

## Appendix F: Kitsap County Reasonable Measures Monitoring Report

January 1, 2006 - December 31, 2012  
Kitsap County Dept. of Community Development  
June 23, 2016



The Growth Management Act (GMA) requires that counties and cities plan for a 20-year period to accommodate projected population growth. A “buildable lands” review and evaluation program (BLR) was added to the GMA in 1997 through RCW 36.70A.215. The program requires certain counties and cities to determine if land is being used efficiently in urban growth areas (UGAs), and to determine if growth is occurring consistent with adopted comprehensive plans. If the buildable lands review demonstrates inconsistencies between actual growth and planning policies, the jurisdiction is required to identify reasonable measures that could be taken to improve consistency other than adjusting UGA boundaries. Reasonable measures designed to increase consistency are required to be monitored annually.

Thirty-five reasonable measures were utilized by Kitsap County (the County) to encourage improvements in urban densities and decrease growth in the rural area. These 35 reasonable measure were designed and approved through the Kitsap Regional Coordinating Council (KRCC) in 2005 and subsequently implemented by the County. In January 2016, the Central Puget Sound Growth Management Hearings Board<sup>1</sup> found that, while Kitsap County had previously adopted reasonable measures, the County has not written a report reflecting the annual monitoring. Although a reasonable measures report was not prepared previously, data had been collected for the majority of measures. As directed by the Growth Hearings Board this report has been prepared to reflect the annual reporting requirements detailing the monitoring efforts that are required by the GMA.

The 2015 BLR demonstrated considerable improvement in all areas since the first BLR was completed in 2002. The share of growth occurring in the urban areas has been increasing, while the share in the rural areas has been steadily decreasing. On a whole, the County has been making progress in achieving consistency between its GMA comprehensive plan and development regulations and the actual development occurring.

This report provides a review of the 35 adopted measures as well an additional measure regarding sewer. Each reasonable measure reviewed includes an overview under the *Comments* section, related *Supporting Policy Statements and/or Policies*, associated *Title 17* (Kitsap County Code) and a *Data and Analysis* section.

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<sup>1</sup> *Jerry Harless and Suquamish Tribe (Intervenor) v. Kitsap County*, CPSGMHB No. 15-3-0005, Final Decision & Order (1/22/2016).

Table of Contents

<b>1. Encourage Accessory Dwelling Units (ADUs) in single-family zones</b> .....	4
<b>2. Allow clustered residential development</b> .....	4
<b>3. Allow duplexes</b> .....	5
<b>4. Allowing townhouses and condominiums in single-family zone</b> .....	6
<b>6. Encourage Mixed Use Development</b> .....	8
<b>7. Create annexation plan</b> .....	9
<b>8. Allow manufactured housing development</b> .....	11
<b>9. Urban amenities</b> .....	12
<b>10. Targeted capital facilities investments</b> .....	12
<b>11. Master planning large parcel developments</b> .....	12
<b>12. Interim development standards</b> .....	12
<b>13. Encourage transportation-efficient land use</b> .....	12
<b>14. Density bonuses in UGAs Specifically in the Poulsbo Urban Transition Area</b> .....	13
<b>15. Increase allowable residential densities</b> .....	13
<b>16. Urban growth management agreements</b> .....	14
<b>17. Locate critical public services near homes, jobs and transit</b> .....	14
<b>18. Transit-oriented development</b> .....	15
<b>19. Increase residential densities within existing UGA boundaries</b> .....	15
<b>20. Permit plats of up to nine lots through an administrative short plat process</b> .....	15
<b>21. Allow for and monitor alternative sanitary sewer systems in unincorporated UGAs</b> ..	15
<b>22. Remove pre-planning allowances in UGAs</b> .....	16
<b>23. Provide for regional stormwater facilities in unincorporated UGAs</b> .....	16
<b>24. Strengthen and amend policies to promote low impact development (LID)</b> .....	17
<b>25. Consolidated Comprehensive Plan land use designations</b> .....	19
<b>26. Adopt a new Mixed Use zone</b> .....	19
<b>27. Mandate minimum densities for new subdivisions</b> .....	19
<b>28. Increased building height limits through incentives</b> .....	19
<b>29. Proposed design guidelines for Silverdale</b> .....	19
<b>30. State Environmental Policy Act (SEPA) categorical exemptions for mixed use and infill development for Silverdale</b> .....	21
<b>31. Increased thresholds for SEPA categorical exemptions countywide</b> .....	22
<b>32. Adopt Transfer of Development Rights (TDR) policies/implementing regulations</b> .....	22

**33. Adopt allowances for density bonuses in policies ..... 22**  
**34. Adopt policies addressing and promoting reasonable measures..... 22**  
**35. Adopt policies addressing association and UGA Mgmt. Agreements (UGAMAs) ..... 23**  
**Other Measures: Code Provisions Regarding Sewer Provision. .... 23**

## 1. Encourage Accessory Dwelling Units (ADUs) in single-family zones

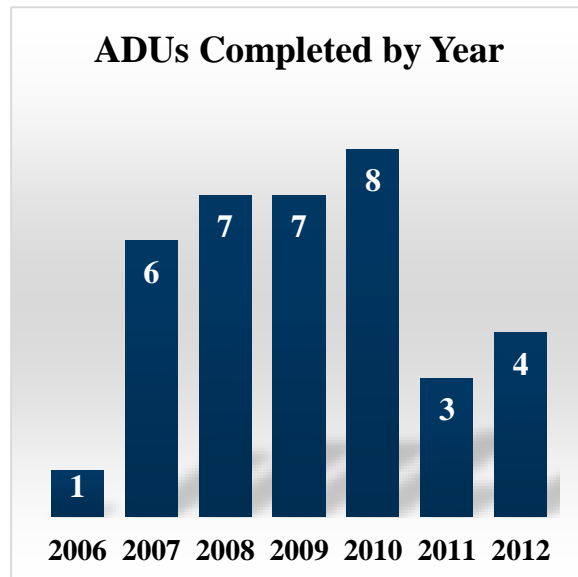
### KRCC Guide Measure No. 17

**Comments** - Kitsap County Code currently allows ADUs, duplexes, manufactured housing, and attached single-family dwelling units (commonly known as townhomes or condominiums) in all single-family residential zones.

#### Supporting Policy Statements and/or Policies

- Policy HS-11 Permit and encourage the development of residential accessory dwelling units (mother-in-law apartments) in all residential zones with sufficient public facilities to support such development. Subject accessory dwelling units to development standards and design guidance that facilitates their compatibility with existing neighborhood character.
- Policy King-39 The zoning code shall allow for the approval of accessory dwellings within each residential zone.

**Title 17 - 17.110.020 Accessory dwelling unit.** “Accessory dwelling unit” means separate living quarters detached from the primary residence. No mobile home or recreational vehicle shall be considered an accessory dwelling unit. This definition excludes guest houses. ADUs are permitted outright in Urban Low-Density Residential and Urban Medium Density Residential, and allowed in Urban Town Center with restrictions.



#### Data and Analysis

Please see graph.

