

AUGUST 2021

BUILDABLE LANDS REPORT

Kitsap County, Washington

DRAFT



Executive Summary

The Washington State Growth Management Act (GMA) requires the state's fastest growing counties to periodically review and evaluate development trends to ensure consistency with GMA, countywide planning policies, and comprehensive plans (RCW 36.70A.215). This review and evaluation is commonly known as the "Buildable Lands Program" and applies to seven counties, including Kitsap County, the cities of Bainbridge Island, Poulsbo, Bremerton and Port Orchard. The main deliverable of the program is the Buildable Lands Report. This is the fourth Buildable Lands Report compiled by Kitsap County and the cities within. This Buildable Lands Report evaluates growth trends between 2013-2019 timeframe. Previous reports were published in 2002, 2007, and 2014.

The purpose and scope of the 2013-2019 Buildable Lands Report, as shown in the graphic below, is to:

- "Look back" to evaluate whether development trends between 2013-2019 are consistent with development assumptions and policies noted in Kitsap's Countywide Planning Policies (CPPs) and local comprehensive plans.
- "Look forward" to determine if there is sufficient land supply in urban areas to accommodate the remainder of the 20-year targets for:
 - commercial employment
 - industrial employment
 - housing units to accommodate population
- Identify, if necessary, reasonable measures to address the following questions:
 - Are achieved densities consistent with planned densities?
 - Is the rate of employment and population growth consistent with adopted 2036 targets?
 - Is there capacity for employment and population growth compared to 2036 targets?

The findings herein will also help inform the development of new growth targets by jurisdiction, as specifically outlined in the Kitsap Countywide Planning Policies (CPPs). The findings will also be used by jurisdictions to inform the next round of comprehensive plan and development code updates as well as subsequent implementation work by jurisdictions. This report is organized into the following components.

- **Chapter 1: Introduction:** This chapter summarizes the regulatory and policy framework for this update to the Buildable Lands Program.
- **Chapter 2: Methodology Overview:** This chapter gives an overview of the methodologies used by jurisdictions to evaluate historic development trends as well as future growth capacity.
- **Chapter 3: Growth and Development Trends:** This chapter reports on the findings of development trends during the evaluation period of 2013 to 2019.
- **Chapter 4: Growth Capacity:** This chapter summarizes and discusses urban growth land capacity within each city and the unincorporated UGAs.
- **Chapter 5: Reasonable Measures:** This chapter identifies required consistency checks, observations and reasonable measures to be considered in jurisdictions next comprehensive plan and development code update other than adjusting urban growth areas.

Acknowledgments

Consistent with the review and evaluation requirements noted in the Washington State Growth Management Act and the Kitsap Countywide Planning Policies, this draft report was prepared by Kitsap County and the cities within, and with the support of Berk Consulting Inc. and Heartland LLC. This report could not be completed without the coordination, countless hours and technical guidance from county and city partners, which occurred during a global, nationwide and statewide COVID-19 pandemic. Special thanks to the following participants:

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Chapter 1

INTRODUCTION

Planning Framework

Jurisdictional Coordination

Public Participation

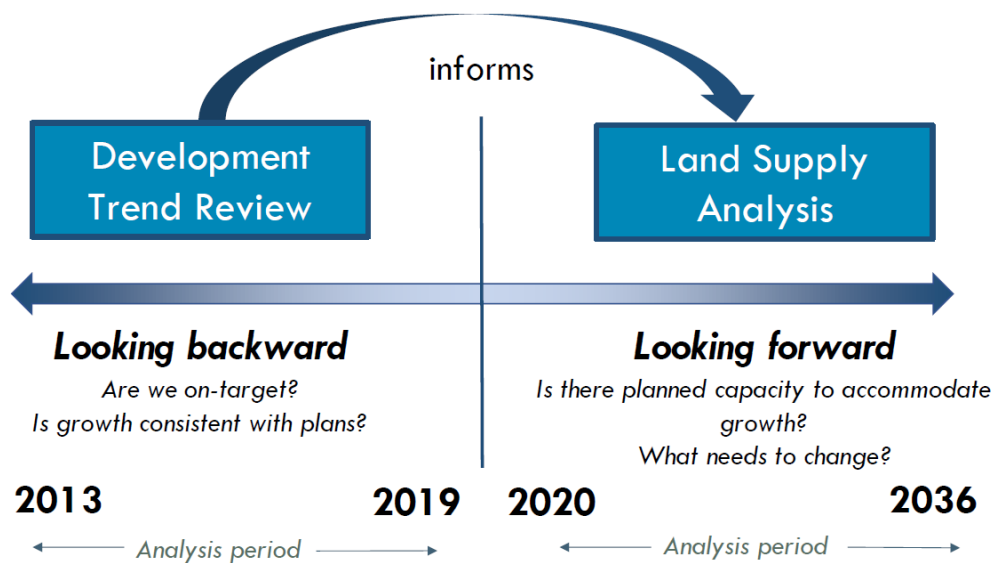
Changes from 2014 Buildable Lands Report

Chapter 1: Introduction

The 2021 Buildable Lands Report (BLR) responds to the review and evaluation requirements of the Washington State Growth Management Act (GMA) in the Revised Code of Washington (RCW) 36.70A.215. This is the fourth BLR completed by Kitsap County and the cities. Previous reports were published in 2002, 2007, and 2014.

Kitsap County and the cities within it are one of seven counties required by GMA to conduct a review and evaluation program. This report includes findings from three key components of Kitsap County’s Buildable Lands Program which are required under RCW 36.70A.215 and Washington Administrative Code (WAC) 365-196-315. As summarized in the image below, this includes:

- "Look back" to evaluate whether development trends between 2013-2019 are consistent with development assumptions and policies noted in Kitsap’s Countywide Planning Polices (CPPs) and local comprehensive plans.
- "Look forward" to determine if there is sufficient land supply in urban areas to accommodate the remainder of the 20-year targets for:
 - commercial employment
 - industrial employment
 - housing units to accommodate population
- Identify, if necessary, reasonable measures to address the following questions:
 - Are achieved densities consistent with planned densities?
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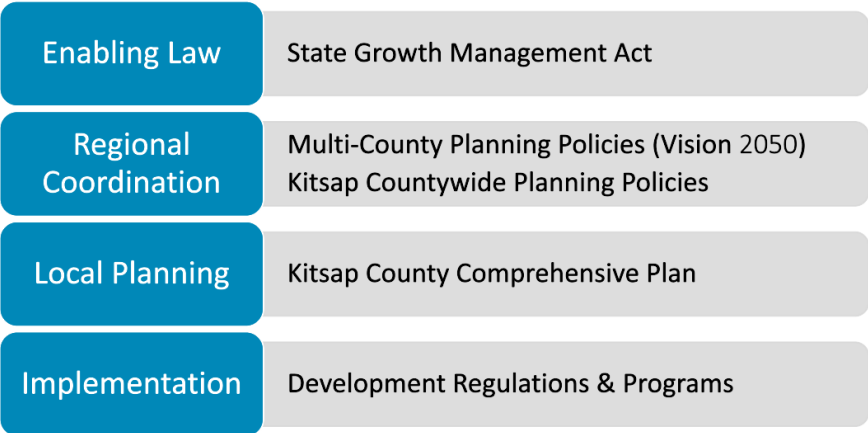
Additionally, this report was developed by Kitsap County in coordination with the cities of Bainbridge Island, Bremerton, Port Orchard, and Poulsbo and with support from BERK Consulting and Heartland LLC. The findings herein will also help inform the development of new growth targets by jurisdiction, as specifically outlined in the CPPs. The findings will also be used by jurisdictions to inform the next round of comprehensive plan and development code updates as well as subsequent implementation work.

Regulatory Planning Framework

Growth Management Act

GMA was enacted in 1990s to address “uncoordinated and unplanned growth, together with a lack of common goals expressing the public’s interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state. It is in the public interest that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning. Further, the legislature finds that it is in the public interest that economic development programs be shared with communities experiencing insufficient economic growth.”¹ In summation, the GMA created a state mandated planning framework for jurisdictions to locally address growth in urban areas while protecting natural resource lands and environmentally sensitive areas.

Kitsap County is one of 18 counties and the cities within that are required to fully plan under GMA, while other Washington communities have opted fully in or are partially planning under the state mandate. As a fully planning jurisdiction, RCW 36.70A.040 requires the designation of Urban Growth Areas (UGAs), which are areas where urban growth must be encouraged and outside of which growth can occur only if it is not urban in nature.



A key component of the GMA is the Review and Evaluation Program under RCW 36.70A.215. This is also commonly known as the Buildable Lands Program, which applies to seven counties, including Kitsap County and all of the cities within it. Overall, this program mandates a look back at actual development trends that has occurred during an evaluation period and a comparison of growth and development assumptions to determine whether each jurisdiction has sufficient residential and employment land in urban areas to meet adopted growth targets. The program also mandates an evaluation of whether urban and rural growth is actually being achieved at densities that are consistent with those allowed in comprehensive plans and development regulations.

In 2017, the Washington State Legislature passed the first major revision to the Review and Evaluation program (E2SSB 5254). This update includes new requirements related to infrastructure gap analysis,

¹ RCW 36.70A.010

market factor assumptions, and reasonable measures. These updates are summarized as follows:²

- **Buildable Lands Report Timing:** Under E2SSB 5254, the buildable lands report must be completed prior to a jurisdiction's next periodic comprehensive plan update. Under RCW 36.70A.130, Kitsap and the cities within must review and if needed revise their comprehensive plans and associated development regulations on or before June 30, 2024.
- **Land Suitable for Development:** Under E2SSB 5254, the evaluation component of the program to determine suitable land must include consideration of land use or zoning regulations, environmental regulations impacting development, other regulations that might inhibit the achievement of assumed densities, and infrastructure gaps. The evaluation of suitable land must also include development of a reasonable market supply factor that identifies reductions in land suitable for development and redevelopment.
- **Reasonable Measures:** Under E2SSB 5254, the requirement to annually monitor and adjust measures that are adopted to address inconsistency between forecasted and experienced growth was temporarily suspended (until January 1, 2030). However, reasonable measures are to be evaluated if observed inconsistencies are identified.

Regional and Local Planning Framework

Countywide Planning Policies and 20-Year Growth Targets

Under RCW 36.70A.210, GMA requires that counties (along with cities) to adopt countywide planning policies (CPPs) to establish a regional, countywide policy framework under which county and city comprehensive plans are consistent with. The Kitsap Regional Coordinating Council (KRCC) is the regional body in Kitsap County in charge of developing, updating and maintaining the CPPs for Kitsap County and its cities. KRCC is comprised of elected officials from Kitsap County, the Cities of Bainbridge Island, Bremerton, Port Orchard and Poulsbo, and the Suquamish and Port Gamble S'Klallam Tribes. KRCC also includes representation from the United States Navy, Kitsap Transit, and the Ports of Bremerton and Kingston.

Local policies related to the Buildable Lands Program are found in Element B: Urban Growth Areas (UGAs) of the CPPs.³ The policies require the County and local cities to do the following:

- Maintain a Land Capacity Analysis Program and use a consistent, agreed-upon methodology to estimate the land supply (Element B (1)(a));
- Participate in an agreed-upon Buildable Lands Analysis Program to monitor & evaluate the effectiveness of their respective comprehensive plans (Element B (1)(b));
- Establish procedures for resolving disputes in the collection and analysis of data (Element B (1)(c));
- Be responsible for implementing appropriate reasonable measures within their jurisdictional boundaries if inconsistencies are identified (Element B (2)).

Additionally, and consistent with RCW 36.70A.215, in 2021 KRCC developed updates to the CPPs and

² Source: House Bill Report 5254, Page 2. Link: [5254 HBR 2ND 17.pdf \(wa.gov\)](#)

³ Kitsap Countywide Planning Policies Adopted 5/11/15, Ordinance 522-2015; Element B: Urban Growth Areas.

to the sections referenced above related to the Buildable Lands Program. Following a July 6, 2021 public hearing, the KRCC Board recommended revisions to the CPPs to address changes to state law and the adoption of multi-county policies, specifically Puget Sound's Regional Councils (PSRC) October 2020 adoption of Vision 2050. Vision 2050 also incorporated PSRCs adopted March 2018 Regional Growth Strategy.⁴

Further and located in CPP Appendices B1 and B2, the CPPs identify future 20-year growth targets for both population and employment with a planning horizon to 2036. The 2036 growth targets were adopted May 11, 2015 and have been used by jurisdictions to develop their own comprehensive plans, including their last major comprehensive plan update completed in 2016.

Per CPP Policy UGA-5 of Element B: Urban Growth Areas, population targets are to be reviewed every five years by KRCC.⁵ Further noted in this policy and reflected in Appendix B of the CPPs, the future growth allocations are based on a "target" of accommodating 76 percent of new population growth within Urban Growth Areas (UGAs) and 24 percent of new growth in rural areas. The CPPs further note once the 76 percent is met or exceeded, the UGA target for accommodating new population growth share shall increase to 83 percent in urban areas. It also notes that if the 76 percent is not met, "the target may be reaffirmed or otherwise modified" prior to the next update to population growth targets.

In 2021, it is expected KRCC will be updating growth targets to 2044 consistent with Washington Office of Financial Management, PSRCs Vision 2050 and the March 2018 PSRC Regional Growth Strategy. The updates to the CPPs will lay the foundation for update to local comprehensive plans and associated development regulations required of Kitsap County and the cities within on or by June 30, 2024.

Local Comprehensive Plans

Pursuant to RCW 36.70A.070, local comprehensive plans are required to have mandatory elements such as land use, housing, capital facilities plan and utilities, and rural development. These comprehensive plans further incorporate other GMA directives, multi-county planning policies such as PSRCs Vision 2050, and Countywide Planning Policies. The Buildable Lands Program provides an opportunity for periodic review and evaluation of development trends compared to policy targets outlined in the CPPs and local comprehensive plans.

Under RCW 36.70A.110, jurisdictions must plan and provide for both household and job growth to meet their targets through designation of sufficient urban land suitable for development in their comprehensive plans and regulations. This Buildable Lands Report, guided by RCW 36.70A.215, presents estimated capacity for population and employment growth by jurisdictions based on a methodology informed by actual achieved densities from recent development activity. The results enable the evaluation of whether counties and cities can meet the adopted targets at the end of the planning cycle. Any observed inconsistencies in this study must be addressed by the jurisdiction through reasonable measures identified herein and adopted in their next comprehensive plan and development code update.

⁴ RCW 36.70A.210 (7)

⁵ In the draft recommended CPP revisions transmitted to Kitsap County on July 19, 2021 following the KRCCs Board July 6, 2021 public hearing and deliberation, propose this policy to be removed. For the proposed CPPs to become effective, Kitsap County and cities within will follow the process outlined in Appendix A of the CPPs.

Department of Commerce Guidelines

Following revisions to the buildable lands program by the state in 2017 through E2SSB 5254, the Washington State Department of Commerce (Commerce) published revised Buildable Lands Guidelines in 2018 for use by counties and cities responsible for carrying out a Review and Evaluation Program under GMA. These updated Guidelines summarize requirements, including new requirements of RCW 36.70A.215 and WAC 365-196-315, and provide best practices and methodologies for carrying out those requirements. Kitsap County and its cities used these Guidelines when developing its Buildable Lands Program update. As a supplement document to these 2018 updated Guidelines, Commerce also issued their Housing Memo: Issues Affecting Housing Availability and Affordability. This memo was also required with the passage of E2SSB 5254.

County and Jurisdiction Coordination

Participation in the Buildable Lands Program is a joint responsibility among all jurisdictions in Kitsap County. County staff in the Department of Community Development facilitated the Buildable Lands Program update, with participation from representatives from the Cities of Bainbridge Island, Poulsbo, Bremerton and Port Orchard. **Exhibit 1** summarizes the roles and responsibilities of the County and individual jurisdictions.

Exhibit 1. Jurisdiction Roles and Responsibilities

	Kitsap County	Individual Jurisdictions
Methodology for data collection and analysis	Develop standardized methodology for data collection and analysis, with guidance on key assumptions to be made by individual jurisdictions.	Review and offer feedback on draft methodology and guidance.
Analysis of achieved densities	Review data shared by jurisdictions for consistency with methodology and guidance.	Gather and analyze data in accordance with methodology and guidance. Share results with County for review.
Land capacity analysis	Review data shared by jurisdictions for consistency with methodology and guidance.	Identify developable land supply, select local development assumptions to calculate capacity in accordance with methodology and guidance.
Reasonable Measures	Identify observed inconsistencies between growth, capacity, and planning goals using standard criteria.	Review observed inconsistencies and determine whether reasonable measures are necessary. Implement reasonable measures in next comprehensive plan or development regulation update.
Buildable lands report	Lead preparation of draft and final Buildable Lands Report (BLR).	Review draft BLR and provide comments.

Public Participation

Kitsap County provided opportunities for public outreach and participation early and often throughout the Buildable Lands Program update process. Opportunities for public awareness, education and participation are documented in *Appendix F: Public Participation Plan*.

There were three goals of this engagement:

- To provide interested parties with timely information and an understanding of the statutory requirements, guiding case law, and the process, so everyone can participate at key project milestones.
- Ensure transparency throughout the process.
- Encourage interested parties and key partners to provide feedback early and often throughout the process.

Changes from the 2014 Buildable Lands Report

While the overall purpose of this report was similar from the last Buildable Lands Report issued in 2014, consistent with E2SSB 5254 and updated Commerce Guidelines, there are changes in this 2021 report to

address new requirements and other updates to local comprehensive plans and development regulations. A summary of primary changes is listed below.

- **New CAO requirements.** Jurisdictions are required to update their local Critical Areas Ordinances (CAO) every 8-years to account for best available science. The last update to local CAOs was completed in 2017, which was during this report’s evaluation period.
- **New stormwater requirements.** Based upon Washington State Department of Ecology’s 2012 National Pollutant Discharge Elimination System (NPDES) Phase II permits for Western Washington communities, modified stormwater requirements were locally adopted in 2016. This update occurred during this report’s evaluation period.
- **Infrastructure gap analysis.** E2SSB 5254 required formal evaluation of infrastructure gaps and their effects on urban growth capacity based upon existing capital facilities plans.
- **Market factor or unavailable lands assumptions.** The legislative changes in 2017 also called for a more rigorous approach to developing “market factor” assumptions. The changes were intended to account for qualitative reductions in the amount of land suitable for residential development and employment activities. Previously in other buildable lands reports, “market factor” was used to estimate the percentage of parcels that would be expected remain unavailable for development due to owner preferences or legal encumbrances. Under the new legislation and Commerce guidance, a wider range of factors that may block or severely inhibit market availability of suitable land are to be considered. As a result, market factor assumptions used in this BLR are not directly comparable to those used in previous BLRs.
- **Achieved employment density.** Previous Kitsap County BLRs reported on nonresidential development activity, but not achieved employment densities. Consistent with Commerce’s 2018 guidance, this BLR details the achieved net new jobs per acre of nonresidential development, aggregated at the jurisdiction scale.
- **Reasonable measures.** The 2017 legislative changes also added additional points of analysis for when jurisdictions would need to adopt reasonable measures. Under past buildable lands analyses, jurisdictions experiencing observed inconsistencies could be expected to adopt reasonable measures. Under the 2017 legislation, jurisdictions that are not on track to achieve their growth targets or planned densities within the planning horizon would also be required to adopt reasonable measures to overcome these circumstances in their next comprehensive plan and development code update. This 2021 Buildable Lands Report uses three different tests to help evaluate whether reasonable measures may be needed as part of local comprehensive plan updates. These tests address the following questions:
 - Are achieved residential densities consistent with allowed densities?
 - Is the rate of population and employment growth consistent with the 2036 growth target?
 - Is there capacity for accommodating the remaining 2036 population and employment growth target?



Chapter 2

METHODOLOGY OVERVIEW

Achieved Residential Density

Achieved Employment Density

Land Capacity Analysis



Chapter 2: Methodology Overview

Kitsap County and the cities located within worked collaboratively to fulfill the requirements of the Buildable Lands Program and the Kitsap Countywide Planning Policies (CPPs). For this BLR, Kitsap County developed the review and evaluation methodology based on statutory requirements, Commerce guidance, and input from the Cities of Port Orchard, Bremerton, Poulsbo and Bainbridge Island. The CPPs also require a consistent and agreed upon land capacity methodology to estimate land supply.⁶ While all Kitsap jurisdictions must use the same land capacity methodology or framework per the CPPs, individual jurisdictions can develop different assumptions based upon local circumstances.

Chapter 2 outlines the land capacity methodology for urban residential, mixed-use and employment lands. This Chapter also documents assumed residential and employment densities. Further details about the land capacity analysis methodology can be found in *Appendix A: Kitsap County Land Capacity Analysis Technical Methodology Guidance*.

Achieved Residential Density, 2013-2019

This section describes the methodology used to measure achieved residential densities by zone and jurisdiction for the evaluation period of 2013 to 2019 as shown in the first part of Chapter 3. Density for residential development is generally measured as housing units per acre of developed land. In this study, achieved density was evaluated in a few ways to be able to get a holistic view of development. As explained below, these are by urban platted density (both gross and net acres) and by the density for permits issued during the evaluation period.

Platted density refers to the lot density of new subdivisions issued during the evaluation period. These subdivisions committed to a specific lot size and whether or not development has actually occurred on each separate lot. Residential final plats issued between 2013-2019 were summarized by jurisdiction and by zone, with associated calculations for gross and net acreage. For urban zones, gross and net acreage were calculated through an analysis of each plat's constituent parcels. Gross acreage represents the full area, including critical areas, roadways, etc., in a plat, while net acreage deducts land exclusively used for common/open space, utilities, right of way, stormwater, and other land to remain undeveloped. The primary measure of achieved platted density is lots per **net** acres. However, density per gross acre is also calculated for the purpose of comparing achieved density with maximum allowed density. For rural zones, only gross acres were utilized consistent with Kitsap County Code on how to calculate density.⁷

Permitted density, as used herein, assesses the density of all new housing building permits issued on existing lots or parcels. This includes new units permitted on larger parcels that may include critical areas that cannot develop, as well as cases where permitted units may not yet reflect the full build-out as it is a phased development. Permitted development, both urban and rural, may also include new units on pre-GMA, non-conforming vested lots that do not conform to current zoning standards. They also can be a less reliable measure of actual achieved density because of critical areas and full build out considerations that are difficult to capture during this evaluation period.

⁶ Kitsap Countywide Planning Policies Adopted 5/11/15, Ordinance 522-2015; Element B: Urban Growth Areas; Policy 1.

⁷ KCC 17.420.020(A)

When available for urban zones, net platted density provides the most reliable measure of achieved density because it is not affected by the limitations are described above. Taken together, however, building permit and final platted density are good indicators of land consumption for residential purposes. The exhibits within this Chapter only include zones that had development activity during the evaluation period.

Achieved Employment Density, 2013-2019

This section describes the methods used to evaluate achieved commercial and industrial density between the years 2013-2019 as shown in the second half of Chapter 3. Achieved density for non-residential or employment lands is measured based on the building square footage developed in commercial and industrial zones. This improved square footage can then be compared to the overall site area to determine an average Floor Area Ratio (FAR). While some Kitsap jurisdictions regulate commercial/industrial development using FAR (similar to residential densities), many do not. However, assessing achieved employment density using a standardized metric like FAR allows for comparison of development intensity between jurisdictions, regardless of their geographic size.

Achieved non-residential density is based on Kitsap County Assessor records for commercial and industrial parcels and associated building improvements. Records were filtered to include only properties with new employment construction between 2013-2019 and to isolate improvements that would contribute to on-site employment. Miscellaneous site improvements such as parking areas, fencing, landscaping, decks, loading docks, etc. were excluded, as were internal tenant improvements (elevators, sprinkler systems, etc.). The exhibits within this section of the report only include zones that had development activity during the evaluation period.

Land Capacity Analysis

Kitsap County developed a consistent framework or methodology for evaluating land capacity, while allowing for customization of key assumptions by individual jurisdictions to reflect local circumstances. *Appendix A: Kitsap County Land Capacity Analysis Technical Methodology Guidance* details specific steps where variations to the assumptions may be appropriate due to local circumstances while still maintaining a consistent methodology. This Appendix also outlines methods to avoid “double-dipping” or double counting of factors. Where cities have developed different assumptions, supporting documentation and analysis have been provided by each jurisdiction and collected in *Appendix C. City LCA Assumption Documentation*.

An overview of the Kitsap County residential LCA methodology is shown in **Exhibit 2 and 3**; the employment land capacity analysis follows a similar framework. The methodology includes two phases. The first phase, Step 0, is a programmatic Infrastructure Gap Review of existing capital facility plans. The second phase, Steps 1-9, consists of nine steps designed to be executed in GIS.

Distinguishing Achieved Density from Assumed Density

To evaluate land capacity for future population and employment growth, each jurisdiction must select assumed densities, which are those densities “at which future development is expected to occur” (WAC 365-196-210(6)). Achieved density, as outlined earlier in this Chapter, can be a starting point for

determining assumed density. However, jurisdictions must draw upon local circumstances when selecting a reasonable assumed density. Additional discussion of assumed density is included in the Land Capacity Analysis overview below.

Exhibit 2. Kitsap County Urban Residential LCA Process Overview

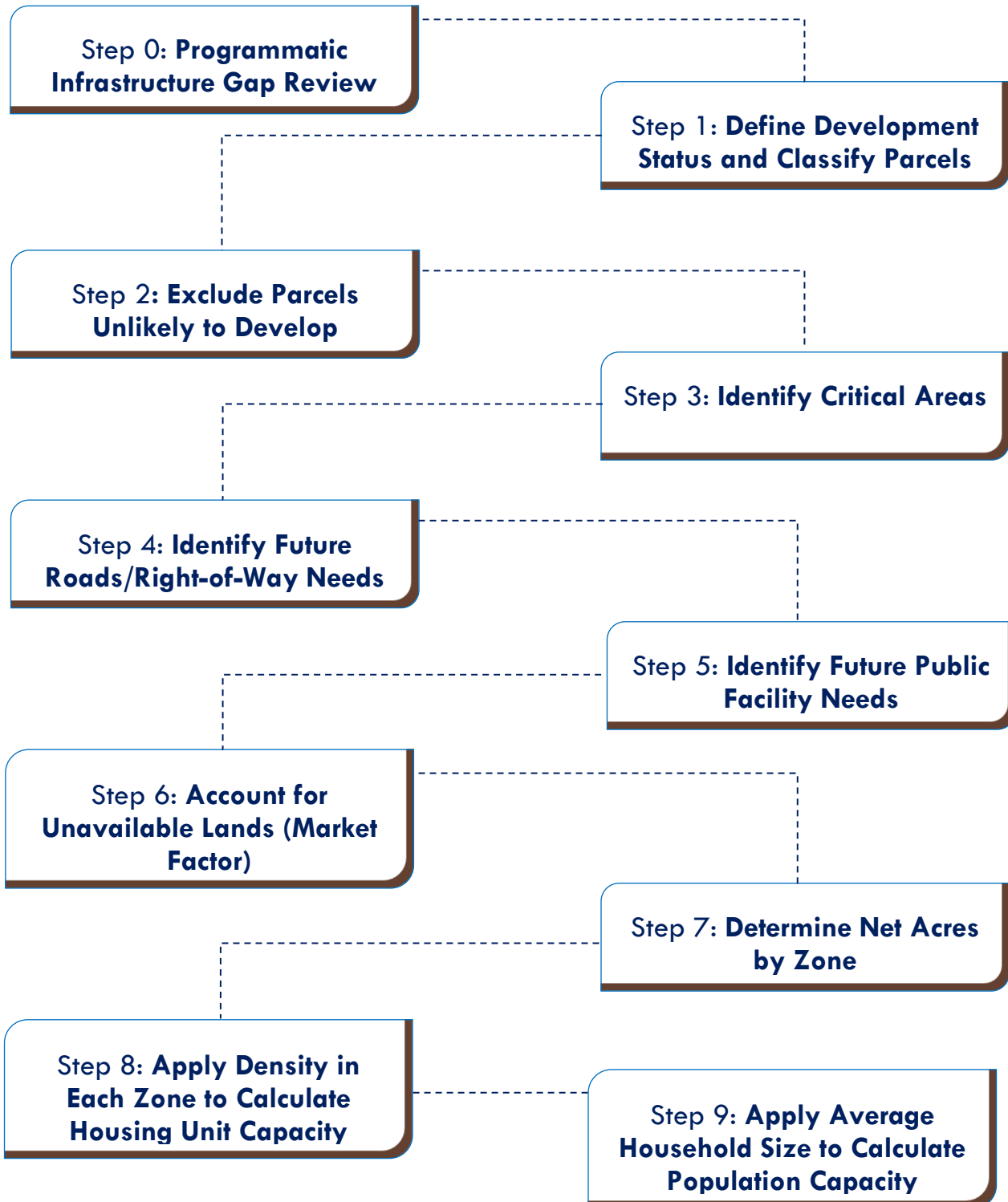
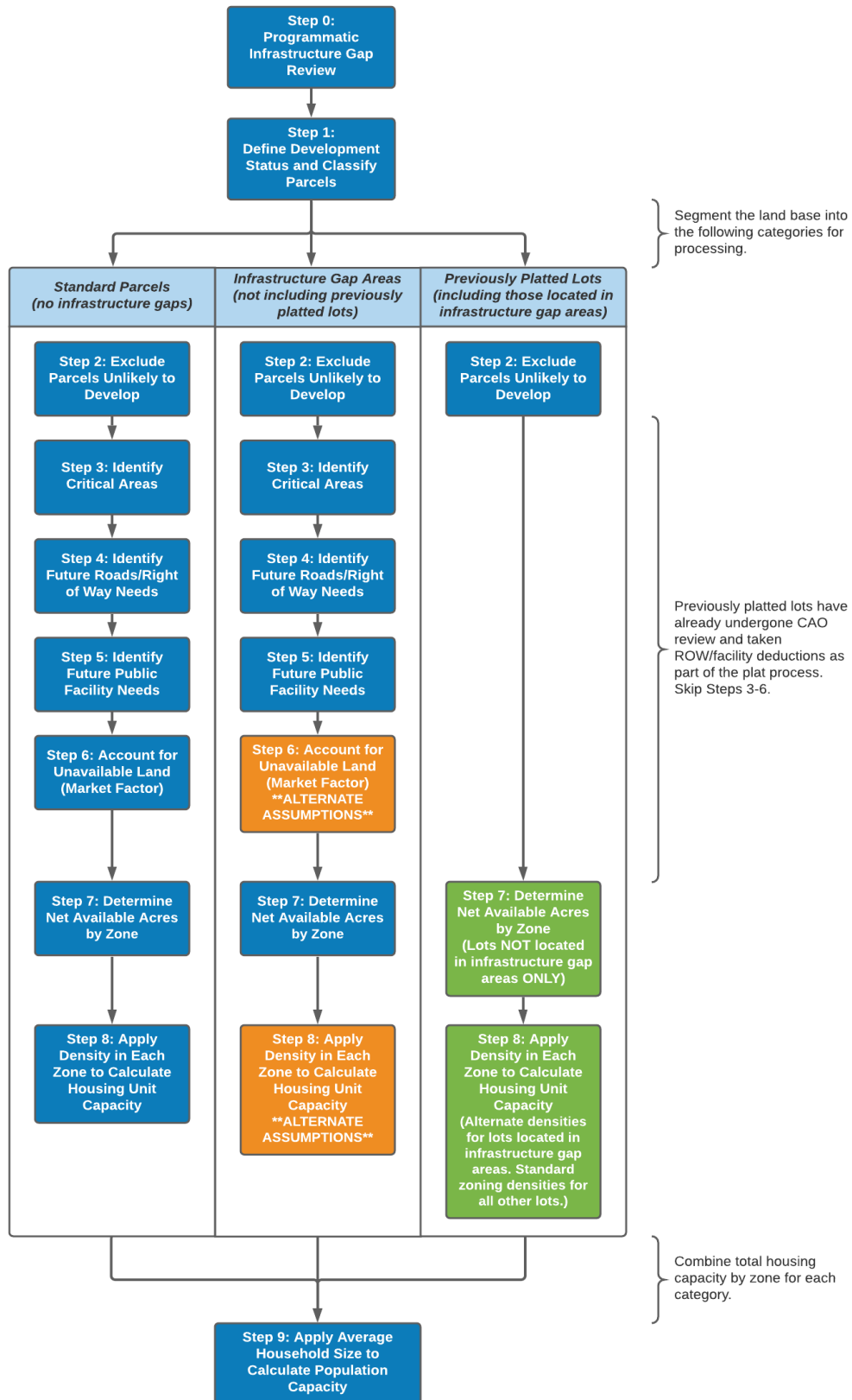


Exhibit 3. Residential Land Supply Data Processing Diagram



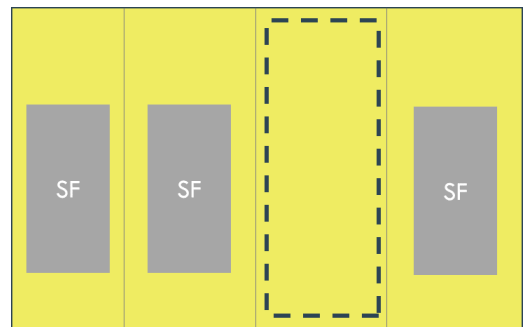
Programmatic Infrastructure Gap Review (Step 0)

As mentioned above, in 2017 the state legislature passed E2SSB 5254 adding a requirement (RCW 36.70A.215(3)(b)(i)) that provides a review and evaluation of land use designations, development regulations and infrastructure gaps. The intent is to determine area-specific lands that could affect the amount of land and timing of future development available to accommodate projected growth assumptions. Infrastructure to be reviewed includes but is not limited to transportation, water, sewer, and stormwater. The Gap Review performed for this BLR includes a high-level review of available information noted in existing capital facilities plans to determine which infrastructure systems, if any, have the potential to prevent the achievement of assumed densities or delay development.

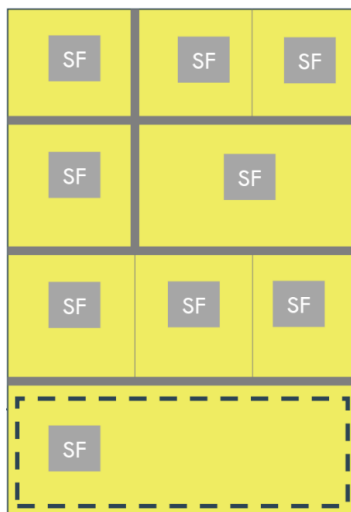
If constraints were identified, jurisdictions were able to develop alternative assumed densities or develop alternative assumed market factors for these areas.

Land Classification and Exclusion of Parcels Unlikely to Develop (Steps 1-2)

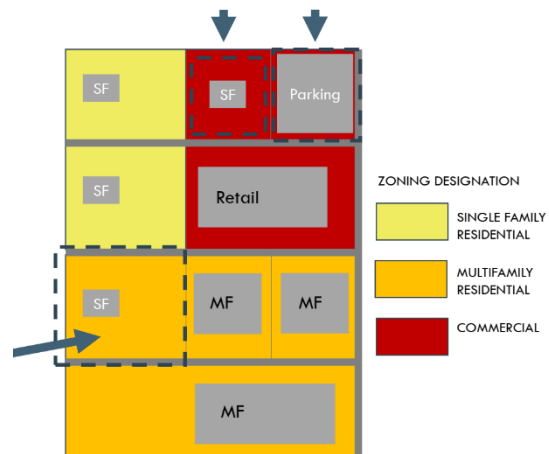
These steps establish the gross supply of vacant and underutilized, including partially underutilized lands. Parcels are classified based on their current land use, potential for further subdivision, and land and improvement values. These steps also identify pipeline properties that have been permitted or approved between January 1, 2020 to December 31, 2020. This process also identifies properties on the basis of improvement to land value ratio, and excludes lands unlikely to redevelop such as a luxury home.



Example of Vacant Parcels



Example of Partially Utilized Parcels



Example of Underutilized Parcels

Critical Areas Deductions (Step 3)

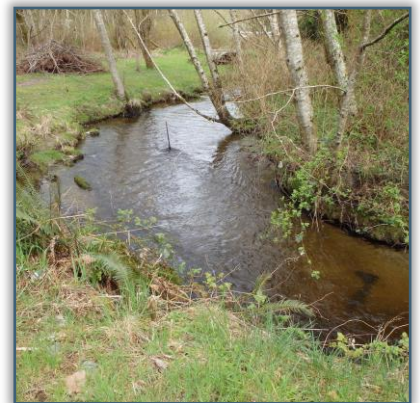
Environmentally critical areas are protected under GMA⁸ and Chapters 365-190 and 365-195 WAC. These areas are not available for future development. As such, the Land Capacity Analysis deducts land affected by Critical Areas from the overall land supply. Step 3 determines the location of Critical Areas, including the following:

- **Streams:** Both perennial and seasonal streams, as well as their associated buffer areas.
- **Wetlands:** Delineated wetland areas and their associated buffers, as regulated by the Critical Areas Ordinance.
- **Water Bodies:** Areas of standing water that cover a portion of a parcel, including lakes, ponds, bogs, or saltwater.
- **Hydric Soils:** Inclusion of hydric soils in the critical areas mosaic captures areas that have the potential to be classified as wetlands, even if no formal wetland delineation has been performed.
- **Areas of High Geologic Hazard:** Unstable areas with steep slopes or other geologic characteristics that make them highly unsuitable for development.

In addition to these features, the land capacity analysis allows jurisdictions the option of deducting Critical Aquifer Recharge Areas (CARAs). CARAs include areas that contain hydrogeologic conditions that facilitate aquifer recharge and/or transmit contaminants to an underlying aquifer. Development activities in these areas vary by jurisdiction, by type of use, and on the sensitivity of the individual CARA.

After identifying the locations of Critical Areas, Step 3 applies deductions based on the type of environmental resource present:

- **CARAs:** 25% deduction (optional)
- **Moderate Geologic Hazard Areas:** 50% deduction
- **Streams, Wetlands, Water Bodies, Hydric Soils, and High Geologic Hazard Areas:** 75% deduction



⁸ RCW 36.70A.172; 36.70A.175

Public Facility and Right-of-Way Deductions (Steps 4-5)

Roads, public right-of-way, and other public facilities are necessary for new development, particularly on undeveloped properties. The LCA applies deductions for future on-site and off-site road and public facility needs, other than sewer. While land needs for roads and public facilities can vary based project-level proposal, on site characteristics and individual jurisdictions development requirements, Kitsap County developed the following standard deductions for unincorporated areas based on a review of permit trends, approved plats, and code requirements. Incorporated cities were encouraged to modify this assumption to reflect local conditions.

- **Roads & Right-of-Way:** 20%
- **Public Facilities:** 20%



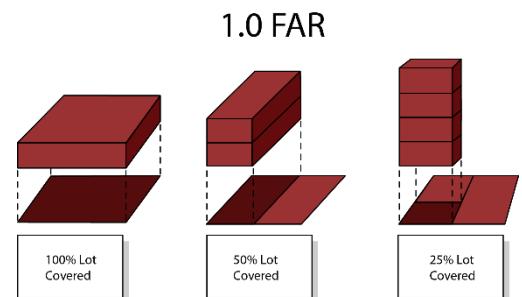
Unavailable Lands and Market Factor (Step 6)

In addition to land needed for public infrastructure, some percentage of otherwise developable land is likely to remain unavailable due to market conditions and landowner intent. Step 6 of the LCA addresses this through application of a market factor based on predominant development product type and geography. Commerce guidance indicates larger urban jurisdictions with strong development activity should assume lower market factor deductions, while areas anticipating less substantial development activity can assume higher market factor deductions. The approach to this step assessed historic rates of deliveries of various product types and real estate trends such as information available on Redfin, CoStar and Washington Center for Real Estate Research. Appendix A: Kitsap County Land Capacity Analysis Technical Methodology Guidance contains detailed guidance for setting market factor assumptions per jurisdictional geography and product type.

Net Developable Area and Capacity Calculations (Steps 7-9)

The final steps of the LCA apply the deductions computed in Steps 3-6 to the vacant and redevelopable land supply to determine the number of acres in each zone available for development. Residential and employment density assumptions for each zone are then applied to determine gross development capacity in the form of housing units in residential areas and square footage for employment zones. Net development capacity is then calculated by subtracting existing development on redevelopable properties:

- $\text{Net Housing Unit Capacity} = \text{Gross Housing Unit Capacity} - \text{Existing Housing Units}$
- $\text{Net Building Square Footage Capacity} = \text{Gross Building Square Footage Capacity} - \text{Existing Commercial/Industrial Space}$



Finally, residential and employment density assumptions for each zone are applied to determine the net residential and employment capacity for each zone. These results are shown in Chapter 4.



Chapter 3

GROWTH TRENDS

Growth Trends Compared to 2036 Targets

Residential Development Trends

Employment Development Trends



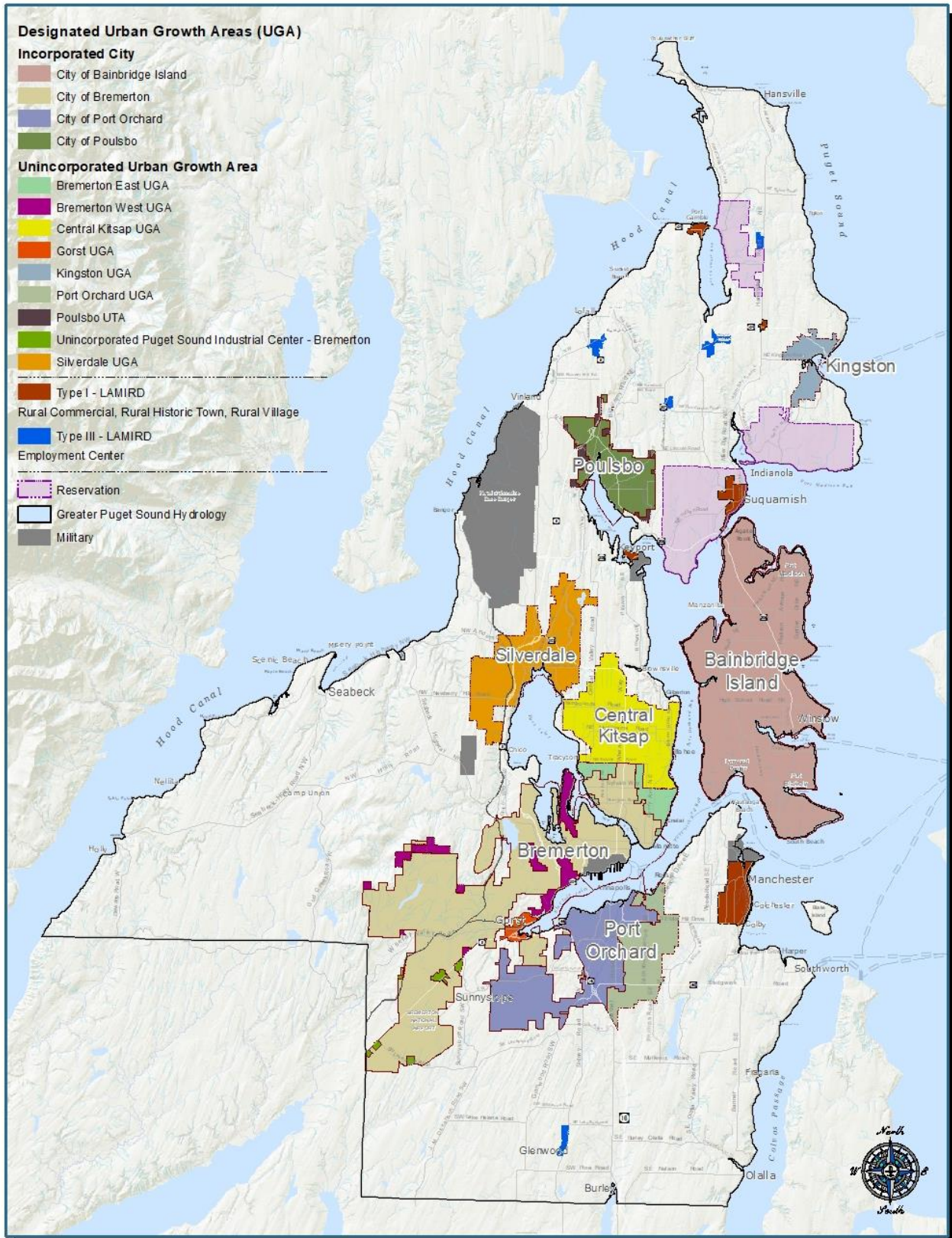
Chapter 3. Growth and Development Trends

Chapter 3 reviews residential and employment growth trends in Kitsap County from January 1, 2013 to December 31, 2019. These trends are then compared to growth targets established in the [Kitsap Countywide Planning Policies](#) and the [Kitsap County Comprehensive Plan](#) (2016).⁹ This chapter also presents an analysis of achieved density of new development and platted lots by zone within each city jurisdiction and unincorporated urban and rural. Achieved residential densities are compared to allowed density under current zoning.

The unincorporated urban results are organized based upon whether an unincorporated UGA is associated with an existing incorporated jurisdiction and as organized in the CPPs Appendices B-1 and B-2. For example, the unincorporated urban areas of the West Bremerton, East Bremerton, Puget Sound Industrial Area and Gorst UGAs are noted as Bremerton UGA. The unincorporated Port Orchard UGA is associated with the City of Port Orchard. The City of Poulsbo's associated UGA is the Poulsbo Urban Transition Area. **Exhibit 4** illustrates Kitsap city jurisdictions and unincorporated areas.

⁹ Targets set in the CPPs are the basis for the County's and cities' Comprehensive Plans. Each jurisdiction demonstrates consistency of its Comprehensive Plan with CPP targets. Kitsap County updated targets to address a more current base year, and for population and jobs achieved.

Exhibit 4. Kitsap County Jurisdictions and Urban Growth Areas (UGAs)



Growth Trends Compared to 2036 Targets

This analysis had two objectives:

- For each city and UGA indicate whether the average annual rate of growth is on pace to achieve 2036 growth targets.
- Identify whether Kitsap County grew consistently with the CPP target share of 76% growth in urban areas (cities and unincorporated UGAs) between 2013-2019.

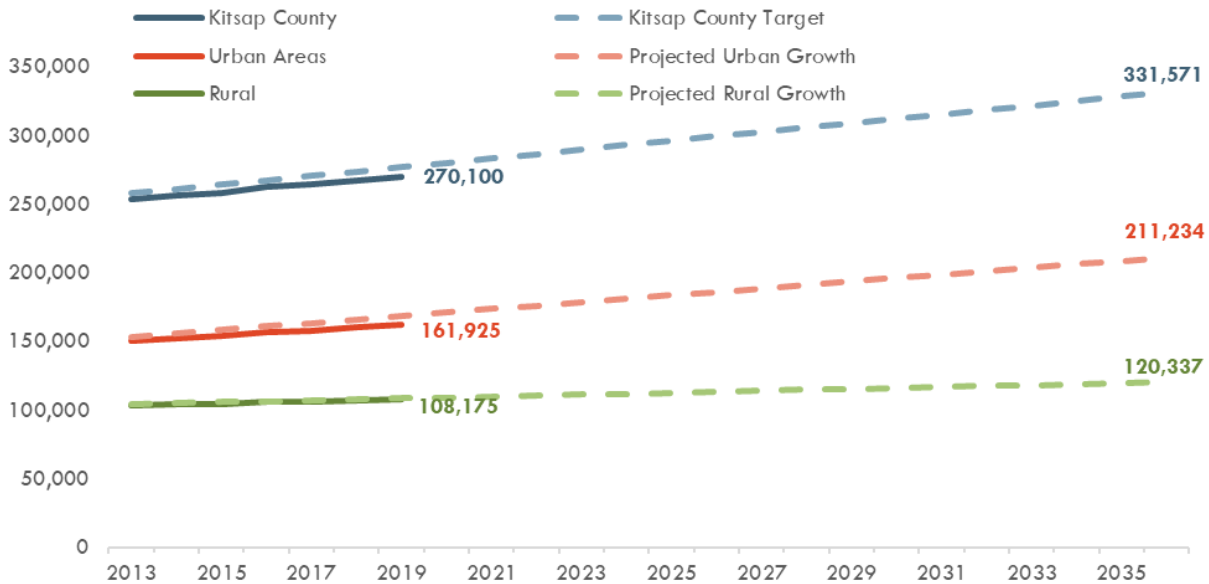
It is important to note that the analysis period begins in 2013, which predates the establishment of the 2016-2036 CPP growth targets adopted in 2015 and the adoption of relevant policies in both county and city comprehensive plans in 2016. Additionally, a portion of the analysis period for this report predates the implementation activities, including development regulation updates, that followed the adoption of local 2016 comprehensive plans.

Population Growth

Kitsap Countywide Planning Policies expect the population of the county as a whole to be approximately 331,571 people by the year 2036. The State of Washington Office of Financial Management (OFM), the state agency tasked with developing population estimates for local jurisdictions, estimates that from 2013-2019 Kitsap County's population grew by an annual average of 1.1%, or a total of 2,683 people per year. This growth rate is slightly below the 2036 projection which, assuming consistent growth over time, anticipated 1.2% annual growth, or 3,211 people.¹⁰ **Exhibit 5** shows the estimates of actual growth and expected growth, broken down into rural, urban, and county-wide. Data analysis indicates the growth rate in rural areas is in line with growth expectations, while the rate of growth in urban areas, and thus in Kitsap County as a whole, has been slightly lower.

¹⁰ The population and employment distribution targets were established in 2015 in the Countywide Planning Policies (CPPs), which were adopted by the County (Ordinance 522-2015) and further ratified by the cities. In Kitsap County's 2016 Comprehensive Plan update, the base year for the growth distributions were adjusted from 2010 to 2012 to track with the County's 2014 Buildable Lands Report. See 2016 Comprehensive Plan at Appendix D. The ultimate growth between 2010 and 2036 did not change. The numbers herein refer to the 2016 Comp Plan for consistency in the review and evaluation program.

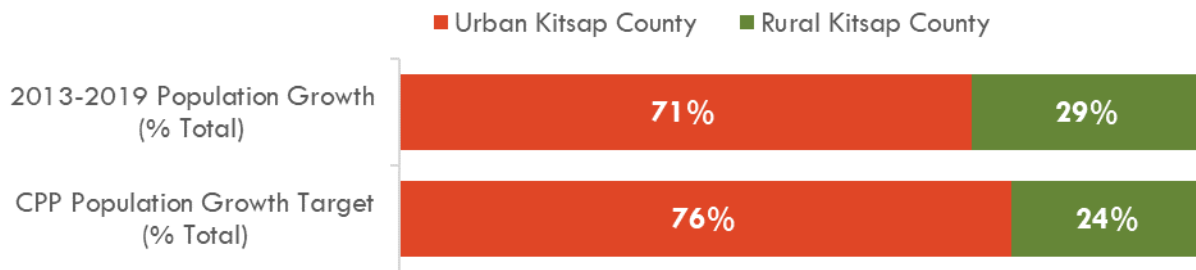
Exhibit 5: Kitsap County Population Growth, Actual versus CPP Targets 2013-2036



Sources: Washington OFM, 2020; Kitsap County Countywide Planning Policies (Ordinance # 522-2015); Kitsap County Comprehensive Plan, Appendix D, 2016; BERK, 2020.

Exhibit 6 breaks down this new population growth between urban and rural areas for 2013-2019. During this period, about 71% of population growth occurred in urban areas, compared to the CPP policy of 76%.¹¹ This is an increase from 68% documented in the 2014 Buildable Lands Report (2006-2012) and illustrates consistent progress towards meeting the CPP policy target of 76% urban for new growth.

Exhibit 6: Shares of Population Growth in Urban and Rural Kitsap County, Actual versus CPP Targets¹²



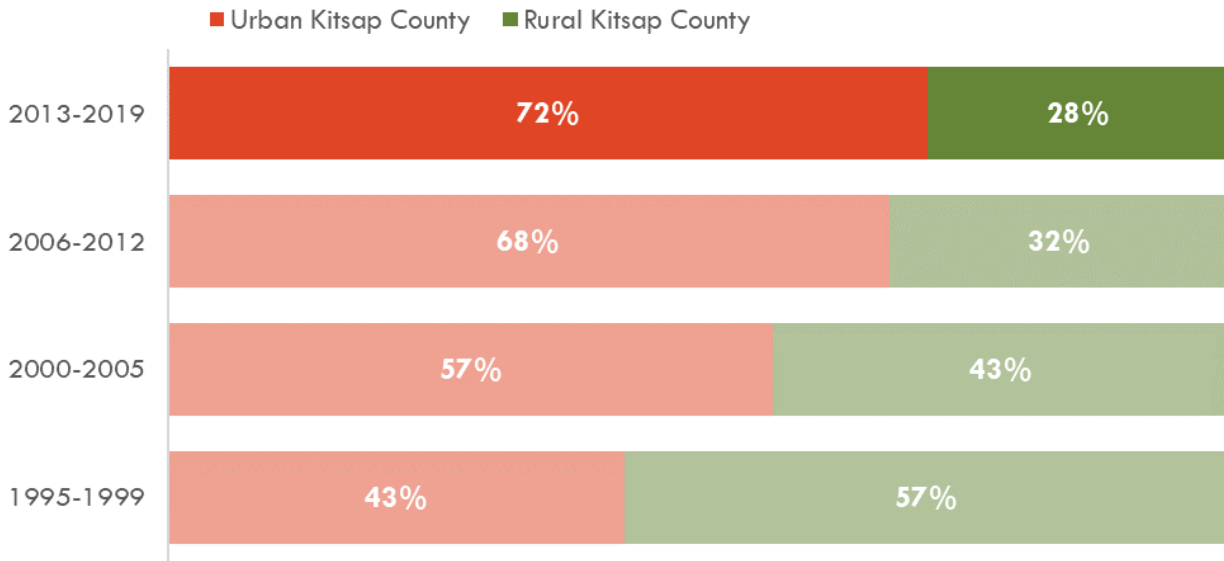
Sources: Washington OFM, 2020; Kitsap Countywide Planning Policies, (Ordinance # 522-2015); Kitsap County Comprehensive Plan, 2016; Kitsap County Buildable Lands Report, 2014; Kitsap County Buildable Lands Report, 2007; BERK, 2021.

¹¹ Analysis of housing permit data from the county and cities reveals a 74% urban /26% rural split of growth from 2013-2019, which is even closer to the target urban/rural split.

¹² By the numbers in Appendix B-1, [Kitsap Countywide Planning Policies](#) allocated 78% of growth to urban areas, but the new growth in the policies is set at 76% in CPP Element B Policy UGA-5 following quote: “The distribution process should consider

Exhibit 7 displays the County’s historical trends for the urban/rural share of new housing unit development. While the CPP targets are set in terms of population, past BLRs have shown the urban/rural split in terms of housing units and Exhibit 6 shows the County’s steady increase towards greater urban growth, from 43% urban between 1995-1999 up to 72% urban between 2013-2019.¹³

Exhibit 7: Comparison of Housing Unit Growth in Urban and Rural Kitsap County, 1995 – 2019



Sources: Washington OFM, 2020; Kitsap County Buildable Lands Report, 2014; Kitsap County Buildable Lands Report, 2007; BERK, 2021.

Exhibit 8 shows population growth by individual city and UGA as provided by OFM population estimates.

¹³ Previous Kitsap County Buildable Lands Reports published urban and rural shares of growth for housing and not population. Therefore, Exhibit 7 displays the County’s historical trends for the urban/rural share of new housing unit development. While the CPP targets are set in terms of population, past BLRs have shown the urban/rural split in terms of housing units and Exhibit 6 shows the County’s steady increase towards greater urban growth, from 43% urban between 1995-1999 up to 72% urban between 2013-2019.

Exhibit 8. Population Estimates in Kitsap County, 2013-2019

	2013	2014	2015	2016	2017	2018	2019	% Change
Kitsap County	254,000	255,900	258,200	262,590	264,300	267,120	270,100	6.3%
Urban Kitsap County	150,502	151,930	153,869	156,400	157,882	159,983	161,925	7.6%
Rural Kitsap County	103,498	103,970	104,331	106,190	106,418	107,137	108,175	4.5%
City of Bainbridge Island	23,190	23,360	23,390	23,760	23,950	24,320	24,520	5.7%
City of Bremerton	37,850	38,180	39,410	40,500	40,630	41,500	42,080	11.2%
Bremerton UGA	8,991	9,051	9,054	9,095	9,294	9,367	9,435	4.9%
Bremerton Total	46,841	47,231	48,464	49,595	49,924	50,867	51,515	10.0%
City of Port Orchard	12,870	13,150	13,510	13,810	13,990	14,160	14,390	11.8%
Port Orchard UGA	14,586	14,581	14,582	14,721	14,781	14,814	14,887	2.1%
Port Orchard Total	27,456	27,731	28,092	28,531	28,771	28,974	29,277	6.6%
City of Poulsbo	9,585	9,775	9,950	10,210	10,510	10,850	11,180	16.6%
Poulsbo UGA	476	477	477	479	480	480	481	1.1%
Poulsbo Total	10,061	10,252	10,427	10,689	10,990	11,330	11,661	15.9%
Central Kitsap UGA	22,690	22,808	22,848	23,005	23,209	23,340	23,537	3.7%
Kingston UGA	2,133	2,209	2,222	2,248	2,311	2,363	2,413	13.1%
Silverdale UGA	18,131	18,339	18,426	18,572	18,727	18,789	19,002	4.8%

Sources: Washington OFM, 2020; BERK, 2020.¹⁴

Exhibit 9 uses the OFM population estimates from Exhibit 7 to compare the annual rates of growth in particular jurisdictions to population growth targets on a UGA specific level. Data analysis revealed that, in general, most cities have grown faster than unincorporated UGAs. Two of the four cities, specifically the City of Bremerton and the City of Poulsbo, grew at a rate that met or exceeded their population growth targets. The City of Bainbridge Island's growth rate was not far behind its projection, reaching 222 people per year versus the annual target of 232. Over the evaluation period, the City of Port Orchard experienced a lower growth rate (253 people per year), which is below its annual target of 366 people per year. For unincorporated UGAs, growth from 2013-2019 was a smaller fraction of target growth (between 1% and 50%); this pattern was true whether UGAs were associated to cities or not.

Rural areas are generally consistent with the adopted rural growth allocation in Exhibit 1, though on an average annual basis growth is a little higher than anticipated per Exhibit 4. Rather than annual growth of 700 people per year, the rural areas experienced 780 per year.

¹⁴ On August 13, 2021, OFM released preliminary 2020 Census information. This information is not currently broken down beyond the Census Tract and Census Block Group level and does not follow city and unincorporated UGA boundaries in many circumstances. OFM anticipates this will be completed for release in late 2022.

Exhibit 9: Population Growth in Kitsap County, Actual versus CPP Target, 2013-2019

	Growth Target 2012-2036	Average annual growth needed to reach target	Actual average annual growth 2013-2019	Actual annual growth as a % of target growth	Difference between actual growth and growth needed (annual) 2013-2019
Kitsap County	77,071	3,211	2,683	84%	(528)
Urban Kitsap County	60,266	2,511	1,904	76%	(607)
Rural Kitsap County	16,805	700	780	111%	79
City of Bainbridge Island	5,570	232	222	96%	(10)
City of Bremerton	12,432	518	705	136%	187
Bremerton UGA	3,907	163	74	45%	(89)
Bremerton Total	16,339	681	779	114%	98
City of Port Orchard	8,778	366	253	69%	(112)
Port Orchard UGA	6,110	255	50	20%	(204)
Port Orchard Total	14,888	620	304	49%	(317)
City of Poulsbo	1,192	50	266	535%	216
Poulsbo UGA	3,786	158	1	1%	(157)
Poulsbo Total	4,978	207	267	129%	59
Central Kitsap UGA	6,842	285	141	50%	(144)
Kingston UGA	2,926	122	47	38%	(75)
Silverdale UGA	8,723	363	145	40%	(218)

Sources: Washington OFM, 2020; Kitsap County Countywide Planning Policies (Ordinance # 522-2015), 2016 (Targets adjusted to incorporate 2017 [Bremerton annexation](#); A 2019 annexation by Poulsbo resulted in no increase to population.); Kitsap County Comprehensive Plan, 2016, Appendix D; BERK, 2020.

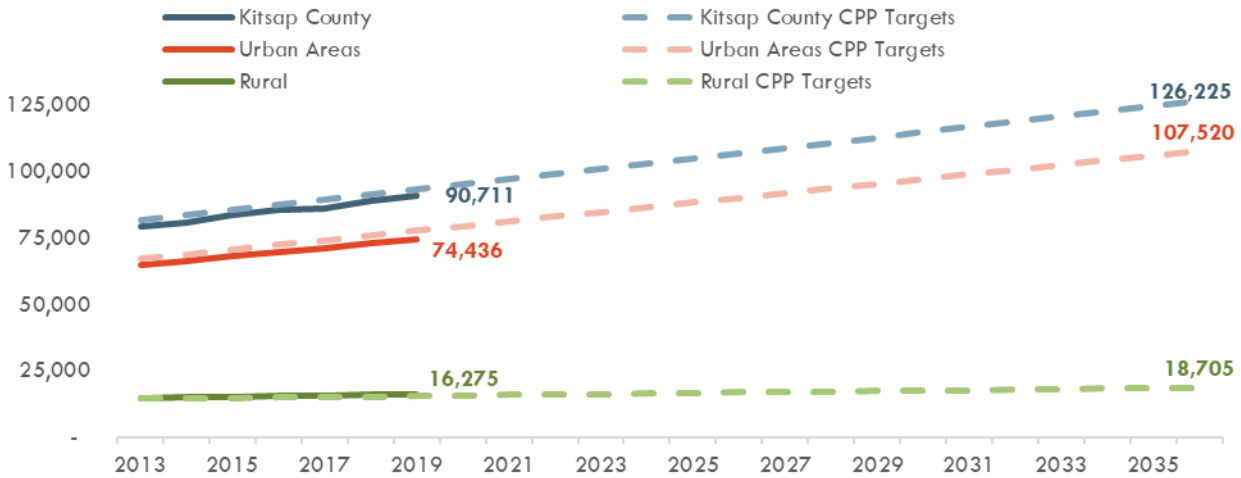
Employment Growth

The CPPs project the number of jobs within the county as a whole to increase by 46,158 between 2010 and 2036 (to approximately 126,225 jobs). An average annual growth of 1,944 new jobs are needed to achieve these 2036 targets. From 2013-2019, PSRC estimates that employment¹⁵ in Kitsap County grew from 79,315 to 90,711, an increase of 11,396 jobs, or approximately 1,899 per year. This overall employment growth in Kitsap County tracked closely with countywide targets. As split between the urban and rural areas, employment growth in urban areas, including both incorporated and unincorporated, was just shy of targets by 121 jobs per year, or 7%, with wide variety among cities, while the pace in rural areas was just above targets by 77 jobs per year.

Exhibit 10 shows the estimates of actual employment growth and the expected growth targets of 2036, broken down into rural, urban, and countywide. The cities of Bainbridge Island, Port Orchard, and Poulsbo were all above their employment growth targets during between 2013-2019. The City of Bremerton, however, was under by 539 jobs, but it is important to note that PSRC employment estimates do not include military jobs and fleet deployment. Many of those jobs are represented at the Puget Sound Naval Shipyard and are located in Bremerton and naval facilities near other urban areas. Exhibit 12

¹⁵ This analysis is based on “covered employment” data provided by PSRC, which is derived from the Quarterly Census of Employment and Wages (QCEW) and summarized by the Washington State Employment Security Department. It includes positions covered by the Washington Unemployment Insurance Act, which exempts the self-employed, proprietors and corporate officers, military personnel, and railroad workers. These exempted categories are not included in covered employment summaries, which represent approximately 85-90% of all employment.

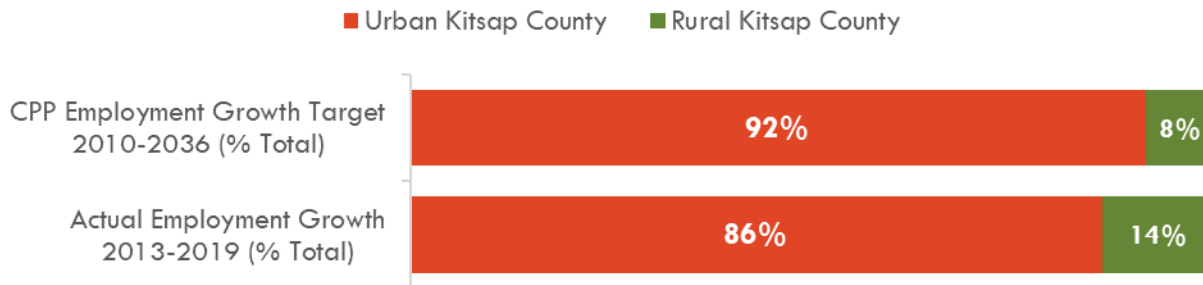
Exhibit 10: Kitsap County Employment Growth, Actual and CPP Targets, 2013-2036



Sources: Employment estimates provided by Puget Sound Regional Council (personal communication with Assistant Planner Grant Gibson, 2021); Kitsap County Countywide Planning Policies (Ordinance # 522-2015); Kitsap County Comprehensive Plan, Appendix D, 2016; BERK, 2021.

Exhibit 11 summarizes the shares of overall Kitsap County employment growth attributed to urban and rural areas. CPP targets anticipate a 92% urban/8% rural split. Actual employment estimates are just shy with 86% of growth in urban areas and 14% in rural.

Exhibit 11: Shares of Covered Employment Growth in Urban and Rural Kitsap County, Actual versus Targets.



Sources: Puget Sound Regional Council, 2020; Kitsap County Countywide Planning Policies (Ordinance # 522-2015); BERK, 2021.

Exhibit 12 shows employment growth by individual city and unincorporated area as provided by PSRC employment estimates. **Exhibit 13** uses these numbers to compare the average annual rates of growth in these areas to employment growth targets. The Cities of Bainbridge Island, Poulsbo, and Port Orchard, and the Port Orchard UGA all grew at an average annual rate above their targets during the evaluation period. Bainbridge Island’s employment growth was more than twice the target rate. The City of Bremerton and all remaining UGAs, however, grew at an average annual rate that was slower than their employment targets. The Silverdale UGA has a pace of growth that was 24% of the target rate, but also had the highest growth target among the UGAs. This employment trend is however expected to change with the relocation of a multi-county regional acute health care facility in Silverdale, which was opened after the evaluation period, specifically completed in 2020.

Exhibit 12: Covered Employment Estimates in Kitsap County, 2013 to 2019

	2013	2019	% Change
Kitsap County	79,315	90,711	14.4%
Urban Kitsap County	64,610	74,436	15.2%
Rural Kitsap County	14,705	16,275	10.7%
City of Bainbridge Island	6,232	7,809	25.3%
City of Bremerton	28,353	32,383	14.2%
Bremerton UGA	1,060	1,240	17.0%
Bremerton Total	29,413	33,623	14.3%
City of Port Orchard	6,804	7,645	12.4%
Port Orchard UGA	6,450	7,656	18.7%
Port Orchard Total	13,254	15,301	15.4%
City of Poulsbo	5,641	7,046	24.9%
Poulsbo UGA	60	59	-1.7%
Poulsbo Total	5,701	7,105	24.6%
Central Kitsap UGA	3,357	3,703	10.3%
Kingston UGA	786	762	-3.1%
Silverdale UGA	10,715	11,253	5.0%

Sources: Puget Sound Regional Council, 2020; BERK, 2020.

Exhibit 13: Covered Employment Growth in Kitsap County, Actual and CPP Target, 2013-2019

	Growth Target 2012-2036	Average annual growth needed to reach target	Actual average annual growth 2013-2019	Actual growth as a % of target growth	Difference between actual growth and growth needed (annual) 2013-2019
Kitsap County	46,647	1,944	1,899	98%	(44)
Urban Kitsap County	42,215	1,759	1,638	93%	(121)
Rural Kitsap County	4,432	185	262	142%	77
City of Bainbridge Island	2,720	113	263	232%	150
City of Bremerton	18,276	762	672	88%	(90)
Bremerton UGA	1,443	60	30	50%	(30)
Bremerton Total	19,719	822	702	85%	(120)
City of Port Orchard	3,074	128	140	109%	12
Port Orchard UGA	1,140	48	201	423%	154
Port Orchard Total	4,214	176	341	194%	166
City of Poulsbo	4,138	172	234	136%	62
Poulsbo UGA	14	1	(0)	-29%	(1)
Poulsbo Total	4,152	173	234	135%	61
Central Kitsap UGA	1,885	79	58	73%	(21)
Kingston UGA	597	25	(4)	-16%	(29)
Silverdale UGA	8,928	372	90	24%	(282)

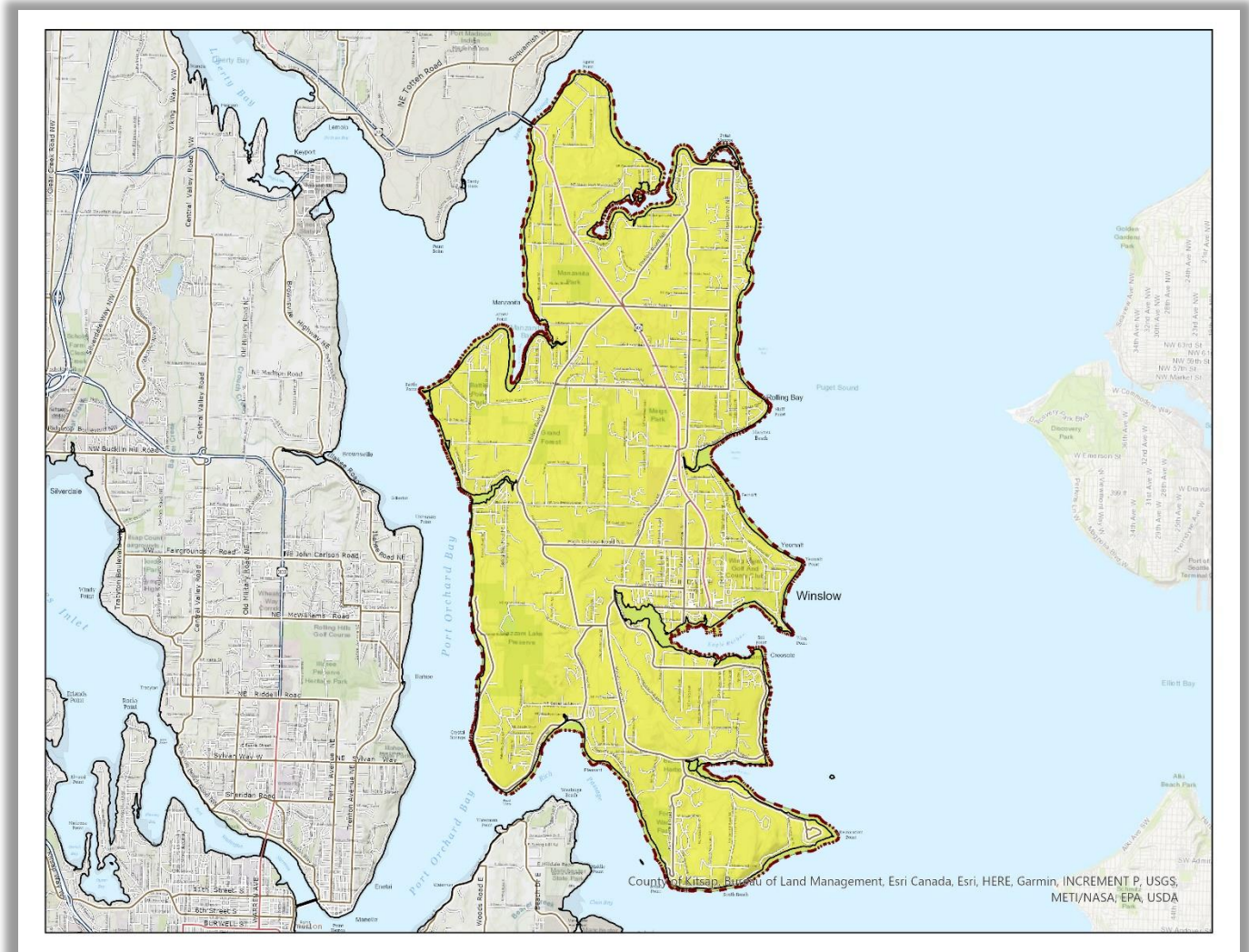
Note: Figures shown are rounded to the nearest whole number while underlying data is not rounded. This results in some slight inconsistencies between the difference shown in the far-right column and the calculation between the whole numbers.

Sources: Puget Sound Regional Council, 2020; Kitsap County Comprehensive Planning Policies, 2015; Kitsap County Comprehensive Plan, Appendix D, 2016; BERK, 2020.

Residential Development Trends and Achieved Density

This section reviews building permit and plat activity between 2013 and 2019 for each city and unincorporated UGA, as well as rural areas. This information is used to document development trends by housing types and assess whether development is occurring at densities consistent with planning assumptions. As described in the Methodology Overview, achieved densities are measured and discussed below using both permitted density and platted density.

City of Bainbridge Island



Permitted Residential Development

Bainbridge Island permitted a total of 994 housing units between 2013 and 2019, as shown in **Exhibit 14**. This is a significant increase in permit activity compared to the last BLR which found a total of 502 permits between 2006 and 2012. However, it is important to note that the previous evaluation period did not consider permits issued for accessory dwelling units. The City also saw a much larger share of permitted units in multifamily buildings: 35% during this period compared to approximately 10%

between 2006 and 2012. About a third of these multifamily units were in “missing middle” types like townhomes and duplexes. The City also permitted 66 accessory dwelling units on single family parcels.

Bainbridge Island does not have a minimum zoned density, only a maximum zoned density in units per acre. Accordingly, this report estimates maximum densities based on maximum lot size per unit for residential zones. Zoned densities for mixed-use zones, with the exception of the Neighborhood Center zone which uses a units per acre measurement for density, were estimated by conversion from floor area ratio (FAR) requirements.

Achieved density exceeded estimated max allowed density in several lower-density zones (Residential 2.9, Residential 3.5, Residential 4.3, Residential 5). In two of these zones, the majority of permitted units were in multifamily buildings. Achieved permitted density also exceeded estimated max allowed density in the Ferry Terminal Overlay zone, which allows for higher-density multifamily development. This may be due to average housing unit sizes being smaller than assumed when estimating max units/acre based on max zoned FAR.

