximately 190,500 gpd. Subtracting the Tribe's allocated flow from outside the service boundary, and their anticipated flow inside the boundary, as well as the current average daily flow to the plant, results in approximately 158,750 gpd of remaining capacity. With a design flow of 250 gpd per

parcel, it is estimated that an equivalent of 635 residences can still be served in the treatment plant as of March 1999.

There are approximately 590 vacant lots within the boundary. Once the requirements for nonconforming lots are in place, the maximum number of buildable lots is reduced to approximately 510, a reduction of approximately 80 potential building sites. The number of newly created lots that could be produced through the subdivision provisions allowed within the Suquamish Village is approximately 15. This would produce a total of approximately 525 legal buildable lots, which leaves adequate sewer connections available to serve the entire Suquamish Rural Village.

Any proposed on-site sewage disposal, must receive approval from the County Health Department upon meeting specific requirements.

PUBLIC INFRASTRUCTURE - STORMWATER

ANALYSIS

Suquamish is located on the east slope of a hill that reaches approximately 300 feet above Puget Sound. The hillside was originally covered with forests and a variety of vegetation typically found in the Puget Sound Lowlands. The limited amount of surface water runoff generated in the forested environment was carried to small streams by many shallow gullies and larger ravines. The two main streams still in existence in the Suquamish area are Cowling Creek and Thompson Creek (also known as Klebeal Creek).

The natural runoff condition has been severely altered by removal of the forest canopy and construction of impervious surfaces associated with roads, businesses and residences. To allow for development of the parcel layer that was created in the early 1900s, natural drainage paths have been channeled, re-routed or eliminated and wetland areas have been drained and filled. The lack of a coordinated infrastructure plan and the subsequent development of the platted land have resulted in nuisance flooding of property and the erosion of drainage ways and steep slopes.

Deforestation and urbanization have also interrupted the natural filtration and infiltration processes, which serve to cleanse runoff in the forested condition. More efficient collection of higher volumes of runoff and their subsequent discharge to streams have altered stream flow regimes by increasing the frequency and duration of peak flows and reducing the quality of water delivered to the streams.

Given the density of land segregation in the Suquamish Village, improved stormwater management practices will be an important factor in future planning efforts. The County is currently in the process of developing a regional drainage improvement plan for

the community (see Figure 10). Since this is a significant problem in Suquamish, consideration of stormwater issues will be part of the planning process as individual sites are developed.

STORMWATER GOALS

GOAL SW-1 To support development of a comprehensive approach to stormwater management that will identify, prioritize, and implement projects to control flows, reduce flooding, and enhance water quality by:

- Preserving natural drainage channels, wetlands, and riparian corridors.
- Identifying opportunities and encouraging coordination between Road, Wastewater, Stormwater and private land development projects.
- Providing information and making recommendations that assist the County in developing policy and implementing programs.
- Providing community input into the County's mapping and data gathering efforts to better identify and prioritize potential community improvements.

GOAL SW-2 Create a stormwater management system that is based on the utilization of natural drainage ways to the maximum extent practicable.

GOAL SW-3 Augment the natural system with constructed facilities that complement the natural system by taking advantage of opportunities for filtration, infiltration, and flow control where feasible and reasonable.

GOAL SW-4 Develop the system in a manner that uses all known and reasonable technology to ensure that flow rates are controlled and runoff quality is enhanced with the goal of ensuring that stormwater discharges meet applicable standards.

STORMWATER POLICIES

- POLICY SW-1** Preserve the natural drainage system to the maximum extent possible and reasonable.
- POLICY SW-2** Identify the remaining areas of the natural drainage system in the County's Geographical Information System (GIS) as critical drainage areas and restrict land development as necessary to ensure that the natural systems capacity for flow control and water quality enhancement are not compromised.
- POLICY SW-3** Retain natural vegetation by limiting the amount of clearing and grading on individual lots to that necessary for construction of proposed improvements.
- POLICY SW-4** Limit the amount of impervious surface on individual lots to reduce future increases in stormwater runoff.
- POLICY SW-5** Continue to review proposed land development projects to ensure that the projects are coordinated with on-going regional stormwater system planning and development.
- POLICY SW-6** Continue to ensure that new development meet the requirements of applicable stormwater regulations.
- POLICY SW-7** Use structural and non-structural methods to provide for increased treatment of runoff from urbanized areas.
- POLICY SW-8** Schedule the construction of capital projects identified and prioritized in the regional

stormwater study currently underway in Suquamish over a ten-year period.