## 2. Allow clustered residential development

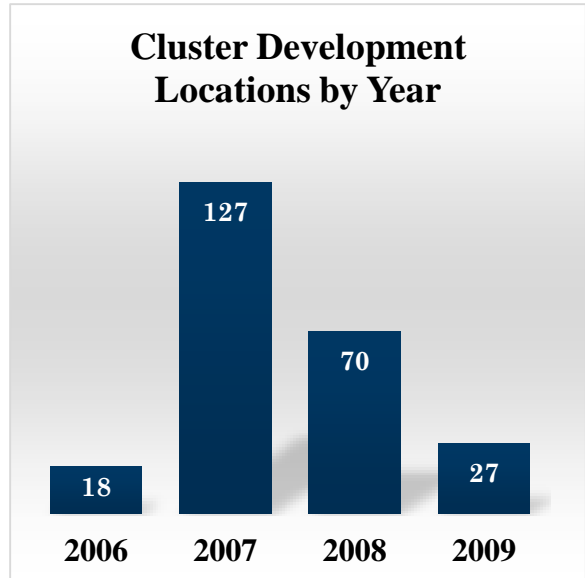
### KRCC Guide Measure No. 18

**Comments** - In 2006 the County adopted the Urban Cluster Residential (UCR) Zone, intended to apply to areas that have large contiguous ownership parcels and can therefore be more easily developed through a master plan. The zone allows for, and encourages, additional flexibility related to site planning to enable clustering in areas most suitable for residential development.

In 2006, the County lowered the minimum allowable density in single-family zones (Urban Low and Urban Cluster) from five dwelling units per acre (dua) to four dua. That minimum density reverted to five dua. Additionally, in 2006 the maximum density for the Urban High zone was raised from 24 to 30 dua. Also in 2006, minimum residential densities were applied to several commercial and mixed use zones.

**Supporting Policy Statements and/or Policies**

- Policy King-7 Encourage innovation and variety in housing and site design. Support unique and sustainable housing development such as co-housing, openspace based cluster development, live-work mixed use buildings and small-lot urban cottages.
- Policy King-10 Encourage contextually-based, clustered single and multi-family residential development as a means of preserving open spaces and natural areas.
- Policy King-40 Possible approaches may include a variety of regulatory, incentive and program strategies. Guidelines should address the following issues: a) preservation of historic and natural characteristics of neighborhoods and sites; b) provision of community space, pedestrian mobility and safety; c) creation of usable open spaces, community facilities and nonmotorized access; d) design variety through lot clustering, flexible setback requirements and mixed attached and detached housing types; and e) design variations in multi-family buildings such as variations in facades, roof lines and other building design features.
- Policy Sil-54 Create development standards that promote innovation in housing, such as small lots, flexible setbacks, “attached” single family style development, clustering and other measures.



**Title 17 - 17.110.572 Performance based development (PBD).** “Performance based development” (or “PBD”) means a property development characterized by comprehensive planning of the total project, though it may contain a variety of individual lots and/or uses. Typically, such a project may include clustering of structures and preservation of open space with a number of flexible and customized design features specific to the natural features of the property and the uses sought to be implemented. Specific lot area, dimension and setback requirements may be reduced or deleted in order to allow flexibility and innovation in building design or placement, to facilitate allowed densities and to increase open space, critical areas protection and similar components of the project. (Ord. 415 (2008) § 57, 2008)

**17.110.667 Rural cluster.** “Rural cluster” means site development that avoids sensitive areas while preserving forested land, steep slopes, wetlands, prairies and other ecologically or visually valuable landscape features while still obtaining residential density. Typically a percentage of a site area is preserved in its existing natural or farmed state, with individual house lots occupying the remaining acreage.

**Data and Analysis -** Data are not available to determine whether development in the UCR zone was implemented in a cluster design. However County permit data indicate that 233 units were permitted in UCR zones between 2006 and 2009, with a peak of 127 units in 2007.

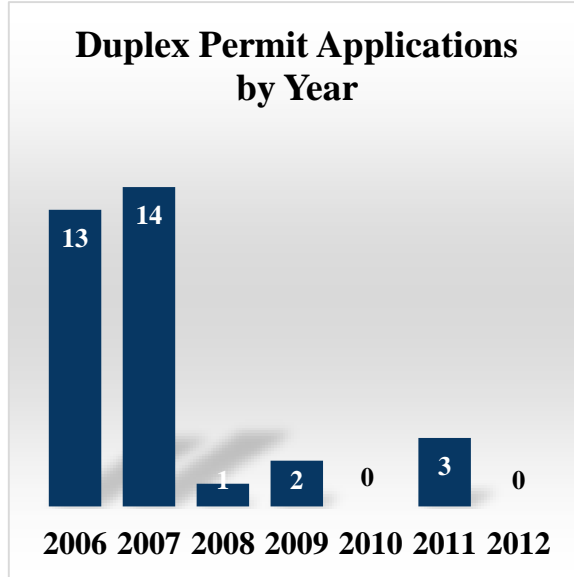
**3. Allow duplexes**

**KRCC Guide Measure No. 19**

**Comments** - Kitsap County Code currently allows ADUs, duplexes, manufactured housing, and attached single-family dwelling units (commonly known as townhomes or condominiums) in all single-family residential zones.

**Supporting Policy Statements and/or Policies**

- Policy LU-51 Provide development standards that allow for a range of housing types such as single-family, clustered, duplexes, townhouses, zero lot-line, condominiums, and manufactured homes.



**Title 17** - Duplexes are permitted outright, in Urban Reserve, in Urban Low-Density Residential, and in Urban Medium Residential.

**Data and Analysis**

Please see graph.

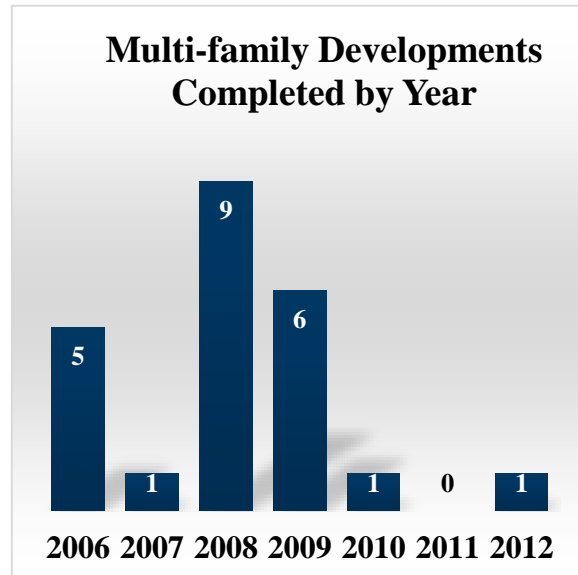
**4. Allowing townhouses and condominiums in single-family zone**

**KRCC Guide Measure No. 19**

**Comments** - Kitsap County Code currently allows ADUs, duplexes, manufactured housing, and attached single-family dwelling units (commonly known as townhomes or condominiums) in all single-family residential zones.

**Supporting Policy Statements and/or Policies**

- Policy LU-51 Provide development standards that allow for a range of housing types such as single-family, clustered, duplexes, townhouses, zero lot-line, condominiums, and manufactured homes.



**Title 17** - Condominiums and townhomes are included under the terms multi-family and cottage housing, and are allowed conditionally or outright in all Urban Residential zones.

**Data and Analysis**

Please see graph.

**5. Encourage development of Urban Centers and Villages**

**KRCC Guide Measure No. 27**

**Comments** - Use urban centers and urban villages to encourage mixed uses, higher densities, inter-connected neighborhoods, and a variety of housing types that can serve different income levels.