Achieved densities were less than estimated allowed minimum densities in the Core and HSRD I and II zones. However, in the Core zone net platted densities were within the estimated allowed density range. There were no plats in HSRD I and II. Achieved densities may exceed allowed densities for the following reasons:

- Development of existing lots that are nonconforming to minimum lot size.
- Development permits such as subdivisions or site plan and design review permits have often removed right-of-way, transportation, stormwater or opens space areas and set these uses into separate, common ownership tracts (or right-of-way dedication). The City’s development code, including subdivision regulations, promotes clustering and the creation of smaller lots with higher levels of common space. For instance, in the Ferry Terminal District, the BLIS development created a 0.9-acre open space/park that integrated into its original property. In the R-5 zone in the Lynwood Center area, the Pleasant Beach Village development (ongoing) had many common spaces and roads created to support its clustered development of townhomes and duplexes.
- Two projects during this time, Growth Community in the R-14 zone (middle phase), and Ferncliff Village in the R-3.5 zone (second phase) qualified as Housing Design Demonstration Projects and were granted bonus density through that program (see [BIMC 2.16.020.S](#)).

Exhibit 14: Residential Permits and Achieved Density (units per acre) in Bainbridge Island, 2013-2019

Zone	SF Units	MF Units*	ADU	Total Units	Total Acres**	Achieved Density	Min Allowed density***	Max Allowed density***
Residential 0.4	95	0	21	116	305.7	0.4		0.4
Residential 1	117	0	12	129	141.2	0.9		1.1
Residential 2	206	0	18	224	158.4	1.4		2.2
Residential 2.9	42	0	1	43	11.0	3.9		2.9
Residential 3.5	12	16	5	33	3.0	11.1		3.5
Residential 4.3	43	0	8	51	8.5	6.0		4.4
Residential 5	0	22	0	22	2.8	7.7		5.1
Residential 6	3	0	0	3	1.0	3.0		6.0
Residential 8	4	6	1	11	1.5	7.3		8.1
Residential 14	17	109	0	126	2.9	43.3		14.1
Central Core Overlay	1	68	0	69	1.6	43.7	17.4	43.6
Ericksen Avenue Overlay	21	3	0	24	1.3	18.2	13.1	26.1
Ferry Terminal Overlay	18	114	0	132	2.2	59.7	17.4	47.9
H.S. Road Districts I and II	0	7	0	7	1.3	5.3	13.1	26.1
Neighborhood Center	0	4	0	4	0.9	4.4		2.2
Totals	579	349	66	994	643.4			

* Mixed use permits included in multifamily calculations

** Total acres calculation includes adjustments to properly calculate achieved density inclusive of ADUs. See Methodology Overview for details.

*** Zoned densities for residential zones calculated using maximum lot size per unit. Zoned densities for other zones calculated using conversion from floor area ratio.

Source: City of Bainbridge Island, 2021; BERK, 2021.

Plat Density

Exhibit 15 shows a summary of plat activity in Bainbridge Island between 2013 and 2019. There were 36 plats in total, compared to 70 during the previous evaluation period. However, the total number of platted lots in each evaluation period was similar (343 vs 335).

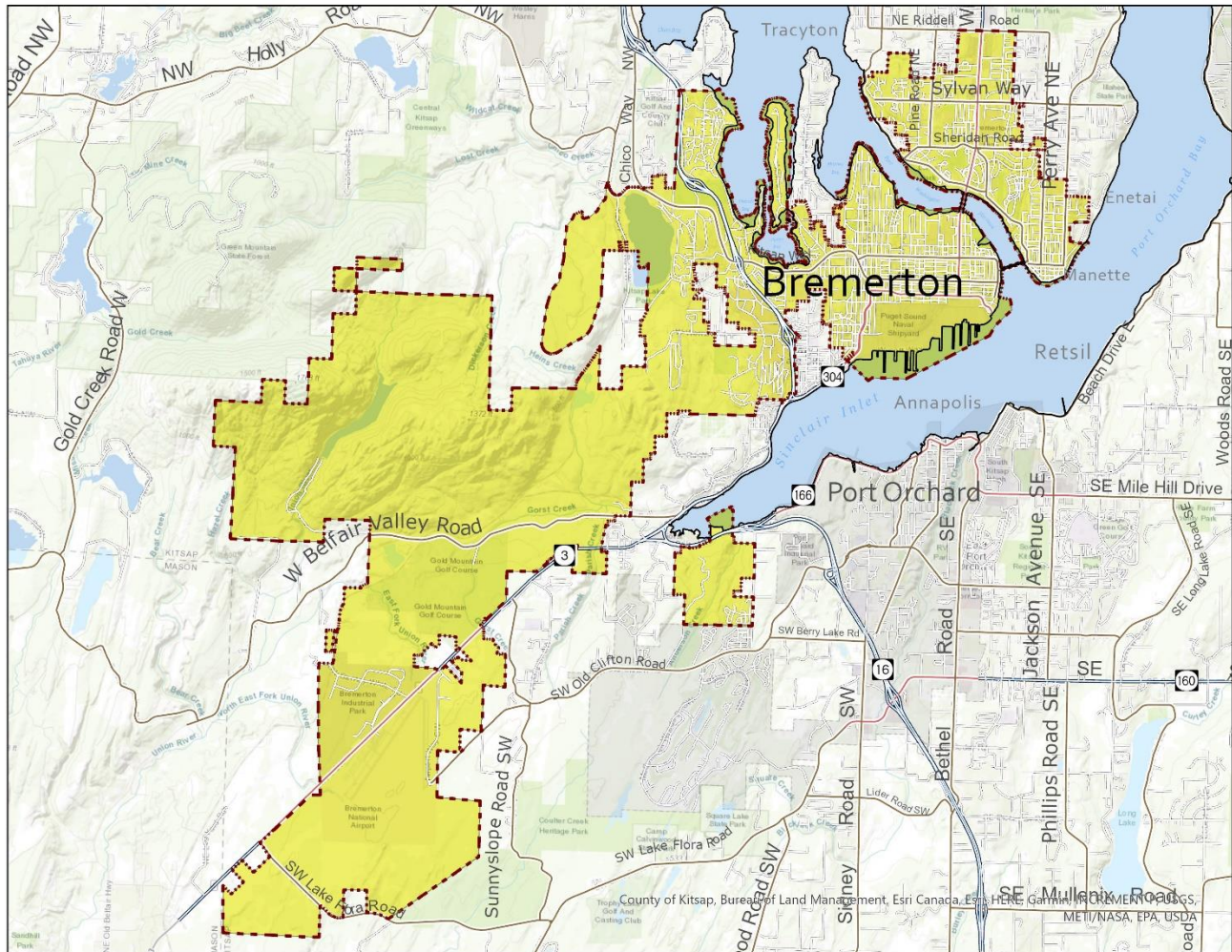
Exhibit 15: Plats and Achieved Plat Density (units per acre) in Bainbridge Island, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Density	Net Density	Min Allowed density*	Max Allowed density*
Residential 0.4	2	6	5.0	4.8	1.2	1.2		0.4
Residential 1	3	13	8.6	6.7	1.5	1.9		1.1
Residential 2	5	49	20.7	13.4	2.4	3.7		2.2
Residential 2.9	2	34	10.3	4.5	3.3	7.6		2.9
Residential 3.5	2	27	3.1	1.6	8.7	16.9		3.5
Residential 4.3	3	41	5.8	4.6	7.1	8.9		4.4
Residential 5	2	27	5.8	1.0	4.7	26.7		5.1
Residential 14	5	34	5.3	0.7	6.4	45.9		14.1
Central Core Overlay	1	34	1.4	1.4	23.9	23.9	17.4	43.6
Ericksen Avenue Overlay	3	29	2.0	0.9	14.9	33.7	13.1	26.1
Ferry Terminal Overlay	1	30	3.5	2.3	8.7	12.9	17.4	47.9
Gateway Overlay	2	6	3.6	0.8	1.7	7.1	21.8	43.6
Neighborhood Center	3	5	1.5	0.7	3.3	6.9		2.2
Neighborhood Ctr/Res. 12	2	8	2.8	2.2	2.9	3.7		2.2
Total	36	343	79.2	45.7				

* Allowed density calculated using maximum lot size per unit or conversion from floor area ratio. Density can be exceeded due to HDDP.

Source: City of Bainbridge Island, 2021; BERK, 2021.

City of Bremerton



Permitted Residential Development

Bremerton permitted a total of 1,729 housing units between 2013 and 2019, as shown in **Exhibit 16**. Over half (54%) of these permits were in multifamily buildings, compared to 37% in the previous evaluation period. However, only 3% of multifamily permitted units were missing middle types such as townhomes or multiplexes, and there were few ADUs permitted during the period (13 total).

Achieved densities were within the range of minimum and maximum allowed density in almost all zones with significant permit activity. In the R-40 (High) zone, permitted density was just below the minimum allowed density (17.1 compared to 18 units per acre).

Exhibit 16: Residential Permits and Achieved Density (Units per Acre) in the City of Bremerton, 2013-2019

Zone	SF Units	MF Units	ADUs	Total Units	Total Acres*	Achieved Density	Min Allowed density	Max Allowed density
Bay Vista Subarea Plan	10	297	0	307	11.0	27.9	6	65
District Center Core	0	1	0	1	0.1	14.3	30	
Downtown Subarea Plan	1	390	0	391	6.2	62.9	6	
East Park Subarea Plan	210	20	0	230	14.9	15.5	6	50
General Commercial	1	164	0	165	7.0	23.5	n/a	n/a
Institutional	2	0	0	2	0.2	8.7	20	
Low Density Residential (R-10)	551	20	13	584	67.4	8.7	6	10
Med. Density Residential (R-18)	5	14	0	19	1.7	11.1	6	18
High Density Residential (R-40)	2	28	0	30	1.8	17.1	18	40
Totals	782	934	13	1,729	110.3			

* Total acres calculation includes adjustments to properly calculate achieved density inclusive of ADUs. See Methodology Overview for details.

Source: City of Bremerton, 2021; BERK, 2021.

Plat Density

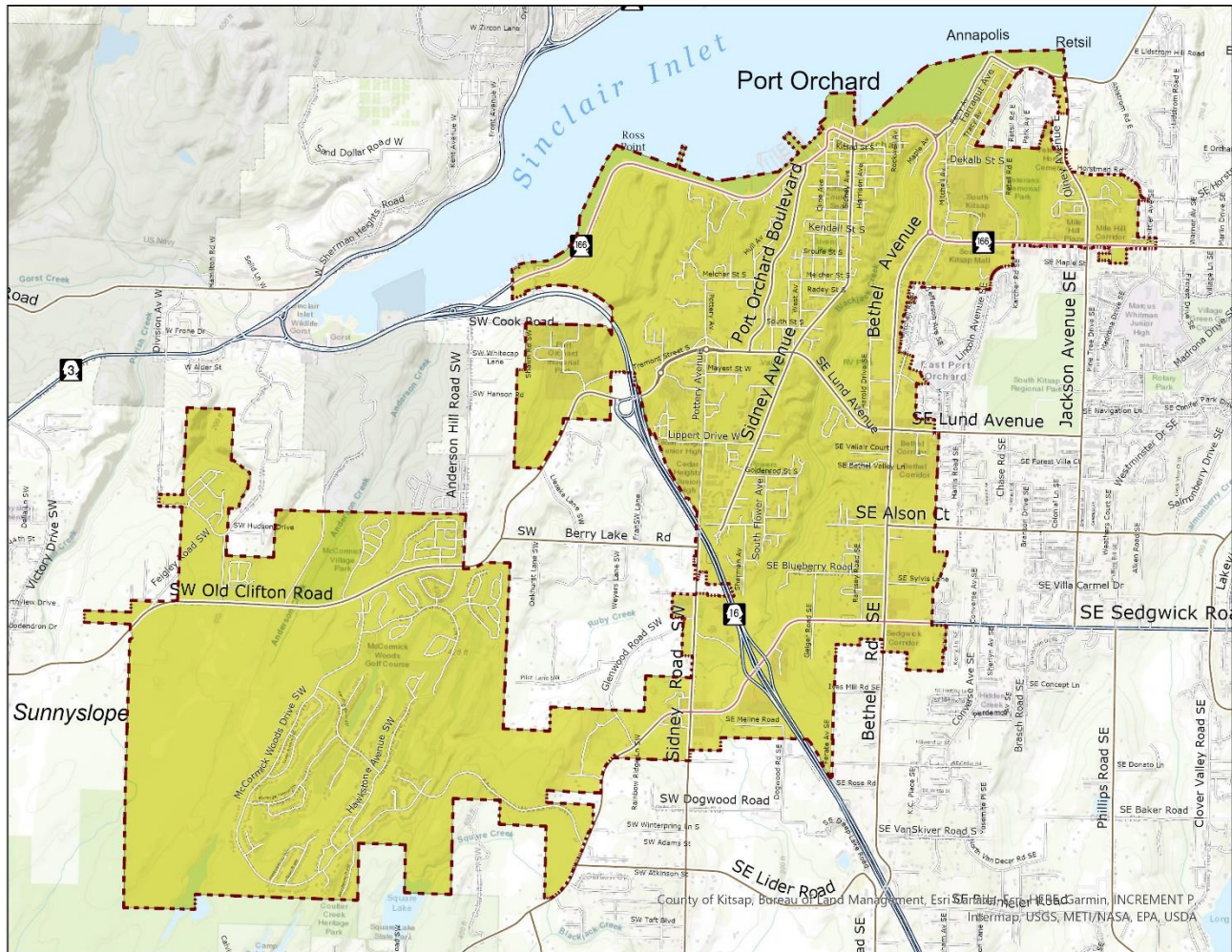
Exhibit 17 shows a summary of plat activity in Bremerton between 2013 and 2019. There was a total of 15 plats, compared to 29 during previous evaluation period. However, the total number of platted lots in this evaluation period was significantly higher (828 compared to 364). All plats with more than two lots have achieved densities within the allowed density range.

Exhibit 17: Plats and Achieved Plat Density (units per acre) in the City of Bremerton, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Density (Units/Acre)	Net Density (Units/Acre)	Min Net Allowed density	Max Gross Allowed density
Bay Vista Subarea Plan	1	120	16.05	10.81	7.5	11.1	6	65
District Center Core	1	441	19.67	11.74	22.4	37.6	30	
Downtown Subarea Plan	1	2	0.2	0.2	10	10	6	
East Park Subarea Plan	3	329	35.97	16.85	9.2	19.5	6	50
Low Density Residential (R-10)	29	806	198.71	91.69	4.1	8.8	6	10
Med. Density Residential (R-18)	4	12	0.93	0.87	12.9	13.8	6	18
Total	39	1,710	271.5	132.2				

Source: City of Bremerton, 2021; BERK, 2021.

City of Port Orchard



Permitted Residential Development

Port Orchard permitted a total of 701 housing units between 2013 and 2019, as shown in **Exhibit 18**. Over a quarter (28%) of these units were in multifamily buildings, compared to just 19% during the previous evaluation period of 2006-2012. Missing middle development was limited to a small number of duplex projects.

Exhibit 18 also shows average achieved permitted densities and compares them to densities allowed in some zones. Citywide, achieved permitted density was 7.3 units per acre. The following context is useful for interpreting findings by zone:

- **R2 Zone** did not achieve minimum zoned density for permits. The R2 zone and its development standards were established in 2019 with the annexation of the area into the City. Thus, the development from 2013-2019 is not representative of future residential development that will occur in the R2 zone.

- **R4.5/R1 Zone** did not achieve minimum zoned density for permits. The R4.5 zone, which did not provide a minimum density requirement, was repealed in 2019. The comparable replacement zone, R1, has an estimated residential development density of 7 units/acre and a range of possible maximum residential density from 7.26-9.8 units/acre. (See Table 1, Section 2.4 of the Land Use Element in the City's Comprehensive Plan for estimated residential densities in each zone.) As indicated in Exhibit 18, the City has not yet received anything other than SFR building permits on existing lots within the R1 zone. It is thus premature to evaluate achievement of density for new developments within the R1 zone, which are anticipated to have smaller building lots than the old R4.5 zone.
- **BP1/BPMU Zone** did not achieve minimum zoned density for permits. The BP1 (Business Professional 1) zone, which was repealed in 2019, was primarily intended to be a zone for professional office, medical office, and similar uses. Single-family residences continued to be allowed in that zone because the Council at that time did not want to make existing homes nonconforming. However, the worksheet shows that during the review period the only activity in the BP1 zone was the replacement of a demolished SFR with a new one on the same lot. This is not representative of past development in the BP1 zone. The replacement zone, Business Professional Mixed Use (BPMU), which was created in 2019, has an anticipated residential development density of 8 units/acre.

Exhibit 18: Residential Building Permits and Achieved Density in the City of Port Orchard, 2013-2019

Zone	Single-family Units	Multifamily Units	Accessory Dwelling Units	Total Units	Total Acres	Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Greenbelt	2	0	0	2	3.9	0.5		0.5
Residential 2 (R2)	42	0	0	42	4.9	8.6	9.8	21.7
Residential 3 (R3)	0	56	0	56	3.4	16.4	9.8	26
Residential 4.5 (R4.5)	15	0	0	15	9.0	1.7	9.8	44
Residential 8 (R8)	388	10	0	398	60.5	6.6		
Residential 12 (R12)	19	0	0	19	2.0	9.3		
Residential 20 (R20)	36	2	0	38	7.0	5.4		
Residential 20 - PRD	4	0	0	4	0.3	12.1		
Business Professional	1	0	0	1	0.1	8.3	14.5	45
Commercial	0	126	0	126	5.1	25.0	0	54
Totals	507	194	0	701				

Source: City of Port Orchard, 2021; BERK, 2021.

Plat Density

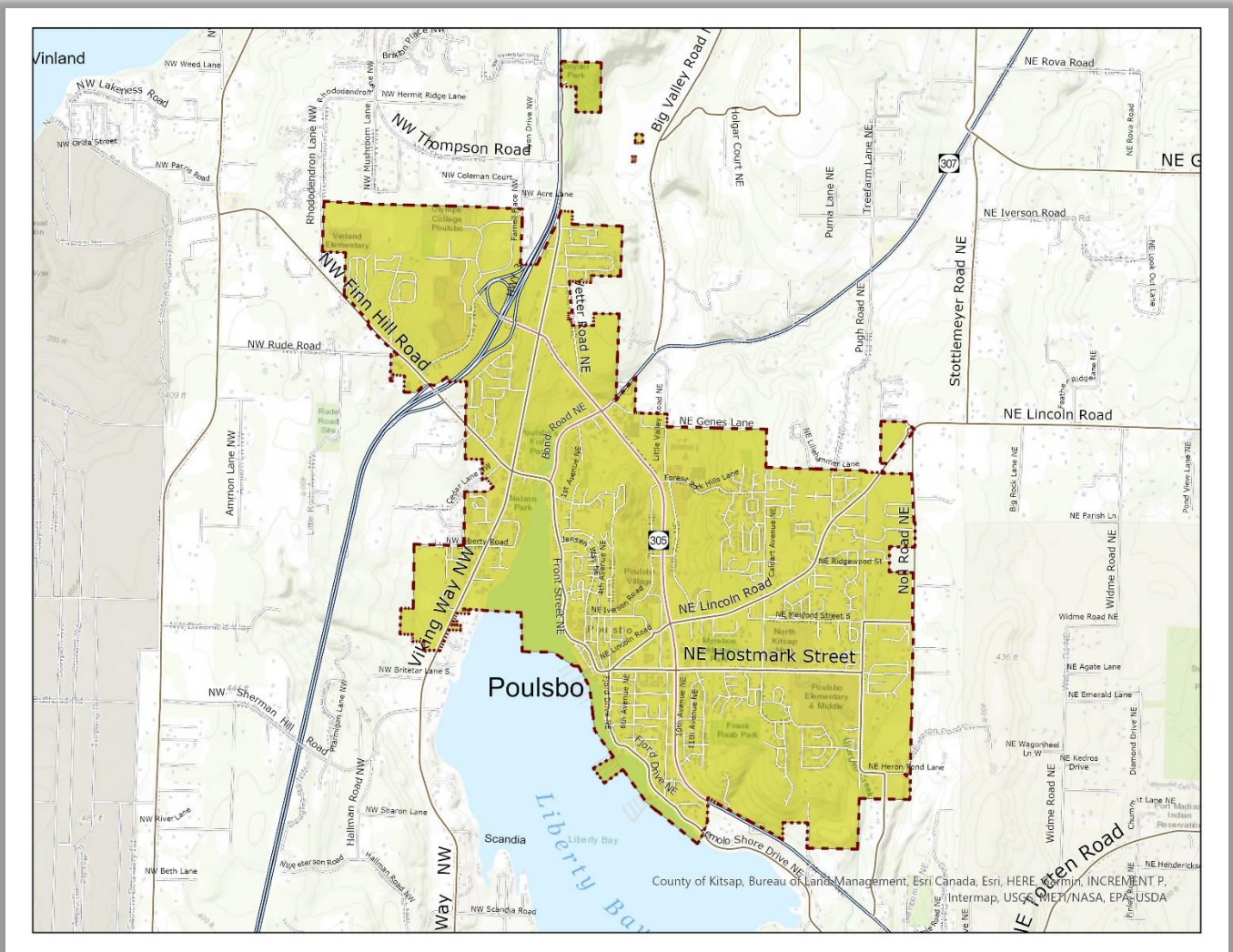
Exhibit 19 shows a summary of plat activity in Port Orchard between 2013 and 2019. There was a total of 19 plats, compared to 15 during previous evaluation period. However, the total number of platted lots in this evaluation period was significantly higher (503 compared to 288). Citywide, achieved platted net density was 9.9 units per acre. Two of the three zones with significant plat activity had a net achieved density within the range of allowed density. In the third zone (R6), achieved density was slightly below the minimum allowed density. The R6 zone, however, was created for selected parts of the McCormick Woods master plan area, which was vested under Kitsap County approvals and annexed into the City. All of the R6-zoned properties in the City are now fully developed.

Exhibit 19: Plats and Achieved Plat Density in the City of Port Orchard, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Density	Net Density	Min Allowed Density	Max Allowed Density
Residential 2 (R2)	8	178	56.3	13.3	3.2	13.4	9.8	21.7
Residential 3 (R3)	1	22	2.3	1.8	9.7	12.3	9.8	26
Residential 6 (R6)	7	299	67.8	35.9	4.4	8.3	9.8	17.4
Commercial Corridor (CC)	1	1	1.8	0	0.5		0	54
Comm. Mixed Use (CMU)	1	2	5.1	0	0.4		0	54
Greenbelt (GB)	1	1	6.9	0	0.1			0.5
Total	19	503	140.1	51.0				

Source: City of Port Orchard, 2021; BERK, 2021.

City of Poulsbo



Permitted Residential Development

Poulsbo permitted a total of 875 housing units between 2013 and 2019, as shown in **Exhibit 20**. Roughly one-third (32%) of these units were in multifamily buildings, compared to one multifamily permit in the previous evaluation period of 2006-2012. While most of the permitted multifamily units were apartments, 50 units were in townhomes, duplex, or cottage clusters. The city also permitted 9 ADUs.

Exhibit 20: Residential Building Permits and Achieved Density in the City of Poulsbo, 2013-2019

Zone	Single-family Units	Multifamily Units	Accessory Dwelling Units	Total Units	Total Acres*	Achieved Density (Units/Acre)	Min Allowed density	Max Allowed density
Residential Low (RL)	561	32	9	602	79.9	7.5	4	5
Residential High (RH)	27	246	0	273	23.8	11.5	11	14
Totals	588	278	9	875	103.7			

* Total acres calculation includes adjustments to properly calculate achieved density inclusive of ADUs. See Methodology Overview for details.

Source: City of Poulsbo, 2021; BERK, 2021.

Plat Density

Exhibit 21 shows a summary of plat activity in Poulsbo between 2013 and 2019. There was a total of 13 plats, compared to 26 during the previous evaluation period. The total number of platted lots in this evaluation period was slightly lower as well (540 compared to 690). All plats were in the Residential Low zone.

Exhibit 21: Plats and Achieved Plat Density in the City of Poulsbo, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Density	Net Density	Min Allowed density	Max Allowed density
Residential Low (RL)	13	540	83.2	61.6	6.5*	8.8	4	5
Total	13	540	83.2	61.6				

Source: City of Poulsbo, 2021; BERK, 2021.

* The gross density calculation for this report utilizes parcel level data that does not include public rights-of-way, which are dedicated to the city at the time of final plat. Poulsbo calculates density at the time of preliminary plat, prior to parcelization and includes public rights-of-way in the calculation. For this reason, the gross density is above the max allowed density for the purposes of this reporting. However, the plats included in this reporting period are within the allowable density range of 4-5 units per acre.

Urban Unincorporated Kitsap County

All Unincorporated Urban Growth Areas

Exhibit 22 summarizes building permit activity and achieved permitted density across all Kitsap County unincorporated UGAs. In total, the County issued 1,042 urban residential permits for new housing units during the evaluation period, including 100 multifamily units and 5 ADUs. All zones except Urban Medium and Mixed Use¹⁶ were within the range of allowed densities. It is important to note that in all zones where a maximum density is identified, maximum allowed 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.¹⁷

Exhibit 22: Residential Building Permits and Achieved Density Countywide in Unincorporated Urban Kitsap County, 2013-2019

Zone	SF Units	MF Units	ADUs	Total Units	Total Acres*	Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Greenbelt	7	0	1	8	3.91	2.2	1	4
Urban Restricted	199	2	0	201	47.26	4.3	1	5
Urban Low Residential	510	24	3	537	108.7	4.9	5	9
Urban Medium Residential	217	24	1	242	26.1	9.3	10	18
Urban High Residential	12	0	0	12	0.6	19.7	19	30
Mixed Use ¹⁸	2	41	0	43	5.8	7.4	10	30
Total	937	100	5	1,043	192.37			

* Total acres calculation includes adjustments to properly calculate achieved density inclusive of ADUs. See Methodology Overview for details.

Source: Kitsap County, 2021; BERK, 2021.

¹⁶ Mixed Use zone was removed in the 2016 Kitsap County Comprehensive Plan update.

¹⁷ KCC 17.420.020(A)

¹⁸ The mixed-use zone was established in the 2006 Comprehensive Plan. This zone was removed in the 2016 Comprehensive Plan Update and during this report's evaluation period.

Exhibit 23 summarizes plat activity and achieved plat density across countywide UGAs in unincorporated Kitsap County. In total, Kitsap County approved 30 plats for a total of 780 lots. This is a slight decrease from the previous evaluation which indicated there were 32 final plats issued creating a total of 1,861 new lots. All zones with residential plat activity achieved the minimum allowed density during the evaluation period. This is an improvement from the previous Buildable Lands report which found that the Urban Low zone had an achieved gross density of 4.25 housing units per acre. In addition, the Urban Medium and Urban High zones achieved a net density above the allowed minimum density. This is also an improvement from the previous evaluation period which found that the Urban High zone had an achieved net density below the allowed minimum density. The following sections analyze plat activity for each UGA. Unfortunately, the previous Buildable Lands Reports did not include a breakdown of plat activity by each UGA to allow for a comparison of results from the evaluation period.

Exhibit 23: Plats and Achieved Plat Density Countywide in Unincorporated Urban Kitsap County, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Achieved Density (Units/Acre)	Net Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Restricted	8	190	71.01	25.15	2.7	6.3	1	5
Urban Low Residential	18	417	67.52	43.12	6.1	8.4	5	9
Urban Medium Residential	3	150	75.4	13	2	10	10	18
Mixed Use	1	23	1.91	1.01	12	18.8	10	30
Total	30	780	215.84	82.28				

Source: Kitsap County, 2021; BERK, 2021.

Bremerton UGA

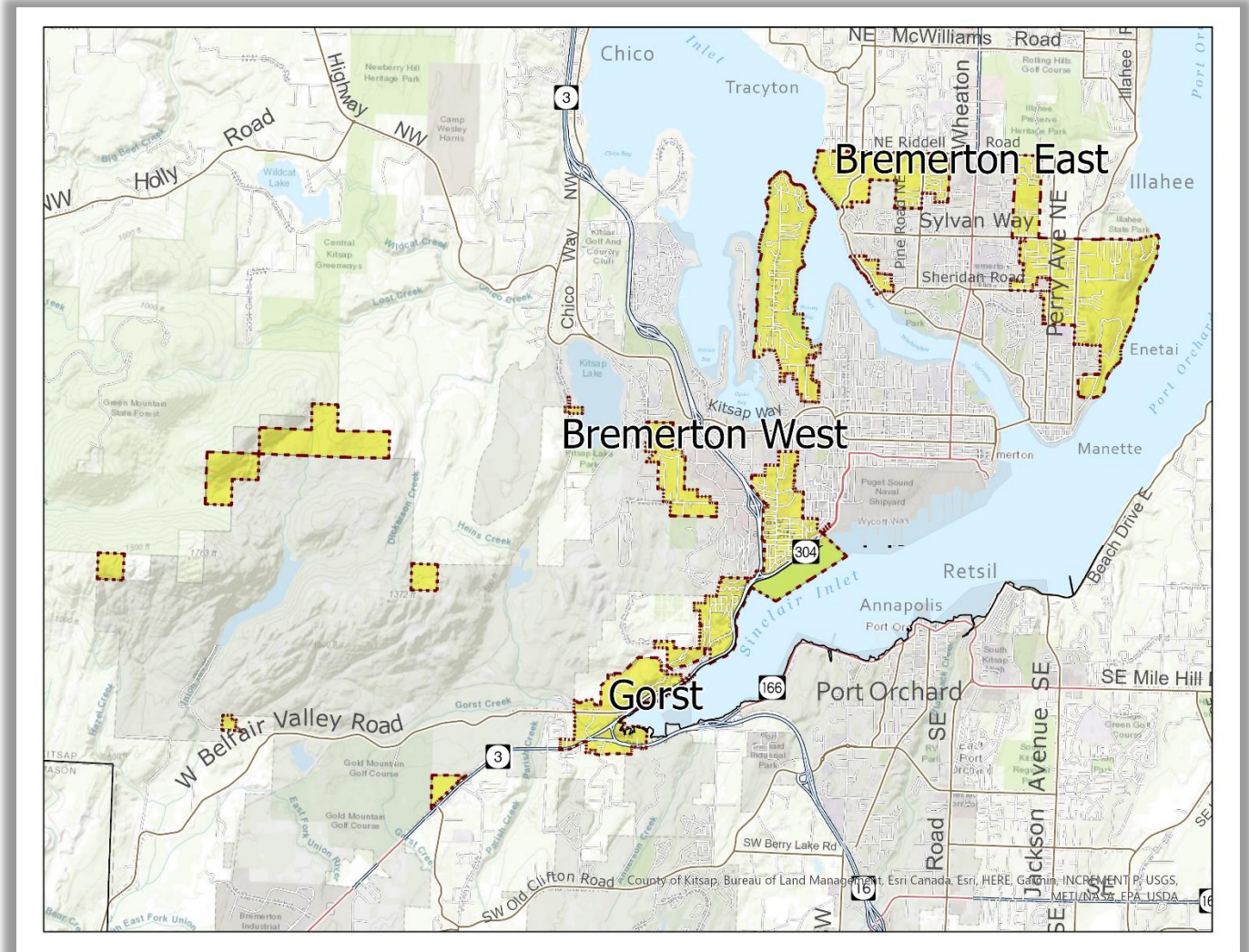


Exhibit 24 summarizes residential building permit activity and achieved density across the unincorporated Bremerton UGAs during the evaluation period. The associated Bremerton UGAs that contain residential zoning consist of East Bremerton, West Bremerton and Gorst UGAs. A total of 137 permits for new housing units were issued between 2013-2019. This was an increase from the previous evaluation period which found 129 new housing units were issued permits between 2006-2012. All zones were within the range of allowed densities with the exception of the Urban Low Residential and Urban Medium Residential zones. This is likely caused by pre-GMA vested, non-conforming lots.

Exhibit 24: Residential Building Permits Issued and Achieved Density in Bremerton UGA, 2013-2019

Zone	SF Units	MF Units	ADUs	Total Units	Total Acres*	Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Greenbelt	1	0	0	1	0.5	1.9	1	4
Urban Restricted	3	1	0	5	3.18	1.6	1	5
Urban Low Residential	61	2	1	64	20.0	3.2	5	9
Urban Medium Residential	67	2	0	69	9.6	7.2	10	18
Totals	132	4	1	137	31.2			

* Total acres calculation includes adjustments to properly calculate achieved density inclusive of ADUs. See Methodology Overview for details.

Source: Kitsap County, 2021; BERK, 2021.

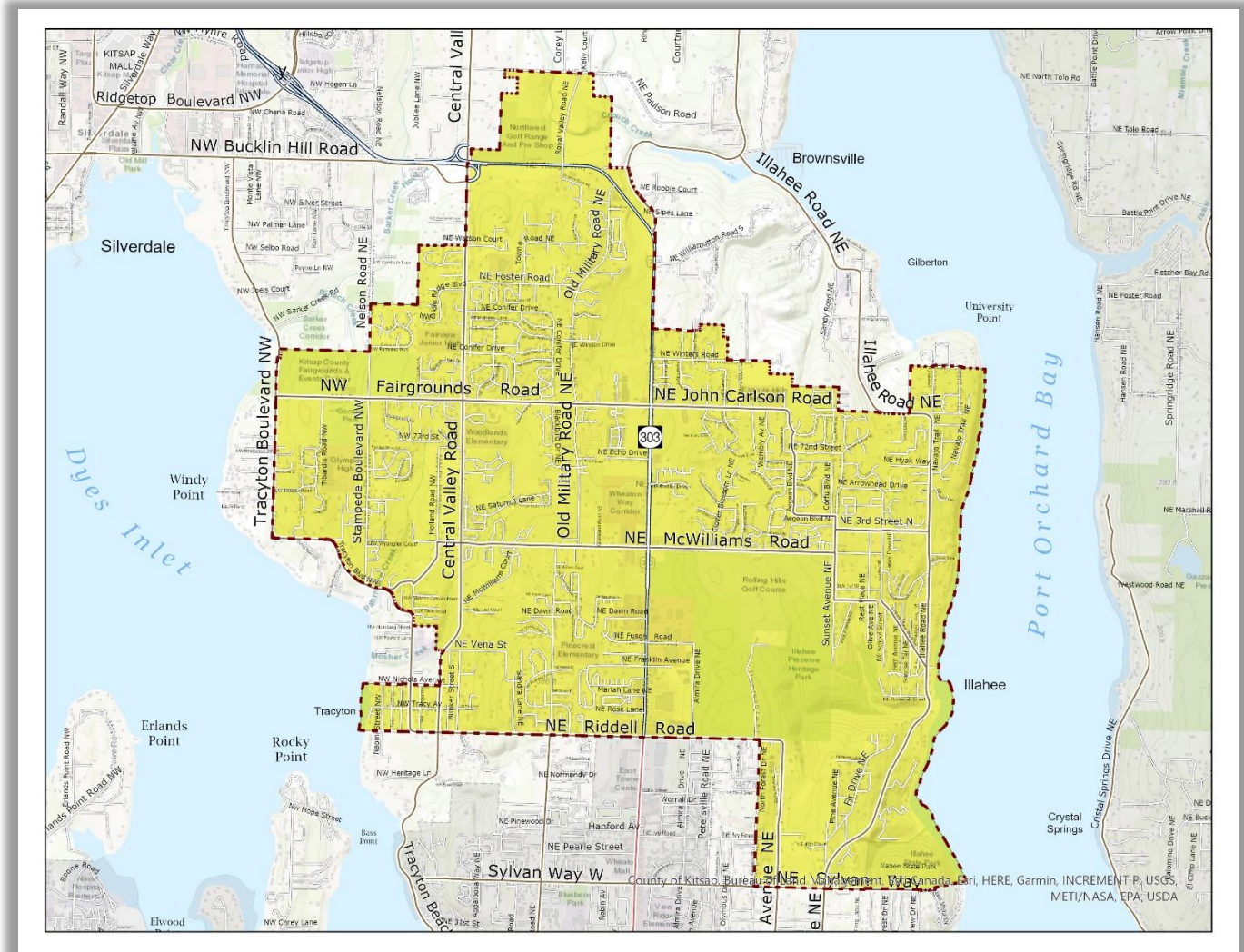
Exhibit 25 indicates there were four final plats issued in the unincorporated Bremerton UGA during the evaluation period. Achieved density was consistent with the allowed minimum and maximum density in all zones.

Exhibit 25: Plats and Achieved Plat Density in Bremerton UGA, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Achieved Density (Units/Acre)	Net Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Restricted	1	11	8.24	4.23	1.3	2.1	1	5
Urban Low Residential	3	63	10.08	7.21	6.25	8.7	5	9
Total	4	74	18.32	11.44				

Source: Kitsap County, 2021; BERK, 2021.

Central Kitsap UGA



In the Central Kitsap UGA there were 307 new housing units permitted between 2013-2019, as shown in in **Exhibit 26**. This is a decrease from the previous evaluation period which reported 411 new single family units between 2006-2012. Achieved density was within the minimum and maximum allowed density range for all zones during the evaluation period, with the exception of the Mixed Use zone which was removed in 2016. As development aligned with the plan, this is an improvement from the previous evaluation period which noted the Urban Low and Urban Medium zones were outside of the allowed density ranges.

Exhibit 26: Residential Building Permits Issued and Achieved Density in Central Kitsap UGA, 2013-2019

Zone	SF Units	MF Units	ADUs	Total Units	Total Acres	Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Greenbelt	6	0	1	7	3.37	2.1	1	4
Urban Restricted	129	0	0	129	28.2	4.57	1	5
Urban Low Residential	108	2	0	110	20.0	5.49	5	9
Urban Medium Residential*	6	14	0	20	1.6	12.45	10	18
Mixed Use ¹⁹	0	41	0	41	5.7	7.19	10	30
Totals	249	57	1	307	58.9			

* All 14 multifamily units were originally zoned Urban Medium Residential but have since been re-zoned to Urban High Residential. They are included under their original zoning (UM) for this analysis.

Source: Kitsap County, 2021; BERK, 2021.

Exhibit 27 shows that between 2013-2019, six final plats were issued that contain 197 lots within the Central Kitsap UGA. Consistent with the trends of residential building permits, all final plats issued between 2013-2019 met minimum density and were within the maximum density when considered on gross acreage.

Exhibit 27: Plats and Achieved Plat Density in Central Kitsap UGA, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Achieved Density (Units/Acre)	Net Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Restricted	4	133	45.43	13.16	2.9	8.6	1	5
Urban Low Residential	2	64	12.41	8.88	5.2	6.4	5	9
Total	6	197	57.84	22.04				

Source: Kitsap County, 2021; BERK, 2021.

¹⁹ The mixed-use zone was established in the 2006 Comprehensive Plan. This zone was removed in the 2016 Comprehensive Plan Update.

Kingston UGA

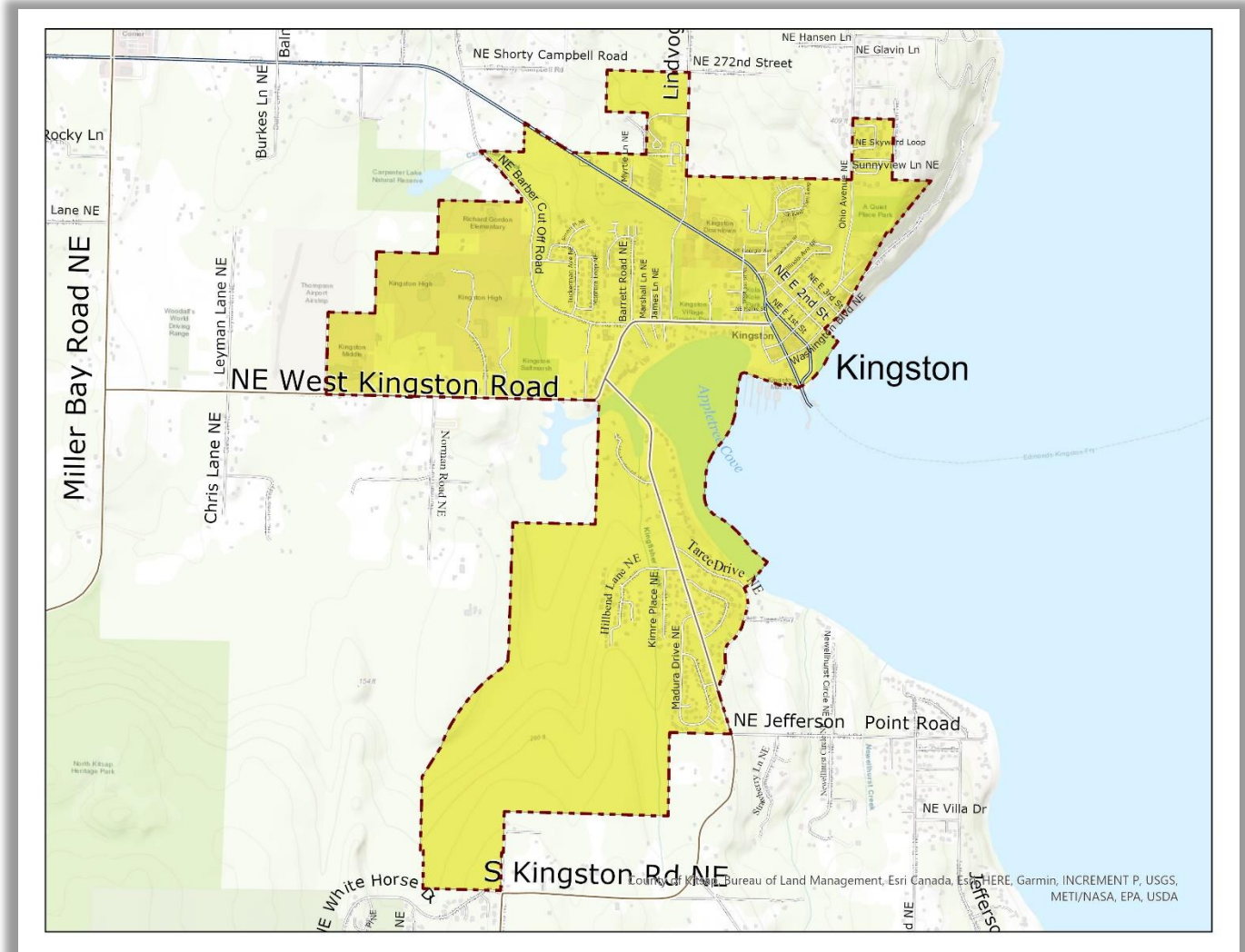


Exhibit 28 shows that the Kingston UGA reported 112 new housing units between 2013-2019. This is an increase from the previous evaluation period which reported 51 new housing units. On a per zone basis, all building permits were within the allowed density range except within the Urban Low Zone, which was just slightly under the minimum allowed density. This may have been caused by previously, vested platted lots.

Exhibit 28: Residential Building Permits and Achieved Density in Kingston UGA, 2013-2019

Zone	SF Units	MF Units	ADUs	Total Units	Total Acres	Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Restricted	37	0	0	37	6.4	5.8	1	5
Urban Low Residential	25	0	0	25	5.8	4.3	5	9
Urban Medium Residential	41	8	1	50	3.8	13.3	10	18
Totals	103	8	1	112	15.9			

* Total acres calculation includes adjustments to properly calculate achieved density inclusive of ADUs. See Methodology Overview for details.

Source: Kitsap County, 2021; BERK, 2021.

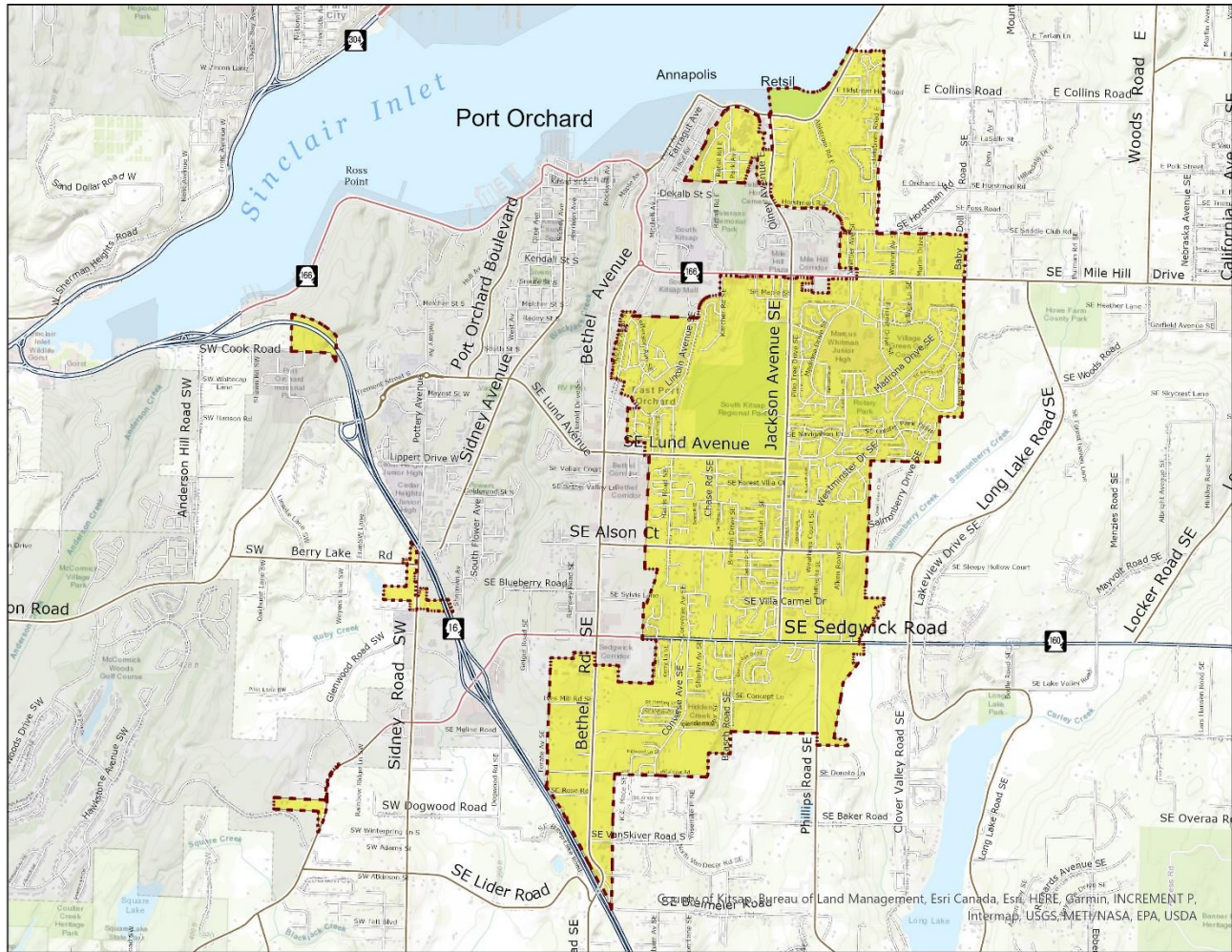
As shown in **Exhibit 29**, there were five final plats issued between 2013-2019 that contain 91 lots within the Kingston UGA. All final plats issued between 2013-2019 met minimum density and were within the maximum density when considered on gross acreage, with the exception of the Urban Medium zone. However, when considered on net acreage, the Urban Medium zone met minimum density requirements which is consistent with measurement standards found in Kitsap County Code.

Exhibit 29: Plats and Achieved Plat Density in Kingston UGA, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Achieved Density (Units/Acre)	Net Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Restricted	2	43	14.3	7.26	3.0	5.0	1	5
Urban Low Residential	2	18	2.26	1.4	8.0	10.0	5	9
Urban Medium Residential	1	30	3.5	1.78	8.6	16.9	10	18
Total	5	91	20.06	10.44				

Source: Kitsap County, 2021; BERK, 2021.

Port Orchard UGA



In the unincorporated Port Orchard UGA, as shown in **Exhibit 30**, there were 169 new housing units permitted between 2013-2019. This is a decrease from the previous evaluation period which reported 342 new housing units between 2006-2012. Achieved density was within the minimum and maximum allowed density in all zones during the evaluation period. This is an improvement from the last evaluation period which found all zones, except Urban Restricted, were outside the allowed density ranges.

Exhibit 30: Residential Building Permits and Achieved Density in Port Orchard UGA, 2013-2019

Zone	SF Units	MF Units	ADUs	Total Units	Total Acres*	Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Low Residential	146	4	2	152	21.1	7.2	5	9
Urban Medium Residential	7	0	0	7	0.7	10.4	10	18
Totals	153	14	2	169	23.9			

* Total acres calculation includes adjustments to properly calculate achieved density inclusive of ADUs. See Methodology Overview for details.

Source: Kitsap County, 2021; BERK, 2021.

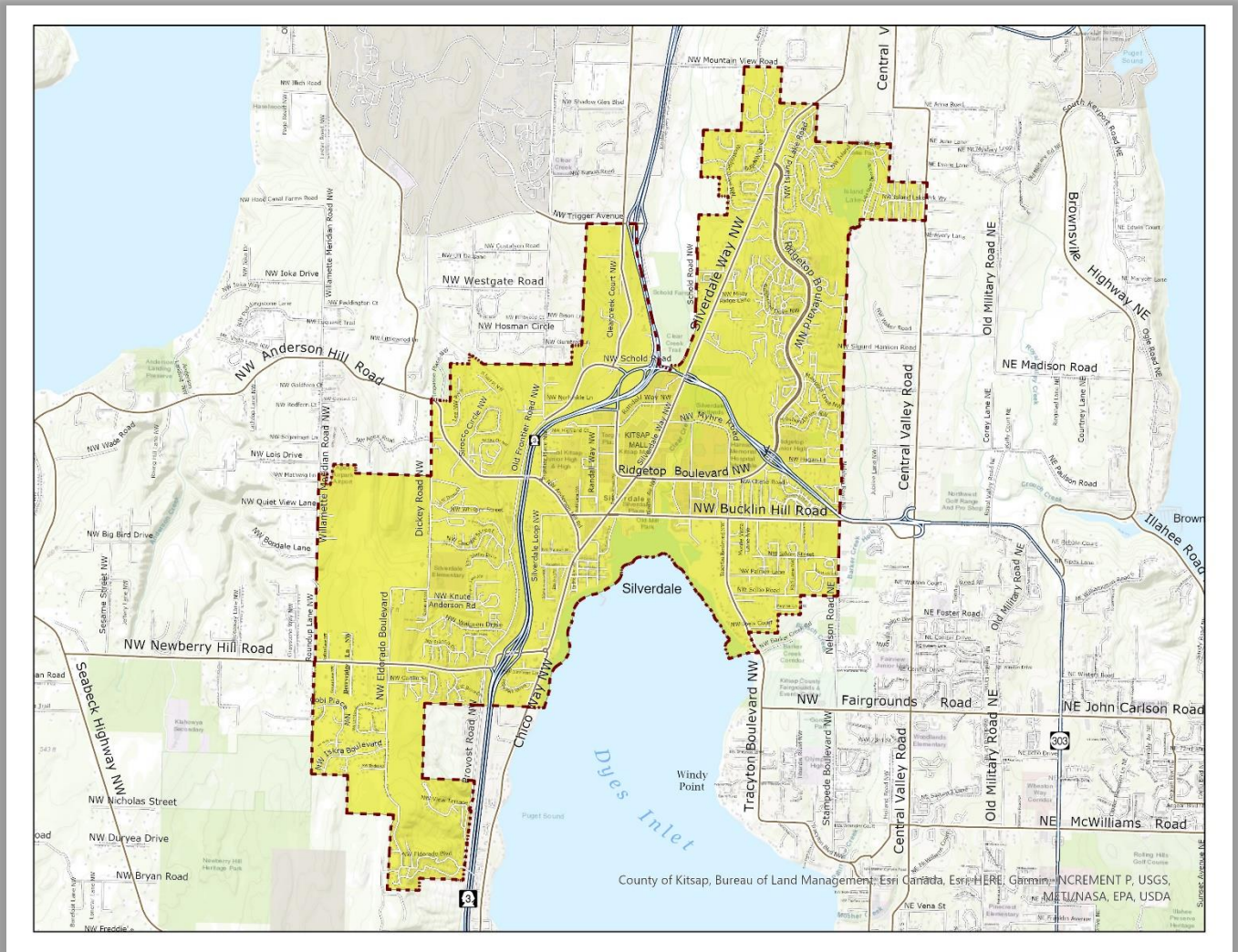
Exhibit 31 shows that there were five plats issued between 2013-2019 that contained 20 lots within the unincorporated Port Orchard UGA. All permits were issued in the Urban Low zone with an achieved density within the allowed minimum and maximum density range.

Exhibit 31: Plats and Achieved Plat Density in Port Orchard UGA, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Achieved Density (Units/Acre)	Net Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Low Residential	5	20	2.72	1.97	7.4	9.1	5	9
Total	5	20	2.72	1.97				

Source: Kitsap County, 2021; BERK, 2021.

Silverdale UGA



In the Silverdale UGA, **Exhibit 32** shows there were 318 new housing units permitted between 2013-2019. Achieved density was within the minimum and maximum allowed density in most zones during the evaluation period. The Urban Low Residential and Urban Medium Residential zones overall achieved density was slightly below the minimum allowed density.

Exhibit 32: Residential Building Permits and Achieved Density in Silverdale UGA, 2013-2019

Zone	SF Units	MF Units	ADUs	Total Units	Total Acres	Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Restricted	30	0	0	30	9.5	3.5	1	5
Urban Low Residential	170	16	0	186	41.9	4.44	5	9
Urban Medium Residential	96	0	0	96	10.5	9.15	10	18
Urban High Residential	12	0	0	12	0.6	19.67	19	30
Mixed Use	2	0	0	2	0.1	20.00	10	30
Totals	302	16	0	318	56.0			

Source: Kitsap County, 2021; BERK, 2021.

As shown in **Exhibit 33**, there were ten plats issued between 2013-2019 that contain 275 lots within the Silverdale UGA. All plats had an achieved density within the minimum and maximum allowed density range for the zone, with the exception of the Urban Medium zone. The two plats issued in the Urban Medium zone were just below the minimum allowed density of 10 housing units per acre, with an average achieved net density of 9 housing units per acre. It is also important to note that the Mixed Use zone was removed as part of the 2016 Comprehensive Plan Update.

Exhibit 33: Plats and Achieved Plat Density in Silverdale UGA, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Net Acres	Gross Achieved Density (Units/Acre)	Net Achieved Density (Units/Acre)	Min Allowed Density	Max Allowed Density
Urban Restricted	1	3	3.04	0.5	1.0	4.0	1	5
Urban Low Residential	6	129	22.74	15.62	5.7	7.11	5	9
Urban Medium Residential	2	120	71.9	11.22	1.7	9.0	10	18
Mixed Use	1	23	1.91	1.01	12.0	18.8	10	30
Total	10	275	99.59	28.35				

Source: Kitsap County, 2021; BERK, 2021.

Rural Unincorporated Kitsap County

Rural lands are those areas located outside of a designated city or unincorporated UGAs. The Buildable Lands Program, RCW 36.70A.215(2), requires analysis of land uses and development trends both inside and outside of UGAs. Geographically, Kitsap County is located on a peninsula with a land area of 396 square miles and 371 miles of shoreline water trails. Kitsap is situated between highly urbanized, metropolitan areas such as King and Pierce counties to the east, Hood Canal and Jefferson County to the west and Mason County to the southwest. King, Pierce, Jefferson and Mason Counties' rural areas include large areas of federally protected national parks and forest lands in comparison to Kitsap.

Kitsap's rural areas are diverse in visual character and support a variety of rural lifestyles, activities, economies, as well as open space, natural resource production and conservation. Kitsap's rural areas do not have designated agricultural areas of long-term commercial significance²⁰ but many farms of varying sizes are found throughout. Forest and mineral resource lands and rural employment areas are also found in Kitsap's rural landscape. Additionally, many rural, pre-GMA communities, as well as designated Type I and Type III Limited Areas of More Intense Rural Development (LAMIRDs)²¹ are located in unincorporated rural Kitsap. Rural unincorporated Kitsap occupies 74% of the peninsula's 396 square miles.

In terms of population density and information collected from the Washington State Office of Financial Management, in 1900 Kitsap's population density was 17 persons per square mile. In 1950, population density was 191. Prior to the enactment of GMA in 1991, Kitsap's population density had increased to 479 persons per square mile in 1990. During the County's efforts to achieve a GMA compliant comprehensive plan between 1994 and ultimately in February 1999, that population density grew from 479 to 586 person per square mile, a 22% increase in 10 years. OFM currently estimates the County's density as 698 persons per square mile, the 3rd most dense county in the state.

As summarized in Chapter 3 regarding urban/rural growth trends, **Exhibit 34** indicates that during this evaluation period rural lands accounted for 1,712 new housing units. This is a decrease from the previous evaluation period which found 1,758 new housing units were permitted between 2006-2012.²² The overall achieved densities in the rural residential zones were higher than planned rural densities, though some just barely over, and overall the Manchester Rural Village zones were on target. The overall achieved density by zone was also improved since the last Buildable Lands Report evaluation period of 2006-2012. The exception to this was in the Rural Wooded zone where achieved densities were higher since the last BLR. The increase in this zone is attributed to issued building permits during the evaluation period on a large development (Whitehorse) that, through a variety of legal challenges, was vested to and had been approved under the County's pre-GMA regulations.

²⁰ RCW 36.70A.170.

²¹ RCW 36.70A.070(5)(d).

²² [Kitsap County 2014 Buildable Lands Report](#), Table 4u-1 Unincorporated Urban/Rural Permits 2006-2012; Table 4u-7 Rural Permits 2006-2012; Table 4u-8 2006-2012 LAMIRD Permits.

Exhibit 34: Residential Building Permits and Achieved Density in Rural Unincorporated Kitsap County, 2013-2019

Zone	SF Units	MF Units	ADU	Total Units	Total Acres	Achieved Density (Units/Acre)	Max Allowed Density
Rural Zones							
Rural Residential	1296	0	21	1317	3266.01	2 units/5 acres	1 unit/5 acres
Rural Protection	239	0	7	246	1035.28	2.4 units/10 acres	1 unit/10 acres
Rural Wooded	60	0	1	61	270.5	4.6 units/20 acres	1 unit/20 acres
Subtotal	1595	0	29	1624	4571.79		
Limited Areas of More Intense Rural Development							
Keyport Rural Village							
Keyport Village Residential	3	0	0	3	0.58	5.2 units/1 acre	5 units/1 acre
Subtotal	3	0	0	3	0.58		
Manchester Rural Village							
Manchester Village Low Residential	44	0	0	44	21.92	2.0 units/1 acre	2.0 units/1 acre
Manchester Village Residential	16	0	0	16	3.67	4.4 units/1 acre	4.0 units/1 acre
Subtotal	60	0	0	60	25.59		
Squamish Rural Village							
Squamish Village Low Residential	6	0	1	7	1.9	3.7 units/1 acre	2 units/1 acre
Squamish Village Residential	17	0	1	18	2.02	8.9 units/1 acre	2 units/1 acre
Subtotal	23	0	2	25	3.92		
Total	1681	0	31	1712	4601.88		

Source: Kitsap County, 2021.

During this evaluation period there were also 55 new plats issued in the rural area that contained a total of 240 lots, as shown in **Exhibit 35**. This is an increase from the previous evaluation period which reported 7 plats between 2006-2012 creating a total of 180 rural lots. All plats were within the allowed density range with the exception of the Rural Residential zone. In the Rural Residential zone, four new had been previously located in a UGA and vested to urban densities but were later removed following a 2012 Growth Management Hearings Board order. If these plats are removed from the Rural Residential zone calculations, the achieved gross density would go from 1.5 unit per 5 acres to 1 unit per 5 acres which is consistent with the allowed density in the zone.

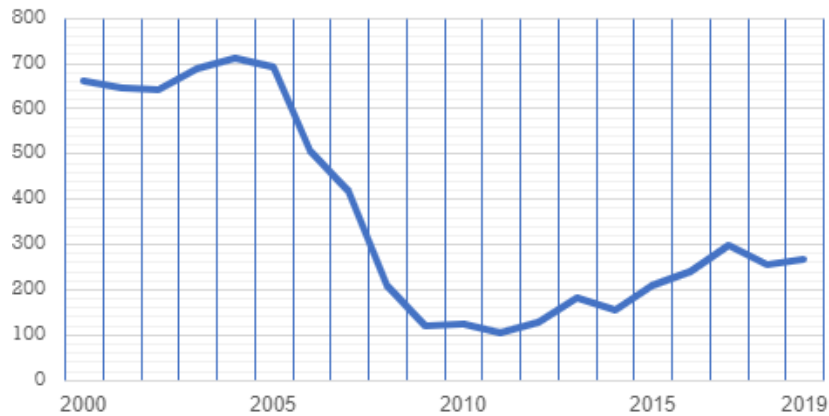
Exhibit 35: Plats and Achieved Density in Rural Unincorporated Kitsap County, 2013-2019

Zone	Total Plats	Total Platted Lots	Gross Acres	Gross Achieved Density (Units/Acre)	Max Allowed Density (Units/Acre)
Rural Zones					
Rural Residential	41	201	678.23	1.5 units/5 acres	1 unit/5 acres
Rural Protection	7	20	143.23	1 unit/10 acres	1 unit/10 acres
Subtotal	48	221	821.46		
Limited Areas of More Intense Rural Development					
Manchester Rural Village					
Manchester Village Low Residential	3	9	5.86	1.5 units/1 acre	2 units/ 1 acre
Subtotal	3	9	5.86		
Total	55	240	848.56		

Source: Kitsap County, 2021.

Overall, **Exhibit 36** indicates a steady decline in new housing units created in the rural areas since 2000. Despite the increase in population density trends per square mile, including a slight increase following the Great Recession in 2008, new housing units created in the rural area has declined by over 50% since 2004. This decline further demonstrates progress towards the GMA, CPP and Kitsap Comprehensive Plan policies to focus the majority of growth into designated urban areas.

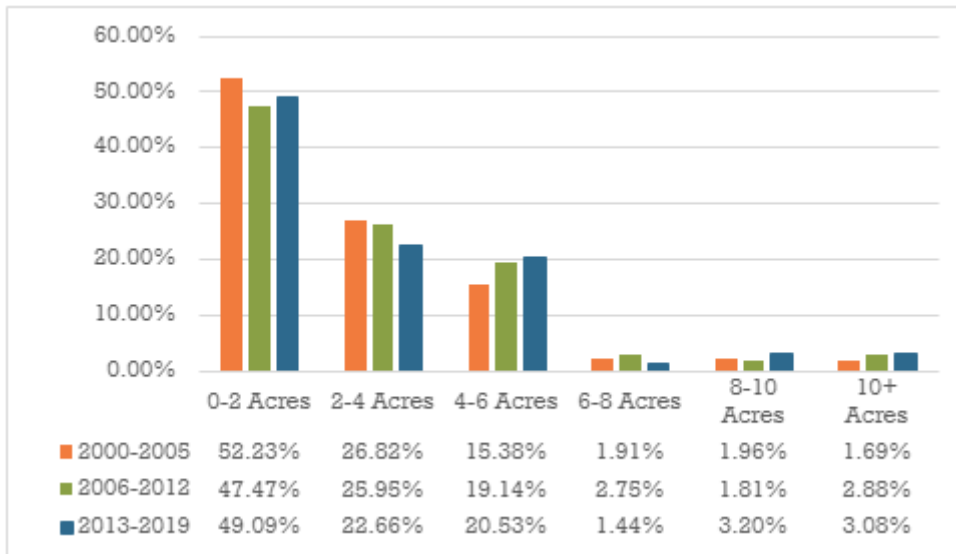
Exhibit 36: New Housing Units in Rural Areas, 2000-2019



Source: Kitsap County, 2021.

Looking at the data in another way, development on pre-GMA vested, non-conforming lots is also decreasing. As shown in **Exhibit 37**, about 49% of the development in rural areas has occurred on pre-GMA vested, non-conforming lots less than two acres in size. This is less than the 52% of development during the 2000-2005 evaluation period. Additionally, we are seeing trends where more new rural housing units are being located on lot sizes five acres or greater, consistent with the Comprehensive Plan. This trend is also consistent with the urban/rural growth spilt in Exhibits 6-7.

Exhibit 37: Comparison of Rural Lot Size for New Housing Units



Source: Kitsap County, 2021.

Employment Development Trends

This section documents non-residential (commercial and industrial) development activity between 2013 and 2019 for each city and unincorporated urban and rural areas. This information is used to identify employment development trends, specifically how the density of commercial and industrial development varies geographically across Kitsap County and between vacant and partially developed sites. The analysis of employment density identified properties that experienced development activity between 2013 and 2019 and classified them as follows:

- **Vacant sites:** No qualifying improvements existed on the site before 2013, and new construction occurred during the 2013-2019 period.
- **Previously developed sites:** Qualifying improvements existed before 2013, and new construction occurred during the 2013-2019 period.

Based on Kitsap County Assessor records for commercial and industrial improvements, the analysis calculated the square footage of new buildings constructed between 2013 and 2019, as well as the total area of the site. For previously developed sites, the analysis also calculated the total square footage of all improvements on the property. Achieved Floor Area Ratio was then calculated based on total improvement square footage and total site area. **Exhibit 38** summarizes achieved non-residential densities for properties in each city and UGA that experienced development between 2013 and 2019. **Exhibit 39** summarizes the achieved non-residential densities for the same period within the rural areas.

Urban Employment Development Trends

Exhibit 38. Urban Achieved Non-Residential Densities (2013-2019)

Jurisdiction	Improvement Added Between 2013-2019 (in Sq Ft)	Total Site Improvement (in Sq Ft)	Total Site Area (Acres)	Achieved FAR
Previously Developed Sites				
City of Bainbridge Island	17,010	23,692	4.85	0.11
City of Bremerton	86,040	1,026,826	540.76	0.04
City of Port Orchard	-	6,656	1.03	0.15
City of Poulsbo	61,047	129,483	13.60	0.22
Bremerton UGA	57,746	141,420	11.74	0.28
Kingston UGA	-	2,232	0.99	0.05
Port Orchard UGA	5,544	25,013	3.30	0.17
Silverdale UGA	935,106	1,342,727	68.74	0.45
All UGAs Combined	998,396	1,511,392	84.77	0.41
Vacant Sites				
City of Bainbridge Island	180,138	180,138	19.26	0.21
City of Bremerton	35,673	35,673	5.86	0.14
City of Port Orchard	392,827	392,827	21.80	0.41
City of Poulsbo	164,388	164,388	19.85	0.19
Bremerton UGA	1,500	1,500	2.37	0.01
Central Kitsap UGA	5,892	5,892	1.15	0.12
Port Orchard UGA	7,590	7,590	2.25	0.08
Silverdale UGA	284,586	284,586	37.25	0.18
All UGAs Combined	299,568	299,568	43.02	0.16

Source: Kitsap County, 2021; BERK, 2021.

Rural Employment Development Trends

Exhibit 39: Rural Achieved Non-Residential Densities (2013-2019)

Jurisdiction	Improvement Added Between 2013-2019 (in Sq Ft)	Total Site Improvement (in Sq Ft)	Total Site Area (Acres)	Achieved FAR
Previously Developed Sites				
Limited Area of More Intense Rural Development				
Streibel's Corner	1,400	8,680	0.75	0.26
Ecology Road Employment Center	6,050	6,170	2.59	0.05
Developed Sites Combined	7,450	14,850	3.34	0.16
Vacant Sites				
Unincorporated Rural				
	2,160	2,160	0.28	0.18
Limited Area of More Intense Rural Development				
George's Corner	4,200	4,200	1.31	0.07
Streibel's Corner	7,280	7,280	0.75	0.22
Ecology Road Employment Center	12,761	12,761	3.87	0.07
Vacant Sites Combined	26,401	26,401	6.21	0.14
All Rural Sites Combined	33,851	41,251	9.55	0.15

Source: Kitsap County, 2021.



Chapter 4

GROWTH CAPACITY

Residential Growth Capacity

Employment Growth Capacity



Chapter 4. Growth Capacity

Residential Growth Capacity

Consistent with Chapter 2 and Appendices A-C, having evaluated the achieved densities, the next step in the Buildable Lands Program is determine the capacity of land suitable for, in this case, residential growth within the current planning horizon to 2036. The following sections present the results of this urban residential land capacity analysis, including the land supply available for future residential development along with the associated population capacity and housing unit capacity. **Exhibit 40** presents a summary of residential capacity as of January 2020 for each jurisdiction with a comparison to the remainder of the growth target through the year 2036. The total capacity of both city and unincorporated urban areas has more residential capacity than 2036 targets. Specifically, 16,654 over the remaining 2036 population target of 64,393. However, in unincorporated urban areas, sufficient land to accommodate planned residential growth fell short by 7,662 people given the remaining target of 29,027 people to accommodate by 2036. **Exhibits 41-51** further illustrate urban residential capacity, whether single-family or multi-family per jurisdiction and by their respective zones.

Exhibit 40. Population Capacity Summary

Jurisdiction	Population 2012	2012-2036 Growth Target	2012-2020 Population Growth	Remaining Target 2020-2036	2020 Population Capacity	Demand Minus Capacity
City of Bainbridge Island	23,090	5,570	1,980	3,590	5,301	1,711
City of Bremerton	39,650	12,432	2,100	10,332	16,896	6,564
Bremerton UGA	8,924	3,907	209	3,698	2,422	-1,276
Bremerton Total	48,574	16,339	2,309	14,030	19,318	5,288
City of Port Orchard	11,780	8,778	2,990	5,788	16,250	10,462
Port Orchard UGA	14,505	6,110	465	5,645	3,552	-2,093
Port Orchard Total	26,285	14,888	3,455	11,433	19,802	8,369
City of Poulsbo	9,360	1,192	2,190	-998	4,581	5,579
Poulsbo UGA	473	3,786	9	3,777	965	-2,812
Poulsbo Total	9,833	4,978	2,199	2,779	5,546	2,767
Central Kitsap UGA	22,527	6,842	1,092	5,750	4,956	-794
Kingston UGA	2,096	2,926	384	2,542	2,791	249
Silverdale UGA	17,977	8,723	1,108	7,615	6,679	-936
Total Urban Unincorporated	66,502	32,294	3,267	29,027	21,365	-7,662
Total Urban Kitsap County	150,382	60,266	12,527	47,739	64,393	16,654

Source: Kitsap County, 2021; BERK, 2021.

City of Bainbridge Island

Exhibit 41. Housing and Population Growth Capacity – City of Bainbridge Island

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Residential Zones				
Residential 0.4 (R-0.4)	1,284.07	399	-	1,023
Residential 1 (R-1)	627.19	473	-	1,184
Residential 2 (R-2)	705.31	791	-	1,977
Residential 2.9 (R-2.9)	16.57	19	-	49
Residential 3.5 (R-3.5)	11.38	35	-	97
Residential 4.3 (R-4.3)	15.04	44	-	125
Residential 5 (R-5)	0.63	31	-	75
Residential 8 (R-8)	11.09	66	-	164
Residential 14 (R-14)	1.27	14	-	33
Subtotal	2,672.56	1,872	-	4,729
Mixed Use Zones				
Central Core Overlay (CC)	3.22	-	31	69
Madison Avenue Overlay (MA)	2.86	-	44	98
Ericksen Avenue Overlay (EA)	2.32	-	26	58
Gateway Overlay (GATE)	1.41	-	31	68
Ferry Terminal Overlay (FERRY)	1.32	-	22	48
High School Road Districts I and II (HSR)	7.50	-	95	210
Neighborhood Center (NC)	2.20	-	7	17
NC/R-12	0.13	-	2	4
Subtotal	20.95	-	258	572
Total	2,693.51	1,872	258	5,301

Source: City of Bainbridge Island, 2021

Note: Due to rounding, totals may not sum exactly.

City of Bremerton

Exhibit 42. Housing and Population Growth Capacity – City of Bremerton

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Residential Zones				
Low Density Residential (R-10)	274.35	1,752	-	4,082
Medium Density Residential (R-18)	109.22	-	185	393
High Density Residential (R-40)	15.29	-	146	312
Bay Vista Subarea Plan	0.00	120	120	535
East Park Subarea Plan	0.00	-	68	145
Subtotal	398.86	1,872	519	5,466
Mixed Use Zones				
District Center Core (DCC)	10.34	-	913	1,944
Downtown Subarea Plan	43.86	-	2,418	5,151
Eastside Village Subarea Plan (ESSAP) ¹	0.00	-	-	3,610
General Commercial (GC)	13.48	-	254	541
Institutional (INST)	0.62	-	3	6
Neighborhood Business (NB)	8.30	-	84	178
Subtotal	76.59	-	3,671	11,429
Total	475.46	1,872	4,190	16,896

Source: City of Bremerton, 2021¹ Eastside Village EIS – Exhibit 3-5 pg. 3-12: <https://www.bremertonwa.gov/DocumentCenter/View/8476/Final-Eastside-Village-EIS-PDF>

Note: Due to rounding, totals may not sum exactly.

City of Port Orchard

Exhibit 43. Housing and Population Growth Capacity – City of Port Orchard

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Greenbelt (GB)	71.74	36	-	96
Residential 1 (R1)	35.15	255	-	685
Residential 2 (R2)	147.06	1,495	-	4,022
Residential 3 (R3)	31.87	1,540	1,350	7,049
Residential 4 (R4)	21.56		456	954
Residential 6 (R6)	18.11	421	-	1,134
Neighborhood Mixed Use (NMU)	0.54	-	5	11
Business Professional Mixed Use (BPMU)	5.59	-	19	39
Downtown Mixed Use (DMU)	0.24	-	2	4
Gateway Mixed Use (GMU)	0.31	-	39	82
Commercial Mixed Use (CMU)	49.76	-	961	2,009
Commercial Corridor (CC)	18.62	-	79	166
Total	400.55	3,747	2,912	16,250

Source: City of Port Orchard, 2021

Note: Due to rounding, totals may not sum exactly.

City of Poulsbo

Exhibit 44. Housing and Population Growth – City of Poulsbo

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Residential Low	179.03	1,180	-	2,963
Residential Medium	33.35	-	482	998
Residential High	18.54	-	300	620
Total	230.92	1,180	782	4,581

Source: City of Poulsbo, 2021.

Note: Due to rounding, totals may not sum exactly.

Unincorporated Kitsap County

Exhibit 45. Housing and Population Growth Capacity – All Unincorporated UGAs

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Urban Restricted	234.19	725	-	1,858
Greenbelt Zone	61.84	100	-	257
Urban Cluster Residential	43.99	1,193	-	2,881
Urban Low Residential	920.51	3,967	-	10,572
Urban Medium Residential	130.57	-	1,338	2,819
Urban High Residential	50.69	-	807	1,769
Urban Village Center	9.34	-	20	36
Regional Center	13.13	-	93	198
Low Intensity Commercial	0.43	-	11	11
Residential Low*	92.12	384	-	965
Total	1,556.81	6,369	2,269	21,365

* Poulsbo UGA only.