STORMWATER RECOMMENDATIONS

The following recommendations are not binding but are appropriate targets for further policy analysis by the community and should be implemented when possible.

- REC SW-1 Adopt regulations requiring no net loss of remaining natural drainage ways and wetlands.
- REC SW-2 Specify a minimum lot size that could be developed.
- REC SW-3 Limit the amount of clearing and grading on individual lots.
- REC SW-4 Adopt permanent regulations requiring drainage review for each building permit application.
- REC SW-5 Continue County planning, designing and constructing of stormwater conveyance and runoff treatment capital projects.
- REC SW-6 Continue Health District monitoring of water quality in streams and marine waters and reporting of results to the Community Council.
- REC SW-7 Continue Suquamish community involvement to provide input to the County on stormwater issues. The community could assist the County in the identification and prioritization of capital projects and serve as a sounding board for proposed stormwater regulations.

NATURAL

NATURAL SYSTEMS

It is important to recognize the important natural systems within the Suquamish area. They are divided into the following areas:

1. Geologically Critical Areas
2. Aquifer Recharge Areas
3. Surface Water Resources
4. Frequently Flooded Areas
5. Plant, Fish and Wildlife Habitat Conservation Areas
6. Air Quality

GEOLOGICALLY CRITICAL AREAS

Geologically critical areas are highly susceptible to erosion, landslides, earthquakes or other geological events. Suquamish has an area of slopes greater than 30% in the middle of the Suquamish Village, which are considered a geologically hazardous area. (See Figure 11)

AQUIFER RECHARGE AREAS

The entire Suquamish Village is over an “aquifer recharge area of concern” as designated in the Kitsap County Comprehensive Plan, which also lies on a portion of the Suquamish Aquifer (sealevel aquifer) System. The critical aquifer recharge area for this aquifer system is to the north and west in an area approximately bounded by Gunderson, Lincoln, Bond and Miller Bay Roads. There are several wellhead protection areas that are within or adjacent to the Suquamish Village area. (See Figure 12) The wellhead protection areas are specifically designed to provide water quality protection for public water supply wells through the inventory and assessment of potential chemical pollution sources, followed by recommendations of best management practices to protect the drinking water supply. These wellheads are protected under the County’s Critical Areas Ordinance.

SURFACE WATER RESOURCES

Wetlands, streams and shorelines make up the surface water in the Suquamish Village area.

There are existing wetlands within the Suquamish Village; many of which are not identified on the County's Wetlands Inventory listing. More studies need to be done in this area. The Suquamish Tribe has plans to perform a detailed wetland inventory for the Suquamish area.

Two major creeks in the Suquamish area that are under County monitoring include: Grovers and Cowling Creek. Grovers Creek is a shallow gradient stream, which flows south from the headwaters near Hansville Road to the discharge at the north end of Miller Bay. This stream has many tributaries that contribute surface and ground water runoff from the hills west and to the east of the main stem. Cowling Creek is a steeper gradient stream, which flows northeast from the headwaters at Lincoln Road to the discharge at the west side of Miller Bay. This stream has many small tributaries and roadside ditches that contribute surface water, stormwater and ground water runoff from the hills and areas east of Miller Bay.

FREQUENTLY FLOODED AREAS

Frequently flooded areas are lands inundated with water during periods of high rainfall, extreme high tides or strong winds. In the Suquamish area, they lie adjacent to the shoreline. (See Figure 10)

PLANT, FISH AND WILDLIFE HABITAT CONSERVATION AREAS

Due to the natural diversity in the Suquamish Village, there are many areas of plant, fish and wildlife habitats where conservation efforts need to be pursued. Although many of these areas still

need to be recognized, Figure 13 illustrates some of these areas that have already been identified. Suquamish citizens, the Tribe and County should work to conserve these natural habitats that are vital to the community.