**Supporting Policy Statements and/or Policies**

- Policy King-4 Implement the Urban Village Center (UVC) to accommodate a central gathering site.
- Policy King-13 Encourage well-designed residential infill development and redevelopment that protects and enhances community character in established residential areas. Specific design and development standards for the UVC designation considers the following:
  - buffering for infill and re-development
  - view protection
  - lot size and setbacks
  - landscaping
  - architectural characteristics and building scale.
- Policy King-22 Within the UVC create places that have pedestrian emphasis, connectivity, mixed use, and centralized public spaces.
- Goal 41. Encourage mixed use development to include but not limited to retail, professional offices, personal services and high-density residential in the UVC within the urban area.

**Title 17 - 17.353.010** - The Urban Village Center (UVC) zone provides for a compatible mix of small-scale commercial uses and mixed-density housing, typically in multistory buildings. Development within the zone should promote neighborhood identity, by providing a range of commercial retail and service opportunities in close proximity to housing. The UVC zone is intended to encourage flexible land uses, recognizing that the exact configuration of uses must be responsive to community needs and market conditions. Accordingly, commercial and residential uses may be mixed either vertically or horizontally in the UVC zone, though the more common configuration locates commercial uses on the lower floors of multi-story structures, with residential units located above. Residential densities within this zone may not exceed 18 units per net acre. Development within the UVC zone must occur in a manner that results in the design and construction of an interconnected system of pedestrian and bicycle trails and facilities linking the development in the UVC zone to surrounding residential neighborhoods, open spaces, recreational areas, and transportation corridors.

**Data and Analysis** – Please see analysis for reasonable measure 2.

## 6. Encourage Mixed Use Development

### KRCC Guide Measure No. 24

**Comments** - Mixed-use development is allowed in several commercial zones, but, there have been only two mixed-use permits within UGAs during the analysis period. Some developers believe the code is too constraining with regard to minimum density and the need for ground-floor retail.

### Supporting Policy Statements and/or Policies

- Policy LU-29 Encourage development patterns in UGAs that support and encourage transit use, such as in and around more intensive nodes of mixed use development along major transportation corridors, and major employment centers.
- Policy LU-69 Create a new Mixed Use zone, which focuses on pedestrian-friendly urban development, to be applied within UGAs.
- Policy LU-70 Encourage a mix of uses in either a horizontal or vertical configuration in the new Mixed Use zone. Allow for phasing in of the mix of uses over time.
- Policy LU-71 Allow residential unit densities of 10–30 du/ac in the Mixed Use zone.
- Policy LU-72 Allow structure height that accommodates higher density construction in the Mixed Use zone.
- Policy LU-73 Allow flexibility in design and development standards in the new Mixed Use zone, depending on area-specific design guidelines or standards.
- Policy LU-78 Encourage mixed use development in UGAs along portions of Silverdale Loop Road NW, Frontier Place NW, SR 303 (Wheaton Way), Perry Avenue, Bethel Road, and National Avenue.
- Goal 17. Encourage and facilitate mixed use development in commercial designations.
- Policy LU-80 Provide development standards that allow for attractive, integrated, mixed use development within planned commercial centers to provide affordable housing and reduce auto trips.
- Policy LU-81 Provide flexible development standards that facilitate permitting of new mixed use developments.
- Policy LU-82 Ensure adequate infrastructure is in place for new mixed use development.
- Policy LU-83 Provide a regional approach to stormwater management facilities in order to facilitate mixed use development.
- Policy LU-84 Use the Mixed Use zone to promote pedestrian-friendly development.
- Policy King-7 Encourage innovation and variety in housing and site design. Support unique and sustainable housing development such as co-housing, openspace based cluster development, live-work mixed use buildings and small-lot urban cottages.
- Policy King-22 Within the UVC create places that have pedestrian emphasis, connectivity, mixed use, and centralized public spaces.

**Title 17 - 17.354.070** Building design – Commercial and mixed use. [Establishes design standards for commercial and mixed use development.]

**Data and Analysis** - Only five residential permits have been submitted for projects involving residential development in mixed-use zones over the 2007-2012 period. These were for projects in the Silverdale and Port Orchard UGAs. None of the permits were for mixed-used projects. Instead, they included two single-family permits, a duplex permit, and two manufactured home permits. During the same period, six commercial permits were issued in mixed-use zones. Among the five permits for which built area data are available, these



permits totaled 59,912 square feet and averaged nearly 12,000 square feet in size. Mixed-use projects are allowed in other zones. Four mixed-use permits have been issued by the County, three of which were for rural projects outside of UGAs. Two rural permits were inside the Manchester Village Commercial (LAMIRD) zone and included 18 units each. One rural permit was in an industrial zone and included an unknown number of units. The UGA permit was in an Urban Village Center and also included an unknown number of units. There were no commercial mixed use permits during the analysis period.

## 7. Create annexation plan

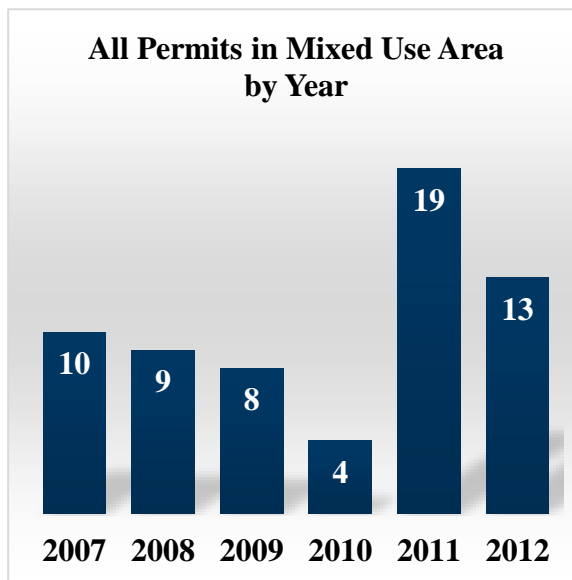
### KRCC Guide Measure No. 1

**Comments** - Annexations have occurred in the past several years by Bremerton, Poulsbo, and Port Orchard. In addition, Bremerton has conducted annexation studies and the County has conducted joint planning with cities in some UGAs.

### Supporting Policy Statements and/or Policies

The City of Bremerton, through its adopted comprehensive plan, has shown interest in the future annexation of associated UGAs. A map with anticipated annexation areas shows East Bremerton and West Bremerton UGAs including areas such as Rocky Point West Hills and the Gorst area is available on the City of Bremerton website. (As many issues remain about the provision of urban services, revenue sharing, and coordinated annexation of the area, the County will pursue association of the Central Kitsap UGA to the City of Bremerton concurrently with the negotiation of a UGAMA. As encouraged under the CPPs, the development of this agreement shall be consistent with policies LU-26 through LU-30 in 2007/2008.

