

temperatures to survive, grow, and reproduce. Similar to the other alternatives, the Preferred Alternative could result in a reduction in the quality and quantity of aquatic habitat over time as current and future projects are developed. However, these effects would be reduced under the Preferred Alternative as compared to Alternative 2, because there would be fewer acres of impervious surface.

## 3.2. Built Environment: Land Use and Transportation

### 3.2.1. Land and Shoreline Use

This section addresses planned and existing land uses in the study UGAs and within Kitsap County. It also addresses the potential changes to land use under the Final SEIS Preferred Alternative and the impacts of those changes.

The focus of the impact analysis is on conversion of land uses, changes in activity levels, land use compatibility and shoreline uses. In order to describe the impacts under each of these areas of potential impact, this section first describes the Preferred Alternative UGA boundaries, and then the distribution of planned land uses, and existing land uses.

The Preferred Alternative is most similar to Alternative 2. Similarities and differences with that alternative are particularly noted in this impact analysis.

### Preferred Alternative UGA Boundaries and Land Uses

#### UGA Acres

The Preferred Alternative uses the same density assumptions as Alternative 2 and has a population target close to Alternative 2 and the Countywide Planning Policies (CPPs). The Preferred Alternative differs from Alternative 2 in the amount of acres within the study UGAs; total acres in the study UGAs for the Preferred Alternative are between Alternative 1 and Alternative 2. Table 3.2-1 lists total acres by UGA for each for the alternatives.

**Table 3.2-1. Study UGA Acres by Alternative**

Urban Growth Area	Alternative 1	Preferred Alternative	Alternative 2	No Action Alternative
Kingston UGA	913	991	1,067	1,417
Silverdale UGA	4,584	4,841	5,753	6,578
Central Kitsap UGA	3,995	5,036	5,374	5,933
Bremerton East UGA	513	1,053	1,053	1,053
Bremerton West UGA	573	1,001	1,001	1,001
Gorst UGA	287	289	289	289
Port Orchard UGA	2,884	3,417	3,649	4,710
ULID 6 UGA	623	666	666	2,270

Note: The table shows unincorporated UGA acres assuming annexations have occurred between 2006-2012, except ULID6, which is shown with the EIS study acres though now it is fully annexed, except for three parcels identified for public use under the Preferred Alternative.  
Source: Kitsap County Special Projects Division; BERK 2012

Under the Preferred Alternative, four of the study UGAs (Kingston, Silverdale, Central Kitsap, and Port Orchard) would differ in acres from Alternative 2 as follows:

- Kingston has 76 fewer acres. Areas removed from Alternative 2’s UGA boundaries include mainly the northwest and southeast parts of the UGA.
- Silverdale has 912 fewer acres. Areas removed from Alternative 2’s UGA boundaries include the south end, pockets on the north side, and the area between the Silverdale and Central Kitsap UGAs.
- Central Kitsap has 338 fewer acres. Most of the area removed from Alternative 2’s UGA boundaries is from the northeast part of the UGA along Port Orchard Bay and area along the west side of the UGA along Dyes Inlet.
- Port Orchard has 232 fewer acres. Areas removed from Alternative 2 UGA boundaries primarily include the south and north end of the UGA.

### Planned Land Use

Table 3.2-2 shows the countywide distribution of planned land use by alternative including the Preferred Alternative. Across all studied alternatives, the most prevalent designations are rural designations, followed by “other”, and then by urban residential designations. The acres do not include rights of way. The Preferred Alternative would have less land in urban residential designations and more in rural residential designations than Alternative 2.

**Table 3.2-2. UGA and Land Use Comparisons**

Plan Designation	Alternative 1		Preferred Alternative		Alternative 2		No Action Alternative	
	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total	Acres	Percent of Total
Urban Residential Designations (Urban Restricted, Urban Cluster, Illahee Greenbelt, Urban Low, Urban Medium, Urban High)	9,343	3.9%	11,897	4.9%	13,367	5.5%	19,061	7.9%
Rural Designations (Rural Residential, Rural Protection, Urban Reserve, Rural Wooded, Forest Resource)	163,567	67.7%	160,814	66.5%	159,345	65.9%	155,879	64.5%
Commercial and Mixed Use Designations – Urban and Rural (Highway/Tourist Commercial, Regional Commercial, Urban Commercial, Urban Town Center, Mixed Use, Urban Village Center, Neighborhood Commercial, LAMIRD)	1,974	0.8%	2,069	0.9%	2,069	0.9%	2,522	1.0%
Industrial Designations – Urban and Rural (Industrial, Business Park, Business Center)	1,131	0.5%	1,131	0.5%	1,131	0.5%	4,280	1.8%
Other (e.g., public, mineral overlay, Poulsbo Urban Transition Area, rights of way, cities, Tribal, federal, etc.)	65,642	27.2%	65,746	27.2%	65,746	27.2%	59,915	24.8%
<b>Total Land Use Acres</b>	<b>241,657</b>	<b>100%</b>	<b>241,657</b>	<b>100%</b>	<b>241,657</b>	<b>100%</b>	<b>241,657</b>	<b>100%</b>

Table 3.2-3 shows the distribution of Comprehensive Plan designations by UGAs under study in the Preferred Alternative. Urban residential uses compose more than 68% of uses in these UGAs. All the UGAs under study, with the exception of Gorst, are primarily residential.

**Table 3.2-3. Future Land Use Designation Distribution for Preferred Alternative (in acres)**

Urban Growth Area	Urban Residential	Commercial	Industrial	Rural	Other	Total
Kingston UGA	756	77	20	0	137	991
Silverdale UGA	3,010	843	506	0	482	4,841
Central Kitsap UGA	3,871	289	12	0	863	5,036
Bremerton East UGA	1,017	27	0	0	9	1,053
Bremerton West UGA	882	50	53	0	15	1,001
Gorst UGA	37	125	32	0	96	289
Port Orchard UGA	2,325	512	61	0	519	3,417
ULID6	0	0	0	0	666	666
<b>Study UGA Total</b>	<b>11,898</b>	<b>1,923</b>	<b>684</b>	<b>0</b>	<b>2,787</b>	<b>17,294</b>
<b>Percent of Total</b>	<b>68.8%</b>	<b>11.1%</b>	<b>4.0%</b>	<b>0.0%</b>	<b>16.1%</b>	<b>100.0%</b>

Note: Totals may be different due to rounding. These numbers do not include areas that now been annexed, except for ULID 6 which is shown as "Other" because it has been annexed and is part of the City acres.  
 Source: Kitsap County Special Projects Division; BERK 2012

### Current Land Uses in Preferred Alternative Boundaries

Existing land use was derived from Kitsap County Assessor’s records and the County’s Geographic Information System (GIS) and describes the current use of property today. Existing land use patterns within the unincorporated UGAs are primarily residential or undeveloped open space. Table 3.2-4 compares the breakdown of existing land uses in the unincorporated UGAs for Alternative 2 and the Preferred Alternative. Under the Preferred Alternative boundaries, residential uses are nearly half (47.8%) of all acres. Vacant land (23.5%), parcels with current use tax exemptions (5.9%), park/recreation areas (6.4%), and common areas (5.3%) account for over forty percent (41.1%) of all acres within the unincorporated UGAs. Commercial and industrial uses compose 3.4% and 2.0% of unincorporated UGAs’ acres, respectively.

**Table 3.2-4. Existing Land Use Study UGAs by Alternative Boundaries**

Existing Land Use	Alternative 2		Preferred Alternative	
	Acres	Percent	Acres	Percent
Commercial	678	3.2%	675	3.4%
Common Area	1,097	5.2%	1,042	5.3%
Current Use	1,201	5.7%	1,166	5.9%
Incorporated City	0	0.0%	0	0.0%
Industrial	399	1.9%	398	2.0%
Institutional	300	1.4%	297	1.5%
Park/Recreation	1,310	6.2%	1,265	6.4%
Public Facility	507	2.4%	475	2.4%

**Table 3.2-4. Existing Land Use Study UGAs by Alternative Boundaries (continued)**

Existing Land Use	Alternative 2		Preferred Alternative	
	Acres	Percent	Acres	Percent
Residential	10,211	48.2%	9,439	47.8%
Transportation/Utilities	389	1.8%	256	1.3%
Vacant Land	5,102	24.1%	4,649	23.5%
Water Area	3	0.0%	381	0.0%
Unclassified	0	0.0%	96	0.5%
<b>Total</b>	<b>21,196</b>	<b>100.0%</b>	<b>20,140</b>	<b>100.0%</b>

Note: For the existing land use statistics, the alternatives' boundaries include territory that was annexed from 2006 through 2012. It is parcel based information.

Source: Kitsap County GIS; BERK 2012

Compared to Alternative 2, the Preferred Alternative has fewer total UGA acres. Within the smaller geographies of the alternatives' study UGAs, vacant land and transportation/utilities compose a smaller proportion of current use for the geographies of the Preferred Alternative than for Alternative 2. Other uses, such as residential, commercial, industrial and institutional uses are about the same percent of total acres for all two alternatives' boundaries.

A map of current land uses is presented in Figures 3.2-1 to 3.2-2 showing current land uses for the north and south County for the Preferred Alternative's unique boundaries. See the Draft SEIS for Draft SEIS alternatives maps including Alternative 2.

### Land Use Conversion, Activity Levels, and Land Use Compatibility

All of the studied alternatives, including the Preferred Alternative, assume an increase in population and employment over the study period up to 2025. As a result of the expected growth, areas with new development would see an increase in activity in the localized area.

Impacts of the additional population and employment growth include:

- Conversion of undeveloped land, such as vacant land for new residential, commercial and/or industrial uses.
- Increased intensity of use on parcels currently developed through the redevelopment of those parcels or infill development on currently underutilized parcels.
- Land use compatibility issues resulting from the encroachment of new urban development patterns on current uses, often more rural in nature. Encroachment can also include two or more urban uses, such as industrial and residential uses, that are likely to have more conflicts. Encroachment can occur within the existing UGAs or in rural areas adjacent to the UGA boundary.

# Kitsap County North


## Preferred Alternative Existing Land Use


 Urban Growth Area Boundary

 Incorporated City Boundary

### Land Use Category


 Commercial

 Industrial


 Current Use


 Residential

 Vacant Land

 Common Area

 Park/Recreation


 Public Facility


 Institutional


 Transportation/Utilities


 Incorporated City

 State Highway

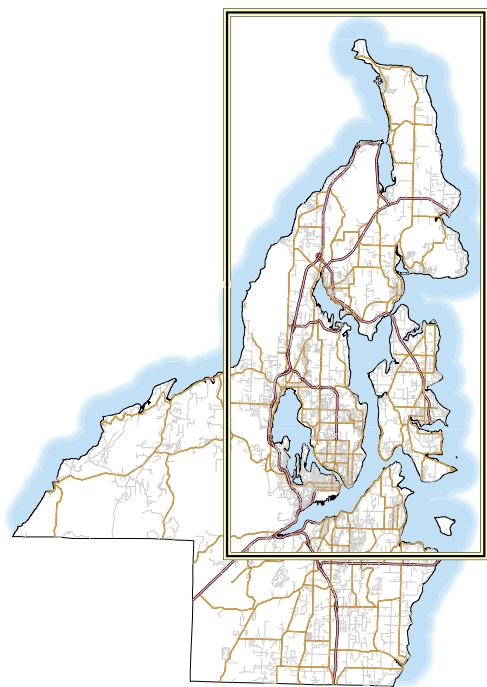
 Major Road

 Collector / Arterial

 Local Access/Local Road

 Railroad Lines

 Greater Puget Sound Hydrology



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0 2,550 5,100 10,200 15,300 20,400 Feet

