

Chapter 2. Alternatives

2.1. Introduction

The Proposed Action is the Kitsap County Urban Growth Area (UGA) Sizing and Composition Remand Evaluation. The Proposed Action consists of amendments to Kitsap County's Comprehensive Plan approved by the County in 2006 consistent with the Growth Management Act (GMA) 10-year update review cycle. The proposed Comprehensive Plan amendments are the result of a remand by the Central Puget Sound Growth Management Hearings Board (CPSGMHB) requiring the County to revisit its UGAs to ensure that the County's residential land capacity assumptions reflect local conditions and GMA goals for future growth. As a result of reviewing UGA residential capacities and sizing, the County is also proposing consistency amendments with its adopted Comprehensive Plan Elements, including land use, capital facilities, and others.

This chapter of the Final Supplemental Environmental Impact Statement (SEIS) presents a description of the preferred alternative, and provides background on the environmental review process, public involvement opportunities, and other information. The alternative considers modified UGA boundaries, land capacity assumptions, and Comprehensive Plan amendments to achieve the objectives of the remand order to size UGAs based on local conditions and in accordance with GMA goals for efficient land use patterns.

This Final SEIS completes the environmental review process by revising or clarifying portions of the analysis and responding to comments on the Draft SEIS. The Final SEIS also introduces and reviews another alternative called the Preferred Alternative, in the range of alternatives studied in the Draft SEIS.

2.2. Purpose of Remand

Based on an August 2011 decision⁴ by the CPSGMHB, Kitsap County is re-examining eight of ten UGAs expanded during the 2006 Comprehensive Plan update process. This decision followed a five-year legal challenge that the Court of Appeals ultimately remanded back to the CPSGMHB for decision. As part of the remand process, the CPSGMHB found Kitsap County out of compliance with GMA in the following areas:

- **Urban Density/Minimum Densities.** The CPSGMHB found local circumstances did not support the County's reduction of minimum densities in its UGAs from five to four dwelling

⁴ *Suquamish Tribe et al. v. Kitsap County*, CPSGMHB No. 07-3-0019c. Final Decision & Order on Remand (8/31/2011) (Order on Remand).

units per acre in the Urban Low and Urban Cluster Residential designations. The Board concluded the reduction and resultant UGA expansion created inconsistencies with the comprehensive plan, did not comply with RCW 36.70A.110, and was not guided by GMA Goals 1 and 2 on Urban Growth and Reducing Sprawl, respectively.

- **Land Capacity Analysis - Accounting for Environmentally Critical Areas Twice.** The CPSGMHB determined the County “double-dipped” when it discounted twice for constrained lands in its Urban Restricted designation. Specifically, the County’s use of a zoning density minimum after critical areas were already discounted understates the actual capacity for development of Urban Restricted designated lands.
- **Land Capacity Analysis – Minimum Density.** The CPSGMHB found four dwelling units per acre was not an appropriate capacity multiplier in the County's Urban Low and Urban Cluster designations; it is not a supportable measure of capacity based on local circumstances; and is not consistent with the GMA Goals, the Buildable Lands Report (BLR) and the County’s Comprehensive Plan.

Based on the Remand Order, the UGAs requiring evaluation include:

- Kingston
- Silverdale
- Central Kitsap
- East Bremerton
- West Bremerton
- Gorst
- McCormick Woods/ULID#6, and
- Port Orchard/South Kitsap.

This UGA evaluation must be completed by August 31, 2012 per the Remand Order.

UGA remand issues primarily apply to the low-density residential zones. However, due to the revisiting of land supply and appropriate UGA boundaries in the listed UGAs, the County is also voluntarily reviewing the density trends and assumptions in medium density, high density, and mixed use residential zones located in the UGAs listed above.

Further, as a result of revisiting UGA sizing, the County is undertaking Comprehensive Plan amendments that are necessary for consistency, such as land use and capital facilities policy amendments, as well as a Capital Facilities Plan (CFP) update. The County’s 2007-2012 CFP requires update to a new six-year period (2013 to 2018) and must demonstrate an ability to serve growth with urban services through the year 2025 within newly reconfigured UGA boundaries.

Two unincorporated UGAs are not included in this remand effort: the Poulsbo and South Kitsap Industrial Area (SKIA) UGAs. The Poulsbo UGA is not included as it was not expanded in the 2006 Comprehensive Plan update process, does not include the three designations subject to the order (Urban Restricted, Urban Low and Urban Cluster) and was not subject to legal challenge during appeals since 2006. Additionally, the SKIA UGA is not included because it was predominantly annexed by the City of Bremerton in 2008 and contains no residential zoning as it is a commercial and industrial UGA.

2.3. Description of the Plan Area

Kitsap County is located in the Puget Sound region of western Washington. The county lies in the eastern portion of the Olympic Peninsula and includes the Kitsap Peninsula, as well as Bainbridge Island. Kitsap County encompasses approximately 393 square miles of land.

The UGA Sizing and Composition Remand Evaluation address eight unincorporated UGAs, encompassing a total of approximately 38.3 square miles. While the focus of the evaluation is on the eight UGAs, the analysis is accomplished in the context of the cumulative growth planned for all incorporated cities, unincorporated UGAs, and rural lands.

The incorporated cities of Bremerton, Port Orchard, Poulsbo, and Bainbridge Island are responsible for maintaining their own GMA comprehensive plans, which must be consistent with the County's Plan. The County's planning process, however, includes consultation and coordination with these jurisdictions.

Please see Figure 2.3-1 for a general base map of the incorporated and unincorporated areas, including the UGAs that are the focus of this Remand evaluation.

2.4. Purpose of this Final Supplemental EIS

As described in the SEPA Rules (WAC 197-11-405(4)), the purpose of a SEIS is to add information and analysis to supplement the information in a previous EIS. A SEIS may address new alternatives, and this is the primary purpose of this SEIS. Scoping for a SEIS is not required.

This SEIS, addressing the UGA Remand, supplements the following EIS:

- Kitsap County 10-Year Comprehensive Plan Update – Integrated Plan and Environmental Impact Statement, Volume II: Final EIS, December 2006. The Kitsap County 10-Year Comprehensive Plan Update Draft and Final EISs are herein incorporated by reference.





Consistent with the SEPA Rules, this SEIS does not fully repeat the analysis of actions, alternatives, or impacts included in the 2006 Final EIS. The prior 2006 Final EIS alternatives studied a broad range of UGA land use patterns, boundaries, and population capacities. None of the SEIS alternatives exceed the prior range of geography or population capacity. However, having the same UGA boundaries and land use designations, the SEIS No Action Alternative is similar to the Preferred Alternative in the 2006 FEIS, and provides a link to the prior analysis.

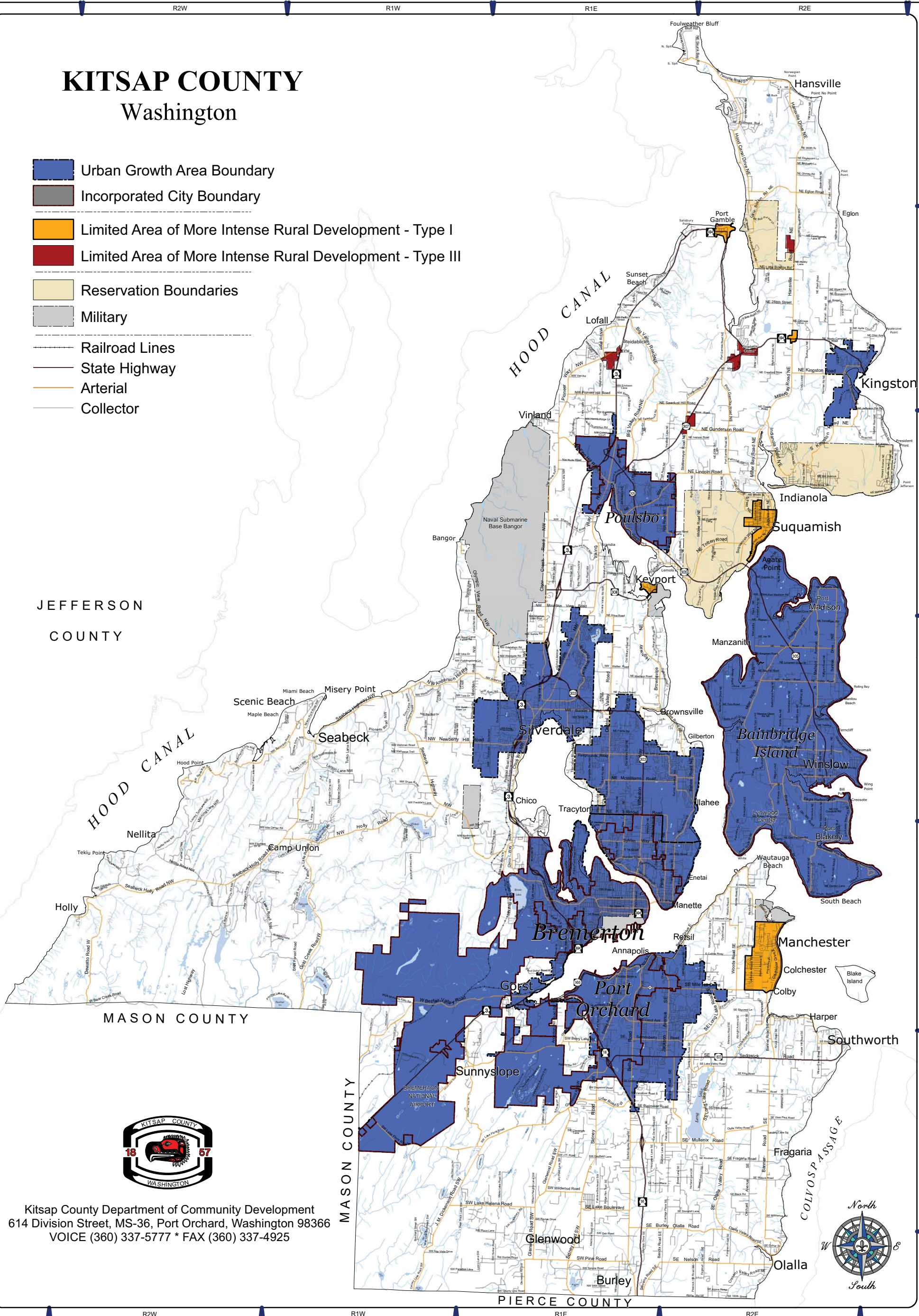
This SEIS evaluates environmental topics most pertinent to the task of determining appropriate UGA boundaries, growth capacities, and public services/infrastructure needed to serve reconfigured UGAs. The natural and built environment topics studied in this SEIS include:

- Natural Environment
 - Water Resources (Surface and Ground)
 - Plants and Animals
- Built Environment: Land Use and Transportation
 - Land and Shoreline Use
 - Relationship to Plans and Policies
 - Population, Housing and Employment
 - Transportation

KITSAP COUNTY

Washington

-  Urban Growth Area Boundary
-  Incorporated City Boundary
-  Limited Area of More Intense Rural Development - Type I
-  Limited Area of More Intense Rural Development - Type III
-  Reservation Boundaries
-  Military
-  Railroad Lines
-  State Highway
-  Arterial
-  Collector



Kitsap County Department of Community Development
 614 Division Street, MS-36, Port Orchard, Washington 98366
 VOICE (360) 337-5777 * FAX (360) 337-4925



Figure 2.3-1 Kitsap County Base Map

- Built Environment: Public Services and Utilities
 - Public Buildings
 - Fire Protection
 - Law Enforcement
 - Parks and Recreation
 - Schools
 - Solid Waste
 - Wastewater
 - Stormwater
 - Water Supply
 - Energy and Telecommunications
 - Library

The overall conclusions of the prior 2006 Final EIS on the following topics – earth, air quality, cultural resources, aesthetics, and noise – are not expected to significantly change, and the prior EIS may be referenced for information and results. Further, these topics are less likely to be drivers of new UGA boundaries, because some topics are broader (e.g. air quality) or well covered by the prior range of EIS alternatives (e.g. earth), or better addressed on a project level basis (e.g. cultural resources and noise).

2.5. SEPA Process

2.5.1. Public Review Opportunities

Kitsap County has maintained a website with educational information and a calendar of events at: http://www.kitsapgov.com/dcd/community_plan/remand%202011/remand.htm.

In addition, the County held several meetings and two hearings to notify citizens, agencies, and interested parties about the remand effort and to determine alternatives for the SEIS, including:

- Public Workshops – Remand 101 Meetings, November 7 and 11, 2011
- Public Workshops on Preliminary UGA Alternatives, January 24 and 25, 2012
- Board of County Commissioners (BOCC) Public Hearing on Preliminary UGA Alternatives, February 6, 2012
- Public Open Houses on the Draft SEIS, May 15 and 17, 2012
- Board of County Commissioners Hearing, June 4, 2012

The Draft SEIS was issued with a 30-day comment period. This Final SEIS responds to the comments received on the Draft SEIS, and make any necessary changes or corrections to the Draft SEIS.

Further, between fall 2011 and summer 2012, County staff conducted a series of meetings with cities, special districts, and remand appellants. The purpose of these meetings was to share information about the remand effort, to hear from agency staff about issues and concerns, and to obtain relevant information for the remand process.

A future opportunity includes a public hearing on the proposed Comprehensive Plan amendments and CFP associated with the Preferred Alternative, prior to adoption. More information about scheduled meetings can be found at the website identified above.

2.5.2. Prior Environmental Review

As described previously, this SEIS supplements the prior EIS prepared for Kitsap County's Comprehensive Plan 10-Year Update:

- Kitsap County 10-Year Comprehensive Plan Update and Integrated Draft and Final Environmental Impact Statement, August and December 2006, respectively.

Prior environmental information was assessed in the course of preparing this SEIS.

2.5.3. Level of Analysis

The State Environmental Policy Act ("SEPA"; Revised Code of Washington [RCW] 43.21C) requires government officials to consider the environmental consequences of actions they are about to take and to consider better or less damaging ways to accomplish those proposed actions. They must consider whether the proposed action will have a probable significant adverse environmental impact on elements of the natural and built environment.

This SEIS provides qualitative and quantitative analysis of environmental impacts as appropriate to the programmatic nature of the Comprehensive Plan and UGA amendments. The adoption of comprehensive plans or other long range planning activities is classified by SEPA as a non-project (i.e., programmatic) action. A non-project action is defined as an action that is broader than a single site-specific project, and involves decisions on policies, plans, or programs. A EIS for a non-project proposal does not require site-specific analyses; instead, the EIS discusses impacts and alternatives appropriate to the scope of the non-project proposal and to the level of planning for the proposal (WAC 197-11-442).

This SEIS considers potential environmental impacts at both the countywide and smaller area levels of detail.

- **Countywide analysis.** In general, environmental analysis has been conducted at a countywide and cumulative level. For example, transportation impacts are considered across the county.
- **Specific analysis.** For some elements of the environment, information has been broken down into smaller areas of analysis. For example, watershed basins are referenced when possible in the discussion of surface water. These smaller units of analysis are intended to assist in decision making on the Remand effort, as well as to increase the future utility of this SEIS.

2.5.4. Phased Review

SEPA encourages the use of phased environmental review to focus on issues that are ready for decision and to exclude from consideration issues already decided or not yet ready for decision making (WAC 197-11-060(5)). Phased review is appropriate where the sequence of a proposal is from a programmatic document, such as an EIS addressing a comprehensive plan, to other documents that are narrower in scope, such as those prepared for site-specific, project-level analysis. Kitsap County is using phased review in its environmental analysis of the UGA Sizing and Composition Remand SEIS.

2.5.5. Future Use of Document

The analysis in this SEIS will be used to review the environmental impacts of the UGA Sizing and Composition Remand alternatives. Additional environmental review will occur as other project or nonproject actions are proposed to Kitsap County in the future. This approach will result in an additional incremental level of review when subsequent implementing actions require a more detailed evaluation and as additional information becomes available. In this case, subsequent phases of environmental review may consider proposals that implement the Plan, such as land use regulations, specific development proposals, or other similar actions. Future environmental review could occur in the form of Supplemental EISs (SEIS), SEPA addenda, or determinations of non-significance.

An agency may use previously prepared environmental documents to evaluate proposed actions, alternatives, or environmental impacts. The proposals may be the same as or different than those analyzed in the existing documents (WAC 197-11-600[2]).

2.6. Development of Alternatives

2.6.1. Development of Alternatives

Planning Process

The purpose of the SEIS alternatives is to provide decision makers and the public with growth options and to test the environmental implications of each. The Draft SEIS addressed three alternatives: Alternative 1, Alternative 2, and No Action. The No Action Alternative is required by SEPA and is the continuation of the current Comprehensive Plan adopted in 2006. Alternatives 1 and 2 reviewed different UGA capacities and boundaries. Following public input, Kitsap County developed a Preferred Alternative studied in this Final SEIS and in the range of the Draft SEIS alternatives. Overall, the Preferred Alternative is similar to Alternative 2 in terms of land capacity assumptions and population, but the growth would occur in UGA boundaries that are more compact than Alternative 2 and in the range of Alternatives 1 and 2. Implementing policies and regulations are addressed for the Preferred Alternative similar to draft proposals prepared for Alternatives 1 and 2.

Similar to the Draft SEIS alternatives, the Preferred Alternative was prepared using many factors including availability of sewer and water infrastructure, basic impacts to road systems, proximities to significant critical areas, locations of existing vested plats and annexations, vacant and underutilized land capacity, and the population projections directed by the Countywide Planning Policies (CPPs).

Population Growth Targets

Future growth is based on population distributions recommended by the Kitsap Regional Coordinating Council (KRCC), which is composed of elected officials and planning directors from all city and Tribal jurisdictions in addition to the BOCC and Kitsap County's planning director. The population distributions were adopted by the BOCC and ratified by the cities. The County adopted the Washington State Office of Financial Management (OFM) intermediate range population forecast for Kitsap County through the CPPs (OFM 2002 projections; allocated and approved in 2004). The population allocations are adopted by policy in the CPPs, and remain

a key guide to the sizing of UGAs. They will be revisited as part of the next required cycle of GMA Comprehensive Plan Updates in 2016.

As developed by the KRCC, a breakdown of the expected population growth and associated annual growth rates for Kitsap County, its cities, and UGAs is shown in Table 2.6-1. Most new population (approximately 76%) is expected to occur within the existing UGA boundaries. This projected growth reflects a greater percentage of the population residing in urban areas than was the case in 2000, when 58% of the population resided in urban areas (Kitsap County 2011).

Table 2.6-1. Countywide Planning Policy Population Allocations

Population Distribution through 2025		2000 Population	Through 2025		Annual Growth Rate
			+ New Population	= Total in 2025	
Bremerton	City ¹	37,258	14,759	52,017	1.34%
	East Urban Growth Area (UGA) ²	5,412	2,210	7,622	1.38%
	West UGA2	3,229	2,017	5,246	1.96%
Bremerton Port UGA ¹		68	-68	0	-100%
Central Kitsap UGA ²		21,743	8,733	30,476	1.36%
Gorst UGA ²		154	73	227	1.56%
Silverdale UGA2		15,276	8,059	23,335	1.71%
Bainbridge Island City ¹		20,308	8,352	28,660	1.39%
Kingston UGA ³		1,871	3,135	5,006	4.02%
Poulsbo	City ¹	6,813	3,739	10,552	1.77%
	UGA ¹	901	3,355	4,256	6.41%
Port Orchard	City ¹	7,693	3,600	11,293	1.55%
	UGA ¹	11,570	3,375	14,945	1.03%
Port Orchard UGA expansion study area ³		0	6,334	6,334	
South Kitsap UGA ¹ (McCormick Woods/ULID 6)		1,241	8,024	9,265	8.37%
City and UGA population		133,537 (58%)	75,697 (76%)	209,234 (63%)	1.81%
Non-UGA population		98,432 (42%)	23,905 (24%)	122,337 (37%)	0.87%
Total county population		231,969	99,602	331,571	1.44%

Source: Kitsap County 2011

¹ Based on city and/or County comprehensive or sub-area planning.

² Based on Puget Sound Regional Council (PSRC) Model.

³ Target to be substantiated by further analysis and/or sub-area planning.

The CPPs projected a total countywide population 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.

The urban areas are expected to accommodate additional population due to a revised land capacity analysis and, where possible, their boundaries reduced accordingly. While a reduction in UGA size correspondingly increases the size of rural areas, it does not increase the expected rural population for the 2005-2025 time period. A land capacity analysis is not performed for rural

areas of the County as they are not “sized” to accommodate a specific amount of development for a 20-year planning period. GMA expects the build-out of rural areas to occur over a longer period of time and thus the size of rural areas is not directly linked to the population demand expected during the 20-year period as UGAs must be. Adjustments in the size of the rural and urban areas as part of the Comprehensive Plan update will be considered in future Buildable Land Reports to ensure accurate accounting of urban and rural development patterns. Kitsap County will continue to rely on the Reasonable Measures described in Section 3.2.2 as the techniques to encourage growth in urban areas and achieve the desired rural / urban development balance. Any changes in countywide population allocations will only occur as modifications to the Countywide Planning Policies, and cannot be done through the County comprehensive plan.