- Goal 4. Accommodate the 20-year projected population growth, consistent with the County’s adopted population targets, within designated urban areas.
- Policy LU-13 Designate and associate unincorporated UGAs by allocating population according to the factors and priorities identified in the GMA: 1) currently urbanized areas with existing service capacity to accommodate future growth; 2) currently urbanized areas where a combination of existing and planned services provide capacity to accommodate future growth; and 3) lands adjacent to such currently urbanized and serviced areas. To the extent possible, define UGAs (in concert with cities) as urban areas within which the majority of future growth will be encouraged to occur.
- Policy LU-14 Reallocate and resolve any significant population growth target not accommodated by a UGA boundary or zoning within the UGA, when a UGA is in close proximity to an incorporated jurisdiction and logical upzoning or UGA expansions are not available, based on the following:



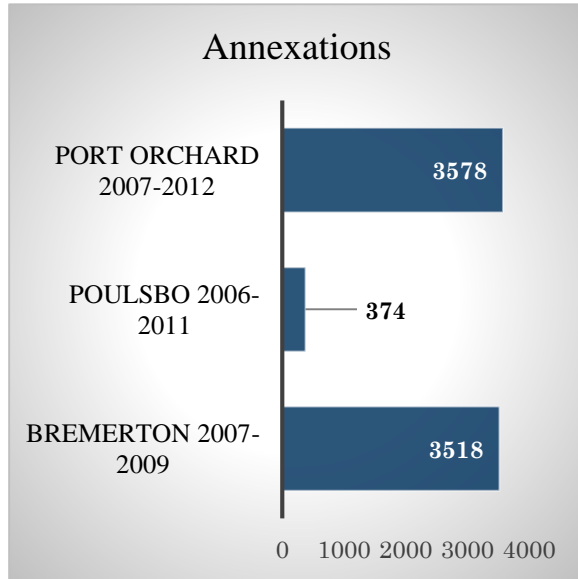
- The County will enter into discussions with the incorporated jurisdiction and, through an UGAMA (see LU-26 through LU-30), distribute the remaining population growth target in a manner that serves the public interest and facilitates future annexation of the area; or
- The remaining population growth target will be redistributed to another unincorporated UGA through discussions at the KRCC and a subsequent amendment to the CPP.
- Goal 7. Recognize and support current and prior sub-area planning processes and adopted sub-area plans.
- Policy LU-30 incorporate goals and policies from adopted sub-area plans and on-going subarea planning processes as chapters of this Plan.
- Policy LU-31 Use background data contained in former stand-alone sub-area plan documents for reference purposes only.
- Policy LU-15 Resolve the oversizing of the ULID #3/McCormick UGA before allocating any new population to the South Kitsap area through the KRCC.
- Goal 8. Facilitate and encourage incorporation or annexation with associated cities of urban areas over the 20-year planning period and ensure compatibility of development with future planned uses within the unincorporated UGA consistent with the UGAMA process called for in the CPPs.
- Policy LU-32 Address the issues related to the association of unincorporated UGAs with their corresponding incorporated cities, consistent with CPP. The following unincorporated UGAs are currently associated: Poulsbo (City of Poulsbo), East Bremerton (City of Bremerton), West Bremerton (City of Bremerton), Gorst UGA (City of Bremerton), South Kitsap Industrial Area UGA (City of Bremerton), ULID #6/McCormick UGA (City of Port Orchard) and South Kitsap/Port Orchard (City of Port Orchard).
- Policy LU-33 Establish a planning process, concurrent with the determination of UGA association, within each unincorporated UGA that abuts an incorporated area, with the goal of improving consistency between city and County plans, zoning and development regulations, as well as providing efficient delivery of urban services. The goals and procedures of the process should be described in an UGAMA between the County and the city associated with the UGA.
- Policy LU-34 Include the following components in each UGAMA:
  - Specification that the city's zoning code; densities; development, subdivision, environmental and construction standards; and levels of service shall apply to the entire UGA unless mutually agreed otherwise by the city and the County.
  - Confirmation that the city's comprehensive plan should reflect land use and capital facilities planning for the entire UGA. This should include agreement regarding the operation and maintenance of County-owned public facilities such as parks and other community buildings.
  - Identification of the responsibility and mechanisms for comprehensive plan amendments, zoning changes and development applications within the UGA.
  - Identification of the services to be provided, the service provider and the terms of services. All service providers should be included in UGA planning.
  - Provisions on revenue sharing.
  - Description of the city's pre-annexation planning to ensure logical and coordinated boundaries which shall include: conditioning city service extensions upon annexation for properties contiguous to the city boundary; agreements of no protest to future annexation for properties that are not contiguous; offering pre-annexation agreements to property owners

- interested in annexation and needing assurances for the city about services, planning or other issues; and other mechanisms.
  - Other issues as appropriate for specific UGAMAs.
- Policy LU-35 Enter into discussions with any newly incorporated areas to address the logical transfer of jurisdiction, including the issues of infrastructure provision, ownership and maintenance; revenue sharing; and regional planning.

**Title 17 - 17.318.010** - recognize the adoption of the Poulsbo Sub-Area Plan and designation of the Poulsbo Urban Growth Area (UGA), and to provide for development within the UGA that is consistent with the City of Poulsbo’s existing development standards, thereby allowing for a smooth transition of the UGA into the city’s corporate limits through future annexations

**Data and Analysis** - Annexations have proceeded as follows in accordance with annexation procedures though formal UGAMAs and annexation agreements were not developed; in some cases joint planning has occurred as described further below.

- Bremerton 2007-2009: 3518 acres annexed
- Poulsbo 2006-2011: 374 acres annexed
- Port Orchard 2007-2012: 3578 acres annexed



In 2007, the KRCC coordinated a study of transition of governance using Central Kitsap as a case study and developing a template.

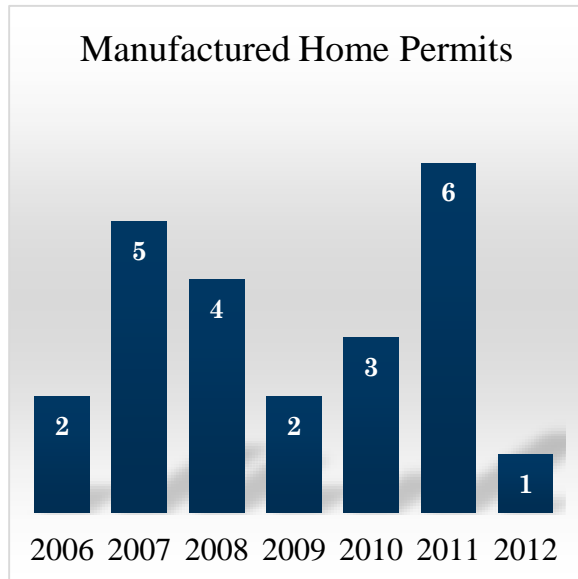
## 8. Allow manufactured housing development

### KRCC Guide Measure No. 35

**Comments** - Manufactured homes are allowed in all residential zones with the exception of Urban High. Between 2006 and 2012 there were few permits for manufactured homes inside UGAs, indicating this measure has had little impact.

### Supporting Policy Statements and/or Policies

- Policy LU-51 Provide development standards that allow for a range of housing types such as single-family,



clustered, duplexes, townhouses, zero lot-line, condominiums, and manufactured homes.

**Title 17** - Use table demonstrates permissible locations. Where a family member is in need of special, frequent and routine care and assistance by reason of advanced age or ill health, a manufactured home or mobile home may be placed upon the same lot as a single-family dwelling for occupancy by the individual requiring or providing such special care subject to limitations.

**Data and Analysis** - Between 2002 and 2012, 570 manufactured home units were permitted in unincorporated Kitsap County, nearly 8 percent of all units permitted during the period. Eighty-eight percent of manufactured homes permitted were for lots outside of UGAs. However the total number of non-UGA units permitted has declined significantly since 2004 when this measure was adopted. Manufactured homes make up 3 percent of the single-family permits in UGAs and 11 percent in rural areas over the 2002-2012 period; thus they are not a high percentage of new single-family home permits in either location.

## **9. Urban amenities**

### **KRCC Guide Measure No. 41**

**Comments** - Amenities contribute to the overall design vision of the community and promote livability in UGAs. This measure however could be made more measurable by providing specific standards for each type of urban amenity in areas targeted for high density residential development.