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

Bremerton UGA

Exhibit 46. Housing and Population Growth Capacity – Bremerton UGA

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Bremerton West UGA				
Urban Low Residential	51.47	322	-	751
Urban Medium Residential	39.46	-	215	457
Subtotal	90.93	322	215	1,208
Bremerton East UGA				
Urban Restricted	29.55	83	-	193
Greenbelt Zone	1.58	2	-	5
Urban Low Residential	56.71	207	-	483
Urban Medium Residential	22.42	-	198	421
Urban High Residential	0.00	-	21	45
Subtotal	110.27	292	219	1,147
Gorst UGA				
Urban Restricted	6.40	17	-	40
Urban Low Residential	1.47	7	-	16
Low Intensity Commercial	0.43	-	11	11
Subtotal	8.31	24	11	67
UGA Total	209.51	638	445	2,422

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

Central Kitsap UGA

Exhibit 47. Housing and Population Growth Capacity – Central Kitsap UGA

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Urban Restricted	132.15	442	-	1,132
Greenbelt Zone	60.26	98	-	252
Urban Cluster Residential	43.99	324	-	830
Urban Low Residential	106.84	601	-	1,539
Urban Medium Residential	7.70	-	217	500
Urban High Residential	17.44	-	304	703
Total	368.38	1,465	521	4,956

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

*Kingston UGA***Exhibit 48. Housing and Population Growth Capacity – Kingston UGA**

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Urban Restricted	13.06	38	-	90
Urban Cluster Residential	-	869	-	2,051
Urban Low Residential	26.92	120	-	284
Urban Medium Residential	17.76	-	183	330
Urban Village Center	9.34	-	20	36
Total	57.75	1,027	203	2,791

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

*Port Orchard UGA***Exhibit 49. Housing and Population Growth Capacity – Port Orchard UGA**

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Urban Restricted	5.28	19	-	53
Urban Low Residential	226.06	1,022	-	2,822
Urban Medium Residential	31.24	-	232	490
Urban High Residential	4.14	-	89	187
Total	266.71	1,041	321	3,552

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

*Poulsbo UGA***Exhibit 50. Housing and Population Growth Capacity – Poulsbo UGA**

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Residential Low	92.12	384	-	965
Total	92.12	384	-	965

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

*Silverdale UGA***Exhibit 51. Housing and Population Growth Capacity – Silverdale UGA**

Zoning	Net Acres	Single Family Unit Capacity	Multifamily Unit Capacity	Population Capacity
Urban Restricted	47.75	126	-	350
Urban Low Residential	358.92	1,688	-	4,677
Urban Medium Residential	11.99	-	293	621
Urban High Residential	29.11	-	393	834
Regional Center	13.13	-	93	198
Total	460.89	1,814	779	6,679

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

Employment Growth Capacity

Similar to the residential guidance contained in the report, the following sections present the results of the employment urban land capacity analysis, including the land supply available for future commercial and industrial development and the associated employment capacity of those lands. These capacity results are consistent with the framework outlined in Chapter 3 and Appendices A-C. **Exhibit 52** presents a summary of employment capacity as of January 2020 for each jurisdiction (with individual results in **Exhibits 53-62**) with a comparison to the remainder of the growth target through the year 2036. In summation, countywide urban employment capacity is 38,098 compared to the 2036 target of 33,069 jobs. Similar to unincorporated urban residential capacity results, urban employment capacity in unincorporated UGAs is short 1,792 jobs to accommodate the remaining 12,811 target.

Exhibit 52. Employment Capacity Summary

Jurisdiction	Employment 2012	2012-2036 Growth Target	2012-2020 Employment Growth*	Remaining Target 2020-2036	2020 Employment Capacity	Capacity – Remaining Target
City of Bainbridge Island	6,377	2,720	1,696	1,024	1,127	103
City of Bremerton	28,165	18,276	4,937	13,339	17,794	4,455
Bremerton UGA	1,094	1,443	192	1,251	2,454	1,203
Bremerton Total	29,259	19,719	5,129	14,590	20,248	5,658
City of Port Orchard	6,457	3,074	1,399	1,675	5,243	3,568
Port Orchard UGA	2,395	1,140	176	964	1,172	208
Port Orchard Total	8,852	4,214	1,574	2,640	6,415	3,775
City of Poulsbo	5,727	4,138	1,556	2,582	2,915	333
Poulsbo UGA	64	14	-5	19	97	78
Poulsbo Total	5,791	4,152	1,551	2,601	3,012	411
Central Kitsap UGA	3,454	1,885	305	1,580	1,452	-128
Kingston UGA	626	597	132	465	818	353
Silverdale UGA	10,946	8,928	397	8,532	5,026	-3,506
Total Urban Unincorporated	18,579	14,007	977	12,811	11,019	-1,792
Total Urban Kitsap County	65,305	42,215	9,146	31,432	38,098	6,666

Note: Due to rounding, totals may not sum exactly.

The following sections detail capacity for employment growth by jurisdiction, including net developable acreage, capacity for non-residential square footage, and net employment capacity.

City of Bainbridge Island

Exhibit 53. Employment Growth Capacity – City of Bainbridge Island

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
Central Core Overlay (CC)	3.22	39,207	98
Madison Avenue Overlay (MA)	0.96	11,247	28
Ericksen Avenue Overlay (EA)	2.32	7,963	20
Gateway Overlay (GATE)	1.41	9,200	23
Ferry Terminal Overlay (FERRY)	0.44	1,590	4
High School Road Districts I and II (HSR)	7.50	30,771	77
Neighborhood Center (NC)	2.21	74,813	187
NC/R-12	0.13	6,141	15
Business/Industrial	17.80	539,886	675
Water-dependent Industrial	-	-	-
Total	35.99	720,817	1,127

Source: City of Bremerton, 2021.

Note: Due to rounding, totals may not sum exactly.

City of Bremerton

Exhibit 54. Employment Growth Capacity – City of Bremerton

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
District Center Core (DCC)	15.95	116,840	195
Eastside Village Subarea Plan (ESSAP) ¹	-	-	2,770
General Commercial (GC)	16.35	112,876	188
Neighborhood Business (NB)	9.26	35,645	59
Bay Vista Subarea Plan (BVSAP)	7.73	63,977	107
Freeway Corridor (FC)	26.39	264,408	441
Institutional (INST)	4.37	60,845	101
Downtown Subarea Plan (DSAP)	40.60	506,674	3,040
Industrial (I)	63.77	742,581	635
Puget Sound Industrial Center (PSIC) ²	-	-	10,257
Total	184.42	1,903,846	17,794

Source: City of Bremerton, 2021.

Note: Due to rounding, totals may not sum exactly.

¹ Eastside Village EIS – Exhibit 3-5 pg. 3-12: <https://www.bremertonwa.gov/DocumentCenter/View/8476/Final-Eastside-Village-EIS-PDF>

² Puget Sound Industrial Center (PSIC) EIS – Table 3.3-8: <https://www.bremertonwa.gov/DocumentCenter/View/1584/Draft-EIS-Released-June-9-2011-PDF?bidId=> 10,000 jobs projected by EIS, with 2,000 existing jobs estimated by EIS. Reported employment capacity accounts for employment loss since the time of Subarea adoption.

City of Port Orchard

Exhibit 55. Employment Growth Capacity – City of Port Orchard

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
Neighborhood Mixed Use (NMU)	0.09	4,136	7
Business Professional Mixed Use (BPMU)	0.99	42,979	75
Downtown Mixed Use (DMU)	0.04	1,825	2
Gateway Mixed Use (GMU)	0.06	2,417	5
Commercial Mixed Use (CMU)	8.78	382,546	694
Commercial Corridor (CC)	3.29	143,136	166
Commercial Heavy (CH)	16.08	700,302	952
Light Industrial (LI)	11.62	506,075	366
Civic and Institutional (CI)	22.00	958,292	1,457
Public Facility (PF)	18.36	799,690	1,519
Total	81.30	3,541,399	5,243

Source: City of Port Orchard, 2021.

Note: Due to rounding, totals may not sum exactly.

City of Poulsbo

Exhibit 56. Employment Growth Capacity – City of Poulsbo

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
C-1 Downtown/Front Street	0.19	19,442	52
C-2 Viking Avenue	19.08	241,921	484
C-3 SR 305 Corridor	36.72	496,647	993
C-4 College Market Place	0.03	278,216	556
Office Commercial Industrial	14.63	187,285	375
Business Park	0.00	181,256	362
Light Industrial	10.33	89,921	93
Total			2,915

Source: City of Poulsbo, 2021.

Note: Due to rounding, totals may not sum exactly.

Unincorporated Kitsap County

*Bremerton UGA***Exhibit 57. Employment Growth Capacity – Bremerton UGA**

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
<i>Bremerton West UGA</i>			
Commercial	16.01	186,192	372
Industrial	22.56	331,623	415
Subtotal	38.57	517,815	787
<i>Bremerton East UGA</i>			
Commercial	5.22	72,823	146
Subtotal	5.22	72,823	146
<i>Puget Sound Industrial Center</i>			
Industrial	30.45	449,494	562
Business Center	32.18	476,658	477
Subtotal	62.64	926,152	1,039
<i>Gorst UGA</i>			
Commercial	11.94	166,464	333
Low Intensity Commercial	1.28	17,895	36
Industrial	0.11	1,602	2
Industrial/MRO	5.99	88,720	111
Subtotal	19.32	274,681	482
UGA Total	125.75	1,791,471	2,454

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

Central Kitsap UGA

Exhibit 58. Employment Growth Capacity – Central Kitsap UGA

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
Commercial	51.01	704,393	1,409
Neighborhood Commercial	0.71	8,343	21
Industrial	1.23	18,190	23
Total	52.95	730,926	1,452

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

Kingston UGA

Exhibit 59. Employment Growth Capacity – Kingston UGA

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
Urban Village Center	9.34	173,865	435
Commercial	12.36	160,120	320
Industrial	3.39	50,189	63
Total	25.09	384,174	818

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

*Port Orchard UGA***Exhibit 60. Employment Growth Capacity – Port Orchard UGA**

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
Commercial	39.09	543,320	1,087
Neighborhood Commercial	1.23	17,195	43
Industrial	2.46	34,129	43
Total	42.78	594,645	1,172

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

*Poulsbo UGA***Exhibit 61. Employment Growth Capacity – Poulsbo UGA**

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
Light Industrial	1.42	94,091	97
Total	1.42	94,091	97

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.

*Silverdale UGA***Exhibit 62. Employment Growth Capacity – Silverdale UGA**

Zoning	Net Acres	Net Square Foot Capacity	Net Employment Capacity
Regional Center	22.93	401,728	803
Commercial	63.37	883,343	1,767
Neighborhood Commercial	2.92	37,215	93
Industrial	69.74	1,014,556	1,268
Industrial/MRO	16.22	240,284	300
Business Center	6.72	99,455	99
Business Park	-	-	-
Total	181.89	3,023,811	5,026

Source: Kitsap County, 2021.

Note: Due to rounding, totals may not sum exactly.



Chapter 5

REASONABLE MEASURES

Criteria for Evaluating Consistency

Evaluation of Inconsistencies



Chapter 5. Reasonable Measures

Under the Review and Evaluation program of RCW 36.70A.215, jurisdictions must determine whether a county and its cities are achieving their assumed urban densities and have sufficient capacity remaining to accommodate the growth targets contained in the Kitsap Countywide Planning Policies (CPPs) and local comprehensive plans for the remainder of the planning horizon. If inconsistencies are observed between planned growth and actual growth, jurisdictions must analyze observations and determine whether reasonable measures are necessary. Reasonable measures are those actions necessary to reduce observed inconsistencies. A key to this analysis is understanding the potential contributing factors that may explain why inconsistencies were observed.

If reasonable measures are ultimately needed, the jurisdiction is required during this review to identify reasonable measures that could be taken to improve consistency other than adjusting UGA boundaries. Adoption of such reasonable measures are not required until the next comprehensive plan or development regulations update. Examples of reasonable measures include rezones, subarea planning, permitting process streamlining, or development incentives. The annual monitoring and adjustment of reasonable measures was suspended in 2017 as part of E2SSB 5254, but monitoring is useful to assess information that can assist in determining their effectiveness.

This chapter reviews the findings from prior chapters to determine whether reasonable measures are necessary to align growth trends with planning goals or to ensure there is sufficient capacity for accommodating growth. The process included three steps. First, the County compared actual growth and planning goals using a set of standard criteria further explained below. Second, jurisdictions reviewed the findings and considered circumstances that may have contributed to observed inconsistencies. Third, based on this review, jurisdictions determined if reasonable measures were necessary to reduce the observed inconsistencies. The following sections describe this process and document the outcomes.

In addition to the process in this chapter, *Appendix D. Kitsap County Reasonable Measures Framework Evaluation* reviewed the effectiveness of previously adopted reasonable measures for unincorporated Kitsap County, as well as how they relate to observed inconsistencies found in this BLR. *Appendix E. Housing Availability and Affordability Memo* also evaluates the findings of this BLR that note suggestions on how to overcome land use and regulatory barriers to achieving planning housing objectives.

Criteria for Evaluating Consistency

The first step in the reasonable measures evaluation was developing criteria to determine where there are observed inconsistencies between actual growth trends compared to the CPPs and individual comprehensive plan policies. Kitsap County used the reasonable measure consistency criteria as outlined in the RCW and WAC. **Exhibit 63** outlines the consistency checks and the method used to evaluate consistency.

Exhibit 63. Inconsistent Outcome Review Criteria for Individual Jurisdictions

Consistency Check	Evaluation Method
Are achieved residential densities consistent with allowed densities?	Compare achieved density ²³ to the range of allowed densities (minimum and/or maximum dwelling units per acre), by zone
Is the rate of population and employment growth consistent with the 2036 growth target?	Calculate the average annual population and employment growth rate from 2013 to 2019. Compare to the average annual population and employment growth rate assumed in the 2036 target.
Is there capacity for accommodating the remaining 2036 population and employment growth target?	Calculate the remaining population and employment growth needed to achieve the 2036 growth target. Compare capacity for population and employment growth to the remaining growth target.

Evaluation of Inconsistencies

Countywide Growth Trends

Chapter 3 of this BLR reviewed the consistency of population and employment growth between 2013 and 2019 with growth targets established in CPPs. On a cumulative and countywide review, the pace of total population growth inside urban areas was about 71% of the pace desired in the CPPs (see Exhibit 6). Some jurisdictions grew at a rate exceeding their individual 2036 target, while others grew lower. However, collectively both unincorporated and incorporated jurisdictions are on track to reach its 2036 population targets. It should be noted for future BLRs, the 2036 CPP growth targets will soon be updated and including a new planning horizon to 2044.

For employment growth, the pace in urban areas was 86% compared to 92% for the CPP employment targets (see **Exhibit 11**). One limitation of the employment growth trends analysis is the fact that PSRC's employment data by jurisdiction excludes military jobs. This leaves out major public employers in Kitsap County and may not reflect all job growth information.

²³ For urban platted densities, this analysis compares *net* achieved density to minimum density allowed by zoning, and *gross* achieved density to maximum density allowed by zoning. Rural achieved densities uses gross acreage. This is because Kitsap County Code defines minimum density as the fewest units allowed in a zone based on *net* developable acreage, and maximum density as the highest number of units allowed in a zone based on *gross* acreage. (KCC 17.420.020(A))

City of Bainbridge Island

The City of Bainbridge Island residential growth 2013-2019 was not far off the rate of growth (96%, see **Exhibit 9**) estimated to reach the current 2036 Comprehensive Plan population forecast of 28,660. However, the bulk of the residential growth took place not in the City's designated center mixed use zones, but in the less dense residential sections of Bainbridge Island. The residential growth pattern is not supporting the City's current growth strategy of focusing growth in designated centers (see [Land Use Element of Comprehensive Plan](#))

At 232%, covered employment growth exceeded the average annual growth necessary to achieve the 2036 employment growth forecast (see Exhibit 12).

Residential

Growth and Capacity. With a total residential capacity of 5,301 persons, the City of Bainbridge Island can accommodate the remaining planned 2020-2036 residential growth of 3,540 persons. Therefore, reasonable measures to modify zoning requirements are not required at this time, prior to the next population forecast for the 2044 Comprehensive Plan. However, the population capacity is overwhelmingly in the residential zones (4,729 persons). The 3 least dense zones, the R-0.4, R-1 and R-2 zones, also known as *conservation areas*, can absorb the bulk of that residential growth, with an estimated capacity of 4,184 persons. There is only an estimated population capacity of 572 persons in the City's mixed use zones, which make up areas identified as designated centers in the City's Comprehensive Plan.

The City's growth strategy seeks to promote divert development away from the very conservation areas where growth is occurring and instead promote growth in the Winslow and Neighborhood Center designated centers. Since recent residential growth and future capacity is overwhelmingly in those least dense residential areas, the City could consider changes to development standards that would promote additional growth in the mixed use zones. Development standards to consider updating include increasing density or Floor Area Ratio (FAR), reducing parking requirements near transit, biking and pedestrian facilities, and increasing building height.

Employment

With a total employment capacity of 1,127 jobs, the City of Bainbridge Island can accommodate the remaining planned 2020-2036 employment growth of 1,024 jobs. Therefore, reasonable measures to modify zoning requirements are not required at this time.

The LCA methodology yielded results that show most of the employment capacity, 904 jobs, to be located on properties that are currently vacant, and therefore there are fewer commercial or mixed use properties that may redevelop to add many jobs. Modifying the zoning standard or uses to allow for additional uses or, such as for residential, more dense building, could facilitate redevelopment. Sixty percent of employment capacity is in the Business/Industrial zone, primarily on vacant land, so modifying the development standards is likely needed to promote additional employment in the mixed use districts. The City's Comprehensive Plan indicates that commercial development should be focused to these mixed use districts, in addition to the Business/Industrial zone. The City may begin working on an update to the Winslow Master Plan, the subarea plan that applies to most of the mixed use districts, in 2021, or 2022 at the latest.

City of Bremerton

Residential

Growth and Capacity. Estimated population growth in the City of Bremerton between 2013 and 2019 was 136% of the pace needed to achieve the 2036 growth target. The City also has plenty of additional capacity to achieve the 2036 target. The City thus does not anticipate any challenges achieving the target. Therefore, reasonable measures are not necessary.

Density. All zones in which there was plat activity during the evaluation period had achieved gross densities within the range of allowed density. In a few zones with no plat activity (R-40, DCC, and INST), average achieved permitted density was below minimum allowed density. Therefore, reasonable measures are not necessary.

Employment

Estimated employment growth in the City of Bremerton was 88% of the pace needed to achieve the 2036 growth target. This is very close to the target rate and the City has plenty of additional capacity to achieve the 2036 target. The City thus does not anticipate any challenges achieving the target. Therefore, reasonable measures are not necessary.

City of Port Orchard

Residential

Growth and Capacity. Estimated population growth in the City of Port Orchard between 2013 and 2019 was about 69% of the pace needed to achieve the 2036 growth target. Port Orchard UGA was also behind pace, resulting in the combined area growing at about 49% of the target growth rate during the evaluation period.

Density. All zones except the R-6 zone achieved average platted densities during the evaluation period. The single plat in R-6 was vested under County approvals, and all properties are now fully developed. Therefore, reasonable measures are not necessary.

Employment

Estimated employment growth Port Orchard was ahead (109%) of the pace needed to achieve the 2036 growth target. It also has plenty of capacity to achieve the growth target. The City thus does not anticipate any challenges achieving the target. Therefore, reasonable measures are not necessary.

City of Poulsbo

Residential

Growth and Capacity. Estimated population growth in the City of Poulsbo between 2013 and 2019 was over 500% of the pace needed to achieve the 2036 growth target, and it has already surpassed that target. The City also has capacity for additional population growth. Therefore, reasonable measures are

not necessary.

Density. Average achieved density in the R-Low zone for both plats and permits were higher than the maximum allowed density for the zone. Therefore, reasonable measures are not necessary.

Employment

Estimated employment growth in the City of Poulsbo was ahead (136%) of the pace needed to achieve the 2036 growth target. It also has plenty of capacity to achieve the growth target. The City thus does not anticipate any challenges achieving the target. Therefore, reasonable measures are not necessary.

Unincorporated Kitsap County

Bremerton UGA - Residential

Growth and Capacity. The Bremerton UGA, which consists of the East Bremerton, West Bremerton and Gorst UGAs, is for residential purposes associated with the City of Bremerton. The estimated population growth between 2013 and 2019 was 45% or 89 people slower than the annual projected pace needed to achieve the 2036 growth target. However, these unincorporated UGAs are associated with the City of Bremerton and the City grew faster than its annual target pace during the same period (136% or 187 people). The combined City/UGA is thus on pace to achieve its combined 2036 growth target. As shown in Exhibit 41, capacity in the Bremerton UGA fell 1,276 people short of its remaining target. However, the City of Bremerton has a surplus of capacity. Cumulatively, both the City and UGA have a surplus of assumed capacity to accommodate the 2036 population target. Both the City of Bremerton and Bremerton UGA combined also have sufficient residential capacity to achieve their combined growth target (see Exhibit 9). Therefore, no reasonable measures are needed. It should also be noted the CPPs will update the 2036 planning horizon to new 2044 growth targets.

Density. Nearly all of the residential growth that occurred in the unincorporated Bremerton UGAs during this period was in the Urban Low and Urban Medium zones. Achieved density for residential building permits in the Urban Low zone was lower than the minimum allowed density of the zone. This is likely due to development on vested, pre-GMA non-conforming lots which exceed the current maximum lot size of the zone. This inconsistency, however, is likely to be remedied by measures recently adopted but not yet fully effective. In 2018, Kitsap County adopted revised maximum lot size requirements for the Urban Low zone (KCC 17.420.060(A)(25)). This adoption occurred in the later parts of this evaluation period of 2013-2019 so its full effect is not captured in this data.

Additionally, in March 2020 Kitsap County issued a Director's Interpretation (DI) to clarify that if the recently adopted KCC 17.420.060(A)(25) does not apply, regardless of zone, minimum density is still required per KCC 17.420.020(A), 17.420.052 and 17.100.030. The DI was needed to clarify that existing code requirements still apply to residential building permits. This DI was issued after the 2013-2019 evaluation period in this BLR and thus its effect is also not reflected in the data. Given these measures were revised in 2018 and further clarified by the DI in 2020, it is too early to evaluate their effectiveness. Therefore, this inconsistency in achieved building permit residential density for these UGAs should continue to be monitored to confirm the effectiveness of these early measures, and no new measures are needed.

Kitsap County is nevertheless working on proposed updates to Zoning Code Use Table to remove barriers to housing in various urban residential zones countywide, including in the Bremerton UGA. This effort is expected to conclude by Q1 2022. Additionally, in future updates, Kitsap County anticipates evaluating density, dimensions and design requirements as well as explore the parking standards required in this zone. As part of this review, the County also anticipates exploring the currently adopted reasonable measure noted in *Appendix D. Kitsap County Reasonable Measures Framework Evaluation Memo* regarding lot sizing in the upcoming 2024 update.

Bremerton UGA – Employment

Growth and Capacity. Estimated employment growth in the Bremerton UGA was slower than the pace needed to achieve the 2036 growth target. The annual rate of growth was 30 jobs (50%) less than the annual rate of growth needed. When combined with the associated City, however, the annual achieved was only 120 jobs (85%) less than what is needed to achieve the target. It should be noted that estimated employment growth trends previously discussed in Chapter 3, which used PSRC available data, do not take into account military jobs and those self-employed which do not occupy employment floor space. The Puget Sound Naval Shipyard is located within city limits and is a short distance from these unincorporated UGAs. As such, the estimates are likely lower than actual jobs created.

Employment capacity within the UGA was 1,203 jobs over the remaining 1,251 employment target. Also, in combination of the City and UGA, employment capacity is 5,648 over the remaining 2036 target, so there is sufficient capacity in the Bremerton UGA. As growth is close to the target and there is sufficient employment capacity to achieve the remaining growth target, no reasonable measures are necessary at this time. It should be noted the CPPs will update the 2036 planning horizon to new 2044 growth targets and require adjustments.

Density. Employment density on previously developed sites in the Bremerton UGA, as noted in Exhibit 39, increased by 57,746 square feet with an achieved a Floor Area Ratio (FAR) of 0.28 during the evaluation period. As mentioned before, employment data is not available for self-employed or proprietors which don't occupy floor space. No reasonable measures are necessary at this time.

Central Kitsap UGA – Residential

Growth and Capacity. The Central Kitsap UGA is an unassociated urban area that could either become a new city subject to registered voter approval (Chapter 35.02 RCW) or be annexed per Chapter 35.13 RCW. The estimated population growth in the Central Kitsap UGA between 2013 and 2019 was slower than the pace needed to achieve the 2036 growth target. The annual rate of growth was about 144 people (50%) lower than needed. The capacity in Central Kitsap is also slightly less than needed to accommodate the remaining 2036 growth target (4,956 compared to the need of 5,750). However, a portion of the CK UGA, along State Route 303 and McWilliams Road, is identified as a Countywide Center in the Kitsap County Comprehensive Plan adopted in April 2020. This new center designation is also recognized in the draft update to the CPPs (dated July 2021). Both efforts are outside the evaluation period of this report and will trigger additional actions to encourage growth.

Additionally, Kitsap County is working on updates to Zoning Code Use Table to remove barriers to housing in various urban residential zones countywide. As part of the 2024 Comprehensive Plan update,

it is expected this Countywide Center will need to be reconciled with the new draft CPP language and other upzoning may be needed. Kitsap County, through the 2024 update, will also explore the need to remove barriers to housing in density, dimensional design standards, as well as parking requirements. It should also be noted the CPPs will update the 2036 planning horizon to new 2044 growth targets.

Density. The achieved density of residential permits and plats were within the allowed density ranges in every zone. No reasonable measures are necessary at this time.

Central Kitsap UGA – Employment

Growth and Capacity. The estimated rate of employment growth during the evaluation period was shy 21 jobs annually needed to achieve the growth target (73%). Employment capacity in Central Kitsap is also slightly less than needed to achieve the remaining 2036 growth target (1,452 compared to 1,580). Similar to other urban areas, however, PSRC employment estimates exclude not only military but also self-employed that do not occupy employment floor space. Thus, the actual numbers are likely higher and the slight discrepancy does not warrant reasonable measures at this time.

Nevertheless, the County is undertaking a Zoning Code Use Table update that is intended to remove economic barriers in UGAs, which should increase employment growth. Additionally, as part of the 2024 Comprehensive Plan update, the County anticipates that a reevaluation of land designations may be necessary to accommodate employment needs, as well as other incentives or removal of barriers in the dimensional, design parking standards, etc. for employment lands.

Density. Achieved employment densities for vacant site improved 5,892 square feet with an achieve FAR of 0.12. No reasonable measures are thus necessary at this time.

Kingston UGA – Residential

Growth and Capacity. The Kingston UGA is a standalone unincorporated urban area expected to eventually become a new city subject to registered voter approval under chapter 35.02 RCW. The estimated population growth in the Kingston UGA between 2013 to 2019 was slower than the pace needed to achieve the 2036 growth target. The annual rate of growth was about 75 people less (38%) than the rate needed. However, the Kingston UGA does have sufficient capacity to achieve its remaining 2036 planning horizon. The slightly slow growth rate will likely be addressed by recent actions in April 2020 to identify a portion of the Kingston UGA as a Countywide Center in the 2020 Comprehensive Update. This designation is also recognized in the draft update to the CPPs (dated July 2021). While this designation is outside the evaluation period of this report, it will trigger additional actions to encourage growth. Also in April 2020, Kitsap County adopted revisions to the design standards and Urban Village Center development codes, density cap and parking standards to remove barriers to investments. Again, these actions took place after this reports evaluation period and have not fully materialized yet. Accordingly, growth should continue to be monitored to confirm the effectiveness of these early measures, and no new measures are needed.

Nevertheless, Kitsap County is undertaking an update to the Zoning Code Use Table for various urban zones, some of which are located in the Kingston UGA. This effort is intended to further remove barriers to housing as it pertains to allowed uses, definitions and associated special use provisions. Additionally, as part of the 2024 Comprehensive Plan, the County anticipates other development code revisions to

incentivize urban housing development consistent with PSRCs designation of the Kingston UGA as a High-Capacity Transit Center and a Countywide Center.

Density. The achieved densities of residential plats of the Kingston UGA were within the allowed density range in every zone. Building permits issued were also within the allowed density ranges, except in the Urban Low Residential zone, which was lower than planned density ranges. This observation, however, is likely to be remedied by measures recently adopted but not yet fully effective. As discussed above relative to the Bremerton UGA densities, in 2018 Kitsap County adopted KCC 17.420.060(A)(25) and in March 2020, issued a Director’s Interpretation regarding its implementation. These are also applicable to the Kingston UGA. Given these two measures were implemented in 2018 and 2020, it is too early to evaluate the effectiveness. Therefore, the observed inconsistency in achieved residential building permit densities should continue to be monitored to confirm the effectiveness of these early measures, and no new measures are needed.

Additionally, as mentioned in the capacity/growth section, Kitsap County adopted revisions in April 2020 to some of Kingston’s development codes. These modifications are expected to increase achieved densities within the Kingston UGA. Also, Kitsap County is working on updates to its Zoning Code Use Table to remove barriers to housing in various urban residential zones countywide. In future updates, Kitsap County anticipates evaluating density, dimensions and design requirements as well as exploring further currently adopted reasonable measure of Lot Size Averaging as noted in *Appendix D. Kitsap County Reasonable Measures Framework Evaluation Memo*.

Kingston UGA – Employment

Growth and Capacity. The Kingston UGA needs 25 jobs per year to keep pace with 2036 targets but experienced a slight loss in jobs (4 or -16%) over the evaluation period. The difference between actual growth versus forecasted annual growth needed was 29 jobs. It should be noted that PSRC employment estimates exclude not only military but also the self-employed that do not occupy employment floor space. Thus, the actual numbers are likely closer to the growth target. Further, in April 2020 the County adopted revisions to the Kingston Sub-Area Plan and associated development and design standards to remove barriers to economic investments in this UGA. Because it is too early to determine the effectiveness of those measures, the slight observed inconsistency should be monitored to confirm the effectiveness of measures recently adopted. As the Kingston UGA also has sufficient employment capacity, no new reasonable measures are warranted at this time.

Kitsap County is nevertheless undertaking an update to the Zoning Code Use Table for various urban employment zones, some of which are located in the Kingston UGA. This effort is intended to further remove barriers to economic development as it pertains to allowed uses, definitions and associated special use provisions. As part of the 2024 Comprehensive Plan, the County also anticipates evaluating other development code revisions to incentivize economic development and evaluating other measures consistent with the draft CPP and current comprehensive plan designation of High-Capacity Transit and Countywide Center. Finally, it should also be noted the CPPs will update the 2036 planning horizon to new 2044 growth targets.

Density. Kingston’s employment density over the evaluation period did not see any added square footage, but previously developed total site improvements included 2,232 square feet with an achieved

0.05 FAR. This is below other unincorporated urban area trends. However, as noted above, the County made changes in April 2020 to the Kingston development and design standards and is currently working on updates to its Zoning Use Table, expected in 2022, to further encourage job growth. These early measures will be monitored for effectiveness and the County will continue evaluating other incentives as part of the 2024 Comprehensive Plan update.

Port Orchard UGA – Residential

Growth and Capacity. The estimated population growth in the unincorporated Port Orchard UGA between 2013 and 2019 was slower than the annual pace needed to achieve the 2036 growth target. The rate of growth was about 20% or 204 people less than needed. The Port Orchard UGA is associated with the City of Port Orchard, and while the City also grew at a slower pace than target (69% or 112 people), together the growth was only 49% or 317 people off target. The unincorporated Port Orchard UGA also has a shortage of capacity to accommodate the remaining population growth to 2036. However, the Port Orchard UGA and the City combined have sufficient capacity to achieve their combined growth target.

The County is currently working on updates to its Zoning Code Use Table in order to remove barriers to housing in UGAs, including Port Orchard. This effort is intended to further remove barriers to economic development as it pertains to allowed uses, definitions and associated special use provisions, and is slated to be completed Q1 of 2022. Additionally, the County anticipates other development code revisions to incentivize urban housing development consistent with the identification of the Port Orchard UGA as a High-Capacity Transit Center with the October 2020 adoption of PSRCs Vision 2050 and the inclusion of designation in the draft CPP update. The effectiveness of these recent measures will be evaluated.

Density. The achieved density of residential permits and plats were within the allowed density range in every zone. No reasonable measures are thus needed at this time.

Port Orchard UGA – Employment

Growth and Capacity. The employment growth in the Port Orchard UGA was significantly higher than the rate needed to achieve its growth target. During the evaluation period it grew at an annual pace that was 423% or 154 jobs more than the annual estimated target. Nevertheless, the unincorporated UGA still has capacity to accommodate the remaining employment growth target.

Density. Achieved employment density was slightly higher than the City with the UGA at an achieved FAR of 0.17 versus the City at 0.15 for previously developed sites. However, it was lower in the UGA for vacant land when compared to the City, specifically 0.41 achieved FAR for incorporated versus 0.08 FAR or a total of 7,590 square feet of improvements for the associated UGA. As noted elsewhere, the County is current updating its Zoning Code Use Table to remove economic barriers to development and encourage economic density in urban areas. This early measure will be monitored for effectiveness and the County will continue evaluating other incentives as part of the 2024 Comprehensive Plan update.

Poulsbo UGA - Residential

Growth and Capacity. The associated unincorporated Poulsbo UGA received very little population

growth during the evaluation period with only 1% of the rate needed to achieve its target. This equates to needing 157 more people annually to meet forecasted 2036 targets. The City of Poulsbo, however, grew much faster than its target, and combined they grew at about 128% of the pace needed to achieve the combined target. Because the Poulsbo UGA is the urban transition area for the City under an ILA and uses City regulations, growth trends are more accurate as a whole and so no reasonable measures are necessary at this time.

The Poulsbo UGA also has a shortage of capacity to accommodate the remaining population growth. However, the combined Poulsbo UGA and the City of Poulsbo capacity results show sufficient capacity to achieve combined 2036 growth target. Thus, no reasonable measures are needed at this time.

It should be noted new population targets are expected for a 2044 planning horizon and incorporated into the CPPs. Poulsbo is also identified as a High-Capacity Transit Center with the October 2020 adoption of PSRCs Vision 2050 and future growth will need to be addressed in the 2024 update to the Comprehensive Plan.

Density. There was no development activity permitted during the planning horizon in the unincorporated Poulsbo UGA. No reasonable measures are needed at this time.

Poulsbo UGA – Employment

Growth and Capacity. The Poulsbo UGA did not receive any job growth during the evaluation period. However, its employment growth target for the entire 20-year period is just 14 jobs. One job per year is needed to keep pace to the 2036 forecasted growth target. In comparison, the City of Poulsbo job growth exceed annual expectations by 62 jobs/year so together they are on target. As it pertains to employment capacity, the unincorporated UGA also has ample capacity to accommodate its target. No reasonable measures are needed.

Density. The Poulsbo UGA does contain developed light industrial zoned lands employment lands; however, no development or improvements occurred during evaluation period. No reasonable measures are necessary.

Silverdale UGA – Residential

Growth and Capacity. The Silverdale UGA is a stand-alone unincorporated urban area expected to eventually become a new city subject to incorporation provisions in state law. Since 2003, it has been designated through PRSC as a Regional Growth Center and so received a relatively high growth target. The annual rate of population growth during the evaluation period was 40% or 218 people less of the rate needed to achieve the 2036 growth target. Silverdale’s residential capacity is also less than needed to accommodate growth, by about 936 people for the remaining 2036 planning horizon.

As an early measure to encourage growth, the County is working on updates to its Zoning Code Use Table that is intended to remove housing barriers to development in UGAs and address this observation. This effort is slated for completion in the first quarter of 2022. Additionally, as part of the 2024 Comprehensive Plan, the County anticipates other development code revisions such as density, dimensions and design, as well as parking to incentivize urban housing development.

Density. Silverdale’s achieved residential densities for building permit and final plats during the

evaluation period varied. Specifically, for residential building permits, all urban residential zones except Urban Low and Urban Medium Residential met allowed densities. In comparison, platted achieved densities were met in all zones except Urban Medium Residential.

These observations will likely be addressed by measures recently adopted but not yet fully effective. For example, as noted above, in 2018 Kitsap County adopted KCC 17.420.060(A)(25) and in March 2020 a Director's Interpretation was issued that directed all building permits to meet minimum densities in code. This is applicable all permit types and all zones. Given these two measures were implemented in 2018 and 2020, it is too early to evaluate the effectiveness. Therefore, the observed inconsistency in achieved residential building permit and final platted density should continue to be monitored.

Near term actions will also have an effect. As noted above, the current Zoning Code Use Table update project is slated for completion in first quarter of 2022. This effort is intended in part to remove housing barriers many urban residential zones including in the Urban Medium Residential zone. Additionally, the County, as part of the 2024 Comprehensive Plan update, anticipates continuing to explore removing barriers to urban development, including parking, design and dimensional standards and evaluate the currently adopted measure of lot size averaging.

Silverdale UGA – Employment

Growth and Capacity. The Silverdale UGA anticipated an annual growth of 372 new jobs per year to reach the 2036 target. The average growth of jobs in Silverdale between 2013-2019 was 90 jobs per year, or 282 jobs shy of the employment forecast. It should be recognized, however, that the 2013-2019 evaluation period did not take into consideration the recent 500-million-dollar St. Michael's/Franciscan Medical Center opening of a new acute and specialty care facility during the fourth quarter of 2020. This facility provides medical services for not only Kitsap County but also Jefferson, Mason and Clallam counties. Jobs generated from this relocation and expansion of supportive services to Silverdale will assist in meeting the 2036 target. Additionally, similar to the Bremerton UGA, PSRC employment estimates do not include military jobs. Naval Base Kitsap Bangor Installation is also near the Silverdale UGA so actual employment numbers may be higher.

In terms of employment capacity within the UGA, lands available for jobs is 3,506 jobs less than the remaining 8,532 employment target. Again, PSRC employment estimates exclude not only military but also those self-employed that do not occupy employment floor space. Additionally, the Zoning Code Use Table update mentioned previously is also seeking to remove economic barriers to various employment zones including those found in Silverdale. These considerations and early measures will be monitored for effectiveness and the County will continue evaluating other incentives as part of the 2024 Comprehensive Plan update, including parking, design and dimensional standards.

Density. Employment density for developed sites in the Silverdale UGA added 935,106 square feet during the evaluation period with 0.45 achieve FAR, which is the highest of all incorporated and unincorporated UGAs. Density was less for vacant lands, with 284,586 square feet of improvements during the same period with an achieve FAR of 0.16, however this too was higher than the average of all urban areas. The County will continue to process the Zoning Code Use Table effort to remove barriers and will continue evaluating other incentives as part of the 2024 Comprehensive Plan update, including parking, design, and dimensional standards for employment lands.

Rural Lands – Residential

Growth. Rural growth is on track with adopted CPP policy targets, and we continue to move in the right direction toward the CPP adopted urban/rural growth split. On a pure population basis, new rural growth accounted for only 29% of the total growth and is now 5% away from the CPP rural growth target of 24% (Exhibit 6). On a housing unit basis, new growth is now only 28% of the total growth, compared to 43% during the 1995-1999 evaluation period (Exhibit 7). This is an improvement from previous BLRs. Total rural building permits issued are also below the previous evaluation period.

Density. Density has also improved overall since the last evaluation period in the rural zones. The one exception, as noted previously, was the Rural Wooded zone which saw a residential permit density increase; however, this is due to an isolated development that was vested to pre-GMA regulations. Rural plat density is also consistent with required densities when factoring out the vested plats removed from the urban growth area during the time period. Rural permitted density, however, is still generally above the planned density in the rural zones. Again, the Rural Wooded zone was impacted by permits issued on one pre-GMA development, but the rest are likely attributed to vested, non-conforming pre-GMA lots, though we are seeing slightly more rural development on 5 acres or greater than previous evaluation periods. We are also seeing more ADUs permitted in the rural area than the urban, even though rural ADUs require a conditional use permit whereas urban ADUs are permitted outright.

In the County's Limited Areas of More Intense Rural Development (LAMIRDs), three had residential development during this evaluation period. The Keyport Rural Village only had three permits and was only slightly above the planned density (5.2 units/acre) but showed a significant improvement from the last evaluation period (6.9 units/acre). The Manchester Rural Village had more development, and one zone was slightly above the planned density, but overall the achieved densities remained similar to the last BLR largely due to previously platted plots prior to GMA and before the LAMIRD establishment in 2002. Manchester had three plats with platted densities consistent with planned densities. The Suquamish Rural Village showed an increase in density from the prior evaluation period and was higher than planned densities. Suquamish Village Low Residential zone requires a minimum lot size of 4,500 square feet and Suquamish Village Residential zone requires a minimum lot size of 4,000 square feet. Both zones are subject to single-lot and contiguous ownership lot aggregation requirements, as well as lot requirements.²⁴

Based on these observed inconsistencies, Kitsap County will continue to evaluate removing housing barriers in the Zoning Code Use Table update for urban areas in order to further promote the Kitsap County Comprehensive Plan policies for more urban growth versus rural. The County also anticipates that the 2024 Comprehensive Plan update will consider other actions to remove urban housing barriers and other incentives to further continue the trend of less growth in the rural area and promote more growth in UGAs consistent with adopted targets. The County will also explore and evaluate rural development standards, including those related to Accessory Dwelling Units.

Rural Lands – Employment

Growth and Density. The CPPs call for 8% rural employment growth (Exhibit 11) and based upon

²⁴ KCC 17.420.060(A)(4), (11).

available PSRC estimates, we were at 14% during the evaluation period, or 6% higher. This translates into an annual rural employment growth rate of 77 jobs during the evaluation period, or 142% of the average annual estimates to reach the 2036 rural employment target. This employment target, however, was not established until 2015, partway through this evaluation period, when the CPPs were updated and ratified. Further, prior to 2015, PSRC targets were used in previous BLRs, but these have continued to change. Thus, it is difficult to analyze trends in employment growth relative to the changing targets.

In regard to permits issued on vacant rural employment lands, the averaged achieved FAR was 0.18. Other Type I and Type III LAMIRDs, whether previously developed or vacant, achieved a FAR of 0.15. Given the updates in the Commerce guidelines in 2018, FAR was not used in previous BLRs. An analysis of trends is therefore also difficult.

Nevertheless, based on the slightly higher employment growth rate, Kitsap County will continue to work on removing economic development barriers in urban areas which then encourages more growth in urban areas and less in rural. This work has already started with the Zoning Code Use Table update and will continue evaluating other urban incentives as part of the 2024 Comprehensive Plan update, including parking, design, and dimensional standards for employment lands. The 2024 Comprehensive Plan update should also explore and evaluate rural development standards.



APPENDICES

Appendix A: Kitsap County Land Capacity Analysis
Technical Methodology Guidance

Appendix B: Market Factor Guidance

Appendix C: City LCA Assumption Documentation

Appendix D: Kitsap County Reasonable Measure
Framework Evaluation Memo

Appendix E: Housing Availability and Affordability Memo

Appendix F: Public Participation Plan



Appendix A
Kitsap County Land Capacity Analysis Technical Methodology Guidance

Appendix A: Kitsap County Land Capacity Analysis

Technical Methodology Guidance

INTRODUCTION

Kitsap County is a Growth Management Act (GMA) jurisdiction and must plan for the accommodation of growth within its boundaries, with most growth focused into urban growth areas (UGAs) where urban services are available or can be made available. Per RCW 36.70A.110 and WAC 365-196-310, a Land Capacity Analysis (LCA) is a necessary component in this planning as it quantifies the housing units, population, and employment growth that can be accommodated within urban areas under existing development regulations. The LCA methodology is also one of the components of the Buildable Lands Program (BLP) required under RCW 36.70A.215 and WAC 365-196-315.

The BLP is required of the more populous counties and their cities (i.e., Clark, King, Kitsap, Pierce, Snohomish, Thurston, and Whatcom Counties) to determine if they are achieving their planned densities within UGAs and, if not, to identify reasonable measures other than adjusting UGAs to achieve targets and objectives of their comprehensive plans. The BLP review and evaluation efforts are led by Kitsap County, in coordination and participation with its constituent cities. For the Buildable Lands Report due June 2021, the buildable land capacity as of January 1, 2020 will be measured against the CPP growth targets for the 2036 planning horizon.

The countywide LCA methodology described in this document (Kitsap County LCA) establishes an overall framework to promote consistency in the calculation of growth capacity, as required in the Kitsap Countywide Planning Policies (CPPs); however, cities may employ variations to the assumptions used in the methodology with proper “show your work” documentation to account for local circumstances.

The Kitsap County LCA methodology incorporates an analysis of housing and population capacity on residential land and employment capacity from land zoned for commercial and industrial uses. The work relies upon the data and work of the Kitsap County Assessor’s office as their countywide parcel-level data with current uses and improvements will be merged with each municipality’s permitting records of zoning. Additionally, the LCA relies upon County-maintained spatial data on existing land use and infrastructure conditions, including environmentally critical areas and transportation access. The methodology assumes the availability of GIS data listed in each analysis section and assumes that Assessor records provide an accurate record of property value (land vs. improvement value) and current land use.

An overview of the Kitsap County residential LCA methodology is shown in Exhibit 1. The methodology includes two phases. The first phase is the stand-alone Programmatic Infrastructure Gap Review that would typically be carried out by planning staff. The second phase consists of the nine LCA steps that are designed to be executed by a GIS analyst, with direction and input from planners for key assumptions. This document provides detailed guidance for each step of the process, highlighting assumptions that can be varied by individual jurisdictions based on local conditions, with proper documentation. The non-residential LCA follows a similar structure and is described later in this document.

Exhibit 1. Kitsap County Residential LCA Process



Source: BERK, 2020.

Data Inputs Required

- Kitsap County parcel polygons;
- Kitsap County Assessor parcel records;
- Public service providers and service area boundaries;
- Applicable capital facility plans and system plans;
- Recent building permit data, including a list of parcels created as part of an approved plat;
- Assumed residential density by zoning district (see text box); and
- Environmentally critical areas:
 - Streams (including stream type classification);
 - Water bodies;
 - Wetlands (including wetland type classification);
 - Hydric soils; and
 - Geologic hazard areas (moderate and high hazard risk).

STEP 0: PROGRAMMATIC INFRASTRUCTURE GAP REVIEW

In 2017, the state legislature added a requirement for the BLP to include consideration of infrastructure gaps as the lack of transportation or utility infrastructure can affect the amount and timing of future development and thus impact the amount of land suitable for development or redevelopment. Under the BLP, counties and cities are required to evaluate and identify lands subject to infrastructure gaps including but not limited to transportation, water, sewer, and stormwater. (RCW 36.70A.215 (3)(b)(i))

The Department of Commerce Guidebook published in 2018 clarified that the infrastructure gap review should focus on those gaps that could prevent densities from being achieved or that could delay development during the remainder of the planning period. Commerce also states that adopted capital facilities plans may be relied upon for land capacity calculations but recognizes situations may arise that could result in gaps. Accordingly, the gap analysis should include:

- Identifying planned capital facility projects that would have added capacity but are no longer planned or are delayed beyond the 20-year planning period; Identifying planned transportation

Assumed Density

For each residential zone, jurisdictions will need to select an assumed density (units per acre) to apply in Step 8 of the LCA. Assumed densities are those densities “at which future development is expected to occur.” WAC 365-196-210(6). This assumed density will also be used in Step 1 when identifying partially utilized parcels.

Commerce recognizes that achieved density can be a starting point for determining assumed density. However, jurisdictions must draw upon local circumstances when selecting a reasonable assumed density and always consider situations, such as:

- If the zone had seen very little development activity in recent years;
- Zoning or development regulations have recently changed, and insufficient new permit data is available to evaluate the market response; or
- There have been significant new (or anticipated future) infrastructure investments or other amenities that change market conditions. An example might be new Fast Ferry service to Downtown Seattle.

In addition, jurisdictions should draw upon other sources of information to derive assumed densities, such as:

- Market studies
- Achieved densities in other jurisdictions with similar zoning and market characteristics.

Always consider the impacts of regulations such as setbacks, height limits, and parking requirements on development feasibility when selecting a reasonable assumed density.

improvements that, without being implemented, would limit additional development and redevelopment; and

- Identifying areas that are likely to remain outside of water and sewer service boundaries.

From the perspective of the LCA, properties with limited or no access to critical infrastructure during the planning period may be identified as constrained and either:

- 1) removed from the available land supply at the outset and not carried forward into the remaining Steps 1 through 9 or,
- 2) identified as subject to partially constrained growth and addressed in Step 6 (through alternative assumed densities) or Step 8 (through an alternative market factor).

This infrastructure gap review in Step 0 is meant to consider areas with system level challenges that affect whether parcels are candidates for growth. Infrastructure gaps should be identified prior to performing detailed analysis of land capacity for residential or commercial/industrial uses, as these infrastructure gaps will directly affect the amount of land available for both residential and employment purposes. In contrast, in Steps 4 and 5, a deduction will be applied to lands determined vacant, underutilized, and partially utilized for infrastructure installed as a natural course of development (e.g., rights of way, stormwater treatment, etc.).

Per the Commerce Guidebook, “Methodology steps are cumulative, so in determining how each is estimated, care should be taken to avoid double counting factors.” (Guidebook, page 37) Careful consideration of whether land is partially or fully constrained due to infrastructure should be made, as well as whether the infrastructure issues can be addressed as part of development or redevelopment. There may be other factors at play due to the market conditions or allowable densities. It should be noted that depending on the overall LCA results and the chosen targets or densities, if there are inconsistencies reasonable measures may be needed.

Gap Analysis

The infrastructure gap review below is meant to provide a framework to review whether areawide infrastructure limitations exist to limit the supply of land that are candidates for growth. If there are no known systemwide or areawide infrastructure limitations for water, sewer, stormwater, or transportation that could prevent or delay development, you may use the worksheet in Exhibit 4. Programmatic Infrastructure Gap Review Worksheet to briefly document this finding and move on to Step 1.

The Gap Analysis process consists of two major sub-steps:

- **Step 0.1:** Identify Relevant Infrastructure Systems that Could Prevent or Delay Development; and
- **Step 0.2:** Identify and Map System Capacity Challenges Using Available Information.

Step 0.1 is a high-level review of available information to identify which infrastructure systems may require more detailed review for their potential to prevent assumed densities from being achieved or delay urban development, while Step 0.2 is a more detailed review to identify specific geographic locations with infrastructure constraints.

Step 0.1. Identify Relevant Infrastructure Systems that Could Prevent or Delay Development

The County and cities have been planning under GMA and developing their Capital Facility Plan

elements and supporting system plans for decades. While the BLP newly identifies the infrastructure review and evaluation step, relevant information and capital programs already exists to support the land use plans of each jurisdiction and the LCA.

In Step 0.1, jurisdictions should review available information in the CFP to determine if any infrastructure systems have the potential to prevent assumed densities from being achieved during the 20-year planning period. These impediments could either be at a systemwide scale (for example, entire water or sewer system has supply or treatment capacity constraints) or in a specific area (e.g. neighborhood, district, subarea), and they could result in either a complete prevention of development potential (e.g., no improvement is planned to deliver necessary urban services for water, sewer, stormwater or transportation), or result in major differences in achievable densities.

This review should answer the following kinds of questions. An answer of “yes” or “maybe” would warrant closer review in the Step 0.2.

- **Water:** Are there major constraints in supply, pressure, or distribution that would prevent development, or markedly constrain expected densities?
- **Sewer:** Are there unsewered areas or areas currently operating on septic without capital plans in place to extend service? Are there areas of septic where failure has been identified by the Health District? Would the lack of areawide sewer due to physical or economic feasibility considerations alter an area’s development potential during the planning period?
- **Stormwater:** Are *regional* systems necessary for urban-scale development at a systemwide or areawide level?¹
- **Transportation:** Does the jurisdiction contain areas with long-term physical service challenges?²
 - Areas are inaccessible due to geographic constraints; or
 - No infrastructure currently exists to provide physical access.

Step 0.2. Identify and Map Areas Using Available Information

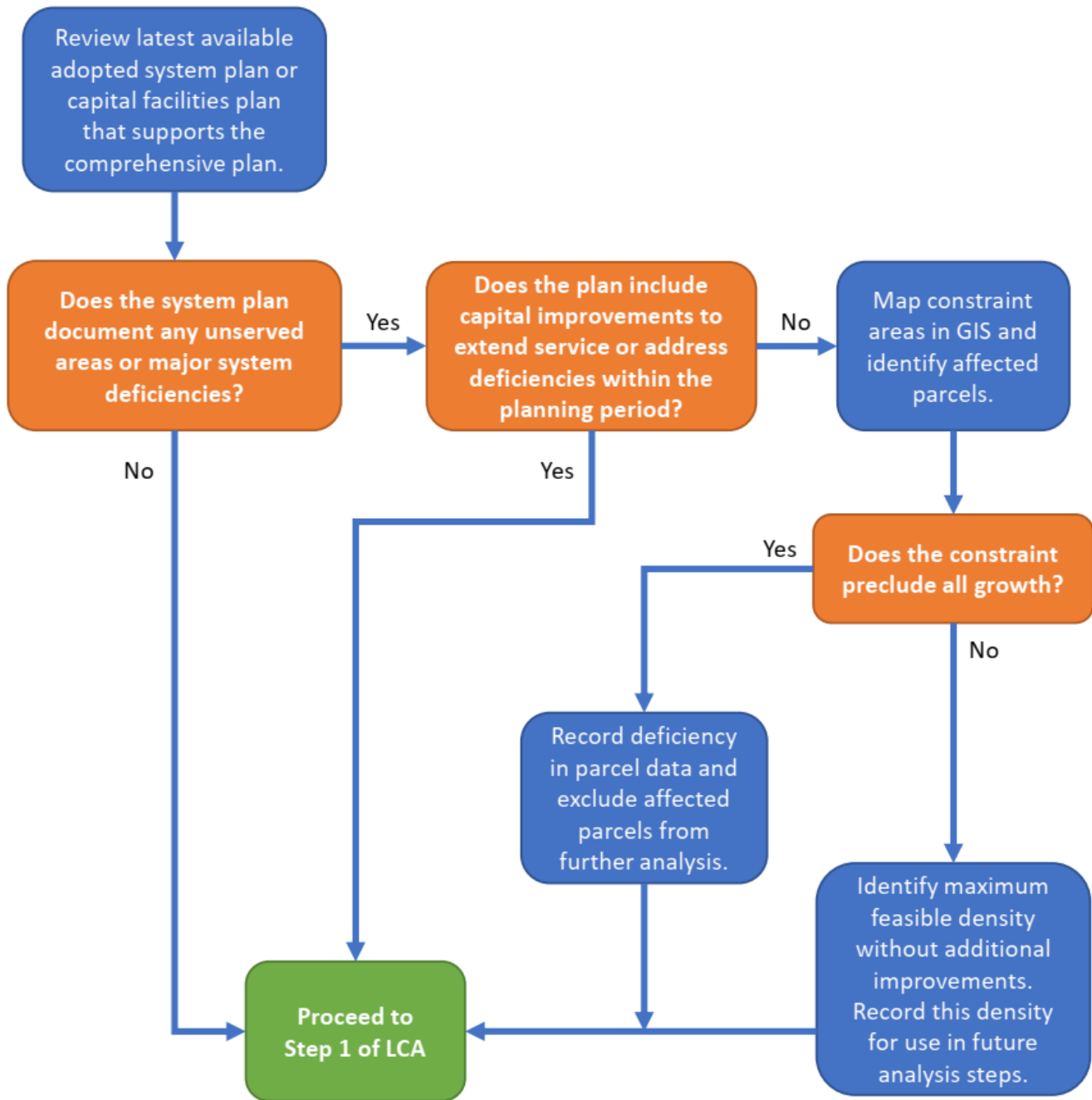
After identifying potentially relevant infrastructure systems in Step 0.1, this Step 0.2 is meant for the County and cities to review available information and plans and consider if there are areawide infrastructure gaps that may reduce the supply of land considered candidates for growth.

This decision tree in Exhibit 2 illustrates the evaluation process that should be followed for each of the relevant infrastructure systems identified in Step 0.1, based on local conditions and service providers. For example, cities are likely to provide more services directly and have fewer unserved or inaccessible areas than the county. The decision tree in Exhibit 2 allows these jurisdictions to conduct the gap analysis efficiently and prioritize resources for detailed analysis only in situations where infrastructure systems are found to have meaningful gaps or major deficiencies.

¹ These questions address areawide/system concerns. See Step 5 Public Facilities deductions for site/parcel specific public and private facilities like stormwater needed for development of vacant, partially-utilized, or underutilized land.

² These questions are addressing areawide physical challenges or systemic issues. Parcel/site specific deductions are addressed in Step 4.

Exhibit 2. Infrastructure gap review Jurisdiction Decision Tree



Source: BERK, 2021.

The infrastructure gap review is meant to use readily available information. GIS analysis would only be required if mapping is called for in the decision tree.

If responses to the decision tree indicate mapping is necessary, then add the following fields to the parcel layer. The following steps below will explain how to calculate values for these fields.

Exhibit 3. GIS Database Fields to be Added – Infrastructure gap review

Field Name	Field Type	Comments
Infrastructure Gap	Text	Note infrastructure gap type (water, sewer, stormwater, etc.), if present.
Constant	Binary	If infrastructure gap is likely to prevent or delay development (i.e., conditions are expected to remain constant during the planning period), set value to TRUE. Otherwise, set value to FALSE.
Alt Density	Numeric	If infrastructure gap does not prevent or delay development, but limits density, note the alternative assumed density (or FAR for non-residential properties) for use in Step 8. Used in tandem with the “Alt Market Factor” field. Do NOT provide values for both fields.
Density Units	Text	Unit of measure for density: <ul style="list-style-type: none"> ▪ “du/ac” for residential properties. ▪ “FAR” for commercial/industrial properties.
Alt Market Factor	Numeric	If infrastructure gap does not prevent or delay development, but limits growth capacity, note the assumed market factor for use in Step 6. Used in tandem with the “Alt Density” field. Do NOT provide values for both fields.

Source: BERK, 2020.

Infrastructure Gap Review Worksheet

An infrastructure gap review worksheet is included in Exhibit 4. Programmatic Infrastructure Gap Review Worksheet below. A jurisdiction would already have the information needed in existing plans, and would focus only on systems with the potential to prevent assumed densities from being achieved or delay urban development during the 20-year planning period at a systemwide or areawide scale. If there are no systemwide or areawide constraints with any system, document this in Exhibit 4 and continue to Step 1.

Exhibit 4. Programmatic Infrastructure Gap Review Worksheet

Step	Response / Description
<p>Step 0.1: Determine if any of the following infrastructure systems have the potential to prevent assigned densities from being achieved or delay urban development during the 20-year planning period at a systemwide or areawide scale. An answer of “yes” or “maybe” to the following questions would warrant closer review for that infrastructure type in the Step 0.2.</p>	
<ul style="list-style-type: none"> ▪ Water: Are there major constraints in supply, pressure, or distribution that would preempt development, or markedly constrain expected densities? 	
<ul style="list-style-type: none"> ▪ Sewer: Are there unsewered areas or areas currently operating on septic without capital plans in place to extend service? Are there areas of septic where failure has been identified by the Health District? Would the lack of areawide sewer due to physical or economic feasibility considerations alter an area’s development potential during the planning period? 	
<ul style="list-style-type: none"> ▪ Stormwater: Are regional systems necessary for urban-scale development at a systemwide or areawide level? 	
<ul style="list-style-type: none"> ▪ Transportation: Does the jurisdiction contain areas with long-term physical service challenges? Areas are inaccessible due to geographic constraints; or no infrastructure currently exists to provide physical access. 	
<p>Step 0.2: Complete the following <u>using available information</u> only for relevant systems where you answered “yes” or “maybe” to the questions above. Answer the following questions separately for each relevant system identified.</p>	
<ul style="list-style-type: none"> ▪ Review latest available adopted system plan or capital facilities plan. Provide a list or links to plans relevant systems under review. 	
<ul style="list-style-type: none"> ▪ Does the system plan document any underserved or major system deficiencies? If yes, describe. 	
<ul style="list-style-type: none"> ▪ Does the plan include capital improvements to extend service or address deficiencies in the planning period? If yes, describe and proceed to Step 1. 	
<ul style="list-style-type: none"> ▪ Does the constraint prevent or delay all growth? If yes, identify affected parcels in GIS: <ul style="list-style-type: none"> ○ Document the infrastructure gap type in the Infrastructure Gap field. ○ Use the Constant field to flag any parcels where lack of infrastructure would make development unfeasible within the 20-year planning period and the current status of the property is unlikely to change. ○ Exclude affected parcels from further analysis. Continue to Step 1. 	
<ul style="list-style-type: none"> ▪ Does the constraint partially constrain growth? If yes, identify the areas spatially, document the infrastructure gap type in the Infrastructure Gap field, and note the alternative densities for Step 8, or alternative market factor for Step 6. Only one 	

Step	Response / Description
<p>assumption should be varied, either density or market factor, but not both, to avoid double counting.</p> <ul style="list-style-type: none"> ○ Density Limitation: If infrastructure conditions would not preclude development, but they are likely to limit growth capacity, set the field Alt Density to the maximum anticipated density (dwelling units per acre or floor area ratio) and document the source of this assumption. The property would be flagged, and the appropriate density would be applied in Step 8. ○ Market Factor: If infrastructure conditions would not preclude development, but they are likely to limit growth capacity, and the limitation can be addressed by market factor considerations in Step 6, set the field Alt Market Factor equal to the anticipated market factor reduction associated with infrastructure conditions and document the source of the assumption. The parcels would be flagged, and the appropriate market factor would be applied in Step 6. 	

Residential LCA

The Residential LCA identifies vacant, partially underutilized and underutilized parcels in residential zones to calculate available capacity for development of housing units and associated population. Results will demonstrate whether existing zoning regulations allow for the growth needed to meet chosen residential growth targets for the 20-year planning period. The first step in this process is to categorize properties according to their development potential. The following steps apply only to properties located in residential zoning districts.

Step 1. Define Development Status and Classify Parcels

The land capacity analysis is designed to measure capacity for new growth and therefore focuses primarily on vacant and redevelopable land. Assumptions regarding future development potential vary with site-specific conditions, so a detailed classification of properties must be performed as the first step in the analysis.

To prepare for this analysis add the following fields to the parcel layer. The steps below will explain how to calculate values for these fields.

Exhibit 5. GIS Database Fields to be Added – Residential LCA Step 1

Field Name	Field Type	Comments
Zone	Text	Zoning district
Assumed Density	Numeric	Assumed density (units per acre) for the zone. This assumption should consider factors such as the achieved density from the “look back” analysis, whether zoning or development regulations have recently changed, and insufficient new permit data is available to evaluate the market response, infrastructure investments or other amenities that change market conditions or impacts of development regulations such as setbacks, height limits, and parking requirements on development feasibility (see text box above). Set to NULL for all non residential or mixed-use zones.

Field Name	Field Type	Comments
Potential Units	Numeric	The potential residential units on the parcel based on assumed density with no deductions considered. This field is used only for determining which parcels are partially utilized. Not in final land capacity calculations.
LCA Class	Text	Land Capacity Analysis Classification, as determined in Step 1 (Excluded, Pipeline, Vacant, Partially Utilized, or Under-Utilized).
Pipeline Density	Numeric	Approved/proposed density (in du/ac) for Pipeline properties, as determined in Step 1.1. For non-Pipeline properties, set value to Null.
Platted Lot	Text	If the parcel is a platted lot, set to TRUE. Otherwise, set to FALSE.

Source: BERK, 2020.

- **Step 1.1: Identify Pipeline Properties (OPTIONAL).** Pipeline development refers to growth that has been permitted or approved between January 1, 2020 and December 31, 2020 and not captured during the 2013-2019 evaluation period. but was not built . Unless there is a reason to believe the growth will not actually be completed, this growth can be accounted for in the capacity calculations. Jurisdictions that wish to account for pipeline development separately in their LCA can remove the parcels from the land supply at the outset of the process and add them back in later based on approved final permits or development agreements. This can result in a more accurate accounting of capacity for growth. In addition, the process for approving plats, master plans, and building permits can provide a more accurate, site-level review of critical areas than the regional approach used in this LCA. Properties can be classified as “Pipeline” if they meet any of the following criteria. Jurisdictions that complete this optional step can select to use any or all of these criteria and can refine *these criteria to best reflect local circumstances.*

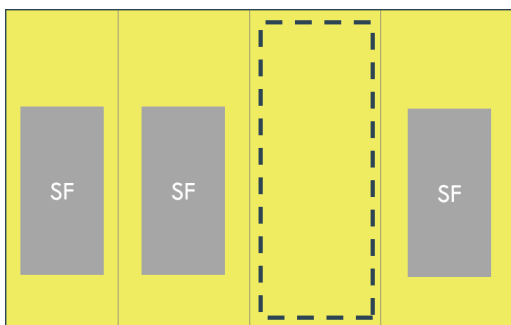
 - The property is part of an approved final single-family plat but has not yet been approved for any building permit. The primary purpose of including such properties in the pipeline is to capture large plots of land being developed for single-family home sites where individual lots have not yet been identified as lots in the County Assessor parcel data. Assign future growth for these parcels as one single-family unit per platted lot.
 - A preliminary plat has been approved and site development permits have been issued, but the final plat has not been filed or approved. The site development permits show evidence of commitment and the proposal densities appear to be best reflected in the final capacity rather than the typical LCA process. Treat lots like a final plat above – one single-family unit per plated lot.
 - A final land use permit has been approved for the property (e.g., multifamily or mixed-use site plan) but no construction occurred between January 1, 2020 and December 31, 2020. Assign future growth for these parcels consistent with type and number of units described in the approved land use permits.

- The property is part of a master plan or a phased development under a development agreement. For final master plans or development agreements, assign approved density levels and classify the properties as “Pipeline.” If the master plan or development agreement is preliminary or still pending, assign the proposed density levels, but do not classify the land as “Pipeline.”
- **Step 1.2: Identify Excluded Properties.** Parcels with the following use classifications are not likely to redevelop and should be classified as “Excluded”:
 - Utility parcels;
 - Transportation parcels or right-of-way;
 - Marinas;
 - Cemeteries;
 - Hospitals;
 - Governmental services;
 - Schools (including higher education);
 - Churches and other places of worship;
 - Cultural, entertainment, and parks/recreation properties;
 - Tidelands and water areas; and
 - Current Use Exempt parcels (RCW 84.34); note if there is a clear intent to develop in the planning period, treat as pipeline, vacant, or partially utilized as appropriate.
 - Open space
 - Shoreline parcels less than 1 acre

In addition, any properties identified as “Constant” in the Infrastructure Gap Review (Step 0) should be classified as “Excluded.”

- **Step 1.3: Identify Vacant Properties.** Vacant parcels are properties with no development or very minimal improvements, regardless of size (see Exhibit 6. Example of a Vacant Parcel). These are identified in County Assessor parcel data as having a property class code associated with vacant/undeveloped land (“910 – Undeveloped Land,” or “990 – Other Undeveloped Land”). For these parcels, set LCA_Class to “Vacant”.

Exhibit 6. Example of a Vacant Parcel



Source: BERK, 2020.

Step 1.4: Identify Partially Utilized Properties. Partially utilized properties are parcels currently occupied by a use, but which encompass enough land to be further subdivided without rezoning. Typically, this category consists of parcels zoned for single-family residential development that are large enough to be subdivided for the creation of additional single-family lots (see Exhibit 7. Example of a Partially Utilized Parcel). For parcels not classified as Vacant or Pipeline, assign the “Partially Utilized” classification if the property meets **all** the following criteria:

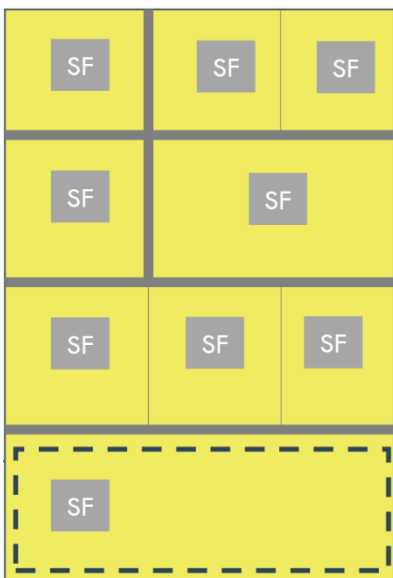
- The parcel is in a residential zone where the predominant form of new housing development is expected to be single family
- Based on assumed density for that zone, the parcel has potential to support at least 2.5 X number of existing units.

To identify Partially Utilized parcels in residential zones, do the following:

- Calculate the field Potential Units as number of units that could be built at the assumed density level for that zone (parcel acres x Assumed Density).
- Compare Potential Units to the existing units on the parcel. If Potential Units is at least 2.5x existing units, then classify the parcel as Partially Utilized. (LCA Class = “Partially Utilized”)

Note: Critical areas will be accounted for in Step 3. Then remaining acreage of Partially Utilized parcels will be aggregated and standard deductions will be applied. The Potential Units field is not used to calculate land capacity.

Exhibit 7. Example of a Partially Utilized Parcel



Source: BERK, 2020.

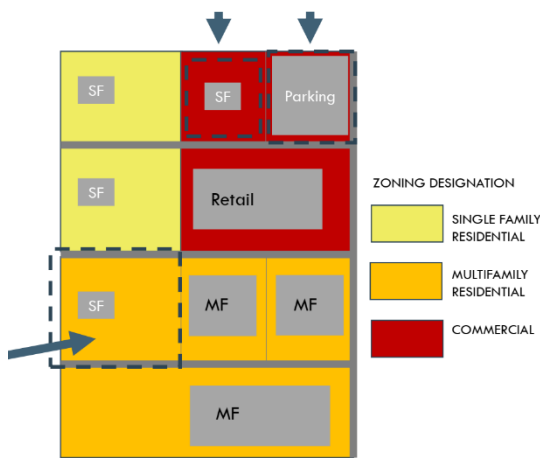
- **Step 1.5: Identify Under-Utilized Properties.** Under-utilized properties contain some amount of existing development, but there is a strong possibility that the existing use will be converted to a more intensive use during the planning period. For example, a single-family home on a property with multifamily or commercial zoning could be considered under-utilized (see Exhibit 8. Examples of

Under-Utilized Parcels).

For parcels not classified as Vacant, Pipeline, or Partially Utilized, assign the “Under-Utilized” classification if the property meets any of the following criteria:

- The property is in a residential or mixed-use zone where the predominant form of new housing development is expected to be multifamily, and the existing use is a detached single-family home, cottage, mobile/manufactured home, or garage/shed; or
- The property improvement to land value ratio is < 0.5 (i.e., assessed improvements value divided by assessed land value <0.5).

Exhibit 8. Examples of Under-Utilized Parcels



Source: BERK, 2020.

- **Step 1.6: Identify Platted Lots.** Single-family parcels that are platted lots recorded prior to the January 1, 2020 “look back” date should be identified and removed from the land supply prior to application of critical areas deductions (Step 3) if they are classified as Vacant, Partially Utilized, or Under-Utilized. As part of approved plats, these properties have already undergone critical areas review and should not have deductions applied again. Development potential for these platted lots is calculated separately in Step 8. As part of this process, any parcel-level attribute information added as part of the Infrastructure Gap Review (Step 0) should be maintained to ensure that any density limits or modifications to market factor resulting from infrastructure gaps can be properly considered when calculating development potential in Step 8.

Where platted lots are identified, set the “Platted Lot” field to TRUE. Platted lots are identified by Assessor tax account number with the following query:

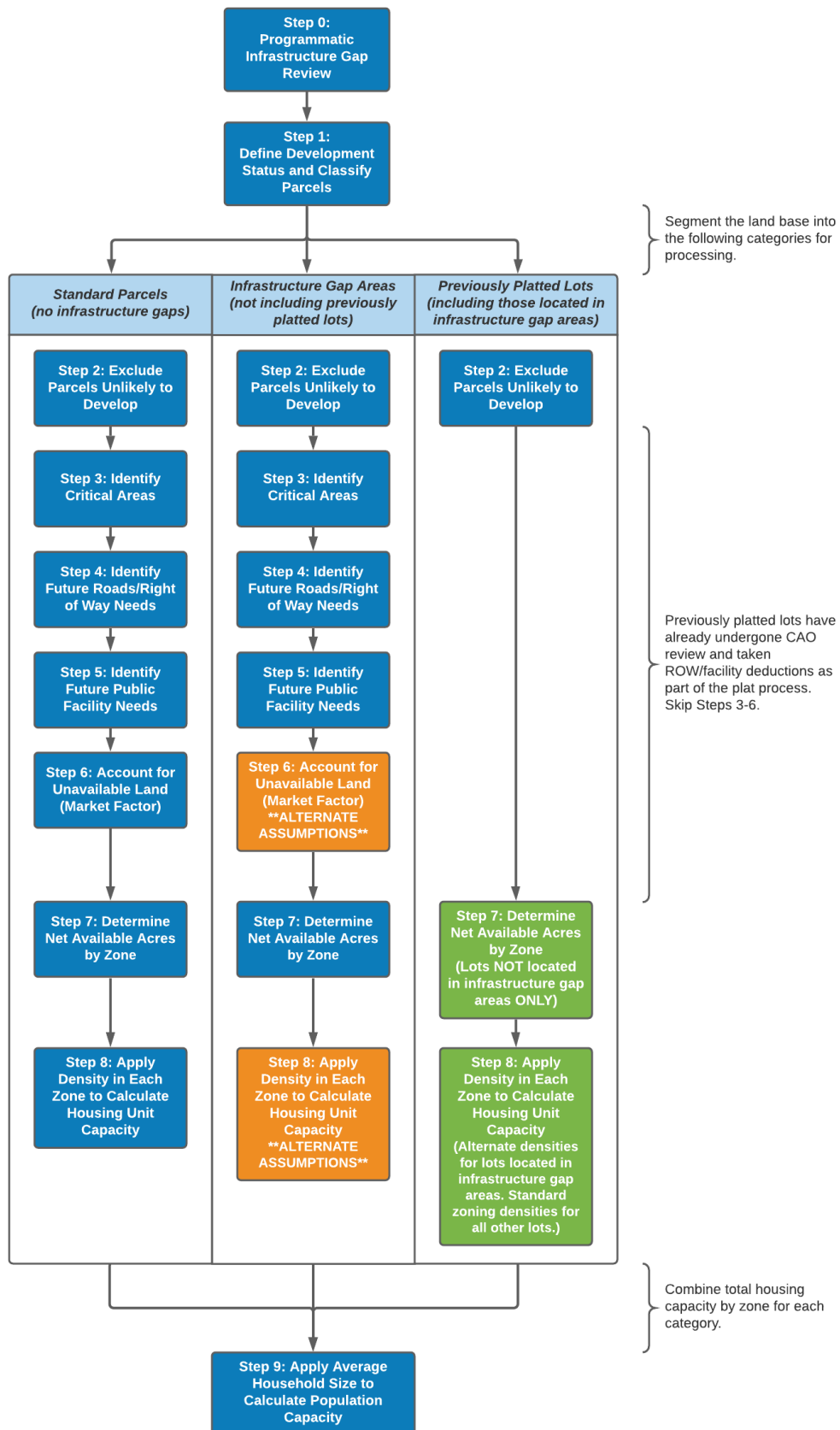
```
SELECT FROM GIS.PARCEL_POLY WHERE [ACCT_NO] >= '37**_***_***_****'
```

- **Step 1.7: Segment Land Base for Processing.** While the LCA provides a standard methodology for analyzing land capacity, deviations are necessary to account for unique circumstances. Infrastructure gap areas as identified in Step 0 are one such special consideration, and platted lots identified in Step 1.6 are another. In this sub-step, the land base should be segmented into three groups, and

each group will proceed through Steps 2-8 separately. The net housing capacity by zone for each group will be recombined in Step 9 to determine total housing and population capacity. Using GIS, segment the land base into three feature classes based on the criteria below:

- **Previously Platted Lots:** Previously platted lots have already undergone review and deductions for critical areas, roads, and public facilities. As such, these properties should not repeat those steps in this LCA process. Previously Platted Lots will complete Step 2, then proceed to Step 7.
 - Using GIS, select all properties where “Platted Lot” equals TRUE. Export these properties to a new GIS feature class, “LCA_Platted_Lots.”
Any infrastructure-related attributes established in Step 0 should be maintained.
- **Infrastructure Gap Parcels:** Properties located within identified infrastructure gaps in Step 0 are not anticipated to achieve the same level or development as properties without infrastructure gaps. These properties will complete Steps 2-8, but they will use alternative growth assumptions (either an alternative assumed density or alternate market factor).
 - Using GIS, select all properties where “Infrastructure Gap” is not NULL, and “Platted Lot” equals FALSE. Export these properties to a new GIS feature class, “LCA_InfraGap_Parcels.”
- **Standard Parcels:** Properties not flagged as Platted Lots and not located in an infrastructure gap area are not subject to special considerations and can complete Steps 2-8 without using alternate assumptions.
 - Using GIS, select all properties where “Platted Lot” equals FALSE, and “Infrastructure Gap” is NULL. Export these properties to a new GIS feature class, “LCA_Standard_Parcels.”