AIR QUALITY

In the Suquamish Village many residents utilize wood as their primary source of heat. Pollutants from several surrounding areas including Jefferson County and the City of Bremerton also influence the Suquamish Village. For these reasons, there has been a conscience effort by the Suquamish Tribe to educate residents about proper burning practices and air quality health effects in infants, children and the elderly directly related to particulate matter in the Suquamish area.

The measurement of air quality for the Suquamish area is dependent on the Puget Sound Air Pollution Control Agency (PSAPCA) and the Suquamish Tribal Natural Resources Department. The Puget Sound Air Pollution Control Agency operates under the 1991 Washington Clean Air Act (RCW 70.94.665). Although there have been no violations of the national ambient air quality standards for this area in the last eight years it has been an area of concern. For this reason the Suquamish Natural Resources Department has been monitoring air quality for the last four years at different times of the year with a Nephelometer. This instrument is permanently stationed at the Suquamish Youth Center, collecting PM 2.5 since 1998. The Nephelometer measures light scattering from particles which can then be used to estimate particulate matter 2.5 (PM 2.5). The Tribe has been using a conversion factor in the estimation of PM 2.5, provided by the Nephelometer manufacturer. The Suquamish Tribe Natural Resource Department will be installing a PM 2.5 FRM monitoring program in the same general location as the Nephelometer by the summer of 1999. The FRM instrument measures PM 2.5 with the filter method, this kind of sampling has a proven high degree of accuracy.

Questions regarding burning or air quality within the Suquamish Village area can be directed to the Puget Sound Air Pollution Control Agency at (800) 552-5365, Suquamish Tribe Natural Resource Department at (360) 598-3311, or Kitsap County Public Works Department at (360) 337-7121.

NATURAL SYSTEMS GOALS

- GOAL NS-1 Preserve the biological diversity in Suquamish.
- GOAL NS-2 Minimize human interference of natural systems in and around Suquamish.
- GOAL NS-3 Protect, enhance and restore aquatic habitat areas.

NATURAL SYSTEMS POLICIES

- POLICY NS-1 The County, community and Tribe will work together to develop conservation plans for the Suquamish Village, including upcoming Endangered Species Act (ESA) mandates.
- POLICY NS-2 Consider the impacts to shoreline habitat, conservation areas, and fish and wildlife population when issuing building permits.
- POLICY NS-3 Encourage the protection of continuous corridors of native vegetation, as feasible, and to enhance or restore wildlife habitat by transplanting or planting native vegetation in the disturbed landscape.
- POLICY NS-4 Encourage voluntary protection of species and habitats for homeowners and on public lands and through use of conservation easements, land trusts, etc.
- POLICY NS-5 Use native plants to assist in the restoration of original landscapes.

— PARKS AND OPEN

PARKS AND OPEN SPACE

There is great potential in the Suquamish Village to utilize the natural systems in the development of Parks and Open Space. Several County documents have addressed these possibilities, including the Park Recreation and Habitat Plan, the Greenways Plan and the 1992 Suquamish Community Plan. Below is a summary of Parks and Open Space opportunities established by the Suquamish Community.

PUBLIC RIGHTS OF WAY ROAD ENDS

The Suquamish Village has a number of public road ends at the shoreline, which offer panoramic views of the Puget Sound. The community would greatly benefit from increased access to these public areas. Since most of the road ends are high bank waterfront, they would only be suitable for viewpoints or rest stops as part of a bike trail system. These public rights of way road ends are illustrated on Figure 14.

1. Pebble Beach Drive

The road end is a steep, overgrown slope and is pie shaped, 40 feet at the top of the slope and 20 feet at the beach.

2. James Street

The road end is a steep, overgrown bank that is 40 feet wide.

3. Parkway

The road end is a high bank that is in danger of eroding due to drainage damage. The road end is being used for parking and various public activities. The street end offers excellent views of Puget Sound and is considered an important component of the waterfront Village experience. An informal trail provides beach access.

4. McKinstry Street

The road end is part of the Old Man House State Park.

5. **Hemphill Street**

The road ends at a medium high, overgrown bank that is 40 feet wide.