## **10. Targeted capital facilities investments**

### **KRCC Guide Measure No. 5**

**Comments** - This covers giving priority to capital facility projects (e.g. regional storm water facilities and sanitary sewers) that most support urban growth at urban densities. Provide urban services to help reduce sprawl development and maintain the edge of the urban growth boundary. Details of this impact are captured in reasonable measures 21, 23, and 24.

## **11. Master planning large parcel developments**

**See reasonable measure 2**

## **12. Interim development standards**

### **KRCC Guide Measure No. 43**

**Comments** - This includes use of low intensity zoning in certain areas adjacent to or within the UGA where municipal services will not be available within the near future. No impact has been seen from this reasonable measure.

## **13. Encourage transportation-efficient land use**

### **KRCC Guide Measure No. 2**

**Comments** - Permitted residential density within one half mile of bus stops has slowly but steadily increased during the period of analysis, indicating some progress.

**Supporting Policy Statements and/or Policies**

- Policy LU-29 Encourage development patterns in UGAs that support and encourage transit use, such as in and around more intensive nodes of mixed use development along major transportation corridors, and major employment centers.

**Title 17 - Urban Medium/High-Density Residential.** These designations primarily focus on multifamily residential units and innovative housing types but may also include single-family housing. These designations encourage development at densities that make efficient use of public investments in infrastructure, facilitate public transit, and promote pedestrian and other nonmotorized transportation. Zones that implement the Urban Medium/High-Density Residential designation include: Urban Medium Residential and Urban High Residential. Urban Medium Residential. This zone allows duplexes, townhouses, and multiple-family, dwelling and small lot single-family residences. (10–18 du/ac) Urban High Residential. This zone provides for higher density dwellings, and allows mix of land uses, including residential and professional offices. It is applied in areas on or near major transportation corridors and/or ferry terminals. (19–30 du/ac)

**Data and Analysis** - Data shows that between 2007 and 2012, 75 percent of permits for residential units were for parcels located within .5 miles of a transit stop.

**14. Density bonuses in UGAs Specifically in the Poulsbo Urban Transition Area.**

**KRCC Guide Measure No. 20**

To date there have been no identified permits that have taken advantage of either the density or height bonus programs established by the County. Therefore no impact has been seen from this reasonable measure. Table 17.378.080(B) – Public Benefit and Incentives shows examples of how density bonuses may be achieved, including specific projects involving habitat, stormwater, and access improvements.

**15. Increase allowable residential densities**

**KRCC Guide Measure No. 21**

**Comments** – The overall objective is - where appropriate and supported by companion planning techniques, allow more housing units per acre. (Resolution 158-2004). The County has taken actions to increase minimum densities and rezone parcels to allow for higher density residential development. This measure appears effective at the minimum density level for subdivisions. The County has encouraged higher density and mixed use development, though market forces have not led to that form of development to date.

**Supporting Policy Statements and/or Policies**

- Mandate minimum densities for new subdivisions. See 17.382.037 for additional details.
- Policy LU-54 Provide density incentives in the UGA to encourage affordable housing.
- Policy LU-55 Increase the allowed structure height to accommodate higher density construction in the Urban Medium Residential and Urban High Residential zones.
- Policy LU-57 Establish specific development standards for medium- and high-density developments to ensure compatibility with existing low-density neighborhoods

- Policy LU-64 Provide density incentives in the UGA to encourage the provision of significant open space, community amenities, transportation-oriented planning and high quality design.
- Policy LU-72 Allow structure height that accommodates higher density construction in the Mixed Use zone.
- Policy Sil-50 Encourage density bonuses for development of affordable housing.
- Policy Sil-95 Provide incentives, such as density bonuses, increased height or similar measures, for development projects that incorporate trails, public open space or trail connections into the project design.

**Title 17 - Section 17.340.020 an Section 17.350.020** As a conditional use, UM and UH zones adjacent to a commercial zone may allow coordinated projects that include commercial uses within their boundaries. Such projects must meet the following conditions:

- a. The project must include a combination of UM and/or UH and commercially zoned land;
- b. The overall project must meet the density required for the net acreage of the UM or UH zoned land included in the project 17.382.020

Also, except as provided in **Section 17.382.110(A)(18)**, density shall be calculated as follows: In all zones where a maximum or base density is identified, maximum or base density is calculated on gross acreage of the site. In all zones where a minimum density is required, minimum density is calculated on net developable acreage.

**Data and Analysis** – Comparing urban residential densities before and after 2006 via Kitsap County permit data, reveals an overall increase since reasonable measures were adopted in the 2006 Comprehensive Plan. Average permitted gross residential density from 2002 to 2006 was 3.89 units per acre. From 2007 to 2012 the average density was 4.95 units per acre. This increase in gross density is an indicator that reasonable measures have been successful in accommodating more single-family housing growth within UGAs on a per-acre basis because from 2002 to 2006 the average gross density of these permitted units was 3.91 units per acre, compared to 7.79 units per acre from 2007 to 2012.

## 16. Urban growth management agreements

### **KRCC Guide Measure No. 4**

Please see reasonable measure 7.

**Comments** - An Urban Growth Area Management Agreement (UGAMA) is a mechanism to identify and address efficient and cost-effective urban-service delivery (parks/open space, sewer, transportation, stormwater, etc.), logical transfer of jurisdiction, ownership and maintenance; revenue sharing; and regional planning.

## 17. Locate critical public services near homes, jobs and transit

### **KRCC Guide Measure No. 40**

**Comments** - This measure requires that critical facilities and services (e.g. fire, police, and hospital) be located in areas that are accessible by all people.

**Supporting Policy Statements and/or Policies** – Please see current **Capital Facilities Plan**.



## **Title 17 - N/A**

**Data and Analysis** - Fire stations in Kitsap County are spaced in relation to population served and access. The Washington Survey and Rating Bureau (WSRB) ratings consider an appropriate spacing in urban areas at 1.5 miles and in rural areas at 4 miles. Most of the County is served in an urban spacing. Police stations are located in strategic urban locations and are in less frequent locations compared to fire stations. The County's primary station locations are Port Orchard and Silverdale. A sheriff substation was closed in Kingston in 2010.

## **18. Transit-oriented development**

### **KRCC Guide Measure No.26**

A transit-oriented development (TOD) is a mixed-use residential and commercial area designed to maximize access to public transport, and often incorporates features to encourage transit ridership. For information about this topic please see reasonable measure No. 13

## **19. Increase residential densities within existing UGA boundaries**

Urban Growth Area is an area where urban growth will be encouraged. Counties establish UGAs under the Washington State Growth Management Act (GMA). Consistent with the GMA, all growth outside of UGAs must be rural in nature. Please see Reasonable Measure No. 15 for additional information.

## **20. Permit plats of up to nine lots through an administrative short plat process**

**Comments** - The County has adopted a short plat subdivision process that is less stringent than the long plat subdivision process. Prior to 2007, the short plat process could be used for a maximum of 4 lots. Following the Comprehensive Plan adoption in December 2006, the County amended its subdivision code [KCC 16.48.010] to allow up to 9 lots to be created through the short plat process in UGAs. This change promotes short subdivisions in UGAs. Though the evidence is anecdotal, staff presume that this additional flexibility in the short plat process through lowering the maximum number necessary has resulted in additional subdivisions within the UGAs.