Exhibit 9. Residential Land Supply Data Processing Diagram



Step 2: Exclude Parcels Unlikely to Develop

This step refines the classifications from Step 1. This refinement is intended to address additional factors that could affect development potential, such as high-value homes that may be unlikely to redevelop or subdivide, despite having adequate acreage to do so.

- **Step 2.1: Exclude High-Value Residential Parcels.** For parcels that meet the following criterion, change LCA Class to “Exclude”:
 - The assessed value of property improvements is greater than 2.5 X the parcel’s assessed land value.

Step 3: Identify Critical Areas

Critical areas are defined by the GMA generally as wetlands, frequently flooded areas, geologically hazardous areas, fish and wildlife habitat conservation areas, and critical aquifer recharge areas. These are all environmentally sensitive areas that must be protected under GMA and are generally not available for development. This step determines the location of critical areas and applies a mosaic feature that generalizes buffers and required setbacks. Once identified, these areas are deducted from the remaining vacant, partially utilized, and underutilized land supply.

This analysis assumes a percentage of critical areas can be legally developed under the current Critical Areas Ordinance. The likelihood that an area can be developed depends upon the type of environmental sensitivity. This method differentiates “Areas of Moderate Geologic Hazard” from other “Critical Areas” and applies a different partial reduction of acreage for each category when calculating developable land supply. Further, this analysis assumes that most jurisdictions do not limit residential development in critical aquifer recharge areas or in frequently flooded areas. For example, Kitsap County Code (KCC 19.600.620) does not list residential development as an activity with a potential groundwater threat and thus does not limit residential development. Also, Kitsap County Code (chapter 15.12 KCC) does not generally prohibit residential development in frequently flooded areas, except in designated floodways, but rather imposes structural building standards. After review of designated floodways in Flood Insurance Rate Maps, most of these areas are located outside of UGAs, along shorelines, are located on public lands, or are notated along DNR typed water courses. The DNR typed watercourses are already included in this reduction factor and so no additional reduction for FEMA flood hazard along streams corridors is included. Should city regulations prohibit or limit development in critical aquifer recharge areas or frequently flooded areas, those jurisdictions should account for and include these areas in the critical area mosaic.

DEVELOPMENT POTENTIAL OF HIGH-VALUE HOMES

Step 2.1 examines properties with special circumstances that make them unlikely to redevelop, regardless of subdivision potential or zoning. Often, these properties are high-value, luxury single-family homes with larger lot sizes and high improvement values relative to the value of the underlying land.

The methodology identifies these properties on the basis of improvement-to-land value ratio to control for variations in land values across large areas. Local jurisdictions may consider local property value conditions and set alternative thresholds, as appropriate.

CRITICAL AREAS

The methodology for Step 3 is based on Kitsap County’s adopted framework for regulating critical areas. Local jurisdictions may include additional environmental constraints or apply different reduction factors, depending on local regulations.

The Critical Areas mosaic represents the areas most highly encumbered by the presence of environmental features. Components of the mosaic include the following critical areas categories:

- **Streams:** Both perennial and seasonal streams, as well as their associated buffer areas.
- **Wetlands:** Delineated wetland areas and their associated buffers, as regulated by the Critical Areas Ordinance.
- **Water Bodies:** Areas of standing water that cover a portion of a parcel, including lakes, ponds, bogs, or saltwater.
- **Hydric Soils:** Inclusion of hydric soils in the critical areas mosaic captures areas that have the potential to be classified as wetlands, even if no formal wetland delineation has been performed.
- **Areas of High Geologic Hazard:** Unstable areas with steep slopes or other geologic characteristics that make them highly unsuitable for development.

Areas of Moderate Geologic Hazard include lands with moderate slopes, seismic concerns, or erosion risks, but they are not as sensitive as the high geologic hazard areas included in the Critical Areas mosaic and are therefore assigned a lower reduction factor.

Exhibit 11 provides a detailed description of each critical areas mosaic component, data sources, associated buffer widths, and land supply reduction factors.

The following sub-steps are applied to the “LCA_Standard_Parcel” and “LCA_InfraGap_Parcel” land supply datasets. The “LCA_Platted_Lots” dataset does not complete Steps 3-6.

Step 3.1: Construct Critical Areas Mosaic

For each class of critical area (streams, water bodies, wetlands, hydric soils, and geologic hazards), apply the following GIS operations:

- Buffer features according to adopted buffers and setbacks, as established in the latest Critical Areas Ordinance.
- With the exception of Moderate Geologic Hazard area, dissolve all critical area and buffer/setback areas to create a single Critical Areas polygon.
- Dissolve all Moderate Geologic Hazard features and associated buffer/setback areas to create a single polygon.

Step 3.2: Overlay Critical Areas Mosaic on Parcel Base

- Select Vacant, Partially Utilized, and Under-Utilized parcels and dissolve to create an aggregated Developable Lands GIS feature class. The dissolve operation should respect LCA classification, zoning, and any infrastructure gaps identified in Step 0. Ensure that the resulting feature class maintains the following attributes:
 - LCA Classification;
 - Zoning;
 - Infrastructure gap type; and

- Alternative assumed density or alternative market factor (identified as part of Step 0.2).
- Overlay the Critical Areas polygon and the Areas of Moderate Geologic Hazard polygon with the aggregated Developable Lands feature class. Perform a union of these three datasets to generate an updated Developable Lands feature class consisting of the following:
 - Areas with no environmental constraints;
 - Critical Areas; and
 - Areas of Moderate Geologic Hazard.
- Areas of environmental constraint that do not intersect Vacant, Partially Utilized, or Under-Utilized parcels should be excluded from the updated Developable Lands feature class.
- At this point, the GIS feature class can be exported into a tabular format for additional spreadsheet-based operations in Microsoft Excel or a similar program. Subsequent steps will refer to this as the “Buildable Lands table.”

Step 3.3: Apply Critical Area Reductions

- Add a “Developable Acres” column to the Buildable Lands table. This column represents the baseline aggregate acreage available for development after consideration of critical areas and is calculated in the following steps. Further deductions for roads, infrastructure, and public uses will be applied in Steps 4-7.
- For each record in the Buildable Lands table, calculate developable acres as follows:
 - For areas without environmental constraints, set equal to total acreage of the polygon.
 - For areas impacted by Critical Areas, set Developable Acres to 25% of overall polygon acreage (75% reduction).
 - For areas impacted by Areas of Moderate Geologic Hazard, set Developable acres to 50% of overall polygon acreage (50% reduction).

Assumptions for Mixed-Use Zones

Commerce Guidelines emphasize the importance of not duplicating residential and employment capacity in mixed use zones. Local jurisdictions may estimate future residential capacity in mixed use zone based on achieved residential densities (counting total residential units built per acre after deducting critical areas) or by dividing the land base proportionally between residential and commercial uses based on floor area ratios (page 25-27, including figure 8).

Local jurisdictions are encouraged to develop their own assumptions based on local conditions, observed trends, example developments where there is no recent history, and/or mixed-use development regulations. To ensure that development capacity is not over- or under-counted, the residential and non-residential percentage assumptions for each zone (see County examples in Exhibit 10) **must** sum to 100%.

Considerations for Vertical Mixed-Use Development

In the example of vertical mixed-use areas, both residential and commercial densities should be calculated using total acreage.

For example, residential density would be calculated as total housing units divided by total acreage. Commercial FAR would be calculated as total developed commercial square footage divided by total acreage. These calculated densities can then each be applied to total developable acreage in the mixed-use zone to estimate residential and commercial capacity, without using an acreage split. If local jurisdictions choose to address mixed use in this way, the adjustment to developable acreage described in Step 3.4 should not be implemented.

Step 3.4: Adjust Developable Acres for Mixed-Use Zones

In mixed-use zones where new development is assumed to be single use (residential or commercial, not vertical mixed-use), jurisdictions should consider the proportion of developable land that is anticipated to be developed for residential versus commercial uses, based on residential densities allowed, achieved, and assumed. Special considerations for calculating capacity for vertical mixed-use development are described in the sidebar.

For areas with mixed-use zoning, developable acreage (as calculated in Step 3.3) should be adjusted to account for areas assumed not to develop for residential use. Exhibit 10 shows example assumptions for

mixed-use zoning in unincorporated Kitsap County.

Exhibit 10. Mixed-Use Zoning Residential-Commercial Proportion Assumptions

Zoning	Percent Residential	Percent Non-Residential
Urban Village Center (UVC)	50%	50%
Regional Center (RC)	50%	50%
Low Intensity Commercial (LIC)	50%	50%

For mixed-use zones only, re-calculate Developable Acres as follows:

- Developable Acres = Developable Acres (Step 3.3) x Percent Residential Assumption

Exhibit 11. Parameters for Identifying Critical Area Reductions

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
Streams					
DNR Water-courses	S: All waters, within their bankfull width, as inventoried as “shoreline of the state” under chapter 90.58 RCW (Segments of Big Beef Creek, Curley Creek, Chico Creek, Burley Creek, Union River, Blackjack Creek and Tahuya River)	200 feet	15 feet beyond buffer	75%	WCHYDRO contains watercourses represented as arcs or lines created by the Washington State Department of Natural Resources. These occur alone as single arc watercourses representing streams, ditches, or pipelines, or as centerlines through water body polygons such as double-banked streams, lakes, impoundments, reservoirs, wet areas,
	F: Segments of natural waters other than Type S Waters, which are within the bankfull widths of defined channels and periodically inundated areas of their associated wetlands or within lakes, ponds or impoundments having a surface area of 0.5 acre or greater at seasonal low water and which in any case contain fish habitat.	150 feet	15 feet beyond buffer	75%	

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	NP: Segments of natural waters within the bankfull width of defined channels that are perennial nonfish habitat streams. Perennial streams are flowing waters that do not go dry any time of the year of normal rainfall.	50 feet	15 feet beyond buffer	75%	or glaciers. Also included are areas where the Wild Fish Conservancy has field-surveyed streams, where accessible, for fish presence and overall condition.
	NS: Segments of natural waters within the bankfull width of defined channels that are not Type S, F or Np Waters. These are seasonal, nonfish habitat streams in which surface flow is not present for at least some portion of the year of normal rainfall.	50 feet	15 feet beyond buffer	75%	
Wetlands					
Wetlands	<p>Category I: Category I wetlands include, but are not limited to, wetlands that represent rare or unique wetland types, those that are more sensitive to disturbance than most wetlands, those that are relatively undisturbed and contain ecological attributes that are impossible to replace within a human lifetime, or those that provide a high level of function. Category I wetlands score twenty-three points or more out of twenty-seven on the wetlands ratings system.</p> <p><i>(Washington State Wetland Rating System for Western Washington, revised 2014, or as hereafter amended)</i></p>	92.5 feet		75%	<p>All wetland delineations are done in accordance with the approved federal wetland delineation manual and applicable regional supplement. All areas within the county that meet the wetland designation criteria are designated critical areas and are subject to the provisions of Kitsap County Code Title 19 – Critical Areas Ordinance.</p> <p>Through personal communication with environmental review staff, the most common wetland categories found in urban areas are Category III and IV wetlands. The characteristics of these common wetland types were moderate level</p>
	<p>Category II: Category II wetlands are those wetlands that are more difficult to replace and provide high levels of some functions. Category II wetlands score between twenty and twenty-two points out of twenty-seven on the wetlands ratings system.</p> <p><i>(Washington State Wetland Rating System for Western Washington, revised 2014, or as hereafter amended)</i></p>				

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	<p>Category III: Category III wetlands are those wetlands with a moderate level of function and can often be adequately replaced with mitigation. Category III wetlands score between sixteen and nineteen points on the wetlands ratings system.</p> <p><i>(Washington State Wetland Rating System for Western Washington, revised 2014, or as hereafter amended)</i></p> <hr/> <p>Category IV: Category IV wetlands have the lowest level of function and are often heavily disturbed. Category IV wetlands score less than sixteen points out of twenty-seven on the wetlands ratings system.</p> <p><i>(Washington State Wetland Rating System for Western Washington, revised 2014, or as hereafter amended)</i></p>				<p>of function. In very rare circumstances since the adoption of the 2017 CAO, low functioning/value Category II were delineated. Discussion was also held on common modifications of buffer standards allowed in code. This includes buffer averaging, administrative buffer reductions of 25% or less (Type II decision) or if greater than a 25% buffer reduction, buffer variance approved by the Hearings Examiner (Type III decision).</p> <p>To calculate average buffer widths, the most common wetland category found in urban areas was used (Category III to IV). The range of buffer widths from moderate functioning wetlands are 75ft to 110ft, with average at 92.5 feet.</p>

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
Water Bodies					
Water Bodies	<ul style="list-style-type: none"> ▪ Bay, Estuary, Ocean or Sea (Water Body cartographic feature code: 116) ▪ Lake, Pond, Reservoir, Gravel pit or quarry filled with water (Water Body cartographic feature code: 421, 101, 402) ▪ Marsh, wet area, swamp or bog (Water Body cartographic feature code: 111) 			75%	WBHYDRO contains water body polygons, such as double-banked streams, lakes, impoundments, reservoirs, wet areas, or glaciers. The purpose of including these features in the mosaic is to ensure that isolated water areas (such as lakes, ponds, or bogs) not covered by other categories are properly accounted for and removed from the land supply.
Hydric Soils					
Department of Natural Resources Soil Survey	<p>Soil Description:</p> <ul style="list-style-type: none"> ▪ Bellingham silty clay loam ▪ McKenna gravelly loam ▪ Mukilteo peat ▪ Norma fine sandy loam ▪ Semiahmoo muck ▪ Shalcar muck ▪ Shelton-McKenna complex ▪ 0-10 percent slope ▪ Tacoma silt loam 			75%	Potential wetlands

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
Geohazards					
Geohazard	<p>Areas of High Geologic Hazard:</p> <p>a) Areas with slopes greater than thirty percent and mapped by the Coastal Zone Atlas or Quaternary Geology and Stratigraphy of Kitsap County as "Unstable" (U), "Unstable Old Land Slides" (UOS) or "Unstable Recent Slides" (URS).</p> <p>b) Areas deemed by a Geologist to meet the criteria.</p>			75%	The GEOHAZARDS feature class is a union of the DNR & Natural Resource Conservation Service's (SCS) 1980 Soil Survey for Kitsap County and the soil STABILITY classification from the 1979 "Quaternary Geology and Stratigraphy of

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	<p>Areas of Moderate Geologic Hazard:</p> <p>a) Areas designated U, UOS, or URS in the Coastal Zone Atlas or Quaternary Geology and Stratigraphy of Kitsap County, with slopes less than thirty percent; or areas found by a qualified geologist to meet the criteria for U, URS, and UOS with slopes less than thirty percent; or</p> <p>b) Slopes identified as "Intermediate" (I) in the Coastal Zone Atlas or Quaternary Geology and Stratigraphy of Kitsap County, or areas found by a qualified geologist to meet the criteria of I; or</p> <p>c) Slopes fifteen percent or greater, not classified as I, U, UOS, or URS, with soils classified by the Natural Resources Conservation Service as "highly erodible" or "potentially highly erodible;" or</p> <p>d) Slopes of fifteen percent or greater with springs or groundwater seepage not identified in Items 1 and 2, above; or</p> <p>e) Seismic areas subject to liquefaction from earthquakes (seismic hazard areas) such as hydric soils as identified by the Natural Resources Conservation Service, and areas that have been filled to make a site more suitable. Seismic areas may include former wetlands which have been covered with fill.</p>			50%	Kitsap County" thesis work by Jerald Deeter.

Source: Kitsap County, 2014.

Customizing Road, Infrastructure, and Market Factor Deductions

The deductions described in Steps 4-7 are intended to address future infrastructure needs by new development and market conditions in unincorporated Kitsap County. Modifications to these assumptions may be necessary in more urban areas, and cities are encouraged to develop custom deductions that best fit their circumstances.

Road/Right of Way Deduction

- Right of way and private circulation needs may vary between unincorporated areas and cities. Developable lands in urban areas may already be served by established road networks, thereby reducing the need for new roads or off-site improvements compared to other jurisdictions. The County guidance establishes a single deduction factor for all unincorporated areas, but cities may consider modifying roads/right of way deductions based on local conditions. For example, cities whose redevelopable land supply is concentrated in areas already served by roads and appropriate levels of service may establish a lower deduction factor for Under-Utilized properties compared to Vacant lands.

Public Facility Deduction

Public facilities and other on-site improvements needed to serve new development may vary across jurisdictions. Consider public facility needs such as, utility easements, on-site stormwater detention facilities, tree retention, trails, common open space and other on-site facilities required by local development regulations. These facilities may already exist in urban areas, requiring relatively little additional land associated with new development. If so, Cities may consider reducing deductions for public facilities accordingly.

Unavailable Land (Market Factor)

- High demand for urban real estate may reduce the amount of land that stays unavailable for development, and market factors may also vary across a city, depending on planning/zoning frameworks in place.

Roads, right of way, and traffic mitigation are necessary for new development, particularly undeveloped properties. The LCA applies a deduction for future road needs after accounting for environmentally critical areas in Step 3. Road and right of way deductions necessary for a given development project can depend on a variety of factors, including level of serve for roadway segments and intersections, site characteristics, environmental features, and permitting requirements. The standard deduction used here is based on review of permit trends and code requirements in unincorporated Kitsap County. The following applies to the “LCA_Standard_Parcel” and “LCA_InfraGap_Parcel” land supply datasets. The “LCA_Platted_Lots” dataset does not complete Steps 3-6.

For each record in the Buildable Lands table, calculate deductions for future roads and right-of-way as follows:

- Add column “ROW Deduction.”
- Calculate deduction according to the following formula:
 - “ROW Deduction” = 20% of “Developable Acres”
 -

Step 5: Identify Future Public Facility Needs

After accounting for new roads, right of way, and traffic mitigation in Step 4, the LCA further deducts land necessary for construction of public facilities and other on-site improvements needed to serve new development, such as utility easements, on-site stormwater detention facilities, tree retention, trails, common open space and other on-site facilities required by development regulations. The deduction for these facilities should be taken based on the remaining buildable area after the road/right of way deduction is applied. The standard deduction used here is based on review of permit trends and code requirements in unincorporated Kitsap County. The following applies to the “LCA_Standard_Parcel” and “LCA_InfraGap_Parcel” land supply datasets. The “LCA_Platted_Lots” dataset does not complete Steps 3-6.

For each record in the Buildable Lands table, calculate deductions for future public facilities as follows:

- Add column “PubFac Deduction.”
- Calculate deduction according to the following formula:
 - “PubFac Deduction” = 20% of (“Developable Acres” – “ROW Deduction”)

Step 6: Account for Unavailable Lands (Market Factor)

In addition to land needed for public infrastructure, some percentage of otherwise developable land is likely to remain unavailable due to market conditions and landowner intent. In general, Commerce Guidance indicates larger urban jurisdictions with significant development and redevelopment activity observed or expected will likely find and assume lower market supply factors. Other jurisdictions not anticipating substantial redevelopment and/or still experiencing urbanization of unimproved areas will likely assume higher market supply factors (page 41).

The following sub-steps apply to the “LCA_Standard_Parcel” and “LCA_InfraGap_Parcel” land supply datasets. The “LCA_Platted_Lots” dataset does not complete Steps 3-6.

Step 6.1. Identify Residential Product Type for Each Zone

Assign a housing product type (Single Family or Multifamily/Mixed Residential) to each zone based on anticipated predominant uses. The product type assigned should represent the predominant residential building typology and use that is likely to be developed for that zone, based either on past buildout or what is envisioned and supported by development regulations and requirements.

Note, that the alternative assumed densities selected in Step 8 should be consistent with the product type selected in Step 6.1 to ensure the appropriate market factor range is applied to determine buildable land capacity.

Exhibit 12. Residential Product Type Examples

Product Type	Description/Application	Illustrative Examples
Single Family	All areas where single family residential product inclusive of any of the following listed as the predominant use: detached, duplex, tri-plex four plex or townhouse plat.	Detached single family homes and subdivisions, attached townhomes and duplexes
Multifamily/Mixed Residential	All areas where multilevel stacked residential product in the form of rental housing or condominium ownership is the predominant permitted use. Inclusive of high density multifamily and mixed use developments	Stacked flat apartment buildings, garden style apartment complexes, mid rise multifamily podium projects, mid rise multifamily podium projects with ground floor commercial uses, residential high rise, residential condominium projects.

Source: Heartland, 2021.

The market factor ranges in Appendix X account for the expected rate of absorption of land supply development over the next 20 years. In other words, it accounts for the percentage of land that is unlikely to develop due to market conditions and demand. Therefore, a high assumed market factor means barriers to development may exist that could impact additional growth in that jurisdiction within the 20-year planning period.

Step 6.2. Identify Market Factor Range by Geography

For each record in the Buildable Lands table:

- Add column “Market Factor Range.”
- Assign the applicable market factor range for each zone based on its geographic location and assigned Product Type, according to the market factor matrix contained in Appendix B – Market Factor Guidance Framework:
 - Low (5-20%);

- Medium (20-35%); or
- High (35-50%).

Step 6.3. Establish Specific Market Factor Based on Local Conditions.

Step 6.3 provides a framework for selecting a final market factor from within the range assigned in Step 6.2, based on specific local conditions. A detailed discussion of conditions that warrant adjustments to market factors is contained in Appendix B – Market Factor Guidance Framework; the conditions include the following:

- Vacant vs. Partially Utilized or Under-Utilized lands;
- Local market conditions;
- Single-family uses in recently up-zoned areas;
- Restrictive covenants in planned communities;
- Known parcel size and assemblage challenges;
- Transit accessibility;
- Infrastructure limitations; and
- Areas designated as Growth Centers.

Local jurisdictions should review and incorporate these criteria when setting their local market factors and document their assumptions for each zone and geographic area.

For each record in the Buildable Lands table:

- Add 2 columns: “Market Factor Final” and “Market Deduction.”
- For the “LCA_Standard_Parcels” dataset:
 - Apply the criteria in Appendix B – Market Factor Guidance Framework and set “Market Factor Final” equal to the finalized market factor.
 - Calculate “Market Deduction” as:
 (“Developable Acres” – (“ROW Deduction” + “PubFac Deduction”))
- For the “LCA_InfraGap_Parcels” dataset:
 - If an alternate market factor was established in Step 0, set “Market Factor Final” equal to this value.
 - If no alternate market factor was established in Step 0, apply the criteria in Appendix B – Market Factor Guidance Framework and set “Market Factor Final” equal to the finalized market factor.
 - Calculate “Market Deduction” as:
 (“Developable Acres” – (“ROW Deduction” + “PubFac Deduction”)) x “Market Factor Final”
- For the “LCA_Platted_Lots” dataset, skip this step and proceed to Step 7.

Step 7: Determine Available Net Acres

This step calculates Net Available Acres by applying the deductions from Steps 4-6 to the Developable Acres calculated in Step 3. Assumptions for under-utilized and partially utilized platted lots are different because redevelopment (typically on older plats from the 1960s-1970s) is often substantially impeded if not functionally prohibited, by plat requirements or covenants. An example of these impediments includes strict plat covenants and requirements for majority approval of affected landowners within a plat if additional lots are to be created. The 25% of under-utilized and partially utilized platted lots that remain in the land supply are intended to account for some additional development capacity, including capacity for accessory dwelling units (ADUs). Add a new column to the Buildable Lands table, “Net Acres,” and calculate for each record as follows:

- “LCA_Standard_Parcel” and “LCA_InfraGap_Parcel” land supply datasets:
 - “Net Acres” = “Developable Acres” – (“ROW Deduction” + “PubFac Deduction” + “Market Deduction”)
- “LCA_Platted_Lots” dataset:
 - If “Infrastructure Gap” is NULL, calculate net acreage by development classification:
 - **Vacant:** “Net Acres” = 100% of platted parcel area.
 - **Under-Utilized and Partially Utilized:** “Net Acres” = 25% of platted parcel area.
 - If “Infrastructure Gap” is not NULL, do not calculate net acreage. Capacity will be assigned to these records in Step 8.

Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity

Step 8.1. Calculate Gross Housing Unit Capacity

Gross housing unit capacity is calculated by applying density assumptions for each zone to net available acres. Density assumptions should consider factors such as historical achieved density in the zone, whether zoning or development regulations have recently changed, infrastructure investments or other amenities that change market conditions, market trends, and the impact of development regulations such as setbacks, height limits, and parking requirements on development feasibility. Local jurisdictions should set their own density assumptions based on each community's zoning scheme, historical achieved residential densities, market trends and other local circumstances. Jurisdictions should provide a description/rationale for density assumptions (see text box on Page 4 for guidance).

Calculate Gross Housing Unit Capacity for each record in the three land supply datasets as follows:

- **“LCA_Standard_Parcel”:**
 - Use standard assumed densities by zone.
 - $\text{Gross Housing Unit Capacity} = \text{Net Acres} \times \text{Standard Assumed Density}$
- **“LCA_InfraGap_Parcel”:**
 - If alternative assumed densities were established in Step 0:
 - $\text{Gross Housing Unit Capacity} = \text{Net Acres} \times \text{Alternative Assumed Density}$
 - If alternative assumed densities were not established in Step 0:
 - $\text{Gross Housing Unit Capacity} = \text{Net Acres} \times \text{Standard Assumed Density}$
- **“LCA_Platted_Lots”:**
 - If “Infrastructure Gap” is NULL, calculate gross capacity using standard assumed densities by zone.
 - $\text{Gross Housing Unit Capacity} = \text{Net Acres} \times \text{Standard Assumed Density}$
 - If “Infrastructure Gap” is not NULL, calculate gross housing capacity by development classification:
 - **Vacant:** Assume 1 unit of capacity per vacant platted lot.
 - **Under-Utilized and Partially Utilized:** Assume zero housing capacity due to lack of

Comparing Achieved and Assumed Densities

RCW 36.70A.215(3)(d): Determine the actual density of housing that has been constructed and the actual amount of land developed for commercial and industrial uses within the urban growth area since the adoption of a comprehensive plan under this chapter or since the last periodic evaluation...

WAC 365-196-315(5)(a)(ii): Evaluation under RCW 36.70A.215 (3)(b) should compare the achieved densities, type and density range for commercial, industrial and residential land uses with the assumed densities that were envisioned in the applicable county-wide planning policies, and the comprehensive plan.

Commerce Guidance on Lack of Information: When there are insufficient data to use in projecting future urban capacity for redevelopment areas, comparable sites, even if outside of the jurisdiction or assessment area, can provide useful data... (Page 35)

infrastructure.

Step 8.2. Calculate Net Housing Unit Capacity

After applying density assumptions, aggregate gross housing capacity by zone. Net housing capacity by zone is calculated by subtracting existing housing units on Partially Utilized and Under-Utilized properties in each zone:

- Net Housing Unit Capacity = Gross Housing Unit Capacity – Existing Housing Units

Step 8.3. Address Pipeline Development

After Net Housing Unit Capacity is calculated for each zone, adjust for pipeline development that was set aside in Step 1. Development projects approved after the January 1, 2020 cutoff date, final platted lots without building permits, and approved master planned or phased development should be included.

Calculate pipeline housing units for each zone as follows:

- **Final platted lots:** 1 single-family unit per lot;
- **Finalized land use permits or development proposals:** Total proposed housing unit count as approved by permit; and
- **Approved master planned or phased development:** If the property was set aside as “Pipeline” in Step 1 and assigned an approved density level, calculate unit yield based on property acreage and approved density.

After calculating Pipeline units by zone, add them back into Net Housing Unit Capacity by zone.

Step 8.4. Address Capacity for Accessory Dwelling Units (ADU’s) for Additional Urban Housing Capacity (Optional)

Accessory Dwelling Units (ADU’s) offer the potential for additional housing capacity on **developed** single-family lots. Each jurisdiction may develop assumptions or analysis to determine the capacity for new ADUs that could reasonably be expected based on development regulations, permitting trends, and local market conditions. These assumptions should include a relatively high market factor to account for homeowners that would not choose to add an ADU. Any additional capacity factors for ADU’s should **not** be applied to the “LCA_Platted_Lots” dataset. The potential for additional ADU development on Partially Utilized and Under-Utilized properties is already considered as part of the net acreage calculations in Step 7.

Maintain ADU capacity as a separate line-item from Net Housing Unit Capacity for each zone.

Step 9: Apply Average Household Size to Calculate Population Capacity

The final step of the Residential LCA is the calculation of population capacity based on Net Housing Unit Capacity by zone calculated in Step 8.

Step 9.1. Consolidate Land Supply Datasets

Consolidate the Net Housing Capacity tables for the three separate land supply datasets (“LCA_Platted_Lots,” “LCA_InfraGap_Parcel,” and “LCA_Standard_Parcel”) into a single table and calculate total net housing capacity by zone.

Step 9.2. Calculate Population Capacity by Zone

For each zone in the consolidated table, calculate population capacity as follows:

- Apply a 5% discount to Net Housing Unit Capacity to reflect estimated vacancy rate.
- After applying vacancy discount, multiply the housing unit capacity by the assumed household size. Exhibit 13. Average Household Assumptions by Jurisdiction and UGA provides average household size assumptions to use in each city and unincorporated UGA. Apply the single-family household size to capacity in zones assumed to be predominantly single-family homes. Apply the multifamily household size assumption to capacity in zones assumed to be predominantly multifamily homes.³

³ Average household size varies across Kitsap County. And it also varies between single family and multifamily housing. Exhibit 13. Average Household Assumptions by Jurisdiction and UGA uses the best available data from the Census to provide reasonable assumptions by jurisdiction and unincorporated UGA.

Exhibit 13. Average Household Assumptions by Jurisdiction and UGA

Jurisdiction/UGA	Single Family Household Size	Multifamily Household Size
City of Bainbridge Island	2.45	2.22
City of Bremerton	2.33	2.13
City of Port Orchard	2.64	2.42
City of Poulsbo	2.51	2.07
Bremerton - Unincorporated UGA	2.33	2.13
Central Kitsap - Unincorporated UGA	2.56	2.31
Kingston - Unincorporated UGA	2.36	1.8
Port Orchard - Unincorporated UGA	2.76	2.11
Poulsbo - Unincorporated UGA	2.51	2.07
Silverdale - Unincorporated UGA	2.77	2.12

Note: The Census does not publish average household size by housing type. Therefore, average ownership household size is used as a proxy for single family and average renter household size is used as a proxy for multifamily. For unincorporated UGAs, household sizes are based on the best matching Census Defined Place, which may be the neighboring city. For Central Kitsap the county averages are used.

Source: U.S. Census American Community Survey 5-Yr Estimates, 2015-2019; BERK, 2021.

- Calculate population capacity for ADU’s. For each zone, apply a 5% vacancy discount to ADU capacity, and then multiply by the latest renter household size reported by the ACS.
- Summarize total population capacity by zone.

COMMERCIAL/INDUSTRIAL LCA

Step 1. Define Development Status and Classify Parcels

The Commercial/Industrial LCA identifies vacant, partially underutilized and underutilized parcels in non-residential and mixed-use zones to calculate available capacity for development of commercial and industrial space and associated employment. The first step in this process is to categorize properties according to their development potential. The following steps apply only to properties located in non-residential and mixed-use zoning districts.

Exhibit 14. GIS Database Fields to be Added – Commercial/Industrial LCA Step 1

Field Name	Field Type	Comments
Zone	Text	Zoning district
LCA Class	Text	Land Capacity Analysis Classification, as determined in Step 1 (Excluded, Pipeline, Vacant, or Under-Utilized).
Pipeline FAR	Numeric	Approved/proposed floor area ratio (total building square footage/total lot square footage) for Pipeline properties, as determined in Step 1.1. For non-Pipeline properties, set value to Null.
Platted Lot	Text	If the parcel is a platted lot, set to TRUE. Otherwise, set to FALSE.

Source: BERK, 2020.

- **Step 1.1: Identify Pipeline Properties (OPTIONAL).** Pipeline development refers to growth that has been permitted or approved between January 1, 2020 and December 31, 2020 and not captured during the 2013-2019 evaluation period. but was not built. Unless there is a reason to believe the growth will not actually be completed, this growth can be accounted for in the capacity calculations. Jurisdictions that wish to account for pipeline development separately in their LCA can remove the parcels from the land supply at the outset of the process and add them back in later based on approved final permits or development agreements. This can result in a more accurate accounting of capacity for growth. In addition, the process for approving plats, master plans, and building permits can provide a more accurate, site-level review of critical areas than the regional approach used in this LCA. Properties can be classified as “Pipeline” if they meet any of the following criteria. Jurisdictions that complete this optional step can select to use any or all of these criteria and can refine *these criteria to best reflect local circumstances*.
 - A final land use permit has been approved for the property (e.g., mixed-use, commercial, or industrial site plan) but no construction occurred between January 1, 2020 and December 31, 2020. Assign future growth for these parcels consistent with type and square footage described in the approved land use permits.
 - The property is part of a master plan or a phased development under a development agreement. For final master plans or development agreements, assign approved FAR and classify the properties as “Pipeline.” If the master plan or development agreement is preliminary or still

pending, assign an FAR based on building and site square footages in the proposal, but do not classify the land as “Pipeline.”

- **Step 1.2: Identify Excluded Properties.** Parcels with the following use classifications are not likely to redevelop and should be classified as “Excluded”:
 - Utility parcels;
 - Transportation parcels or right-of-way;
 - Marinas;
 - Cemeteries;
 - Hospitals;
 - Governmental services;
 - Schools (including higher education);
 - Churches and other places of worship;
 - Cultural, entertainment, and parks/recreation properties;
 - Tidelands and water areas; and
 - Current Use Exempt parcels (RCW 84.34); note if there is a clear intent to develop in the planning period, treat as pipeline, vacant, or partially utilized as appropriate.
 - Open space
 - Shoreline parcels less than 1 acre

In addition, any properties identified as “Constant” in the Infrastructure Gap Review (Step 0) should be classified as “Excluded.”

- **Step 1.3: Identify Vacant Properties.** Vacant parcels are properties with no development or very minimal improvements, regardless of size. These are identified in County Assessor parcel data as having a property class code associated with vacant/undeveloped land (“910 – Undeveloped Land,” or “990 – Other Undeveloped Land”). For these parcels, set LCA_Class to “Vacant”.

Step 1.4: Identify Under-Utilized Properties. Under-utilized properties contain some amount of existing development, but there is a strong possibility that the existing use will be converted to a more intensive use during the planning period. For example, a single-family home on a property with commercial zoning could be considered under-utilized, as could a small commercial building on a property zoned for greater height or lot coverage than currently exists. (see Exhibit 15).

For parcels not classified as Vacant or Pipeline, assign the “Under-Utilized” classification if the property meets any of the following criteria:

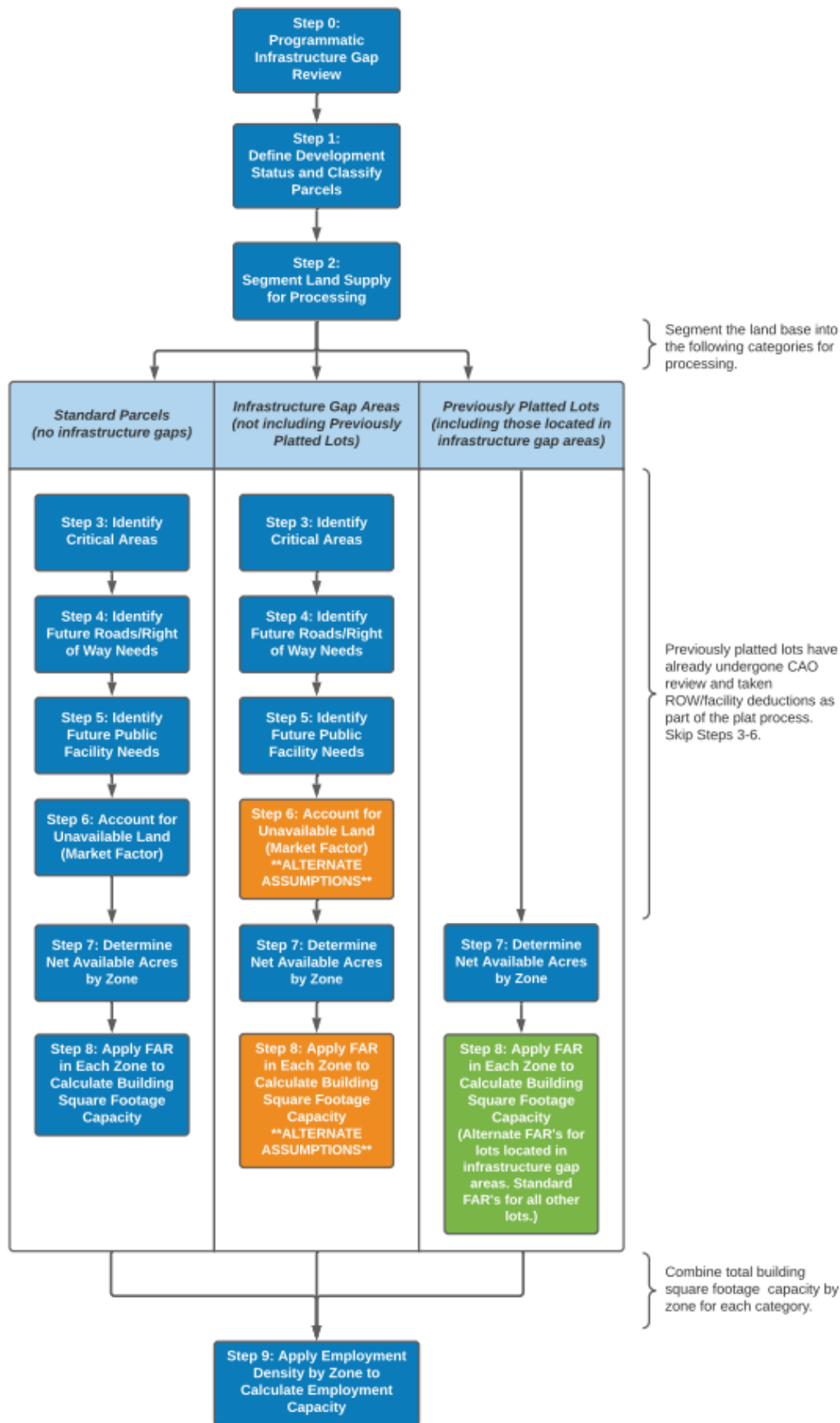
- The property is located in a mixed-use, commercial, or industrial zone and is occupied by a detached single-family home, cottage, mobile/manufactured home, or garage/shed; or
- The property’s improvement to land value ratio is < 0.5 (i.e., assessed improvements value divided by assessed land value < 0.5).

Step 2. Segment Land Base for Processing

While the LCA provides a standard methodology for analyzing land capacity, deviations are necessary to account for unique circumstances, such as infrastructure gap areas as identified in Step 0. In this Step 2, the land base should be segmented into two groups, and each group will proceed through Steps 3-8 separately. The net development capacity by zone for each group will be recombined in Step 9 to determine total building square footage and employment capacity. Using GIS, segment the land base into two feature classes based on the criteria below:

- **Previously Platted Lots:** Previously platted lots have already undergone review and deductions for critical areas, roads, and public facilities. As such, these properties should not repeat those steps in this LCA process. Previously Platted Lots will complete Step 2, then proceed to Step 7.
 - Using GIS, select all properties where “Platted Lot” equals TRUE. Export these properties to a new GIS feature class, “LCA_Comm_Platted_Lots.”
- **Infrastructure Gap Parcels:** Properties located within identified infrastructure gaps in Step 0 are not anticipated to achieve the same level or development as properties without infrastructure gaps. These properties will complete Steps 3-8, but they will use alternative growth assumptions (either an alternative FAR or alternative market factor).
 - Using GIS, select all properties where “Infrastructure Gap” is not NULL and “Platted Lot” equals FALSE. Export these properties to a new GIS feature class, “LCA_Comm_InfraGap_Parcels.”
- **Standard Parcels:** Properties not located in an infrastructure gap area are not subject to special considerations and can complete Steps 3-8 without using alternate assumptions.
 - Using GIS, select all properties where “Infrastructure Gap” is NULL. Export these properties to a new GIS feature class, “LCA_Comm_Standard_Parcels.”

Exhibit 16. Commercial/Industrial Land Supply Data Processing Diagram



Step 3. Identify Critical Areas

Critical areas are defined by the GMA generally as wetlands, frequently flooded areas, geologically hazardous areas, fish and wildlife habitat conservation areas, and critical aquifer recharge areas. These are all environmentally sensitive areas that must be protected under GMA and are generally not available for development. This step determines the location of critical areas and applies a mosaic feature that generalizes buffers and required setbacks. Once identified, these areas are deducted from the remaining vacant, partially utilized, and underutilized land supply.

CRITICAL AREAS

The methodology for Step 3 is based on Kitsap County's adopted framework for regulating critical areas. Local jurisdictions may include additional environmental constraints or apply different reduction factors, depending on local regulations.

This analysis assumes a percentage of critical areas can be legally developed under the current Critical Areas Ordinance. The likelihood that an area can be developed depends upon the type of environmental sensitivity. This method differentiates "Areas of Moderate Geologic Hazard" and "Critical Aquifer Recharge Areas" from other "Critical Areas" and applies a different partial reduction of acreage for each category when calculating developable land supply. This is because Kitsap County Code (in chapters 19.400 and 19.600 KCC) generally allows development with the submittal of adequate geological or hydrogeological reports; therefore, this analysis includes different reductions for those areas. Additionally, Kitsap County Code (chapter 15.12 KCC) does not generally prohibit development in frequently flooded areas, except in designated floodways, but rather imposes structural building standards. After review of designated floodways in Flood Insurance Rate Maps, most of these areas are located outside of UGAs, are located on public lands, or are notated along DNR typed water courses. The DNR typed watercourses are already included in this reduction factor and so no additional reduction for FEMA flood hazard along streams corridors is included. Should city regulations prohibit or limit development in critical aquifer recharge areas or frequently flooded areas, those jurisdictions should account for and include these areas in the critical area mosaic.

The Critical Areas mosaic represents the areas most highly encumbered by the presence of environmental features. Components of the mosaic include the following critical areas categories:

- **Streams:** Both perennial and seasonal streams, as well as their associated buffer areas.
- **Wetlands:** Delineated wetland areas and their associated buffers, as regulated by the Critical Areas Ordinance.
- **Water Bodies:** Areas of standing water that cover a portion of a parcel, including lakes, ponds, bogs, or saltwater.
- **Hydric Soils:** Inclusion of hydric soils in the critical areas mosaic captures areas that have the potential to be classified as wetlands, even if no formal wetland delineation has been performed.
- **Areas of High Geologic Hazard:** Unstable areas with steep slopes or other geologic characteristics that make them highly unsuitable for development.

Areas of Moderate Geologic Hazard include lands with moderate slopes, seismic concerns, or erosion risks, but they are not as sensitive as the high geologic hazard areas included in the Critical Areas mosaic

and are therefore assigned a lower reduction factor.

Critical Aquifer Recharge Areas (CARAs) include areas that contain hydrogeologic conditions that facilitate aquifer recharge and/or transmit contaminants to an underlying aquifer. Development activities in these areas are regulated by Kitsap County Code (KCC 19.600), with development standards applied based on the sensitivity of the individual CARA.

Exhibit 11 provides a detailed description of each critical areas mosaic component, data sources, associated buffer widths, and land supply reduction factors.

The following sub-steps are applied to the “LCA_Comm_Standard_Parcel” and “LCA_Comm_InfraGap_Parcel” land supply datasets. The “LCA_Comm_Platted_Lots” dataset does not complete Steps 3-6.

Step 3.1: Construct Critical Areas Mosaic

For each class of critical area (streams, water bodies, wetlands, hydric soils, and geologic hazards), apply the following GIS operations:

- Buffer features according to adopted buffers and setbacks, as established in the latest Critical Areas Ordinance.
- With the exception of Moderate Geologic Hazard area and Critical Aquifer Recharge Areas, dissolve all critical area and buffer/setback areas to create a single Critical Areas polygon.
- Dissolve all Moderate Geologic Hazard features and associated buffer/setback areas to create a single polygon.
- Dissolve all Critical Aquifer Recharge Area features to create a single polygon.

Step 3.2: Overlay Critical Areas Mosaic on Parcel Base

- Select Vacant and Under-Utilized parcels and dissolve to create an aggregated Developable Lands GIS feature class. The dissolve operation should respect LCA classification, zoning, and any infrastructure gaps identified in Step 0. Ensure that the resulting feature class maintains the following attributes:
 - LCA Classification;
 - Zoning;
 - Infrastructure gap type; and
 - Infrastructure FAR limit or alternate market factor (identified as part of Step 0.2).
- Overlay the Critical Areas polygon, the Areas of Moderate Geologic Hazard polygon, and the Critical Aquifer Recharge Areas polygon with the aggregated Developable Lands feature class. Perform a union of these four datasets to generate an updated Developable Lands feature class consisting of the following:
 - Areas with no environmental constraints;
 - Critical Areas;

- Areas of Moderate Geologic Hazard; and
- Critical Aquifer Recharge Areas.
- Areas of environmental constraint that do not intersect Vacant or Under-Utilized parcels should be excluded from the updated Developable Lands feature class.
- At this point, the GIS feature class can be exported into a tabular format for additional spreadsheet-based operations in Microsoft Excel or a similar program. Subsequent steps will refer to this as the “Buildable Lands table.”

Step 3.3: Apply Critical Area Reductions

- Add a “Developable Acres” column to the Buildable Lands table. This column represents the baseline aggregate acreage available for development after consideration of critical areas and is calculated in the following steps. Further deductions for roads, infrastructure, and public uses will be applied in Steps 4-7.
- For each record in the Buildable Lands table, calculate developable acres as follows:
 - For areas without environmental constraints, set equal to total acreage of the polygon.
 - For areas impacted by Critical Areas, set Developable Acres to 25% of overall polygon acreage (75% reduction).
 - For areas impacted by Areas of Moderate Geologic Hazard, set Developable acres to 50% of overall polygon acreage (50% reduction).
 - For areas impacted by Critical Aquifer Recharge Areas, set Developable acres to 75% of overall polygon acreage (25% reduction).

Assumptions for Mixed-Use Zones

Commerce Guidelines emphasize the importance of not duplicating residential and employment capacity in mixed use zones. Local jurisdictions may estimate future residential capacity in mixed use zone based on achieved residential densities (counting total residential units built per acre after deducting critical areas) or by dividing the land base proportionally between residential and commercial uses based on floor area ratios (page 25-27, including figure 8).

Local jurisdictions are encouraged to develop their own assumptions based on local conditions, observed trends, example developments where there is no recent history, and/or mixed-use development regulations. To ensure that development capacity is not over- or under-counted, the residential and non-residential percentage assumptions for each zone (see County examples in Exhibit 17) **must** sum to 100%.

Considerations for Vertical Mixed-Use Development

In the example of vertical mixed-use areas, both residential and commercial densities should be calculated using total acreage.

For example, residential density would be calculated as total housing units divided by total acreage. Commercial FAR would be calculated as total developed commercial square footage divided by total acreage. These calculated densities can then each be applied to total developable acreage in the mixed-use zone to estimate residential and commercial capacity, without using an acreage split. If local jurisdictions choose to address mixed use in this way, the adjustment to developable acreage described in Step 3.4 should not be implemented.

Step 3.4: Adjust Developable Acres for Mixed-Use Zones

In mixed-use zones where new development is assumed to be single use (residential or commercial, not vertical mixed-use), jurisdictions should consider the proportion of developable land that is anticipated to

be developed for residential versus commercial uses, based on densities allowed, achieved, and assumed. Special considerations for calculating capacity for vertical mixed-use development are described in the sidebar.

For areas with mixed-use zoning, developable acreage (as calculated in Step 3.3) should be adjusted to account for areas assumed not to develop for commercial or industrial use. Exhibit 17 shows example assumptions for mixed-use zoning in unincorporated Kitsap County.

Exhibit 17. Mixed-Use Zoning Residential-Commercial Proportion Assumptions

Zoning	Percent Residential	Percent Non-Residential
Urban Village Center (UVC)	50%	50%
Regional Center (RC)	50%	50%
Low Intensity Commercial (LIC)	50%	50%

For mixed-use zones only, re-calculate Developable Acres as follows:

- $\text{Developable Acres} = \text{Developable Acres (Step 3.3)} \times \text{Percent Non-Residential Assumption}$

Exhibit 18. Parameters for Identifying Critical Area Reductions

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
Streams					
DNR Water-courses	S: All waters, within their bankfull width, as inventoried as “shoreline of the state” under chapter 90.58 RCW (Segments of Big Beef Creek, Curley Creek, Chico Creek, Burley Creek, Union River, Blackjack Creek and Tahuya River)	200 feet	15 feet beyond buffer	75%	WCHYDRO contains watercourses represented as arcs or lines created by the Washington State Department of Natural Resources. These occur

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	F: Segments of natural waters other than Type S Waters, which are within the bankfull widths of defined channels and periodically inundated areas of their associated wetlands or within lakes, ponds or impoundments having a surface area of 0.5 acre or greater at seasonal low water and which in any case contain fish habitat.	150 feet	15 feet beyond buffer	75%	alone as single arc watercourses representing streams, ditches, or pipelines, or as centerlines through water body polygons such as double-banked streams, lakes, impoundments, reservoirs, wet areas, or glaciers. Also included are areas where the Wild Fish Conservancy has field-surveyed streams, where accessible, for fish presence and overall condition.
	NP: Segments of natural waters within the bankfull width of defined channels that are perennial nonfish habitat streams. Perennial streams are flowing waters that do not go dry any time of the year of normal rainfall.	50 feet	15 feet beyond buffer	75%	
	NS: Segments of natural waters within the bankfull width of defined channels that are not Type S, F or Np Waters. These are seasonal, nonfish habitat streams in which surface flow is not present for at least some portion of the year of normal rainfall.	50 feet	15 feet beyond buffer	75%	
Wetlands					
Wetlands	Category I: Category I wetlands include, but are not limited to, wetlands that represent rare or unique wetland types, those that are more sensitive to disturbance than most wetlands, those that are relatively undisturbed and contain ecological attributes that are impossible to replace within a human lifetime, or those that provide a high level of function. Category I wetlands score twenty-three points or more out of twenty-seven on the wetlands ratings system. <i>(Washington State Wetland Rating System for Western Washington, revised 2014, or as hereafter amended)</i>	92.5 feet		75%	All wetland delineations are done in accordance with the approved federal wetland delineation manual and applicable regional supplement. All areas within the county that meet the wetland designation criteria are designated critical areas and are subject to the provisions of Kitsap County Code

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	<p>Category II: Category II wetlands are those wetlands that are more difficult to replace and provide high levels of some functions. Category II wetlands score between twenty and twenty-two points out of twenty-seven on the wetlands ratings system.</p> <p><i>(Washington State Wetland Rating System for Western Washington, revised 2014, or as hereafter amended)</i></p> <hr/> <p>Category III: Category III wetlands are those wetlands with a moderate level of function and can often be adequately replaced with mitigation. Category III wetlands score between sixteen and nineteen points on the wetlands ratings system.</p> <p><i>(Washington State Wetland Rating System for Western Washington, revised 2014, or as hereafter amended)</i></p> <hr/> <p>Category IV: Category IV wetlands have the lowest level of function and are often heavily disturbed. Category IV wetlands score less than sixteen points out of twenty-seven on the wetlands ratings system.</p> <p><i>(Washington State Wetland Rating System for Western Washington, revised 2014, or as hereafter amended)</i></p>				<p>Title 19 – Critical Areas Ordinance.</p> <p>Through personal communication with environmental review staff, the most common wetland categories found in urban areas are Category III and IV wetlands. The characteristics of these common wetland types were moderate level of function. In very rare circumstances since the adoption of the 2017 CAO, low functioning/value Category II were delineated. Discussion was also held on common modifications of buffer standards allowed in code. This includes buffer averaging, administrative buffer reductions of 25% or less (Type II decision) or if greater than a 25% buffer reduction, buffer variance approved by the Hearings Examiner (Type III decision).</p> <p>To calculate average buffer widths, the most common wetland category found in urban areas was used (Category III to IV). The range of buffer widths from moderate functioning wetlands are 75ft to 110ft, with average at 92.5 feet.</p>

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
Water Bodies					
Water Bodies	<ul style="list-style-type: none"> ▪ Bay, Estuary, Ocean or Sea (Water Body cartographic feature code: 116) ▪ Lake, Pond, Reservoir, Gravel pit or quarry filled with water (Water Body cartographic feature code: 421, 101, 402) ▪ Marsh, wet area, swamp or bog (Water Body cartographic feature code: 111) 			75%	WBHYDRO contains water body polygons, such as double-banked streams, lakes, impoundments, reservoirs, wet areas, or glaciers. The purpose of including these features in the mosaic is to ensure that isolated water areas (such as lakes, ponds, or bogs) not covered by other categories are properly accounted for and removed from the land supply.
Hydric Soils					
Department of Natural Resources Soil Survey	<p>Soil Description:</p> <ul style="list-style-type: none"> ▪ Bellingham silty clay loam ▪ McKenna gravelly loam ▪ Mukilteo peat ▪ Norma fine sandy loam ▪ Semiahmoo muck ▪ Shalcar muck ▪ Shelton-McKenna complex ▪ 0-10 percent slope ▪ Tacoma silt loam 			75%	Potential wetlands

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
Geohazards					
Geohazard	<p>Areas of High Geologic Hazard:</p> <p>a) Areas with slopes greater than thirty percent and mapped by the Coastal Zone Atlas or Quaternary Geology and Stratigraphy of Kitsap County as "Unstable" (U), "Unstable Old Land Slides" (UOS) or "Unstable Recent Slides" (URS).</p> <p>b) Areas deemed by a Geologist to meet the criteria.</p>			75%	The GEOHAZARDS feature class is a union of the DNR & Natural Resource Conservation Service's (SCS) 1980 Soil Survey for Kitsap County and the soil STABILITY classification from the 1979 "Quaternary Geology and Stratigraphy of

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	<p>Areas of Moderate Geologic Hazard:</p> <ul style="list-style-type: none"> a) Areas designated U, UOS, or URS in the Coastal Zone Atlas or Quaternary Geology and Stratigraphy of Kitsap County, with slopes less than thirty percent; or areas found by a qualified geologist to meet the criteria for U, URS, and UOS with slopes less than thirty percent; or b) Slopes identified as "Intermediate" (I) in the Coastal Zone Atlas or Quaternary Geology and Stratigraphy of Kitsap County, or areas found by a qualified geologist to meet the criteria of I; or c) Slopes fifteen percent or greater, not classified as I, U, UOS, or URS, with soils classified by the Natural Resources Conservation Service as "highly erodible" or "potentially highly erodible;" or d) Slopes of fifteen percent or greater with springs or groundwater seepage not identified in Items 1 and 2, above; or e) Seismic areas subject to liquefaction from earthquakes (seismic hazard areas) such as hydric soils as identified by the Natural Resources Conservation Service, and areas that have been filled to make a site more suitable. Seismic areas may include former wetlands which have been covered with fill. 			50%	Kitsap County" thesis work by Jerald Deeter.

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
Critical Aquifer Recharge Areas (CARAs) - OPTIONAL					

<p>CARA</p>	<p>Critical Aquifer Recharge Area:</p> <p>a) Category I Critical Aquifer Recharge Areas. Category I critical aquifer recharge areas are those areas where the potential for certain land use activities to adversely affect groundwater is high. Category I critical aquifer recharge areas include:</p> <ol style="list-style-type: none"> 1) Areas inside the five-year time of travel zone for Group A water system wells, calculated in accordance with the Washington State Wellhead Protection Program. 2) Areas inside the ten-year time of travel zones in wellhead protection areas when the well draws its water from an aquifer that is at or above sea level and is overlain by permeable soils without any underlying protective impermeable layer. 3) Areas identified as significant recharge areas due to special circumstances or identified in accordance with WAC 365-190-100(4) as aquifer areas of significant potable water supply with susceptibility to groundwater contamination, including but not limited to the following: <ul style="list-style-type: none"> ▪ Hansville Significant Recharge Area. The Hansville aquifer is a significant potable water supply that is highly susceptible to the introduction of pollutants. Additional information regarding this aquifer is available from the Kitsap public utility district. 		<p>25%</p>	<p>Critical Aquifer Recharge Areas” (CARAs) are those land areas that contain hydrogeologic conditions that facilitate aquifer recharge and/or have the ability to transmit contaminants to an underlying aquifer.</p> <p>Category I CARAs are areas where the potential for certain land use activities to adversely affect groundwater is high. Category II CARAs are areas that provide recharge effects to aquifers that are current or potentially will become potable water supplies and are vulnerable to contamination based on the type of land use activity.</p> <p>In unincorporated Kitsap County, a CARA designation may prohibit certain land use activities that pose a threat to groundwater quality, which can influence or prohibit certain types of development. Depending on the proposed land use, a CARA designation may also mandate a hydrogeological analysis and enhanced review, which may have cost implications for an applicant. The analysis may also identify use-specific controls, mitigation, or other conditions of approval, which also may have cost implications. Such costs</p>
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Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
					<p>are appropriately considered as part of the market factor (in addition to any other costs to address other site-specific conditions).</p> <p>Based on permit staff interviews, however, there is no evidence to suggest that the presence of a CARA of either category has categorically prohibited commercial or industrial development on any given lot in the past. Based on that experience, a critical area reduction of 0% is recommended for both Category I and II CARAs in unincorporated Kitsap County.</p>

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	<ul style="list-style-type: none"> ▪ Seabeck Significant Recharge Area. The Seabeck aquifer is a significant potable water supply that is being developed for use in central and north Kitsap County. Additional information regarding this aquifer is available from the Kitsap public utility district. ▪ Island Lake Significant Recharge Area. The Island Lake aquifer is a significant potable water supply for the Silverdale area. Additional information regarding this aquifer is available from the Silverdale water district. ▪ Gorst Significant Recharge Area. Aquifers in the Gorst basin are highly susceptible to the introduction of pollutants and provide significant potable water supplies for the city of Bremerton. ▪ Poulsbo Significant Recharge Area. The Poulsbo aquifer is highly susceptible to the introduction of pollutants and provides a significant potable water supply for the Kitsap public utility district and city of Poulsbo. <p>4) The department may add, reclassify or remove Category I critical aquifer recharge areas based on additional information about areas of significant potable water supply with susceptibility to groundwater contamination or supply reduction, or based on changes to sole source aquifers or wellhead protection areas as identified in wellhead protection programs.</p>				

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	<p>b) Category II Critical Aquifer Recharge Areas. Category II critical aquifer recharge areas are areas that provide recharge effects to aquifers that are current or potentially will become potable water supplies and are vulnerable to contamination based on the type of land use activity. The general location of these areas is available on the Kitsap County geographic information system. Category II critical aquifer recharge areas include:</p> <ol style="list-style-type: none"> 1) Highly permeable soils (Group A hydrologic soils). The general location and characteristics of Group A hydrologic soils in Kitsap County are given in the Soil Survey of Kitsap County by the U.S. Department of Agriculture, Natural Resources Conservation Service (NRCS). The soil survey information is available on the Kitsap County geographic information system (GIS). 2) Areas above shallow aquifers or surface areas that are separated from the underlying aquifers by an impermeable layer that provides adequate protection from contamination to the aquifer(s) below. The general location of shallow aquifers in Kitsap County is based upon the professional judgment of licensed hydrogeologists with knowledge of the area. The location of shallow aquifers is available on the Kitsap County geographic information system (GIS). 			25%	See above.

Type	Type Description	Buffer Width	Minimum Building Setback	% Reduction	Comment
	<p>3) Areas above the Vashon aquifer. Surface areas above the Vashon aquifer that are not separated from the underlying aquifers by a poorly permeable layer that provides adequate protection to preclude the proposed land use from contaminating the Vashon aquifer below. Vashon aquifers in Kitsap County are typically mapped as “Qva” (Vashon advance aquifer) or “Qvr” (Vashon recessional aquifer) on geologic maps. Best available information concerning the location of Vashon aquifers is available on the Kitsap County geographic information system (GIS).</p> <p>4) Areas with high concentration of potable water supply wells.</p> <p>5) The department may add, reclassify or remove Category II critical aquifer recharge areas based on additional information about areas of potential potable water supply with susceptibility to groundwater contamination or supply reduction, or based on changes to sole source aquifers or wellhead protection areas as identified in wellhead protection programs.</p>				

Source: Kitsap County, 2021.

Step 4. Identify Future Roads/Right of Way Needs

Roads, right of way, and traffic mitigation are necessary for new development, particularly undeveloped properties. The LCA applies a deduction for future road needs after accounting for environmentally critical areas in Step 3. Road and right of way deductions necessary for a given development project can depend on a variety of factors, including level of serve for roadway segments and intersections, site characteristics, environmental features, and permitting requirements. The standard deduction used here is based on review of permit trends and code requirements in unincorporated Kitsap County. Modifications to these assumptions may be necessary in more urban areas, and cities are encouraged to develop custom deductions that best fit their circumstances. Local customizations made as part of Step 4 of the Residential LCA should be incorporated here.

The following applies to the “LCA_Comm_Standard_Parcel” and “LCA_Comm_InfraGap_Parcel” land supply datasets. The “LCA_Comm_Platted_Lots” dataset does not complete Steps 3-6.

For each record in the Buildable Lands table, calculate deductions for future roads and right-of-way as follows:

- Add column “ROW Deduction.”
- Calculate deduction according to the following formula:
 - “ROW Deduction” = 20% of “Developable Acres”

Step 5. Identify Future Public Facility Needs

After accounting for new roads, right of way, and traffic mitigation in Step 4, the LCA further deducts land necessary for construction of public facilities and other on-site improvements needed to serve new development, such as utility easements, on-site stormwater detention facilities, tree retention, trails, common open space and other on-site facilities required by development regulations. The deduction for these facilities should be taken based on the remaining buildable area after the road/right of way deduction is applied. The standard deduction used here is based on review of permit trends and code requirements in unincorporated Kitsap County. The following applies to the “LCA_Comm_Standard_Parcel” and “LCA_Comm_InfraGap_Parcel” land supply datasets. The “LCA_Comm_Platted_Lots” dataset does not complete Steps 3-6.

For each record in the Buildable Lands table, calculate deductions for future public facilities as follows:

- Add column “PubFac Deduction.”
- Calculate deduction according to the following formula:
 - “PubFac Deduction” = 20% of (“Developable Acres” – “ROW Deduction”)

Step 6. Account for Unavailable Lands (Market Factor)

In addition to land needed for public infrastructure, some percentage of otherwise developable land is likely to remain unavailable due to market conditions and landowner intent. In general, Commerce Guidance indicates larger urban jurisdictions with significant development and redevelopment activity observed or expected will likely find and assume lower market supply factors. Other jurisdictions not anticipating substantial redevelopment and/or still experiencing urbanization of unimproved areas will likely assume higher market supply factors (page 41).

The following sub-steps apply to the “LCA_Comm_Standard_Parcel” and “LCA_Comm_InfraGap_Parcel” land supply datasets. The “LCA_Comm_Platted_Lots” dataset does not complete Steps 3-6.

Step 6.1. Identify Primary Non-Residential Product Type for Each Zone

Assign an employment product type (Commercial or Industrial) to each zone based on anticipated predominant uses. The product type assigned should represent the predominant non-residential building typology and use that is likely to be developed for that zone, based either on past buildout or what is envisioned and supported by development regulations and requirements.

Exhibit 19. Commercial/Industrial Product Type Examples

Product Type	Description/Application	Illustrative Examples
Commercial	Inclusive of all nonindustrial commercial uses. Appropriate to apply in mixed use areas where the commercial use is the predominant use inclusive of instances where mixed residential is allowed but commercial component is primary.	Retail and office development (standalone or mixed). Commercial components of residential mixed-use products.
Industrial	Industrial facilities inclusive of manufacturing, warehousing, distribution, and light industrial facilities.	Heavy industrial and manufacturing, warehousing, and logistics development, light industrial and flex industrial facilities.

Source: Heartland, 2021.

Step 6.2. Identify Market Factor Range by Geography

For each record in the Buildable Lands table:

- Add column “Market Factor Range.”
- Assign the applicable non-residential market factor range for each zone based on its geographic location and assigned Product Type, according to the market factor matrix contained in Appendix B – Market Factor Guidance:
 - Low (5-20%);
 - Medium (20-35%); or
 - High (35-50%).

The market factor ranges in the Appendix account for the expected rate of absorption of land supply development over the next 20 years. In other words, it accounts for the percentage of land that is unlikely to develop due to market conditions and demand. Therefore, a high assumed market factor means barriers to development may exist that could impact additional growth in that jurisdiction within the 20-year planning period.

Step 6.3. Establish Specific Market Factor Based on Local Conditions.

Step 6.3 provides a framework for selecting a final market factor from within the range assigned in Step 6.2, based on specific local conditions. A detailed discussion of conditions that warrant adjustments to market factors is contained in Appendix B – Market Factor Guidance; the conditions include the following:

- Vacant vs. Under-Utilized lands;
- Local market conditions;
- Known parcel size and assemblage challenges;
- Restrictive covenants that run with the land and limit how development may occur;
- Transit accessibility;
- Infrastructure limitations; and

- Areas designated as Growth Centers.

Local jurisdictions should review and incorporate these criteria when setting their local market factors and document their assumptions for each zone and geographic area.

For each record in the Buildable Lands table:

- Add 2 columns: “Market Factor Final” and “Market Deduction.”
- For the “LCA_Comm_Standard_Parcels” dataset:
 - Apply the criteria in Appendix B – Market Factor Guidance and set “Market Factor Final” equal to the finalized market factor.
 - Calculate “Market Deduction” as:
 $(\text{“Developable Acres”} - (\text{“ROW Deduction”} + \text{“PubFac Deduction”})) \times \text{“Market Factor Final”}$
- For the “LCA_Comm_InfraGap_Parcels” dataset:
 - If an alternative market factor was established in Step 0, set “Market Factor Final” equal to this value.
 - If no alternative market factor was established in Step 0, apply the criteria in Appendix B – Market Factor Guidance and set “Market Factor Final” equal to the finalized market factor.
 - Calculate “Market Deduction” as:
 $(\text{“Developable Acres”} - (\text{“ROW Deduction”} + \text{“PubFac Deduction”})) \times \text{“Market Factor Final”}$

Step 7. Determine Available Net Acres

This step calculates Net Available Acres by applying the deductions from Steps 4-6 to the Developable Acres calculated in Step 3. Add a new column to the Buildable Lands table, “Net Acres,” and calculate for each record as follows:

- “LCA_Comm_Standard_Parcels” and “LCA_Comm_InfraGap_Parcels” land supply datasets:
 - “Net Acres” = “Developable Acres” – (“ROW Deduction” + “PubFac Deduction” + “Market Deduction”)
- “LCA_Comm_Platted_Lots” dataset:
 - Calculate net acreage by development classification:
 “Net Acres” = 100% of platted parcel area. Step 8. Apply FAR in each Zone to Calculate Building Square Footage Capacity

Step 8.1. Calculate Gross Commercial/Industrial Square Footage Capacity

Gross building square footage capacity is calculated by applying Floor Area Ratio (FAR) assumptions for each zone to net available acres. FAR is a ratio that compares the total area of a building to the total area of the building site. For example, a 5,000 square-foot building on 10,000 square-foot lot would have a FAR of 0.5. Multi-story buildings in dense urban areas may have FARs greater than 1.0 if the total square footage of all floors is greater than the size of the development site.

FAR assumptions may be based on a combination of development regulations (for jurisdictions that have adopted FAR standards for commercial and industrial development) or a combination of historical achieved building square footage in the zone. For jurisdictions that do not use FAR standards to regulate non-residential development, FAR equivalents can be developed based on other development standards, such as setbacks, height limits, and parking and open space requirements. Jurisdictions may further adjust these assumptions based on other factors, including whether zoning or development regulations have recently changed, infrastructure investments or other amenities that change market conditions, and market trends. Also, in mixed-use zones where development is assumed to be single-use (residential or commercial, not vertical mixed-use), jurisdictions should consider the proportion of developable land that is anticipated to be developed for commercial versus residential uses.

Local jurisdictions should set their own assumptions based on each community's zoning scheme and historical trends, and each jurisdiction should provide a description/rationale for the assumptions used in their analysis.

Calculate Gross Building Square Footage Capacity for each record in the three land supply datasets as follows:

- **“LCA_Comm_Standard_Parcel”:**
 - Use standard FAR assumptions by zone.
 - $\text{Gross Building Square Footage Capacity} = \text{Net Acres} \times \text{Standard Assumed FAR}$
- **“LCA_Comm_InfraGap_Parcel”:**
 - If alternate FAR assumptions were established in Step 0:
 - $\text{Gross Building Square Footage Capacity} = \text{Net Acres} \times \text{Alternate FAR}$

Floor Area Ratio (FAR) and Alternative Assumptions

Floor Area Ratio (FAR) is a flexible way to measure the overall amount of development on a site. FAR standards for commercial and mixed-use zones allow jurisdictions to regulate overall building intensity while allowing flexibility on building height and site coverage. However, this does require collection of detailed information on building square footages. For jurisdictions that do not regulate FAR by zone, alternative assumptions may be developed for this analysis.

Maximum site coverage can serve as a proxy for FAR, with certain considerations:

- Site coverage limits should be based only on building footprints, not including parking lots or other paved outdoor areas.
- In zones predominantly characterized by single-story development, site coverage will be comparable to FAR. If multi-story development is likely, jurisdictions should consider multiplying the site coverage assumption by the number of floors expected to avoid undercounting available building area.

If jurisdictions develop alternative assumptions based on site coverage, these can be substituted for FAR in the calculations described in Step 8.1.

- If alternate density assumptions were not established in Step 0:
 - $\text{Gross Building Square Footage Capacity} = \text{Net Acres} \times \text{Standard Assumed FAR}$
- **“LCA_Comm_Platted_Lots”:**
 - If “Infrastructure Gap” is NULL, calculate gross capacity using standard assumed densities by zone.
 - $\text{Gross Building Square Footage Capacity} = \text{Net Acres} \times \text{Standard Assumed FAR}$
 - If “Infrastructure Gap” is not NULL, calculate gross capacity similar to “LCA Comm_InfraGap_Parcel” above:
 - If alternative FAR assumptions were established in Step 0:
 - $\text{Gross Building Square Footage Capacity} = \text{Net Acres} \times \text{Alternate FAR}$
 - If alternative density assumptions were not established in Step 0:
 - $\text{Gross Building Square Footage Capacity} = \text{Net Acres} \times \text{Standard Assumed FAR}$

Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity

After applying FAR assumptions, aggregate gross building square footage capacity by zone. Net capacity by zone is calculated by subtracting existing commercial and industrial square footage on Under-Utilized properties in each zone:

- $\text{Net Building Square Footage Capacity} = \text{Gross Building Square Footage Capacity} - \text{Existing Commercial/Industrial Space}$

Step 8.3. Address Pipeline Development

After Net Commercial/Industrial Square Footage Capacity is calculated for each zone, adjust for pipeline development that was set aside in Step 1. Development projects approved after the January 1, 2020 cutoff date and approved master planned or phased development should be included. Calculate pipeline commercial/industrial square footage for each zone as follows:

- **Finalized land use permits or development proposals:** Total proposed commercial/industrial square footage as approved by permit; and
- **Approved master planned or phased development:** If the property was set aside as “Pipeline” in Step 1 and assigned an approved FAR, calculate building square footage yield based on property acreage and approved FAR.

After calculating Pipeline square footage by zone, add to Net Commercial/Industrial Square Footage Capacity by zone.

Step 9. Apply Employment Density by Zone to Determine Employment Capacity

This final step is to convert net commercial and industrial building square footage to a measurable capacity for accommodating job growth. To do this, jurisdictions must select appropriate assumptions regarding the average square footage per job expected within new nonresidential development. This

metric can vary widely by building type or employment sector. For example, warehouses devote a great deal of square footage to storing inventory or other goods, and therefore they typically require considerably more square footage per job than office space. Therefore, average employment density assumptions should reflect the range and types of job growth that are expected in an area.

This guidance provides default assumptions that are appropriate for use in many areas of Kitsap County. Jurisdictions may wish to customize assumptions in some zones or areas based on local circumstances. See the text box in Step 9.2 for a discussion of considerations for customization.