The 2000-2025 population allocations can be updated to recognize new base years. For the 2006 Kitsap County Comprehensive Plan, the base year was modified to 2005 assuming annual growth rates, given there was no other information available at a smaller geography. Currently, 2010 Census information is available at the block level allowing population to be estimated within UGA boundaries. Based on the UGA assumptions of the Countywide Planning Policy population allocations and current 2010 Census information, Table 2.6-2 shows updated growth allocations for the cities and UGAs. These illustrate future population demand and can be compared to land supply for each UGA.

CPP population distributions remain the basis for the UGA Sizing and Composition Remand. As of the 2010 Census, the countywide population estimate was 251,133 people, leaving the remaining net increase to equal 80,438. 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 other unincorporated areas. These numbers represent targets for population growth for the unincorporated County by 2025.

OFM is charged with developing 20-year growth forecasts for counties. Low, medium, and high forecasts are produced every five years. OFM recently issued a new range of forecasts in 2012 for the years 2010 to 2040. The 2012 OFM projections for the year 2025 are as follows:

- Low Projection 2025: 240,939
- Medium Projection 2025: 289,265
- High Projection 2025: 355,786

Under the GMA, counties are required to update population allocations every 10 years and are responsible for selecting a 20-year GMA planning target from within the range of high and low prepared by OFM. The adopted CPP growth target – 331,571 – is within the new OFM range.

The KRCC, made up of the County, four cities, two tribes and other special purpose districts work collaboratively to select the range of population forecasts and allocate them specifically to individual jurisdictions. Under an inter-local agreement, the County approves by ordinance the population forecast, but three cities must ratify the population allocations to become effective. In 2004, the KRCC approved and ratified 20-year forecasts in the 2004 Countywide Planning Policies in advance of the 2006 Comprehensive Plan Update. It is expected the KRCC will be developing new allocations in 2013 and 2014 in light of the new OFM information and will be considering the allocations in 2016, the year of the next scheduled Comprehensive Plan Update.

Table 2.6-2. Adjusted Allocations 2010-2025

City or UGA	2000 Population	2010 Population	2025 Target	Net Change 2000-2025	Net Change 2010-2025	2005-2010 Comp Plan Target	2010-2025 Updated Target – County
City of Bremerton	37,258	37,709	52,017	14,759	14,308		
Bremerton East UGA*	5,412	4,093	7,622	2,210	3,529	1,905	3,529
Bremerton West UGA*	3,229	2,900	5,246	2,017	2,346	1,756	2,346
Bremerton Port UGA (SKIA)	68	129	0	-68	-129		-129
Central Kitsap UGA	21,743	24,285	30,476	8,733	6,191	7,526	6,191
Gorst UGA	154	151	227	73	76	73	76
Silverdale UGA	15,276	15,556	23,335	8,059	7,779	6,988	7,779
City of Bainbridge Island	20,308	23,025	28,660	8,352	5,635		
Kingston UGA	1,871	2,201	5,006	3,135	2,805	2,816	2,805
City of Poulsbo	6,813	9,185	10,552	3,739	1,367		
Poulsbo UGA**	901	517	4,256	3,355	3,739	2,378	3,739
City of Port Orchard	7,693	8,569	11,293	3,600	2,724		
Port Orchard UGA***	11,570	12,773	21,279	9,709	8,506	8,212	8,506
McCormick Woods/ ULID6 UGA	1,241	2,485	9,265	8,024	6,780	7,553	6,780
Total City	72,072	78,488	102,522	30,450	24,034	NA	NA
Non-City UGA	61,465	65,090	106,712	45,247	41,622	39,207	41,622
Non-City UGA (without Poulsbo and SKIA)	60,564	64,573	102,456	41,892	38,012	36,829	38,012
Other Unincorporated	98,432	107,555	122,337	23,905	14,782	20,421	14,782
Total	231,969	251,133	331,571	99,602	80,438	59,628	56,404

Source: Countywide Planning Policies for Kitsap County; US Census 2010; BERK

* The Year 2000 information is from the Countywide Planning Policies, with a source identified as "PSRC Model." Because of the apparent loss of population between 2000 and 2010 in the identified East Bremerton and West Bremerton UGAs, a review of 2000 Census Blocks was conducted. The year 2000 information appears inaccurate, and should correctly state: Bremerton East UGA 4,372 and Bremerton West UGA 2,894. Based on census blocks at the years, 2000 and 2010 there has been little growth to minor loss of population. Thus, the net change from 2000-2025 and 2010-2025 is generally similar. The year 2000 results for the City of Bremerton using block information are very similar to the reported results, and it is unlikely that the error in West and East Bremerton is corrected by changing city population figures.

** The Poulsbo UGA has not been amended since before 2006. The City of Poulsbo and Poulsbo UGA figures have not been adjusted for annexations. Year 2010 estimated based on 2010 Census blocks. Year 2000 was based on prior City and/or County plans. The reasons for the discrepancies are unknown between the year 2000 and 2010.

*** The Port Orchard Expansion Area and Port Orchard UGA population allocations noted in Table 2.6-1 have been combined into the Port Orchard UGA allocation total.

KRCC will likely consider a growth projection for the year 2035 (about 20 years from 2016). 2012 OFM projections for 2035 are:

- Low Projection 2035: 244,467
- Medium Projection 2035: 320,475
- High Projection 2035: 432,873

Employment Projections

The remand effort does not address employment projections or capacity. Employment projections were used in 2006 to help allocate future land use in UGAs. While the County projects future employment, there is no specific employment target for Kitsap County or its jurisdictions.

Employment growth has been flat between 2005 and 2010, as any increases following 2005 were generally lost in the subsequent recession. Job totals countywide are similar between the years 2005 and 2010 - 80,216 and 80,067, respectively as documented in Appendix A, as well as in Draft SEIS Section 3.2.3, Population, Housing, and Employment. Also, minimal buildable land (around 4%) has been converted to employment uses since 2006. As a result it is expected that the County's job projections developed for the adopted Comprehensive Plan remain applicable for the remainder of the planning period.

For purposes of this SEIS, the base year of employment used in transportation modeling was updated to 2010, but countywide projections for commercial and industrial employment were maintained for the year 2025.

2.6.2. Proposal Objectives

As part of describing proposed actions and alternatives, SEPA requires the description of proposal objectives and features. Agencies are encouraged to describe a proposal in terms of objectives, particularly for agency actions to allow for consideration of a wider range of alternatives and measurement of the alternatives alongside the objectives. Kitsap County's objectives for the UGA Sizing and Composition Remand Evaluation are listed below.

- Make necessary changes to the Comprehensive Plan based on GMA goals and the Remand order;
- Accommodate the CPP population growth targets through 2025 for unincorporated UGAs;
- Provide a UGA land capacity method that recognizes local circumstances; and
- Ensure efficient provision of and adequately available public services and capital facilities that serve existing and new development in urban areas.

2.6.3. Description of Alternatives

The Draft SEIS considered three alternatives: No Action, Alternative 1, and Alternative 2. The No Action Alternative is required by SEPA and is the continuation of the current Comprehensive Plan adopted in 2006. Alternatives 1 and 2 review different UGA capacities and boundaries.

- **No Action Alternative.** This alternative retains the current Comprehensive Plan, UGA boundaries, and associated land use. Some trend assumptions for single-family densities, based upon 2005 development patterns, would be incorporated into the County's land capacity method. With the greater territory and increased density assumptions, this alternative provides for the largest UGA boundaries and the greatest capacity for growth.
- **Alternative 1.** This alternative modifies the UGA boundaries and associated land use the most dramatically. Alternative 1 reduces UGA boundaries the greatest amount in all studied UGAs. The bases for the reductions are more optimistic long-term development assumptions about future residential densities and a compact urban form.
- **Alternative 2.** This alternative provides for intermediate UGA boundary modifications and some changes to land capacity assumptions based on local circumstances and projected future

development patterns to 2025. Assumed densities are greater than the No Action Alternative but less than Alternative 1. Discount factors in the land capacity method are changed to reflect recent trends. With moderate density and discount factor changes, UGA boundary reductions are more moderate as a result.

This Final SEIS reviews a Preferred Alternative in the range of the Draft SEIS alternatives:

- The **Preferred Alternative** provides UGA boundary modifications similar to but smaller than Alternative 2 and provides changes to land capacity assumptions similar to Alternative 2. Assumed densities the same as assumed for Alternative 2. Discount factors in the land capacity method are changed to reflect recent trends, except that the existing unavailable land factor would be retained rather than increased. On the whole, the Preferred Alternative has a projected population similar to Alternative 2 and the Countywide Planning Policies but located in more compact boundaries in the range of Alternatives 1 and 2.

The Preferred Alternative is the focus of the remainder of this chapter. For more information on the No Action Alternative, Alternative 1, and Alternative 2, please see Chapter 2 of the Draft SEIS.

Alternatives Overview

The Preferred Alternative addresses the following policy and regulatory changes that are elements of the proposed action.

- **Land Capacity Method.** The Preferred Alternative considers land capacity assumptions and proposes changes based on local circumstances observed from 2000-2010. Primarily, the achieved densities found in unincorporated residential zones are considered. In addition, the Preferred Alternative includes modifications to discount factors such as public facilities based on observed trends.
- **Land Use and Zoning Maps.** The following revisions to the Land Use and Zoning Maps governing future land uses are proposed.
 - Eight UGAs were under consideration for boundary changes in the Draft SEIS to accommodate population growth targets based on a new land capacity method that recognizes local circumstances. Due to the evaluation of land supply and demand not all UGAs require reduction in territory under the Preferred Alternative. Specifically, East Bremerton, West Bremerton, and Gorst boundaries would not require reduction. Kingston, Silverdale, Central Kitsap, and Port Orchard would be reduced. McCormick Woods would be slightly increased but only to include utility lands provide service only to the adjacent UGA and have no development capacity.
 - UGA changes and land use redesignations are proposed in the Preferred Alternative. These changes would remove territory from the current UGAs and redesignate them with appropriate rural classifications in place of urban classifications.
- **Plan policies.** The Preferred Alternative proposes amendments to the goals and policies of the Comprehensive Plan based on the revised Land Use Map and for purposes of maintaining internal consistency. Policies regarding UGAs and population would be amended. Further, policies regarding capital facilities would be changed based on the balance of land use growth, needed improvements, and funding. A new CFP is proposed for the Preferred Alternative.
- **Implementing regulations.** Development regulations, such as zoning, implement the Comprehensive Plan. In the Preferred Alternative, the County is considering amendments to Title 17 that would require sewer hookup when in proximity to a sewer line to be consistent

with County health and sewer codes. Additional amendments to Title 17 Zoning are to ensure consistency with the proposed land use alternative. Amendments to KCC 18.04.100 - Categorical Exemptions for Infill Development - are proposed due to changes in residential or infill capacity anticipated in the Silverdale Mixed Use Infill Trip Bank.