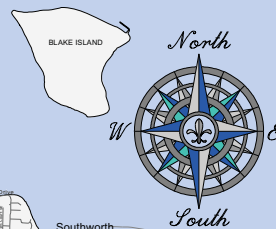
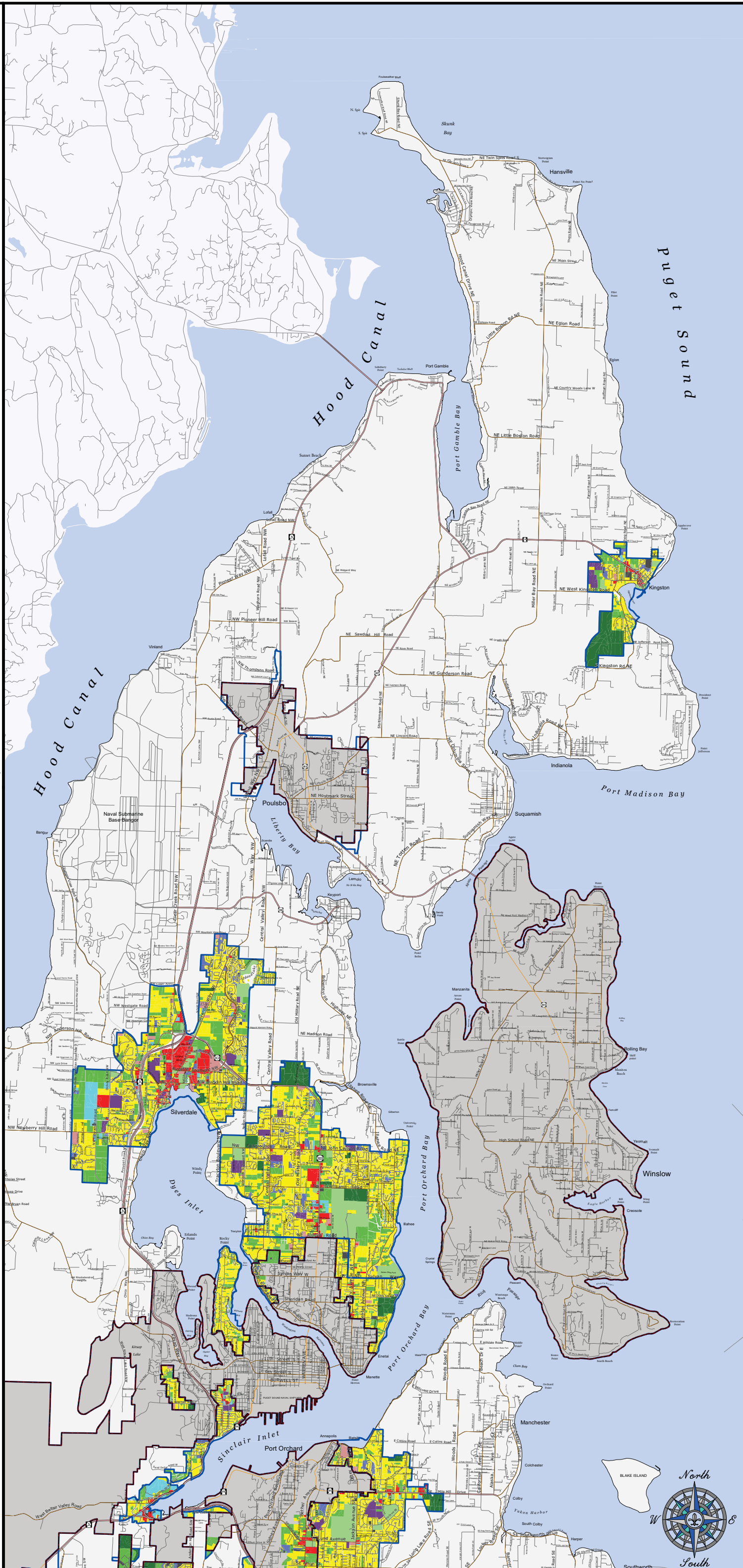














Figure 3.2-1 Preferred Alternative-North









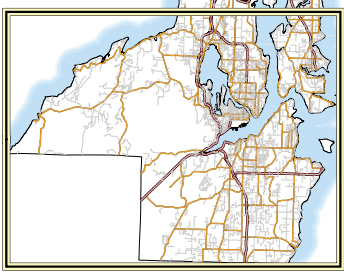
# Kitsap County South Preferred Alternative Existing Land Use

-  Urban Growth Area Boundary
-  Incorporated City Boundary

## Land Use Category

-  Commercial
-  Industrial
-  Current Use
-  Residential
-  Vacant Land
-  Common Area
-  Park/Recreation
-  Public Facility
-  Institutional
-  Transportation/Utilities
-  Incorporated City

-  State Highway
-  Major Road
-  Collector / Arterial
-  Local Access/Local Road
-  Railroad Lines
-  Greater Puget Sound Hydrology



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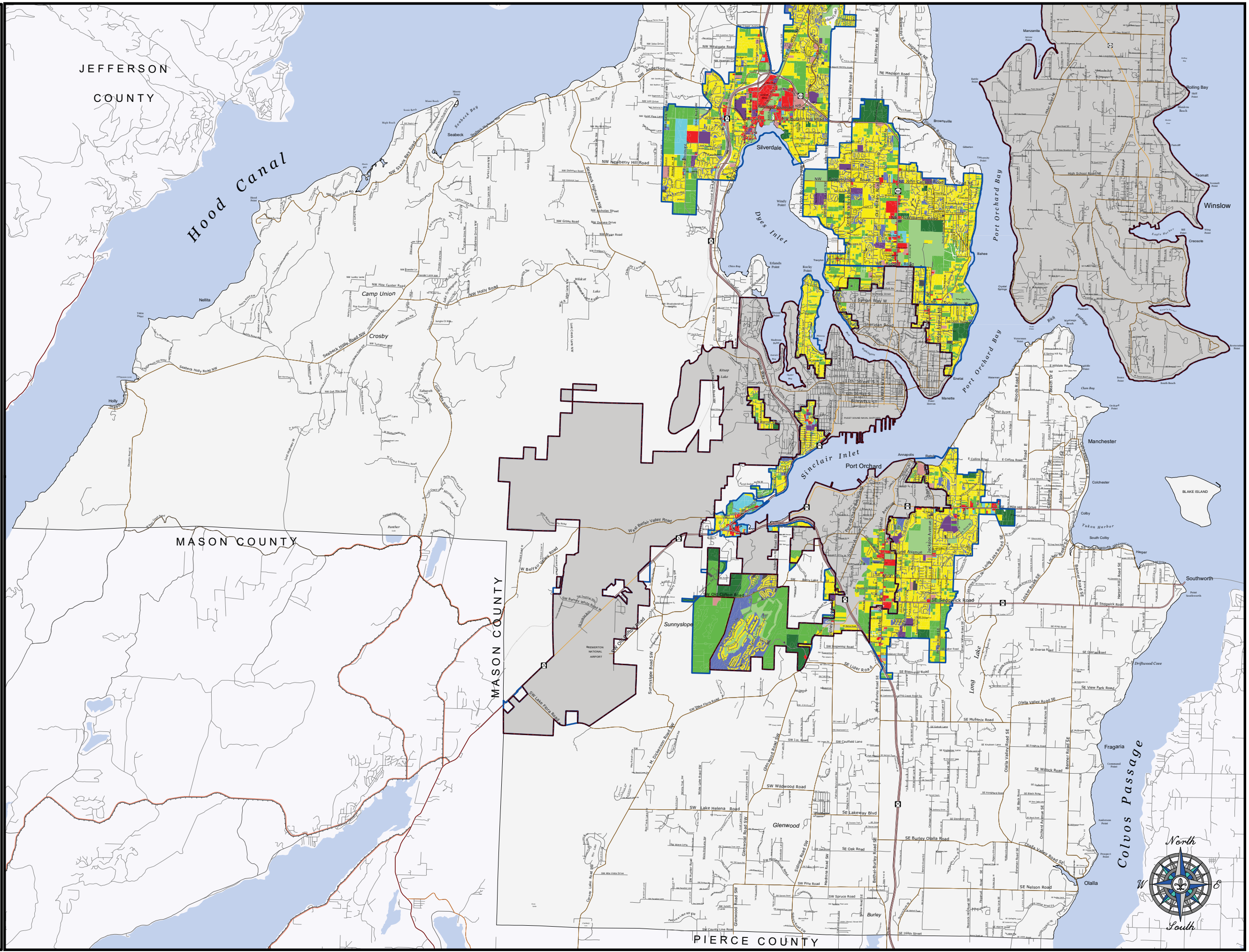


Figure 3.2-2 Preferred Alternative-South





## Land Use – Residential Mix

The large majority of acres (68.8%) under the Preferred Alternative are designated Urban Residential uses (Urban Low, Urban Cluster, Urban Restricted, Urban Medium, and Urban High). See Table 3.2-3.

In the Preferred Alternative, the amount of lower density designations (Urban Low, Urban Cluster, and Urban Restricted) relative to higher density designations (Urban Medium, Urban High, and various mixed use zones) decreases as a greater share of land in these higher density designations by virtue of eliminating low density territory from the UGA boundaries. The Preferred Alternative UGAs have 17.8% of land in these higher density use designations, which is higher than Alternative 2 (16.3%).

## Conversion of Uses

Vacant land makes up 23.5% of total current acres under the Preferred Alternative. Vacant or less intensely used parcels will likely be converted to residential and commercial uses to accommodate the projected population and employment growth in these UGAs; see Figures 3.2-3 and 3.2-4 for a map of vacant redevelopable land. Growth is more focused on a smaller area than under Alternative 2. As a result, this alternative has less land area that can be converted to other uses than Alternative 2.

The Silverdale, Central Kitsap, and Port Orchard UGAs have the most vacant land with 1,089, 710 and 514 acres, respectively. The Bremerton West UGA has 20% of its parcel acreage classified as vacant land but a smaller total number of acres than Silverdale, Central Kitsap, or Port Orchard. These UGAs, especially Silverdale, Port Orchard, and Central Kitsap, have the most acres that could be likely converted to residential and/or commercial uses.

In Central Kitsap, a new area of Urban Low Residential extended north of Waaga Way would abut Rural Residential designated property<sup>5</sup>. This could create a new precedent for urban densities north of that roadway, and create pressure to convert other properties to urban uses in the future, though they would be subject to scrutiny under a docket process. However, some of the pressure for conversion can also be attributed to the existing availability of urban services in this vicinity. Proposed uses and development standards would be strictly controlled, and focused on senior housing purposes.

In the Silverdale UGA, the Barker Creek area would be designated for rural uses, rather than Urban Restricted under Alternative 2. Thus the development pattern would be lower density, and there would be a transitional urban separator between the Central Kitsap and Silverdale UGAs.

## Changes in Activity Level

For the Preferred Alternative, the projected growth within the UGAs and higher assumed densities would result in more intense use of land within the UGAs than under Alternative 2. The overall density of the projected growth (projected population growth per developable acres) in UGAs for the Preferred Alternative is 14.6 people per developable acre, which is higher than Alternative 2 (13.8 population growth per developable acre). UGAs with the highest future population densities include Bremerton East, Bremerton West, Central Kitsap, Silverdale, and Port Orchard, which all have assumed densities greater than 15 additional people per developable acre. The additional population would likely mean more activity in terms of population density, traffic, and noise, though occurring in a more compact area under the Preferred Alternative than under Alternative 2.

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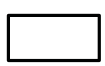






<sup>5</sup> This extension was studied as a docket item in the 2006 10-Year Update Integrated Comprehensive Plan and EIS, but not approved at that time.