Step 9.1 Classify each Zone as Either Commercial or Industrial

Similar to Step 6.1, jurisdictions should determine the predominant nonresidential development type expected in each zone: either commercial or industrial. In mixed-use zones where residential is allowed, jurisdictions should typically select commercial. If the zone is expected to receive a mix of both commercial and industrial development, pick the predominant type or consider developing customized assumptions.

Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones

Typically, employment density assumptions are applied for each zone within a jurisdiction. In the 2014 BLR, Kitsap County assumed the following:

- 500 sq. ft./job in all commercial zones
- 969 sq. ft./job in all industrial zones

These values are within the range of measured employment densities found within other parts of the Central Puget Sound region and are appropriate for use in areas of Kitsap County where the mix of future nonresidential development and job growth is expected to look fairly similar to trends over the past 10 years. Alternative assumptions may be more appropriate in some locations such as the PSRC designated Regional Growth Centers of Bremerton and Silverdale, particularly in downtowns where a higher proportion of nonresidential development is expected to be in office space, food service, and other uses that require less space per job. See the textbox below for guidance for selecting customized employment density assumptions. Note below that commercial assumptions can also include considerations for other non-industrial employment, such as public education and government jobs that may be found in comparable types of space.

Customizing Employment Density Assumptions

Current statutes and regulations (RCW 36.70A.215 and WAC 365.196.315) and the Commerce Guidelines do not provide specific requirements for employment density calculations. Jurisdictions have the discretion to develop assumptions consistent with local circumstances, provided they document the rationale. The table below provides recommended ranges for commercial and industrial employment densities, as well as considerations for selecting alternative density assumptions.

Zone Type	Recommended Range (square foot per job)	Considerations for Selecting Density Assumptions
Commercial/ Non-Industrial	300–600	<p>Select a value at the lower end of this range if you expect a significant portion of future growth to include the following types of uses:</p> <ul style="list-style-type: none"> ▪ Restaurant and smaller-format retail uses. This includes commercial uses in mixed-use buildings. ▪ Office space. Some personal and professional services may have specialized space needs (e.g., on-site storage and warehousing). ▪ Hospital and medical office. These uses will tend to be low- to mid-range, with medical offices requiring slightly more space per employee than standard office spaces. <p>Select a value at the higher end of this range if you expect a significant portion of future growth to include the following types of uses:</p> <ul style="list-style-type: none"> ▪ Large-format retail (e.g., “big box” stores) and wholesale trade. ▪ Accommodations (e.g. hotels, motels). These uses typically have employment densities above this range and will increase estimates for overall space requirements per employee in an area. <p>Space needs of other land use types can vary:</p> <ul style="list-style-type: none"> ▪ Recreation. These uses are highly variable in their space requirements, and may depend on the nature of the activities and whether outdoor recreation is involved. If relevant, these should be evaluated on a case-by-case basis. ▪ Government, educational, and institutional. Employment capacity will depend on the type of expected uses. Back-end office functions may require less space, comparable to commercial office space. Classrooms, meeting/gathering rooms, auditoriums, and specialized facilities will significantly increase the expected space per employee.
Industrial	700–1,200	<p>Select a value at the lower end of this range if you expect a significant portion of future growth to include the following types of uses:</p> <ul style="list-style-type: none"> ▪ Manufacturing. These uses are expected to be at the low end of this range but may be dependent on specific activities that require on-site storage or additional space (e.g., heavy equipment manufacturing). <p>Select a value at the higher end of this range if you expect a significant portion of future growth to include the following types of uses:</p> <ul style="list-style-type: none"> ▪ Warehousing and logistics. ▪ Mini-warehousing (e.g., consumer-oriented, small-unit storage facilities) and data centers. These typically have the highest square footage per employee of any land use (in some cases, around 10,000 square feet per employee). Significant growth in these types of uses would increase average employment density assumptions to the highest end of this range.

Step 9.3 Divide Net Square Foot Capacity by Employment Density to Calculate Employment Capacity

For each zone, employment capacity is derived by dividing the net square foot capacity calculated in Step 8.2 by the selected employment density assumption from Step 9.2.

- Employment Capacity = Net Building Square Footage / Assumed Employment Density

Appendix B
Market Factor Guidance

Kitsap County Land Capacity Analysis Market Factor Guidance

DRAFT August 20, 2021



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Market Factor Guidance Approach and Methodology

Intro and Purpose

The Market Factor, also known as the Market Supply Factor, is a final adjustment to the buildable land supply that follows other deductions that account for critical areas, infrastructure gaps, right of way, and future public facilities. It accounts for the percentage of buildable land that is unavailable or infeasible to develop during the 20-year planning period. Historically, it has been used as a proxy to account for landowner preferences and unwillingness to sell, with various methodologies and approaches employed to develop and inform the assumption. As stated in the Department of Commerce's 2018 Buildable Lands Guidelines:

Over a 20-year planning period, not all land will be available for development or redevelopment, no matter how suitable. One key constraint on property availability is market availability, or whether land will transact for purpose of development or redevelopment. Owners of property that could be developed or redeveloped may have no interest in selling or developing over an extended period of time for any number of reasons.

E2SSB-5254 introduced new language regarding the overall buildable lands reporting requirements including new recommendations related to Market Factor assumptions. As part of Kitsap County's 2020/2021 updated Land Capacity Analysis the County is seeking guidance on development of Market Factor assumptions for municipalities and Urban Growth Areas (UGA) across the County.

Definition of Market Factor

Department of Commerce Guidelines. Several definitions of Market Factor are discussed in the Department of Commerce's 2018 Guidance Publication (see *Buildable Lands Guidelines, 2018*). Included are several references to the Revised Code of Washington (RCW) as well as the Washington Administrator Code (WAC). Overall, the guidelines describe Market Factor as:

Market Supply Factor is the estimated percentage of developable land contained within an urban growth area that is likely to remain unavailable over the course of a 20-year planning period and is, in practice, the final non-developable land deduction when calculating lands suitable for development and redevelopment.

Process Overview

The following is an overview of the process utilized to develop Market Factor guidance for Kitsap County.

- Review Commerce guidance and past studies/methodologies
- Explore and evaluate potential methodologies, data sources and implementation frameworks
- Develop a framework for each City to evaluate and select a Market Factor assumption
- Recommended Market Factors for application across Kitsap County
- Create a "menu" of options organized by geography and product typologies
- Provide additional discussion and recommendations related to specific conditions that may impact the Market Factor assumption

Objectives

- Provide an improved framework and methodology for determining and applying a Market Factor
- Better reflect market realities present across the County
- Facilitate a clear process and resource for Cities to leverage

Approach to market factor in Kitsap County

- Analyze development patterns over the last 20 years by market area/jurisdiction and product type
 - What was delivered over the last 20 years by product type?
 - How do historical rates of deliveries align with capacity *historically* planned in the area?
 - Leverage this data to inform market factor recommendations
- Provide recommendations for determining market factor based on:
 - Product type, jurisdiction type, market conditions
 - Historical assumptions
 - Other known market constraints

Why use this approach?

- To inform a market factor assumption, we're using historic product delivery and projected capacity for that product to derive a more realistic market factor assumption
- Historic deliveries by product type data is the best proxy for the nexus of real estate market conditions, willingness to sell and other factors that limit the development of land
- ***Using this approach Market Factor assumptions can account for inefficiencies in the delivery of housing and commercial square footage and lack of availability of land***

Methodology Overview

The following outlines the key steps leveraged in the approach and methodology to determining and selecting Market Factor ranges.

1: Establish the Market Factor Indicator through analysis of historical deliveries and the planned capacity for the coming twenty-year planning period.

Measurements: 5-year avg. deliveries
Cities' Planned capacity

Regional

Geographies: Kitsap County Cities and UGAS, PSRC Regional Geographies classifications.

Data Sources: - County Parcel Data

- 2014 Kitsap BLR Data
- 2016 Comp Plan Update
- PSRC Regional Geographies

Output: Market factor indicators informing recommended ranges for all geographies and product types

Process:

- Assemble and evaluate past deliveries by evaluating the 5-year and 20-year average deliveries. These are used to project trends into the future.
- Evaluate Capacity Projections (2014 BLR, 2016 Comp Plan)
- Create an indicator by extending the 5-year delivery trend over the 20-year forward planning period and express as a percent of capacity. This gives an indication of what percentage of the planned capacity will be absorbed over the coming years. This indication can also be used to calculate what percentage of capacity does NOT develop over the 20-year planning horizon, which serves in this analysis as an *indicator* for market factor. The values from this analysis informed Market Factor Range recommendations but were not used to directly calculate Market Factors.

2: Establish Market Factor Ranges for select Cities and UGAs

In the next step, cities were sorted into Low/Med/High Market Factor Range, based on the relationship of their Market Factor Indicators for each Product-type.

- Market price data (rents, median house prices) are used to inform how these ranges should be distributed among Market Factor Alignments

Range Bounds

- **Lower = 5%** To account for the unmeasurable variables.
- **Upper = 50%** Adjusting deliveries for projected growth across the County (for both Single Family and Multifamily product), the countywide market indicator aligns with a 50% upper range bound.
- **Range Segmentation:**
This analysis separates the ranges into three segments evenly distributed within the upper and lower bounds (low/medium/high).
- The Market Factors Range bounds used in previous buildable lands analyses (referenced in **Appendix**) also helped inform the upper and lower market factor range bound.

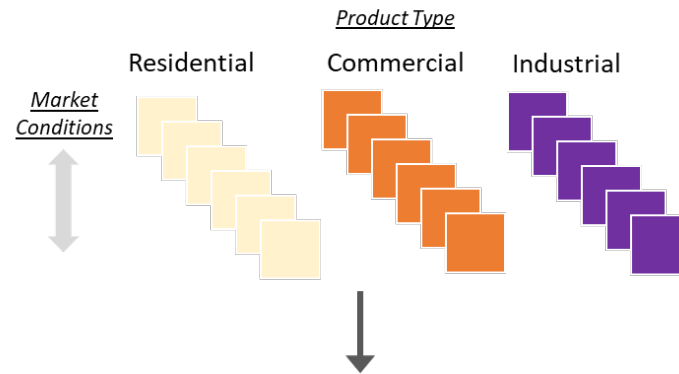
3: Adjustments – Cities can refine and adjust the Market Factor based on local analysis.

- Cities should adjust their Market Factor within the either the range provided OR the range that aligns most closely with their conditions.
- Further discussion of these adjustments is provided in step 6.3 of the Market Factor Guidance Framework
- Additional data are provided in the appendix to aid cities in making adjustments.

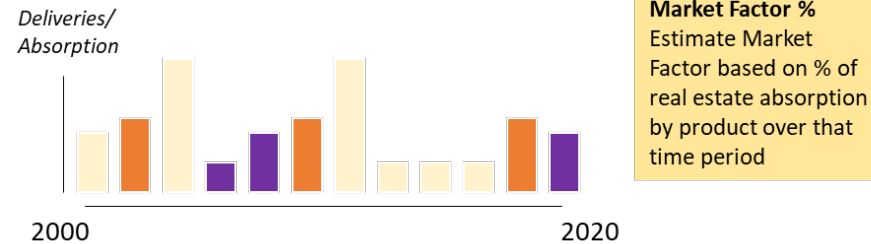
Methodology Summary

- A: Assign product types to each zone within each geography
- B: Establish market indicators for each city and product type
- C: Establish Market Factor Ranges for each geography, and product type.
- D: Refine and Adjust

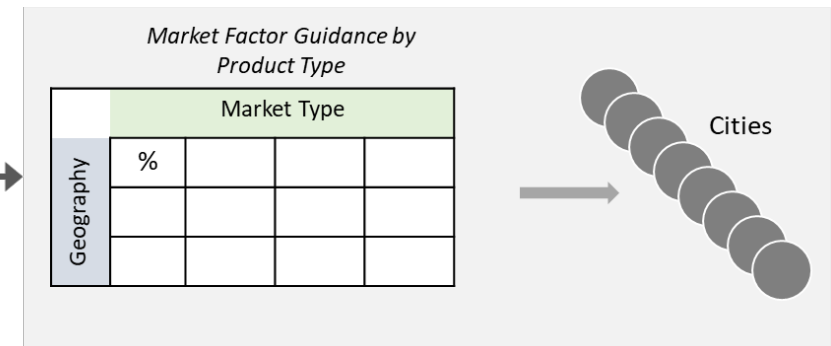
A. Select *Geographies* to Assess Market Factor by Product Type and Market Conditions



B. Analyze Historic Development Patterns and Historical Market Indicators



C. Cities select from a range of market factors organized by product type



D. Cities refine and address local conditions through adjustments

Market Factor Guidance Approach and Methodology

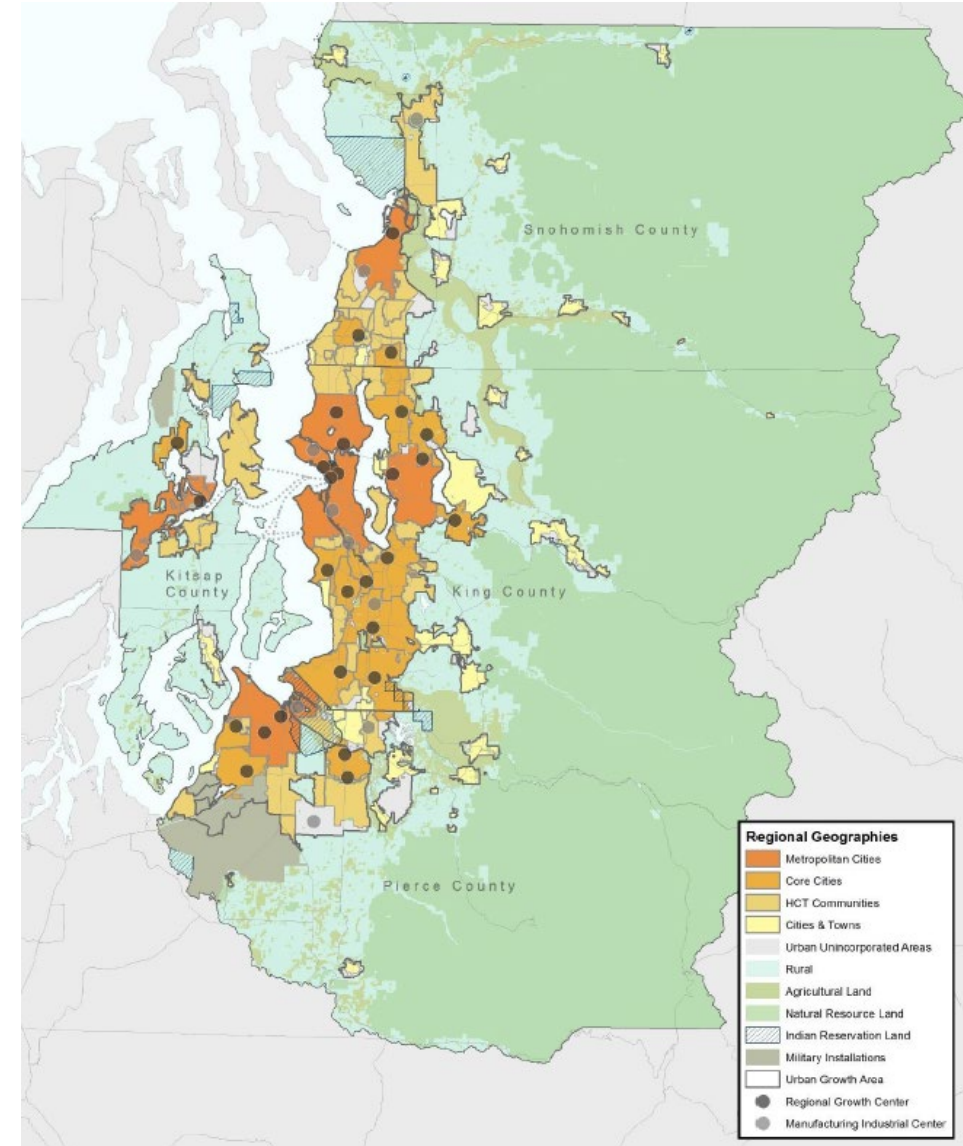
PSRC Framework

Below is the PSRC Regional Geographies framework.

Additional geographies under consideration include the existing Regional Growth Centers within Kitsap County:

- Silverdale
- Bremerton
- Bremerton Industrial Center

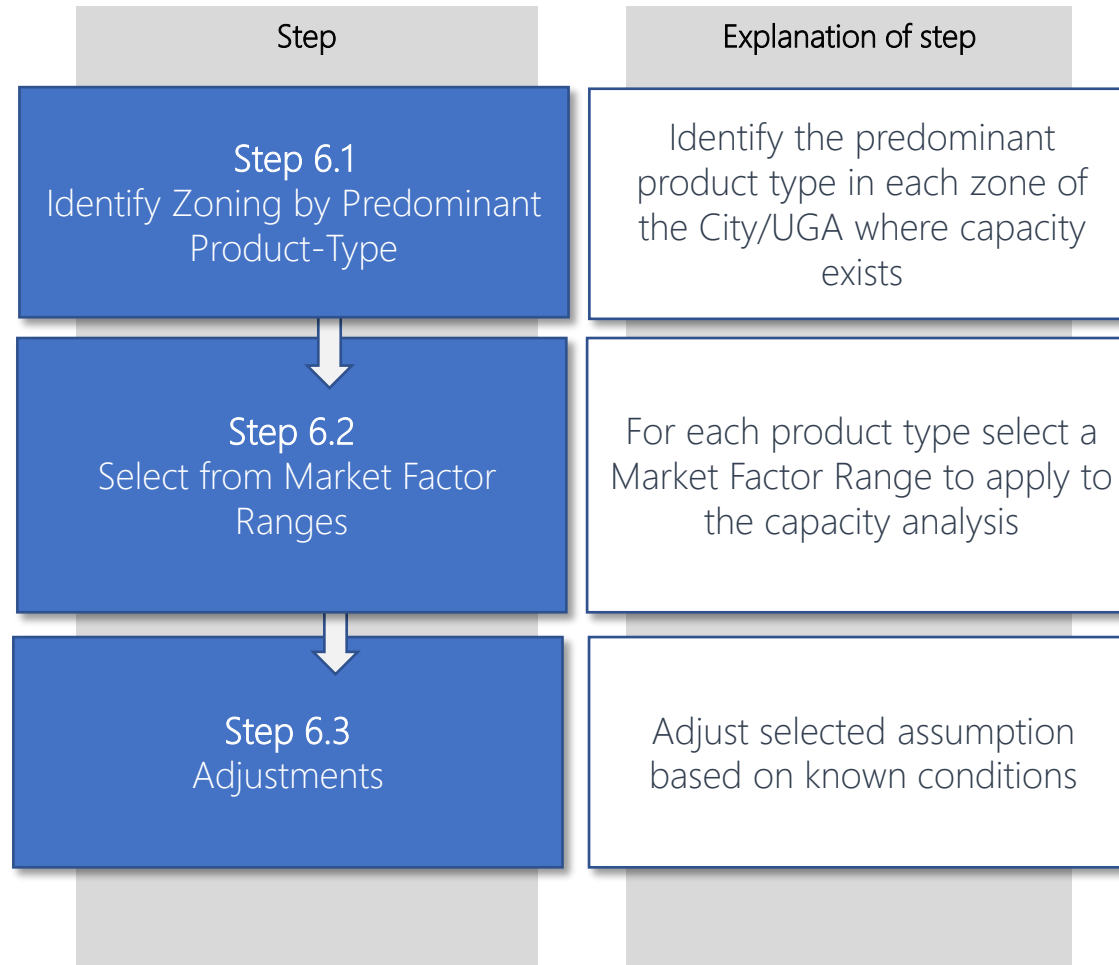
Regional Geographies (PSRC)			
Metropolitan	Core Cities	High-Capacity Transit Communities	Cities and Towns
Bremerton & Bremerton Urban Growth Area (UGA)	Silverdale	Bainbridge Island	None
		Poulsbo & Poulsbo UGA	
		Kingston	
		Port Orchard & Port Orchard UGA	



Framework Overview

The following provides an overview of the Market Factor guidance framework developed for Kitsap County. There are four district steps defined within the framework outlined below.

Additional details and data are provided on the subsequent pages detailing each step.



Step 6.1 –

Assign the applicable product type to each zone based upon the anticipated predominant uses in the corresponding zone.

The product-type assigned to each zone should represent the predominant building typology and use that is likely to occur. This can be based on past buildout within a given zone OR the product type envisioned and supported by the zoning regulations and requirements.

Identify Zoning



Identify Product Type

Residential
Single Family
Multifamily/Mixed Residential
Non-Residential
Industrial
Commercial (non industrial)

Classify

Zoning	Mixed use (y/n)	Land Use	Product Type	Mkt Factor
R1	N	SF	Single Family	
R4	N	SF	Single Family	
R6	N	SF	Single Family	
R12	N	MF	Single Family	
R18	N	MF	Multifamily	
R24	N	MF	Multifamily	
R48	N	MF	Multifamily	
(MHC)	N		Single Family	
NB	Y	MU	Mixed Res	
CB	Y	MU	Mixed Res	
DR	Y	MU	Mixed Res	
DC	Y	MU	Mixed Res	
UC	Y	MU	Mixed Res	
WC	Y	MU	Mixed Res	
RB	Y	MU	Mixed Res	
			TOTALS	

Step 6.1 –

Jurisdictions can reference the table to the right to assist in selecting product-type categories.

Table 1 –Product-Type Descriptions

Product-type	Description/Application	Illustrative Examples
Residential		
Single Family	All areas where single family residential product inclusive of any of the following listed as the predominant use: detached, duplex, tri-plex, four plex, or townhouse plat.	Detached single family homes and subdivisions, attached townhomes and duplexes
Multifamily/Mixed Residential	All areas where multilevel stacked residential product in the form of rental housing or condominium ownership is the predominant permitted use. Inclusive of high density multifamily and mixed use developments.	Stacked flat apartment buildings, garden style apartment complexes, mid rise multifamily projects, mid rise multifamily projects with ground floor commercial uses, residential high rise, and residential condominium projects
Non-Residential		
Industrial	Industrial facilities inclusive of manufacturing, warehousing, distribution, and light industrial facilities.	Heavy industrial and manufacturing, warehousing and logistics development, light industrial and flex industrial facilities
Commercial (non-industrial)	Inclusive of all nonindustrial commercial uses. Apply in mixed use areas where the commercial use is the predominant use despite instances where residential is allowed.	Retail and office development (stand alone or mixed) Commercial components of residential mixed-use products

Step 6.2 –

The following table contains Market Factor Range Recommendations by geography and product-type. Start with the middle of the suggested range, given in the table to the right. In step 6.3, a jurisdiction can provide justification to adjust within this range, or select a more appropriate range.

Range Bounds

- **Lower: 5%**
To account for the unmeasurable variables.
- **Upper 50%:**
Upper bound for potential market factors.
- **Range Segmentation:**
This analysis separates the ranges into three segments evenly distributed within the upper and lower bounds (low/medium/high).

Market Factor Range Guidance

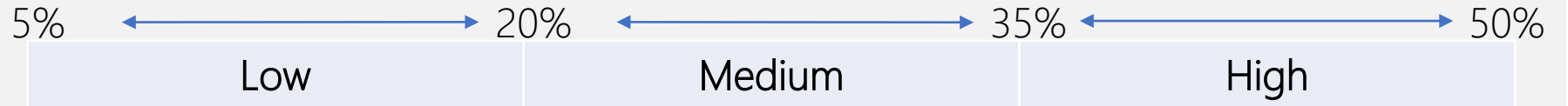


Table 2 – Market Factor Suggested Ranges by Product-Type

		Product Typology			
Geography		Residential		Non-Residential	
Market Factor Range		Multifamily/ Mixed-Res	Single Family	Commercial (Office/Retail/Mixed)	Industrial
Bremerton	City, UGAs	Medium (20% - 35%)	High (35% - 50%)	Medium (20% - 35%)	High (35% - 50%)
Bainbridge	City	Low (5% - 20%)	Low (5% - 20%)	Medium (20% - 35%)	Medium (20% - 35%)
Central Kitsap	UGA	High (35% - 50%)	Medium (20% - 35%)	Medium (20% - 35%)	Low (5% - 20%)
Silverdale	UGA	Medium (20% - 35%)	Medium (20% - 35%)	Medium (20% - 35%)	High (35% - 50%)
Kingston	UGA	High (35% - 50%)	Medium (20% - 35%)	Medium (20% - 35%)	Low (5% - 20%)
Port Orchard	City, UGAs	High (35% - 50%)	Medium (20% - 35%)	High (35% - 50%)	Medium (20% - 35%)
Poulsbo	City, UTA	Low (5% - 20%)	Low (5% - 20%)	Low (5% - 20%)	Low (5% - 20%)

Step 6.3 –

The final step provides a framework for selecting a Market Factor from within the range selected in Step 6.2.

Specific conditions are discussed that would influence future development and impact the Market Factor assumption for a given City or UGA.

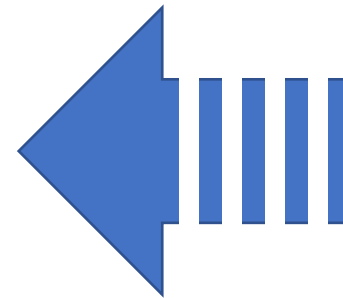
Range from
Step 6.2



Adjustment
Considerations



Adjust



- Vacant versus underutilized lands
- Market conditions
- Single family uses in recently up-zoned areas
- Restrictive Covenants in planned communities
- Parcel size and assemblage challenges
- Transit accessibility
- Infrastructure limitations
- Areas designated as Growth Centers

Step 6.3 –

Overview

Step 6.3 provides a framework for selecting a Market Factor from within the range selected in Step 6.2. Specific conditions are discussed that would influence future development and impact the Market Factor value assumed by a given City or UGA.

Each jurisdiction should carefully consider these conditions and how they might impact their assumptions related to Market Factor. The conditions discussed do not represent all the potential conditions and issues that a Market Factor may address. The County and Cities should adjust within the given ranges or may deviate from them altogether to account for known conditions that impact the development of and availability of land in a given geography. The tables on the following pages provide more detailed descriptions of these conditions and how adjustments should be considered.

- Vacant versus underutilized lands
- Market Trends
- Single family uses in recently up-zoned areas
- Restrictive Covenants in planned communities
- Parcel size and assemblage challenges
- Transit accessibility
- Infrastructure limitations
- Areas designated as Growth Centers

Selecting Within The Range Based on Market Conditions:

A range for each product-type by each Regional Geography is provided in Step 6.2. In order to select within this range, each city (or UGA) must review their specific attributes, assumptions and market conditions and consider whether a higher or lower Market Factor is appropriate for that given product type (and therefore, applicable zone within the City or UGA). It is important to note that additional factors may need to be considered to account for unique circumstances influencing the market availability of land in any given jurisdiction.

Documentation of Market Factor Assumptions

It is recommended for cities and jurisdictions to document the elements influencing the upward or downward adjustments on market factor. An example worksheet is provided on page 17.

Step 6.3 –

Connecting Market Factor and other LCA Assumptions

Key considerations

Market conditions also enter the capacity analysis through other assumptions in the Land Capacity Analysis. These assumptions should be considered when making adjustments to market factor. Below is additional commentary on other assumptions made within the capacity analysis framework and how these assumptions should be considered when using the Market Factor Guidance document. It is important to note that all of the assumptions discussed are calculated and applied outside of the application of the Market Factor deduction and represent stand alone assumptions estimated by each City.

- **Identifying Redevelopable Lands.** The approach to identifying redevelopable lands and the selected thresholds for determining what could be redeveloped in the future is of great importance to how a City's capacity relates to market conditions and future development economics and conditions. More conservative thresholds, i.e., those that anticipate that less redevelopable lands will develop over the planning period, would result in less redevelopable land being available. Less conservative thresholds would result in more land being available for redevelopment, and may warrant the selection of a market factor at the higher end of the suggested range, depending on market strength. Each City should evaluate how their redevelopment assumptions already incorporate market conditions (or not) when selecting a Market Factor to apply.

- **Assumed Densities.** The density at which property develops in the future is in part dependent on market conditions and greatly impacts overall capacity. Each City has studied historical achieved densities and planned densities to arrive at an assumed density assumption. Where appropriate, each City should evaluate whether their assumptions reflect more aspirational product types and densities versus historical development patterns and achieved densities in a given zone and consider this when selecting a Market Factor to apply.
- **Infrastructure.** Analysis and deductions have been completed to account for deficiencies in infrastructure which could limit the development of land in the future. Jurisdictions may want to consider higher Market Factors for zones or land supply included as capacity, but requiring infrastructure investments to serve the assumed density. This adjustment would be intended to reflect the cost of the infrastructure investment, which was not a component of the previous infrastructure gaps analysis. This would only be a valid consideration where Cities believe the initial applied infrastructure gap deductions do not fully represent the infrastructure challenges in a given area.

Table 3 – Market Factor Adjustments

Condition	Explanation	Recommendation on Market Factor Adjustment	
		<i>Select a lower value from the range if:</i>	<i>Select a higher value from the range if:</i>
Assumption for Vacant versus Partially Utilized or Underutilized Lands (Residential and Non-Residential Assumptions)			
Where a City has a mix of vacant and Partially Utilized or Underutilized Lands as part of their capacity and it is appropriate to differentiate the Market Factor assumption for vacant and Underutilized lands.	Consider the overall ratio of vacant land versus underutilized land and the condition of said lands. For example, if >50% of capacity is on vacant land, consider adjusting Market Factor downward on Vacant land and Partially Utilized lands and upward on underutilized land . The relative location of vacant and underutilized lands is also an important consideration. Where underutilized lands are located near or adjacent to important infrastructure and amenities, the need to differentiate between the two is less pronounced.	For Vacant lands and Partially Utilized Lands, select a value that is lower within the given range (or outside the low end of the range if deemed appropriate) when the supply of vacant lands represents a significant portion of overall capacity for a given product and the location and relative attributes of said supply do not represent barriers to redevelopment	For Underutilized Lands, select a higher value in the Market Factor range if conditions are known that may limit or impact the turnover and availability of land with an existing use and improvements.
Market Trends (Residential and Non-Residential Assumptions)			
Where recent real estate market trends for a given product type indicate more or less challenging conditions for development in the next 20 years.	If trends indicate growth in demand for a given product, consider a downward adjustment on market factor to reflect this demand. Such indicators include growth in pricing/lease rates as well as recent growth in deliveries for a given product. Alternatively, if the market data for a given product indicates more difficult market conditions in terms of ranking amongst jurisdictions, consider selection of a higher market factor within the given range.	Market indicators suggest an overall ranking within the market amongst peer cities indicates that a lower market factor would be appropriate.	Market indicators suggest a downward trend in overall demand or overall rankings amongst peer cities suggest that a higher market factor may be appropriate.
Project Pipeline and Land Consumption (Residential and Non-Residential Assumptions)			
Silimilar to Market Trends, where the recent development pipeline for a given product type and/or geography has resulted in above average development and land consumption.	In areas where recent development has occurred and overall land capacity has been reduced because of new development, consider selecting from the lower end of a recommended range for the applicable product type.	The recent development pipeline for a given product type has resulted in the reduction of land capacity and suggests higher demand for that product type.	Consider selecting from the higher end of a recommended range if little to no recent development has occurred and no projects are planned or in the development pipeline.

Table 3 Continued – Market Factor Adjustments

Condition	Explanation	Recommendation on Market Factor Adjustment	
		<i>Select a lower value from the range if:</i>	<i>Select a higher value from the range if:</i>
Single Family Up-zoned Areas (Applicable to Residential Areas)			
Where significant capacity for higher density single family or multifamily/ mixed-use housing is assumed on existing single family uses	<p>Where capacity exists on lands that currently support single family uses but greater densities are permitted, many cities have cited concern regarding how such areas will redevelop and if a specific Market Factor adjustment should be leveraged. The Cities of Shoreline and SeaTac serve as examples where single family areas were up-zoned around planned or completed transit facilities. The turnover and development of single family areas in these cities is captured in through the analysis of historical deliveries data and may be leveraged for reference or comparison on a county wide scale.</p> <p>Important indicators to consider when adjusting for such a condition include:</p> <ul style="list-style-type: none"> - Whether home prices are below, on par or above median prices in the region - The age and quality of the housing stock - Recent transaction activity - Recent permitting activity 	<p>The land with single family uses reflect the following conditions:</p> <ul style="list-style-type: none"> - Home prices at or below median prices for the area - The housing stock is aging - There is a higher rate of recent transactions reflecting interest from developers 	<p>The land with single family uses reflect the following conditions:</p> <ul style="list-style-type: none"> - Home prices are above median prices for the area representing a potential market barrier to redevelopment - The housing stock includes recently constructed or updated structures - Recent transactions reflect value-in use (meaning the highest and best use of the property is still considered the single family residence)
Restrictive Covenants in Planned Communities (Applicable to Residential Areas)			
Where restrictive home- owner association or other similar covenants may limit the redevelopment at a higher intensity/use	In some cases, areas that have been rezoned or up-zoned are still subject to restrictive covenants that run with the land and limit how development may occur. This is most likely to exist in existing single family neighborhoods but may also pose a challenge in business parks and other similar commercial districts.	If restrictive covenants are not known to exist or would have a limited impact on redevelopment in the future.	If restrictive covenants are known and would need to be removed/eliminated in order for redevelopment per new zoning allowances to occur (at a higher intensity).

Table 3 Continued – Market Factor Adjustments

Condition	Explanation	Recommendation on Market Factor Adjustment	
		<i>Select a lower value from the range if:</i>	<i>Select a higher value from the range if:</i>
Fragmented Ownership and Parcel Size (Residential and Non-Residential Assumptions)			
Where capacity in a given neighborhood or zone is fragmented and generally consists of smaller parcels (less than .25 acres for multifamily site for example)	Where capacity for a given product type occurs on largely fragmented or non-contiguous parcels and parcel sizes are generally smaller in size, a higher market factor may be considered. Such conditions may limit options for parcel assemblage in the future and result in less land being redeveloped in the future.	Vacant and/or underutilized lands consist of a mix of contiguous and non-contiguous properties and parcel sizes do not appear to represent a challenge to development in the future	Conditions are observed that reflect an abundance of capacity on smaller, non-contiguous properties in a given zone or neighborhood
Access to Transit (Residential and Non-Residential Assumptions)			
Where planned or recently completed transit facilities may impact develop feasibility in the surrounding neighborhood/zone.	Planned infrastructure like Bus Rapid Transit and other major transportation improvement that improve access and mobility can greatly improve development feasibility and owner willingness to sell/redevelop land. Market Factor assumptions should reflect where such improvements either exist or are planned in the future (within an impacted area such as a ¼ mile walk shed).	A significant transportation infrastructure investment is completed or planned that will greatly improve transit access in a given zone or neighborhood.	NA
Accounting for Infrastructure and Other Assumptions (Residential and Non-Residential Assumptions)			
Take into consideration other assumptions made as part of the Land Capacity Analysis, such as infrastructure deductions, assumed density and redevelopable land thresholds.	As previously discussed, several assumptions made during earlier steps of the Land Capacity Analysis should be considered when selecting within a recommended Market Factor Range. For cities that wish to account for potential infrastructure challenges that were not previously addressed, a higher Market Factor Assumption may be leveraged to address this.	Previous Land Capacity Analysis assumptions were more conservative and resulted in significant deductions to land capacity.	Where other Land Capacity Analysis assumptions in given zones or geographies did not result in significant reductions in land capacity or where assumptions were less conservative.

RESIDENTIAL ANALYSIS

APPENDIX: Market Factor Range Recommendations – *Multifamily*

Table A1 - Market Factor Indicator Summary – *Multifamily/Mixed-use*

City/UGA	Product Type	Projected Capacity* - Units	2015-2019 Average Annual Deliveries	Market Factor Indicator	Current Average Pricing – Average Rent Per unit	Average Price* Growth Y/Y (2013-2020)
Bainbridge	Multifamily	339	29	0%	\$2,187	3.5%
Bremerton	Multifamily	3,589	48	73%	\$1,343	4.8%
Central Kitsap	Multifamily	1,297	8	87%	\$1,422	5.5%
Kingston	Multifamily	251	0	100%	NA	2.4%
Port Orchard	Multifamily	1,562	8	90%	\$1,344	5.1%
Poulsbo	Multifamily	0	36	0%	\$1,620	6.1%
Silverdale	Multifamily	1,548	54	30%	\$1,596	5.9%
<i>SUBTOTAL</i>		<i>8,586</i>	<i>183</i>	<i>57%</i>		

*Capacity is taken from the 2014 BLR and the 2016 Comp Plan Update

Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Costar

Market Factor Range Recommendations – *Multifamily/Mixed-use*

	Recommendation	Supporting Observations
Bainbridge	Low	The delivery rate with low projected capacity suggests a low market factor range. High pricing provides further support for this suggested low range.
Bremerton	Medium	The projected capacity puts upward pressure on the market factor indicator, however a high delivery rate combined modest MF rent growth would suggest a medium market factor range.
Central Kitsap	High	Significant projected capacity and a low delivery rate support the recommendation for a high market factor range.
Kingston	High	Low projected capacity could be absorbed quickly should a couple projects develop. Low rent growth suggests market conditions would need to change to achieve a higher delivery rate, therefore recommending a high market factor range.
Port Orchard	High	The large amount of projected capacity and low delivery rate represent a high market factor indicator therefore recommending a high market factor range. However, the high rent growth could indicate a shift in market conditions.
Poulsbo	Low	No projected capacity for multifamily product types, however demonstrated deliveries, high rents, and the strongest rent growth observed would all support a low market factor range for any multifamily capacity projected.
Silverdale	Medium	The market factor indicator would point to a medium market factor range. However, market conditions, including the highest delivery rate, high face rents and rent growth may support selecting the lower range.

APPENDIX: Market Factor Range Recommendations – *Single Family*

Table A2 - Market Factor Indicator Summary – *Single Family*

City/UGA	Product Type	Projected Capacity* - Units	2015-2019 Average Annual Deliveries	MKF Indicator	Current Average Pricing -Average Price* Growth Median PriceY/Y (2013-2020)
Bainbridge	Single Family	2,496	106	15%	\$904,000 9.0%
Bremerton	Single Family	13,193	138	79%	\$361,000 9.4%
Central Kitsap	Single Family	1,406	34	52%	\$389,000 10.6%
Kingston	Single Family	900	19	57%	\$515,000 9.0%
Port Orchard	Single Family	6,609	119	64%	\$396,000 8.1%
Poulsbo	Single Family	2,329	105	10%	\$480,000 7.0%
Silverdale	Single Family	2,201	37	67%	\$443,000 6.3%
<i>SUBTOTAL</i>		29,134	557	62%	

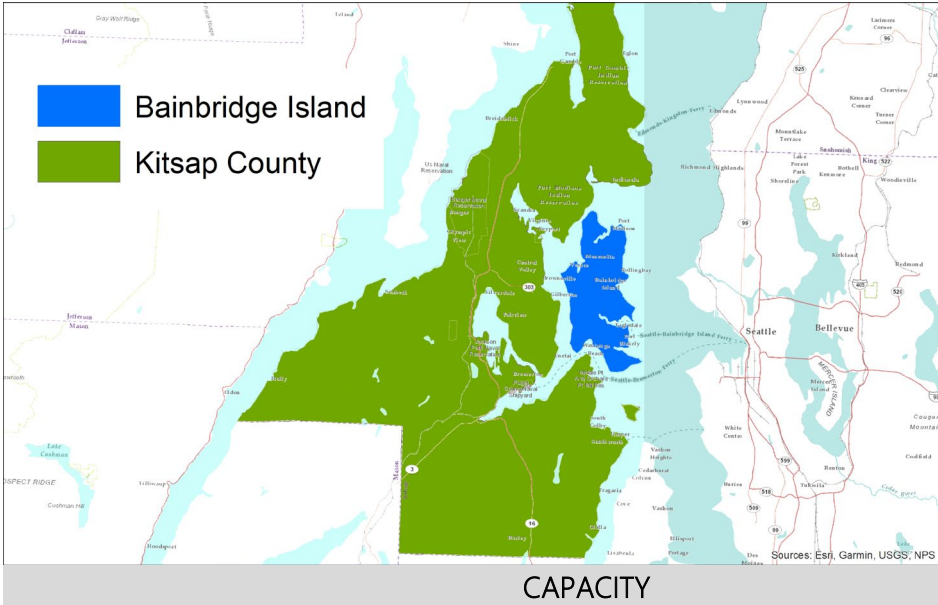
*Capacity is taken from the 2014 BLR and the 2016 Comp Plan Update

Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Redfin, NWMLS.

Market Factor Range Recommendations – *Single Family*

	Recommendation	Supporting Observations
Bainbridge	Low	Low projected capacity and a high delivery rate suggest the low market factor range. Market pricing data provides additional support for this recommendation.
Bremerton	High	While having the highest delivery rate, the large amount of capacity suggests the high market factor range. The average Y/Y price growth could indicate a change in market conditions, potentially supporting a lower range.
Central Kitsap	Medium	Modest projected capacity with modest deliveries. The delivery rate is proportionally higher compared to neighboring jurisdictions, and the market factor indicator suggests a medium market factor range.
Kingston	Medium	Low projected capacity, but a proportionate delivery rate suggests a medium market factor range. The high median price and the strong price growth support the recommendation for the Medium market factor range.
Port Orchard	Medium	The strong delivery rate compared to neighboring jurisdictions and about half the projected capacity would suggest a medium market factor range. Market pricing data aligns with this recommendation.
Poulsbo	Low	Less projected capacity, but strong delivery rate when compared to neighboring jurisdictions. The median price and the price growth indicate that market conditions are favorable and support a low market factor range.
Silverdale	Medium	Modest projected capacity and a modest delivery rate, these combined with the median pricing and the lowest average price growth would suggest a medium market factor range is recommended.

Bainbridge Island – Residential Analysis



CAPACITY

Projected Capacity (2014)

Multi Family	339
Single Family	2,496

DELIVERIES

	Total deliveries 2000 - 2019	Avg. Annual Deliveries 2015-2019
Multi Family	273	29
Single Family	2,298	106

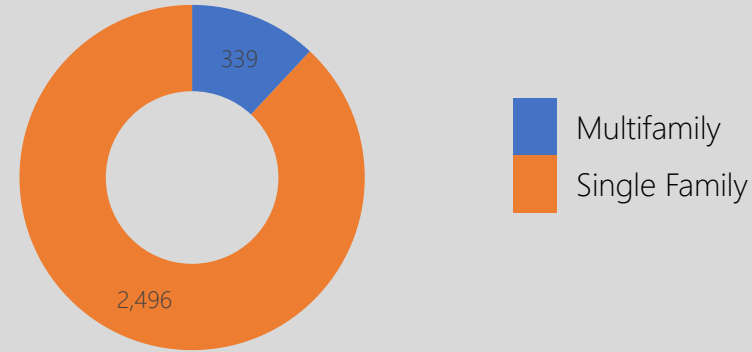
PRICE

Price Growth

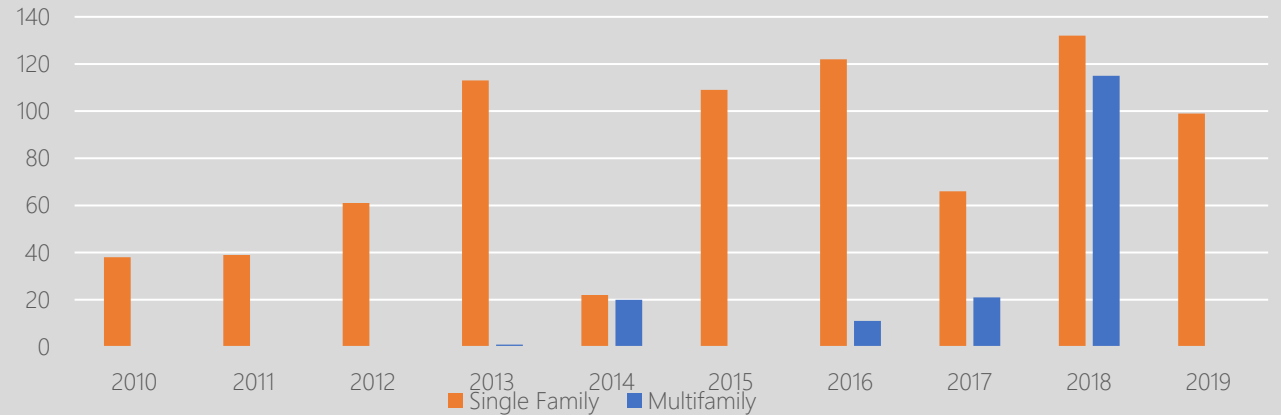
Multi Family	3.5% average y/y 2013-2020
Single Family	9.0% average y/y 2013-2020

8/20/2021 *DRAFT*

Projected Capacity (2014 BLR)

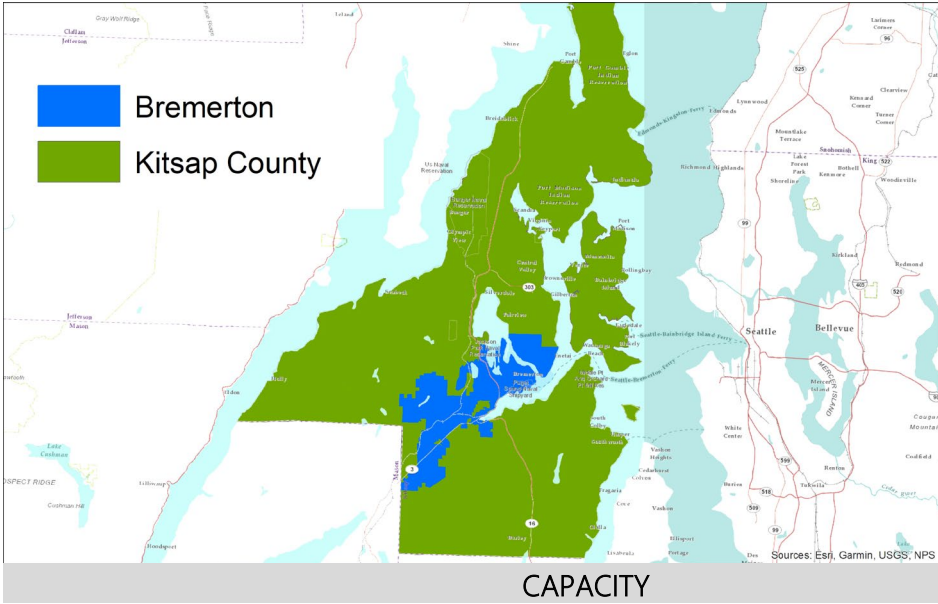


Deliveries Data By Product Type 2010 – 2019



Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Redfin, NWMLS, Costar.

Bremerton – Residential Analysis



Projected Capacity (2014)

Multi Family	3,589
Single Family	13,193

DELIVERIES

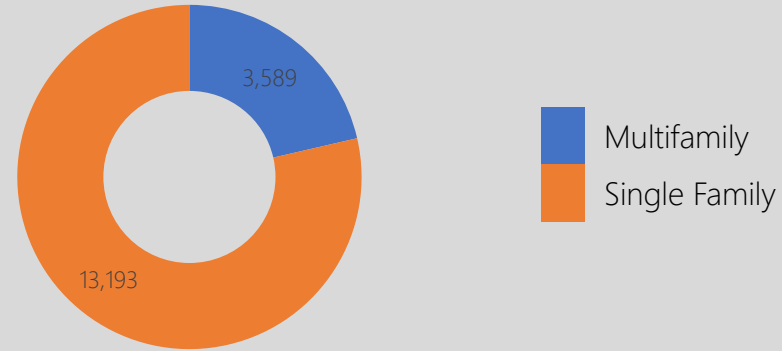
	Total deliveries 2000 - 2019	Avg. Annual Deliveries 2015-2019
Multi Family	568	48
Single Family	1,814	138

PRICE

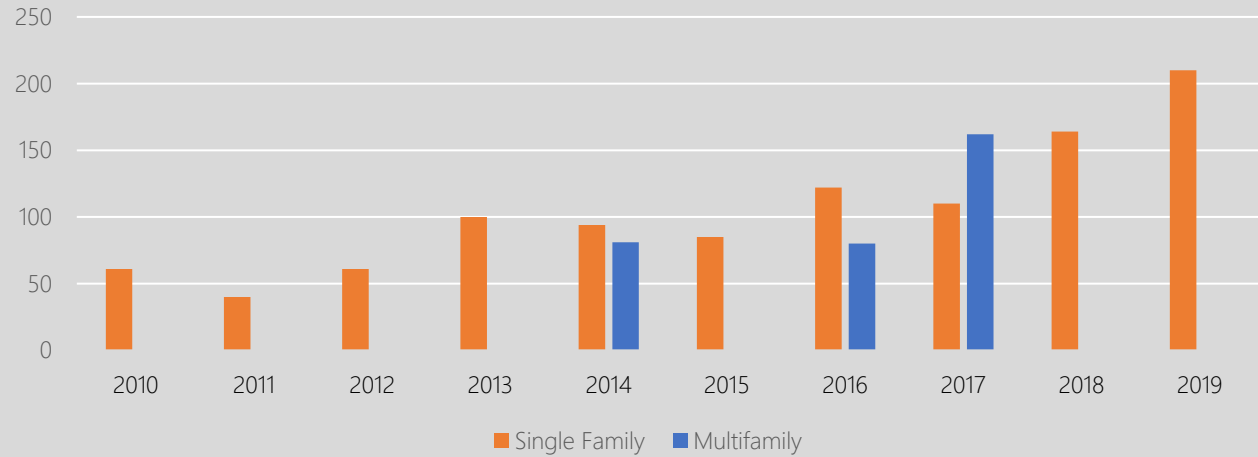
Price Growth

Multi Family	4.8% average y/y 2013-2020
Single Family	9.4% average y/y 2013-2020

Projected Capacity (2014 BLR)

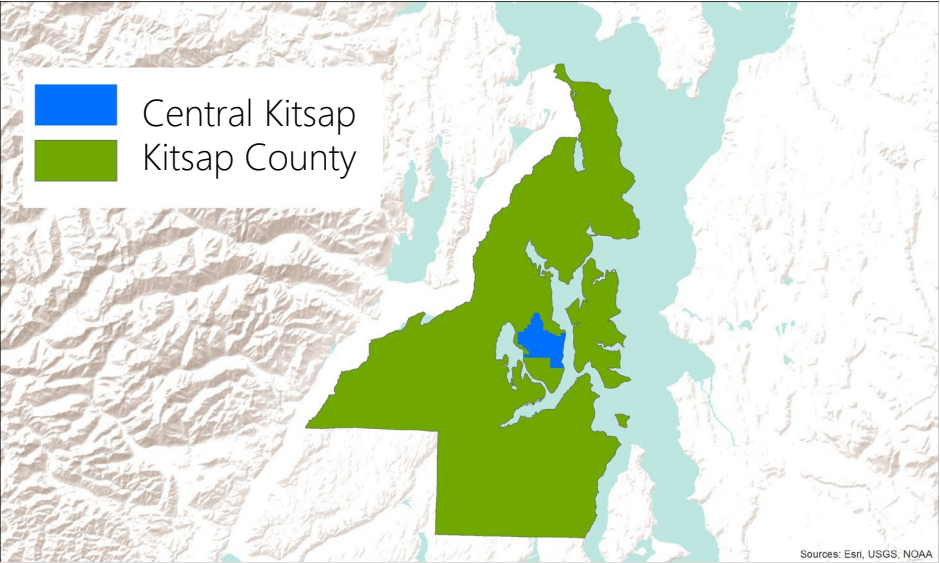


Deliveries Data By Product Type 2010 – 2019



Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Redfin, NWMLS, Costar.

Central Kitsap UGA – Residential Analysis



CAPACITY

Projected Capacity (2016)

Multi Family	1,297
Single Family	1,406

DELIVERIES

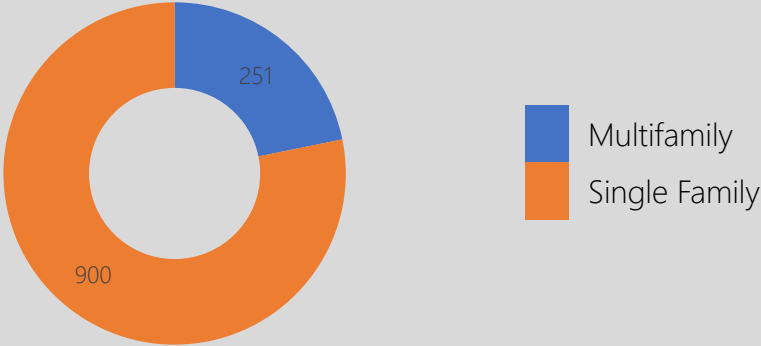
	Total deliveries 2000 - 2019	Avg. Annual Deliveries 2015-2019
Multi Family	224	8
Single Family	1,324	34

PRICE

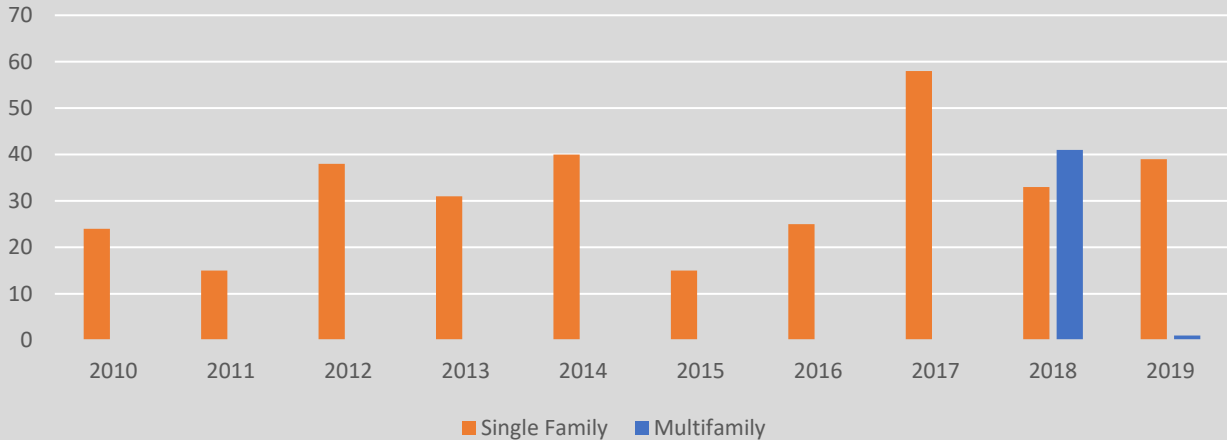
Price Growth

Multi Family	5.5% average y/y 2013-2020
Single Family	7.9% average y/y 2013-2020

Projected Capacity (2014 BLR)

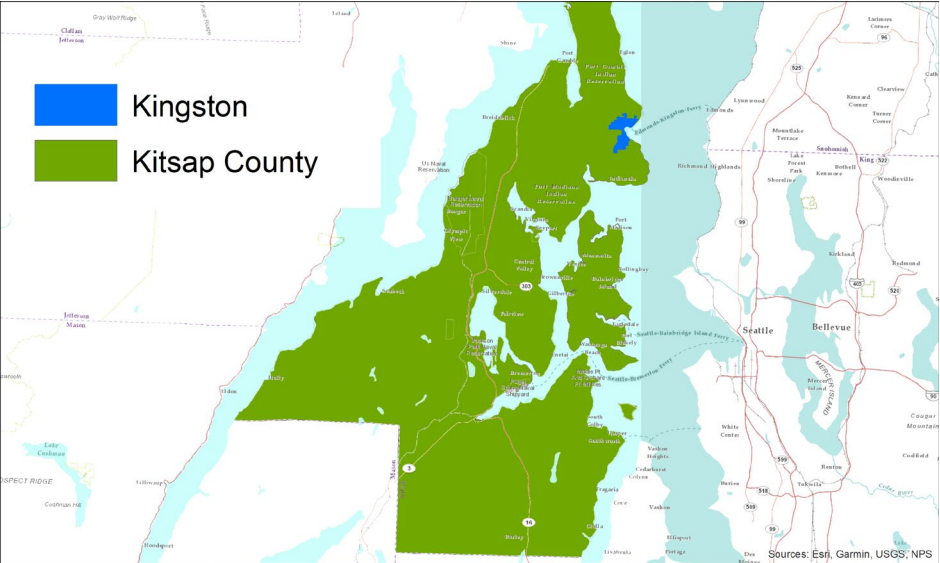


Deliveries Data By Product Type 2010 – 2019



Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Redfin, NWMLS, Costar.

Kingston – Residential Analysis



CAPACITY

Projected Capacity (2016)

Multi Family	251
Single Family	900

DELIVERIES

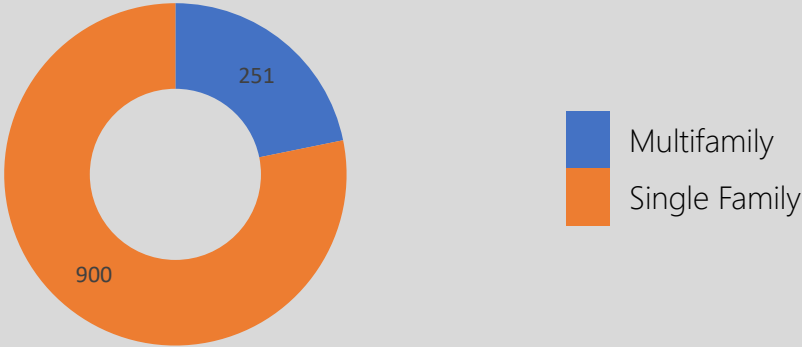
	Total deliveries 2000 - 2019	Avg. Annual Deliveries 2015-2019
Multi Family	88	0
Single Family	262	19

PRICE

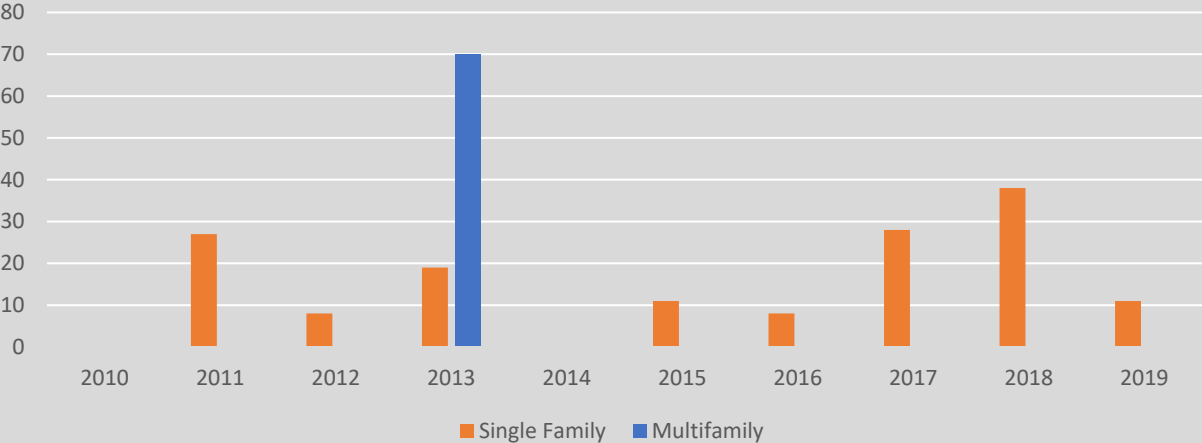
Price Growth

Multi Family	2.4% average y/y 2013-2020
Single Family	9.0% average y/y 2013-2020

Projected Capacity (2014 BLR)

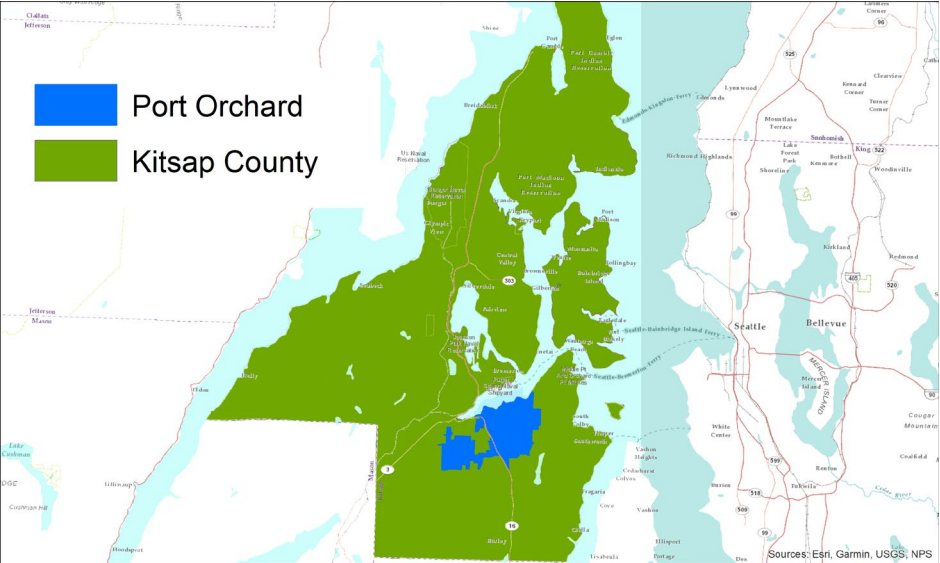


Deliveries Data By Product Type 2010 – 2019



Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Redfin, NWMLS, Costar.

Port Orchard – Residential Analysis



CAPACITY

Projected Capacity (2014)

Multi Family	1,562
Single Family	6,609

DELIVERIES

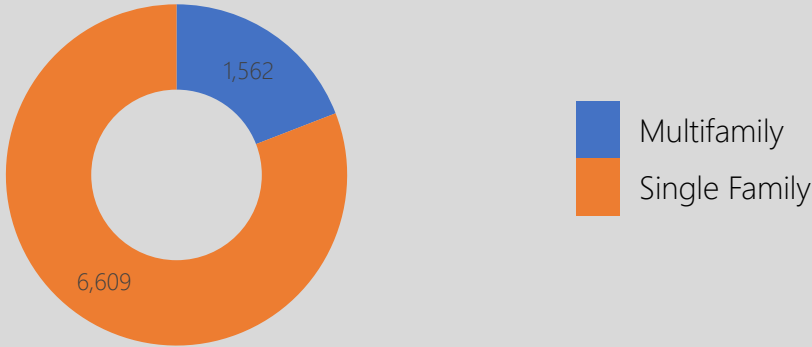
	Total deliveries 2000 - 2019	Avg. Annual Deliveries 2015-2019
Multi Family	270	8
Single Family	2,636	119

PRICE

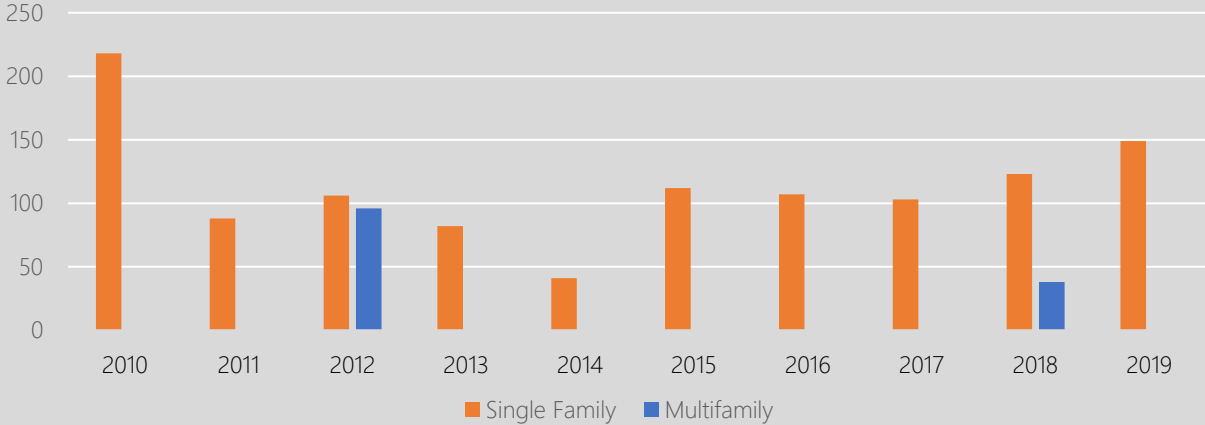
Price Growth

Multi Family	5.1% average y/y 2013-2020
Single Family	8.1% Average y/y 2013-2020

Projected Capacity (2014 BLR)

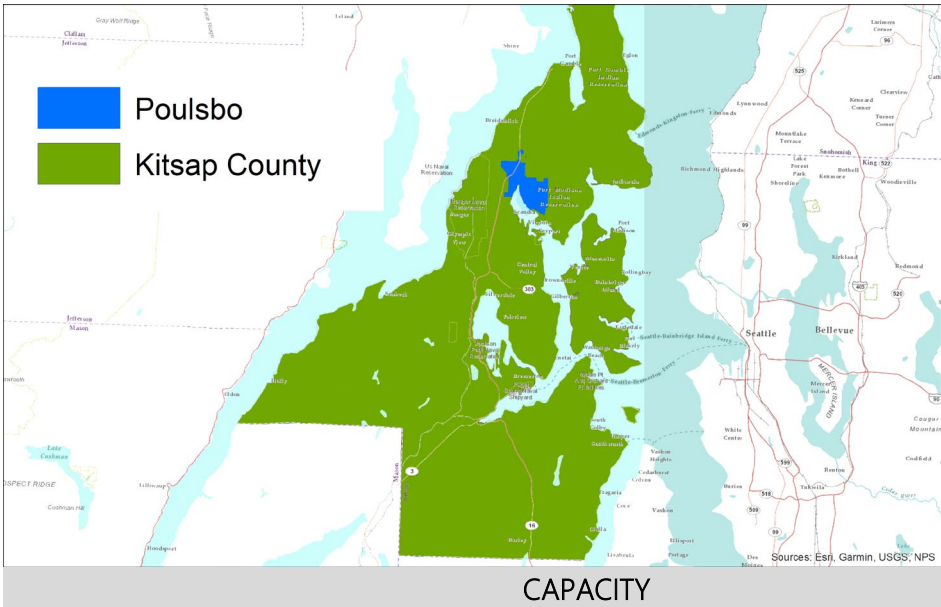


Deliveries Data By Product Type 2010 – 2019



Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Redfin, NWMLS, Costar.

Poulsbo – Residential Analysis



CAPACITY

Projected Capacity (2014)

Multi Family	0
Single Family	2,329

DELIVERIES

	Total deliveries 2000 - 2019	Avg. Annual Deliveries 2015-2019
Multi Family	206	36
Single Family	1,715	105

PRICE

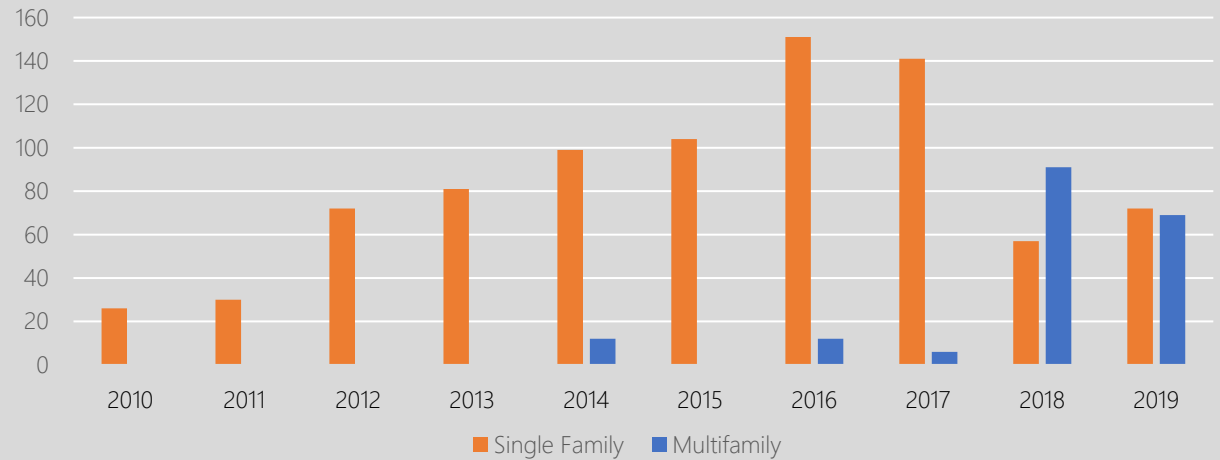
Price Growth

Multi Family	6.1% average y/y 2013-2020
Single Family	7.0% average y/y 2013-2020

Projected Capacity (2014 BLR)

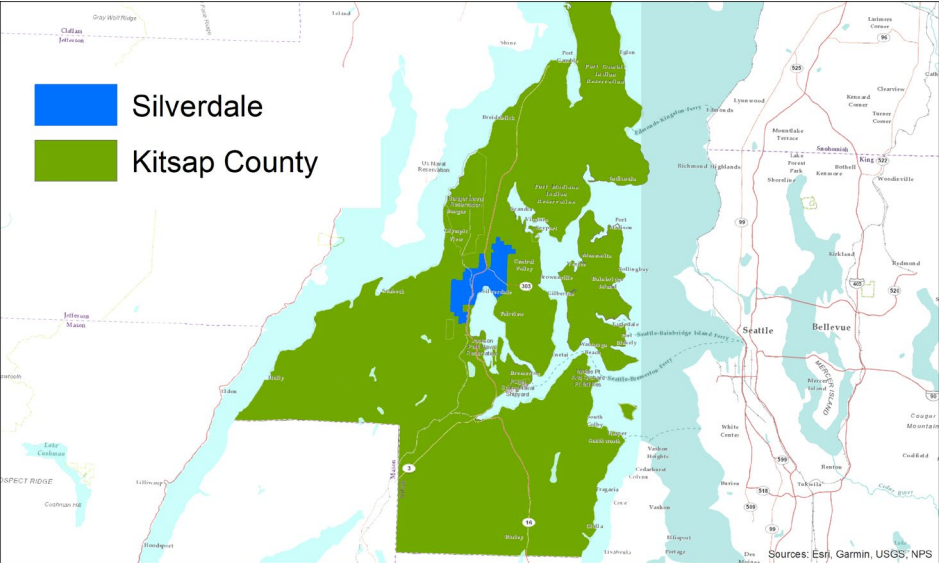


Deliveries Data By Product Type 2010 – 2019



Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Redfin, NWMLS, Costar.

Silverdale – Residential Analysis



CAPACITY

Projected Capacity (2014)

Multi Family	1,548
Single Family	2,201

DELIVERIES

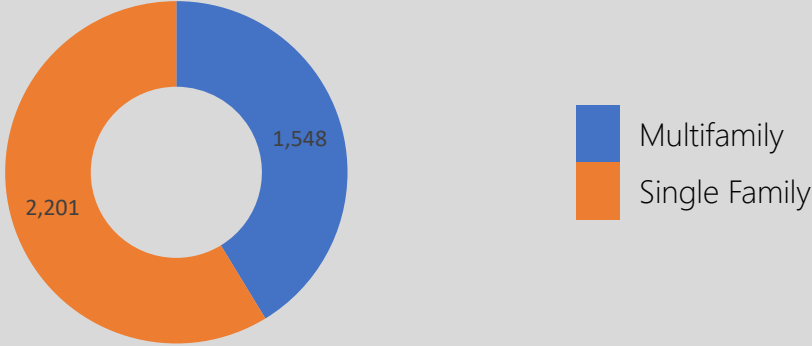
	Total deliveries 2000 - 2019	Avg. Annual Deliveries 2015-2019
Multi Family	671	54
Single Family	650	37

PRICE

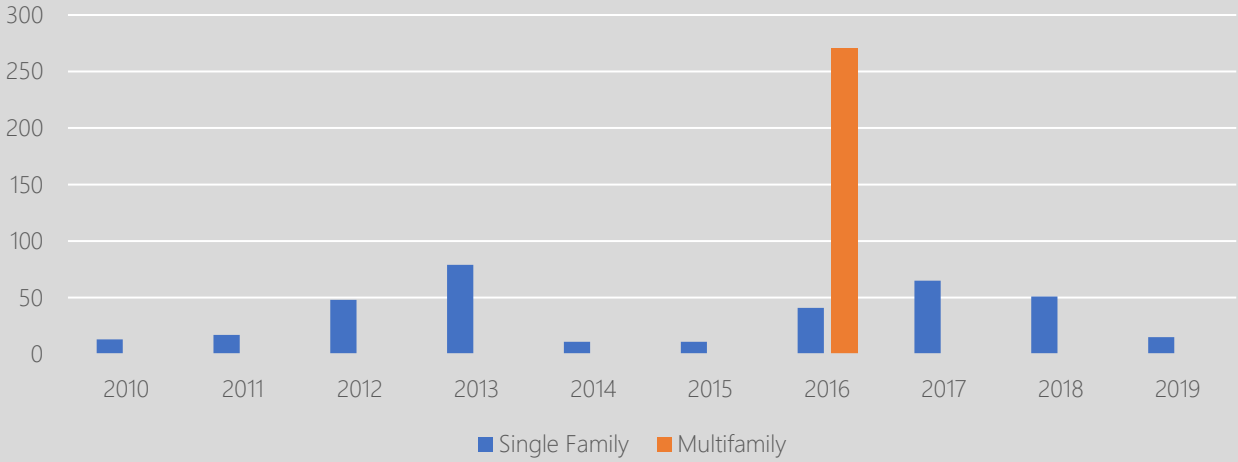
Price Growth

Multi Family	5.9% average y/y 2013-2020
Single Family	7.9% average y/y 2013-2020

Projected Capacity (2014 BLR)



Deliveries Data By Product Type 2010 – 2019



Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Redfin, NWMLS, Costar.