**Supporting Policy Statements and/or Policies** – N/A

**Data and Analysis** – Please see graph.

## **21. Allow for and monitor alternative sanitary sewer systems in unincorporated UGAs**

**Comments** - The 2006 Comprehensive Plan proposed to allow alternative systems such as package plants, membrane systems and community drain fields in areas where other sewer provision is not financially feasible. In addition, in 2006 the Kitsap County Code was changed to prohibit individual septic systems in UGAs. (KCC 17.381.050(48)). As of 2010, the Code also requires connection to sewer in UGAs where a line is available within 200 feet. (KCC 17.383.020).

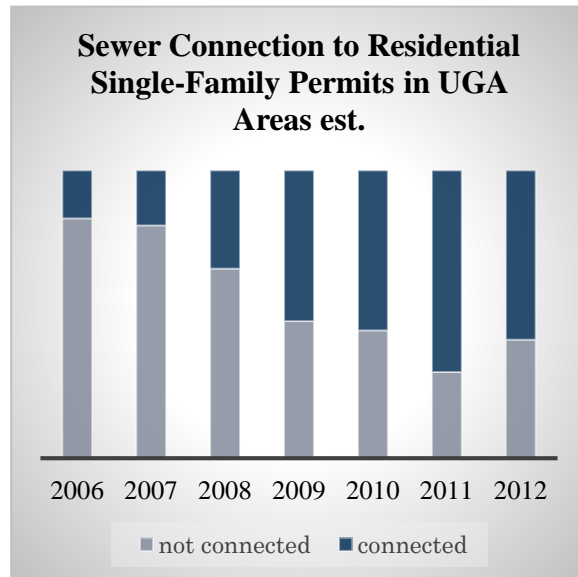
**Supporting Policy Statements and/or Policies** N/A

**Title 17** - Within urban growth areas, all new residential subdivisions, single-family or multifamily developments are required to provide an urban level of sanitary sewer service for all proposed dwelling units.

**Data and Analysis** - The trend in UGA areas since 2006 has been an increase in the ratio of permitted single-family residences that are connected to sewer systems.

## 22. Remove pre-planning allowances in UGAs

**Comments** - Development regulations previously allowed “shadow platting” for subdivisions to show how urban densities could be achieved at a future date and how sanitary sewer could be used to serve all lots at that future date when the plat was fully developed. In the interim period, portions of the “shadow plat” could have been developed with on-site septic systems. In an effort to reach higher urban densities, this program was not continued by the County between 2006 and 2012 because pre-planning appeared to allow lower density development inside the urban area.



## 23. Provide for regional stormwater facilities in unincorporated UGAs

### KRCC Guide Measure No. 5

**Comments** - During the 2006 to 2012 time period, the County did not build any large-scale regional stormwater facilities.

### Supporting Policy Statements and/or Policies

- Policy CF-1 Public facilities include the capital improvements and systems of each of the following: Stormwater management.
- Policy LU-68 Limit commercial centers within the Highway Tourist Commercial zone to a maximum of twenty acres in size unless a larger site is needed to accommodate requirements of permit approval such as stormwater facilities.
- Policy LU-83 Provide a regional approach to stormwater management facilities in order to facilitate mixed use development.
- Policy LU-129 Consider cumulative impacts of stormwater quantity and quality in any long range planning activity. Through zoning and other development regulations, avoid and minimize impacts; mitigate unavoidable impacts.
- Policy LU-130 Implement development regulations to manage stormwater to: a) protect human life and health; b) protect private and public property and infrastructure; c) protect resources such as shellfish beds, eelgrass beds, kelp, marine and freshwater



habitat and other resources; d) prevent the contamination of sediments from urban runoff; and e) achieve standards for water and sediment quality by reducing and eventually eliminating harm from pollutant discharges.

- Policy LU-132 Implement development regulations to control stormwater runoff that meet or exceed the state’s minimum stormwater technical requirements. Require stormwater facilities concurrent with development. Emphasize source control for stormwater and nonpoint pollutants. Emphasize water quantity and quality protection of natural drainage s, fish and wildlife habitat and wetlands. Utilize infiltration to the fullest extent practicable to minimize downstream impacts and maximize groundwater resources.
- Policy LU-139 Require individuals and groups responsible for operation and maintenance of stormwater facilities to operate and maintain their facilities in accordance with the requirements of Title 12 of the KCC, Stormwater Management Ordinance and Design Manual.

**Data and Analysis** – Please see Title 12.

#### **24. Strengthen and amend policies to promote low impact development (LID)**

**Comments** – In 2012, Kitsap County adopted new subdivision standards that encourage low impact development and provide incentives for it. Currently, it is unclear if LID has led to development of more units than would be possible with traditional stormwater features.

##### **Supporting Policy Statements and/or Policies**

- Goal 32. Encourage the development of low-impact development standards for stormwater mitigation and to maximize groundwater resources
- Policy LU-157 Utilize infiltration to the fullest extent practicable, as part of stream bank erosion BMPs.
- Policy LU-158 Provide incentives for the use of LID practices to minimize the need for traditional stormwater facilities.
- Policy LU-159 Develop a system of fair flow credits for the use of LID practices.
- Policy LU-160 Use LID standards to encourage the preservation of natural drainage systems and historic hydrology.
- Policy LU-161 Monitor the effectiveness of LID techniques when they are implemented as stormwater control BMPs.

##### **Title 17 - 17.378.040 Standards and requirements.**

A. For commercial and mixed use zones, lot requirements shall be in accordance with Chapter 17.382.B. New development or redevelopment in the LIC zone shall remove existing impervious area at a rate of 1.25:1 within two hundred feet of the Sinclair Inlet shoreline. If stormwater incentives are provided consistent with Section 17.378.080 this shall not apply. For the purposes of this section, “new development or redevelopment” refers to proposals that result in two thousand square feet, or greater, of new, replaced, or new plus replaced hard surface area, or land disturbing activity of seven thousand square feet or greater.

C. All development within the Gorst UGA must be consistent with the Gorst Subarea Plan Design Guidelines as adopted in the Gorst Subarea Plan.

D. Stormwater.

1. Inclusion of Low Impact Development (LID) and Feasibility Determination. All development in Gorst shall be consistent with Kitsap County Code Title 12 (Storm Water Drainage) and incorporate LID to the maximum extent a. Site Evaluation – Dispersion. A site

evaluation shall assess the feasibility for dispersion, including topography, sensitive slopes and required setbacks. Where dispersion is feasible for all or part of the site, this method shall be used. In areas where dispersion is not feasible, infiltration shall be used if feasible.

b. Site Evaluation – Infiltration. The evaluation shall assess the feasibility of infiltration, including a soils reconnaissance and pilot infiltration test (PIT) for any outwash soils identified where infiltration may be possible. Where infiltration is feasible for all or part of the site, it shall be implemented.

c. Where Full Infiltration Is Not Feasible. In areas where full infiltration is not feasible, LID BMPs per subsection (D)(3)(b) of this section shall be used for all water quality treatment and partial flow control. Projects shall meet water quality treatment needs with LID best management practices (BMPs) if feasible. d. Site Soils. Site soils in landscaped areas shall be amended pursuant to manuals described in subsection (D)(2)(a) of this section.

e. Limit Impervious Surfaces. Impervious surfaces shall be limited to the greatest extent feasible and shall comply with the provisions of the Gorst Subarea Plan.