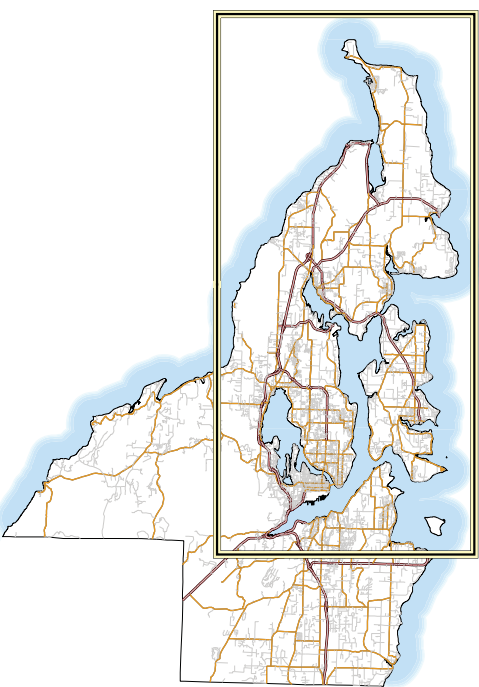


# Kitsap County North

*Preferred  
Alternative*

## Residential Development Capacity

-  Parcels with Additional Development Capacity
-  Urban Growth Area Boundary
-  Incorporated City Boundary
-  State Highway
-  Major Road
-  Collector / Arterial
-  Local Access/Local Road
-  Railroad Lines
-  Greater Puget Sound Hydrology



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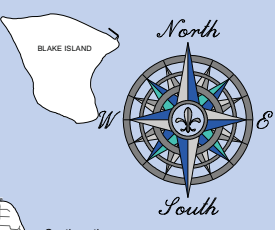
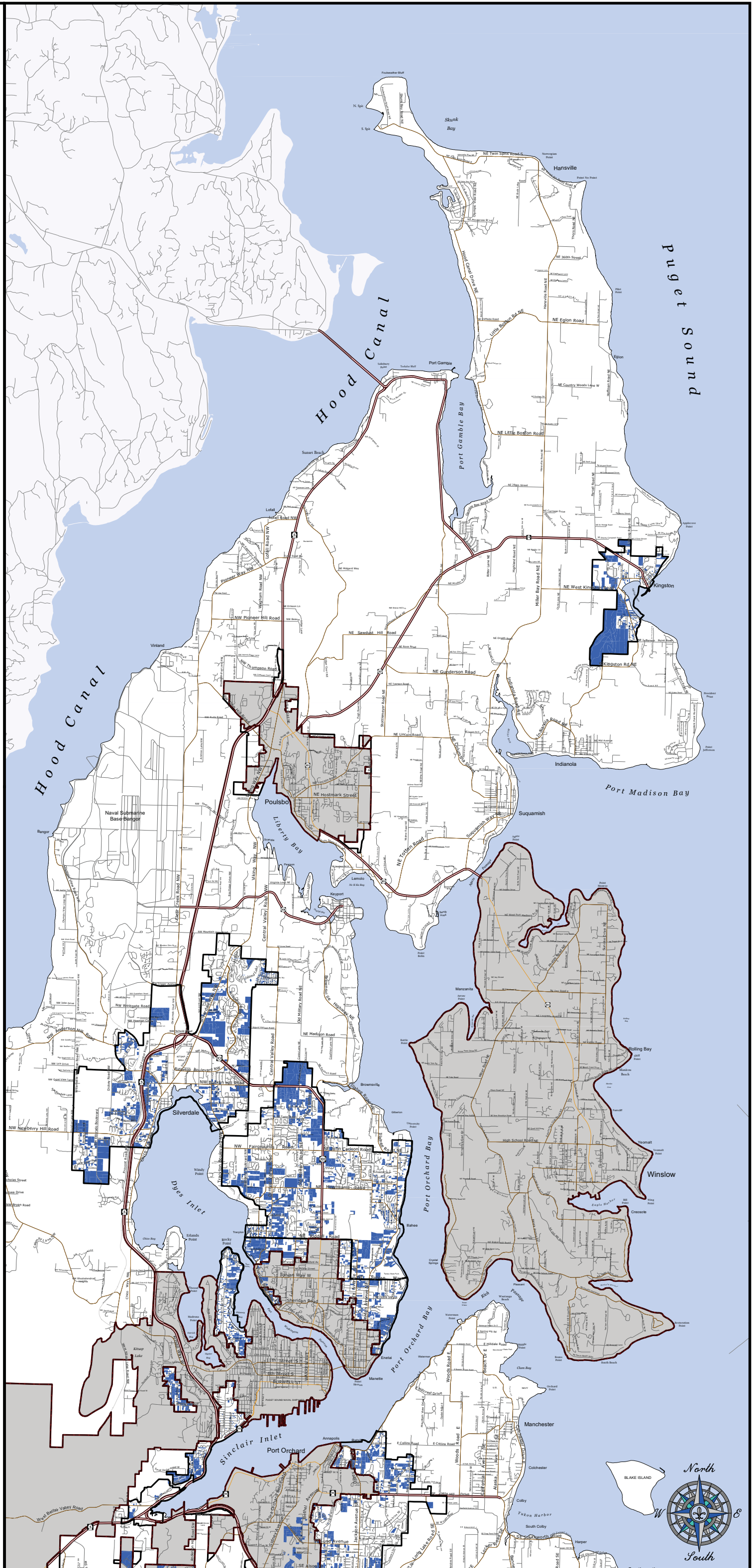
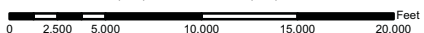











Figure 3.2-3 Preferred Alternative- North Residential Development Capacity

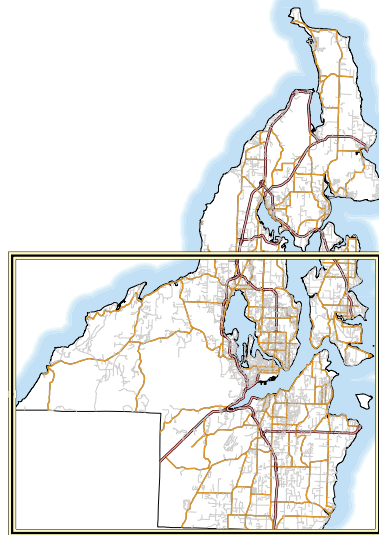


# Kitsap County South

*Preferred Alternative*

## Residential Development Capacity

-  Parcels with Additional Development Capacity
-  Urban Growth Area Boundary
-  Incorporated City Boundary
-  State Highway
-  Major Road
-  Collector / Arterial
-  Local Access/Local Road
-  Railroad Lines
-  Greater Puget Sound Hydrology



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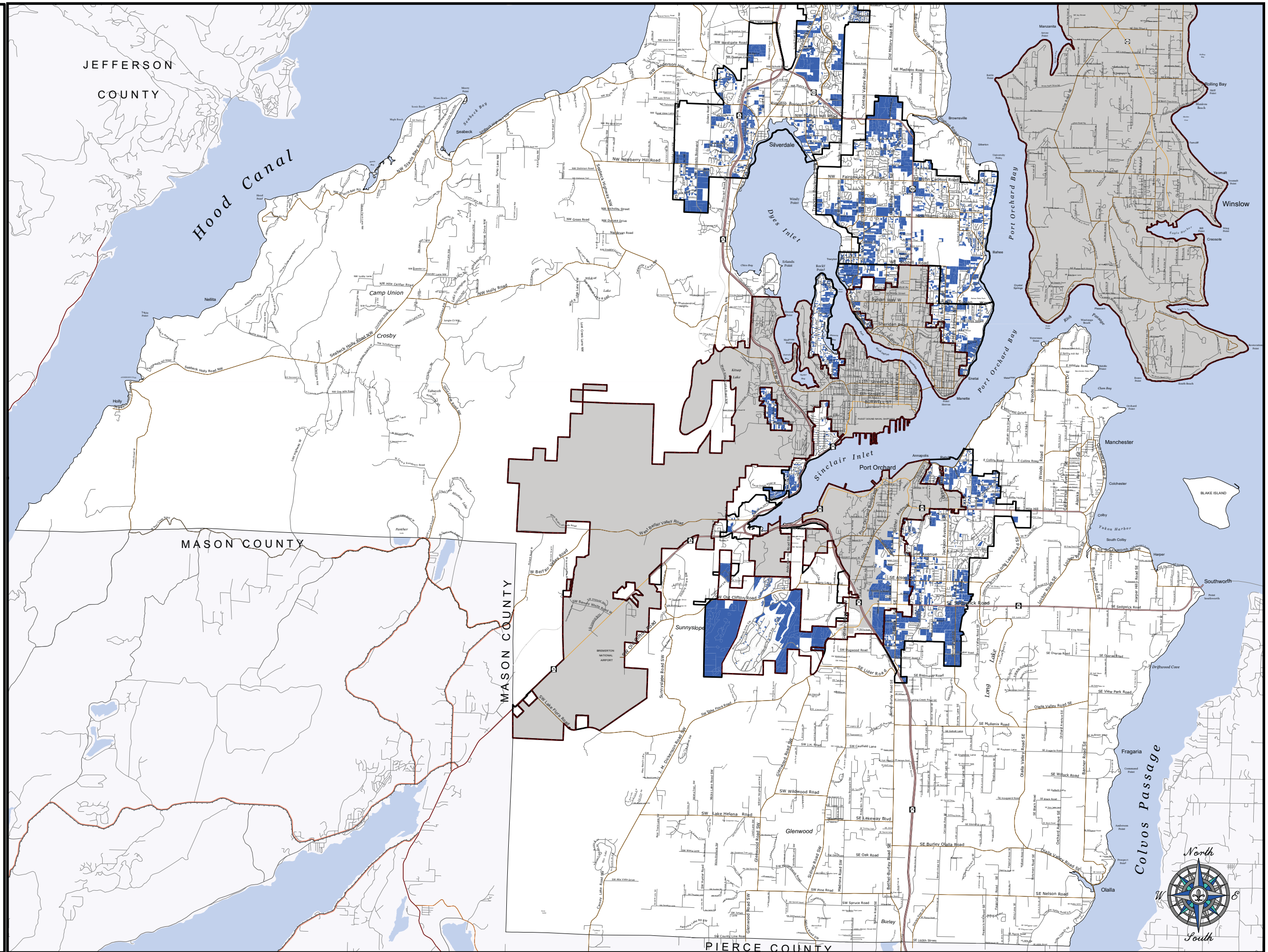
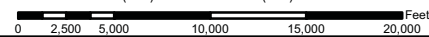


Figure 3.2-4 Preferred Alternative-South Residential Development Capacity



## Land Use Compatibility

Projected growth has the potential to create compatibility issues with existing lower density residential and open space uses, particularly during the transition from semi-developed, suburban, to urban uses. The encroachment of different uses will mainly occur in those UGAs with a large amount of vacant and developable land, which include Silverdale, Central Kitsap, and Port Orchard UGAs under the Preferred Alternative.

Growth within the UGAs may also create conflicts with rural uses on the other side of the UGA's boundaries. Land uses on the boundaries within the UGAs are mostly Urban Low Residential with Rural Residential adjacent to the UGA boundaries. There would be minimal compatibility issues between these uses in such situations.

In a few areas, portions of the UGA do border more sensitive areas.

- The northern part of Silverdale's UGA boundary designated Urban Low Residential is adjacent to an area designated Rural Protection. The adjacent differences in density would likely have a small impact.
- A small area of Silverdale's UGA also borders a Rural Wooded use designation. Part of the area within Silverdale is already a built out residential. The remaining area that could encroach on the Rural Wooded use is fairly small and would have minimal impact.
- Lastly, a portion of Port Orchard's UGA is adjacent to a designated Rural Protection area. Part of the area within the UGA is already developed residential uses and would result in little additional encroachment. There is capacity for some new residential development along the area, and part of the area outside of the UGA already has low density residential development. Impacts from the development of the area inside the UGA would likely not be significant on the adjacent Rural Protection area.

In Central Kitsap, a new area of Urban Low Residential extended north of Waaga Way would abut Rural Residential designated property. This could alter the rural character north of this main roadway.

## Shoreline

Kitsap County's Shoreline Management Master Program (SMMP) was adopted in 1999 and addresses land uses and development standards for shoreline activities. Current environment designations include Natural, Conservancy, Rural, Semi-Rural, and Urban. Kitsap County is currently updating its SMMP and maps (see Draft SEIS for current and proposed shoreline designations). The proposed environment designations, consistent with state rules, include: Natural, Rural Conservancy, Urban Conservancy, Shoreline Residential, and High Intensity, listed in order by increasing level of use.