NON-RESIDENTIAL ANALYSIS

APPENDIX: Market Factor Range Recommendations – *Commercial*

Table A3 - Market Factor Indicator Summary – *Commercial*

City/UGA	Total Capacity* - SF	Average Annual Deliveries (2001-2020)	Average Annual Deliveries (2001-2010)	Average Annual Deliveries (2016-2020)	Max Annual Delivery Rate	20-year Indicator (2001-2020)	10-year Indicator (2001-2010)	5-year Indicator (2016-2020)	Max Delivery Indicator (Single Year)	Current Market Rents (2021)
Bainbridge	1,441,796	27,615	38,544	14,944	106,407	62%	47%	79%	0%	\$24.20
Bremerton	1,858,537	76,293	131,139	10,609	270,135	18%	0%	89%	0%	\$16.39
Central Kitsap	532,866	19,909	38,626	265	152,873	25%	0%	99%	0%	\$14.75
Kingston	304,882	6,925	13,187	58	112,003	55%	13%	100%	0%	\$20.10
Port Orchard	4,350,361	33,862	60,646	4,649	171,497	84%	72%	98%	21%	\$15.75
Poulsbo	61,789	51,931	77,589	15,631	366,279	0%	0%	0%	0%	\$19.93
Silverdale	2,465,409	108,370	75,722	213,240	999,011	12%	39%	0%	0%	\$20.29
SUBTOTAL	11,015,640	324,904	435,452	259,395	2,178,205	21%	21%	53%	0%	

*Capacity is taken from the 2014 BLR

Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Costar

Market Factor Range Recommendations – *Commercial*

	Recommendation	Supporting Observations
Bainbridge	Medium	Highest average commercial rents and relatively consistent deliveries, however, the large amount of capacity and resulting indicator suggest that a medium market factor range should be considered.
Bremerton	Medium	Highest nominal delivery rate in the County and moderate overall capacity suggest a medium market factor range. Market Rents below the median for jurisdictions.
Central Kitsap	Medium	A significant amount of capacity, but deliveries have tapered off in the last 5 years. Market Rents are lower than other jurisdictions. Recommend that a medium market factor range be considered.
Kingston	Medium	There have been only small-scale deliveries over the past 20 years, however with a low amount of capacity and high rents, this capacity could be absorbed quickly should market conditions change. Recommend considering a medium market factor range
Port Orchard	High	Port Orchard has had strong demonstrated deliveries, however, with a large amount of capacity and lower than median rents it's recommend that the City consider a high market factor for commercial only development.
Poulsbo	Low	Relatively high rates of deliveries, with very little capacity, with rents in the middle of the range found across Kitsap County. Should development continue at the historical pace, capacity would be absorbed. Because of this recommending a low Market Factor range.
Silverdale	Medium	The second highest projected capacity in the county in 2014. With strong demonstrated deliveries and strong market rents, it's recommended that the City consider a medium market factor.

APPENDIX: Market Factor Range Recommendations – *Industrial*

Table A4 - Market Factor Indicator Summary – *Industrial*

City/UGA	Total Capacity* - SF	Average Annual Deliveries (2001-2020)	Average Annual Deliveries (2001-2010)	Average Annual Deliveries (2016-2020)	Max Annual Delivery Rate	20-year Indicator (2001-2020)	10-year Indicator (2001-2010)	5-year Indicator (2016-2020)	Max Delivery Indicator (Single Year)	Current Market Rents (2021)
Bainbridge	205,373	2,795	2,164	2,238	23,058	73%	79%	78%	0%	\$11.27
Bremerton	14,870,761	34,875	48,351	37,245	175,743	95%	95%	95%	76%	\$9.66
Central Kitsap	0	1,885	3,770	0	34,200	0%	0%	0%	0%	\$9.99
Kingston	59,791	3,333	6,666	0	56,860	0%	0%	100%	0%	\$11.57
Port Orchard	955,480	23,763	33,367	27,615	124,298	50%	50%	42%	0%	\$10.79
Poulsbo	128,063	10,192	13,343	9,652	91,554	0%	0%	0%	0%	\$10.58
Silverdale	3,632,694	15,504	7,747	45,188	104,249	91%	91%	75%	43%	\$10.27
<i>SUBTOTAL</i>	<i>19,852,162</i>	<i>92,347</i>	<i>115,408</i>	<i>121,937</i>	<i>609,962</i>	<i>91%</i>	<i>91%</i>	<i>88%</i>	<i>39%</i>	

*Capacity is taken from the 2014 BLR

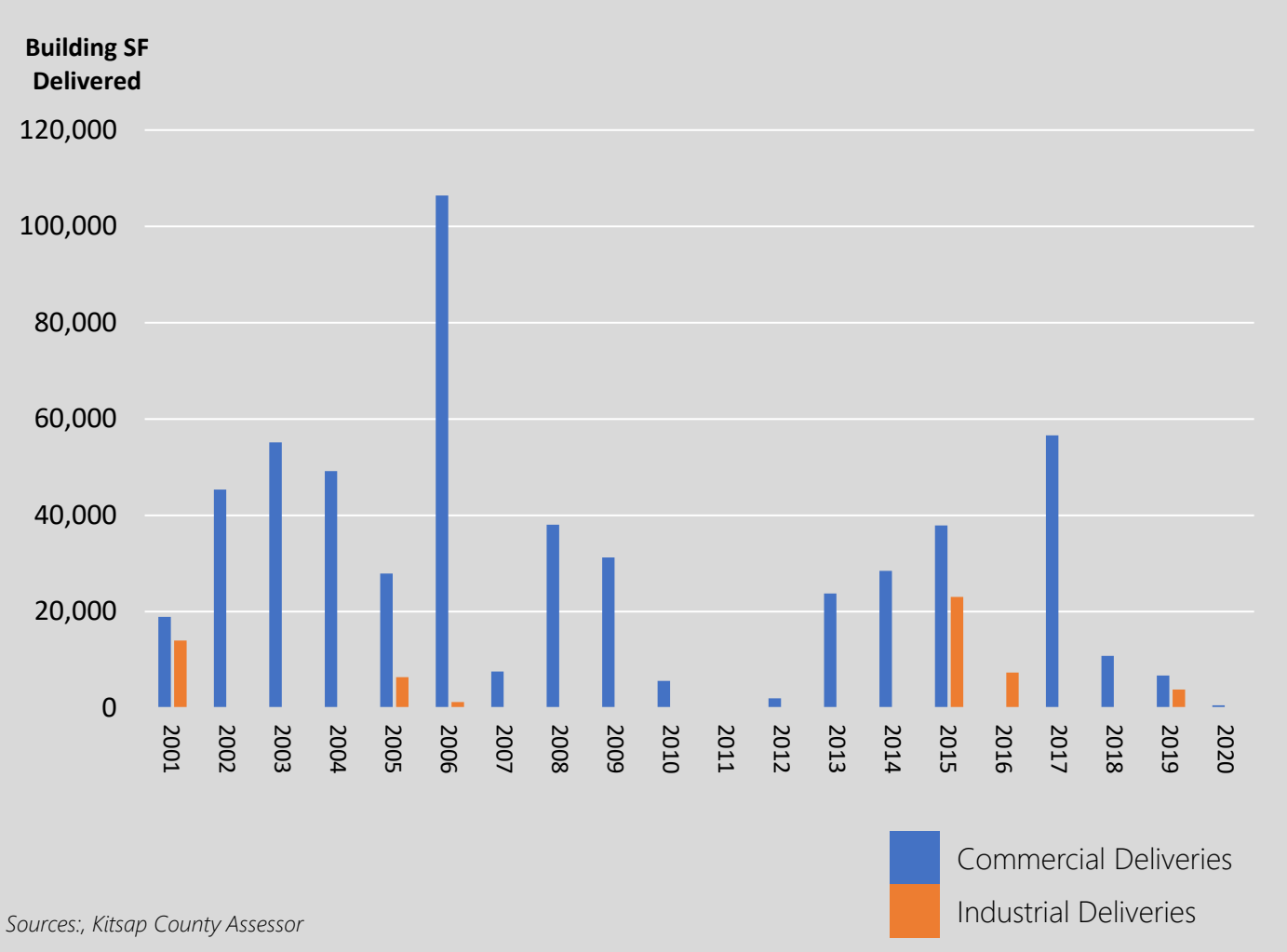
Sources: Kitsap BLR 2014 and 2016 Comp plan Update, Kitsap County Assessor, Costar

Market Factor Range Recommendations – *Industrial*

	Recommendation	Supporting Observations
Bainbridge	Medium	Recommending a medium Market Factor range for industrial-only zones. Industrial rents are comparatively high and there was very little capacity projected from 2014.
Bremerton	High	Demonstrated deliveries are the highest in the county, however, the large amount of significantly exceeds what is likely to be absorbed during the planning horizon. Recommend considering a high Market Factor range.
Central Kitsap	Low	No Capacity for industrial only, but industrial product has been delivered historically. Recommend considering a low market factor range for industrial. For flex industrial, refer to commercial market factor range recommendation.
Kingston	High	Much of the historic deliveries were self storage/mini warehouse. Limited industrial capacity in 2014. Market rents are relatively high. Recommend considering a high market factor for industrial only but consider using the commercial market factor recommendation if flex office is the predominant product expected to deliver.
Port Orchard	Medium	Moderate capacity and historical deliveries. Rents fall towards close to the regional median. Recommend the medium market factor range
Poulsbo	Low	Limited capacity planned in 2014. Significant deliveries as a % of planned capacity. Recommend the City consider a low market factor range.
Silverdale	High	Demonstrated deliveries are strong, however the large amount of capacity will not be absorbed at demonstrated delivery rates. Recommend considering a high Market Factor Range.

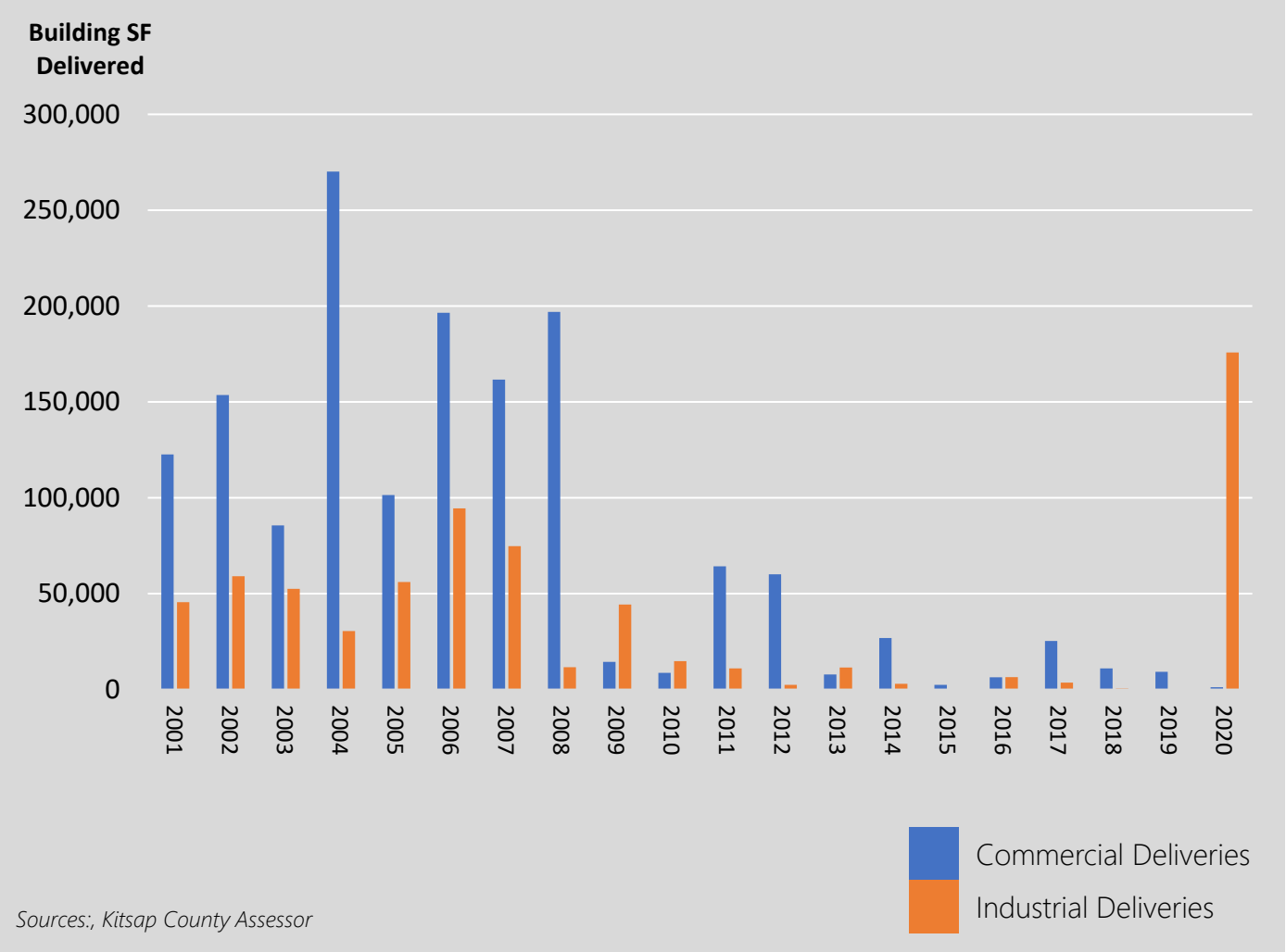
Commercial and Industrial Deliveries, 2001-2020

Year	Commercial Deliveries	Industrial Deliveries
2001	18,931	14,000
2002	45,354	0
2003	55,142	0
2004	49,180	0
2005	27,915	6,400
2006	106,407	1,242
2007	7,581	0
2008	38,051	0
2009	31,252	0
2010	5,624	0
2011	0	0
2012	1,996	0
2013	23,756	0
2014	28,482	0
2015	37,911	23,058
2016	0	7,350
2017	56,612	0
2018	10,804	0
2019	6,732	3,840
2020	570	0



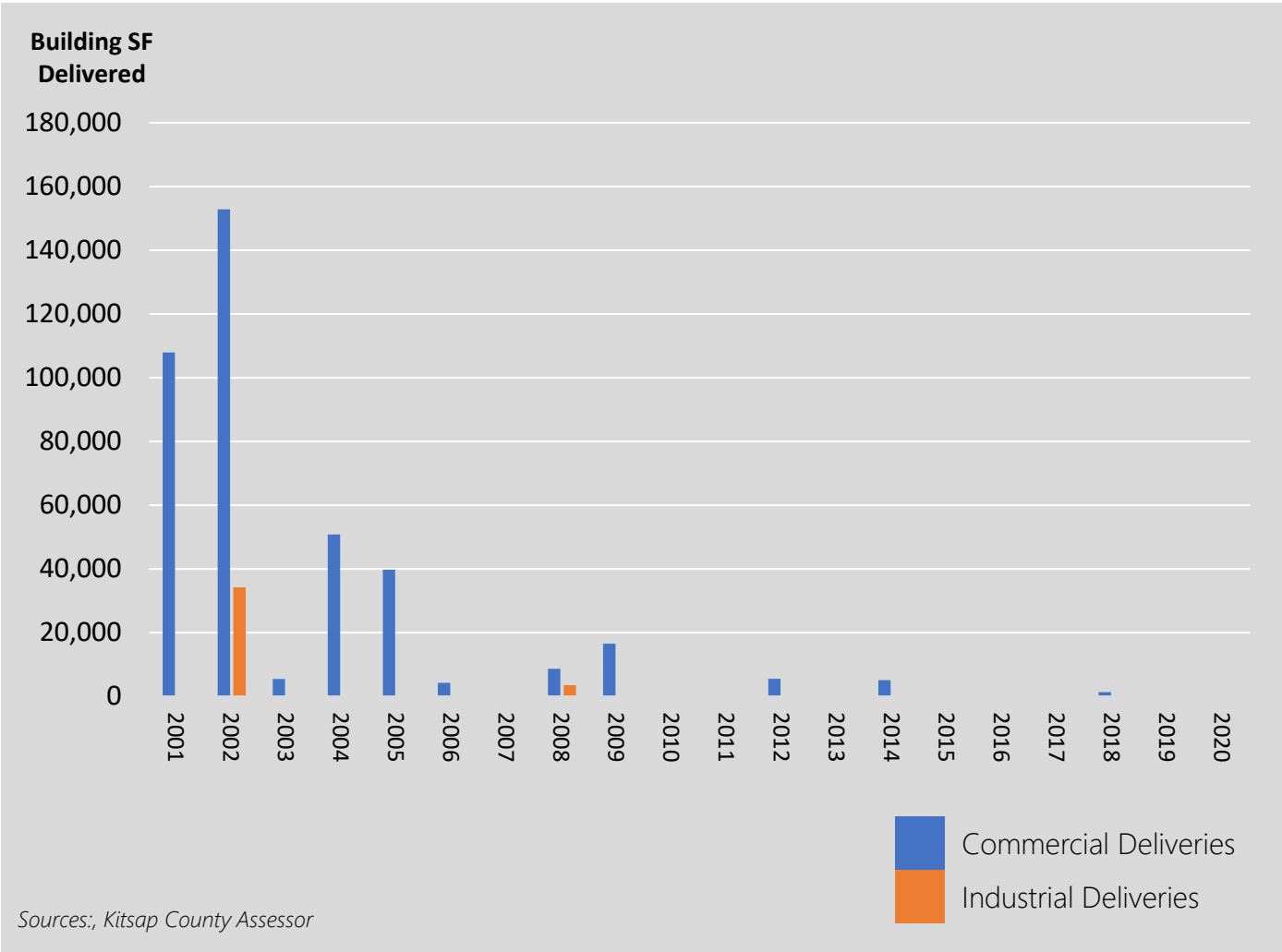
Commercial and Industrial Deliveries, 2001-2020

Year	Commercial Deliveries	Industrial Deliveries
2001	122,614	45,532
2002	153,603	59,100
2003	85,557	52,483
2004	270,135	30,460
2005	101,384	56,022
2006	196,455	94,437
2007	161,597	74,775
2008	196,927	11,590
2009	14,406	44,315
2010	8,712	14,796
2011	64,209	10,968
2012	60,100	2,400
2013	7,794	11,461
2014	26,867	2,940
2015	2,448	0
2016	6,359	6,400
2017	25,303	3,600
2018	10,970	480
2019	9,254	0
2020	1,160	175,743



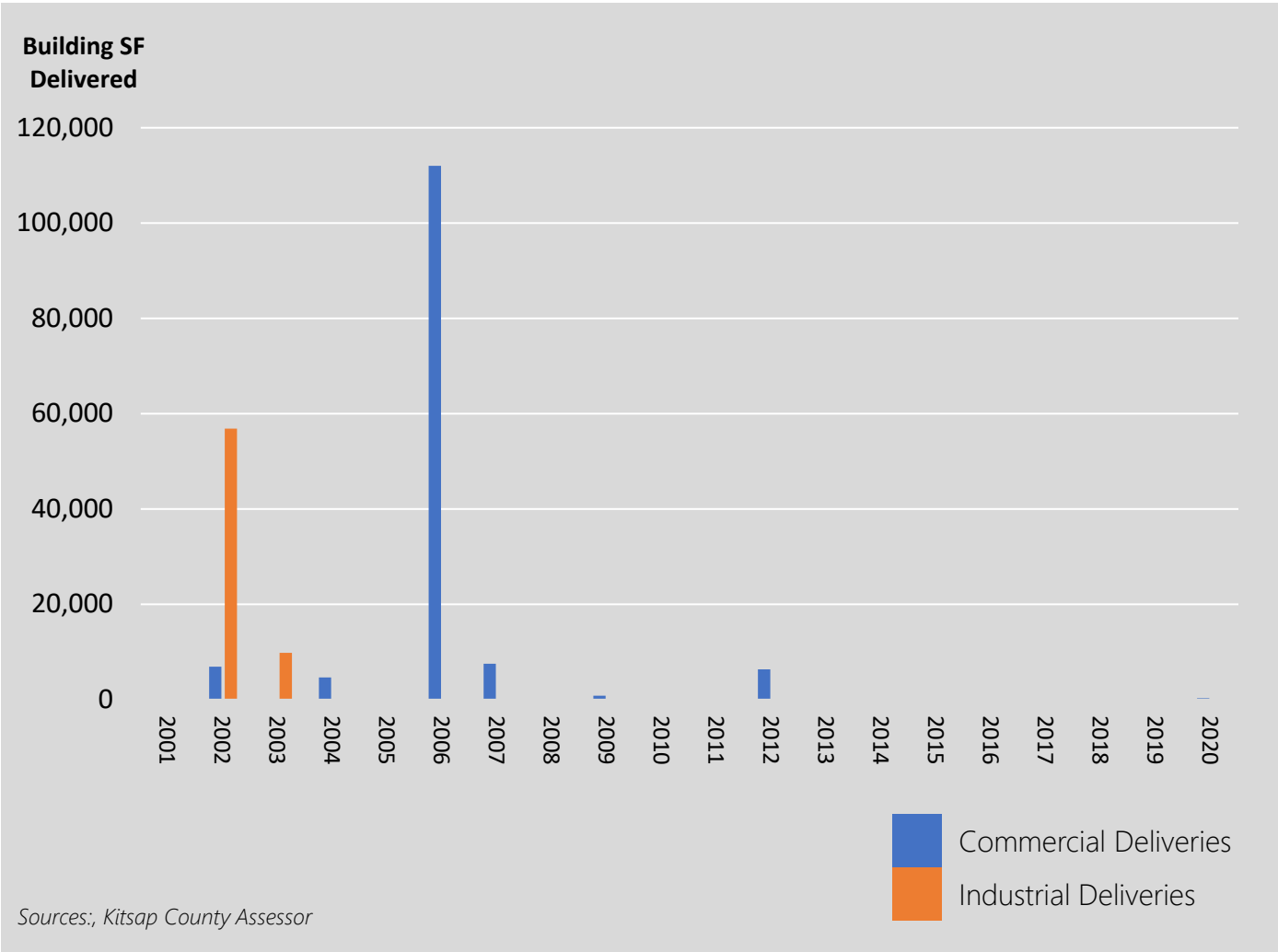
Commercial and Industrial Deliveries, 2001-2020

Year	Commercial Deliveries	Industrial Deliveries
2001	107,914	0
2002	152,873	34,200
2003	5,436	0
2004	50,805	0
2005	39,776	0
2006	4,246	0
2007	0	0
2008	8,670	3,500
2009	16,535	0
2010	0	0
2011	0	0
2012	5,487	0
2013	0	0
2014	5,108	0
2015	0	0
2016	0	0
2017	0	0
2018	1,324	0
2019	0	0
2020	0	0



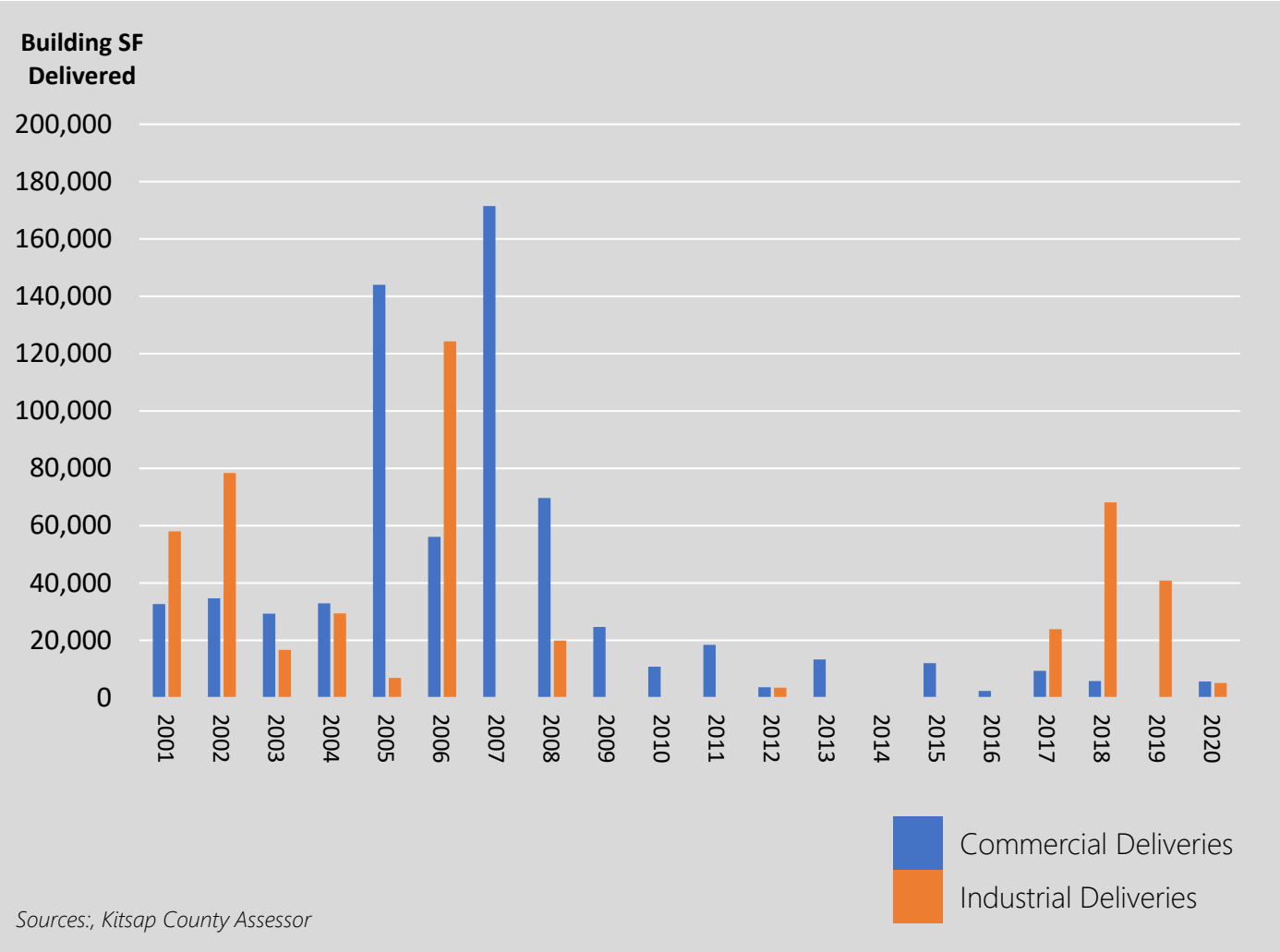
Commercial and Industrial Deliveries, 2001-2020

Year	Commercial Deliveries	Industrial Deliveries
2001	0	0
2002	6,912	56,860
2003	0	9,800
2004	4,639	0
2005	0	0
2006	112,003	0
2007	7,520	0
2008	0	0
2009	800	0
2010	0	0
2011	0	0
2012	6,328	0
2013	0	0
2014	0	0
2015	0	0
2016	0	0
2017	0	0
2018	0	0
2019	0	0
2020	289	0



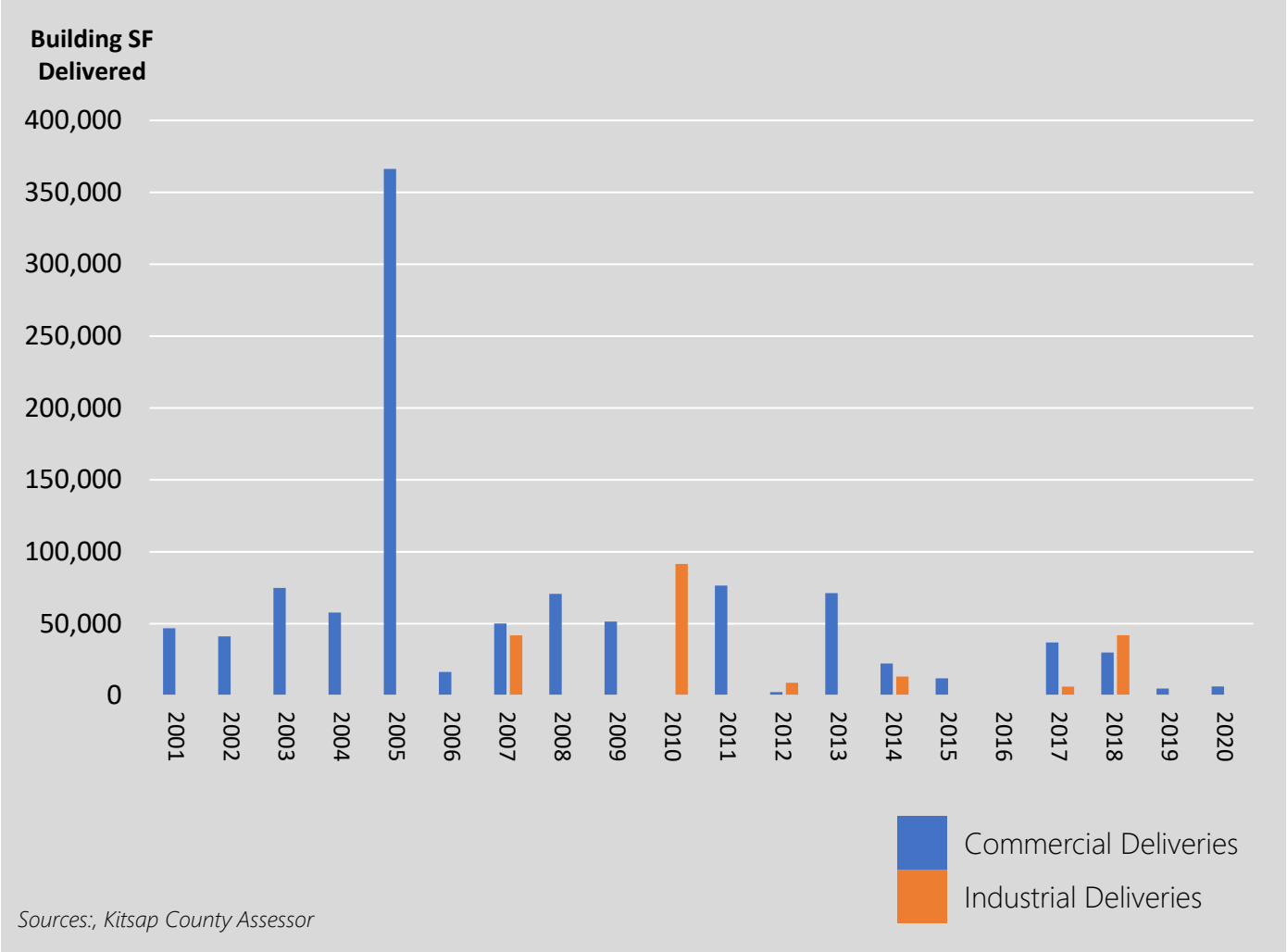
Commercial and Industrial Deliveries, 2001-2020

Year	Commercial Deliveries	Industrial Deliveries
2001	32,684	58,011
2002	34,708	78,380
2003	29,313	16,720
2004	32,915	29,424
2005	143,993	6,888
2006	56,123	124,298
2007	171,497	0
2008	69,686	19,950
2009	24,710	0
2010	10,827	0
2011	18,458	0
2012	3,642	3,520
2013	13,374	0
2014	0	0
2015	12,061	0
2016	2,376	0
2017	9,373	23,897
2018	5,842	68,110
2019	0	40,887
2020	5,652	5,180



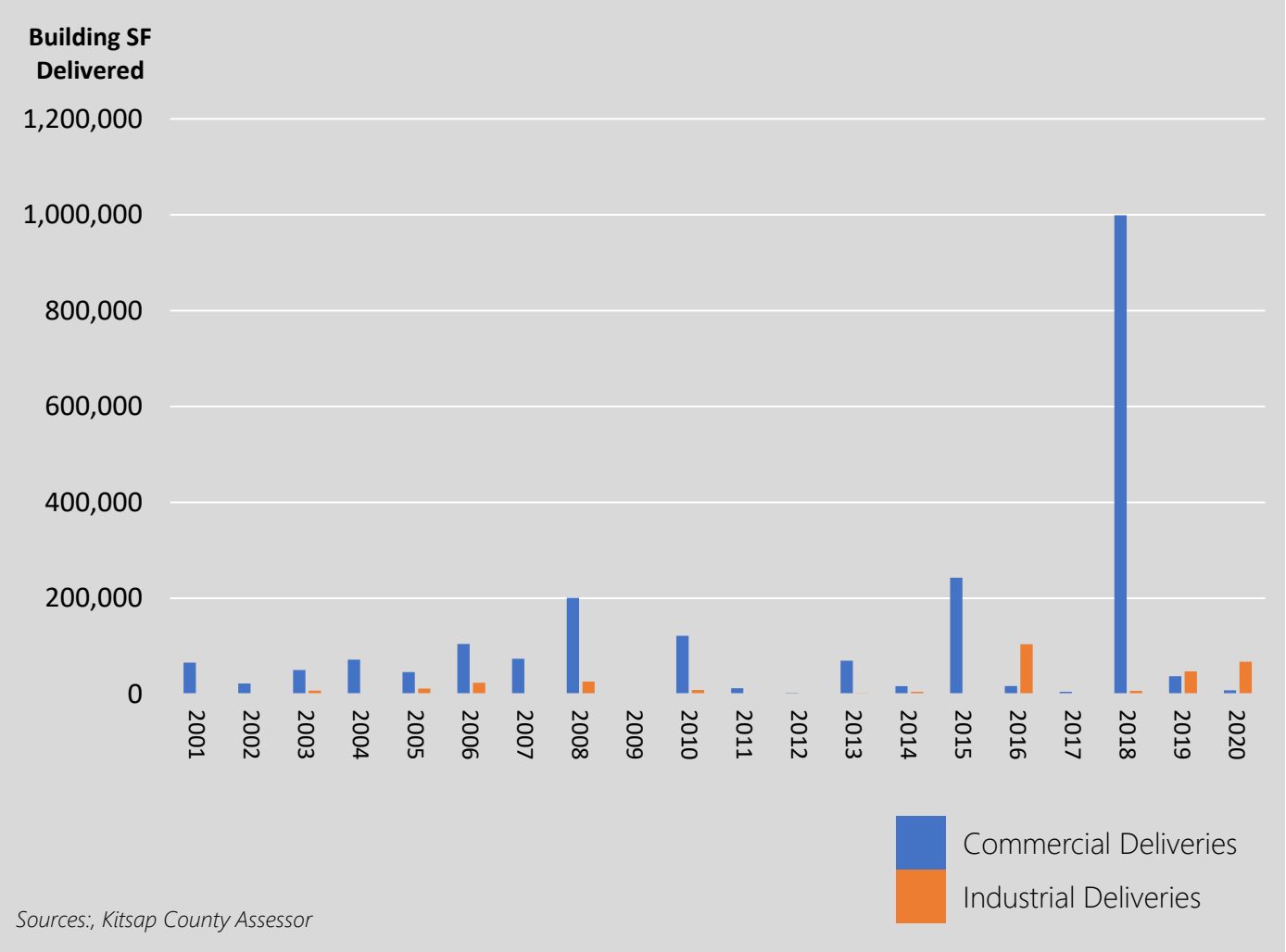
Commercial and Industrial Deliveries, 2001-2020

Year	Commercial Deliveries	Industrial Deliveries
2001	46,819	0
2002	41,225	0
2003	74,894	0
2004	57,811	0
2005	366,279	0
2006	16,406	0
2007	50,129	41,880
2008	70,787	0
2009	51,536	0
2010	0	91,554
2011	76,488	0
2012	2,468	8,934
2013	71,293	0
2014	22,284	13,210
2015	12,053	0
2016	0	0
2017	36,997	6,210
2018	29,904	42,049
2019	4,932	0
2020	6,321	0



Commercial and Industrial Deliveries, 2001-2020

Year	Commercial Deliveries	Industrial Deliveries
2001	65,645	0
2002	22,163	0
2003	50,387	7,370
2004	71,992	0
2005	45,859	11,600
2006	104,846	23,728
2007	73,761	0
2008	200,891	26,048
2009	0	0
2010	121,678	8,720
2011	12,212	0
2012	2,393	0
2013	69,748	1,680
2014	16,685	5,000
2015	242,946	0
2016	16,948	104,249
2017	4,746	0
2018	999,011	6,760
2019	37,397	47,400
2020	8,100	67,532



Appendix C
LCA Assumption Documentation

Appendix C: County/City Documentation of Assumptions

City of Bainbridge Island Documentation of Assumptions

Programmatic Infrastructure Gap Review Worksheet

City GIS and Planning Staff met with the City Engineer to review infrastructure system maps, capital plans alongside the Programmatic Infrastructure Gap Review Worksheet, Exhibit 4 of the Kitsap County Land Capacity Analysis Methodology Guidance. Staff then used Exhibit 2. Infrastructure Gap Analysis Decision Tree from the Guidance to confirm whether or not an infrastructure gap precludes all development. Current system plans and the City's adopted Capital Improvement Plan were used for this infrastructure review (see below).

Step 0: Infrastructure Gap Analysis	
Transportation	<p>No Transportation Gaps to be Mapped.</p> <p>All identified deficiencies (gaps) in IWTP are included in capital plan.</p>
Stormwater	No Stormwater Gaps.
Drinking Water	<p>Gap areas identified: Areas that are not served by Group A or Group B systems (e.g. gap between Washington Water System & Emerald Heights. System in the vicinity of Lynwood Center Road). City staff confirmed the status of Group B systems with WA State Dept. of Health. Gap Does not constrain future development.</p> <p>Any substantial deficiencies identified that are substantial are on COBI capital plan (e.g. fireflow) or not enough to preclude development.</p>
Public Sewer	<p>There are many areas on Bainbridge Island outside of Sewer Service Areas and (2) areas that are within sewer service areas, but farther than 300 feet away from sewer mains. Developability (e.g. the ability to serve new development with on-site septic systems) of underutilized lots in these areas will be affected by LCA Steps 1-3 related to size and the presence of critical areas. No further reduction of areas related to lack of sewer service alone.</p>

No infrastructure gaps were identified. Identified infrastructure gaps are either already on a capital plan to be addressed, or the gap does not constrain all growth (see Exhibit 2) ☒

[Island-wide Transportation Plan \(IWTP\)](#)

[2021 Stormwater Management Program Plan](#)

[2015 General Sewer Plan](#)

[2017 Water System Plan](#)

[2021/2022 Adopted Budget Capital Improvement Plan](#)

RESIDENTIAL LCA

Step 1. Define Development Status and Classify Parcels

- **Step 1.1: Identify Pipeline Properties (OPTIONAL).**
 - Used assumption outlined in guidance ☒
 - Provide explanation if deviating from standards assumption
- **Step 1.2: Identify Excluded Properties.**
 - Used assumption outlined in guidance ☒
 - Provide explanation if deviating from standards assumption
- **Step 1.3: Identify Vacant Properties.**
 - Used assumption outlined in guidance ☒
 - Provide explanation if deviating from standards assumption
- **Step 1.4: Identify Partially Utilized Properties.**
 - Used assumption outlined in guidance ☒
 - Provide explanation if deviating from standards assumption
- **Step 1.5: Identify Under-Utilized Properties.**
 - Used assumption outlined in guidance ☒
 - Provide explanation if deviating from standards assumption
- **Step 1.6: Identify Platted Lots.**
 - Used assumption outlined in guidance ☒
 - Provide explanation if deviating from standards assumption

Step 2: Exclude Parcels Unlikely to Develop

- Used assumption outlined in guidance ☒

- Provide explanation if deviating from standards assumption

Step 3: Identify Critical Areas

- Used assumption outlined in guidance □

City Planning staff discussed what level of reduction should be applied to the different types of critical areas given the regulations in the City’s Critical Areas Ordinance, [BIMC 16.20](#). The following staff participated in this critical area review: Planning Director Heather Wright, Planning Manager David Greetham, Associate Planner Annie Hillier.

Type	Buffer Width	Minimum Building Setback	% Reduction	Comment
Streams and Buffers				
DNR Water-courses	50-200 ft.	15 ft.	75%	BIMC 16.20.110
Wetlands				
Wetlands	25-300 ft.	15 ft.	90%	BIMC 16.20.140
Water Bodies: N/A for City; Some ponds qualify as wetlands				
Geohazards: BIMC 16.20.130				
Landslide Hazard Areas	20-75 ft.	N/A	90%	
Moderate Geohazards: Moderate Slopes (15-39%) Mapped Erosion Hazard Areas USGS Mapped Landslides	20-75 ft. (slopes/landslides)	N/A	25%	
Seismic Hazard Areas: Liquifaction Areas Fault Hazard Area (50 ft. on either side of fault)	N/A	N/A	25%	

Type	Buffer Width	Minimum Building Setback	% Reduction	Comment
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Critical Aquifer Recharge Areas (CARAs): All of Bainbridge Island is identified as an *Aquifer Recharge Area*. In the R-0.4, R-1 and R-2 zones (approximately 91% of total area of Bainbridge Island). Development > 800 sq. ft. of new hard surface in these areas requires designation of an *Aquifer Recharge Protection Area (ARPA)* pursuant to [BIMC 16.20.100](#). City subdivision standards allow substantial clustering, and therefore designating an ARPA does not preclude further subdivision in the same way that the presence of a large wetland would.

Step 4: Identify Future Roads/Right of Way Needs

Step 5: Identify Future Public Facility Needs

City GIS and Planning Staff met with the City Engineer and Engineering Manager to discuss the reductions necessary for future roads, rights of way and other public facilities through development permits. The engineering staff had reviewed many recent developments, both residential subdivisions and commercial development to analyze how much area in these developments had been set aside for roads and other public facilities through these permits. The engineering staff then used averaging to suggest to following reductions be used for the LCA.

Step 4 Future Roads/Right of Way: 10%

Step 5 Future Public Facilities: 15%

Step 6: Account for Unavailable Lands (Market Factor)

The range for *unavailable lands* for Bainbridge Island identified in the Market Factor Guidance is 5-20%. In reviewing the guidance, staff recommends an *Unavailable Lands Reduction* of 10% for both residential and commercial lands.

Step 7: Determine Available Net Acres

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity

Residential Density Assumptions by Zone

Zoning BIMC 18.12.020-2	Allowed Density (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
Residential 0.4 (R-0.4)	1 unit per 100,000 sq. ft.	100%	Maximum base density per zone.
Residential 1 (R-1)	1 unit per 40,000 sq. ft.	100%	Maximum base density per zone.
Residential 2 (R-2)	1 unit per 20,000 sq. ft.	100%	Maximum base density per zone.

Zoning BIMC 18.12.020-2	Allowed Density (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
Residential 2.9 (R-2.9)	1 unit per 15,000 sq. ft.	100%	Maximum base density per zone.
Residential 3.5 (R-3.5)	1 unit per 12,500 sq. ft.	100%	Maximum base density per zone.
Residential 4.3 (R-4.3)	1 unit per 10,000 sq. ft.	100%	Maximum base density per zone.
Residential 5 (R-5)	1 unit per 8,500 sq. ft.	100%	Maximum base density per zone.
Residential 6 (R-6)	1 unit per 7,260 sq. ft.	100%	Maximum base density per zone.
Residential 8 (R-8)	1 unit per 5,400 sq. ft.	100%	Maximum base density per zone.
Residential 14 (R-14)	1 unit per 3,100 sq. ft.	100%	Maximum base density per zone.
Central Core	0.4 FAR	50%	Mixed Use Zone: Base Residential FAR level for zone. See BIMC 18.12.020-3 . Assumed unit size to determine housing capacity in these zones: 1,000 sq. ft.
Madison	0.4 FAR	75%	
Ericksen	0.3 FAR	50%	
Gateway	0.5 FAR	50%	
Ferry Terminal	0.4 FAR	75%	
High School Road 1 & 2	0.3 FAR	50%	
Neighborhood Center (NC)	1 unit per 20,000 sq. ft.	50%	
NC/R-12	1 unit per 3,630 sq. ft.	50%	

Step 8.4. Address Capacity for Accessory Dwelling Units (ADU's) for Additional Urban Housing Capacity (Optional)

- Used this assumption, please explain rationale below

For each residential zone, averaged the number of ADU permits during 7 yr. BLR Period (2013-2019) per year. Then forecast that average per year over rest of planning period 2020-2036, 16 years to total estimated ADU capacity. Then that total ADU forecast from 2020-2036 was divided evenly, 50/50 between partially utilized and vacant lands for each zone.

Step 9: Apply Average Household Size to Calculate Population Capacity

Average Household Assumptions by Jurisdiction and UGA

- Used assumption outlined in guidance
- Provide assumption and explanation below if deviating from guidance

COMMERCIAL/INDUSTRIAL LCA

Programmatic Infrastructure Gap Review Worksheet

No infrastructure gaps were identified

Same infrastructure gap analysis for commercial/ industrial and residential areas. See Infrastructure Gap Discussion above on pages 1-2.

Step 1. Define Development Status and Classify Parcels

▪ **Step 1.1: Identify Pipeline Properties (OPTIONAL).**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

▪ **Step 1.2: Identify Excluded Properties.**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

▪ **Step 1.3: Identify Vacant Properties.**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.4: Identify Under-Utilized Properties.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.5: Identify Platted Lots.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 3. Identify Critical Areas

- Used assumption outlined in guidance

Same critical area analysis for commercial/ industrial and residential areas. See pages 3-4 above.

Step 4. Identify Future Roads/Right of Way Needs

Step 5. Identify Future Public Facility Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Same future right-of-way/public facility analysis for commercial/ industrial and residential areas. See pages 4 above.

Step 4 Future Roads/Right of Way: 10%

Step 5 Future Public Facilities: 15%

Step 6. Account for Unavailable Lands (Market Factor)

The range for *unavailable lands* for Bainbridge Island identified in the Market Factor Guidance is 20-35%. In reviewing the guidance, staff recommends an *Unavailable Lands Reduction* of 10% for both residential and commercial lands. Staff is recommending a lower reduction than the range in the guidance because the majority of commercial and mixed used development capacity is on vacant lands, not in redevelopable lands. The guidance indicates that vacant lands are often assumed to be more likely to develop than infill or redevelopment.

Step 7. Determine Available Net Acres

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8. Apply FAR in each Zone to Calculate Building Square Footage Capacity

Non-Residential Lot Coverage or Floor Area Ratio (FAR) Assumptions by Zone

Zoning BIMC 18.12.020-3	Lot Coverage % or FAR Assumed for Capacity Calculation	Percent Non- Residential	Assumed FAR: Description/Rationale
Central Core	0.6 FAR	50%	Mixed Use Zone: Base Commercial FAR level for zone. See BIMC 18.12.020-3.
Madison	0.4 FAR	25%	
Ericksen	0.3 FAR	50%	
Gateway	0.15 FAR	50%	
Ferry Terminal	0.1 FAR	25%	
High School Road 1 & 2	0.3 FAR	50%	
Neighborhood Center (NC)	1.05 FAR: 35% Lot Coverage x 3-story development (recent development)	50%	Mixed Use Zone Development Standards. See BIMC 18.12.020-3.
NC/R-12		50%	
Business/Industrial	0.7 FAR: 35% Lot Coverage x 2-story development (recent development)	100%	Development Standards. See BIMC 18.12.020-3.
Water-dependent/ Industrial	1.0 FAR: 50% Lot Coverage x 2-story development (consider SMP building heights)	100%	

Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8.3. Address Pipeline Development

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones

Employment Density Assumptions by Zone

Zoning	Commercial or Industrial	Employment Density Assumed for Capacity Calculation	Assumed Densities: Description/Rationale
Central Core	Commercial	1 employee/ 400 sq. ft.	For the Commercial/Mixed Use Zones, the recommended range was 300-600 sq. ft. The guidance recommends using the lower end of the range if retail and office uses are expected, as opposed to bigger-box retail, which is the case for the Bainbridge Island Mixed Use zones. The 2014 BLR used 500 sq. ft./employee.
Madison	Commercial	1 employee/ 400 sq. ft.	
Ericksen	Commercial	1 employee/ 400 sq. ft.	
Gateway	Commercial	1 employee/ 400 sq. ft.	
Ferry Terminal	Commercial	1 employee/ 400 sq. ft.	
High School Road 1 & 2	Commercial	1 employee/ 400 sq. ft.	
Neighborhood Center (NC)	Commercial	1 employee/ 400 sq. ft.	
NC/R-12	Commercial	1 employee/ 400 sq. ft.	
Business/Industrial	Industrial	1 employee/ 800 sq. ft.	
Water-dependent/Industrial	Industrial	1 employee/ 800 sq. ft.	

City of Bainbridge Island
Residential Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Residential Capacity	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Redevelopable Subtotal	0.00	13524.48	11104.06	602.09	137.65	185.82	105.30	1389.56	627	1511
Vacant Subtotal	0.00	2190.55	0.00	507.93	128.29	173.19	98.14	1283.00	1245	3219
Total	0.00	15715.03	11104.06	1110.02	265.94	359.01	203.44	2672.56	1872	4729

Mixed Use Capacity										
Redevelopable Subtotal	0.00	242.26	205.49	4.88	2.78	3.76	2.13	11.99	121	269
Vacant Subtotal	0.00	39.04	16.78	0.00	2.04	2.76	1.56	8.96	137	303
Total	0	281.3	222.27	4.88	4.83	6.51	3.69	20.95	258	572

Redevelopment Total	0	13766.74	11309.55	606.97	140.43	189.58	107.43	1401.55	748	1780
Vacant Total	0	2229.59	16.78	507.93	130.33	175.95	99.70	1291.96	1381	3522
Total Capacity	0	15996.33	11326.33	1114.90	270.76	365.53	207.13	2693.51	2130	5301

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Residential 0.4 (R-0.4)	1284.07	399	0	1023
Residential 1 (R-1)	627.19	473	0	1184
Residential 2 (R-2)	705.31	791	0	1977
Residential 2.9 (R-2.9)	16.57	19	0	49
Residential 3.5 (R-3.5)	11.38	35	0	97
Residential 4.3 (R-4.3)	15.04	44	0	125
Residential 5 (R-5)	0.63	31	0	75
Residential 6 (R-6)	0.00	0	0	0
Residential 8 (R-8)	11.09	66	0	164
Residential 14 (R-14)	1.27	14	0	33
Subtotal	2672.56	1872	0	4729
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Central Core Overlay (CC)	3.22	0	31	69
Madison Avenue Overlay (MA)	2.86	0	44	98
Ericksen Avenue Overlay (EA)	2.32	0	26	58
Gateway Overlay (GATE)	1.41	0	31	68
Ferry Terminal Overlay (FERRY)	1.32	0	22	48
High School Road Districts I and II (HSR)	7.50	0	95	210
Neighborhood Center (NC)	2.20	0	7	17
NC/R-12	0.13	0	2	4
Subtotal	20.95	0	258	572
Total	2693.51	1872	258	5301

City of Bainbridge Island
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Calculate Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0

Industrial Capacity										
Redevelopable Subtotal	0.00	71.48	66.84	1.85	0.28	0.38	0.21	1.92	55561	69
Vacant Subtotal	0.00	45.01	8.83	13.11	2.31	3.11	1.76	15.88	484326	605
Total	0.00	116.49	75.67	14.96	2.59	3.49	1.98	17.80	539886	675

Mixed Use Capacity										
Redevelopable Subtotal	0.00	11.24	0.00	0.00	0.00	0.00	0.00	11.24	61432	154
Vacant Subtotal	0.00	6.95	0.00	0.00	0.00	0.00	0.00	6.95	119499	299
Total	0.00	18.19	0.00	0.00	0.00	0.00	0.00	18.19	180931	452

Redevelopment Total	0.00	82.72	66.84	1.85	0.28	0.38	0.21	13.16	116992	223
Vacant Total	0.00	51.96	8.83	13.11	2.31	3.11	1.76	22.83	603825	904
Total Capacity	0.00	134.68	75.67	14.96	2.59	3.49	1.98	35.99	720817	1127

Capacity by Zone

Residential Capacity	Net Acres	Net Square Foot Capacity	Employment Capacity
Central Core Overlay (CC)	3.22	39,207	98
Madison Avenue Overlay (MA)	0.96	11,247	28
Ericksen Avenue Overlay (EA)	2.32	7,963	20
Gateway Overlay (GATE)	1.41	9,200	23
Ferry Terminal Overlay (FERRY)	0.44	1,590	4
High School Road Districts I and II (H)	7.50	30,771	77
Neighborhood Center (NC)	2.21	74,813	187
NC/R-12	0.13	6,141	15
Business/Industrial	17.80	539,886	675
Water-dependent Industrial	-	-	-
Subtotal	35.99	720817	1127
Total	35.99	720817	1127

Appendix C: County/City Documentation of Assumptions

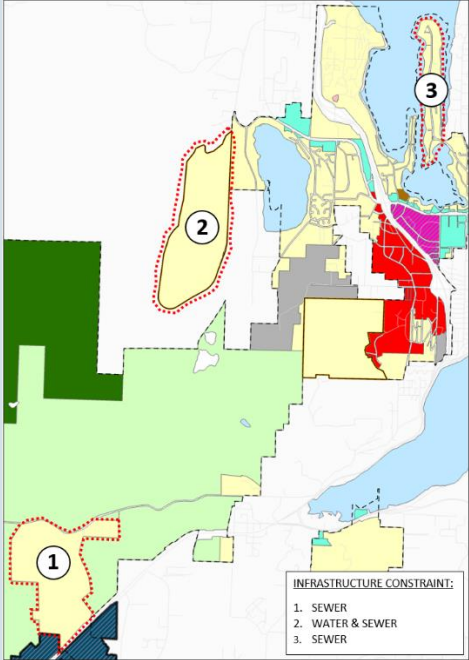
City of Bremerton Documentation of Assumptions

Programmatic Infrastructure Gap Review Worksheet

No infrastructure gaps were identified

If infrastructure gap areas were identified, please document the programmatic infrastructure gap review using the worksheet below.

Step	Response / Description
<p>Step 0.1: Determine if any of the following infrastructure systems have the potential to prevent assigned densities from being achieved or delay urban development during the 20-year planning period at a systemwide or areawide scale. An answer of “yes” or “maybe” to the following questions would warrant closer review for that infrastructure type in the Step 0.2.</p>	
<ul style="list-style-type: none"> ▪ Water: Are there major constraints in supply, pressure, or distribution that would preempt development, or markedly constrain expected densities? 	Yes. Areas identified in provided Exhibit illustrate areas with gap in water infrastructure.
<ul style="list-style-type: none"> ▪ Sewer: Are there unsewered areas or areas currently operating on septic without capital plans in place to extend service? Are there areas of septic where failure has been identified by the Health District? Would the lack of areawide sewer due to physical or economic feasibility considerations alter an area’s development potential during the planning period? 	Yes. Areas identified in provided Exhibit illustrate areas with gap in sewer infrastructure.
<ul style="list-style-type: none"> ▪ Stormwater: Are regional systems necessary for urban-scale development at a systemwide or areawide level? 	No.
<ul style="list-style-type: none"> ▪ Transportation: Does the jurisdiction contain areas with long-term physical service challenges? Areas are inaccessible due to geographic constraints; or no infrastructure currently exists to provide physical access. 	No.
<p>Step 0.2: Complete the following <u>using available information</u> only for relevant systems where you answered “yes” or “maybe” to the questions above. Answer the following questions separately for each relevant system identified.</p>	
<ul style="list-style-type: none"> ▪ Review latest available adopted system plan or capital facilities plan. Provide a list or links to plans relevant systems under review. 2014 Waste Water Comp Plan, 2012 Water Systems Plan 	Not included in current capital facilities plan; likely installation would occur at time of future development.
<ul style="list-style-type: none"> ▪ Does the system plan document any underserved or major system deficiencies? If yes, describe. 	N/A
<ul style="list-style-type: none"> ▪ Does the plan include capital improvements to extend service or address deficiencies in the planning period? If yes, describe and proceed to Step 1. 	N/A
<ul style="list-style-type: none"> ▪ Does the constraint prevent or delay all growth? If yes, identify affected parcels in GIS: 	No.

Step	Response / Description
<ul style="list-style-type: none"> ○ Document the infrastructure gap type in the Infrastructure Gap field. ○ Use the Constant field to flag any parcels where lack of infrastructure would make development unfeasible within the 20-year planning period and the current status of the property is unlikely to change. ○ Exclude affected parcels from further analysis. Continue to Step 1. 	
<ul style="list-style-type: none"> ▪ Does the constraint partially constrain growth? If yes, identify the areas spatially, document the infrastructure gap type in the Infrastructure Gap field, and note the alternative densities for Step 8, or alternative market factor for Step 6. Only one assumption should be varied, either density or market factor, but not both, to avoid double counting. <ul style="list-style-type: none"> ○ Density Limitation: If infrastructure conditions would not preclude development, but they are likely to limit growth capacity, set the field Alt Density to the maximum anticipated density (dwelling units per acre or floor area ratio) and document the source of this assumption. The property would be flagged, and the appropriate density would be applied in Step 8. ○ Market Factor: If infrastructure conditions would not preclude development, but they are likely to limit growth capacity, and the limitation can be addressed by market factor considerations in Step 6, set the field Alt Market Factor equal to the anticipated market factor reduction associated with infrastructure conditions and document the source of the assumption. The parcels would be flagged, and the appropriate market factor would be applied in Step 6. 	<p>Yes. For parcels flagged with infrastructure gaps, an 85% market factor was applied.</p>
	<p>Exhibit illustrating infrastructure gap areas.</p>

RESIDENTIAL LCA

Step 1. Define Development Status and Classify Parcels

- **Step 1.1: Identify Pipeline Properties (OPTIONAL).**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption

▪ **Step 1.2: Identify Excluded Properties.**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

The following lands were included due to market trends observed through permitting and pipeline projects:

1. Private parking lots with building value of less than \$10,000;
2. Shoreline properties less than 1 acre in size when located in high density, commercial, or mixed-use zones;
3. Forestry lands zoned R-10 residential.

▪ **Step 1.3: Identify Vacant Properties.**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.4: Identify Partially Utilized Properties.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.5: Identify Under-Utilized Properties.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.6: Identify Platted Lots.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 2: Exclude Parcels Unlikely to Develop

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Did not exclude High-value residential parcels due to market trends observed through permitting.

Step 3: Identify Critical Areas

- Used assumption outlined in guidance
- Update buffer widths, building setback, and % reduction, and comment if deviating from standard assumption

Type	Buffer Width	Minimum Building Setback	% Reduction	Comment
Streams				
DNR Water-courses: S: All waters, within their bankfull width, as inventoried as “shoreline of the state” under chapter 90.58 RCW (applied to Kitsap Lake, Sinclair Inlet, Port Washington Narrows, Phinney Bay, Oyster Bay, and Ostrich Bay)	100	0	75%	Applied most conservative buffer width per Bremerton Shoreline Master Program Figure 7.010(a).
Geohazards				
Moderate Geohazards			N/A	No reduction applied as: <ol style="list-style-type: none"> 1. Observations from permitting and pipeline projects do not support reduction; 2. BMC 20.14.630 allows for the submittal of a geotechnical report to reduce or eliminate buffers; 3. BMC 20.58.060 allows cluster development in order to encourage gross density on lands encumbered by critical areas.
Critical Aquifer Recharge Areas (CARAs)				
CARA I & II				No reduction for CARA BMC 20.14.450 allows for the submittal of a hydrogeological report to evaluate and mitigate any potential impacts to groundwater.

Step 4: Identify Future Roads/Right of Way Needs

- Used assumption outlined in guidance ☒
- Provide explanation if deviating from standards assumption

Due to trends observed through permitting and pipeline projects, a 5% Right of Way deduction was applied in mixed use, commercial, and industrial zones.

Step 5: Identify Future Public Facility Needs

- Used assumption outlined in guidance ☒
- Provide explanation if deviating from standards assumption

Due to trends observed through permitting and pipeline projects, a 5% Public Facilities deduction was applied in mixed use, commercial, and industrial zones.

Step 6: Account for Unavailable Lands (Market Factor)

Residential Zones - Redevelopment				
ZONING	Expected Predominant Product Typology	Market Factor Range	Assumed Market Factor	Note
Bay Vista Subarea Plan (BVSAP)	Single Family	High (35% - 50%)	N/A	Platted Pipeline projects only
District Center Core (DCC)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	District Growth Center, Multifamily Tax Exemption, transit connectivity, two aircraft carrier home-port, market trends
Downtown Subarea Plan (DSAP)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	Regional Growth Center, Multifamily Tax Exemption, transit connectivity, two aircraft carrier home-port, market trends
East Park Subarea Plan (EPSAP)	Single Family	High (35% - 50%)	N/A	Platted Pipeline projects only
Eastside Village Subarea Plan (ESSAP)	Multifamily/Mixed-Res	Med (20% - 35%)	N/A	Utilized data from Subarea Plan EIS
General Commercial (GC)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	Transit connectivity, two aircraft carrier home-port, market trends
High Density Residential (R-40)	Multifamily/Mixed-Res	Med (20% - 35%)	25%	Transit connectivity, two aircraft carrier home-port, market trends
Institutional (INST)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	Transit connectivity, two aircraft carrier home-port, market trends
Low Density Residential (R-10)	Single Family	High (35% - 50%)	40%	Transit connectivity, two aircraft carrier home-port, market trends
Medium Density Residential (R-18)	Multifamily/Mixed-Res	Med (20% - 35%)	25%	Transit connectivity, two aircraft carrier home-port, market trends

Neighborhood Business (NB)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	Transit connectivity, two aircraft carrier home-port, market trends (Growth Center and Multifamily Tax Exemption in some areas)
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Residential Zones - VACANT				
ZONING	Expected Predominant Product Typology	Market Factor Range	Assumed Market Factor	Note
Bay Vista Subarea Plan (BVSAP)	Single Family	High (35% - 50%)	N/A	N/A platted Pipeline projects only
District Center Core (DCC)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	District Growth Center, Multifamily Tax Exemption, transit connectivity, two aircraft carrier home-port, market trends
Downtown Subarea Plan (DSAP)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	Regional Growth Center, Multifamily Tax Exemption, transit connectivity, two aircraft carrier home-port, market trends
East Park Subarea Plan (EPSAP)	Single Family	High (35% - 50%)	N/A	Platted Pipeline projects only
Eastside Village Subarea Plan (ESSAP)	Multifamily/Mixed-Res	Med (20% - 35%)	N/A	Utilized data from Subarea Plan EIS
General Commercial (GC)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	Transit connectivity, two aircraft carrier home-port, market trends
High Density Residential (R-40)	Multifamily/Mixed-Res	Med (20% - 35%)	25%	Transit connectivity, two aircraft carrier home-port, market trends
Institutional (INST)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	Transit connectivity, adjacency to Olympic College, two aircraft carrier home-port, market trends
Low Density Residential (R-10)	Single Family	High (35% - 50%)	35%	Transit connectivity, two aircraft carrier home-port, market trends
Medium Density Residential (R-18)	Multifamily/Mixed-Res	Med (20% - 35%)	25%	Transit connectivity, two aircraft carrier home-port, market trends
Neighborhood Business (NB)	Multifamily/Mixed-Res	Med (20% - 35%)	20%	Transit connectivity, two aircraft carrier home-port, market trends (Growth Center and Multifamily Tax Exemption in some areas)

Step 7: Determine Available Net Acres

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity

Residential Density Assumptions by Zone

Zoning	Allowed Density (units per acre)	Achieved Density (units per acre)	Density Assumed for Capacity Calculation (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
Bay Vista Subarea Plan (BVSAP)	65	16.6	-	100%	Only pipeline residential projects included
District Center Core (DCC)	No Max.	14.28	30	40%	Market forces, permitting data, and pipeline projects support assumed DUA
Downtown Subarea Plan (DSAP)	No Max.	61.5	60	80%	Applied achieved density
East Park Subarea Plan (EPSAP)	50	14.4	-	100%	Only pipeline residential projects included
Eastside Village Subarea Plan (ESSAP)	-	-	-	-	Utilized data from Subarea Plan EIS
General Commercial (GC)	No Max.	23.3	20	30%	Applied achieved density
High Density Residential (R-40)	40	18.4	18	100%	Applied achieved density
Institutional (INST)	No Max.	8.6	20	10%	Applied densities per the Comp Plan/ Zoning Ordinance
Low Density Residential (R-10)	10	8.6	8	100%	Applied achieved density
Medium Density Residential (R-18)	18	11.1	10	100%	Applied achieved density
Neighborhood Business (NB)	No Max.	-	15	70%	Applied densities per the Comp Plan/ Zoning Ordinance

Step 8.4. Address Capacity for Accessory Dwelling Units (ADU's) for Additional Urban Housing Capacity (Optional)

- Used this assumption, please explain rationale below □
- Did not use this assumption

Existing permit data does not project any substantial number of ADUs, as such they were not included in this analysis.

Step 9: Apply Average Household Size to Calculate Population Capacity

Average Household Assumptions by Jurisdiction and UGA

- Used assumption outlined in guidance
- Provide assumption and explanation below if deviating from guidance

Jurisdiction/UGA	Single Family Household Size	Multifamily Household Size
Bremerton	2.33	2.13

COMMERCIAL/INDUSTRIAL LCA

Programmatic Infrastructure Gap Review Worksheet

No infrastructure gaps were identified

If infrastructure gap areas are identified, please document the programmatic infrastructure gap review using the worksheet below. Note: This worksheet only needs to be filled out again if the responses differ from the Residential LCA.

Step 1. Define Development Status and Classify Parcels

▪ **Step 1.1: Identify Pipeline Properties (OPTIONAL).**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

▪ **Step 1.2: Identify Excluded Properties.**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

The following lands were included due to market trends observed through permitting and pipeline projects:

1. Private parking lots with building value of less than \$10,000;
2. Shoreline properties less than 1 acre in size when located in high commercial, or mixed-use zones.

▪ **Step 1.3: Identify Vacant Properties.**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.4: Identify Under-Utilized Properties.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.5: Identify Platted Lots.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 3. Identify Critical Areas

- Used assumption outlined in guidance
- Update buffer widths, building setback, and % reduction, and comment if deviating from standard assumption

Type	Buffer Width	Minimum Building Setback	% Reduction	Comment
Streams				
DNR Water-courses: S: All waters, within their bankfull width, as inventoried as “shoreline of the state” under chapter 90.58 RCW (applied to Kitsap Lake, Sinclair Inlet, Port Washington Narrows, Phinney Bay, Oyster Bay, and Ostrich Bay)	100	-	75%	Applied most conservative buffer width per Bremerton Shoreline Master Program Figure 7.010(a) for residential, commercial, or mixed-use zones.
Geohazards				
Moderate Geohazards	-	-	-	No reduction applied as: 1. Observations from permitting and pipeline projects do not support reduction; 2. BMC 20.14.630 allows for the submittal of a geotechnical report to reduce or eliminate buffers.
Critical Aquifer Recharge Areas (CARAs)				
CARA I & II	-	-	-	No reduction for CARA BMC 20.14.450 allows for the submittal of a hydrogeological report to evaluate and mitigate any potential impacts to groundwater.

Step 4. Identify Future Roads/Right of Way Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption
Due to trends observed through permitting and pipeline projects, a 5% Right of Way deduction

was applied in mixed use, commercial, and industrial zones.

Step 5. Identify Future Public Facility Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Due to trends observed through permitting and pipeline projects, a 5% Public Facilities deduction was applied in mixed use, commercial, and industrial zones.

Step 6. Account for Unavailable Lands (Market Factor)

Commercial or Industrial Zones - Redevelopment				
ZONING	Expected Predominant Product Typology	Market Factor Range	Assumed Market Factor	Note
Bay Vista Subarea Plan (BVSAP)	Commercial	Med (20% - 35%)	N/A	N/A Platted lots only
District Center Core (DCC)	Multifamily/Mixed-Res	Med (20% - 35%)		District Growth Center, Multifamily Tax Exemption, transit connectivity, two aircraft carrier home-port, commercial services anticipated to accommodate acute increase in population, market trends
Downtown Subarea Plan (DSAP)	Multifamily/Mixed-Res	Med (20% - 35%)		Regional Growth Center, Multifamily Tax Exemption, transit connectivity, two aircraft carrier home-port, commercial services anticipated to accommodate acute increase in population, market trends
Eastside Village Subarea Plan (ESSAP)	Multifamily/Mixed-Res	Med (20% - 35%)	N/A	Utilized data from Subarea Plan EIS
Freeway Corridor (FC)	Commercial	Med (20% - 35%)		Commercial services anticipated to accommodate acute increase in population, Anticipated Naval Base Kitsap projects/growth, market trends

General Commercial (GC)	Multifamily/Mixed-Res	Med (20% - 35%)		Commercial services anticipated to accommodate acute increase in population, transit connectivity, two aircraft carrier home-port, market trends
Industrial (I)	Industrial	High (35% - 50%)		Anticipated Naval Base Kitsap projects/growth, market trends
Institutional (INST)	Multifamily/Mixed-Res	Med (20% - 35%)		Transit connectivity, adjacency to Olympic College, two aircraft carrier home-port, market trends
Neighborhood Business (NB)	Multifamily/Mixed-Res	Med (20% - 35%)		Commercial services anticipated to accommodate acute increase in population, transit connectivity, two aircraft carrier home-port, market trends (Growth Center and Multifamily Tax Exemption in some areas)
Puget Sound Industrial Center (PSIC)	Industrial	High (35% - 50%)	N/A	Utilized data from Subarea Plan EIS, PSRC Regional Aviation Baseline Study, Anticipated Naval Base Kitsap projects/growth, 2020 - current development trends

Commercial or Industrial Zones - Vacant				
ZONING	Expected Predominant Product Typology	Market Factor Range	Assumed Market Factor	Note
Bay Vista Subarea Plan (BVSAP)	Commercial	Med (20% - 35%)	N/A	N/A Platted lots only
District Center Core (DCC)	Multifamily/Mixed-Res	Med (20% - 35%)		District Growth Center, Multifamily Tax Exemption, transit connectivity, two aircraft carrier home-port, commercial services anticipated to accommodate acute increase in population, market trends

Downtown Subarea Plan (DSAP)	Multifamily/Mixed-Res	Med (20% - 35%)		Regional Growth Center, Multifamily Tax Exemption, transit connectivity, two aircraft carrier home-port, commercial services anticipated to accommodate acute increase in population, market trends
Eastside Village Subarea Plan (ESSAP)	Multifamily/Mixed-Res	Med (20% - 35%)	N/A	Utilized data from Subarea Plan EIS
Freeway Corridor (FC)	Commercial	Med (20% - 35%)		Commercial services anticipated to accommodate acute increase in population, Anticipated Naval Base Kitsap projects/growth, market trends
General Commercial (GC)	Multifamily/Mixed-Res	Med (20% - 35%)		Commercial services anticipated to accommodate acute increase in population, transit connectivity, two aircraft carrier home-port, market trends
Industrial (I)	Industrial	High (35% - 50%)		Anticipated Naval Base Kitsap projects/growth, market trends
Institutional (INST)	Multifamily/Mixed-Res	Med (20% - 35%)		Transit connectivity, adjacency to Olympic College, two aircraft carrier home-port, market trends
Neighborhood Business (NB)	Multifamily/Mixed-Res	Med (20% - 35%)		Commercial services anticipated to accommodate acute increase in population, transit connectivity, two aircraft carrier home-port, market trends (Growth Center and Multifamily Tax Exemption in some areas)
Puget Sound Industrial Center (PSIC)	Industrial	High (35% - 50%)	N/A	Utilized data from Subarea Plan EIS, PSRC Regional Aviation Baseline Study, Anticipated Naval Base Kitsap projects/growth, 2020

				- current development trends
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Step 7. Determine Available Net Acres

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8. Apply FAR in each Zone to Calculate Building Square Footage Capacity

Non-Residential Lot Coverage or Floor Area Ratio (FAR) Assumptions by Zone

Zoning	Average Achieved Lot Coverage or FAR (historical data)	Lot Coverage % or FAR Assumed for Capacity Calculation	Percent Non-Residential	Assumed FAR: Description/Rationale
Bay Vista Subarea Plan (BVSAP)	.28/.1	.19	100%	Existing Structures FAR/BLR FAR averaged
District Center Core (DCC)	-	.15	70%	FAR based on Pipeline Projects
Downtown Subarea Plan (DSAP)	.34/.19	.28	80%	Average created with recent projects FAR added with BLR FAR
Eastside Village Subarea Plan (ESSAP)	-	-	-	Utilized data from Subarea Plan EIS
Freeway Corridor (FC)	.23	.23	100%	BLR methodology not appropriate for campus development. Recent non-campus-based project FAR applied
General Commercial (GC)	.23/.05	.17	70%	Existing Structures FAR/BLR FAR averaged
Industrial (I)	.27	.27	100%	BLR FAR applied
Institutional (INST)	.32/.05	.32	90%	BLR methodology not appropriate for campus development. FAR of existing structures applied

Zoning	Average Achieved Lot Coverage or FAR (historical data)	Lot Coverage % or FAR Assumed for Capacity Calculation	Percent Non-Residential	Assumed FAR: Description/Rationale
Neighborhood Business (NB)	.1	.1	100%	FAR from recent development applied
Puget Sound Industrial Center (PSIC)	-	-	-	Utilized data from Subarea Plan EIS

Note: Per methodology, vertical mixed-use development anticipated in DCC, DSAP, and NB zones.

Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8.3. Address Pipeline Development

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones

Employment Density Assumptions by Zone

Zoning	Commercial or Industrial	Density Assumed for Capacity Calculation	Assumed Densities: Description/Rationale
Bay Vista Subarea Plan (BVSAP)	Commercial	600	Recommended from methodology
District Center Core (DCC)	Commercial	600	Recommended from methodology
Downtown Subarea Plan (DSAP)	Commercial	300	Recommended from methodology for Regional Center
Eastside Village Subarea Plan (ESSAP)	Commercial	-	Utilized data from Subarea Plan EIS
Freeway Corridor (FC)	Commercial	600	Recommended from methodology
General Commercial (GC)	Commercial	600	Recommended from methodology
Industrial (I)	Industrial	969	Recommended from methodology
Institutional (INST)	Commercial	600	Recommended from methodology
Neighborhood Business (NB)	Commercial	600	Recommended from methodology
Puget Sound Industrial Center (PSIC)	Industrial	-	Utilized data from Subarea Plan EIS

City of Bremerton
Residential Land Supply Capacity

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Residential Capacity										
Redevelopable Subtotal	1095.54	3511.43	2946.47	160.27	40.07	28.18	60.62	275.82	1265	2891
Vacant Subtotal	486.21	961.62	0.00	348.44	120.55	96.44	273.15	123.05	1125	2575
Total	1581.75	4473.05	2946.47	508.71	160.62	124.61	333.77	398.86	2391	5466

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Mixed Use Capacity										
Redevelopable Subtotal	0.00	706.04	603.9	10.25	0.90	0.85	0.00	49.85	2714	9391
Vacant Subtotal	0.00	58.16	0.00	6.37	0.64	0.98	0.00	26.74	957	2039
Total	0.00	764.2	603.9	16.62	1.54	1.83	0.00	76.59	3671	11429

Redevelopment Total	1095.54	4217.47	3550.37	170.52	40.97	29.03	60.62	325.67	3979	12281
Vacant Total	486.21	1019.78	0.00	354.81	121.19	97.42	273.15	149.79	2082	4614
Total Capacity	1581.75	5237.25	3550.37	525.33	162.16	126.45	333.77	475.46	6062	16896

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
LOW DENSITY RESIDENTIAL (R-10)	274.35	1752	0	4082
MEDIUM DENSITY RESIDENTIAL (R-18)	109.22	0	185	393
HIGH DENSITY RESIDENTIAL (R-40)	15.29	0	146	312
BAY VISTA SUBAREA PLAN	0.00	120	120	535
EAST PARK SUBAREA PLAN	0.00	0	68	145
Subtotal	398.86	1872	519	5466
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
DISTRICT CENTER CORE (DCC)	10.34	0	913	1944
DOWNTOWN SUBAREA PLAN	43.86	0	2418	5151
EASTSIDE VILLAGE SUBAREA PLAN (ESSAP)	0.00	0	0	3610
GENERAL COMMERCIAL (GC)	13.48	0	254	541
INSTITUTIONAL (INST)	0.62	0	3	6
NEIGHBORHOOD BUSINESS (NB)	8.30	0	84	178
Subtotal	76.59	0	3671	11429
Total	475.46	1872	4190	16896

City of Bremerton
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	335.23	259.39	0.00	1.43	1.36	6.04	67.01	633029	5749
Vacant Subtotal	0.00	71.45	0.00	14.90	1.67	1.58	7.16	53.64	528236	1152
Total	0.00	406.68	259.39	14.90	3.10	2.94	13.20	120.65	1161265	6901

Industrial Capacity										
Redevelopable Subtotal	0.00	259.71	259.71	0.00	0.00	0.00	0.00	0.00	0	10257
Vacant Subtotal	0.00	114.56	0.00	8.87	5.07	4.82	32.03	63.77	742581	635
Total	0.00	374.27	259.71	8.87	5.07	4.82	32.03	63.77	742581	10892

Redevelopment Total	0.00	594.94	519.10	0.00	1.43	1.36	6.04	67.01	633029	16006
Vacant Total	0.00	186.01	0.00	23.77	6.74	6.40	39.19	117.42	1270817	1787
Total Capacity	0.00	780.95	519.1	23.77	8.17	7.76	45.23	184.42	1903846	17794

Capacity by Zone

Commercial Capacity	Net Acres	Net Square Foot Capacity	Employment Capacity
District Center Core (DCC)	15.95	116840	195
Eastside Village Subarea Plan (ESSAP)	0.00	0	2770
General Commercial (GC)	16.35	112876	188
Neighborhood Business (NB)	9.26	35645	59
Bay Vista Subarea Plan (BVSAP)	7.73	63977	107
Freeway Corridor (FC)	26.39	264408	441
Institutional (INST)	4.37	60845	101
Downtown Subarea Plan (DSAP)	40.60	506674	3040
Industrial (I)	63.77	742581	635
Puget Sound Industrial Center (PSIC)	0.00	0	10257
Subtotal	184.42	1903846	17794
Total	184.42	1903846	17794

Appendix C: County/City Documentation of Assumptions

City of Port Orchard Documentation of Assumptions

Programmatic Infrastructure Gap Review

Ross point and the area identified around SE Meline Road were excluded from this capacity analysis due to lack of sanitary sewer service access both currently and projected into the future.