6. **South Angeline**

The road ends in a gentle slope toward the beach and contains a slightly overgrown bank with a view of the Agate Pass Bridge.

7. **Center Street**

The top of Center Street is the highest point in Suquamish. The site offers expansive views over the valley and the Olympic Mountains.

SMALL NEIGHBORHOOD PARKS

In order for the Parks and Recreation Department to devote more time and resources to the larger County-owned or regional park systems. The Parks Department would like to see the community take an active role in caring for small neighborhood parks. The community also has a desire to utilize some of the vacant parcels in the Suquamish Village as open space. There are three recognized parks in the Suquamish Village at this time.

1. **Pat Brandt Park**

This park was named in honor of Pat Brandt who spent much time maintaining this park. It is utilized as a neighborhood resting area, containing a picnic table and a variety of flowers. It is located at the intersection of Harris, Angeline and Center Street.

2. **Pathway Park**

This park is located adjacent to Suquamish Elementary and was acquired to serve as a trail connection to the school. It can also serve as an environmental classroom for small children.

3. **Story Pole Park**

This is located between South Street and Suquamish Way and serves as a viewpoint on celebrations such as New Year's and Chief Seattle Days.

LARGE PARKS

1. Suquamish Nature Preserve

This park is historically known as Boy Scout Park to the residents of Suquamish. It is located on Middle Street and Brockton Avenue. This 10-acre parcel of land was purchased by the County as a nature preserve. One is drawn to the site by the sense of isolation in the woods and the cranberry bog. The community desires the following:

- Leave the preserve in its natural state with the exception of a loop trail with more access points into the park.
- Currently there are only two trails on the site. Improvement and continued maintenance of the trails with natural materials such as wood chips is recommended.
- The community would like the three bordering undeveloped public rights of way, Newton Street NE, Franklin Street NE and Division Avenue, to be included in the Nature Preserve.
- The site assists significantly with community drainage. This natural drainage site needs to be safeguarded.

2. Old Man House State Park

This site is essential to the history of the Suquamish Village. It is suggested that the park be renovated to give it a more secluded and serene feeling. The community feels a more natural and historic setting could be achieved in the following ways:

- Create a pathway system to connect this park to downtown Suquamish.
- Relocate all signs on the site to the entry location, to avoid clutter and consolidate information.
- Relocate the rest room closer to the park entry.
- Define private beaches on both sides by placing large rocks or other natural materials at property line.
- Screen adjacent properties with dense, native vegetation.
- Plant native vegetation on the eastern slope to create a sense of enclosure.
- Relocate the parking to the north, to create a pedestrian friendly access point at the street-end.

- Research the possibility of leading surface water through the park to the beach to assist in the stormwater drainage system.

3. The Slab Area

The Suquamish Shores neighborhood, South Street residential area, and the edges of Augusta Avenue and Parkway enclose this area. The expansive views of the sky, water and beaches of Puget Sound form the east edge. While the space has strong defined borders and a prime downtown location, it appears fragmented and disordered. The confusion of the downtown area is due to ownership issues. Parkway Street is a County public right of way. The boat launch, beach, pier, cement basketball slab and the small ball field are all parts of the Suquamish Shores property (which is Tribal trust land leased to the Suquamish Shores homeowners). There are several community recommendations to link the downtown areas.

- Renovate the existing Community Center building to include: restrooms, shower facilities and decks.
- Remove the asphalt Slab to allow the area to become more pedestrian oriented for children and adults throughout the year.
- Landscape the Slab area with species of grass that is tolerant to heavy traffic and would allow for more comfortable and conducive ceremonial activities/dancing.
- Renovate the pier with new planking, railing and fish cleaning stations.