Table 2.6-3 presents a comparison of the Preferred Alternative to the Draft SEIS alternatives and how each address the policy and regulatory changes in the components described above.

Table 2.6-3. Overview of Alternatives

Feature	Alternative 1	Preferred Alternative	Alternative 2	No Action Alternative
Land Capacity Method	Change based on local circumstances – focus on assumed densities.	Change based on local circumstances – focus on both assumed densities and discount factors, except exclude changes to the market factor.	Change based on local circumstances – focus on both assumed densities and discount factors.	Retain land capacity method, except recognize adopted BLR low density residential densities.
Land Use Map	Greatest UGA reductions and reclassifications of removed territory to rural classifications.	Intermediate UGA reductions and reclassifications of removed territory to rural classifications. Smaller than Alternative 2, but greater than Alternative 1.	Intermediate UGA reductions and reclassifications of removed territory to rural classifications.	No change to current UGA boundaries.
Plan Policies	Amend Comprehensive Plan for consistency. Modify capital facilities plans and policies.	Amend Comprehensive Plan for consistency. Modify capital facilities plans and policies.	Amend Comprehensive Plan for consistency. Modify capital facilities plans and policies.	No change to current plan policies.
Implementing Regulations	Amend development regulations such as zoning to address land use map changes.	Amend development regulations such as zoning to address land use map changes, sewer connection, and others.	Amend development regulations such as zoning to address land use map changes, interim septic service policies, and others.	No change to current development regulations.

Source: Kitsap County Special Projects Division; BERK 2012

Land Capacity Method

Land capacity is an estimate of the amount of development that land can accommodate given land use regulations and local development conditions or circumstances. It is the key tool used to determine UGA capacity for growth. The land capacity analysis (LCA) framework methodology was originally developed and adopted by Kitsap County in 2005 and endorsed by the KRCC. This LCA has been subject to several Hearings Board appeals and as a result has been modified since its original adoption in 2005. The UGA land capacity analysis yields a buildable land “supply” which can then be compared to population and employment “demand” for the forecast planning period. The LCA involves a series of steps to derive net population and housing unit capacity for residential lands and net buildable acres for commercial/industrial zoned lands (reduction factors are noted with a minus (-) sign):

- Define Vacant Parcels by Residential Zone
- Define Underutilized Parcels by Residential Zone Based on a Combination of Existing Use, Zoning Density, Parcel Size and Assessed Value
- Identify Critical Areas (-)
- Future Roads/Rights-of-Way (ROW) Needs (-)

Alternatives

- Future Public Facilities Needs (-)
- Account for Unavailable Lands (-)
- Yields Net Available Acres by Zone
- Apply Appropriate Density in each Zone to Yield Housing Unit Capacity
- Apply Average Household Size to Housing Unit Capacity to Yield Net Population Capacity

A more complete summary of the LCA methodology is provided in Appendix A.

Based on the remand order to revisit UGAs with information about local circumstances, a trends analysis was prepared in Appendix A. This information has helped formulate a range of potential adjustments to the land capacity method based upon changing local circumstances 2000-2010. For purposes of this SEIS, the alternatives test a range of land capacity assumptions as shown in Table 2.6-4.

Table 2.6-4. Comparison of Land Capacity Assumptions

Land Capacity Element	Alternative 1	Preferred Alternative	Alternative 2	No Action (2006 Boundary)
Assumed Density Trends by Land Use Designation				
Urban Low	6.5 DU per acre	6.0 DU per acre	6.0 DU per acre	5.6 DU per acre
Urban Cluster	7.6 DU per acre	7.6 DU per acre	7.6 DU per acre	7.6 DU per acre
Urban Restricted	5.0 DU per acre	2.5 DU per acre	2.5 DU per acre	2.5 DU per acre
Illahee Greenbelt	4.0 DU per acre	2.0 DU per acre	2.0 DU per acre	2.0 DU per acre
Urban Medium	14.0 DU per acre	12.0 DU per acre	12.0 DU per acre	10.0 DU per acre
Urban High	24.5 DU per acre	21.75 DU per acre	21.75 DU per acre	19.0 DU per acre
Mixed Use	20.0 DU per acre	15.0 DU per acre	15.0 DU per acre	10.0 DU per acre
Urban Village	14.0 DU per acre	12.0 DU per acre	12.0 DU per acre	10.0 DU per acre
Discount/ Deduction Factors				
Critical Areas	Site-Specific	Site-Specific	Site-Specific	Site-Specific
Right-of-Way	20%	20%	20%	20%
Public Facilities	15%	20%	20%	15%
Unavailable Lands	Vacant: 5% Underutilized: 15%	Vacant: 5% Underutilized: 15%	Vacant 5% Underutilized 20%	Vacant: 5% Underutilized: 15%
Buildable Land Supply Adjustments				
Underutilized Lands within Plats	Within finaled plats: 50% of parcels removed from capacity.	Within finaled plats: 75% of parcels removed from capacity.	Within finaled plats: 100% of parcels removed from capacity.	Within finaled plats: No parcels removed from capacity.
Platted Vacant Land	Consider in land supply; DO NOT apply discount factors.	Consider in land supply; DO NOT apply discount factors.	Consider in land supply; DO NOT apply discount factors.	Consider in land supply; DO apply discount factors.

Source: Kitsap County Special Projects Division 2012

Alternative 1 includes the most optimistic densities for the Urban Low designation based on the increasingly high cost of public infrastructure (sewer lines and pump stations, roads and stormwater facilities) which may continue to drive densities higher for new development. This may be particularly true in small infill developments which are anticipated to become a larger percentage of the overall development pattern. For Urban Low, Alternative 2 and the Preferred Alternative assume documented developed densities of all long and short plats between 2000 and 2010. This time period includes both pre and post real estate bubble patterns. The No Action Alternative would assume Urban Low densities consistent with the 2000-2005 adopted BLR, reflecting pre-recession trends.

As nearly all of the Urban Cluster zone has been approved for preliminary plat or development agreements, all alternatives assume that Urban Cluster densities would be consistent with these approvals, which are predominantly found in Kingston and McCormick Woods/ULID #6.

The Preferred Alternative, Alternative 2 and the No Action Alternative would apply a density in the Urban Restricted designation that is the mid-point of the allowed density range, based on recent amendments to the code that were designed to reduce growth in this critical area constrained zone. Alternative 1 assumes the maximum density of this zone, since prior to the code amendments, numerous plats were approved at higher densities.

There is little trend information on the densities of the remaining Urban Medium, Urban High, and Mixed Use zones. The general assumptions for purposes of this SEIS are as follows: No Action at minimum densities, Alternative 1 at the mid-point densities, and Alternative 2 and the Preferred Alternative at the “mid-mid” point densities.

Applying the varying land capacity assumptions, a comparison of land capacity has been developed. Table 2.6-5 provides shows the CPP population allocation for each UGA, and the population capacity of each UGA under all three alternatives (see Appendix B for detailed land capacity worksheets). Results show that the No Action Alternative is oversized by 31%. Alternative 1 is undersized by 14%, Alternative 2 is undersized slightly at 3%, and the Preferred Alternative is undersized by only 2%. Because land capacity analysis at this scale is a predictive planning tool rather than a precise method, the County with the 2006 Comprehensive Plan Update has established a margin of error of 5%. UGA land capacity results within +/-5% of the growth allocation are considered in balance. Thus, the Preferred Alternative and Alternative 2 are considered within balance at this level of analysis.

Table 2.6-5. Comparison of Growth Targets and Population Capacities

UGA	Growth Target Remaining 2010-2025	Alternative 1	Preferred	Alternative 2	No Action	Diff Alt 1 and Target	Diff Preferred	Diff Alt 2 and Target	Diff No Action and Target
Bremerton East UGA	3,529	879	2,017	1,741	1,962	-2,650	-1,512	-1,788	-1,567
Bremerton West UGA	2,346	1,295	2,082	1,872	1,730	-1,051	-264	-474	-616
Central Kitsap UGA	6,191	7,739	6,500	5,901	8,207	1,548	309	-290	2,016
Gorst UGA	76	105	82	77	62	29	6	1	-14
Silverdale UGA	7,779	8,424	7,768	8,420	11,416	645	-11	641	3,637
Kingston UGA	2,805	2,640	2,821	2,844	3,657	-165	16	39	852
Port Orchard UGA	8,506	7,491	8,006	7,987	12,466	-1,015	-500	-519	3,960
McCormick Woods/ ULID6 UGA	6,780	4,131	8,093	8,093	10,110	-2,649	1,313	1,313	3,330
UGA Total	38,012	32,704	37,369	36,934	49,610	-5,308	-643	-1,078	11,598
Percent Difference with Target						-14%	-2%	-3%	31%

Source: Kitsap County Special Projects Division 2012; BERK

Land Use, Zoning, and UGA Boundaries

Figures 2.6-1 to 2.6-2 identify current UGA boundaries and areas of UGA reduction associated with the Preferred Alternative as well as zoning classifications in UGAs. Final SEIS Appendix C includes more detailed Preferred Alternative UGA maps.

Table 2.6-6 identifies the differences in UGA boundaries among the alternatives. Alternative 1 makes the most significant UGA reductions and associated reclassifications from urban to rural, the Preferred Alternative and Alternative 2 an intermediate amount of reductions, and No Action Alternative, no change. Alternative 1 would reduce the UGA acres by 35% and Alternative 2 would reduce UGA acres by 13%. The Preferred Alternative is in the range of Alternatives 1 and 2 at a 21% percent reduction.