RESIDENTIAL LCA

Step 1. Define Development Status and Classify Parcels

▪ **Step 1.1: Identify Pipeline Properties (OPTIONAL).**

- Used assumption outlined in guidance
 - Residential pipeline projects are identified on the parcel through the field "PIPELN_CLS" and are flagged either 'MF' Or 'SF'. If these parcels are flagged as capacity, the land area is subtracted. The pipeline units are added in after the deductions. Note: Some pipeline projects have already been platted, but are reporting the projected number of units as a single entry. In these cases, a single representative parcel (within the related pipeline project) carries the project's proposed units, which is permissible because these numbers are aggerated at the zone level.

▪ **Step 1.2: Identify Excluded Properties.**

- Used assumption outlined in guidance
 - Supplementary to the County's guidance, the planning team at the City of Port Orchard reviewed the exclusion query and manually added/excluded parcels were known circumstances necessitate that the parcel either be added or removed from the list of excluded parcels. These changes are documented in either or both of the following fields: "EXCLUDE_RE" OR "PO_NOTE" in the underlying data.

▪ **Step 1.3: Identify Vacant Properties.**

- Used assumption outlined in guidance

Step 1.4: Identify Partially Utilized Properties.

- Used assumption outlined in guidance

Step 1.5: Identify Under-Utilized Properties.

- Used assumption outlined in guidance

Step 1.6: Identify Platted Lots.

- Used assumption outlined in guidance

Step 2: Exclude Parcels Unlikely to Develop

- Provide explanation if deviating from standards assumption
 - This exercise included a feature in step 2 to flag parcels unlikely to develop further. There were a number of existing homes in McCormick Woods that got flagged as partially utilized, but will not develop to higher densities due to CC&Rs in place that prevent this. For the calculation to determine partially-utilized residential parcels. Assumed densities are compared against existing densities. For assumed densities exceeding the threshold of 2.5x the existing densities (threshold set by County guidance), these properties are flagged as partially utilized. The jurisdictions are allowed deviate from this threshold assumption. The City of Port Orchard, instead of adjusting the threshold of 2.5x, used assumed densities used in this calculation are higher than the assumed densities used in the calculation to calculate capacity. This was informed by recent permitting data indicating increased densities for multifamily and mixed-use project. Both the assumed densities used in the capacity calculations, and the densities used to determine partially-utilized are found in the 'Assumed Density" section below.

Step 3: Identify Critical Areas

- Used assumption outlined in guidance
 - The City of Port Orchard followed the County's Guidance for critical areas and the recommended buffers/setbacks, with one exception: Wetlands. Here, setbacks as demonstrated through recent development within the city actually exceed the county average buffer of 92.5 feet. Here the City of Port Orchard used the buffer of 116.25

Calculations

Year	Project Name	Wetland Buffer	Buffer Setback	Total Buffer	Notes
2019	Sedgwick MF	105	15	120	
2020	429 Bay	75	15	90	
2020	Sidney Road Apartments	123.75	15	138.75	This project obtained a variance to allow a reduction from the 165' buffer to the 123/75
			Sum	390	
			Average Buffer	116.25	

Step 4: Identify Future Roads/Right of Way Needs

- Used assumption outlined in guidance

Step 5: Identify Future Public Facility Needs

- Used assumption outlined in guidance ☒

Step 6: Account for Unavailable Lands (Market Factor)

Residential Zones - Redevelopment				
ZONING	Expected Predominant Product Typology	Market Factor Range	Assumed Market Factor	Note
Greenbelt (GB)	Single Family	35% - 50%	35%	Same as comment for Vacant Lands, however adjusted up by 5% because of existing improvements.
Residential 1 (R1)	Single Family	20% - 35%	30%	Chose the high-end of the guidance range based on lack of observed deliveries.
Residential 2 (R2)	Single Family	35% - 50%	35%	Same as comment for Vacant Lands, however adjusted up by 5% because of existing improvements.
Residential 3 (R3)	Multifamily	35% - 50%	40%	Same as comment for Vacant Lands, however adjusted up by 5% because of existing improvements.
Residential 4 (R4)	Multifamily	35% - 50%	50%	Same as comment for Vacant Lands, however adjusted up by 5% because of existing improvements.
Residential 6 (R6)	Single Family	35% - 50%	30%	Very limited capacity, adjusting to the high end of the recommended range
Neighborhood Mixed Use (NMU)	Multifamily	35% - 50%	50%	Low land capacity, low demonstrated deliveries, and existing improvements, adjusted to the high-end of the range.
Business Professional Mixed Use (BPMU)	Multifamily	35% - 50%	50%	Low land capacity, low demonstrated deliveries, and existing improvements, adjusted towards the high-end of the range.
Downtown Mixed Use (DMU)	Multifamily	35% - 50%	50%	Permitting activity indicates market activity, adjusting above the Market factor for vacant capacity in the same zone.
Gateway Mixed Use (GMU)	Multifamily	35% - 50%	45%	Number of new projects currently in the permitting process are in the CMU Zone, Adjust up from the market factor for vacant capacity in the CMU zone.

Commercial Mixed Use (CMU)	Multifamily	35% - 50%	40%	adjusting up from market factor selected for the vacant CC zoned land capacity market factor to account for redevelopable status.
Commercial Corridor (CC)	Multifamily	35% - 50%	45%	Very limited capacity, adjusting to the high end of the recommended range

Residential Zones - VACANT				
ZONING	Expected Predominant Product Typology	Market Factor Range	Assumed Market Factor	Note
Greenbelt (GB)	Single Family	20% - 35%	35%	Assumed density calls for 1 DU/2Acres, 75% of GB Capacity is on parcel <2 acres, adjusted to high end of range
Residential 1 (R1)	Single Family	20% - 35%	25%	18% of vacant capacity is in the pipeline indicating favorable conditions therefore, adjusted market factor towards the lower end of the recommended range.
Residential 2 (R2)	Single Family	20% - 35%	35%	Large amount of land capacity, but less demonstrated development, adjusting towards the higher end of the range.
Residential 3 (R3)	Multifamily	35% - 50%	35%	Adjusting to lower end of range because of the demonstrated development in this zone
Residential 4 (R4)	Multifamily	35% - 50%	45%	No current pipeline activity for R4, adjusted upwards. Vacant, and surrounding development justifies adjusting to the low end of the recommended range.
Residential 6 (R6)	Single Family	20% - 35%	20%	
Neighborhood Mixed Use (NMU)	Multifamily	35% - 50%	50%	Very limited vacant capacity, adjusting to the high end of the recommended range.
Business Professional Mixed Use (BPMU)	Multifamily	35% - 50%	45%	Small amount of land capacity, and low demonstrated deliveries adjust to the higher end of the range
Downtown Mixed Use (DMU)	Multifamily	35% - 50%	45%	Small amount of land capacity, low demonstrated deliveries, adjust to the higher end of the range
Gateway Mixed Use (GMU)	Multifamily	35% - 50%	40%	Permitting activity indicates market activity, adjusting towards the lower end of the

				recommended range for vacant Land capacity
Commercial Mixed Use (CMU)	Multifamily	35% - 50%	35%	Majority of projects currently in permitting are in the CMU Zone, this justifies adjusting to the low end of the range
Commercial Corridor (CC)		35% - 50%	40%	Vacant, selecting the towards the low end of the range

Step 7: Determine Available Net Acres

- Used assumption outlined in guidance

Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity

Residential Density Assumptions by Zone

Zoning	Allowed Density (units per acre)	Density Assumed for Capacity Calculation (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
Greenbelt (GB)		0.5	100%	Using Anticipated Residential Development Density Referenced in Comp Plan
Residential 1 (R1)	7.9-9.8	7.0	100%	Using Anticipated Residential Development Density Referenced in Comp Plan
Residential 2 (R2)	9.8-21.7	10.0	100%	Using Anticipated Residential Development Density Referenced in Comp Plan
Residential 3 (R3)	9.8-26	16.0	100%	Using Anticipated Residential Development Density Referenced in Comp Plan
Residential 4 (R4)	9.8-44	24.0	100%	Using Anticipated Residential Development Density Referenced in Comp Plan
Residential 6 (R6)	9.8-17.4	8.0	100%	Using Anticipated Residential Development Density Referenced in Comp Plan
Neighborhood Mixed Use (NMU)	9.8-54	16.0	85%	Using Anticipated Residential Development Density Referenced in Comp Plan

Zoning	Allowed Density (units per acre)	Density Assumed for Capacity Calculation (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
Business Professional Mixed Use (BPMU)	14.5-45	8.0	85%	Using Anticipated Residential Development Density Referenced in Comp Plan
Downtown Mixed Use (DMU)	0-44	24.0	85%	Using Anticipated Residential Development Density Referenced in Comp Plan
Gateway Mixed Use (GMU)	0-44	20.0	85%	Using Anticipated Residential Development Density Referenced in Comp Plan
Commercial Mixed Use (CMU)	0-54	16.0	85%	Using Anticipated Residential Development Density Referenced in Comp Plan
Commercial Corridor (CC)	0-54	4.0	85%	Using Anticipated Residential Development Density Referenced in Comp Plan

Step 8.4. Address Capacity for Accessory Dwelling Units (ADU's) for Additional Urban Housing Capacity (Optional)

- Did not use this assumption

Step 9: Apply Average Household Size to Calculate Population Capacity

Average Household Assumptions by Jurisdiction and UGA

- Used assumption outlined in guidance
 - R3 zoning was selected as a multifamily zone, however a large portion of capacity from the pipeline in this zone represents single family housing. The number of pipeline projects known to represent single-family housing was hard-coded into the model as single-family units to which the single-family household size was applied.

Jurisdiction/UGA	Single Family Household Size	Multifamily Household Size
City of Port Orchard	2.69	2.09

COMMERCIAL/INDUSTRIAL LCA

Programmatic Infrastructure Gap Review Worksheet

Ross point and the area identified around SE Meline Road were excluded from this capacity analysis due to lack of sanitary sewer service access both currently and projected into the future. [Step 1. Define](#)

Development Status and Classify Parcels

▪ **Step 1.1: Identify Pipeline Properties (OPTIONAL).**

- Used assumption outlined in guidance
 - Limited commercial development in the pipeline.

▪ **Step 1.2: Identify Excluded Properties.**

- Used assumption outlined in guidance
 - Supplementary to the County's guidance, the planning team at the City of Port Orchard reviewed the exclusion query and manually added/excluded parcels were known circumstances necessitate that the parcel either be added or removed from the list of excluded parcels. These changes are documented in either or both of the following fields: "EXCLUDE_RE" OR "PO_NOTE" in the underlying data.

▪ **Step 1.3: Identify Vacant Properties.**

- Used assumption outlined in guidance

Step 1.4: Identify Under-Utilized Properties.

- Used assumption outlined in guidance

Step 1.5: Identify Platted Lots.

- Used assumption outlined in guidance

Step 3. Identify Critical Areas

- Used assumption outlined in guidance
- The City of Port Orchard followed the County's Guidance for critical areas and the recommended buffers/setbacks, with one exception: Wetlands. Here, setbacks as demonstrated through recent development within the city actually exceed the county average buffer of 92.5 feet. Here the City of Port Orchard used the buffer of 116.25

Calculations

Year	Project Name	Wetland Buffer	Buffer Setback	Total Buffer	Notes
2019	Sedgwick MF	105	15	120	
2020	429 Bay	75	15	90	
2020	Sidney Road Apartments	123.75	15	138.75	This project obtained a variance to allow a reduction from the 165' buffer to the 123/75
			Sum	390	
			Average Buffer	116.25	

Step 4. Identify Future Roads/Right of Way Needs

- Used assumption outlined in guidance

Step 5. Identify Future Public Facility Needs

- Used assumption outlined in guidance

Step 6. Account for Unavailable Lands (Market Factor)

Non-Residential Zones - Redevelopment				
ZONING	<i>Expected Predominant Product Typology</i>	<i>Market Factor Range</i>	<i>Assumed Market Factor</i>	<i>Note</i>
Commercial Heavy (CH)	Commercial	35% - 50%	50%	Same as comment for Vacant Lands, however adjusted up by 5% because of existing improvements.
Light Industrial (LI)	Industrial	20% - 35%	35%	Chose the high-end of the guidance range based on lack of observed deliveries.

Civic and Institutional (CI)	Commercial	35% - 50%	45%	Same as comment for Vacant Lands, however adjusted up by 5% because of existing improvements.
Public Facility (PF)	Commercial	35% - 50%	45%	Same as comment for Vacant Lands, however adjusted up by 5% because of existing improvements.
Parks and Recreation (PR)	Commercial	35% - 50%	45%	Same as comment for Vacant Lands, however adjusted up by 5% because of existing improvements.

Non-Residential Zones - VACANT				
ZONING	<i>Expected Predominant Product Typology</i>	<i>Market Factor Range</i>	<i>Assumed Market Factor</i>	<i>Note</i>
Commercial Heavy (CH)	Commercial	35% - 50%	45%	Chose the high end of the range because associated use, size, and ownership all present challenges to market availability
Light Industrial (LI)	Industrial	20% - 35%	35%	Chose the high-end of the guidance range based on lack of observed deliveries.
Civic and Institutional (CI)	Commercial	35% - 50%	40%	Zoning allows for commercial, but the intent of the zoning is not to facilitate commercial development. Still counts to Employment capacity (see county Civic Center.)
Public Facility (PF)	Commercial	35% - 50%	40%	Zoning allows for commercial, but the intent of the zoning is not to facilitate commercial development. Still counts to Employment capacity (see county Civic Center.)
Parks and Recreation (PR)	Commercial	35% - 50%	40%	Zoning allows for commercial, but the intent of the zoning is not to facilitate commercial development. Still counts to Employment capacity (see county Civic Center.)

***Market Factor and Mixed-use zones in the Commercial LCA**

For the mixed-used zones, demonstrated permitting activity supports the assumption that residential development is the primary driver of development in the residential zones. The commercial development demonstrated through permitting activity is a small portion of the residential developments, and the assumption is that but for the Residential development, the commercial would not develop in these mixed-use zones. Because of this, the Market Factor for Residential was also applied to all commercial area in these mixed-use zones.

Step 7. Determine Available Net Acres

- Used assumption outlined in guidance

Step 8. Apply FAR in each Zone to Calculate Building Square Footage Capacity

Non-Residential Lot Coverage or Floor Area Ratio (FAR) Assumptions by Zone

Zoning	FAR Assumed for Capacity Calculation	Percent Non-Residential	Assumed FAR: Description/Rationale
Commercial Heavy (CH)	0.68	100%	Potential Range of FAR informed by parking, mixed-use status, and district overlays - See ranges in table below
Light Industrial (LI)	0.70	100%	70% hard surface max lot coverage, 3 stories max. Typical flex/warehouse assumed with one floor development resulting in 0.7 FAR
Civic and Institutional (CI)	0.76	100%	Potential Range of FAR informed by parking, mixed-use status, and district overlays - See ranges in table below
Public Facility (PF)	0.95	100%	95% hard surface max lot coverage, 5 stories max. Given that Commercial Development is not the intended use, assumed only 1 floor resulting in 0.95 FAR.
Parks and Recreation (PR)	0.00	100%	Given the intended use of the PR zone is not commercial Development, assumed a zero FAR.
Neighborhood Mixed Use (NMU)	0.83	15%	Potential Range of FAR informed by parking, mixed-use status, and district overlays - See ranges in table below

Zoning	FAR Assumed for Capacity Calculation	Percent Non-Residential	Assumed FAR: Description/Rationale
Business Professional Mixed Use (BPMU)	0.88	15%	Potential Range of FAR informed by parking, mixed-use status, and district overlays - See ranges in table below
Downtown Mixed Use (DMU)	2.10	15%	Potential Range of FAR informed by parking, mixed-use status, and district overlays - See ranges in table below
Gateway Mixed Use (GMU)	1.06	15%	Potential Range of FAR informed by parking, mixed-use status, and district overlays - See ranges in table below
Commercial Mixed Use (CMU)	0.91	15%	Potential Range of FAR informed by parking, mixed-use status, and district overlays - See ranges in table below
Commercial Corridor (CC)	0.63	15%	Potential Range of FAR informed by parking, mixed-use status, and district overlays - See ranges in table below

Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity

- Used assumption outlined in guidance

Step 8.3. Address Pipeline Development

- Used assumption outlined in guidance

Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones

Employment Density Assumptions by Zone

Commercial or Industrial	Density Assumed for Capacity Calculation	Assumed Densities: Description/Rationale
Commercial	500	These values are within the range of measured employment densities found within other parts of the Central Puget Sound region and are appropriate for use in areas of Kitsap County where the mix of future nonresidential development and job growth is expected to look fairly similar to trends over the past 10 years. See County guidance document.
Industrial	969	

City of Port Orchard
Residential Land Supply Capacity

LCA PROCESS SUMMARY

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Calculate Housing Capacity (units)	Step 9 Apply Average Household to Calculate Population
Residential Capacity										
Redevelopable Subtotal	na	383.98	na	89.56	43.24	34.60	49.38	89.00	962	2,298
Vacant Subtotal	na	1790.42	na	226.08	112.90	90.32	124.80	236.48	4,592	11,642
Total	0	2174.40	0.00	315.63	156.15	124.92	174.19	325.48	5,554	13,940

Mixed Use Capacity										
Redevelopable Subtotal	na	180.93	na	48.12	26.56	21.25	36.10	41.56	329	687
Vacant Subtotal	na	188.34	na	54.30	19.58	15.66	23.24	33.50	777	1,623
Total	0	369.27	0	102.42	46.14	36.91	59.34	75.07	1,105	2,310

Redevelopment Total	0	564.91	na	137.67	69.81	55.85	85.48	130.57	1,291	2,985
Vacant Total	0	1978.76	na	280.38	132.48	105.98	148.04	269.98	5,368	13,265
Total Capacity	0	2543.67	0	418.05	202.29	161.83	233.53	400.55	6,659	16,250

CAPACITY SUMMARY

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Greenbelt (GB)	71.74	36	0	96
Residential 1 (R1)	35.15	255	0	685
Residential 2 (R2)	147.06	1,495	0	4,022
Residential 3 (R3)	31.87	1,540	1,350	7,049
Residential 4 (R4)	21.56	0	456	954
Residential 6 (R6)	18.11	421	0	1,134
Subtotal	325.48	3,747	1,807	13,940
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Neighborhood Mixed Use (NMU)	0.54	0	5	11
Business Professional Mixed Use (BPMU)	5.59	0	19	39
Downtown Mixed Use (DMU)	0.24	0	2	4
Gateway Mixed Use (GMU)	0.31	0	39	82
Commercial Mixed Use (CMU)	49.76	0	961	2,009
Commercial Corridor (CC)	18.62	0	79	166
Subtotal	75.07	0	1,105	2,310
Total	400.55	3,747	2,912	16,250
Remaining Target				
Surplus/Deficit Capacity				

City of Port Orchard
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	8.33	0.00	7.84	1.57	1.25	2.51	2.51	109,314	149
Vacant Subtotal	0.00	172.01	0.00	143.64	28.73	22.98	38.01	53.92	2,348,971	3,780
Total	0.00	180.34	0.00	151.48	30.30	24.24	40.52	56.43	2,458,285	3,928

Industrial Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	45.04	0.00	17.11	5.59	4.47	6.26	11.62	506,075	366
Total	0.00	45.04	0.00	17.11	5.59	4.47	6.26	11.62	506,075	366

Mixed Use Capacity										
Redevelopable Subtotal	0.00	7.33	n/a	n/a	n/a	n/a	n/a	7.33	319,501	515
Vacant Subtotal	0.00	5.91	n/a	n/a	n/a	n/a	n/a	5.91	257,538	434
Total	0.00	13.25	0.00	0.00	0.00	0.00	0.00	13.25	577,039	949

Redevelopment Total	0.00	15.66	0.00	7.84	1.57	1.25	2.51	9.84	428,815	663
Vacant Total	0.00	222.96	0.00	160.75	34.31	27.45	44.26	71.46	3,112,584	4,579
Total Capacity	0.00	238.63	0.00	168.60	35.88	28.71	46.77	81.30	3,541,399	5,243

Capacity by Zone

Commercial Capacity	Net Acres	Net Square Foot Capacity	Employment Capacity
Neighborhood Mixed Use (NMU)	0.09	4,136	7
Business Professional Mixed Use (BPMU)	0.99	42,979	75
Downtown Mixed Use (DMU)	0.04	1,825	2
Gateway Mixed Use (GMU)	0.06	2,417	5
Commercial Mixed Use (CMU)	8.78	382,546	694
Commercial Corridor (CC)	3.29	143,136	166
Commercial Heavy (CH)	16.08	700,302	952
Light Industrial (LI)	11.62	506,075	366
Civic and Institutional (CI)	22.00	958,292	1,457
Public Facility (PF)	18.36	799,690	1,519
Parks and Recreation (PR)	0.00	0	0
Subtotal	81.30	3,541,399	5,243
Total	81.30	3,541,399	5,243

NMU
BPMU
DMU
GMU
CMU
CC
CH
LI
CI
PF
PR

Appendix C: County/City Documentation of Assumptions

City of Poulsbo Documentation of Assumptions

Programmatic Infrastructure Gap Review Worksheet

No infrastructure gaps were identified

RESIDENTIAL LCA

Step 1. Define Development Status and Classify Parcels

- **Step 1.1: Identify Pipeline Properties (OPTIONAL).**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption
- **Step 1.2: Identify Excluded Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Staff reviewed parcel by parcel based on the standard assumptions and made manual adjusts based on local knowledge of site.*
- **Step 1.3: Identify Vacant Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Staff reviewed parcel by parcel based on the standard assumptions and made manual adjusts based on local knowledge of site.*
- **Step 1.4: Identify Partially Utilized Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Utilized minimum lot size of 15,000 SF which is 2x the minimum lot size in the residential zone. A parcel with a minimum lot size of 15,000 assumes that there is enough SF for an additional lot/dwelling unit.*
- **Step 1.5: Identify Under-Utilized Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Staff reviewed parcel by parcel based on the standard assumptions and made manual adjusts based on local knowledge of site.*
- **Step 1.6: Identify Platted Lots.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Staff reviewed parcel by parcel based on the standard assumptions and made manual adjusts based on local knowledge of platted lots.*

Step 2: Exclude Parcels Unlikely to Develop

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption
 - *Removed properties with homes placed in a location that would likely prevent additional use of the*

property.

- Removed properties with large homes within the shoreline jurisdiction.
- Removed properties with homes at an accessed value and/or built in the last 20 years that likely will not be demolished for redevelopment.

Step 3: Identify Critical Areas

- Used assumption outlined in guidance
- Update buffer widths, building setback, and % reduction, and comment if deviating from standard assumption

Type	Buffer Width	Minimum Building Setback	% Reduction	Comment
Streams				
South Fork of Dogfish Creek				Assigned buffers per PMC Chapter 16.20, Critical Areas Ordinance (updated in 2016)
Headwater	50	12.5	75%	
Canyon	100	12.5	75%	
Urban/Commercial	50	12.5	75%	
Lower Forested	75	12.5	75%	
Estuary/Tidewater	100	12.5	75%	
Main Stem Dogfish Creek	200	12.5	75%	
Unnamed Tributaries and Creeks	75	12.5	75%	
Poulsbo Creek	100	12.5	75%	
North Fork Johnson Creek	200	12.5	75%	
Bjorgen Creek	200	12.5	75%	
Lemolo Creek	200	12.5	75%	
Barrante's Creek	150	12.5	75%	
Wetlands				
Types I-IV	80 feet		75%	Average wetland buffer for delineated wetlands reviewed for major development projects during 2013-2019 BLR reporting period.
Geohazards				
Areas of Concern (unstable slopes <30%)	25 feet		50%	Assigned buffers per PMC Chapter 16.20, Critical Areas Ordinance (updated in 2016)
Highly erodible, high landslides areas, steep slopes >30%	25 feet		75%	
Critical Aquifer Recharge Areas (CARAs)				
Wellhead Protection Zones	No reduction for CARA. Residential use not a Potential Threat to Groundwater.			
Aquifer Recharge Areas of Concern				

Step 4: Identify Future Roads/Right of Way Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 5: Identify Future Public Facility Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 6: Account for Unavailable Lands (Market Factor)

<i>Zone</i>	<i>Product Type</i>	<i>Recommended Range</i>	<i>Adjusted Market Factor</i>	<i>Notes/Justification</i>
Noll Rd				
RL	Single-Family	5-20%	5%	Market trends, adjusted due to development through permitting and pipeline projects
College Marketplace				
RL	Single-Family	5-20%	5%	Market trends, adjusted due to development through permitting and pipeline projects
RM	Multi-Family	5-20%	5%	Market trends, adjusted due to development through permitting and pipeline projects
RH	Multi-Family	5-20%	5%	Market trends, adjusted due to development through permitting and pipeline projects
Viking				
RL	Single-Family	5-20%	15%	Assemblage challenges
RM	Multi-Family	5-20%	15%	Market trends
RH	Multi-Family	5-20%	15%	Market trends
Other within City limits				
RL	Single-Family	5-20%	15%	Assemblage, facility, and critical area challenges
RM	Multi-Family	5-20%	15%	Market trends
RH	Multi-Family	5-20%	15%	Market trends
UGA				
RL	Single-Family	5-20%	20%	Infrastructure and critical area challenges

Step 7: Determine Available Net Acres

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity

Residential Density Assumptions by Zone

Zoning	Allowed Density (units per acre)	Achieved Density (units per acre)	Density Assumed for Capacity Calculation (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
RL	4-5	7	5	100	Using planned residential densities per the Comp Plan/ Zoning Ordinance
RM	6-10	--	10	100	
RH	11-14	19	14	100	

Step 8.4. Address Capacity for Accessory Dwelling Units (ADU's) for Additional Urban Housing Capacity

- Used this assumption, please explain rationale below
- Did not use this assumption

Step 9: Apply Average Household Size to Calculate Population Capacity

- Used assumption outlined in guidance
- Provide assumption and explanation below if deviating from guidance

Jurisdiction/UGA	Single Family Household Size	Multifamily Household Size
Poulsbo	2.51	2.07

COMMERCIAL/INDUSTRIAL LCA

Step 1. Define Development Status and Classify Parcels

- **Step 1.1: Identify Pipeline Properties (OPTIONAL).**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption
- **Step 1.2: Identify Excluded Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Staff reviewed parcel by parcel based on the standard assumptions and made manual adjusts based on local knowledge of site.*
- **Step 1.3: Identify Vacant Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Staff reviewed parcel by parcel based on the standard assumptions and made manual adjusts based on local knowledge of site.*
- **Step 1.4: Identify Under-Utilized Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Staff reviewed parcel by parcel based on the standard assumptions and made manual adjusts based on local knowledge of site.*
- **Step 1.5: Identify Platted Lots.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption:
 - *Staff reviewed parcel by parcel based on the standard assumptions and made manual adjusts based on local knowledge of platted lots.*

Step 3. Identify Critical Areas

- Used assumption outlined in guidance
- Update buffer widths, building setback, and % reduction, and comment if deviating

Type	Buffer Width	Minimum Building Setback	% Reduction	Comment
Streams				
South Fork of Dogfish Creek				Assigned buffers per PMC Chapter 16.20, Critical Areas Ordinance (updated in 2016)
Headwater	50	12.5	75%	
Canyon	100	12.5	75%	
Urban/Commercial	50	12.5	75%	
Lower Forested	75	12.5	75%	
Estuary/Tidewater	100	12.5	75%	
Main Stem Dogfish Creek	200	12.5	75%	
Unnamed Tributaries and Creeks	75	12.5	75%	

Type	Buffer Width	Minimum Building Setback	% Reduction	Comment
Poulsbo Creek	100	12.5	75%	
North Fork Johnson Creek	200	12.5	75%	
Bjorgen Creek	200	12.5	75%	
Lemolo Creek	200	12.5	75%	
Barrante's Creek	150	12.5	75%	
Wetlands				
Types I-IV	80 feet		75%	Average wetland buffer for delineated wetlands reviewed for major development projects during 2013-2019 BLR reporting period.
Geohazards				
Areas of Concern (unstable slopes <30%)	25 feet		50%	Assigned buffers per PMC Chapter 16.20, Critical Areas Ordinance (updated in 2016)
Highly erodible, high landslides areas, steep slopes >30%	25 feet		75%	
Critical Aquifer Recharge Areas (CARAs)				
Wellhead Protection Zones	No reduction for CARA PMC Chapter 16.20 allows for the submittal of a hydrogeological report to evaluate and mitigate any potential impacts to groundwater.			
Aquifer Recharge Areas of Concern				

Step 4. Identify Future Roads/Right of Way Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 5. Identify Future Public Facility Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 6. Account for Unavailable Lands (Market Factor)

Zone	Product Type	Recommended Range	Assumed Market Factor	Notes/Justification
C-1	Commercial	5-20%	5%	Market trends; adjusted due to development through permitting and pipeline projects
C-2	Commercial	5-20%	15%	Market trends; zones have seen some, but not a large amount, of development and redevelopment.
C-3	Commercial	5-20%	15%	
C-4	Commercial	5-20%	5%	Market trends; adjusted due to development through permitting and pipeline projects
OCI	Commercial	5-20%	20%	Market trends; zones have seen very little development and redevelopment.
BP	Commercial	5-20%	20%	
LI	Industrial	5-20%	20%	

Step 7. Determine Available Net Acres

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8. Apply FAR in each Zone to Calculate Building Square Footage Capacity

Non-Residential Lot Coverage or Floor Area Ratio (FAR) Assumptions by Zone

Zoning	Average Achieved Lot Coverage or FAR (historical data)	Lot Coverage % or FAR Assumed for Capacity Calculation	Percent Non-Residential	Assumed FAR: Description/Rationale
C-1	1.15	1.5	100%	Based on average achieved FAR for projects during the BLR reporting period and pipeline projects from 2019-2020. Higher FAR was utilized in the C-1 zoning district due to the prevalence of small-scale retail stores in the downtown district.
C-2	.14	.30	100%	
C-3	.26	.30	100%	
C-4	.27	.30	100%	
OCI	-	.30	100%	
BP	.24	.30	100%	
LI	.17	.20	100%	

Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8.3. Address Pipeline Development

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones

Employment Density Assumptions by Zone

Zoning	Commercial or Industrial	Density Assumed for Capacity Calculation	Assumed Densities: Description/Rationale
C-1	Commercial	375	The smaller employee/square foot ratio was utilized in the C-1 zoning district due to the prevalence of small-scale retail stores in the downtown district.
C-2	Commercial	500	Consistent with guidance for commercial properties.
C-3	Commercial	500	
C-4	Commercial	500	
OCI	Commercial	500	The BP and OCI zoning districts are considered “Commercial” areas for purposes of employee square footage ratios.
BP	Commercial	500	
LI	Industrial	969	Consistent with guidance for industrial properties.

**City of Poulsbo
Residential Land Supply Capacity**

DRAFT August 20, 2021

	<i>Step 0</i> Infrastructure Gap Review (Gross Acres)	<i>Step 1</i> Define Development Status	<i>Step 2</i> Exclude Parcels Unlikely to Develop (-)	<i>Step 3</i> Identify Critical Areas (-)	<i>Step 4</i> Identify Future Roads/Right of Way Needs (-)	<i>Step 5</i> Identify Future Public Facility Needs (-)	<i>Step 6</i> Account for Unavailable Lands (-)	<i>Step 7</i> Determine Net Acres	<i>Step 8</i> Calculate Housing Capacity (units)	<i>Step 9</i> Apply Average Household to Calculate Population
Residential Capacity										
Redevelopable Subtotal	0.00	1531.58	1241.50	58.75	41.62	33.30	14.96	118.23	647	1558
Vacant Subtotal	0.00	361.40	0.00	74.31	38.58	30.87	13.40	112.69	1315	3024
Total	0.00	1892.98	1241.50	133.06	80.20	64.16	28.36	230.92	1962	4581

Urban Transition Area

Redevelopable Subtotal	0.00	277.46	128.56	28.98	23.98	19.19	15.35	61.40	647	579
Vacant Subtotal	0.00	71.78	0.00	11.78	12.00	9.60	7.68	30.72	1315	386
Total	0.00	349.24	128.56	40.76	35.98	28.79	23.03	92.12	1962	965

Redevelopment Total	0.00	1809.04	1370.06	87.73	65.61	52.48	30.31	179.63	1294	2137
Vacant Total	0.00	433.18	0	86.09	50.58	40.47	21.08	143.41	2631	3409
Total Capacity	0.00	2242.22	1370.06	173.82	116.19	92.95	51.39	323.04	3924	5546

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Residential Low	271.14	3928	0	3928
Residential Medium	33.35	0	998	998
Residential High	18.54	0	620	620
Subtotal	323.04	3928	1618	5546

**City of Poulsbo
Commercial/Industrial/Mixed Use
Land Supply Capacity**

DRAFT August 20, 2021

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	314.07	267.27	8.30	1.64	3.12	4.19	23.92	361157	729
Vacant Subtotal	0.00	140.49	28.88	36.16	2.21	4.20	5.66	32.09	675068	1356
Total	0.00	454.56	296.15	44.46	3.85	7.32	9.86	56.01	1036225	2085

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Industrial Capacity										
Redevelopable Subtotal	0.00	210.91	66.59	45.27	1.38	2.61	4.70	18.82	210733	361
Vacant Subtotal	0.00	42.74	4.37	7.72	0.55	1.05	1.89	7.55	341820	566
Total	0.00	253.65	70.96	52.99	1.93	3.66	6.59	26.37	552553	927

Redevelopment Total	0.00	524.98	333.86	53.57	3.02	5.74	8.90	42.73	571890	1090
Vacant Total	0.00	183.23	33.25	43.88	2.76	5.24	7.55	39.65	1016888	1922
Total Capacity	0.00	708.21	367.11	97.45	5.78	10.98	16.45	82.38	1588778	3012

Capacity by Zone

Residential Capacity	Net Acres	Net Square Foot Capacity	Employment Capacity
C-1 Downtown/Front Street	0.19	19442	52
C-2 Viking Avenue	19.08	241921	484
C-3 SR 305 Corridor	36.72	496647	993
C-4 College Market Place	0.03	278216	556
Office Commercial Industrial	14.63	187285	375
Business Park	0.00	181256	363
Light Industrial	11.74	184013	190
Subtotal	82.38	1588778	3012
Total	82.38	1588778	3012

Appendix C: County/City Documentation of Assumptions

Kitsap County Documentation of Assumptions

County staff reviewed current infrastructure system maps and the County's adopted Capital Facilities Plan, alongside the Programmatic Infrastructure Gap Review Worksheet and the Infrastructure Gap Analysis Decision Tree, Exhibits 2 and 4 of *Appendix A: Kitsap County Land Capacity Analysis Technical Methodology Guidance*. Kitsap County only identified sewer infrastructure gaps. Transportation and public facilities (such as on-site stormwater management, mitigation, and other infrastructure) were addressed as part of Step 4 and Step 5 of the Land Capacity Analysis. County staff also coordinated with the Kitsap County Health District officials to review previous geographic areas identified as possible areas of concern for risk of septic failure noted in the 2012 Comprehensive Plan remand and 2016 Comprehensive Plan periodic update. These areas of potential concern are not actual failures but are presumptions due to lot size, soil types, etc. Additionally, these are areas for Site analysis of actual contaminants indicative of septic failure and will be assessed through the Health District's Pollution Identification and Correction (PIC) program. Potential infrastructure gaps for residential areas were also reviewed by zoning classification of areas zoned higher than 5 units/acre consistent with KCC 17.410.050 (48) requirement.

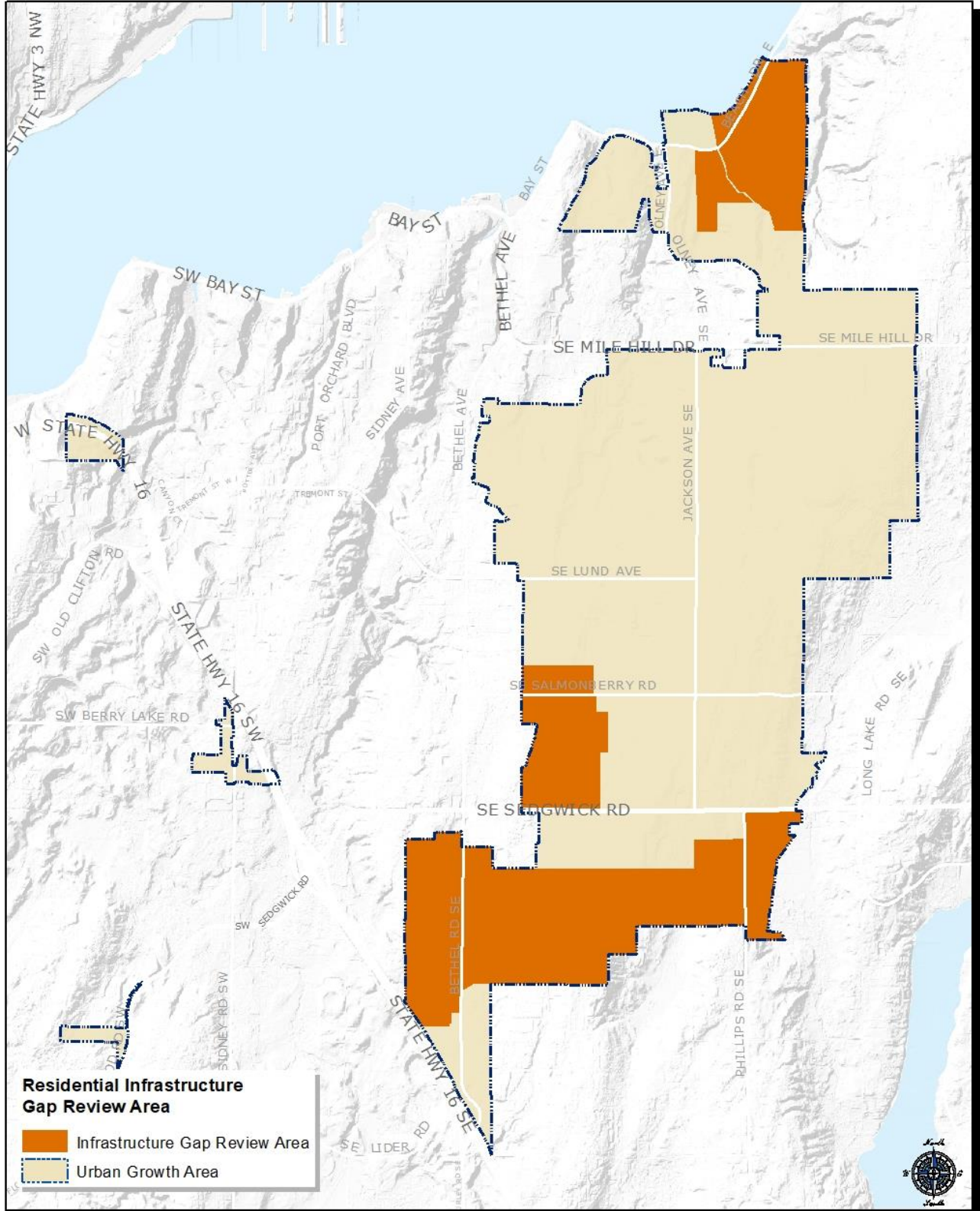
The following infrastructure gap areas were identified by following the process outlined in Exhibits 2 and 4 of *Appendix A: Kitsap County Land Capacity Analysis Technical Methodology Guidance*. While these gaps were observed, it was also determined that observed infrastructure gaps did not preclude all future development. But rather may delay the timing and density during the planning horizon. Thus, based upon the methodology guidance, Kitsap County selected an alternative Market Factor assumption applied in Step 6 to address them.

Urban Growth Area	
Port Orchard	Areas shown in the associated map below contain existing, pre-GMA vacant and underutilized development that due to physical geographic constraints and economic feasibility considerations may delay the area's development potential during the planning period.
Bremerton West	Areas shown in the associated map below contain existing, pre-GMA vacant and underutilized development on functioning septic systems, along with physical geographic constraints and economic feasibility considerations that may delay the area's development potential during the planning period.
Bremerton East	Areas shown in the associated map below contain existing, pre-GMA vacant and underutilized development that due to physical geographic constraints and economic feasibility considerations may delay the area's development potential during the planning period.
Kingston	The Taree area, straddling S. Kingston Road near Taree Dr. contains existing, pre-GMA vacant and underutilized development that due to physical geographic constraints and economic feasibility considerations may delay the area's development potential during the planning period. The Lagoon area,

	<p>near the intersection of West Kingston Rd. and S. Kingston Rd. contains physical geographic constraints and environmental considerations. Kingston Hill off of Barber Cut Off Rd. has existing development, physical geographic constraints and environmental considerations, and little infill opportunity that may delay the area’s development potential during the planning period.</p>
Central Kitsap	<p>Area along Riddell Road and Central Valley Road contains a mix of 1900s platting and pre-GMA lots on functioning septic systems. Physical geographic constraints and economic feasibility considerations may delay the area’s development potential during the planning period.</p>
Silverdale	<p>Island Lake neighborhood has physical geographic constraints and economic considerations, such as requiring 4 pump stations to serve the pre-GMA development. East Bucklin has significant existing pre-GMA development on quarter acre lots with functioning septic systems; also existing geographic and environmental constraints will make infrastructure complicated. These factors may delay the area’s development potential during the planning period.</p>

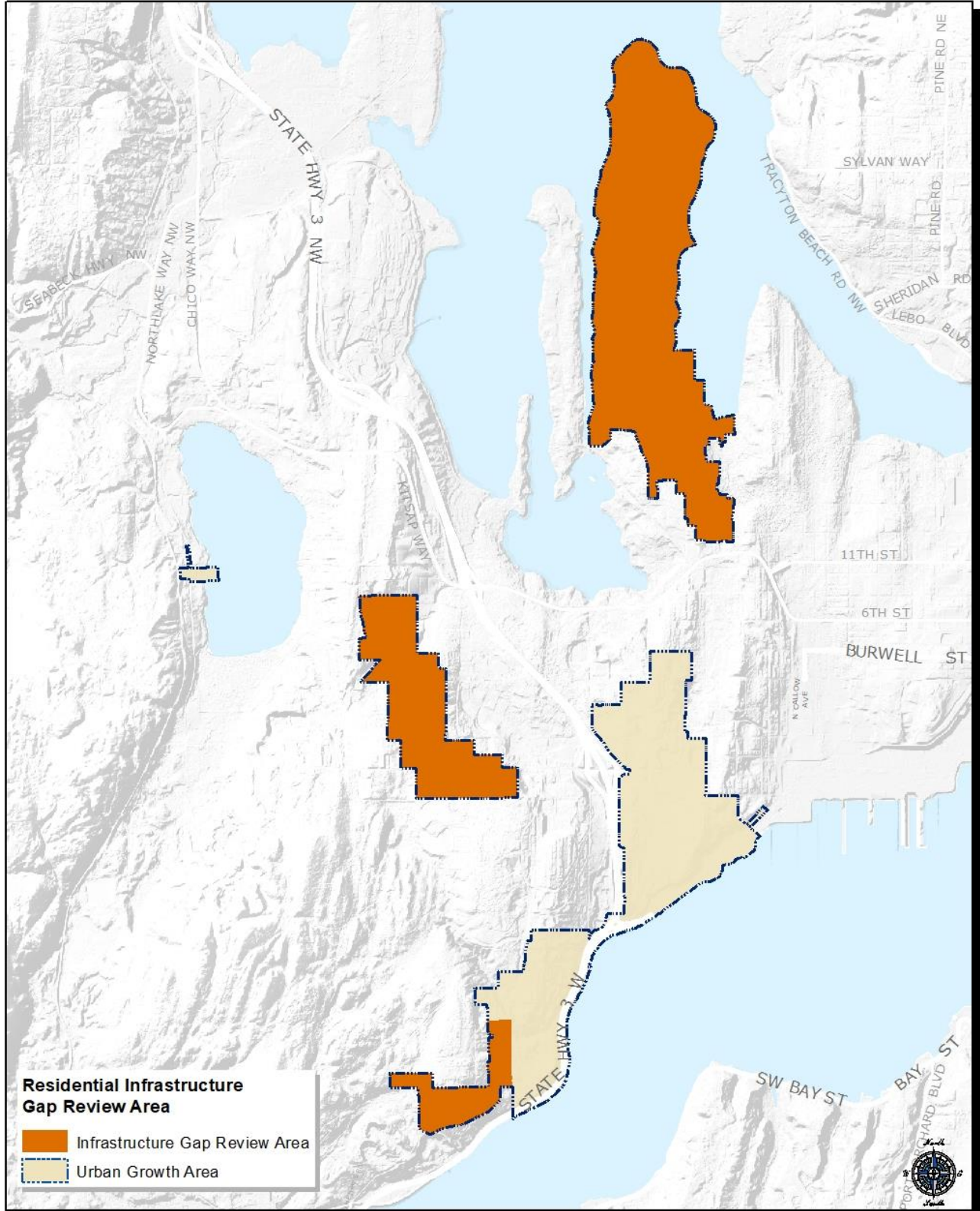


Port Orchard Urban Growth Area



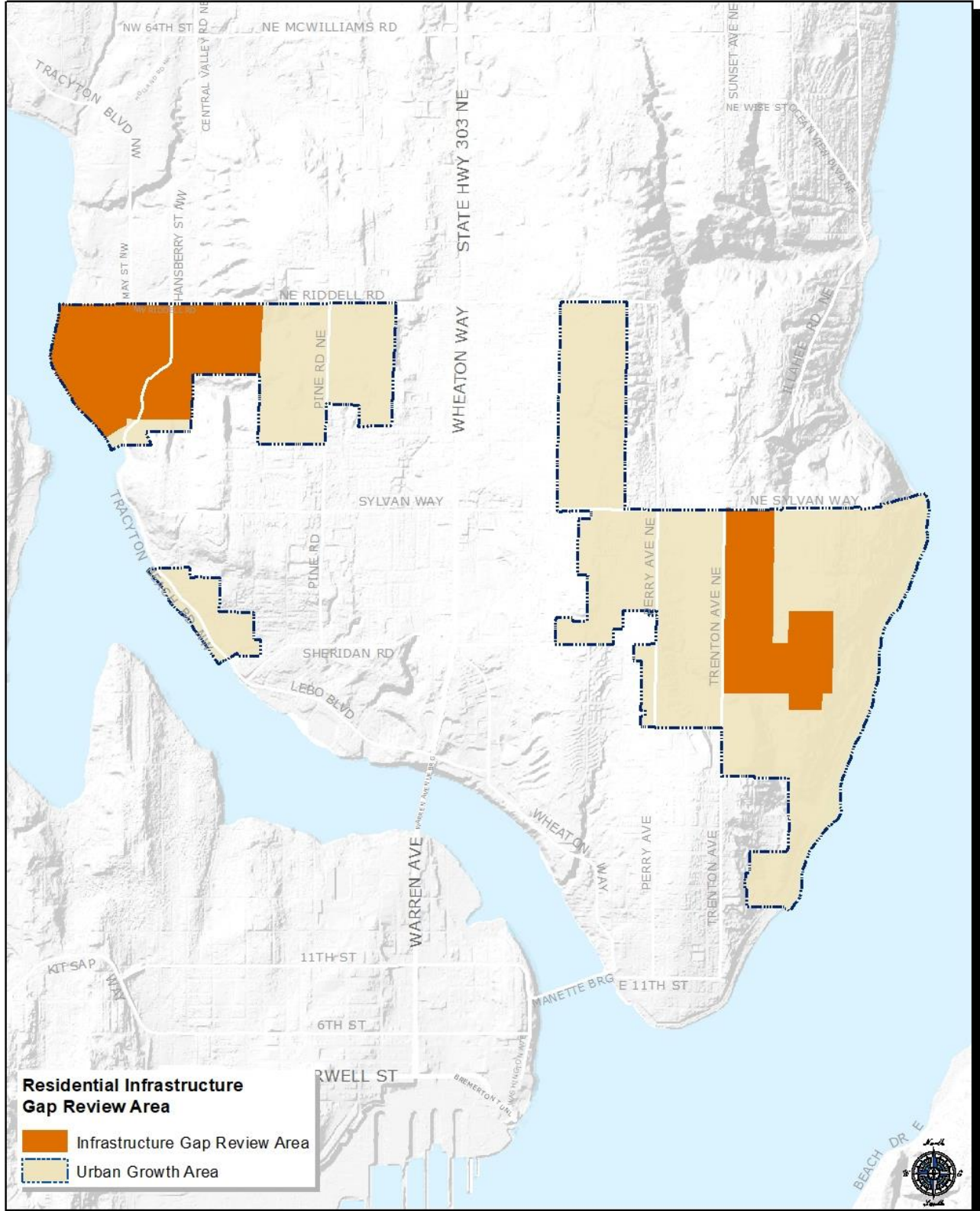


Bremerton West Urban Growth Area



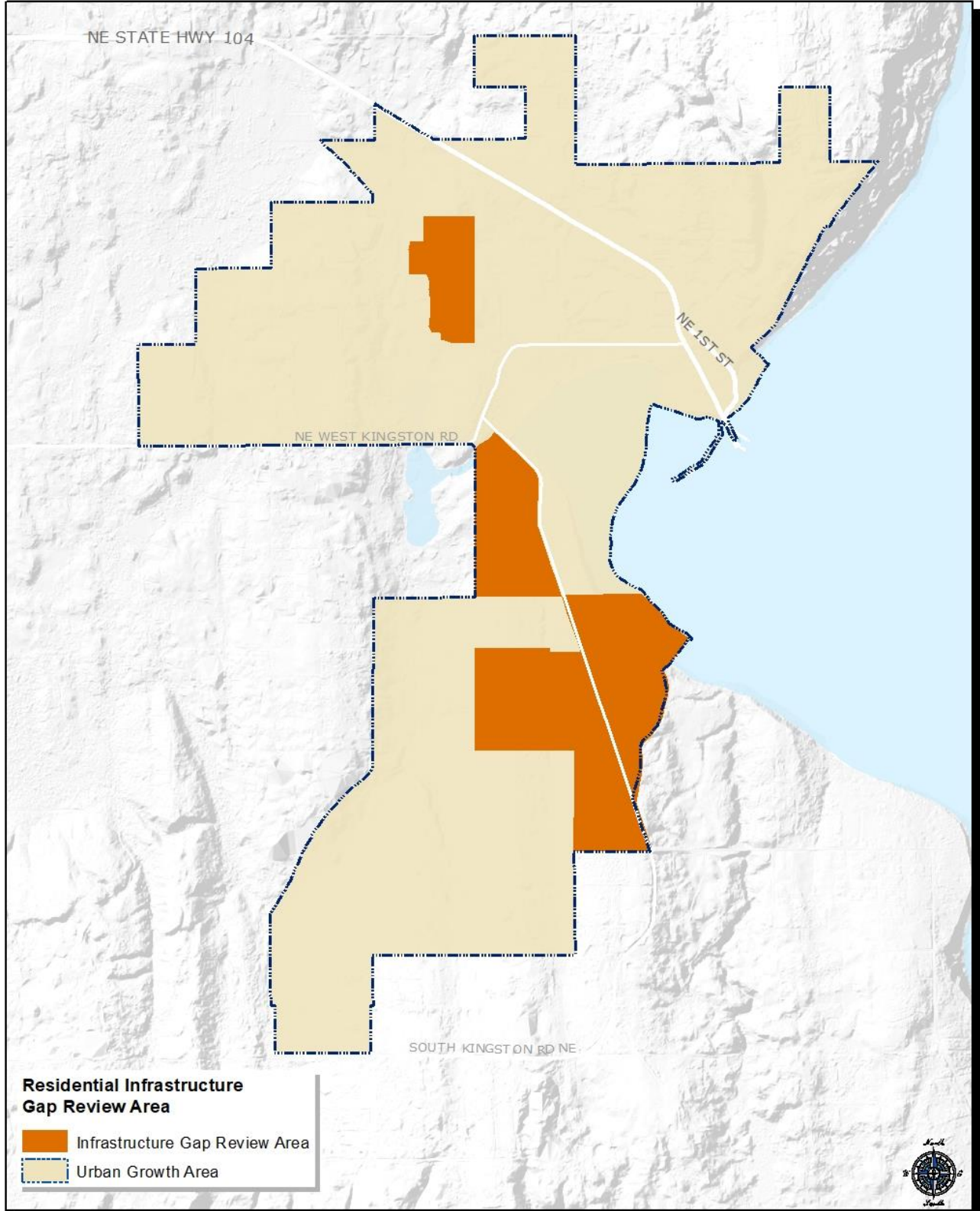


Bremerton East Urban Growth Area



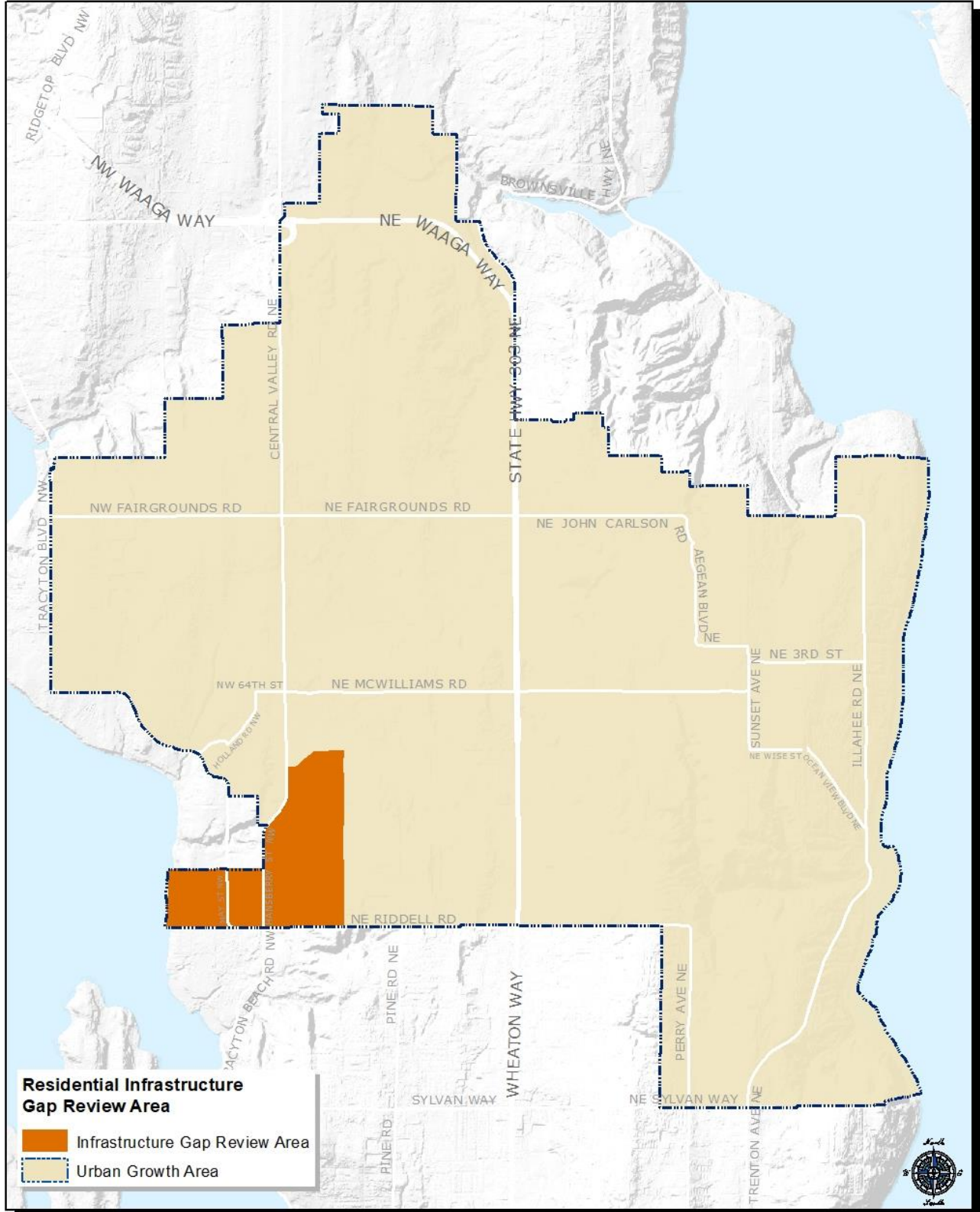


Kingston Urban Growth Area



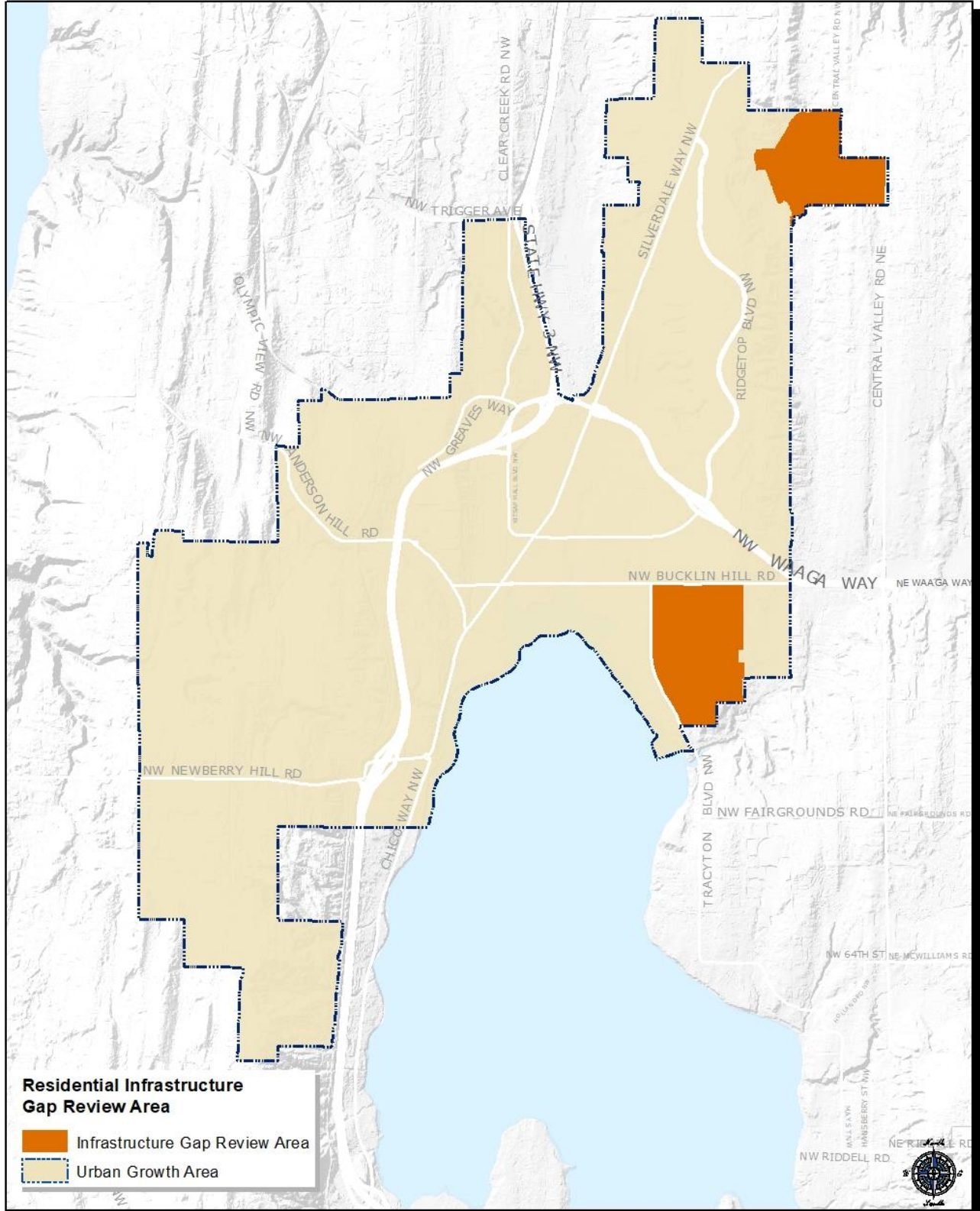


Central Kitsap Urban Growth Area





Silverdale Urban Growth Area



Residential LCA

Step 1. Define Development Status and Classify Parcels

- **Step 1.1: Identify Pipeline Properties (OPTIONAL).**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption
- **Step 1.2: Identify Excluded Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption
- **Step 1.3: Identify Vacant Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption
- **Step 1.4: Identify Partially Utilized Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption
- **Step 1.5: Identify Under-Utilized Properties.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption
- **Step 1.6: Identify Platted Lots.**
 - Used assumption outlined in guidance
 - Provide explanation if deviating from standards assumption

Step 2: Exclude Parcels Unlikely to Develop

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 3: Identify Critical Areas

- Used assumption outlined in guidance

Step 4: Identify Future Roads/Right of Way Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 5: Identify Future Public Facility Needs

- Used assumption outlined in guidance ☒
- Provide explanation if deviating from standards assumption

Step 6: Account for Unavailable Lands (Market Factor)

Single Family Zones - Market Factor Assumptions

Geography	Suggested Guidance Range	Market Factor Assumption			Rationale
		Vacant	Redevelopable	Infrastructure Gap Area	
Port Orchard UGA	20-35%	20%	27.5%	35%	<p>Vacant. Market trends show \$396K average home price with 8.1% average increase/year with strong delivery rate.</p> <p>Redevelopable. Parcel assemblage will make it difficult to balance costs to meet current regulatory requirements for environmental mitigation and public service connections. More redevelopable land compared to vacant land.</p> <p>Infrastructure Gap. Physical geographic constraints and economic considerations alter the area's development potential during the planning period.</p>
Poulsbo UGA	5-20%	20%	20%	20%	Used City of Poulsbo assumption due to an Interlocal Agreement with Poulsbo for UGA development and a joint sub-area plan. This UGA also uses City zoning and utility services.
Kingston UGA	20-35%	20%	27.5%	35%	<p>A portion of Kingston is identified as a Countywide Center in 2020.</p> <p>Vacant. Market trends show \$515K average home price with 9% average increase/year with proportionate delivery rate. Low end is appropriate.</p> <p>Redevelopable. Parcel assemblage will make it difficult to balance costs to meet current regulatory requirements for mitigation and public service</p>

Geography	Suggested Guidance Range	Market Factor Assumption			Rationale
		Vacant	Redevelopable	Infrastructure Gap Area	
					connections. Infrastructure Gap. Physical geographic constraints and economic considerations alter the area's development potential during the planning period.
Silverdale UGA	20-35%	20%	27.5%	35%	A portion of the Silverdale UGA is designated as a Regional Growth Center. This center status was adopted in 2003 and the boundary modified in 2016. Vacant. Market trends show \$443K average home price with 6.3% avg increase/year with modest delivery rate. Low end is appropriate. Redevelopable. Parcel assemblage will make it difficult to balance costs to meet current regulatory requirements for environmental mitigation and public service connections. Infrastructure Gap. Physical geographic constraints and economic considerations alter the area's development potential during the planning period.
Central Kitsap UGA	20-35%	20%	27.5%	35%	A portion of Central Kitsap, specifically SR303/McWilliams was identified as a Countywide Center in 2020. Vacant. Market trends show \$389K average home price with 10.6% avg increase/year with modest delivery rate. Low end is appropriate. Redevelopable. Parcel assemblage will make it difficult to balance costs to meet current regulatory requirements for environmental mitigation and public service connections. Infrastructure Gap. Physical

Geography	Suggested Guidance Range	Market Factor Assumption			Rationale
		Vacant	Redevelopable	Infrastructure Gap Area	
					geographic constraints and economic considerations alter the area's development potential during the planning period.
Bremerton UGAs	35-50%	35%	42.5%	50%	<p>Vacant. Market trends show \$361K average home price with 9.4% avg increase/year with modest delivery rate. Low end is appropriate.</p> <p>Redevelopable. Parcel assemblage will make it difficult to balance costs to meet current regulatory requirements for environmental mitigation and public service connections.</p> <p>Infrastructure Gap. Physical geographic constraints and economic considerations alter the area's development potential during the planning period.</p>

Multiple Family Zones - Market Factor Assumptions

Geography	Suggested Guidance Range	Market Factor Assumption			Rational
		Vacant	Redevelopable	Infrastructure Gap Area	
Port Orchard UGA	35-50%	42.5%	N/A	N/A	<p>Vacant. Market trends show average rents at \$1,344/month with 5.1% avg increase/year with low delivery rate. Low delivery rate warrants increase vacant to 42.5%.</p> <p>No redevelopable lands or infrastructure gaps identified in multi-family zones.</p>
Poulsbo UGA	5-20%	20%	20%	20%	Used City of Poulsbo assumption due to an Interlocal Agreement with Poulsbo for UGA development and a joint sub-area plan. This UGA also uses City zoning and utility

Geography	Suggested Guidance Range	Market Factor Assumption			Rational
		Vacant	Redevelopable	Infrastructure Gap Area	
					services.
Kingston UGA	35-50%	42.5%	N/A	N/A	<p>A portion of Kingston is identified as a Countywide Center in 2020.</p> <p>Vacant. Limited market trends analysis on average pricing for rent per unit. Historic deliveries between 2015-2019 averaged 0 for multi-family zones in Kingston.</p> <p>No redevelopable lands or infrastructure gaps identified in multi-family zones.</p>
Silverdale UGA	20-35%	20%	27.5%	N/A	<p>A portion of the Silverdale UGA is designated as a Regional Growth Center. This center status was adopted in 2003 and the boundary modified in 2016.</p> <p>Vacant. Market trends show \$1,596 average monthly rents with 5.9% annual increase. With high delivery rate and high rents, lower end is appropriate.</p> <p>Redevelopable. Medium redevelopment potential but regional growth center requires significant transit support and parcel assemblage to balance cost of regulatory requirements.</p> <p>No infrastructure gaps identified in multi-family zones.</p>
Central Kitsap UGA	35-50%	42.5%	N/A	N/A	<p>A portion of Central Kitsap, specifically SR303/McWilliams was identified as a Countywide Center in 2020.</p> <p>Vacant. Market trends show \$1,422 average monthly rents with 5.5% annual increase. Low delivery rate supports high end.</p>

Geography	Suggested Guidance Range	Market Factor Assumption			Rational
		Vacant	Redevelopable	Infrastructure Gap Area	
					Limited frequent transit unless on HWY 303. Low delivery rate increases vacant to 42.5%. No redevelopable lands or infrastructure gaps identified in multi-family zones.
Bremerton UGAs	20-35%	25% LIC Mixed Use Zone =35%	27.5% LIC Mixed Use Zone =35%	35% LIC Mixed Use Zone =35%	Vacant. Market trends show \$1,343 average monthly rents with 4.8% annual increase. High delivery rate supports medium end. However, multi-family growth is largely in city limits not unincorporated. Limited frequent transit unless on HWY 303 as well. Redevelopable. Moderate redevelopment capacity identified for multi-family zones. Infrastructure Gap. Physical geographic constraints and economic considerations alter the area's development potential during the planning period.

Step 7: Determine Available Net Acres

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8: Apply Density in Each Zone to Calculate Housing Unit Capacity

Residential Density Assumptions by Zone

Zoning	Assumed Density (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
Greenbelt Zone	2	100%	<ul style="list-style-type: none"> Countywide average achieved density during between 2013-2019: <ul style="list-style-type: none"> - 2.2 units per acre for permits - No plats issued Achieved densities within the allowed density range No significant amendments to code anticipated for this zone Anticipate consistent market conditions
Urban Restricted	4	100%	<ul style="list-style-type: none"> Countywide average achieved density during between 2013-2019: <ul style="list-style-type: none"> - 4.3 units per acre for permits - 6.3 units per net acre for plats Achieved densities within or close to the allowed density range No significant amendments to code anticipated for this zone Anticipate consistent market conditions
Urban Cluster Residential	7.6	100%	<ul style="list-style-type: none"> No development occurred between 2013-2019 No significant amendments to code anticipated for this zone Market conditions consistent Keeping former assumed density, County will continue to monitor and adjust based on future development activity.

Zoning	Assumed Density (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
Urban Low Residential	6	100%	<ul style="list-style-type: none"> • Countywide average achieved density between 2013-2019: <ul style="list-style-type: none"> – 4.9 units per acre for permits – 8.4 units per acre for plats • Achieved densities within the allowed density range • Anticipate code changes to reduce barriers for density • Anticipate consistent market conditions
Urban Medium Residential	12	100%	<ul style="list-style-type: none"> • Countywide average achieved density between 2013-2019: <ul style="list-style-type: none"> – 9.3 units per acre for permits – 10 units per acre for plats • Achieved densities within the allowed density range; trends indicate higher density from prior evaluation period • Anticipate code changes to reduce barriers for density • Anticipate consistent market conditions
Urban High Residential	21.75	100%	<ul style="list-style-type: none"> • Countywide average achieved density between 2013-2019: <ul style="list-style-type: none"> – 19.7 units per acre for permits – No plats issued • Achieved densities within the allowed density range • Anticipate code changes to reduce barriers for density • Anticipate consistent market conditions
Regional Center	10	50%	<ul style="list-style-type: none"> • Limited or no development between 2013-2019
Urban Village Center	12	50%	

Zoning	Assumed Density (units per acre)	Percent Residential	Assumed Densities: Description/Rationale
Low Intensity Commercial	10	50%	<ul style="list-style-type: none"> Do not anticipate code changes for Regional Center until 2024 Comp Plan Update Anticipate consistent market conditions

Step 8.4. Address Capacity for Accessory Dwelling Units (ADU's) for Additional Urban Housing Capacity (Optional)

Kitsap County did not assume additional development capacity for urban ADUs based on historic delivery rates within urban growth areas.

Step 9: Apply Average Household Size to Calculate Population Capacity

Average Household Assumptions by Jurisdiction and UGA

- Used assumption outlined in guidance
- Provide assumption and explanation below if deviating from guidance

EMPLOYMENT (COMMERCIAL/INDUSTRIAL) LCA

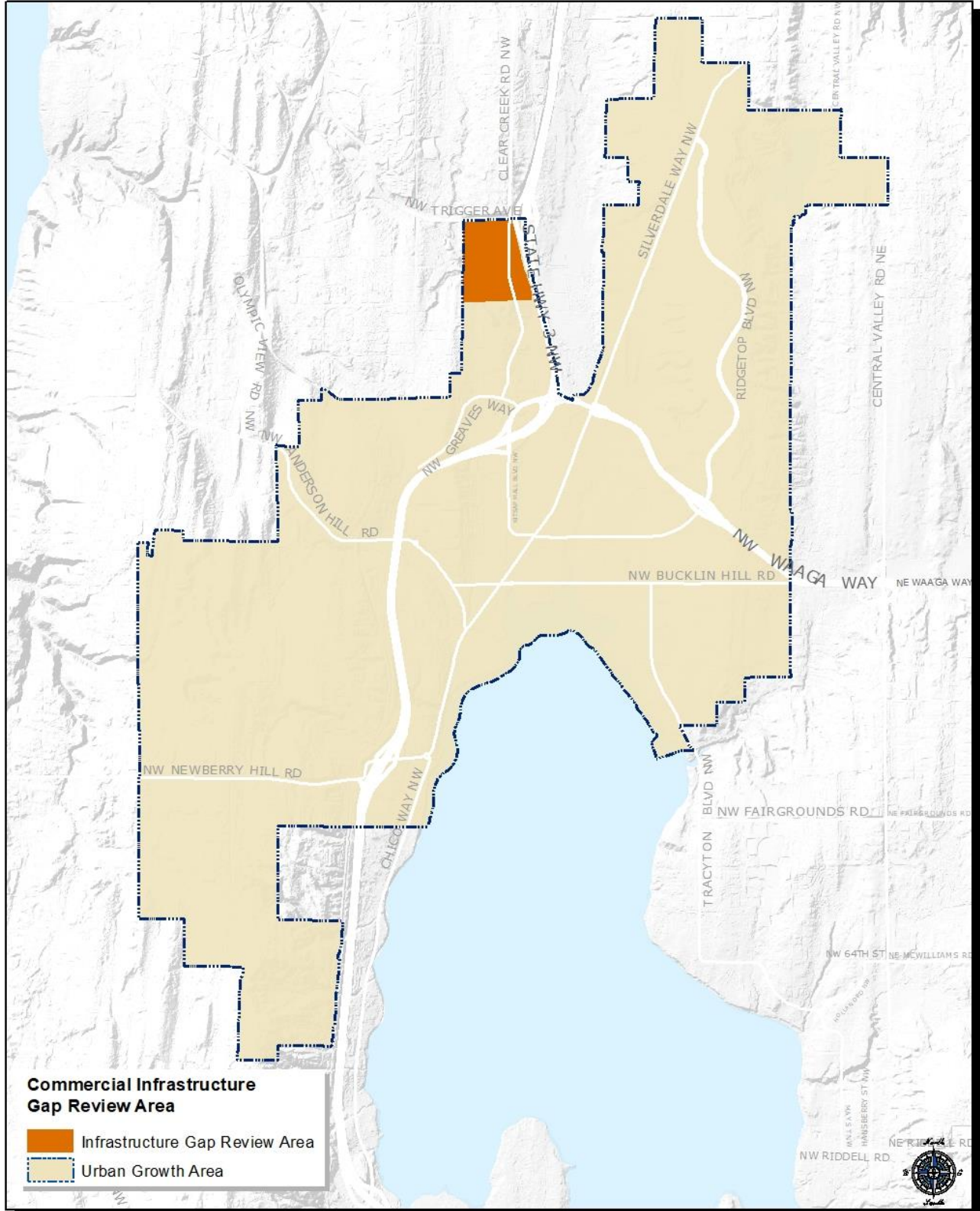
Programmatic Infrastructure Gap Review Worksheet

County staff conducted a programmatic infrastructure gap review for employment growth consistent with the review for residential growth identified above. The following are infrastructure gap areas identified by that process. Similarly, it was also determined that the observed infrastructure gaps did not preclude all future development but may delay the timing and density during the planning horizon. Thus, based upon the methodology guidance, Kitsap County selected an alternative Market Factor assumption applied in Step 6 to address them.