Under the Preferred Alternative, less land would be located in UGAs and proposed environment designations would require adjustment to reflect that. The effect of UGA reductions on proposed designations is discussed below:

- **Kingston:** Shoreline residential areas along Washington Boulevard NE and near NE Jefferson Point Road would be removed from the UGA and given Rural Residential Comprehensive Plan land use designations. The proposed SMP considers Urban Conservancy and Shoreline Residential environment designations in the UGA reduction areas; the Urban Conservancy designation would not be compatible with the Rural Residential land use

designation and should be revisited to ensure consistency between the land use plan and shoreline designations.

- **Silverdale:** Residential and vacant land along Dyes Inlet along SR 3 would be redesignated from Urban Restricted to Rural Residential in the Comprehensive Plan. The proposed SMP calls for Shoreline Residential which may be appropriate with Rural Residential land use designations.
- **Central Kitsap:** The areas proposed for UGA removal in the Gilberton and Dyes Inlet area are in part lower density and environmentally constrained areas. The proposed SMP calls for Rural Conservancy, Shoreline Residential and Urban Conservancy. Urban Conservancy is meant for application in UGAs and LAMIRD and should be revisited.
- **East Bremerton:** The Preferred Alternative would not change the current UGA boundary in East Bremerton. The proposed shoreline environment designations of Shoreline Residential and Urban Conservancy would be consistent within the UGA boundaries.
- **West Bremerton:** The Preferred Alternative would not change the current UGA boundary in West Bremerton. The proposed shoreline environment designations of Shoreline Residential and Urban Conservancy would be consistent within the UGA boundaries.
- **Gorst:** No UGA changes are proposed along the shoreline. The proposed High Intensity and Urban Conservancy shoreline environment designations would be consistent within the UGA boundaries.
- **Port Orchard:** Areas along Beach Drive would be removed from the UGA. The proposed SMP applies Shoreline Residential which appears to be compatible with rural land use designations. The Preferred Alternative would remove all UGA territory along Long Lake, and a Rural land use designation would be compatible with the proposed environment designation of Rural Conservancy.

### 3.2.2. Relationship to Plans and Policies

#### *Planning Goals*

The Preferred Alternative would more completely meet the intent of GMA goals to guide growth in urban areas, reduce sprawl, and are less likely to prematurely convert rural areas to urban areas as discussed in Table 3.2-5. This is due to the more compact UGA boundaries and the higher densities planned. To a greater degree than Alternative 2, the Preferred Alternative avoids some concentrations of critical areas by removing more UGA territory along shorelines, critical areas, and other locations. Both alternatives provide for more open space by returning some undeveloped lands to a rural classification, with a greater amount reclassified to rural designations under the Preferred Alternative than Alternative 2. Both the Preferred Alternative and Alternative 2 would be more in balance in terms of growth targets (less than 5% under the target) and urban land supply and may have less pressure on rural areas as a result. The Preferred Alternative would be even closer to the growth target than Alternative 2.



**Table 3.2-5. Growth Management Act Goals**

GMA Goal	Alternative 1	Preferred Alternative	Alternative 2	No Action	Discussion
Guide growth in urban areas	✓	+	+	○	Alternatives 1 and 2 and the Preferred Alternative provide for more compact UGA boundaries. Alternative 1 is the most compact, but does not meet the growth targets for UGAs, being undersized by 14%; this may mean that higher levels of growth could occur in rural areas. Alternative 2 provides UGA sizing that is within 3% of the target (slightly low and within the County's +/-5% tolerance). The Preferred Alternative is closest to the growth targets and achieves that in a more compact boundary than Alternative 2; it is within 2% of the growth target. The No Action Alternative provides for UGAs that are oversized by about 31%.
Reduce sprawl	+	+	+	○	By providing for the smallest studied UGA, and the highest densities in the urban areas, Alternative 1 would promote compact growth and not sprawl. Alternative 2 is also more compact and provides for higher densities than the No Action Alternative with boundaries a little bigger than Alternative 1. The Preferred Alternative UGA boundaries are in the range of Alternative 1 and 2; the Preferred Alternative promotes growth consistent with countywide growth forecasts in a smaller boundary than Alternative 2.
Protect rural character	+	+	+	✓/-	All alternatives would retain the Rural Element that promotes and protects rural lands, as well as retain a TDR program. Alternatives 1 and 2 and the Preferred Alternative would place more land into rural status, while the No Action Alternative would have less rural lands. Being oversized, the No Action Alternative has had the potential to pre-maturely convert rural lands. Some lands proposed for exclusion from the UGA have started to become urbanized (e.g. some vested plats). To the extent feasible, the County has retained vested development in the alternative UGA boundary proposals.
Encourage an efficient multimodal transportation system	✓	✓	✓	✓	All alternatives would add traffic to County and state roads, but all would meet the County's countywide concurrency measures. See Section 3.2.4 of this Final SEIS for Preferred Alternative results. Full analysis of the other alternatives is also found in Section 3.2.4 in the Draft SEIS.
Encourage a variety of housing types including affordable housing	✓	✓	✓	✓	All alternatives promote housing variety and include goals promoting affordability. Action Alternatives 1 and 2 as well as the Preferred Alternative preserve most of the higher density and mixed use designations on the corridors and in higher density nodes despite the UGA boundary changes. Alternative 1 would remove some mixed use zoned areas in the Port Orchard UGA. The Preferred Alternative would upzone a parcel in the Silverdale UGA to an Urban Medium Density Residential classification.
Promote economic development	✓	✓	✓	✓	All alternatives provide for employment growth to meet forecasts. Alternative 1 would remove some mixed use zoning in Port Orchard UGA, and may slightly alter the available land.
Recognize property rights	✓	✓	✓	✓	Under all alternatives, all properties are given a reasonable use of land, with at least a single family residence allowed.

**Table 3.2-5. Growth Management Act Goals (continued)**

GMA Goal	Alternative 1	Preferred Alternative	Alternative 2	No Action	Discussion
Ensure timely and fair permit procedures	N/A	N/A	N/A	N/A	The remand does not affect development regulations that address permits.
Protect agricultural, forest, and mineral lands	✓	✓	✓	✓	All alternatives avoid designated resource lands in terms of UGA boundaries.
Retain and enhance open space	✓/+	✓/+	✓/+	✓	All alternatives would implement the County's parks and recreation plans and critical areas regulations. Action Alternatives 1 and 2 and the Preferred Alternative may promote more land in a rural category which may have an open space character.
Support parks and recreation	✓	✓	✓	✓	All alternatives would increase the demand for parks and recreation. The County's parks plans would be implemented to help offset the demand. See Section 3.3.4 of this Final SEIS for more discussion about the County's LOS regarding the Preferred Alternative results. Full analysis of the other alternatives is also found in Section 3.3.4 in the Draft SEIS.
Protect the environment	✓/+	✓/+	✓/+	✓	Alternatives 1 and 2 as well as the Preferred Alternative avoid some concentrations of critical areas by removing UGA territory along shorelines, critical areas, and other locations. However, under all alternatives, critical area and shoreline regulations would guide development.
Ensure adequate public facilities and services	✓	✓	✓	✓	All alternatives increase the demand for public facilities and services. All would require mitigation measures to ensure adequate facilities and services. See Section 3.3 of this Final SEIS regarding the Preferred Alternative. Full analysis of the other alternatives is also found in Section 3.3 in the Draft SEIS.
Encourage historic preservation	✓	✓	✓	✓	All alternatives would be subject to Comprehensive Plan policies and federal and state laws that promote the protection and preservation of historic and cultural features.
Foster citizen participation	✓	✓	✓	✓	All alternatives are undergoing public review as part of the remand effort. Chapter 2 of this Final SEIS describes the public participation efforts to date.

Source: Berk 2012

Legend: ✓ = generally meets; + = greater emphasis; ○ = partially meets; N/A not applicable; TBD = to be determined

### *Population Forecasts*

Kitsap County considers UGA capacity within +/- 5% of the growth target to be appropriately sized. The No Action alternative has 31% more capacity than projected population and is not appropriately sized. Alternatives 1 and 2 as well as the Preferred Alternative have less capacity than projected population. Alternative 2 has capacity that is within 3% of the projected population, while the Preferred Alternative has capacity that is within 2% of the projected population. These two alternatives are appropriately sized. Alternative 1's capacity is undersized at 14% under the projected population and is outside of the County's desired +/- 5% guideline.

The population growth adopted in Countywide Planning Policies, and nearly matched by the Preferred Alternative and Alternative 2, is within the range of new 2012 growth estimates

projected by the State Office of Financial Management for 2025 and years beyond. See Chapter 2, Section 2.6 for a discussion of OFM growth forecasts.

*UGAs*

Action Alternatives account for annexations that have taken place since 2006 (including the pending Port Orchard annexation approved in April 2012), whereas the No Action Alternative illustrates UGAs as if annexations have not yet occurred. To have an equal comparison Table 3.2-6 identifies the differences in the study UGA boundaries among the alternatives with and without annexations since 2006. Alternative 1 would reduce the UGA acres by 35%, the Preferred Alternative by 21%, and Alternative 2 by 13%. The Preferred Alternative accomplishes a growth level close to population growth targets in the Countywide Planning Policies and in a smaller geographic area than Alternative 2.

**Table 3.2-6. Study UGA Acres**

Geographic Assumptions	Alternative 1	Preferred Alternative	Alternative 2	No Action
Study UGAs as proposed, excluding annexations post 2006	17,260	20,141	21,698	24,491
Annexation Acres 2006-2012	3,512	3,512	3,512	3,512
Study UGAs with Annexations 2006-2012	13,748	16,629	18,186	20,979
Acre Difference with No Action	7,231	4,350	2,793	-
Percent Difference with No Action	-35%	-21%	-13%	0%

Note: Table 3.2--6 has been modified from the Draft SEIS to correct territory in recently annexed areas and areas remaining unincorporated (for all alternatives ULID6 boundaries were slightly corrected; and for the No Action Alternative, the Port Orchard Annexations were inadvertently counted both in the annexation acres and in the Study UGAs with Annexations 2006-2012). There is no change to the relative difference among Alternatives. The overall conclusions and range are relatively the same as well.  
 Source: Kitsap County Special Projects Division 2012; BERK

All alternatives include land characterized by urban development or areas adjacent to urban land, but Alternatives 1 and 2, and the Preferred Alternative, are more compact and include less vacant and semi-developed areas. The ability of each alternative accommodate its planned growth varies with Alternative 1 undersized, the No Action Alternative oversized, and Alternative 2 and the Preferred Alternative more in balance. See the discussion of population forecasts above.

The ability of the Preferred Alternative to provide for adequate services and facilities is addressed in Section 3.3 of this Final SEIS; see the Draft SEIS for other studied alternatives. In general, Alternative 1 would have the least demand on facilities and services and the No Action Alternative the most, with Alternative 2 in the middle. The Preferred Alternative has a nearly identical service demand as Alternative 2.

*Plan Consistency*

Internal Kitsap County Comprehensive Plan consistency as well as external consistency with a series of regional, municipal, and tribal plans are addressed below.

As required by GMA, Kitsap County has submitted proposed Comprehensive Plan and development regulations as well as the Draft SEIS to the State of Washington Department of Commerce for a review consistency with all requirements of the GMA.

### Public Participation

Consistent with GMA, public involvement has been based on a public participation plan and has involved workshops, open houses, and hearings. The process to date is described in Chapter 2 of this Final SEIS. Future public input opportunities include a Board of County Commissioner hearing and deliberation. A webpage has been set up and maintained throughout the process.

### CPSGMHB

The County has developed alternatives based on a trends analysis as directed by the CPSGMHB decision on remand, and has prepared Comprehensive Plan and development regulation amendments that are based on higher densities and smaller UGA boundaries than the current plan (No Action) Alternative. The County intends to conclude its planning process in late August 2012 per the remand order.