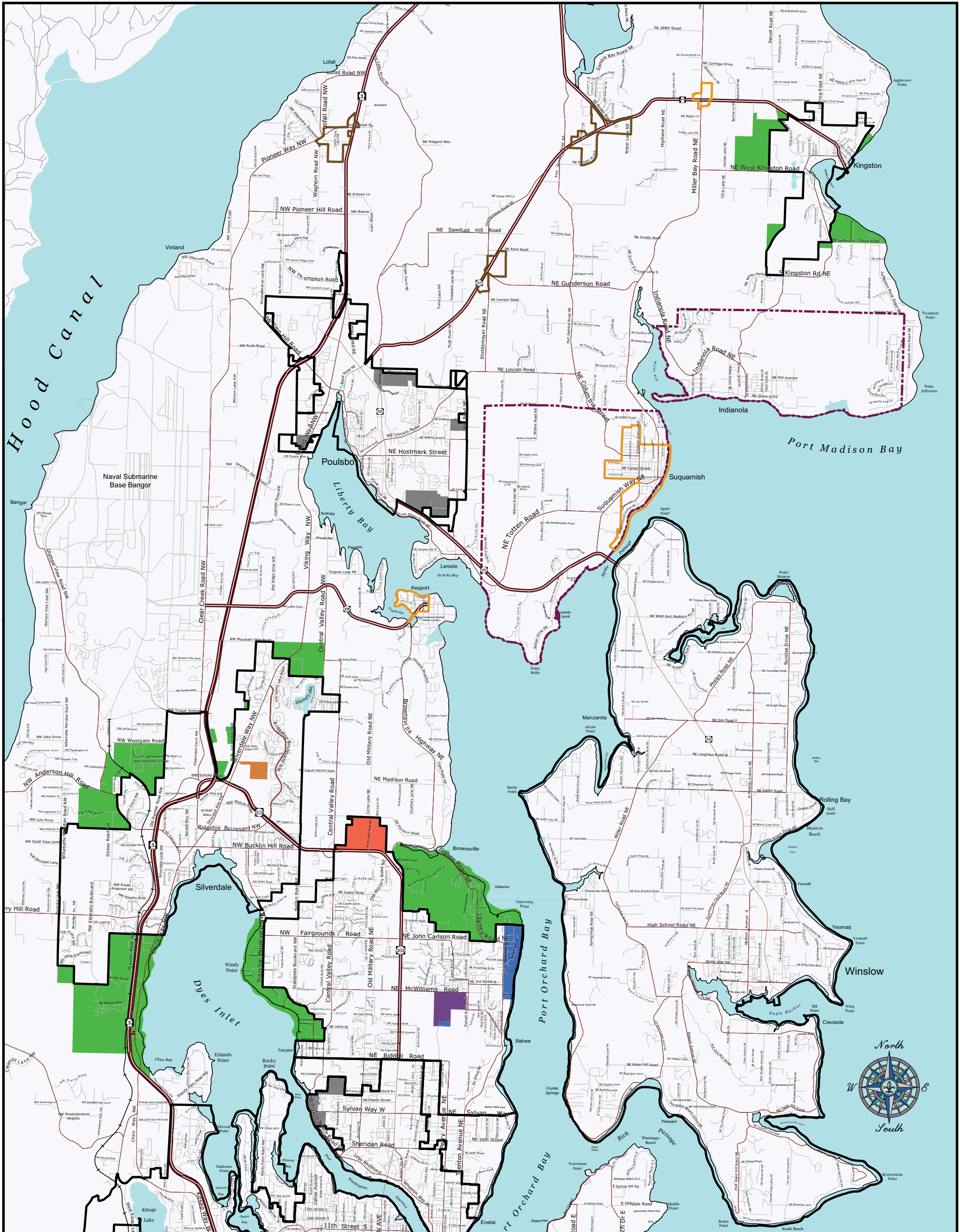
Table 2.6-6. Study UGA Acres

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 2.6-6 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

Comprehensive Plan Maps for the Preferred Alternative are shown in Figures 2.6-3 to 2.6-4. The implementing zoning is shown in Figures 2.6-5 to 2.6-6. Please refer to the Draft SEIS for the No Action Alternative, Alternative 1 and Alternative 2 maps.

The UGAs would have a different land use pattern as a result of the action alternatives, and thus affect the share of land use acres countywide. Action alternatives would have a greater share of rural classifications than the No Action Alternative due to the removal of urban territory. The resulting UGA and rural acres at a countywide level are shown in Table 2.6-7. Acres are net totals and do not include rights-of-way. Annexed areas between 2006 and 2012 are included in the Action Alternatives as “Other” – city limits category, whereas the No Action Alternative does not show the annexations post 2006 and the acres recently annexed are assumed under County urban land use designations.



Zoning Changes Preferred Alternative North



Kitsap County
 Department of Community Development
 614 Division Street, MS-36
 Port Orchard, Washington 98366
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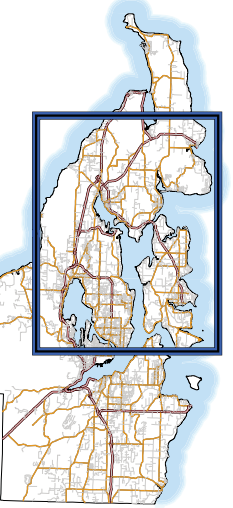
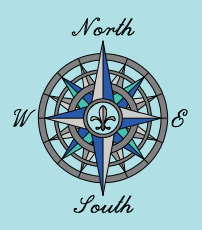
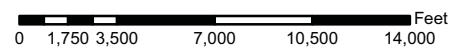
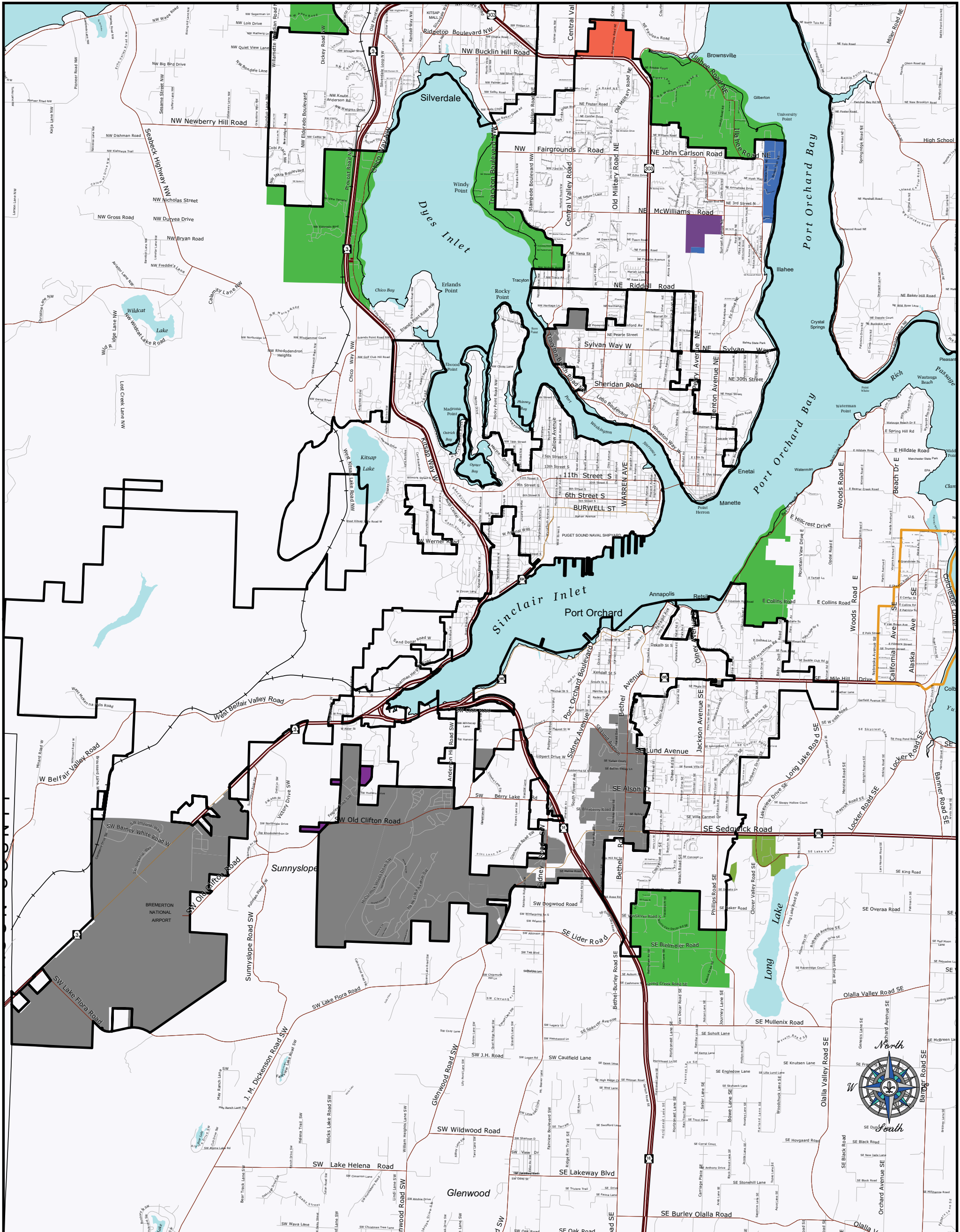


Figure 2.6-1 Proposed UGA and Zoning Changes-North



- Rural Residential (1 DU/5 Ac)
- Rural Protection (1 DU/10 Ac)
- Rural Commercial
- Rural Industrial
- Senior Living Homestead (5-9 DU/Ac)
- Urban Medium Residential (10-18 DU/Ac)
- Urban Restricted (1-5 DU/Ac)
- Park (Kitsap County)
- Incorporated City (Annexed parcels)
- Urban Growth Area Boundary
- Limited Area of More Intense Rural Development - Type I
- Limited Area of More Intense Rural Development - Type III
- Reservation Boundaries

Zoning Changes Preferred Alternative South



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Port Orchard, Washington 98366
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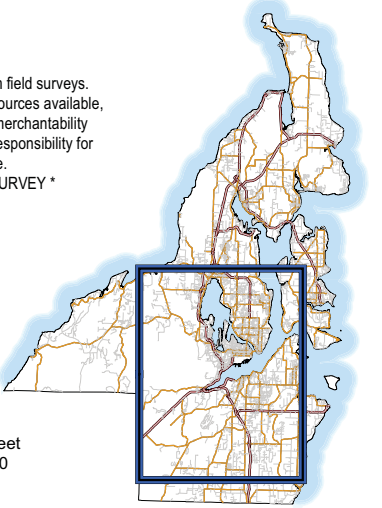
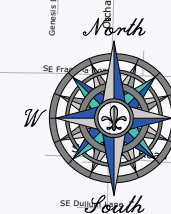
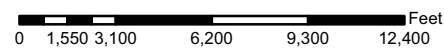
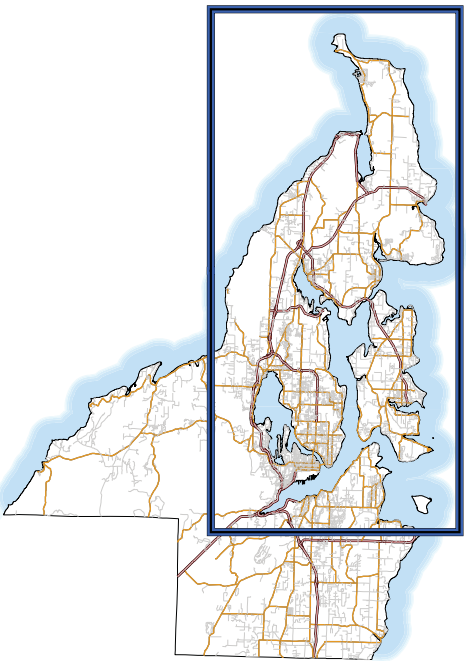