COMMUNITY AREAS OF INTEREST OUTSIDE THE SUQUAMISH RURAL VILLAGE

1. Sound View Boulevard Area

The Sound View Boulevard area is described best in an excerpt from the open space nomination written by a Suquamish resident:

"This parcel contains all the natural elements associated with the ecosystems which are particularly

vulnerable to development; wetlands, streams, steep slopes, and sensitive vegetation and soil types. This parcel provides critical habitat for the wildlife still to be found in Suquamish, including black bear, deer, pheasants, raccoons, weasels, pine squirrels, flying squirrels and foxes. Bird sighting has identified many types of birds who make their home here. Driving through the parcel from south to north on Sound View Boulevard, you drive along a gracefully curving road under a canopy of trees. To the left a steep slope of deep - green, shaded forest gradually rises, while on the right as you take the first curve, you see a deep ravine dropping down from a sheer cliff. As you continue along, the land flattens and leads to meadows and a sheep farm. This undeveloped parcel reflects the character of the town, which many of its citizens want to hold on to..."

It is recommended that this area be protected due to its great importance in the health of the natural systems in and around Suquamish.

2. Cowling Creek Salmon Hatchery

Cowling Creek Salmon Hatchery is the Suquamish Tribe's first hatchery, which was established in 1977 using native (local) Chico Creek wild chum salmon as its founding stock. The hatchery is located north of Suquamish Rural Village on the southwest corner of Miller Bay. Although this hatchery is located outside of the Suquamish Village area, its tie to the community is both historically and culturally significant. The Tribe shares the bounty of the returning salmon with both tribal and non-tribal members alike.

The hatchery supports the second largest run of salmon returning to Kitsap County, with 30,000 chum returning to Cowling Creek in 1998, well above the 12,000 average. The salmon run attracts black bear, eagles, osprey, river otter and sports fishers. Due to the private ownership of the shoreline

property, sports fishing is mostly limited to saltwater. The sports fishers typically launch their boats and float tubes into Miller Bay, near the mouth of the creeks, in October and November each year.

Bill and Virginia Cowling invited the Tribe to use their land for the hatchery after Tribal fisheries department studies identified Cowling Creek's potential for a chum rearing facility. The Cowling Creek watershed encompasses most of the land north of Suquamish Village, with approximately half of the area located within the boundary of the Port Madison Reservation. Virginia transferred land ownership to the Tribe in 1991, a few years after Bill passed away. Virginia's excitement about this Tribal salmon success story remains unabated and spills out in her conversations with friends, neighbors and visitors.

The freshwater incubation and rearing facilities are behind locked gates due to vandalism. Visitors may obtain permission to the property by calling Grovers Creek Salmon Hatchery at (360) 598-3142. The public is encouraged to visit, as the land is a near magical combination of soaring, moss-covered hemlock, cedar and fir cut by the ribbons of tiny north and south Cowling Creeks. Paths connect all the incubation and rearing facilities and traffic noise is swallowed up by the forest silence. The adult salmon saltwater recapture facility is on private property and has limited access, therefore, no visitors are allowed in this area of the hatchery. Visitors are encouraged to stop by Grovers Creek Salmon Hatchery to view the Tribe's hatchery salmon spawning operation.

3. Grovers Creek Salmon Hatchery

This larger hatchery is more popular with most local residents due to its size and visible location at the corner of Miller Bay Road N.E. and Indianola Road N.E. The hatchery was established in 1978. Over 3,000 Chinook salmon return "home" each year. The returning adult salmon sustain both the hatchery and three rearing ponds located on Dogfish Creek in

Poulsbo, Clear Creek in Silverdale and Gorst Creek in Bremerton. All of the rearing ponds are operated in partnerships with local sports clubs, the Gorst Poggie Club and Trout Unlimited on Dogfish and Clear Creeks. Twenty-first century hatchery practices were implemented since the hatchery first opened, which includes: no Tribal harvest of hatchery adults (to prevent selecting smaller adults), spawning one-on-one and spawning from the first to the last day of the run. This helps ensure the genetic diversity of a hatchery run approximates that of a wild run.

The goal of this hatchery, as with Cowling Creek Hatchery, is to work closely with the community to produce more fishing opportunities, without impacting wild salmon runs. Grovers Creek Hatchery is open to the public as federal funding allows. When possible, tours are offered and may be requested by calling the hatchery at (360) 598-3142. The facility has been heavily utilized by local schools for educational programs that include salmon life history, water quality, Treaty fishing rights and related ecological, historical and cultural studies. The Tribe is working closely with the National Marine Fisheries Service and Washington Department of Fish and Wildlife to ensure Tribal and sport fishing for hatchery Chinook salmon continues to be possible in the marine waters around the Suquamish Village.