### SEPA

In 2006 the County prepared an EIS on three draft alternatives and a preferred alternative (largely the same as the No Action Alternative in this SEIS). The study alternatives in this SEIS fall in the range of the prior analysis as shown in Table 3.2-7. The 2012 Preferred Alternative is smaller in UGA territory than Alternative 2 and slightly higher in population.

**Table 3.2-7. Alternatives Comparison: 2006 EIS and 2012 SEIS Alternatives**

Feature	2006 EIS No Action Alternative	2012 SEIS Alternative 1	2012 SEIS Preferred Alternative	2012 SEIS Alternative 2	2006 EIS Preferred Alternative (2012 SEIS No Action Alternative)	2006 EIS Alternative 2	2006 EIS Alternative 3
Unincorporated UGA square miles (with Poulsbo and SKIA, outside of cities)	38.4	39.3	42.1	46.2	51.1	51.8	57.6.
Population Growth of Unincorporated UGAs (with Poulsbo and SKIA) and other Unincorporated Areas Combined	48,782	49,638	54,303	53,868	2006: 56,865 2012: 66,544	56,869	75,035

Source: Kitsap County 2006; Kitsap County Special Projects Division; BERK 2012

Given that the current alternatives are within the range of the prior EIS, the County could have selected a SEPA compliance process involving less analysis. However, the County has voluntarily prepared this SEIS to support the public review process, highlight the new UGA and land use alternatives, and illustrate trends data.

## Vision 2040 and Transportation 2040

### Centers Designation

All alternatives maintain centers designations for Silverdale, and none would change the boundaries or the land use within the designated center. Any mixed use or residential densities would be higher under Alternatives 1 and 2 and the Preferred Alternative than the No Action Alternative. However, all alternatives would continue to meet or exceed the center designation criteria. The City of Bremerton has annexed SKIA and no change to center status is anticipated there, as is also the case with Downtown Bremerton.

### *VISION 2040 Framework Policies*

None of the alternatives change the growth allocations adopted in CPPs and applicable to the various cities and communities in VISION 2040. Accordingly, there is no anticipated impact to the designations of the cities and communities under the regional plan as metropolitan, core, large city and small city.

The consistency of the alternatives with VISION 2040's overarching goals is described below.

- **Environment:** This SEIS considers the impacts of land use, development patterns, and transportation on the ecosystem. Alternatives 1 and 2 and the Preferred Alternative do avoid some concentrations of critical areas by removing UGA territory along shorelines, critical areas, and other locations. However, under all alternatives, critical area and shoreline regulations would guide development.
- **Development Patterns:** Alternatives 1 and 2 and the Preferred Alternative provide for more compact UGA boundaries. Alternative 1 is the most compact, but does not quite meet the growth targets for UGAs, being undersized by 14%; which could result in higher levels of growth occurring in rural areas. Alternative 2 provides UGA sizing that is within 3% of the target (slightly low but within the County's +/-5% tolerance). The Preferred Alternative is within 2% of growth targets (slightly low but within the County's +/-5% tolerance), but accommodates the growth in a more compact boundary than Alternative 2. The No Action Alternative provides for UGAs that are oversized by about 31%. Thus Alternatives 1 and 2 and the Preferred Alternative are more able to focus growth within already urbanized areas. Under all alternatives Centers will continue to be a focus of development. All alternatives would retain the Rural Element that promotes and protects rural lands, as well as retain a TDR program. Alternatives 1 and 2 and the Preferred Alternative would place more land into rural status, while the No Action Alternative would have less rural lands. Being oversized, the No Action Alternative has had the potential to pre-maturely convert rural lands.
- **Housing:** All alternatives would add housing at different densities providing greater housing opportunities and choices at all income levels, including affordable levels. By reducing the UGAs and assuming higher densities, Alternatives 1 and 2 and the Preferred Alternative would provide a greater share of housing in higher density zones. For Alternative 1, 19.8% of land in the UGAs is in these higher density use designations the most of the three studied alternatives. For Alternative 2, 16.3% of land in the UGAs is in these higher density use designations, lower than Alternative 1 because there are smaller UGA reductions, but it is still higher than the No Action Alternative. The Preferred Alternative achieves a greater percentage of higher density designations than Alternative 2 at 17.8%. The No Action Alternative provides 14.1% of land in study UGAs in higher density designations the lowest of studied alternatives.
- **Economy:** All alternatives provide for employment growth to meet forecasts. Alternative 1 would remove some mixed use zoning in Port Orchard UGA, and may slightly alter the available land.
- **Transportation:** All alternatives would add traffic to County and state roads, but all would meet the County's countywide concurrency measure. See Section 3.2.4 of this Final SEIS for the Preferred Alternative analysis; the Draft SEIS addresses the other studied alternatives.
- **Public Services:** All alternatives increase the demand for public facilities and services. All would require mitigation measures to ensure adequate facilities and services. See Section 3.3 of this Final SEIS for the Preferred Alternative; see Section 3.3 of the Draft SEIS for other studied alternatives. The County has coordinated with cities and special districts on capital facilities planning as described in Chapter 2.

### Transportation 2040

A review of the alternatives programmatically in relation to the key principles of Transportation 2040 is provided below:

- **Congestion and Mobility.** The studied alternatives would not exceed the countywide concurrency measures and the County has proposed transportation improvements to address local congestion issues. More compact growth patterns could be more easily served by transit. See also the discussion of vehicle miles travelled (VMT) below.
- **Environment.** Alternatives 1 and 2 and the Preferred Alternative provide for more compact growth and a greater share of higher density and mixed use growth that can help reduce VMT. The Preferred Alternative accomplishes the countywide population growth in a more compact UGA and with a greater share of higher density development than Alternative 2.
- **Funding.** The No Action Alternative would retain the current CFP that expires in 2012, though the TIP has been regularly updated. The proposed CFP developed for the Action Alternatives includes funding projections for transportation facilities under County responsibility. The County will continue to partner with the PSRC on transportation planning and funding opportunities.

### Countywide Planning Policies

Alternatives 1 and 2 and the Preferred Alternative would more completely meet the intent of CPPs for UGAs that provide for urban growth consistent with GMA; see Table 3.2-8.

Alternatives 1 and 2 and the Preferred Alternative do avoid some concentrations of critical areas by removing UGA territory along shorelines, critical areas, and other locations. They provide for more open space by returning some undeveloped lands to a rural classification. More than any other studied alternative the Preferred Alternative would be more in balance in terms of growth targets and urban land supply and may have less pressure on rural areas as a result; it is similar in growth but more compact in land area than Alternative 2.

The County has prepared land capacity analysis, updated Comprehensive Plan policies and zoning regulations consistent with CPPs addressing UGAs.

**Table 3.2-8. CPP Consistency Analysis**

CPP Concept Summary	Discussion
<p><b>Countywide Growth Pattern:</b> Establishes the countywide vision which includes livable urban communities and neighborhoods, centers for employment, civic activities and housing; a vital diversified economy; efficient multi-modal transportation system; natural systems protection; maintaining the character of rural areas; and responsive government.</p> <p>The role of Kitsap County in the countywide growth pattern is to:</p> <ul style="list-style-type: none"> <li>▪ Keep regional vision in mind when making local decisions</li> <li>▪ Promote stewardship of unincorporated urban areas and promote annexation into cities or incorporation</li> <li>▪ Maintain/enhance natural systems and rural character</li> <li>▪ Include a variety of low density rural communities, densities, and uses</li> </ul>	<p>All alternatives include the County vision and policies addressing livable urban communities and neighborhoods, centers for employment, civic activities and housing; a vital diversified economy; efficient multi-modal transportation system; natural systems protection; maintaining the character of rural areas; and responsive government. Some policies would be updated with the Alternatives 1 and 2 and the Preferred Alternative to maintain consistency with land capacity and UGA boundary results.</p> <p>The County continues to promote stewardship of the UGA until annexation or incorporation and has coordinated with the cities as identified in Chapter 2. See a discussion of environmental and rural policies elsewhere on this chart.</p>

**Table 3.2-8. CPP Consistency Analysis (continued)**

CPP Concept Summary	Discussion
<p><b>Urban Growth Areas.</b> Includes the outline of the land capacity analysis program, which serves as the basis for UGA expansion, establishes policies on population increments, and establishes process and criteria for expanding and adjusting UGAs. These criteria include:</p> <ul style="list-style-type: none"> <li>▪ UGAs are areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature per GMA.</li> <li>▪ Unincorporated UGAs shall be associated with an existing or future city.</li> <li>▪ All UGAs shall be reflected in County and respective city comprehensive plans.</li> <li>▪ Sufficient area must be included in the UGAs to accommodate the adopted 20-year population distribution in the CPPs developed by the KRCC.</li> <li>▪ A jurisdiction may define growth tiers within its UGA or phase utility development.</li> <li>▪ The County, city, or interested citizens may initiate an amendment to an existing UGA.</li> <li>▪ Any jurisdiction seeking to expand its UGA shall achieve densities consistent with the GMA and the City's adopted Comprehensive Plan and any interlocal agreement between the City and the County.</li> <li>▪ If an adopted or proposed 20-year projected population distribution may require expansion of its UGA, the respective jurisdiction shall conduct planning and analysis, including a land capacity analysis, assessment of present zoning; consideration of reasonable measures; and ability to provide services first to areas with adequate public facilities and services, second to areas that can be served by a combination of existing and expanded public services and facilities, and last to areas adjacent to the first and second priority areas.</li> <li>▪ A jurisdiction, as part of its Comprehensive Plan amendment or sub-area plan process, that proposes an expansion of the UGA shall prepare or update a comparison of potential areas for expansion, including. Planning and zoning regulations currently in place; an evaluation of how a full range of urban-level infrastructure and services would be provided within potential expansion areas, including appropriate capital facility analysis; and other factors, including but not limited to: environmental constraints; economic development; preservation of cultural, historical, and designated resource lands.</li> <li>▪ Conduct early and continuous public involvement when establishing, expanding, or adjusting UGAs.</li> </ul>	<p>The County is continuing to follow its ULCA method, and has updated trend information informing the discount factors and densities that can be used in that methodology.</p> <p>In 2006, the County considered reasonable measures prior to considering UGA expansions, as upheld by the CPSGMHB. The County increased densities in mixed use and commercial zones, and upzoned territory, particularly along corridors, as well as considered other reasonable measures. With Alternatives 1 and 2 and the Preferred Alternative, the densities assumed in the land capacity are more reflective of trends and would further compact growth in smaller UGAs.</p> <p>Alternatives 1 and 2 and the Preferred Alternative provide for more compact UGA boundaries. Alternative 1 is the most compact, but does not quite meet the growth targets for UGAs, being undersized by 14%; which could result in higher levels of growth occur in rural areas. Alternative 2 provides UGA sizing within 3% of the target (slightly low and within the County's +/-5% tolerance). The Preferred Alternative is within 2% of growth targets (slightly low and within the County's +/-5% tolerance), but accommodates the growth in a more compact boundary than Alternative 2. The No Action Alternative provides for UGAs that are oversized by about 31%. Thus Alternatives 1 and 2 are more able to focus growth within already urbanized areas.</p> <p>The County has prepared an updated analysis of public facilities and services in a CFP. All Alternatives would require mitigation measures to ensure adequate facilities and services. See Section 3.3 of this Final SEIS for the Preferred Alternative; see Section 3.3 of the Draft SEIS for other studied alternatives.</p>
<p><b>Centers for Growth.</b> Identifies a hierarchy of areas of the county within which population and employment should be concentrated consistent with VISION 2040.</p>	<p>All alternatives maintain centers designations for Silverdale, and none would change the boundaries or the land use within. Any mixed use or residential densities would be higher under Alternatives 1 or 2 or the Preferred Alternative, but all alternatives would continue to meet or exceed the center designation criteria. The City of Bremerton has annexed SKIA and no change to center status is anticipated there, as is also the case with Downtown Bremerton.</p>
<p><b>Rural Land Uses and Development Patterns.</b> Seeks to preserve and enhance the rural character of areas outside of the UGAs, by protecting the natural environment, open space and recreation, scenic and historic areas, and supporting small scale farming, low density residential living and cluster development at an appropriate scale, and with appropriate rural levels of service.</p>	<p>All alternatives would retain the Rural Element that promotes and protects rural lands, as well as retain a TDR program. Alternatives 1 and 2 and the Preferred Alternative would place more land into rural status, while the No Action Alternative would have less rural lands. Being oversized, the No Action Alternative has had the potential to pre-maturely convert rural lands.</p>