Figure 2.6-2 Proposed UGA and Zoning Changes-South

Kitsap County North Comprehensive Plan

Preferred Alternative

-  Urban Growth Area
 -  Incorporated City
 -  Reservation Boundaries
 -  Limited Area of More Intense Rural Development - Type I
 -  Limited Area of More Intense Rural Development - Type III
-
-  Rural Residential
 -  Urban Reserve
 -  Rural Protection
 -  Rural Wooded
 -  Mineral Resource
 -  Forest Resource Lands
-
-  Rural Commercial
 -  Rural Industrial
-
-  Urban Industrial
 -  Urban High-Intensity Commercial/Mixed Use
 -  Urban Low-Intensity Commercial/Mixed Use
-
-  Urban Low-Density Residential
 -  Urban Medium/High-Density Residential
-
-  Limited Area of More Intense Rural Development-Type III
 -  Limited Area of More Intense Rural Development-Type I
 -  Poulsbo Urban Transition Area
-
-  Public Facility
 -  Incorporated City
 -  Military
 -  Tribal Land



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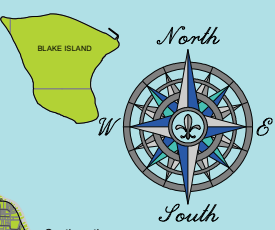
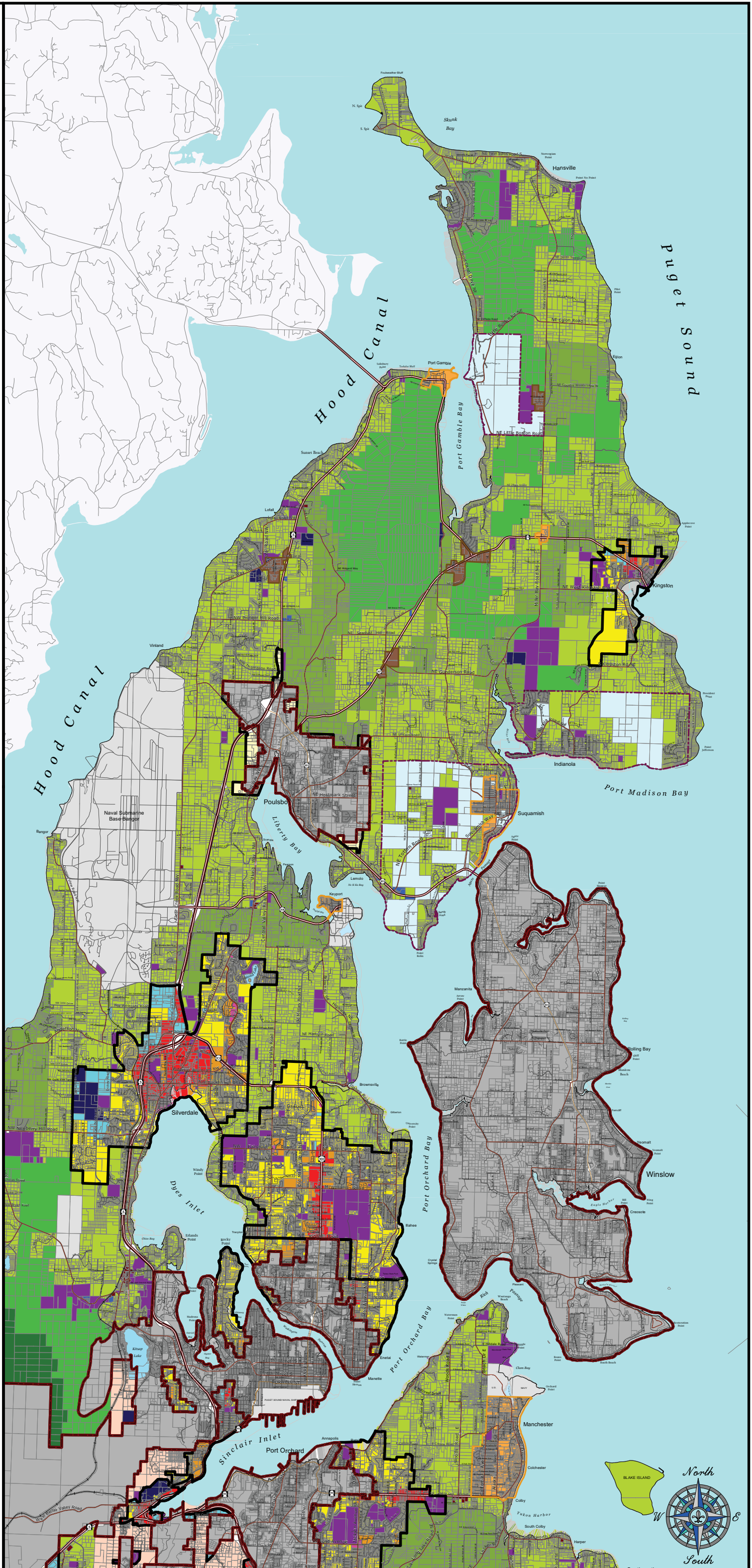
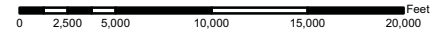



























Figure 2.6-3 Preferred Alternative-North

Kitsap County South Comprehensive Plan

Preferred Alternative

-  Urban Growth Area
-  Incorporated City
-  Reservation Boundaries
-  Limited Area of More Intense Rural Development - Type I
-  Limited Area of More Intense Rural Development - Type III
-  Rural Residential
-  Urban Reserve
-  Rural Protection
-  Rural Wooded
-  Mineral Resource
-  Forest Resource Lands
-  Rural Commercial
-  Rural Industrial
-  Urban Industrial
-  Urban High-Intensity Commercial/Mixed Use
-  Urban Low-Intensity Commercial/Mixed Use
-  Urban Low-Density Residential
-  Urban Medium/High-Density Residential
-  Limited Area of More Intense Rural Development-Type III
-  Limited Area of More Intense Rural Development-Type I
-  Poulsbo Urban Transition Area
-  Public Facility
-  Incorporated City
-  Military
-  Tribal Land



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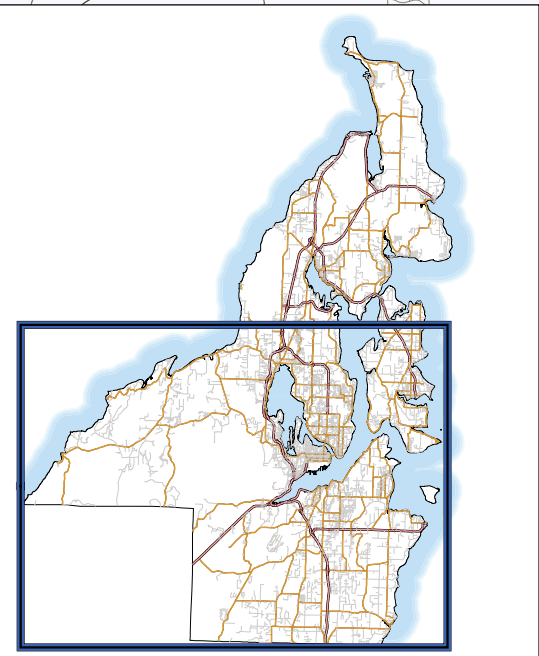
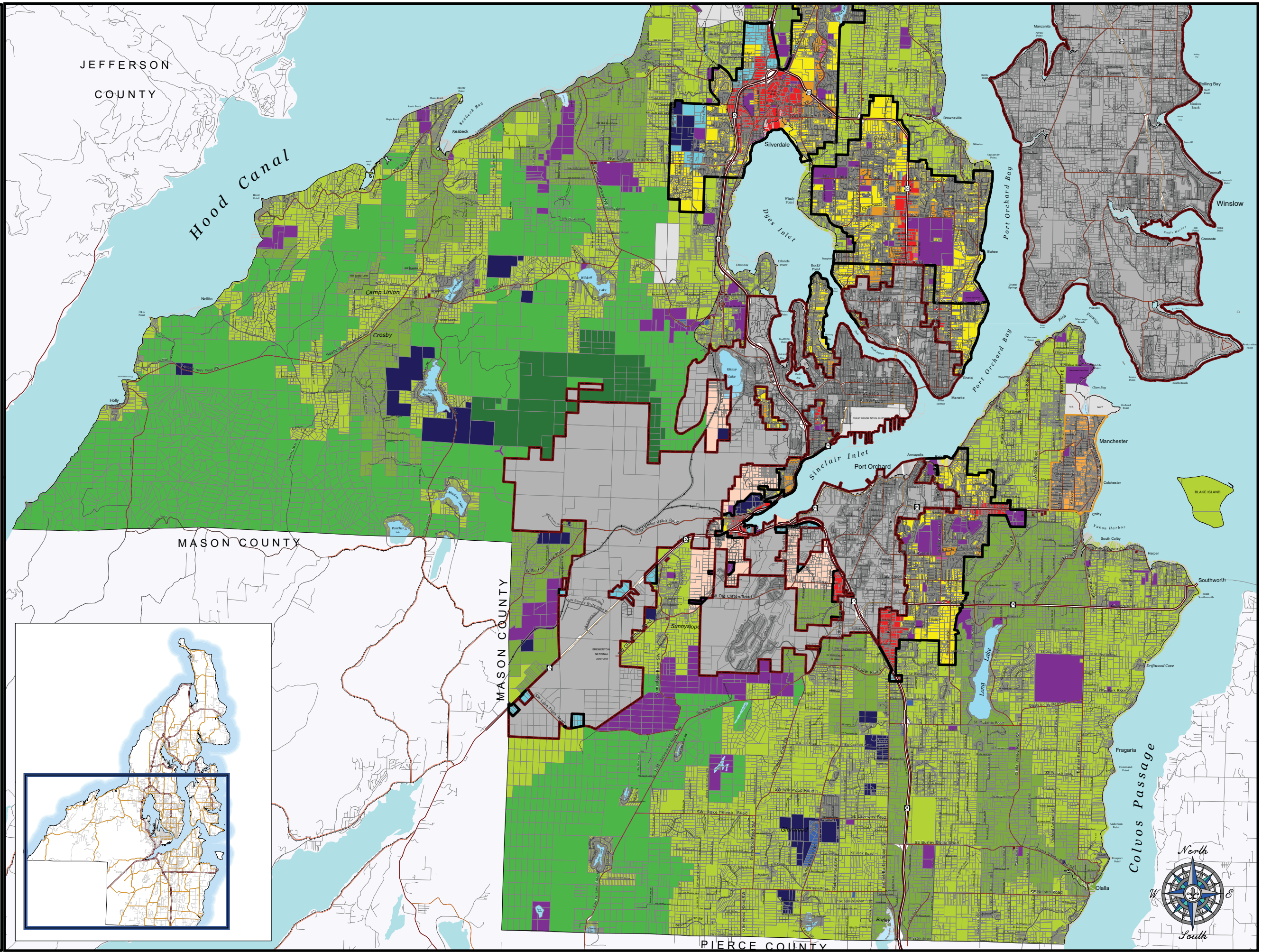









