4. Place of Bear

This 200-acre County-owned property east of Widme Road is located outside of the Suquamish Village area, but since it is such a large, significant piece of property to the community, it is noteworthy to mention here. This is one of the largest natural areas outside of the Suquamish Village, providing roaming for area wildlife, such as black bear and white-tailed deer. The community strongly feels that the County should establish this as a nature area and design a plan to support

that designation, yet still be utilized by the community. Some suggestions are:

- Wildlife preserve for environmental studies by local school children.
- Horse Owner Support Trails (H.O.S.T.).
- Low impact camping sites.
- Mountain bike trails.
- The County could bestow this area back to the Tribe for them to manage.

TRAILS

Many undeveloped public rights of way exist in Suquamish that could be utilized in a trail system. They vary in size from 40 to 60 feet wide. Although the County could develop these for future streets, the community would benefit from a trail system until such time. It is recommended that these undeveloped public rights of way be integrated into a network of trail loops, which would link parks and recreational facilities. Trail loops may also include existing dirt roads and pathways. The community would like to see a trail loop around the Suquamish Village itself, which would connect with these other areas.

In addition to the trail loop around the Suquamish Village, the community suggests two other trail loops. These trails are listed by suggested tribal names with English equivalents.

1. Bah.loops shag.welth - Raccoon Path

This loop connects Pathway Park and the Suquamish Nature Preserve. It utilizes part of Summit Street and an undeveloped public right of way. This 1½ mile long trail is mostly level and suitable for jogging.

2. Ha.pie.yots shag.welth - Cedar Tree Path

This loop passes through Soundview Boulevard Ravine. It utilizes Park Avenue NE. The trail follows hilly terrain and is approximately one-mile long.

Trail Recommendations

- Link parks and recreational facilities through a network of trail loops.
- Trail loops integrated by existing dirt roads, pathways on streets and undeveloped public rights of way.
- Trails will vary in usage, including bicycling, horseback riding and pedestrian, depending on appropriateness.
- Tie smaller trails back to a Village loop around the edges of town.
- Any trails that cross natural systems should be designed to have minimum impact on those systems.

BIKE ROUTES

The community would like to see established bike routes that connect the Suquamish Village to other areas in the nearby community. The following routes are proposed:

1. To Poulsbo
Suquamish Way - Totten Road NE - Lemolo Shore Drive - Fjord Drive NE
2. To Indianola
Downtown Suquamish - Miller Bay Road - Indianola Road
3. To Bainbridge Island
Suquamish Way - Agate Pass Bridge
4. To Port Gamble
Columbia Road - Port Gamble/Suquamish Highway

Bike Routes Recommendations

- Pave shoulders wider within the existing public rights of way on Columbia, Port Gamble/Suquamish Highway, Suquamish Way and Totten Road to accommodate safe bicycle passage. Ditches for natural drainage need to be maintained.

- Install a blinking caution light at intersection of Totten Road NE and S.R. 305 to improve crossing safety upon review by WSDOT.
- Provide bike rests to make Suquamish a more desirable area for bicycling. In addition to the specific bike rests recommended, commercial centers are encouraged to add bike rests to reduce auto dependence. The four bike rests within the Suquamish area are proposed below:
 1. Crossing of Port Gamble/Suquamish Highway and Cowling Creek. Offers view of ravine and creek system.
 2. Crossing of Miller Bay Road and Cowling Creek. Offers view of ravine and creek system.
 3. Slab Area downtown on Augusta Way. Add benches, bike racks and picnic area.
 4. Pat Brandt Park

WILDLIFE CORRIDOR

The Kitsap County Greenways Plan identifies wildlife corridors within the County to protect aquatic and terrestrial wildlife resources and their habitats. A Secondary Wildlife Corridor was identified in the Suquamish area connecting north from Cowling Creek to the south end of the Suquamish Village, indicated as the Proposed Natural System Corridors on Figure 14. Landowners and the Tribe should preserve this area through conservation easements and protect necessary areas through the County's Critical Areas Ordinance. This area could also serve as a potential trail link to the community utilizing the natural corridors, streams, ravines, riparian areas, easements and potential small parks.