**Table 3.2-8. CPP Consistency Analysis (continued)**

CPP Concept Summary	Discussion
<p><b>Countywide Strategies for Open Space Preservation, Resource Protection and Critical Areas, Air Quality, and Water Quality/Quantity.</b> Defines these areas and establishes the importance of maintaining, protecting and enhancing these areas.</p>	<p>All alternatives would implement the County's parks and recreation plans and critical areas regulations. Action Alternatives 1 and 2 and the Preferred Alternative may promote more land in a rural category which may have an open space character.</p> <p>Alternatives 1 and 2 and the Preferred Alternative do avoid some concentrations of critical areas by removing UGA territory along shorelines, critical areas, and other locations. However, under all alternatives, critical area and shoreline regulations would guide development. Alternatives 1 and 2 and the Preferred Alternative provide for more compact growth and a greater share of higher density and mixed use growth that can help reduce vehicle miles travelled.</p>
<p><b>Contiguous, Compatible, and Orderly Development.</b> Provides policies for cooperative inter-jurisdictional planning, and coordination of land use, transportation, environmental and infrastructure planning. Promotes fiscal equity such as revenue sharing due to changes in municipal boundaries. Provides policies on community design and development that promote the unique character of a community, encourage healthy lifestyles, and support sustainable economic and environmental development techniques.</p>	<p>The County is continuing to participate in the KRCC, and has coordinated with other agencies in the public outreach process, and the CFP preparation as described in Chapter 2. See discussions of economic and environment topics elsewhere in this matrix.</p>
<p><b>Siting Public Capital Facilities.</b> Establishes a process for the siting of regional facilities, which would mitigate the potential adverse impacts from the location and development of these facilities.</p>	<p>The focus of the Remand is not on essential public facilities. However the County is coordinating with the cities and special districts on the CFP.</p>
<p><b>Transportation.</b> Seeks to promote a transportation system, which would serve the designated centers, preserve the natural environment and provide for a balanced system for the efficient and safe movement of people, goods and services among the centers of Kitsap County and the larger Puget Sound Region. Promotes measures to reduce single occupancy vehicles, and complete streets for all modes.</p>	<p>All alternatives would add traffic to County and state roads, but all would meet the County's countywide concurrency measure. See Section 3.2.4 of this Final SEIS for the Preferred Alternative. See Section 3.2.4 of the Draft SEIS for other studied alternatives.</p>
<p><b>Housing.</b> Establishes a framework for the provision of housing with in Kitsap County to all income levels at a variety of housing densities. Promotes a jobs/housing balance.</p>	<p>All alternatives would add housing at different densities providing greater housing opportunities and choices at all income levels, including affordable levels. By reducing the UGAs and assuming higher densities, Alternatives 1 and 2 and the Preferred Alternative would provide a greater share of housing in higher density zones. For Alternative 1, 19.8% of land in the UGAs is in these higher density use designations the most of the three studied alternatives. For Alternative 2, 16.3% of land in the UGAs is in these higher density use designations, which is lower than Alternative 1 because there are smaller UGA reductions, but it is still higher than the No Action Alternative. The Preferred Alternative has a greater share of higher density designations at 17.8% than Alternative 2. The No Action Alternative provides 14.1% of land in study UGAs in higher density designations, the least of all studied alternatives.</p>
<p><b>Countywide Economic Development.</b> Encourages coordinated economic growth among all jurisdictions in Kitsap County, a healthy economy with a spectrum of jobs, and diversification. Seeks to add predictability and certainty to private development decisions.</p>	<p>All alternatives provide for employment growth to meet forecasts. Alternative 1 would remove some mixed use zoning in Port Orchard UGA, and may slightly alter the available land.</p>
<p><b>Analysis of the Fiscal Impact.</b> Identifies opportunities for jurisdictions to plan for infrastructure and services such as through comprehensive plans, capital facilities plan, at the time of UGA expansions, and UGA Management Agreements. Special districts should be involved in the planning for UGAs.</p>	<p>The County is coordinating with the cities and special districts on the CFP.</p>
<p><b>Coordination with Tribal Governments and the Federal Government.</b> Seeks to involve and inform these governments in regional and local planning efforts in the county.</p>	<p>None of the studied alternatives alter the projected land use or growth of tribal reservations. The County will continue to coordinate with the tribes through the KRCC and other forums.</p>



**Table 3.2-8. CPP Consistency Analysis (continued)**

CPP Concept Summary	Discussion
<p><b>Coordination with Federal Government including Navy.</b> Promotes coordination with the federal government on land use and other activities.</p>	<p>The County has notified federal agencies about this planning process as part of public outreach methods including notices and similar means.</p>
<p><b>Roles and Responsibilities.</b> Establishes the roles and Responsibilities for the various governments and agencies within the county including the KRCC, Kitsap County, the Cities, and Special Districts.</p>	<p>The County's role is consistent with GMA – the County in consultation with the cities is developing UGA boundaries, and is continuing periodic monitoring such as the buildable lands analysis.</p>
<p><b>Appendix B, Population Allocations.</b> In 2004, the CPPs were amended to establish a total population distribution of 331,571 people by 2025, consistent with the mid-range estimate provided by OFM. This represents an approximately 99,602-person increase above the 231,969 people counted in the 2000 census. As of the 2010 Census, the countywide population estimate was 331,571 people, leaving the remaining net increase to equal 80,438. Updating to the 2010 base year, the net increase is equivalent to a 2025 population target for the unincorporated areas of approximately 41,622 people in the unincorporated urban areas and 14,782 people in the rural areas. Focusing on the UGAs that are the subject of the remand (all UGAs except for Poulsbo and SKIA), then the unincorporated UGA target is 37,883; rural targets would remain the same at 14,782.</p>	<p>Alternative 1 is the most compact, but does not quite meet the growth targets for UGAs, being undersized by 14%; this may mean that higher levels of growth occur in rural areas. Alternative 2 provides UGA sizing that is within 3% of the target (slightly low and within the County's +/-5% tolerance). Alternative 2 provides for growth within 2% of growth targets (slightly low and within the County's +/-5% tolerance), but in a more compact boundary than Alternative 2 The No Action Alternative provides for UGAs that are oversized by about 31%.</p>

Source: BERK 2012

## Kitsap County Comprehensive Plan and Development Regulations

The Action Alternatives would require amendments to the County Comprehensive Plan due to updated growth trends, remaining growth targets with 2010 base year, new land use maps and UGA boundaries. Table 3.2-9 identifies the changes proposed as part of the Remand effort and associated with the Preferred Alternative, Alternative 1, and 2.

**Table 3.2-9 Proposed Comprehensive Plan Amendments – Action Alternatives**

Element	Proposed Changes
Introduction	<ul style="list-style-type: none"> <li>▪ Update growth figures post 2000</li> <li>▪ Reflect VISION 2040 and Transportation 2040</li> <li>▪ Describe the 2012 UGA Remand and associated public involvement activities</li> <li>▪ Reference SEIS</li> <li>▪ Update list of subarea plans</li> </ul>
Land Use	<ul style="list-style-type: none"> <li>▪ Remove outdated context information on land use and growth</li> <li>▪ Update remaining growth targets</li> <li>▪ Update descriptions of UGAs</li> <li>▪ Amend policies addressing interim and alternative wastewater techniques (the Preferred Alternative does not allow for interim septic and promotes sewer connection)</li> <li>▪ Amend policies that show associated UGAs</li> <li>▪ Amend descriptions of revenue sharing and urban growth area management agreements</li> <li>▪ Amend description of urban low-density residential and implementing zones; describe the Illahee Greenbelt zone (Alternative 2)</li> <li>▪ Remove description of Urban Village Center zone</li> <li>▪ Make a minor amendment to description of parks zone and remove the requirement to only apply the Park zone to County-owned land</li> </ul>
Rural and Resource Lands	<ul style="list-style-type: none"> <li>▪ No changes proposed</li> </ul>
Natural Systems	<ul style="list-style-type: none"> <li>▪ No changes proposed</li> </ul>
Economic Development	<ul style="list-style-type: none"> <li>▪ No changes proposed</li> </ul>

**Table 3.2-9. Proposed Comprehensive Plan Amendments – Action Alternatives (continued)**

Element	Proposed Changes
Housing	<ul style="list-style-type: none"> <li>No changes proposed</li> </ul>
Utilities	<ul style="list-style-type: none"> <li>No changes proposed</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>Update background information and policy reference to Transportation 2040</li> </ul>
Shorelines	<ul style="list-style-type: none"> <li>Under revision in separate effort</li> </ul>
Parks, Recreation, and Open Space	<ul style="list-style-type: none"> <li>No changes proposed</li> </ul>
Capital Facilities	<ul style="list-style-type: none"> <li>Updated cross references and dates to proposed CFP</li> <li>Appendix A CFP fully updated for 2013-2018 and remainder of the planning period 2019-2025</li> </ul>
Kingston Sub-Area Plan	<ul style="list-style-type: none"> <li>Update description of plan</li> <li>Update land use map</li> </ul>
Port Orchard / South Kitsap Sub Area Plan	<ul style="list-style-type: none"> <li>Update description of plan</li> <li>Update land use map</li> <li>Update policy on sewer systems (Alternative 2) and on wastewater service providers</li> </ul>
Silverdale Sub-Area Plan	<ul style="list-style-type: none"> <li>Update land use map</li> <li>Remove policy on Barker Creek (Alternative 2)</li> <li>Modify wastewater policies</li> </ul>
Urban Sub-Area Plans	<ul style="list-style-type: none"> <li>ULID policies amended</li> </ul>
Rural Villages and LAMIRDS	<ul style="list-style-type: none"> <li>No changes proposed</li> </ul>
Community and Neighborhood Plans	<ul style="list-style-type: none"> <li>In Alternative 1, the Illahee Community Plan would be proposed to be removed from the Comprehensive Plan as that area would be removed from the UGA.</li> <li>In Alternative 1, the land use map would be amended to reflect zoning changes located with the Illahee Community boundary.</li> </ul>
Hansville Community Plan	<ul style="list-style-type: none"> <li>No changes proposed</li> </ul>
Implementation	<ul style="list-style-type: none"> <li>No changes proposed</li> </ul>

Source: Kitsap County Special Projects Division; BERK 2012

Development regulation updates would match some of the policy amendments above. Under Alternative 1, the Illahee Community Plan regulations would be proposed to be repealed from the zoning code as the area would be removed from the UGA.

Under Alternative 2, policies on septic as an interim wastewater service in UGAs are added. This would allow a development proposal to install interim septic systems provided that they provide planning for future public sewer connection and install dry sewer infrastructure to the property boundary of each lot consistent with this planning. Only urban densities would be allowed with this option. This regulatory approach is similar to that of other counties, such as Pierce County. As proposed with Alternative 2 the draft regulation applies only to projects with 9 or fewer lots that are more than a 1,000 feet from the existing sewer. Depending on site conditions and type of system used (individual on-site septic system versus community septic system), the actual achieved density of the development will be a site-specific determination and could result in greater than the minimum density established in the zone. The draft regulations also require installation of dry sewers and no protest agreements to connect to sanitary sewer if a LID is formed, a documented public health hazard occurs or if sewer is located within 200 feet of the development's outer boundary.

The Preferred Alternative does not include new rules for interim septic facilities and instead promotes sewer connection consistent with current County rules (as clarified in Title 13 amendments). The Preferred Alternative would also implement new zoning that would limit land

uses to senior housing and apply performance standards to future development in the Waaga Way Central Kitsap UGA expansion.