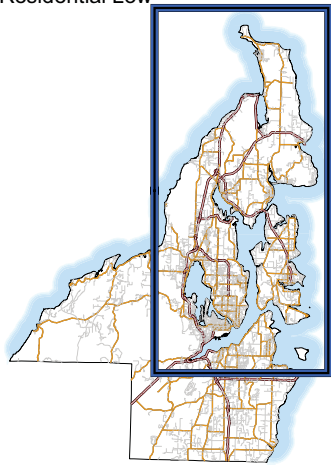


Figure 2.6-4 Preferred Alternative Comprehensive Plan-South

Kitsap County North Zoning

Preferred Alternative

-  Proposed Urban Growth Area
 -  Incorporated City
-
-  Rural Residential (1 DU/5 Ac)
 -  Urban Reserve (1 DU/10 Ac)
 -  Rural Protection (1 DU/10 Ac)
 -  Rural Wooded (1 DU/20 Ac)
 -  Forest Resource Lands (1 DU/40 Ac)
-
-  Rural Commercial
 -  Rural Employment Center
 -  Rural Industrial
 -  Twelve Trees Employment Center
-
-  Business Park
 -  Business Center
 -  Industrial
 -  Highway/Tourist Commercial (10-30 DU/Ac)
 -  Neighborhood Commercial (10-30 DU/Ac)
 -  Mixed Use (10-30 DU/Ac)
 -  Regional Commercial (10-30 DU/Ac)
-
-  Illahee Greenbelt (1-4 DU/Ac)
 -  Urban Restricted (1-5 DU/Ac)
 -  Urban Cluster Residential (5-9 DU/Ac)
 -  Urban Low Residential (5-9 DU/Ac)
 -  Senior Living Homestead (5-9 DU/Ac)
 -  Urban Medium Residential (10-18 DU/Ac)
 -  Urban Village Center (up to 18 DU/Ac)
 -  Urban High Residential (19-30 DU/Ac)
-
-  Keyport Village Commercial
 -  Keyport Village Low Residential
 -  Keyport Village Residential
-
-  Rural Historic Town Commercial
 -  Rural Historic Town Residential
 -  Rural Historic Town Waterfront
-
-  Suquamish Village Commercial
 -  Suquamish Village Low Residential
 -  Suquamish Village Residential
-
-  Park (Kitsap County)
 -  Incorporated City
 -  Tribal Land
 -  Military
-
- Poulsbo Urban Transition Area**
-  Light Industrial
 -  Residential Low



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0 2,500 5,000 10,000 15,000 20,000 Feet

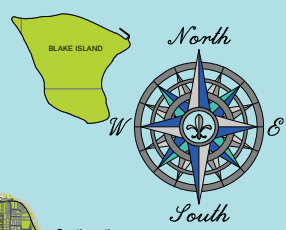
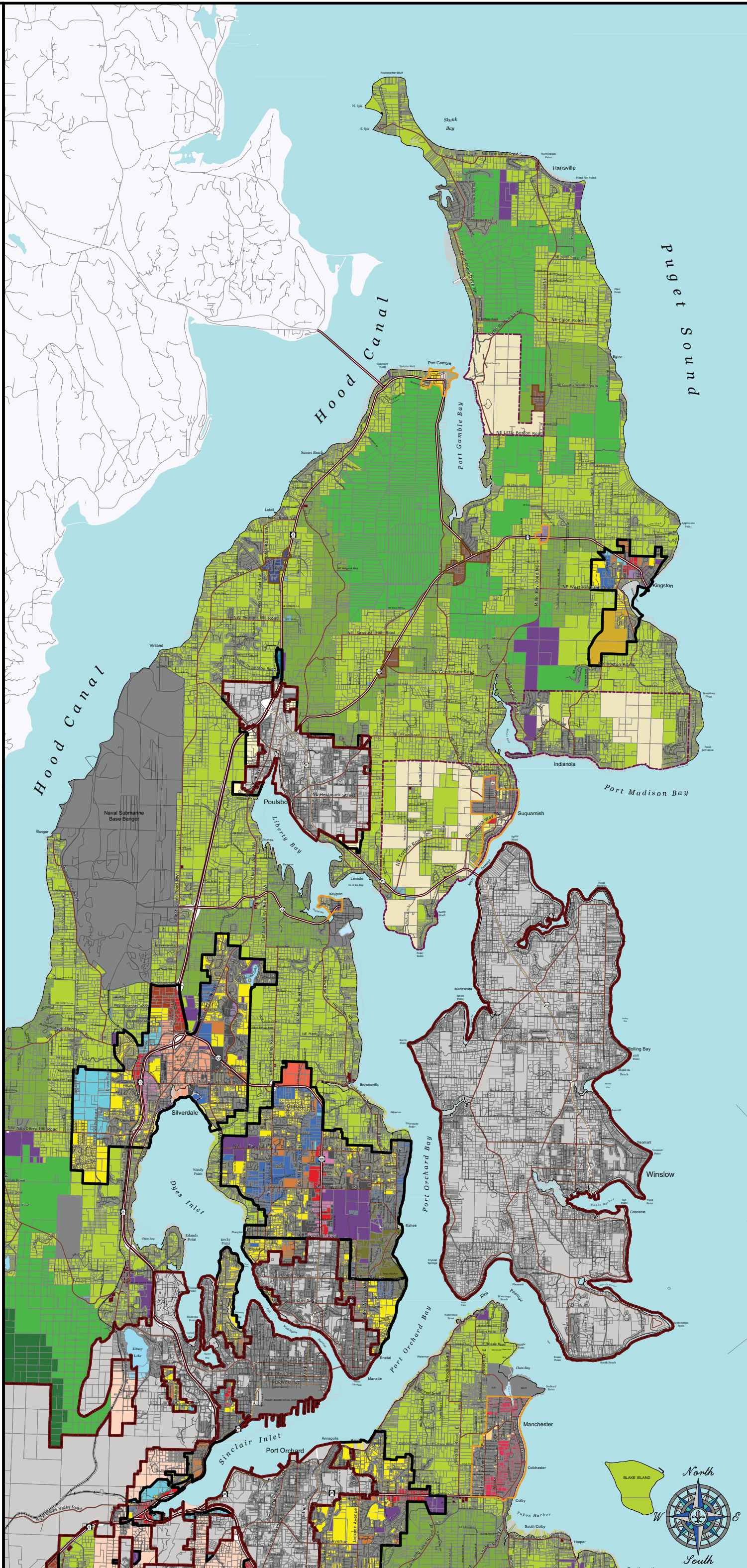






















Figure 2.6-5 Preferred Alternative-North

Kitsap County South - Zoning Preferred Alternative

-  Proposed Urban Growth Area
-  Incorporated City
-  Rural Residential (1 DU/5 Ac)
-  Urban Reserve (1 DU/10 Ac)
-  Rural Protection (1 DU/10 Ac)
-  Rural Wooded (1 DU/20 Ac)
-  Forest Resource Lands (1 DU/40 Ac)
-  Rural Commercial
-  Rural Employment Center
-  Rural Industrial
-  Twelve Trees Employment Center
-  Business Park
-  Business Center
-  Industrial
-  Highway/Tourist Commercial (10-30 DU/Ac)
-  Neighborhood Commercial (10-30 DU/Ac)
-  Mixed Use (10-30 DU/Ac)
-  Regional Commercial (10-30 DU/Ac)
-  Illahee Greenbelt (1-4 DU/Ac)
-  Urban Restricted (1-5 DU/Ac)
-  Urban Cluster Residential (5-9 DU/Ac)
-  Urban Low Residential (5-9 DU/Ac)
-  Senior Living Homestead (5-9 DU/Ac)
-  Urban Medium Residential (10-18 DU/Ac)
-  Urban Village Center (up to 18 DU/Ac)
-  Urban High Residential (19-30 DU/Ac)
-  Manchester Village Commercial
-  Manchester Village Low Residential
-  Manchester Village Residential
-  Park (Kitsap County)
-  Incorporated City
-  Tribal Land
-  Military