FUNDING

There are some options that need to be considered for funding. One funding source is the Conservation Future Fund. This is obtained from property taxes and can be used to purchase open

space or land for trails. The other options are impact fees on builders, currently imposed and issued by the County, or bond issues, which requires a vote with 60% community approval.

PARKS AND OPEN SPACE GOALS

- GOAL POS-1** Coordinate efforts among community, Tribe and the County to utilize Parks and Open Space to their fullest potential within and surrounding the Suquamish Village.
- GOAL POS-2** Preserve open space that contributes to community character; protect resources and ecologically sensitive areas, and enhance recreational, education and aesthetic opportunities.

PARKS AND OPEN SPACE POLICIES

- POLICY POS-1** Organize community efforts to work with the County to maintain existing parks in the Suquamish Village.
- POLICY POS-2** Organize community groups to work with the County to develop plans for trail system and bike paths.
- POLICY POS-3** Establish a prioritized list of Parks and Open Space and scenic viewpoint projects throughout the Suquamish Village.
- POLICY POS-4** The community should research available funding and possible sites to create new neighborhood parks.

— HISTORIC

HISTORIC PRESERVATION

Since Suquamish is located within the Port Madison Indian Reservation, the entire Village contains archaeological and historical sites. Suquamish history is preserved in the natural systems, buildings, and road locations, particularly those roads that lie on top of old Indian trails. A living history also exists in the form of story poles and verbal history.

Non-native Suquamish history is evident in the platted layout, small lots and cabins and small, dense, commercial districts. A story of early settlement is revealed by the old roads, like Port Gamble/Suquamish Highway, and in the old ferry building, which depicts the era of the mosquito fleet service on Puget Sound.

This mixed culture and rich history make Suquamish a special place to live.

GOALS

GOAL HP-1 Preserve, highlight and integrate the rich native and non-native history of Suquamish in all community planning and development.

GOAL HP-2 Create guidelines and policies that recognize the influence of the past, but allow history to be written now and evolve over time.

POLICIES

POLICY HP-1 Immediately notify the Suquamish Tribe and the Washington State Office of Archaeology when a possible historic site is located.

- POLICY HP-2** Buildings and roads should aid in the preservation of historic structures and landscapes, respecting the cultural and historic significance of Suquamish.
- POLICY HP-3** Promote the visibility of native Indian culture in the design of public places by integrating Suquamish Tribal symbols, colors and names through coordination with the Tribe.
- POLICY HP-4** Develop building and site design guidelines based on the historic character of the Suquamish Village.
- POLICY HP-5** Preserve and restore significant natural features in the Suquamish Village that are in danger of destruction.

RECOMMENDATIONS

The following recommendations are not binding but are appropriate targets for further policy analysis by the community and should be implemented when possible.

- REC HP-1** Use native plants to assist in restoring the original landscapes.
- REC HP-2** Use colors reflective of those predominant on the Port Madison Indian Reservation in downtown Suquamish. These include colors from the earth, water and sky: greens, browns and red hues of the forests and blues, grays and greens of the water and Puget Sound. A range in design themes, such as traditional basket weaves to carvings, is preferable over a one-theme design.

REC HP-3 When a possible historic site is unearthed, follow the current federal legislation outlined in the Native American Graves Protection and Repatriation Act (NAGPRA) as directed by the Suquamish Tribal Council.

CONCLUSIO

CONCLUSION

In order for the community to maintain this vision, it is imperative that the Suquamish community remains active in the planning process. The community can only accomplish the goals outlined in this plan through continued efforts. Much effort has been put into this Suquamish Rural Village Subarea Plan. The Suquamish residents, Tribe and County will maintain a working relationship to achieve the realization of this plan, allowing the Suquamish community to develop its vision.

The Suquamish Rural Village Subarea Plan is scheduled for the next review to commence on June 1, 2004.



FIGUR

APPEND

Related Ordinances

- Ordinance 232-1999
- Ordinance 225-1998
- Ordinance 225-A-1999
- Emergency Ordinance 221-A-1999

Zoning Ordinance Amendments