Finally, as a consistency measure under all action alternatives, the County's SEPA rules establishing a categorical exemptions for infill development in the Silverdale urban center would be amended consistent with the analysis of the SEIS.

## Kitsap County Shoreline Master Program

As a result of UGA reductions along shorelines and a change from urban to rural classifications, under Alternatives 1 and 2 and the Preferred Alternative, the SMP environment designations could require amendment. Further, the proposed SMP environment designations that are underway do not match the change from urban to rural land use designations in some cases. There is an opportunity with the SMP update process to match the changes in UGAs under the action alternatives. See Section 3.2.1 Land and Shoreline Use for more detail.

## Municipal Plans

External consistency with Municipal Comprehensive Plans is addressed by consistency with the Countywide Planning Policies, addressed above. The County coordinates planning efforts with the cities through the KRCC.

The City of Bainbridge Island does not have an unincorporated UGA and is not addressed in this Remand effort.

For the UGAs under study, the County has incorporated the growth assumptions of the cities' comprehensive plans in addressing cumulative growth impacts (e.g. transportation). The growth assumptions for the cities of Bremerton and Port Orchard's plans have not changed since 2006. (City of Bremerton 2010; and City of Port Orchard 2008) The County has coordinated with the cities through Capital Facility Planning efforts as described in Chapter 2.

The Poulsbo UGA was not amended in 2006 nor is it currently proposed for amendment as it is not subject to the Remand Order. The City and County jointly adopted a subarea plan and the County applies the city's standards in the Poulsbo UGA. The City has amended its Comprehensive Plan through annual and comprehensive reviews since 2006. The County and City are likely to coordinate planning again for the regular Comprehensive Plan review cycle due next in 2016.

Land use designations along the boundaries between incorporated and unincorporated areas are similar to those planned in 2006 under the No Action Alternative since proposed changes to the UGA boundaries are generally located in the outer areas of the current UGAs. However, the cities of Bremerton and Port Orchard future land use plans assume the UGA boundaries of the 2006 Comprehensive Plan (No Action) and will need future amendment to be consistent with revisions to the Kitsap County comprehensive plan in this process. Alternative 2 and the Preferred Alternative propose to add some Park designated property to the ULID 6 UGA boundaries at the City of Port Orchard's request to recognize City owned property with public facility uses.

## Tribal Plans

None of the studied alternatives alter the projected land use or growth of tribal reservations. The County will continue to coordinate with the tribes through the KRCC and other forums.

### 3.2.3. Population, Housing and Employment

The Preferred Alternatives assumes an increase in population and employment over the planning period. Impacts of population and employment growth within the County from the present through 2025 likely include an increase in demand for infrastructure and public services, as well as the loss of open space within the UGAs as areas convert from semi-developed to developed characters.

#### Employment Growth Comparison

The Remand effort does not address employment projections or capacity. Cumulatively, the total number of jobs under study in this SEIS (e.g. transportation) is approximately 137,600. These assumptions were used for all studied alternatives in the SEIS.

#### Residential Land Capacity Analysis Comparison

The Preferred Alternative reduces the size of all the UGAs under study, and assumes the same densities as Alternative 2 for the Urban Low, Urban Restricted, Illahee Greenbelt, Urban Medium, Urban High, Mixed Use and Urban Village zones. Table 3.2-10 below compares the population capacity of each UGA for the Preferred Alternative and other studied alternatives. The SEIS uses the UGA total excluding the Poulsbo and SKIA UGAs for assessing how appropriately sized the County's UGAs are overall. The Preferred Alternative has less capacity than the CPP-projected population, but is within 2% of the projected population. Kitsap County considers UGA capacity within +/- 5% of the growth target to be appropriately sized. The Preferred Alternative comes closest of all the studied alternatives to the countywide growth targets improving on the results of Alternative 2 in particular.

Under the Preferred Alternative, the McCormick Woods/ULID 6 and Central Kitsap are the only study UGAs that have significant more capacity than projected population. Oversized UGAs may see land development patterns less dense and more dispersed throughout the UGA, and more land area would be developed for urban housing and commercial uses.

The Bremerton East, Bremerton West, and Port Orchard UGAs have less capacity than projected population. The Bremerton East UGA in particular is undersized by -1,512 population. UGAs that are undersized could lead to a development pattern that achieves higher densities than assumed in those locations or sees the projected growth in these UGAs shift to other parts of the County where there is more land area to accommodate them.

All other UGAs are relatively close to their population targets.

As described in Section 3.2.1, Land and Shoreline Use, by reducing UGA boundaries previously planned for Urban Low, Urban Cluster, and Urban Restricted zones as proposed in the Preferred Alternative and Alternative 2, there is a greater proportion of land designated for higher density housing (Urban Medium, Urban High, Mixed Use, and Urban Village). This would mean a slightly more diverse mix of housing types in the study UGAs than for the No Action Alternative.

**Table 3.2-10. Comparison of Growth Targets and Population Capacities**

Urban Growth Area	Growth Target 2010-2025	Alternative 1		Alternative 2		No Action		Preferred Alternative	
		Capacity	Difference from Target	Capacity	Differ- ence from Target	Capacity	Differ- ence from Target	Capacity	Differ- ence from Target
Kingston UGA	2,805	2,640	-165	2,844	39	3,657	852	2,821	16
Poulsbo UGA	3,739	2,152	-1,587	2,152	-1,587	2,152	-1,587	2,152	-1,587
Silverdale UGA	7,779	8,424	645	8,420	641	11,416	3,637	7,768	-11
Central Kitsap UGA	6,191	7,739	1,548	5,901	-290	8,207	2,016	6,500	309
Bremerton East UGA	3,529	879	-2,650	1,741	-1,788	1,962	-1,567	2,017	-1,512
Bremerton West UGA	2,346	1,295	-1,051	1,872	-474	1,730	-616	2,082	-264
Gorst UGA	76	105	29	77	1	62	-14	82	6
Port Orchard UGA	8,506	7,491	-1,015	7,987	-519	12,466	3,960	8,006	-500
McCormick Woods UGA ULID6	6,780	4,131	-2,649	8,093	1,313	10,110	3,330	8,093	1,313
Bremerton Port UGA (SKIA)	-129	0	-129	0	-129	0	-129	0	-129
<b>Uninc. UGA Total</b>	<b>41,622</b>	<b>34,856</b>	<b>-7,024</b>	<b>39,086</b>	<b>-2,794</b>	<b>51,762</b>	<b>9,882</b>	<b>39,521</b>	<b>-2,359</b>
<i>Percent Difference from Target (including Poulsbo and SKIA)</i>			-17%		-7%		24%		-6%
<b>Uninc. UGA Total excluding Poulsbo and SKIA</b>	<b>38,012</b>	<b>32,704</b>	<b>-5,308</b>	<b>36,934</b>	<b>-1,078</b>	<b>49,610</b>	<b>11,598</b>	<b>37,369</b>	<b>-643</b>
<i>Percent Difference from Target (excluding Poulsbo and SKIA)</i>			-14%		-3%		31%		-2%

Source: Kitsap County Special Projects Division 2012; BERK

### 3.2.4. Transportation

#### System-wide Travel Impacts

Table 3.2-11 summarizes a number of travel statistics that have been defined for the alternatives based upon countywide population and employment projections, the proposed land use plan for each alternative, planned infrastructure improvements, and travel demand modeling results. The table shows that the Preferred Alternative results in similar—but slightly higher—travel demand than Alternative 2, with estimated daily vehicle trips increasing by 35% over existing conditions, and daily VMT increasing by 34%.

**Table 3.2-11. Summary of Countywide Travel Statistics**

Category	Alternative 1	Preferred Alternative	Alternative 2	No Action
<b>Countywide Population</b>				
Existing (2010)	251,133	251,133	251,133	251,133
2025	324,807	329,473	329,037	341,743
% Increase	29%	31%	31%	36%
<b>Countywide Employment</b>				
Existing	78,960	78,960	78,960	78,960
2025	137,621	137,621	137,621	137,621
% Increase	74%	74%	74%	74%
<b>Lane Miles of County Roadways<sup>4</sup></b>				
Existing	2,246	2,246	2,246	2,246
2025	2,254	2,254	2,254	2,254
% Increase	0.35%	0.35%	0.35%	0.35%
<b>Daily Vehicle Trips</b>				
Existing	666,968	666,968	666,968	666,968
2025	891,843	899,531	898,218	921,916
% Increase	34%	35%	35%	38%
<b>Daily Vehicle Miles of Travel (VMT)</b>				
Existing	5,064,708	5,064,708	5,064,708	5,064,708
2025	6,750,979	6,794,875	6,792,395	6,926,875
% Increase	33%	34%	34%	37%
<b>Daily Rideshare Vehicle Trips</b>				
Existing	14,854	14,854	14,854	14,854
2025	19,621	19,813	19,785	20,326
% Increase	32%	33%	33%	37%
<b>Daily Transit Person Trips</b>				
Existing	11,309	11,309	11,309	11,309
2025	14,100	14,090	14,092	14,182
% Increase	24%	24%	24%	25%
<b>PM Peak Hour Vehicles</b>				
Existing	64,029	64,029	64,029	64,029
2025	85,617	86,355	86,229	88,504
% Increase	34%	35%	35%	38%

Source: Kitsap County 2012.

<sup>1</sup> Includes functionally classified arterial and collector roadways, and local access roadways.

## Roadway segments

Table 3.2-12 summarizes the lane-miles of deficient county roadway segments projected by 2025 under each of the alternatives. None of the alternatives are expected to result in a percentage of deficient lane-miles of roadway that exceeds the County concurrency standard of 15%. Generally, the 15% threshold for road concurrency is the County’s adopted strategy to ensure LOS standards are within an accepted range. This 15% is evaluated countywide; rural and urban. Deficient roadway segments under the Preferred Alternative are shown in Figure 3.2-5. Locations of deficient segments under Alternatives 1 and 2 and No Action are shown in Figures 3.2-19 through 3.2-21, respectively in Chapter 4 (these were revised from the Draft SEIS to show appropriate UGA boundaries but do not change deficient segment results).

The Preferred Alternative would reduce UGA boundaries similar to Alternative 2 and assumes slightly higher densities than current development trends. Accordingly, this alternative is projected to experience levels of travel demand and LOS impacts similar to Alternative 2. Build-out of the proposed land use in the Preferred Alternative is not expected to result in a percentage of deficient lane-miles of roadway that exceeds the County concurrency standard of 15%.

Table 3.2-12 shows that the percentage of deficient lane-miles of roadway is expected to increase as land use intensity under each of the alternatives increases. The Preferred Alternative is expected to experience a similar, but slightly lower, level of roadway segment deficiency as Alternative 2, at 8.3%.

**Table 3.2-12. Projected Roadway Segment Deficiencies under the Alternatives by 2025**

	Alternative 1	Preferred Alternative	Alternative 2	No Action
North County	10.2 lane-miles	9.6 lane-miles	9.7 lane-miles	15.0 lane-miles
Central County	10.2 lane-miles	9.2 lane-miles	9.3 lane-miles	11.1 lane-miles
South County	31.3 lane-miles	34.9 lane-miles	34.9 lane-miles	34.9 lane-miles
<b>Total Deficient Lane-Miles</b>	<b>51.7 lane-miles</b>	<b>53.7 lane-miles</b>	<b>53.9 lane-miles</b>	<b>61.0 lane-miles</b>
Total 2025 County Roadway Lane-Miles	642.6 lane-miles	642.6 lane-miles	642.6 lane-miles	642.6 lane-miles
Percent of Deficient Lane-miles	8.0%	8.3%	8.4%	9.5%
Exceeds Countywide Concurrency Standard of 15%	No	No	No	No

Source: Kitsap County 2012

## State Highways

Table 3.2-13 summarizes the miles of deficient state highway segments projected by 2025 under each alternative. A state highway is considered deficient if its operations are projected to exceed adopted highway standards.