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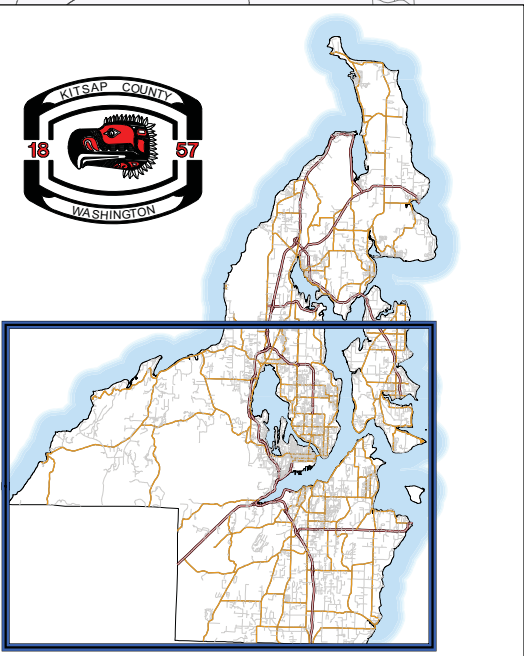
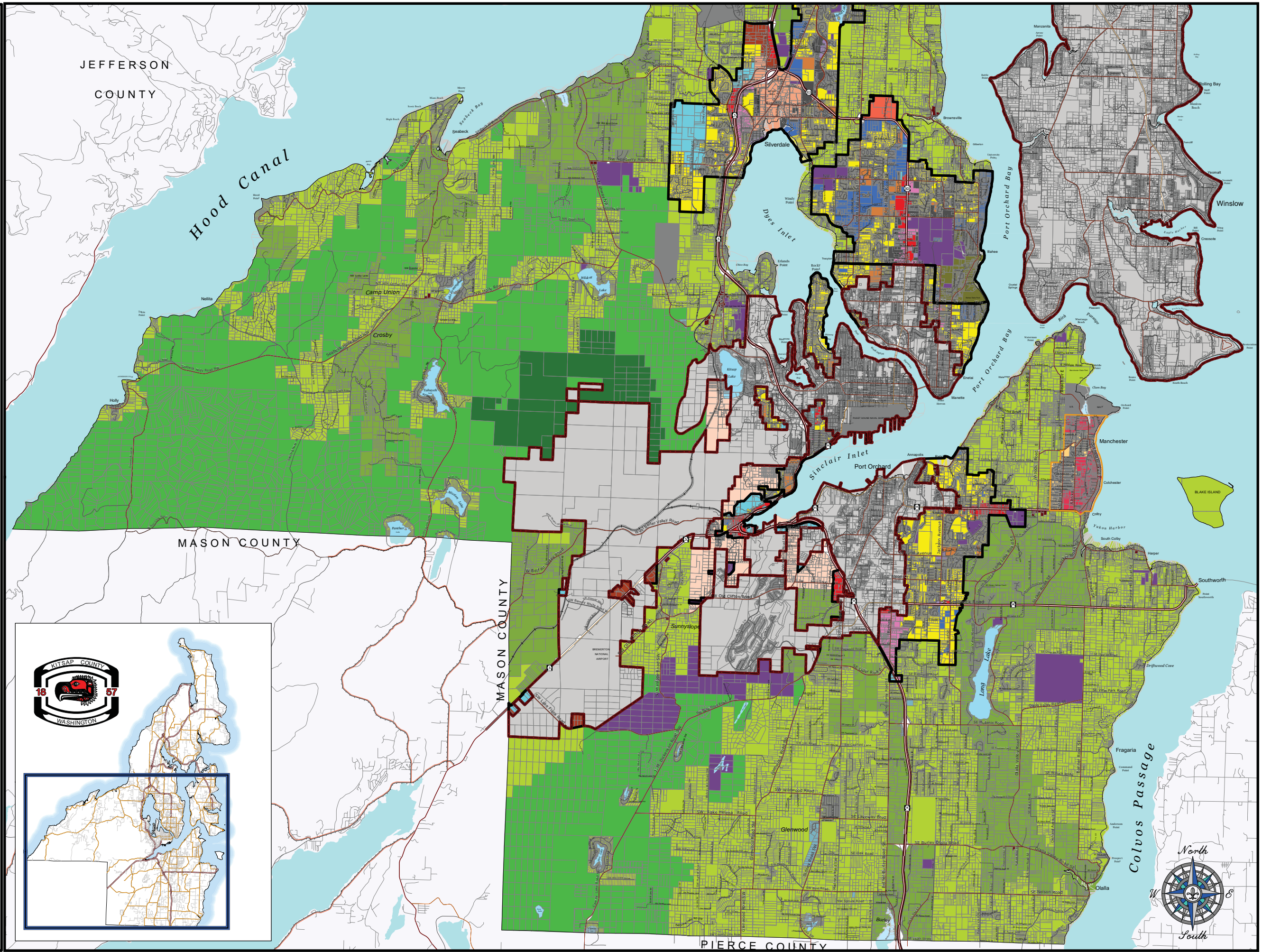
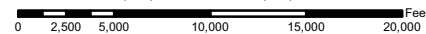


Figure 2.6-6 Preferred Alternative-South

Table 2.6-7. UGA and Land Use Comparisons

Plan Designation	Alternative 1		Preferred Alternative		Alternative 2		No Action	
	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, limited area of more intensive rural developments [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%
Total Land Use Acres	241,657	100%	241,657	100%	241,657	100%	241,657	100%

Plan Policies

As a result of UGA and land use designation changes, some corresponding Comprehensive Plan amendments would be needed to maintain consistency. Action Alternatives would update land use element policies regarding population growth targets and UGAs and provide an amended CFP addressing how services and infrastructure can be provided to serve the UGAs. See Table 2.6-8 for a summary of potential changes. Alternative 1 would also remove policies addressing the Illahee community because that area would be removed from the UGA and made rural. Alternative 2 would adjust the policies to clarify interim septic service provision. Alternative 2 would also amend the zoning code to remove a prohibition on interim septic service in UGAs and allow for dry sewers with a temporary septic system until the sewer service line is hooked up. The Preferred Alternative changes would be similar to Alternative 2, except no policies regarding interim septic service are included. However, the Preferred Alternative does include policies on wastewater provision, water quality efforts and the new Senior Living Homestead Zone located in the expansion of the Central Kitsap UGA. The No Action Alternative would retain all current plans and policies. See Section 3.2.2, Relationship to Plans and Policies for more information about the plan changes.

Table 2.6-8. Proposed Policy Amendments

Element	Alternative 1	Preferred Alternative	Alternative 2	No Action Alternative
Land Use Element and associated subarea plans	Update land use maps and population policies; rescind Illahee policies	Update land use maps and population policies	Update land use maps and population policies; modify Illahee policies to match new land use	Retain current population policies as of 2006 plan
Capital Facility Plan	Updated	Updated	Updated	Retain current 2006 CFP
Sewer – Interim Septic Systems at Urban Densities	Not Considered	Not Considered.	Considered w/ final platting and dry sewers at urban densities.	Not Considered

Source: Kitsap County Special Projects Division 2012; BERK

Implementing Regulations

Development regulations, such as zoning, implement the Comprehensive Plan. Alternative 1 would remove the Illahee Greenbelt Zone as the area would become rural. In Alternative 2, the County is considering interim wastewater systems for final plats and proposing amendments to Title 17, footnote 48 which requires all new subdivisions to hook-up to sewer service. The Preferred Alternative would require sewer connection when proposed development is within a specific distance of existing sewer mains consistent with current County health and sewer codes (e.g. Title 13). Additional amendments to Title 17 Zoning are to ensure consistency with the proposed land use alternative.

SEPA provides an exemption for residential and mixed use infill development to fill in a UGA where current density and intensity of use in the area is lower than called for in the goals and policies of the applicable comprehensive plan. (RCW 43.21C.229) An exemption was established in the 2006 process for the Silverdale regional center, and was based on the densities and trips studied at that time. With the potential change in assumed densities of the zones according to the LCA, and the refreshed traffic modeling with a 2010 base year, it is anticipated that amendments to KCC 18.04.100 - Categorical Exemptions for Infill Development - would be needed with changes to the residential or infill capacity anticipated in the Silverdale Mixed Use Infill Trip Bank. To date no infill exemptions have been approved in Silverdale. The proposed regulations would address recent changes to SEPA that clarify commercial components of infill development; however, any use would need to be consistent with the County’s adopted land use plans and zoning regulations.

Description of Preferred Alternative

The preferred alternative is described below. See the Draft SEIS for a description of the No Action Alternative and Alternatives 1 and 2.

The Preferred Alternative assumes amendment of the current Comprehensive Plan to address the Remand. Goals, policies, land use designations and zoning, would be modified. The Preferred Alternative would reduce UGA boundaries moderately based on modified densities and land capacity deduction factors reflecting local circumstances and trends.

The assumed densities would be adjusted in the land capacity method. The assumed densities for Urban Low, Urban Cluster, and Urban Restricted designations would be assumed at levels consistent with: observed 10-year trends (Urban Low); approved development agreements and

associated preliminary plats (Urban Cluster); or code amendments made in 2008 to correct a misinterpretation of densities (Urban Restricted). Assumed densities for the Urban Medium, Urban High, or Mixed Use zones would follow the mid-mid-point of the allowable densities consistent with the success of reasonable measures. These assumptions would be more optimistic than observed trends which has shown little development activity above minimum densities.

Discount factors for public facilities would be increased based on observed trends in final plats between 2006 and 2010.

As a result of assuming higher units per acre in all residential zones, but also adjusting discount factors based on local circumstances, the UGA boundaries would be reduced moderately in the Preferred Alternative, similar to Alternative 2 but to a lesser degree than Alternative 1. The Preferred Alternative boundaries are slightly undersized at -2%. The Preferred Alternative would be close to the population growth target for the planning area as a whole, and within a “level of tolerance” of +/-5% difference with growth targets considered acceptable (See Table 2.6-5).

The amount of land in each land use designation would change under the Preferred Alternative, but to a lesser degree than Alternative 1. See Table 2.6-7 for a comparison of acreage in each land use designation under the alternatives. UGA boundaries and land use designations would be amended as shown in Figure 2.6-3 and 2.6-4; zoning maps would also be amended as shown in Figures 2.6-5 and 2.6-6.

Under the Preferred Alternative, changes to the Comprehensive Plan, including the CFP, would be made. Adopted plans would reflect newer population capacity information; the CFP would be amended to better match public services and infrastructure to the new UGA boundaries and growth capacity.

2.6.4. Alternatives and Vested Plats

Vested plats include those preliminary plats approved within the current UGA boundaries, but not yet developed. To the extent feasible vested plats were included in the Preferred Alternative boundaries. However, where vested plats were located at the fringes of the current UGA boundary and were difficult to include due to the need for logical boundaries, some were not included. Exclusion from the UGA does not necessarily affect the development’s vested status nor right to build.

2.6.5. Benefits and Disadvantages of Delaying the Proposed Action

SEPA requires a discussion of the benefits and disadvantages of reserving, for some future time, the implementation of a proposal compared to possible approval at this time. In other words, the County must consider the possibility of foreclosing future options by implementing the proposal.

If the County delayed the Proposed Action, development would continue to occur under the No Action Alternative in the larger UGAs. More land could be converted to urban densities within the UGAs. Added development in the larger UGAs would result in land disturbance and premature conversion of land to urban uses that would otherwise be rural. There would also be increased traffic and increased demand for public services. The development levels would be inconsistent with CPPs and would exceed those anticipated in the 2006 Comprehensive Plan and CFP.