## 2. LID Design.

a. Design of LID facilities such as bioretention, pervious pavements, and others shall be in accordance with the design criteria in Kitsap County Code Title 12 (Storm Water Drainage). Further guidance can be found in the Puget Sound Partnership’s Low Impact Development Technical Manual for Puget Sound (“the LID Manual”) and the Stormwater Management Manual for Western Washington (“the Stormwater Manual”), except as provided in this subsection.

b. Conceptual Bioretention Facility Design. Preference shall be given to facility designs that fully infiltrate all stormwater on site. Refer to Kitsap County Code Title 12 (Storm Water Drainage) for the most current diagrammatic drawings.

## 3. LID Implementation Standards.

a. Projects shall implement a comprehensive stormwater management plan for the project that manages all rainfall on site, incorporates soil amendments in landscaped areas, utilizes permeable pavement for all pedestrian areas and uses feasible LID techniques, consistent with subsection (D)(2) of this section.

b. Projects shall implement a stormwater management plan that uses LID BMPs for all required water quality treatment from pollution generating surfaces (PGS), e.g., bioretention and pervious pavement.

c. All existing storm drains or inlets shall be clearly labeled to indicate the drain or inlet leads to a stream or groundwater and that dumping in the drain or inlet is prohibited. No additional storm drains shall be installed that lead to streams or to Sinclair Inlet, nor shall new drain systems that connect directly to existing drains that flow to a stream or Sinclair Inlet be allowed.

d. If additional impervious area is required for development in the low intensity waterfront designation, removal or infiltration capacity of stormwater shall be required at one hundred twenty-five percent of projected runoff based on the one-hundred-year storm event.

### **16.24.060 Low impact development.**

A. To encourage and facilitate the use of low impact development (LID) techniques for storm water management, developments that fully incorporate LID techniques may be allowed flexibility in road geometrics, parking requirements, density and side yard building setbacks. Such flexibility shall not increase the allowed density by more than fifteen percent and must demonstrate adequate emergency services access. These bonuses are available only for sites where commitment to maximum site and environmental protection through use of site assessment and planning, integrated site design, minimized site disturbance, and low impact development standards is successfully demonstrated.

B. Only land segregations submitted concurrently with a performance based development (PBD) application under Chapter [17.425](#) may be considered for LID flexibility under this section. The PBD standards of Chapter [17.425](#) shall be applied except that additional flexibility may be permitted as follows:

1. Reduction of required parking spaces per residential unit, from two and one-half to two;
2. Allowance of zero lot line side yard setback for subdivisions and short subdivisions;
3. Reduction of side yard setback to fifteen feet for large lot subdivisions;
4. Application of very low volume road standards to low volume local and local cul-de-sac road classifications, where safety can be demonstrated to the satisfaction of the fire marshal;
5. Increase in lot density by a maximum of fifteen percent, subject to successful demonstration of compliance with this section.

C. In addition, all applications for LID PBDs will require a pre-application meeting with Kitsap County department of community development and a joint site visit with county staff prior to application submittal. The applicant shall also conduct thorough site assessment and planning as required under the Kitsap County Low Impact Development Standards as now or hereafter adopted with the Kitsap County Storm Water Manual. Demonstration of preservation of native vegetation, protection of environmental resources and critical areas, ground water recharge and compliance with Title [12](#) shall be required.

**Data and Analysis** - Data on use of low impact development (LID) techniques was not available for this analysis. It is unclear if LID has led to development of more units than would be possible with traditional stormwater features.

## **25. Consolidated Comprehensive Plan land use designations**

**Comments** - This relates to measures taken to make it easier to rezone urban parcels without the additional time and expense of a comprehensive plan amendment process while this occurred within land use designations, since the 2006 Comprehensive Plan Update, the acres of upzones have been relatively small.

## **26. Adopt a new Mixed Use zone**

**KRCC Guide Measure No. 24**  
**See Reasonable Measure No. 6.**

## **27. Mandate minimum densities for new subdivisions**

**KRCC Guide Measure No. 23**  
**See Reasonable Measure No. 15.**

## **28. Increased building height limits through incentives**

**KRCC Guide Measure No. 16**

To date there have been no identified permits that have taken advantage of either the density or height bonus programs established by the County, therefore no impact has been seen from this reasonable measure.

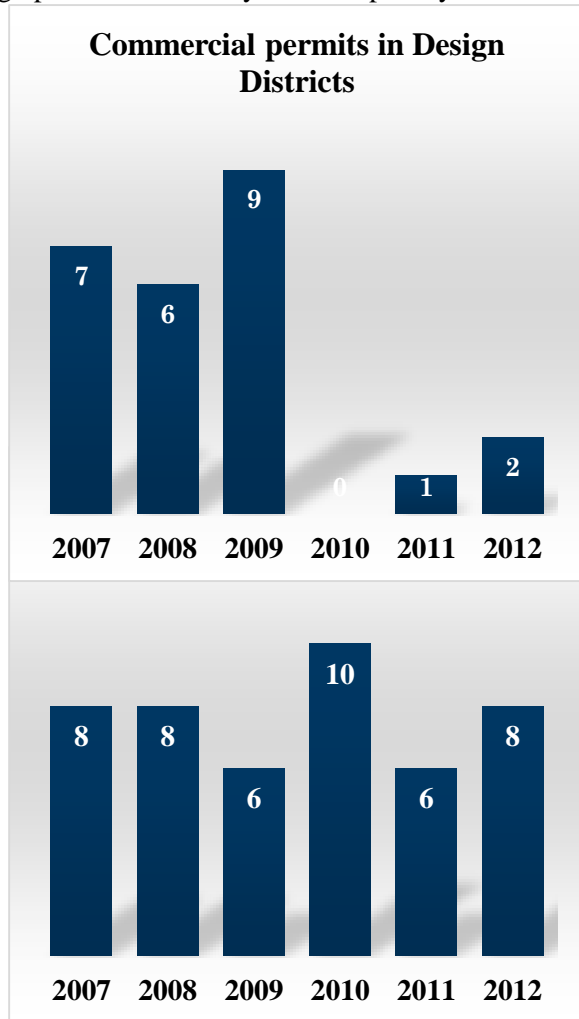
## **29. Proposed design guidelines for Silverdale**

**KRCC Guide Measure 13**

**Comments** - In May 2007 Kitsap County adopted Silverdale Design Standards as part of the development code for certain areas within the Silverdale UGA. These standards were amended in 2008 and again in 2014. The standards include 9 distinct districts, each with unique guidelines.

**Supporting Policy Statements and/or Policies** Within the UGA, Silverdale has a mix of residential development, commercial centers and light industrial areas that serve the housing and employment needs of the community. These areas are integrated with the natural amenities of the landscape, including the striking views of mountains and water, and access to open space, maintaining Silverdale’s high quality of life. Community gathering places, which provide local shopping, services and opportunities for recreation, are interspersed throughout the area and are connected through pedestrian-friendly trail and path systems. Through the application of urban design guidelines, the unique characteristics of existing districts are preserved and identities for new development are fostered.