The table shows that 63% of the state highway miles in Kitsap County are projected to be deficient under the Preferred Alternative, which is similar but slightly less than for Alternative 2





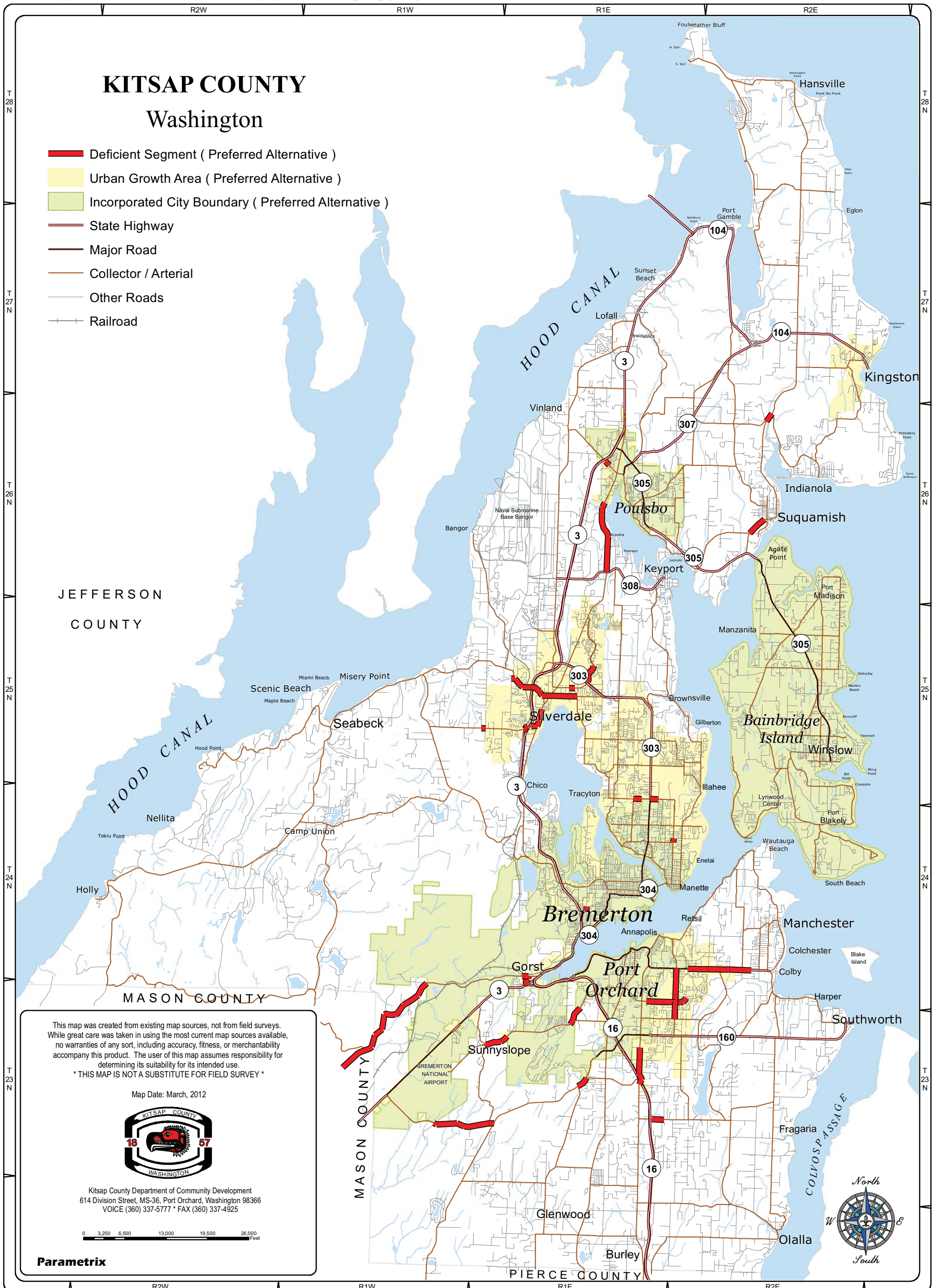


Figure 3.2-5. Projected Deficient Roadway Segments - Preferred Alternative



Table 3.2-13. Projected State Highway Deficiencies by 2025

State Highway	Total Length (miles)	Alternative 1		Preferred Alternative		Alternative 2		No Action Alternative	
		Length of Deficient Segments (miles)	Percentage of Total Length	Length of Deficient Segments (miles)	Percentage of Total Length	Length of Deficient Segments (miles)	Percentage of Total Length	Length of Deficient Segments (miles)	Percentage of Total Length
SR 3	31.8	15.3	48%	17.3	54%	15.3	48%	15.3	48%
SR 16	14.1	9.5	68%	7.0	49%	9.5	68%	7.0	49%
SR 104	9.4	3.0	33%	3.0	33%	3.0	33%	3.0	33%
SR 160	7.7	3.5	45%	3.3	43%	3.5	45%	3.5	45%
SR 166	4.8	4.8	100%	4.8	100%	4.8	100%	4.8	100%
SR 303	8.8	8.3	94%	8.6	97%	8.3	94%	8.3	94%
SR 304	3.0	1.9	64%	2.4	82%	2.4	82%	2.4	82%
SR 305	13.7	12.7	93%	12.7	93%	11.2	82%	12.7	93%
SR 307	5.3	5.3	100%	5.3	100%	5.3	100%	5.3	100%
SR 308	4.2	0.2	6%	0	0%	0.2	6%	0.2	6%
SR 310	1.8	1.5	85%	1.5	85%	1.5	85%	1.5	85%
<b>Total</b>	<b>104</b>	<b>66</b>	<b>63%</b>	<b>65.9</b>	<b>63%</b>	<b>65</b>	<b>63%</b>	<b>64</b>	<b>62%</b>

Source: Kitsap County 2012

## Mitigation Measures

Table 3.2-14 summarizes the roadway segments that have been identified for improvement for the Preferred Alternative in order to meet adopted County roadway segment LOS standards.

The Preferred Alternative CFP contains more information on project phasing and costs. Beyond the six-year list of TIP projects applicable to all alternatives, the total cost of improvements for the Preferred Alternative is estimated to be approximately \$159,318 million - less than the cost of improvements for the Draft SEIS alternatives that ranged from \$181,227-\$205,246 million. However, the project descriptions and costs for the Preferred Alternative have been further refined to address essential and minimum improvements that achieve the mitigation desired to meet County standards.

Beyond the refined list of proposed transportation improvements listed in Table 3.2-14, the additional mitigation measures described in the Draft SEIS continue to be applicable for the Preferred Alternative. These include strategies to achieve a balance between LOS, financing, and land use, incorporated plan features, applicable regulations and commitments, and other potential mitigation measures.

**Table 3.2-14. Description of Proposed Roadway Improvements – Preferred Alternative**

Roadway	Location	Description
<b>North County</b>		
Finn Hill Road NW	SR 3 Overpass – 158 ft SE of Karkainen Ln NW	Widen to undivided 4 lanes
Miller Bay Road NE	Gunderson Road NE – Indianola Road NE	Widen to undivided 4 lanes
Ridgetop Boulevard NW	SR 303 On/Off Ramp – Hillsboro Drive NW	Widen to undivided 4 lanes
Suquamish Way NE	Totten Road NE – Division Avenue NE	Add 1 left-turn pocket. Assume 200 feet long
Viking Way NW	SR 308 - Poulsbo City Limits	Add new 12 foot center two-way left turn lane
<b>Central County</b>		
Anderson Hill Rd NW	Apex Rd NW - Frontier Pl NW	Widen to undivided 4 lanes
Anderson Hill Rd NW	SE of Frontier Pl NW - Bucklin Hill Rd NW	Add new 12 foot center two-way left turn lane
Bucklin Hill Rd NW	Mickelberry Rd NW - Tracyton Blvd	Widen to undivided 4 lanes
Bucklin Hill Rd NW	Anderson Hill Rd (NW) - Silverdale Way NW	Widen to undivided 4 lanes
Bucklin Hill Rd NW	Silverdale Way NW - Blaine Ave NW	Signal improvements
National Ave W	Loxie Eagans Blvd W – Arsenal Way W	Widen to undivided 4 lanes
Newberry Hill Rd NW	Hideway Ln NW - Roundup Ln NW	Add a 12 foot new center two-way left turn lane
Newberry Hill Rd NW	Provost Rd NW - Chico Way NW	Widen to undivided 4 lanes
Newberry Hill Rd NW	Chico Way NW – NW Byron St	Widen to undivided 4 lanes
Perry Ave NE	Sheridan NE - 30th St NE	Assume a new 12 foot center lane along the project
Riddell Rd NE	SR 303 - Almira Dr NE	Add new 12 foot center two-way left turn lane
Riddell Rd NE	Pine Rd NE - East of Parkhurst Ln NE	Add new 12 foot center two-way left turn lane
Ridgetop Blvd NW	Silverdale Way NW - Myhre Rd (NW)	Widen to undivided 4 lanes
Silverdale Way NW	Newberry Hill Rd NW - Byron St NW	Signal improvements

**Table 3.2-14. Description of Proposed Roadway Improvements – Preferred Alternative (continued)**

Roadway	Location	Description
<b>South County</b>		
Belfair Valley Rd (W)	Mason County Line - Bremerton City Limits	Widen to undivided 4 lanes
Belfair Valley Rd (W)	Bremerton City Limits - Sam Cristopherson Ave W	Widen to undivided 4 lanes
Bethel Rd SE	Lider Rd SE - Bielmeier Rd SE	New 4-lane overpass
Bethel Rd SE	Bielmeier Rd SE - Ives Mill Rd SE	Add additional lanes, center turn lane
Glenwood Rd SW	Lake Flora Rd SW – Fern Vista Place SW	Widen to undivided 4 lanes
Jackson Ave SE	Salmonberry Rd (SE) - Mile Hill Dr (City Limits)	Widen to undivided 4 Lanes
Lake Flora Rd SW	Bremerton City Limit - J M Dickenson Rd SW	Widen to undivided 4 lanes
Lund Ave	Madrona Dr SE - Jackson Ave SE	Add new 12 foot center two-way left turn lane
Lund Ave	Jackson Ave SE - Cathie Ave SE	Widen to undivided 4 lanes
Mile Hill Dr SE	California Ave SE - Whittier Ave SE	Widen to undivided 4 lanes
Mullenix Rd SE	SR 16 NB Ramp - Horizon Ln SE	Widen to undivided 4 lanes
Old Clifton Rd SW	Sunnyslope Rd SW - Feigly Rd SW	Widen to undivided 4 lanes
Old Clifton Rd SW	Anderson Hill Road SW - Port Orchard City Limits	Widen to undivided 4 lanes
Sunnyslope Rd SW	Old Clifton Rd (SW) - Old Clifton Rd (SW)	Intersection channelization improvements

Source: Parametrix 2012

### 3.3. Built Environment: Public Services and Utilities

This section of the Final SEIS is based on population data illustrated at a countywide scale in Table 3.3-1. The variation among the alternatives is based on the differences in UGA land capacity and boundaries. The focus of the analysis in Section 3.3 is on the Preferred Alternative, which has a population similar to Alternative 2.

**Table 3.3-1. Countywide Population Assumptions by Alternative**

Year	Alternative 1	Alternative 2	No Action Alternative	Preferred Alternative
Existing (2010)	251,133	251,133	251,133	251,133
2025	324,807	329,037	341,743	329,473

Source: US Census 2010; BERK 2012

This Final SEIS analysis presents impacts based on population growth from 2010 to 2025. The CFP (Appendix A of the Plan) addresses population growth and capital facilities needs for a 6-year period, 2013–2018 as well as 2019-2025. The CFP will be updated no less frequently than every 6 years to then accommodate another 6-year period of growth, as required by GMA. Impacts that are identified in the Built Environment section for the full 20-year planning period and associated deficits will be addressed by each succeeding update of the CFP.

#### 3.3.1. Public Buildings

Under the Preferred Alternative, the new LOS standard for County administrative buildings would vary slightly from the standard proposed under Alternative 2, equaling 952 square feet per 1,000 population (compared to 953 under Alternative 2). The small difference in population