- Policy Sil-9 In areas where vehicular transportation will continue to be the predominate mode of travel, ensure that access to rights-of-way and site design guidelines provide for safe and convenient access by the traveling public.
- Policy Sil-18 Support design guidelines that encourage provision of plazas, greens or other informal public meeting spaces with new development.
- Goal 7. Enhance the character of the downtown commercial core.
- Policy Sil-23 Establish design districts that reflect the varied and discrete character of different areas of the downtown core.
- Policy Sil-24 Establish design guidelines that promote the future vision for downtown Silverdale.
- Policy Sil-47 Establish and exercise design guidelines that are compatible with Goal 7 and with the needs of individual businesses.
- Policy Sil-61 Develop requirements for streetscape and design guidelines applicable to the individual core districts and which reflect the overall character of Silverdale.
- Policy Sil-71 Develop design guidelines for establishing pedestrian and non-motorized access in the core districts and surrounding areas.
- Policy Sil- 106 Provide guidance in the form of design guidelines and/or regulatory requirements for development of stormwater facilities to ensure that design compatibility with the surrounding area, public safety, habitat value, and recreational value are considered.



**Title 17** - All development within the Silverdale Design District boundaries must be consistent with the Silverdale Design Standards.

**Data and Analysis** - Not all guidelines are mandatory, and no data is available to determine the percentage of permits in these areas that were for projects that opted into the voluntary standards. All permits issued after 2007 would have had to comply with the mandatory standards. Please see graphs.

### **30. State Environmental Policy Act (SEPA) categorical exemptions for mixed use and infill development for Silverdale**

**Comments** - In 2006 and again in 2012 the County adopted an ordinance pursuant to SEPA to encourage infill residential and mixed use development in the Silverdale Urban Center. It established a SEPA exemption to streamline the development review process and encourage more efficient development within existing UGA boundaries.

#### **Title 17 - 18.04.100 Categorical exemptions for infill development.**

A. In order to accommodate infill development in the Silverdale Infill Area, except for in the Urban Low Residential (UL) and Urban Restricted (UR) zones, the county establishes the following exempt levels for construction of residential developments, mixed use, and commercial nonretail developments under RCW [43.21C.229](#).

1. For residential developments in the Urban Medium Residential (UM) and Urban High Residential (UH) zones, up to the maximum total number of available trips in the Silverdale Mixed Use Infill Trip Bank, as established by the department of public works; or  
2. For (a) mixed use developments or (b) commercial (nonretail) developments in the Neighborhood Commercial (NC), Highway/Tourist Commercial (HTC), Regional Commercial (RC), and Mixed Use (MU) zones, up to the maximum total number of available trips in the Silverdale Mixed Use Infill Trip Bank, as established in subsection (A)(3) of this section. The exemption does not apply to stand-alone nonretail commercial development that exceeds sixty-five thousand square feet in size.

3. The Silverdale Mixed Use Infill Trip Bank is as follows:

a. The residential and mixed use trip bank equals seven hundred seventy-five new trips between 2010 and 2025.

b. The commercial (nonretail) trip bank equals six thousand two hundred eighty new trips between 2010 and 2025.

B. In determining whether or not a proposal is exempt, the department shall consider a traffic analysis based on the quantity of development units and the related applicable trip generation. The traffic analysis shall be filed by the applicant at the same time as an application for a permit, license, certificate or other approval. Traffic analysis will follow Traffic Impact Analysis guidelines as set forth in Chapter [20.04](#). Developments that qualify for this SEPA exemption would still be subject to the Transportation Facilities Concurrency Ordinance (Chapter 20.04). Development will be allowed under this exemption up to the point that all the trips in the trip bank have been taken, unless denied by concurrency.

C. Upon approval of the proposal according to the provisions of Title [21](#), the department shall document the change in total available trips in accordance with adopted administrative guidelines. These exempt levels are not applicable once the total available trips have been utilized.

D. The department of public works will monitor the total number of trips taken from the Silverdale Mixed Use Infill Trip Bank as part of the development approval process.

**Data and Analysis** - The Silverdale infill exemption has not been used to date.

### **31. Increased thresholds for SEPA categorical exemptions countywide**

**Comments** - The County's use of the residential exemption for 9 units or more in UGAs would mirror the results of the Short Plat discussion therefore for additional detail please refer to text and data in reasonable measure 20.

### **32. Adopt Transfer of Development Rights (TDR) policies/implementing regulations**

#### **KRCC Guide Measure No. 11**

The County commissioned studies of its TDR program and an updated code prepared by Forterra and Heartland (March 2015). A proposed code amendment is under consideration with the 2016 Comprehensive Plan Update. However, no impact had been seen from this reasonable measure during the monitoring period.

### **33. Adopt allowances for density bonuses in policies**

#### **KRCC Guide Measure No. 20**

To date there have been no identified permits that have taken advantage of either the density or height bonus programs established by the Count, therefore no impact had been seen from this reasonable measure during the monitoring period.

### **34. Adopt policies addressing and promoting reasonable measures**

**Comments** - In 2006 the County committed to adopting and implementing adequate reasonable measures. The County introduced several *new and or enhanced* reasonable measures as part of the Comprehensive Plan 10-Year Update to increase urban growth, increase efficiency in the delivery of public services in urban areas, and to address the imbalance in urban and rural growth.

#### **Supporting Policy Statements and/or Policies**

- Goal 3. Enact and implement reasonable measures to ensure that growth in urban areas is consistent with Plan growth targets.
- Policy LU-8 Use the Buildable Lands Program to help track the type, location, amount, and rate of growth in the urban and rural areas. Growth will be evaluated to ensure that it is consistent with Plan assumptions and policies.
- Policy LU-9 Consider the need, based on the findings of the Buildable Lands Program, to further evaluate or increase the amount or rate of growth in urban areas, or to modify the County's development regulations to ensure that urban growth does not occur in the rural area.
- Policy LU-10 Adopt and implement reasonable measures if Plan policies result in inconsistencies between achieved and planned densities.
- Policy LU-11 Monitor the effectiveness of adopted reasonable measures annually. Document the effectiveness of reasonable measures in 5-year intervals with the publication of the BLR.
- Policy LU-12 Kitsap County should monitor, along with its Buildable Lands Program, the rate of new wastewater infrastructure expansion within its UGAs.



**Title 17 note part of County Code** - Many parts of Title 17 related to Reasonable Measure implementation as noted under each related topic in this brief.

**Data and Analysis** - The Buildable Lands Report was completed in 2015 and it recorded and analyzed the some of the topics noted in the policies above. Appendix G in the 2016 Draft Supplemental Environmental Impact Statement includes detailed analysis of the reasonable measures. This report complies with the statutory requirement for monitoring.

### **35. Adopt policies addressing association and UGA Mgmt. Agreements (UGAMAs)**

#### **KRCC Guide Measure No. 4**

In an Annexation Plan, cities identify outlying areas that are likely to be eligible for annexation. The Plan identifies probable timing of annexation, needed urban services, effects of annexation on current service providers, and other likely impacts of annexation. For additional detail please refer to text and data in reasonable measure 7.

### **Other Measures: Code Provisions Regarding Sewer Provision.**

**Comments** - In 2010 and 2012, Kitsap County adopted code restrictions on community septic systems in rural areas. Chapters 13.12 and 17.383 of the Kitsap County Code. The restriction precludes the development of undersized parcels that might otherwise develop utilizing an offsite community drainfield, or Large On-Site Septic System (LOSS). Kitsap County also adopted code provisions further requiring urban development to connect to public sewer.

**Data and Analysis** - The restrictions on larger septic systems in the rural area precludes the issuance of building permits on undersized lots that cannot accommodate an onsite septic system because they would not have an approved sewage disposal system. The code provisions that require connection in urban areas added force to preexisting state health laws. The effects of these provisions are not quantifiable, but nevertheless may have been effective as protecting rural areas and promoting urban services.