Unincorporated Urban Growth Area	Programmatic Employment Infrastructure Gap Review
Silverdale	Employment lands located south of Trigger Avenue and north of recent development activity have been identified as an infrastructure gap given site constraints such as topography, critical areas, as well as economic feasibility to extend coupled with market demand may delay development within planning horizon.
Port Orchard	After conversations with West Sound Utility District on proposed developer extensions and Local Improvement District efforts to extend sewer and current capital facilities for financing, the area shown on the following map was identified as having an infrastructure gap. This area is also encumbered by existing, pre-GMA vacant and underutilized development that, due to site constraints and economic feasibility considerations, may delay the areas development potential during the planning period.
Puget Sound Industrial Center - Bremerton	Areas along Highway 3 within the remaining islands of unincorporated land having limited redevelopable and vacant industrial capacity were identified as having an infrastructure gap as shown on the associated map below. There are ongoing efforts to expand wastewater and other services to this area, but current status indicates there may be a delay of further development within the planning horizon.
Bremerton West	Areas shown in the associated map below contain existing, pre-GMA vacant and underutilized development that due to physical geography, environmental constraints and economic feasibility considerations may delay the area's development potential during the planning period.

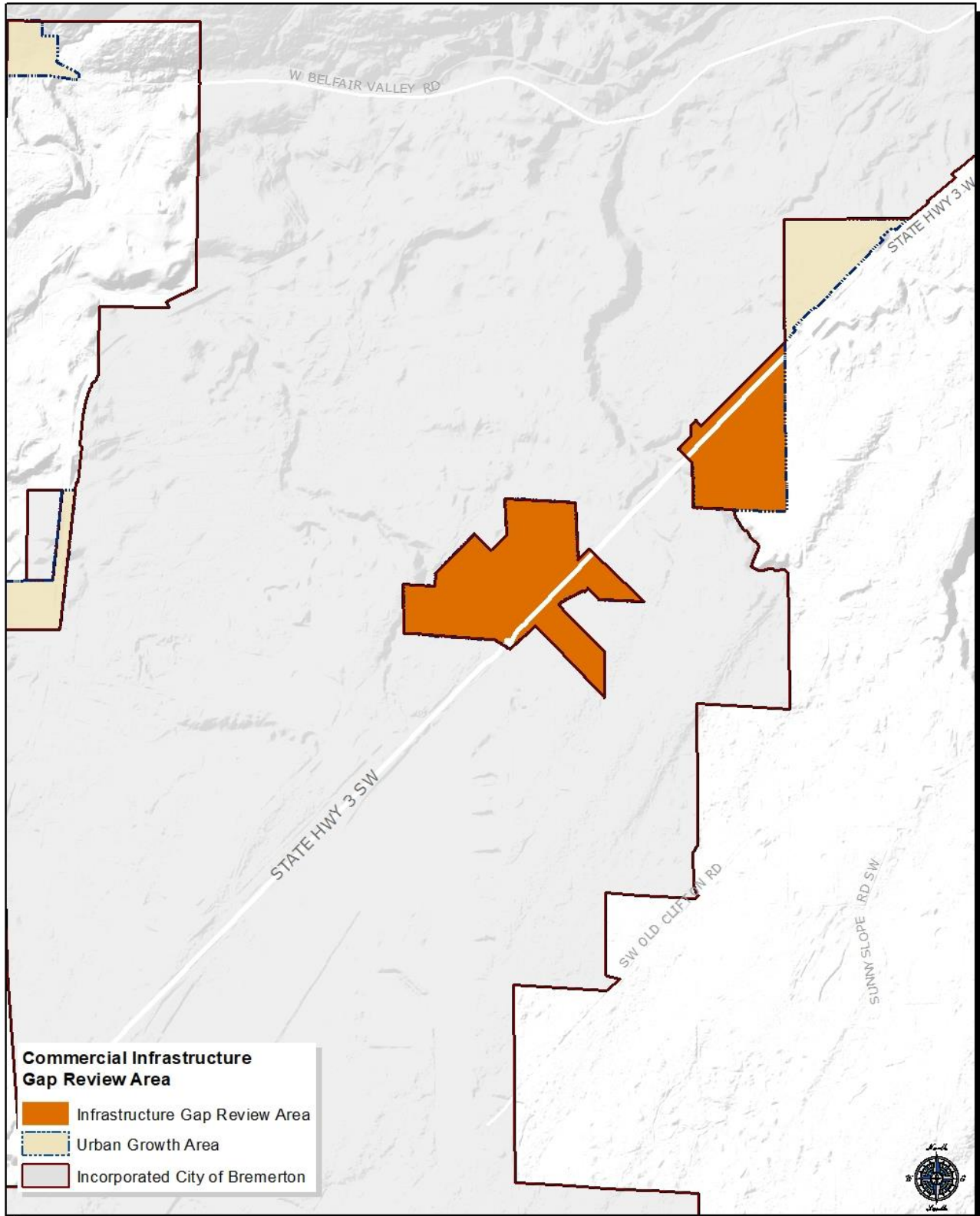


Silverdale Urban Growth Area



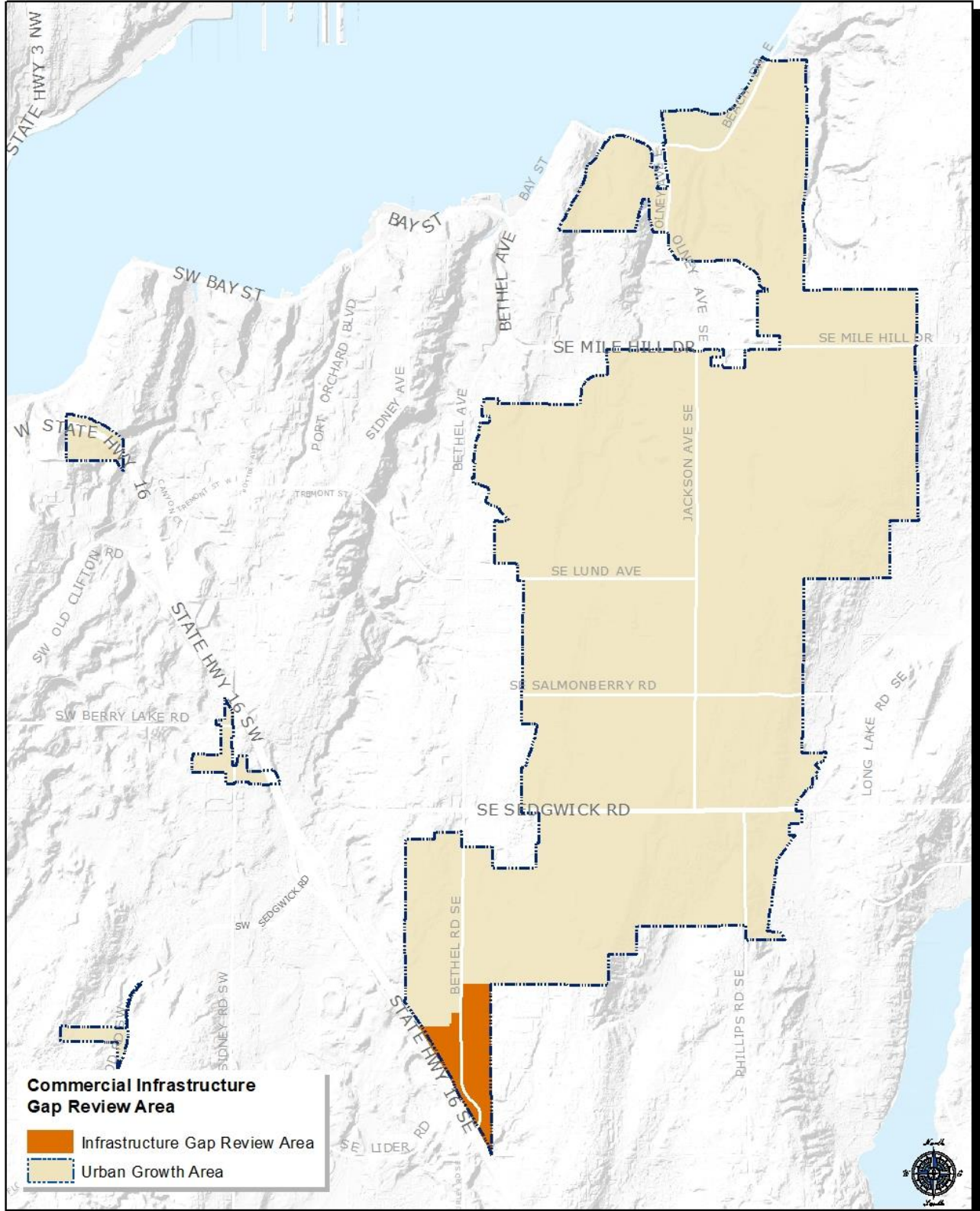


Puget Sound Industrial Area - Bremerton



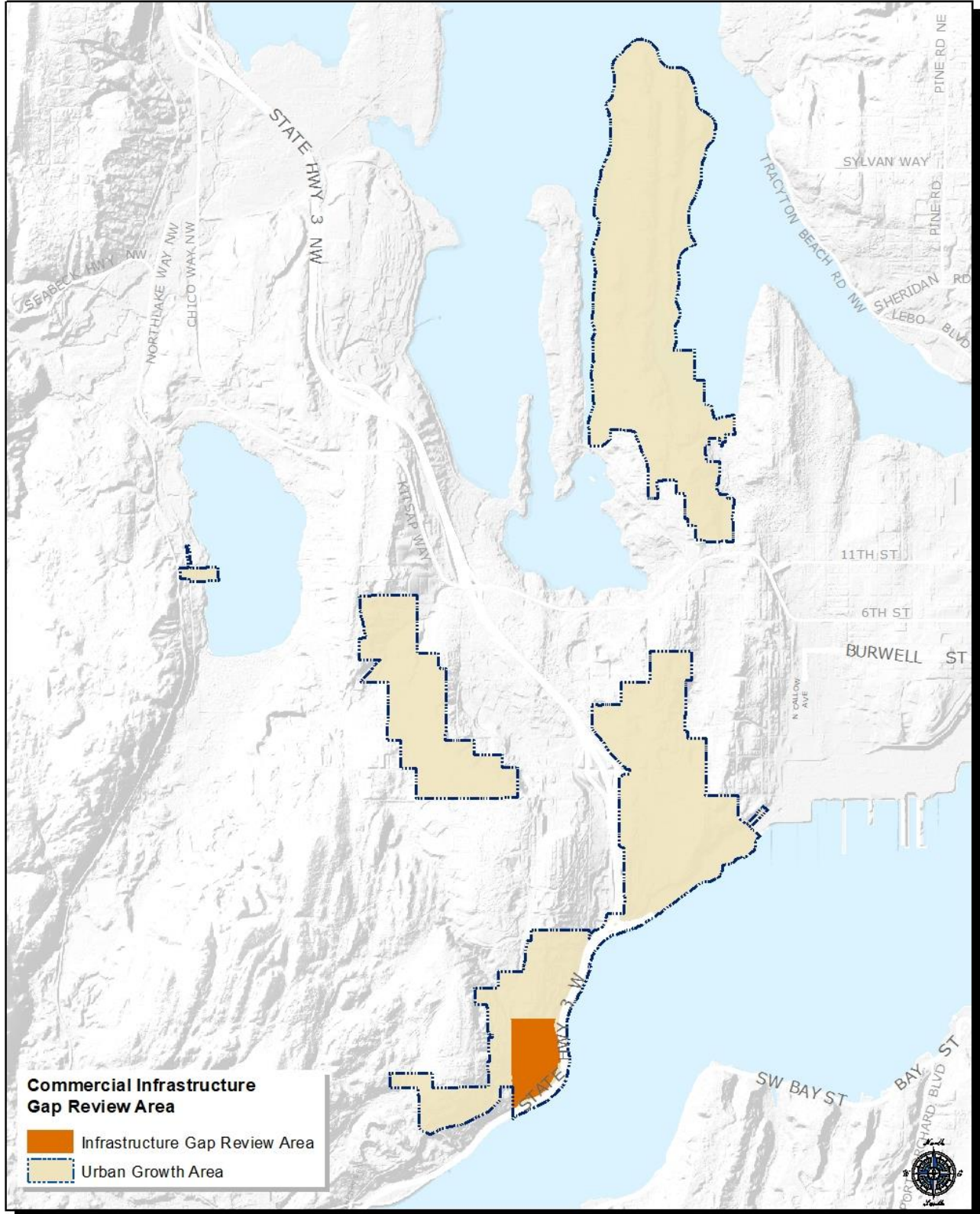


Port Orchard Urban Growth Area





Bremerton West Urban Growth Area



Step 1. Define Development Status and Classify Parcels

▪ **Step 1.1: Identify Pipeline Properties (OPTIONAL).**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

▪ **Step 1.2: Identify Excluded Properties.**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

▪ **Step 1.3: Identify Vacant Properties.**

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.4: Identify Under-Utilized Properties.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 1.5: Identify Platted Lots.

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 3. Identify Critical Areas

- Used assumption outlined in guidance

Step 4. Identify Future Roads/Right of Way Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 5. Identify Future Public Facility Needs

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 6. Account for Unavailable Lands (Market Factor)

Employment Lands Market Factors

UGA	Suggested Guidance Range	Market Factor Assumption			Rationale
		Vacant	Redevelopable	Infrastructure Gap Area	
East Bremerton	20% -35%	20%	27.5%	N/A	<p>The market analysis for employment areas for the incorporated city and Bremerton UGAs was combined. Analysis suggests highest medium delivery rates.</p> <p>Vacant: Lowest end of the range was used for vacant lands given the average annual delivery rate.</p> <p>Redevelopable: Analysis suggests nominal delivery rate and a moderate capacity resulting in a medium market factor range used for underutilized lands.</p>
West Bremerton	20% -35%	20%	27.5%	35%	<p>The market analysis for employment was combined with the city boundaries as well. Analysis suggests highest nominal delivery rate but includes incorporated jurisdiction. Suggests medium market factor range.</p>

UGA	Suggested Guidance Range	Market Factor Assumption			Rationale
		Vacant	Redevelopable	Infrastructure Gap Area	
					<p>Vacant. Lowest end of the range was used for vacant lands given average annual delivery rates.</p> <p>Redevelopable. Underutilized lands and infrastructure gap areas, due parcel size and assemblage challenges. Mid-point of the market factor range was used.</p> <p>Infrastructure Gaps. Parcel assemblage and financial feasibility of infrastructure extensions to pre-GMA platted areas used high-point.</p>
Gorst	20% -35%	20%	27.5%	N/A	Approach same as West and East Bremerton UGAs. However, no infrastructure gaps for employment uses were identified and thus not needed in the LCA.
PSIC - Bremerton	20% -35%	20%	27.5%	35%	Market analysis for this UGA was consolidated with the city and other unincorporated noted above UGAs approach to vacant, redevelopable and infrastructure gap areas held similar constraints. While commercial lands were suggested to use a medium range, industrial lands for the Bremerton UGAs noted strong deliveries but noted market absorption may be slower so a high market factor is suggested for industrial lands. Additionally, the PSIC is identified as a Manufacturing Industrial Center. LCA commercial capacity in this report notes zero. However,

UGA	Suggested Guidance Range	Market Factor Assumption			Rationale
		Vacant	Redevelopable	Infrastructure Gap Area	
					industrial lands did utilize the applied market factor assumptions similar to other Bremerton UGAs noted above.
Silverdale	20% -35%	20%	27.5%	35%	<p>Vacant: Given strong historical deliveries, the lowest range is appropriate for vacant land.</p> <p>Redevelopable: Market analysis for commercial noted strong delivery and strong commercial rents. Additionally, significant portion of Silverdale’s commercial lands are located within the Regional Growth Center. However, given that redevelopable land is already utilized and parcel assemblage for redevelopment will make it difficult to balance costs to meet current regulatory requirements for environmental mitigation and public service connections, the market analysis suggests medium market factor.</p> <p>Infrastructure Gaps. For areas identified with infrastructure gaps, physical geographic constraints, environmental features and economic considerations alter the area’s development potential during the planning period. The highest range is appropriate in these selected areas.</p>
Port Orchard	35% -50%	35%	42.5%	50%	<p>Vacant: Market analysis shows that both the City and unincorporated UGA has strong demonstrated deliveries with commercial lands while</p>

UGA	Suggested Guidance Range	Market Factor Assumption			Rationale
		Vacant	Redevelopable	Infrastructure Gap Area	
					<p>industrial noted moderate deliveries. Thus, the low end of the range is recommended for vacant lands.</p> <p>Redevelopable: Strong deliveries with extra capacity and low median rents, combined with difficulties of parcel assemblage warrant a medium range.</p> <p>Infrastructure Gap: Physical geographic constraints and economic considerations alter the area’s development potential during the planning period, so the high range is appropriate.</p>
Kingston	20% -35%	20%	27.5%	N/A	<p>Vacant: While market trends show small scale deliveries over the past 20 years, the low amount of capacity and high rents could be absorbed readily in vacant lands. A low market factor within the range is appropriate.</p> <p>Redevelopable: With low capacity and high rents, strong redevelopment is possible but will still face issues of parcel assemblage. A portion of the UGA is also designated as a Coutywide Center as well. Accordingly, a mid-range factor is appropriate.</p> <p>Infrastructure Gaps. No employment infrastructure gaps areas were identified in the Kingston UGA.</p>
Central Kitsap	20% -35%	20%	27.5%	N/A	<p>Vacant: Market trends show deliveries have tapered off in</p>

UGA	Suggested Guidance Range	Market Factor Assumption			Rationale
		Vacant	Redevelopable	Infrastructure Gap Area	
					<p>the last 5 years and market rents trend lower, but there is significant capacity and encouragement of development in the SR303/McWilliams Countywide Center designation. Accordingly, the low range is appropriate.</p> <p>Redevelopable: Given the parcel assemblage difficulties and physical constraints for redevelopment on utilized lands, increasing the market factor from that for vacant lands is appropriate.</p> <p>Infrastructure Gaps. There are no identified employment infrastructure gaps in the Central Kitsap UGA.</p>

Step 7. Determine Available Net Acres

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 8. Apply FAR in each Zone to Calculate Building Square Footage Capacity

Non-Residential Lot Coverage or Floor Area Ratio (FAR) Assumptions by Zone

Zoning	Lot Coverage % or FAR Assumed for Capacity Calculation	Percent Non-Residential	Assumed FAR: Description/Rationale
Regional Center	0.50	50%	Achieved FAR in the Silverdale UGA was 0.45 for previously developed sites and 0.18 for vacant sites during the evaluation period based on gross acres. Higher lot coverage standard assumptions were selected to reflect the Regional Center designation through PSRC.
Urban Village Center	0.40	50%	Achieved FAR for previously developed sites in the Kingston UGA was 0.05 and all UGAs combined had an average far of 0.41 during the evaluation period based on gross acres. KCC 17.420.054 limits total gross floor area devoted to nonresidential use in any one structure as not exceeding 25,000 square feet.
Low Intensity Commercial	0.25	50%	Achieved FAR for previously developed sites in the Bremerton UGA was 0.28 and 0.01 for vacant sites during the evaluation period based on gross acres. Max lot coverage is 35% in KCC 17.420.054.

Zoning	Lot Coverage % or FAR Assumed for Capacity Calculation	Percent Non-Residential	Assumed FAR: Description/Rationale
Neighborhood Commercial	0.32	100%	The Neighborhood Commercial zone is located in several UGAs across unincorporated Kitsap County. Achieved FAR for all UGAs combined was 0.41 on previously developed sites and 0.16 on vacant sites based on gross acres. No max lot coverage is required in KCC 17.420.054. Therefore, the suggested FAR assumption outlined in the LCA Guidance for commercial zones was used for the Neighborhood Commercial zone.
Commercial	0.32	100%	The Commercial zone is located in several UGAs across unincorporated Kitsap County. Achieved FAR for all UGAs combined was 0.41 on previously developed sites and 0.16 on vacant sites based on gross acres. No max lot coverage is required in KCC 17.420.054. Therefore, the suggested FAR assumption outlined in the LCA Guidance for commercial zones was used.

Zoning	Lot Coverage % or FAR Assumed for Capacity Calculation	Percent Non-Residential	Assumed FAR: Description/Rationale
Industrial	0.34	100%	The Industrial zone is located in several UGAs across unincorporated Kitsap County. Achieved FAR for all UGAs combined was 0.41 on previously developed sites and 0.16 on vacant sites based on gross acres. Max lot coverage is 60% in KCC 17.420.054. Therefore, the suggested FAR assumption outlined in the LCA Guidance for industrial zones was used.
Business Center	0.34	100%	Achieved FAR in the Silverdale UGA was 0.45 for previously developed sites and 0.18 for vacant sites during evaluation period based on gross acres. Max lot coverage is 60% in KCC 17.420.054. Therefore, the suggested FAR assumption outlined in the LCA Guidance for industrial zones was used.
Business Park	0.34	100%	The Business Park zone is located in several UGAs across unincorporated Kitsap County. Achieved FAR for all UGAs combined was 0.41 on previously developed sites and 0.16 on vacant sites based on gross acres. No max lot coverage is required in KCC 17.420.054. Therefore, the suggested FAR assumption outlined in the LCA Guidance for industrial zones was used.

Step 8.2. Calculate Net Commercial/Industrial Square Footage Capacity

- Used assumption outlined in guidance

- Provide explanation if deviating from standards assumption

Step 8.3. Address Pipeline Development

- Used assumption outlined in guidance
- Provide explanation if deviating from standards assumption

Step 9.2 Select Employment Density Assumptions for Commercial and Industrial Zones

Employment Density Assumptions by Zone

Zoning	Commercial or Industrial	Employment Density Assumed for Capacity Calculation	Assumed Densities: Description/Rationale
Regional Center	Commercial	500	The Regional Center zone is intended to foster a compatible mix of higher density housing and commercial businesses and services either vertically or horizontally. Mixed use development as defined by KCC 17.110.485 is encouraged and incentivized within this zone but not required. LCA Guidance recommends an employment density range (square foot per job) between 300-600.
Urban Village Center	Commercial	400	This zone is intended to promote a range of commercial retail and service opportunities in close proximity to housing. LCA Guidance recommends an employment density range (square foot per job) between 300-600.
Low Intensity Commercial	Commercial	500	This zone is intended to promote mixed uses – retail, hotel, office, services, or attached residential in horizontal or small-scale vertical patterns – and commercial uses. LCA Guidance recommends an employment density range (square foot per job) between 300-600.

Zoning	Commercial or Industrial	Employment Density Assumed for Capacity Calculation	Assumed Densities: Description/Rationale
Neighborhood Commercial	Commercial	400	This zone is intended to provide for the quick stop shopping needs of the immediate neighborhood in which they are located. LCA Guidance recommends an employment density range (square foot per job) between 300-600.
Commercial	Commercial	500	This zone is intended to provide for those commercial establishments which serve the shopping and service needs for large sections of the county and provides visitor services and accommodations for both destination and enroute travelers. LCA Guidance recommends an employment density range (square foot per job) between 300-600.
Industrial	Industrial	800	This urban zone allows a wide range of industrial activities including heavy industry such as fabrication, warehousing, processing of raw materials, bulk handling and storage, construction, and heavy transportation. This zone is intended to provide sites for activities which require processing, fabrication, storage, and wholesale trade. LCA Guidance recommends an employment density range (square foot per job) between 700-1,200.

Zoning	Commercial or Industrial	Employment Density Assumed for Capacity Calculation	Assumed Densities: Description/Rationale
Business Center	Industrial	1,000	This zone is intended to provide for integrated grouping of medium to large size businesses within an attractive park-like setting. The zone also allows flexibility in the amount of space within each business dedicated to office use, warehousing, and/or light manufacturing operations. LCA Guidance recommends an employment density range (square foot per job) between 700-1,200.
Business Park	Industrial	900	This zone is intended to provide for integrated grouping of small to medium size businesses within an attractive park-like setting. The zone also allows flexibility in the amount of space within each business dedicated to office use, warehousing, and/or light manufacturing operations. LCA Guidance recommends an employment density range (square foot per job) between 700-1,200.

Bremerton East
Urban Growth Area
Residential Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Residential Capacity	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Redevelopable Subtotal	226.46	897.63	691.81	66.54	21.85	17.48	30.88	69.07	199	447
Vacant Subtotal	44.42	129.39	3.27	48.52	11.64	9.31	15.46	41.19	312	700
Total	270.88	1027.02	695.08	115.06	33.49	26.79	46.34	110.27	511	1146

Mixed Use Capacity

Redevelopable Subtotal	0	0	0	0	0	0	0	0.00	0	0
Vacant Subtotal	0	0	0	0	0	0.00	0.00	0.00	0	0
Total	0	0	0	0	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	226.46	897.63	691.81	66.54	21.85	17.48	30.88	69.07	199	447
Vacant Total	44.42	129.39	3.27	48.52	11.64	9.31	15.46	41.19	312	700
Total Capacity	270.88	1027.02	695.08	115.06	33.49	26.79	46.34	110.27	511	1146

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Greenbelt Zone	1.58	2	0	5
Urban Cluster Residential	0.00	0	0	0
Urban Low Residential	56.71	207	0	483
Urban Medium Residential	22.42	0	198	421
Urban High Residential	0.00	0	21	45
Urban Restricted Residential	29.55	83	0	193
Subtotal	110.27	292	219	1146
Mixed Use Capacity				
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Urban Village Center	0.00	0	0	0
Regional Center	0.00	0	0	0
Commercial	0.00	0	0	0
Neighborhood Commercial	0.00	0	0	0
Low Intensity Commercial	0.00	0	0	0
Subtotal	0.00	0	0	0
Total	110.27	292	219	1146

Bremerton East
Urban Growth Area
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Apply FAR to determine square footage capacity	Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	17.35	10.06	2.25	0.61	0.48	0.53	3.42	47615	95
Vacant Subtotal	0.00	2.56	0.00	0.41	0.14	0.11	0.09	1.81	25208	50
Total	0.00	19.91	10.06	2.66	0.75	0.60	0.62	5.22	72823	146

Industrial Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Total	0.00	0	0	0.00	0.00	0.00	0.00	0.00	0	0

Mixed Use Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	0.00	17.35	10.06	2.25	0.61	0.48	0.53	3.42	47615	95
Vacant Total	0.00	2.56	0.00	0.41	0.14	0.11	0.09	1.81	25208	50
Total Capacity	0.00	19.91	10.06	2.66	0.75	0.60	0.62	5.22	72823	146

Capacity by Zone	Net Acres	Net Square Foot Capacity	Employment Capacity
Urban Village Center	0.00	0	0
Regional Center	0.00	0	0
Commercial	5.22	72823	146
Neighborhood Commercial	0.00	0	0
Low Intensity Commercial	0.00	0	0
Industrial	0.00	0	0
Industrial/MRO	0.00	0	0
Business Center	0.00	0	0
Business Park	0.00	0	0
Subtotal	5.22	72823	146
Total	5.22	72823	146

Bremerton West
Urban Growth Area
Residential Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Residential Capacity	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Redevelopable Subtotal	328.30	1195.19	1049.49	46.37	14.34	11.47	21.35	52.18	116	255
Vacant Subtotal	60.01	147.29	44.79	33.74	9.27	7.42	13.32	38.75	421	953
Total	388.31	1342.48	1094.28	80.11	23.61	18.89	34.67	90.93	537	1208

Mixed Use Capacity

Redevelopable Subtotal	0	0	0	0	0	0	0	0.00	0	0
Vacant Subtotal	0	0	0	0	0	0.00	0.00	0.00	0	0
Total	0	0	0	0	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	328.3	1195.19	1049.49	46.37	14.34	11.47	21.35	52.18	116	255
Vacant Total	60.01	147.29	44.79	33.74	9.27	7.42	13.32	38.75	421	953
Total Capacity	388.31	1342.48	1094.28	80.11	23.61	18.89	34.67	90.93	537	1208

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Greenbelt Zone	0.00	0	0	0
Urban Cluster Residential	0.00	0	0	0
Urban Low Residential	51.47	322	0	751
Urban Medium Residential	39.46	0	215	457
Urban High Residential	0.00	0	0	0
Urban Restricted Residential	0.00	0	0	0
Subtotal	90.93	322	215	1208
Mixed Use Capacity				
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Urban Village Center	0.00	0	0	0
Regional Center	0.00	0	0	0
Commercial	0.00	0	0	0
Neighborhood Commercial	0.00	0	0	0
Low Intensity Commercial	0.00	0	0	0
Subtotal	0.00	0	0	0
Total	90.93	322	215	1208

Bremerton West
Urban Growth Area
Commercial/Industrial/Mixed Use
Land Supply Capacity

Draft August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Apply FAR to determine square footage capacity	Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	53.76	32.22	3.10	1.34	1.07	1.18	14.85	170084	340
Vacant Subtotal	0.00	2.75	0.00	0.96	0.26	0.21	0.17	1.16	16108	32
Total	0.00	56.51	32.22	4.06	1.60	1.28	1.34	16.01	186192	372

Industrial Capacity										
Redevelopable Subtotal	0.00	40.64	24.35	0.00	0.00	0.00	0.00	16.29	238761	298
Vacant Subtotal	0.00	6.27	0.00	0.00	0.00	0.00	0.00	6.27	92861	116
Total	0.00	46.91	24.35	0.00	0.00	0.00	0.00	22.56	331623	415

Mixed Use Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0.00
Vacant Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0.00
Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	0.00	94.40	56.57	3.10	1.34	1.07	1.18	31.14	408846	639
Vacant Total	0.00	9.02	0.00	0.96	0.26	0.21	0.17	7.43	108969	148
Total Capacity	0.00	103.42	56.57	4.06	1.60	1.28	1.34	38.57	517815	787

Capacity by Zone	Net Acres	Net Square Foot Capacity	Employment Capacity
Urban Village Center	0.00	0	0
Regional Center	0.00	0	0
Commercial	16.01	186192	372
Neighborhood Commercial	0.00	0	0
Low Intensity Commercial	0.00	0	0
Industrial	22.56	331623	415
Industrial/MRO	0.00	0	0
Business Center	0.00	0	0
Business Park	0.00	0	0
Subtotal	38.57	517815	787
Total	38.57	517814.87	787

Gorst
Urban Growth Area
Residential Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Residential Capacity	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Redevelopable Subtotal	0.00	30.50	17.82	2.71	1.51	1.21	2.05	5.20	11	26
Vacant Subtotal	0.00	9.04	0.00	4.05	0.79	0.63	0.89	2.68	13	30
Total	0	39.54	17.82	6.76	2.30	1.84	2.94	7.88	24	56

Mixed Use Capacity

Redevelopable Subtotal	154.16	0	143.73	6.64	1.895	1.895	0.379	0.30	2	4
Vacant Subtotal	3.06	0	0	1.48	0.79	0.79	0.16	0.13	3	7
Total	157.22	0	143.73	8.12	2.69	2.69	0.54	0.43	5	11

Redevelopment Total	154.16	30.50	161.55	9.35	3.41	3.10	2.43	5.50	13	29
Vacant Total	3.06	9.04	0	5.53	1.58	1.42	1.05	2.80	16	37
Total Capacity	157.22	39.54	161.55	14.88	4.99	4.53	3.48	8.31	29	67

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Greenbelt Zone	0.00	0	0	0
Urban Cluster Residential	0.00	0	0	0
Urban Low Residential	1.47	7	0	16
Urban Medium Residential	0.00	0	0	0
Urban High Residential	0.00	0	0	0
Urban Restricted Residential	6.40	17	0	40
Subtotal	7.88	24	0	56
Mixed Use Capacity				
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Urban Village Center	0.00	0	0	0
Regional Center	0.00	0	0	0
Commercial	0.00	0	0	0
Neighborhood Commercial	0.00	0	0	0
Low Intensity Commercial	0.43	0	11	11
Subtotal	0.43	0	11	11
Total	8.31	24	11	67

Gorst
Urban Growth Area
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	55.44	28.39	10.55	2.98	2.39	2.62	8.51	118598	237
Vacant Subtotal	0.00	13.29	0.00	6.85	1.23	0.99	0.79	3.43	47866	96
Total	0.00	68.73	28.39	17.40	4.21	3.37	3.41	11.94	166464	333

Industrial Capacity										
Redevelopable Subtotal	0.00	73.89	73.89	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	25.99	0.00	11.33	2.93	2.35	3.28	6.10	90322	113
Total	0.00	99.88	73.89	11.33	2.93	2.35	3.28	6.10	90322	113

Mixed Use Capacity										
Redevelopable Subtotal	0.00	1.90	0.00	0.00	0.38	0.30	0.33	0.88	12256	24.51
Vacant Subtotal	0.00	0.79	0.00	0.00	0.16	0.13	0.10	0.40	5638	11.28
Total	0.00	2.69	0.00	0.00	0.54	0.43	0.43	1.28	17895	36

Redevelopment Total	0.00	131.23	102.28	10.55	3.36	2.69	2.96	9.39	130855	262
Vacant Total	0.00	40.07	0.00	18.18	4.32	3.46	4.17	9.94	143826	220
Total Capacity	0.00	171.30	102.28	28.73	7.68	6.15	7.13	19.32	274681	482

Capacity by Zone	Net Acres	Net Square Foot Capacity	Employment Capacity
Urban Village Center	0.00	0	0
Regional Center	0.00	0	0
Commercial	11.94	166464	333
Neighborhood Commercial	0.00	0	0
Low Intensity Commercial	1.28	17895	36
Industrial	0.11	1602	2
Industrial/MRO	5.99	88720	111
Business Center	0.00	0	0
Business Park	0.00	0	0
Subtotal	19.32	274681	482
Total	19.32	274681	482

Puget Sound Industrial Center - Bremerton
Urban Growth Area
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Apply FAR to determine square footage capacity	Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0

Industrial Capacity										
Redevelopable Subtotal	88.09	136.94	70.84	11.71	10.88	8.70	8.70	26.11	385158	426
Vacant Subtotal	26.10	87.45	0.00	11.35	15.22	12.18	12.18	36.53	540994	613
Total	114.19	224.39	70.84	23.06	26.10	20.88	20.88	62.64	926152	1039

Mixed Use Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Vacant Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	88.09	136.94	70.84	11.71	10.88	8.70	8.70	26.11	385158	426
Vacant Total	26.10	87.45	0.00	11.35	15.22	12.18	12.18	36.53	540994	613
Total Capacity	114.19	224.39	70.84	23.06	26.10	20.88	20.88	62.64	926152	1039

Capacity by Zone	Net Acres	Net Square Foot Capacity	Employment Capacity
Urban Village Center	0	0	0
Regional Center	0	0	0
Commercial	0	0	0
Neighborhood Commercial	0	0	0
Low Intensity Commercial	0	0	0
Industrial	30	449494	562
Industrial/MRO	0	0	0
Business Center	32	476658	477
Business Park	0	0	0
Subtotal	62.64	926152	1039
Total	62.64	926152	1039

Central Kitsap
Urban Growth Area
Residential Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Residential Capacity	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Redevelopable Subtotal	74.07	3407.63	2888.74	120.77	70.63	56.50	67.80	203.19	874	2171
Vacant Subtotal	23.12	476.77	57.55	149.56	41.40	33.12	29.94	165.19	1113	2785
Total	97.19	3884.40	2946.29	270.33	112.03	89.63	97.74	368.38	1987	4956

Mixed Use Capacity

Redevelopable Subtotal	0	0	0	0	0	0	0	0.00	0	0
Vacant Subtotal	0	0	0	0	0	0.00	0.00	0.00	0	0
Total	0	0	0	0	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	74.07	3407.63	2888.74	120.77	70.63	56.50	67.80	203.19	874	2171
Vacant Total	23.12	476.77	57.55	149.56	41.40	33.12	29.94	165.19	1113	2785
Total Capacity	97.19	3884.40	2946.29	270.33	112.03	89.63	97.74	368.38	1987	4956

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Greenbelt Zone	60.26	98	0	252
Urban Cluster Residential	43.99	324	0	830
Urban Low Residential	106.84	601	0	1539
Urban Medium Residential	7.70	0	217	500
Urban High Residential	17.44	0	304	703
Urban Restricted Residential	132.15	442	0	1132
Subtotal	368.38	1466	521	4956
Mixed Use Capacity				
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Urban Village Center	0.00	0	0	0
Regional Center	0.00	0	0	0
Commercial	0.00	0	0	0
Neighborhood Commercial	0.00	0	0	0
Low Intensity Commercial	0.00	0	0	0
Subtotal	0.00	0	0	0
Total	368.38	1466	521	4956

Central Kitsap
Urban Growth Area
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Apply FAR to determine square footage capacity	Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	254.14	200.41	15.67	7.14	5.71	6.28	18.92	255592	515
Vacant Subtotal	0.00	96.14	0.00	33.43	12.26	9.81	7.85	32.80	457144	915
Total	0.00	350.28	200.41	49.10	19.40	15.52	14.13	51.72	712736	1430

Industrial Capacity										
Redevelopable Subtotal	0.00	12.28	12.28	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	4.59	0.00	2.57	0.40	0.32	0.06	1.23	18190	23
Total	0.00	16.87	12.28	2.57	0.40	0.32	0.06	1.23	18190	23

Mixed Use Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	0.00	266.42	212.69	15.67	7.14	5.71	6.28	18.92	255592	515
Vacant Total	0.00	100.73	0.00	36.00	12.66	10.13	7.91	34.02	475334	938
Total Capacity	0.00	367.15	212.69	51.67	19.80	15.84	14.19	52.95	730926	1452

Capacity by Zone	Net Acres	Net Square Foot Capacity	Employment Capacity
Urban Village Center	0.00	0	0
Regional Center	0.00	0	0
Commercial	51.01	704393	1409
Neighborhood Commercial	0.71	8343	21
Low Intensity Commercial	0.00	0	0
Industrial	1.23	18190	23
Industrial/MRO	0.00	0	0
Business Center	0.00	0	0
Business Park	0.00	0	0
Subtotal	52.95	730926	1452
Total	52.95	730926	1452

Kingston
Urban Growth Area
Residential Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Residential Capacity	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Redevelopable Subtotal	53.92	575.82	498.48	18.97	8.43	6.75	9.05	34.15	118	253
Vacant Subtotal	18.17	431.42	369.29	17.75	7.17	5.73	7.88	23.60	1093	2502
Total	72.09	1007.24	867.77	36.72	15.60	12.48	16.92	57.75	1211	2755

Mixed Use Capacity

Redevelopable Subtotal	26.01	0	10.62	0	7.695	7.695	0	7.70	15	27
Vacant Subtotal	3.33	0	0	0	1.665	1.67	0.01	1.64	5	9
Total	29.34	0	10.62	0	9.36	9.36	0.01	9.34	20	36

Redevelopment Total	79.93	575.82	509.10	18.97	16.13	14.44	9.05	41.84	133	280
Vacant Total	21.5	431.42	369.29	17.75	8.83	7.40	7.88	25.24	1098	2511
Total Capacity	101.43	1007.24	878.39	36.72	24.96	21.84	16.93	67.09	1231	2791

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Greenbelt Zone	0.00	0	0	0
Urban Cluster Residential	0.00	869	0	2051
Urban Low Residential	26.92	120	0	284
Urban Medium Residential	17.76	0	183	330
Urban High Residential	0.00	0	0	0
Urban Restricted Residential	13.06	38	0	90
Subtotal	57.75	1028	183	2755
Mixed Use Capacity				
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Urban Village Center	9.34	0	20	36
Regional Center	0.00	0	0	0
Commercial	0.00	0	0	0
Neighborhood Commercial	0.00	0	0	0
Low Intensity Commercial	0.00	0	0	0
Subtotal	9.34	0	20	36
Total	67.09	1028	203	2791

Kingston
Urban Growth Area
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	0.00	52.32	45.13	0.58	1.26	1.01	1.01	3.33	34266	69
Vacant Subtotal	0.00	19.97	0.00	1.16	3.76	3.01	3.01	9.03	125854	252
Total	0.00	72.29	45.13	1.74	5.02	4.02	4.02	12.36	160120	320

Industrial Capacity										
Redevelopable Subtotal	0.00	10.20	10.20	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	10.16	0.00	3.10	1.41	1.13	1.13	3.39	50189	63
Total	0.00	20.36	10.2	3.10	1.41	1.13	1.13	3.39	50189	63

Mixed Use Capacity										
Redevelopable Subtotal	0.00	7.70	0.00	0.00	0.00	0.00	0.00	7.70	150837	377.09
Vacant Subtotal	0.00	1.67	0.00	0.00	0.01	0.01	0.01	1.64	23028	58
Total	0.00	9.36	0.00	0.00	0.01	0.01	0.01	9.34	173865	435

Redevelopment Total	0.00	70.22	55.33	0.58	1.26	1.01	1.01	11.02	185103	446
Vacant Total	0.00	31.80	0.00	4.26	5.18	4.15	4.15	14.06	199071	372
Total Capacity	0.00	102.01	55.33	4.84	6.44	5.16	5.16	25.09	384175	818

Capacity by Zone	Net Acres	Net Square Foot Capacity	Employment Capacity
Urban Village Center	9.34	173865	435
Regional Center	0.00	0	0
Commercial	12.36	160120	320
Neighborhood Commercial	0.00	0	0
Low Intensity Commercial	0.00	0	0
Industrial	3.39	50189	63
Industrial/MRO	0.00	0	0
Business Center	0.00	0	0
Business Park	0.00	0	0
Subtotal	25.09	384175	818
Total	25.09	384174.73	818

Port Orchard Urban Growth Area
Residential Land Supply Capacity

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Residential Capacity	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Redevelopable Subtotal	356.39	2004.73	1666.51	58.55	43.89	35.11	44.65	156.03	485	1291
Vacant Subtotal	143.18	268.37	19.55	60.36	27.48	21.98	28.31	110.68	877	2261
Total	499.57	2273.10	1686.06	118.91	71.37	57.09	72.96	266.71	1362	3552

Mixed Use Capacity

Redevelopable Subtotal	0	0	0	0	0	0	0	0.00	0	0
Vacant Subtotal	0	0	0	0	0	0.00	0.00	0.00	0	0
Total	0	0	0	0	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	356.39	2004.73	1666.51	58.55	43.89	35.11	44.65	156.03	485	1291
Vacant Total	143.18	268.37	19.55	60.36	27.48	21.98	28.31	110.68	877	2261
Total Capacity	499.57	2273.10	1686.06	118.91	71.37	57.09	72.96	266.71	1362	3552

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Greenbelt Zone	0.00	0	0	0
Urban Cluster Residential	0.00	0	0	0
Urban Low Residential	226.06	1022	0	2822
Urban Medium Residential	31.24	0	232	490
Urban High Residential	4.14	0	89	187
Urban Restricted Residential	5.28	19	0	53
Subtotal	266.71	1042	321	3552

Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Urban Village Center	0.00	0	0	0
Regional Center	0.00	0	0	0
Commercial	0.00	0	0	0
Neighborhood Commercial	0.00	0	0	0
Low Intensity Commercial	0.00	0	0	0
Subtotal	0.00	0	0	0

Total	266.71	1042	321	3552
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Port Orchard
Urban Growth Area
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Apply FAR to determine square footage capacity	Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	25.98	107.92	67.39	2.50	6.67	5.34	5.34	20.68	286677	579
Vacant Subtotal	14.59	44.41	0.00	5.53	7.40	5.92	5.92	19.65	273838	550
Total	40.57	152.33	67.39	8.03	14.07	11.26	11.26	40.32	560516	1130

Industrial Capacity										
Redevelopable Subtotal	17.59	22.08	17.55	1.10	0.49	0.39	0.39	2.15	29579	37
Vacant Subtotal	0.44	1.69	0.00	1.05	0.13	0.10	0.10	0.31	4550	6
Total	18.03	23.77	17.55	2.15	0.62	0.50	0.50	2.46	34129	43

Mixed Use Capacity										
Redevelopable Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Vacant Subtotal	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0
Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0	0

Redevelopment Total	43.57	130.00	84.94	3.60	7.17	5.73	5.73	22.83	316257	616
Vacant Total	15.03	46.10	0.00	6.58	7.53	6.02	6.02	19.95	278388	556
Total Capacity	58.60	176.10	84.94	10.18	14.69	11.75	11.75	42.78	594645	1172

Capacity by Zone	Net Acres	Net Square Foot Capacity	Employment Capacity
Urban Village Center	0.00	0	0
Regional Center	0.00	0	0
Commercial	39.09	543320	1087
Neighborhood Commercial	1.23	17195	43
Low Intensity Commercial	0.00	0	0
Industrial	2.46	34129	43
Industrial/MRO	0.00	0	0
Business Center	0.00	0	0
Business Park	0.00	0	0
Subtotal	42.78	594645	1172
Total	42.78	594645	1172

Silverdale
Urban Growth Area
Residential Land Supply Capacity

DRAFT August 20, 2021

	Step 0	Step 1	Step 2	Step 3	Step 4	Step 5	Step 6	Step 7	Step 8	Step 9
Residential Capacity	Infrastructure Gap Review (Gross Acres)	Define Development Status	Exclude Parcels Unlikely to Develop (-)	Identify Critical Areas (-)	Identify Future Roads/Right of Way Needs (-)	Identify Future Public Facility Needs (-)	Account for Unavailable Lands (-)	Determine Net Acres	Calculate Housing Capacity (units)	Apply Average Household to Calculate Population
Redevelopable Subtotal	114.89	2757.49	2216.01	72.91	71.97	57.58	66.24	272.54	900	2280
Vacant Subtotal	11.40	451.22	63.26	58.65	62.70	50.16	41.22	175.23	1601	4201
Total	126.29	3208.71	2279.27	131.56	134.68	107.74	107.46	447.76	2501	6481

Mixed Use Capacity

Redevelopable Subtotal	0.00	553.37	520.33	7.69	2.10	1.68	1.34	7.56	42	90
Vacant Subtotal	0.00	29.53	0.00	9.03	1.92	1.53	1.23	5.57	51	108
Total	0.00	582.9	520.33	16.72	4.01	3.21	2.57	13.13	93	198

Redevelopment Total	114.89	3310.86	2736.34	80.6	74.07	59.25	67.59	280.10	941	2370
Vacant Total	11.4	480.75	63.26	67.68	64.62	51.70	42.44	180.80	1652	4309
Total Capacity	126.29	3791.61	2799.6	148.28	138.69	110.95	110.03	460.89	2593	6679

Capacity by Zone

Residential Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Greenbelt Zone	0.00	0	0	0
Urban Cluster Residential	0.00	0	0	0
Urban Low Residential	358.92	1688.34	0	4677
Urban Medium Residential	11.99	0	293	621
Urban High Residential	29.11	0	393	834
Urban Restricted Residential	47.75	126.37	0	350
Subtotal	447.76	1815	686	6481
Mixed Use Capacity				
Mixed Use Capacity	Net Acres	Single Family Units	Multi Family Units	Population Capacity
Urban Village Center	0.00	0	0	0
Regional Center	13.13	0	93	198
Commercial	0.00	0	0	0
Neighborhood Commercial	0.00	0	0	0
Low Intensity Commercial	0.00	0	0	0
Subtotal	13.13	0	93	198
Total	460.89	1815	779	6679

Silverdale
Urban Growth Area
Commercial/Industrial/Mixed Use
Land Supply Capacity

DRAFT August 20, 2021

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Commercial Capacity										
Redevelopable Subtotal	59.49	227.65	135.63	23.57	13.06	10.45	13.23	31.71	438502	891
Vacant Subtotal	19.73	86.78	0.00	16.98	13.82	11.05	10.35	34.58	482055	969
Total	79.22	314.43	135.63	40.55	26.88	21.50	23.58	66.29	920557	1860

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Industrial Capacity										
Redevelopable Subtotal	0.00	452.71	368.36	22.55	10.82	8.66	14.72	27.60	390418	476
Vacant Subtotal	0.00	180.84	0.00	44.40	24.44	19.55	27.37	65.08	963876	1192
Total	0.00	633.55	368.36	66.95	35.26	28.21	42.09	92.68	1354294	1668

	Step 0 Infrastructure Gap Review (Gross Acres)	Step 1 Define Development Status	Step 2 Exclude Parcels Unlikely to Develop (-)	Step 3 Identify Critical Areas (-)	Step 4 Identify Future Roads/Right of Way Needs (-)	Step 5 Identify Future Public Facility Needs (-)	Step 6 Account for Unavailable Lands (-)	Step 7 Determine Net Acres	Step 8 Apply FAR to determine square footage capacity	Step 9 Employment Capacity by Employment density
Mixed Use Capacity										
Redevelopable Subtotal	0.00	12.68	0.00	0.00	2.10	1.68	1.84	12.68	414092	828
Vacant Subtotal	0.00	10.25	0.00	0.00	1.92	1.53	1.23	10.25	334868	670
Total	0.00	22.93	0.00	0.00	4.01	3.21	3.07	22.93	748960	1498

Redevelopment Total	59.49	693.04	503.99	46.12	25.98	20.78	29.80	71.98	1243012	2194
Vacant Total	19.73	277.87	0.00	61.38	40.17	32.14	38.95	109.91	1780799	2831
Total Capacity	79.22	970.91	503.99	107.50	66.15	52.92	68.74	181.89	3023811	5026

Capacity by Zone	Net Acres	Net Square Foot Capacity	Employment Capacity
Urban Village Center	0.00	0	0
Regional Center	22.93	748960	1498
Commercial	63.37	883343	1767
Neighborhood Commercial	2.92	37215	93
Low Intensity Commercial	0.00	0	0
Industrial	69.74	1014556	1268
Industrial/MRO	16.22	240284	300
Business Center	6.72	99455	99
Business Park	0.00	0	0
Subtotal	181.89	3023811	5026
Total	181.89	3023811	5026

Appendix D
Kitsap County's Existing Adopted Reasonable Measures Evaluation

Appendix D: Kitsap County Evaluation of Existing Reasonable Measures

Introduction

The Buildable Lands Program (BLP) is a requirement of the Growth Management Act (GMA) under Revised Code of Washington (RCW) 36.70A.215 and Washington Administrative Code (WAC) 365-196-315. The primary objectives of this program are to review:

- Actual development that has occurred during a set period,
- Compare that growth with development assumptions and targets, and
- Evaluate whether that growth is achieving urban densities and is consistent with set assumptions and targets.

If the review and evaluation identify observed inconsistencies between development assumptions and targets versus actual development, per RCW 36.70A.215(1)(b), the WAC and Kitsap Countywide Planning Policies,¹ reasonable measures must be identified that could be used to improve consistency other than adjusting Urban Growth Area (UGA) boundaries. Per Department of Commerce's updated guidelines published in 2018, if observed inconsistencies are noticed, it does not necessarily imply a reasonable measure is necessary, but rather further evaluation of the potential contributing factors may be warranted. Some examples of reasonable measures include rezones or upzones, subarea planning, permitting process streamlining, and development incentives.

Annual monitoring and adjustment of existing reasonable measures was formerly required in the statute but has been suspended as part of E2SSB 5254 (2017) in favor of a review during the land capacity analysis of RCW 36.70A.115. Continued monitoring and analysis, however, provides useful information in the determination of whether an observed inconsistency is one that triggers the need for reasonable measures and how existing reasonable measures are working. Thus, this evaluation includes a summary of the effectiveness of reasonable measures already adopted by Kitsap County.

Purpose

This review and evaluation of Kitsap County's previously identified Reasonable Measures was compiled prior to the completion of this 2021 Buildable Lands Report and is attached as Appendix D to the 2021 BLR. This evaluation consists of a list of 48 reasonable measures and includes a description of each measure and its implementation status in the County, a summary of related observed inconsistencies identified in this Buildable Lands Reports (BLR), and a summary of the measures' effectiveness in achieving their intended outcomes. In addition, this document identifies recommendations for possible changes. For observed inconsistencies found in this BLR, Chapter 5 and Appendix E addresses requirements noted above and identifies new reasonable measures.

¹ Kitsap Countywide Planning Policies (Ordinance 522-2015), Element B.2 and 3.h.iii

Kitsap County's Existing Reasonable Measures

BACKGROUND

Following evaluations associated with previous Buildable Lands Reports and Comprehensive Plan Updates, Kitsap County identified reasonable measures in resolutions and ordinances between 2004-2017. A summary of the major milestones in reasonable measures appears below. A list of the sources of adoption and evaluation appears in Appendix D.1.

- Kitsap County identified a list of 18 reasonable measures in 2004 (Resolution 158-2004); these included measures already adopted, with a commitment to add more measures after public input. An expanded list of 46 reasonable measures, including several similar to those in Resolution 158-2004, appears in the Kitsap Regional Coordinating Council [2005 Reasonable Measures A Desktop Reference Guide](#). This guide is included in Appendix E of the adopted Kitsap County 2007 Buildable Lands Report.
- Kitsap County committed to new or enhanced reasonable measures in its 2006 Comprehensive Plan Update in Ordinance 370-2006. New or enhanced reasonable measures were listed in the [Land Use Element](#), Section 2.2 following an evaluation in the 2006 Environmental Impact Statement (EIS).
- With a 2014 Buildable Lands Report and a Comprehensive Plan Update in 2016, Kitsap County committed to several new reasonable measures in Resolution 169-2016, Ordinance [534-2016](#), and Ordinance [538-2016](#) that established new policies and codes.
- To help implement the 2016 Comprehensive Plan policies, Kitsap County continued to evaluate and refine some reasonable measures such as in a 2017 Addendum to the 2016 Comprehensive Plan EIS. Recently in Resolution [116-2017](#), Kitsap County made a commitment for further assessment and consideration of additional reasonable measures that is ongoing.

EVALUATION

As part of this evaluation, all reasonable measures identified thus far have been grouped into 11 categories based on similarities of desired outcomes they seek to promote and the development tools they impact. Many of the categories mirror those used in the County's last major comprehensive plan update completed in 2016. The categories are:

- Address residential density and lot size
- Encourage land use with connection to transit, urban centers, and villages
- Encourage mixed-use development
- Provide more urban housing choices
- Encourage development clustering and master planning
- Encourage increased density & intensity of development
- Reduce administrative barriers & regulatory requirements
- Encourage service & infrastructure investments in Urban Growth Areas
- Rural protection measures
- Consider annexation plans & urban growth area management agreements
- Other policy or regulatory measures

Each grouping of reasonable measures was analyzed based on the following:

- Status of Implementation – This is an assessment of whether the reasonable measure has been implemented by Kitsap County and, if so, how it has been implemented.
- Summary of Effectiveness – This presents a summary of the effectiveness of reasonable measures based on available data. Where data is not currently available, this section presents recommendations for how the measure could be evaluated at a later date.
- Relationship to Observed Inconsistencies from this 2021 Buildable Lands Report – The 2021 BLR observed some inconsistencies. For each group of reasonable measures, we identify 2021 observed inconsistencies to which those measures are most closely related.

REASONABLE MEASURES TO ADDRESS RESIDENTIAL DENSITY AND LOT SIZE

Description

Seven reasonable measures focus on residential density and lot size. Each of these measures either enable, require, or promote changes to modify residential density requirements and lot dimensions. The intent of these measures is to increase residential density within Urban Growth Areas (UGAs). Exhibit 1 presents the name, adoption year, description, implementation status, and summary of effect for each measure.

Exhibit 1. Residential Density and Lot Size Table

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Increase (Higher) Allowable Residential Densities	2004, 2008	Where appropriate (and supported by companion planning techniques), this measure allows more housing units per acre in development code. (KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008)	This measure is being implemented. Kitsap County has implemented the reasonable measure steadily in its Comprehensive Plan, which was last updated in 2016. A comparison of the 2016 to 2012 Comprehensive Plan indicates an increase in the zones allowing for more efficient densities.	In most residential zones, densities observed during the 2021 review were higher than those observed during the previous evaluation period in the 2014 Buildable Lands Report, indicating that progress is being made by Kitsap County. Where this higher density was not yet observed (i.e., Urban Medium zone in certain UGAs) recently implemented measures have not been instituted long enough to measure its effectiveness and continued monitoring is warranted. Also see Chapter 5 of this BLR as it pertains to observed inconsistencies, as well as Appendix E.

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Mandate Minimum Densities for New Subdivisions	2006, 2008	This measure ensures that any new urban lots created through the subdivision process meet the minimum urban densities specified in their respective zones. (KC Ordinance 370-2006, KRCC 2005 via KC Resolution 078-2008)	This measure is being implemented. Kitsap County has revised code, including KCC 17.420.060(A)(25).	In the Urban Low, Urban Medium, Urban High, and Urban Restricted zones, platted densities have exceeded minimum densities.
Minimum Lot Size	2005, 2006, 2008, 2016	This measure creates minimum lot sizes in certain zones. (KC Ordinance 538-2016)	This measure is being implemented. Kitsap County Code (KCC) 17.420.052 sets minimum lot sizes at 5,800 sq. ft for Urban Restricted and Greenbelt zones, and at 2,400 sq. ft for Urban Low Residential, Urban Cluster Residential, and Urban Medium zones.	Within all zones except Urban Medium, platted densities have exceeded the achieved densities of the 2014 Buildable Lands Report showing that new lots are above the minimum lot sizes.

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Maximum Urban Lot Size	2016 2018	<p>This measure sets maximum lot size in Urban Low Residential (UL) and Urban Cluster Residential (UCR) zones in order to reduce the number of oversized lots in these zones.</p> <p>(KC Ordinance 538-2016; KC Ordinance 559-2018)</p>	<p>This measure is being implemented.</p> <p>In 2016 and further refined in 2018, Kitsap County established maximum lot sizes in the Urban Low and Urban Cluster Residential zones where there had not previously been any limitation. See KCC 17.420.052 (with max lot size of 9,000 sq. ft.).</p>	<p>Final plats recorded during this brief time in the evaluation period show thus far for the Urban Low zone:</p> <ul style="list-style-type: none"> ▪ Kingston UGA: 2.04 ac, 16 lots, 1 plat, average lot size 0.10 ac (4,356 sq. ft.) ▪ Silverdale UGA: 25.42 ac, 132 lots, 3 plats, average lot size 0.13 ac (5,663 sq. ft.) ▪ Central Kitsap UGA: 10.21 ac, 56 lot, 1 plat, average lot size 0.14 ac (6,098 sq. ft.) ▪ Port Orchard UGA: 12.32 ac, 71 lots, 2 plats, average lot size 0.09 ac (3,920 sq. ft.) <p>No final plats were recorded in the Urban Cluster Residential zone within the evaluation period. However, in the Kingston UGA, the proposed Arborwood development, which received preliminary plat approval in 2009, still has an average density is 5 dwelling units per acre, with lot sizes ranging from 4,000 square feet (minimum) 7,496 square feet (maximum).</p> <p>Given that the more recent code revision took place in 2018, it is early in the evaluation of its effectiveness; however, maximum lot size is showing positive trends to ensure we are meeting minimum urban densities in these single-family zones.</p> <p>Also see Chapter 5 of this BLR as it pertains to observed inconsistencies in the Urban Low Residential zone.</p>

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Remove Minimum Lot Widths in UGAs	Evaluated 2017	This measure would remove minimum lot widths in urban residential zones to increase flexibility and achieve the densities allowed in the zones. This could help increase the average density of development in zones where added lots become feasible with the removal of the lot width standard. (Resolution 154-2017)	This has not been implemented.	This should be evaluated in the 2024 Comprehensive Plan update, specifically removing barriers to housing, and assessing the dimensional standards for all zones, including single and multi-family encourage a wide range of housing product types while meeting minimum density requirements. See also Chapter 5 of this BLR and Appendix E.
Increase Residential Densities within Existing UGA Boundaries	2006, 2008, 2016, 2018, 2020	This measure encourages rezoning parcels within the existing UGAs to higher densities and increase the range of allowable densities in some of the County's urban residential zones. (KC Ordinance 370-2006, KRCC 2005 via KC Resolution 078-2008)	This measure is being implemented. Kitsap County has taken numerous actions over the years during both annual and comprehensive Comp Plan amendments to upzone parcels within UGAs.	See Exhibit 2 below of comparison of upzones between 2012 and 2016. Additionally, in 2018 and 2020, the Comprehensive Plan was amended to incorporate rezones inside the UGA, including the removal of Mineral Resource Overlay (MRO). Removal of the Overlay allowed a return to the underlying zoning with more varied urban land uses and (higher) densities. Other rezones allowed for slightly more residential development. <ul style="list-style-type: none"> Residential: 2018 Urban Restricted (UR) to Urban Low (UL) 7.85 Acres and 2020 MRO/UR to UR 0.99 acres Employment: 2020 MRO/Industrial (IND) to IND 42.3 acres

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Lot Size Averaging in UGAs	Evaluated 2017	<p>This measure would use lot averaging as the calculation method to achieve the minimum lot area and dimensions in urban residential zones. This would allow efficient use of lots that may differ in shape or critical areas.</p> <p>(Revised Addendum: Kitsap County 2016 Comprehensive Plan Update Final EIS, August 28, 2017)</p>	This has not been implemented.	<p>This should be evaluated further in the 2024 Comprehensive Plan update, specifically removing barriers to a wide range of housing product types while meeting minimum density requirements.</p> <p>Also, see Chapter 5 of this BLR and Appendix E.</p>

Exhibit 2. 2016 Acres of Residential Upzones Between 2012 and 2016

Zones	Additional acres in 2016 compared to 2012
Urban Cluster Residential	174.4
Urban High Residential	26.3
Urban Medium Residential	247.3

Source: Kitsap County, 2016, BERK 2021.

REASONABLE MEASURES TO ENCOURAGE LAND USE WITH CONNECTION TO TRANSIT, URBAN CENTERS, AND VILLAGES

Description

There are four measures designed to encourage growth in designated urban centers, urban villages, or areas with transit service. These measures are also designed to plan for the concentration of growth in centers and near transit investments or services. Exhibit 3 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 3. Encourage Land Use with Connection to Transit, Urban Centers, and Villages

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Transit-Oriented Development (TOD)	2004 2008	This measure is intended to encourage convenient, safe, and attractive transit-oriented development, including the possibility of reduced off street parking that could encourage more efficient use of urban lands. (KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008)	These three measures are being implemented. Kitsap County has revised code to focus on transit-oriented development (TOD), transportation-efficient land use, and development of Urban Centers and Villages. For example, KCC 17.490.010 allows parking reductions when public transit is available; KCC 17.470.010 encourages multifamily development to be near transit stops.	During the 2021 BLR, observed inconsistencies were found in some multi-family zones in various UGAs across the County suggesting that potential enhancements to these reasonable measures could remove barriers to more dense development. One enhancement is that the County is currently working on a Zoning Code Use Table update pertaining to allowed uses in urban areas. One goal of this effort is removing housing barriers and promote walkability and transit access. A draft has recently been released and targeted for completion in the first quarter of 2022.
Encourage Transportation-Efficient Land Use	2008	This measure is a policy to review and amend comprehensive plans to encourage patterns of land development that encourage pedestrian, bike, and transit travel. (KRCC 2005 via KC Resolution 078-2008)	In addition, Kitsap County adopted in 2020 (Ordinance 587-2020), the following centers into its Comprehensive Plan: <ul style="list-style-type: none"> ▪ Silverdale – Designated as Regional Growth Center in 2003. Changes to the center boundary and adoption of a sub-area plan in 2016. 9 transit routes 	In addition, the County is working to incorporate PSRCs Vision 2050, adopted in October 2020, and the Regional Growth Strategy within the 2024 Comprehensive Plan update. This update is anticipated to review multi-family parking, dimensional and other

Encourage Development of Urban Centers and Villages	2004, 2008	<p>This measure uses 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.</p> <p>(KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008)</p>	<p>currently the UGA and currently under permitting for a new Silverdale Transit Center off of Ridgetop Boulevard.</p> <ul style="list-style-type: none"> ▪ Puget Sound Industrial Center-Bremerton – Regional Manufacturing/Industrial Center, largely annexed into the City of Bremerton in 2009, however some portions remain unincorporated. Prior to being annexed, the County adopted the South Kitsap Industrial Area Sub-Area Plan. ▪ Kingston – Countywide Center, adopted in April 2020 as part of the Kitsap County Comprehensive Plan update. This update also amended the Kingston Sub-Area Plan, the associated design standards, and development codes to remove barriers to walkable, transit focused development ▪ McWilliams/SR-303 – Countywide Center, adopted in April 2020 as part of the Kitsap County Comprehensive Plan update. 	<p>related design standards to reduce barriers to these urban housing product types. Future upzones in various UGAs may be considered as well.</p> <p>See also Chapter 5 of this BLR and Appendix E.</p>
Proposed Design Guidelines for Silverdale	2007; 2008, 2017	<p>This measure encourages the establishment of design guidelines to promote pedestrian and transit-friendly development and increased aesthetic appeal to encourage more efficient and higher density</p>	<p>This measure has been implemented. Kitsap County added Design Standards to Kitsap County Code, created a website for each district, and linked the design district websites to parcel search. See KCC 17.700 Appendix C3.</p>	<p>During the evaluation period, 557 permits were issued in the following design districts within the Silverdale Regional Growth Center:</p> <ul style="list-style-type: none"> ▪ Bucklin Hill Center Design District: 90 ▪ Clear Creek Village Design District: 128 ▪ Kitsap Mall Center Design District: 173

residential development within the Downtown core of the Silverdale UGA.

- Northeast Business Park Design District: 56
- Old Town Center Design District: 17
- Waterfront District Design District: 76
- West Hill Neighborhood: 17

The issuance of these permits indicates development within the Silverdale UGA is occurring with design guidelines in place. These permits are primarily related to commercial activities such as major and minor tenant improvements, some office and some retail and restaurants.

While the Design Guidelines were focused on commercial activity and thus are serving its main purpose, the 2021 BLR did observe inconsistencies related to population growth in some multifamily zones and related to population and employment capacity. Consideration of whether adjustments to the Design Guidelines will improve population and employment growth should be explored. Some of this will occur when the County incorporates PSRCs Vision 2050, adopted in October 2020, and the Regional Growth Strategy as part of the 2024 Comprehensive Plan update. This update is also anticipated to consider review of parking, dimensional and other related design standards to reduce barriers to urban development within applicable zones.

Also, see Chapter 5 of this BLR and Appendix E.

ENCOURAGE MIXED-USE DEVELOPMENT

Description

There are two measures designed to encourage mixed-use development in residential and commercial uses in the same buildings or site area. Exhibit 4 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 4. Encourage Mixed-Use Development

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Encourage Mixed-Use Development	2004, 2006,2008, 2020	This measure allows residential and commercial development to occur together in many of the same buildings and areas within UGAs. (KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008)	This measure is being implemented. Kitsap County Code allows for a mix of housing types in most zones. See e.g., KCC 17.250.010, 17.260.010, and 17.420.035. This was also the focus of the 2020 amendments to the Kingston Sub-Area Plan and the associated changes to the design standards and development code related to the Urban Cluster Residential zone.	The 2021 effectiveness review of both measures is combined here. Within the evaluation period, there were a total of 5 mixed-use permits, and these were in the Silverdale and Central Kitsap UGAs. Total number of permitted units was 43. Residential and commercial uses are allowed but not mandated in most commercial zones such as Low Intensity Commercial in the Gorst UGA, the Regional Center zone in Silverdale UGA and the Urban Village Center zone located in the Kingston UGA. Additional steps should be taken to enhance this reasonable measure. For example, one such step the County is currently working on is the Zoning Code Use Table update to remove urban housing barriers and promote mixed-use development. A draft has been released and targeted for adoption in the first quarter of 2022.
Adopt a New Mixed-Use Zone	2006	This measure urged the adoption of a New Mixed-Use Zone (expanded measure) for the Silverdale, East and West Bremerton and Central Kitsap, and Port Orchard UGAs to promote more transit-oriented urban development and increase residential	This measure has been implemented, but is no longer being implemented as a stand-alone zone. Kitsap County removed the Mixed-Use (MU) zone in 2016. Mixed uses development is now allowed in multiple residential and commercial	More opportunities will occur when the County incorporates PSRCs Vision 2050, adopted in October 2020, and the Regional Growth Strategy as part of the 2024 Comprehensive Plan update. This update is anticipated to review multi-family and mixed-use parking requirements, dimensional and other related design standards to reduce

development capacity within existing UGA boundaries.
(KC Ordinance 370-2006)

zones based on the allowed use table in Title 17.

barriers to mixed-use and multifamily development urban zones.

See Chapter 5 of this BLR and Appendix E

PROVIDE MORE URBAN HOUSING CHOICES

Description

There are five measures that are designed to expand the range and diversity of housing options available to residents in UGAs. Four measures pertain to accessory dwelling units (ADUs), duplexes, townhomes, cottage housing, and condominiums all of which can be considering housing types that support “missing middle” housing. Another pertains to manufactured homes which can be a more affordable housing choice on a single-family lot or in a manufactured home park. Exhibit 5 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 5 Provide More Urban Housing Choices

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Encourage Accessory Dwelling Units (ADU) in Single-Family Zones	2004, 2008	<p>This measure refers to the use of accessory dwelling units (ADUs) to provide another housing option by allowing a second residential unit on a lot.</p> <p>The Kitsap County Code (KCC) Title 17 defines accessory units as “a separate living quarters detached from the primary residence.”</p> <p>(KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008)</p>	<p>This measure is being implemented.</p> <p>Kitsap County has allowed ADUs for some time and currently allows them outright in most urban zones.</p>	<p>A handful of ADUs were developed in UGAs during the review period for the 2021 BLR, but it is not clear what the barrier was for more urban ADU development. To further encourage urban ADUs, revisions to urban ADUs standards are proposed as part of the Zoning Code Use Table update. As proposed, this would allow more than one ADU on an urban lot, as long as density is met. Also, the County is considering removing the owner occupancy requirement in urban areas, etc. A draft has been released and targeted completion is anticipated in during the first quarter of 2022.</p> <p>Additionally, the 2024 Comprehensive Plan is anticipated to consider review of parking, dimensional and other related design standards to reduce barriers to urban development within applicable zones.</p>
Allow Duplexes	2004, 2008	<p>This measure allows duplexes in both mixed-use and residential urban zones.</p>	<p>This measure has been implemented.</p> <p>Duplexes are allowed as categorical use #116. See</p>	<p>The next two reasonable measures were reviewed together during the 2021 BLR review. This review found that many duplexes, townhomes, and condominiums were built in the review period. Exhibit 6, shown below, notes units permitted in</p>

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
		(KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008)	KCC 17.410.042(116), .044(116), and .046(116).	unincorporated urban zones which allow for duplex and multi-unit housing formats. This reasonable measure has shown success at allowing these housing formats.
Allow Townhomes and Condominiums in Single-Family Zones	2004, 2008	<p>This measure allows town homes and condominiums in both mixed-use and residential urban zones.</p> <p>(KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008)</p>	<p>This measure has been implemented.</p> <p>Townhomes and condominiums are allowed as a detached single-family residence. See KCC 17.410.042(124), .044(124), and .046(124).</p>	<p>Within Kitsap County Code duplexes, townhomes, and condominiums are a permitted use in the Urban Low (ULR), Urban Cluster (UCR), Urban Medium (UM), Urban High (UH), and Urban Village Center (UVC) residential zones. The March 2020 Directors Interpretation on existing code requirements, notes that minimum densities are required regardless of whether or not subdivision for exceeding maximum lot thresholds are triggered. As a result, the use of duplexes and triplexes may be needed in certain zones to meet minimum zone densities per the Directors Interpretation.</p> <p>As mentioned in other sections, the County is also currently updating its zoning allowed uses in urban areas to remove housing barriers and allow more housing product types if densities are achieved.</p> <p>See Chapter 5 of this BLR and Appendix E.</p>
Allow Manufactured Housing Development	2004, 2008	<p>This measure allows manufactured housing and encourages the adoption of standards to ensure compatibility between manufactured housing and surrounding housing design standards.</p> <p>(KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008)</p>	<p>This measure has been implemented.</p> <p>Manufactured housing is allowed as a detached single-family dwelling in KCC 17.410.042(124), .044(124), .046(124). Kitsap County code also does not have different standards for manufactured homes than for single family homes.</p>	<p>During the review period for the 2021 BLR, more manufactured homes were built than during the prior Buildable Lands Report. County permit records show mobile home/manufactured home permits were issued across multiple UGAs (Bremerton East and West, Central Kitsap, Gorst, Kingston, Port Orchard, and Silverdale). There were 33 homes on individual lots, 23 homes in mobile home parks, and 1 special care mobile home developed within the evaluation period. There were 35 mobile homes considered replacements of existing units, leaving 57 net new units. This is higher than the 24 manufactured home units permitted in the 2006-2012 period covered in</p>

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
				<p>the 2014 BLR. Most of the units were in residential zones in the Bremerton, Central Kitsap, and Port Orchard UGAs. Only 3 of the 92 mobile homes were in commercial zones. Most of the units were in Bremerton, Central Kitsap, and Port Orchard UGAs. This reasonable measure is thus showing success at allowing these housing formats.</p> <p>Nevertheless, Kitsap County is updating the requirements found in the Zoning Code Use Table and will include revised categorical uses for manufactured homes/mobile/RV parks and tiny home park. As part of this effort, the County seeks to remove housing barriers and one product type is manufactured housing, mobile homes, etc. A draft has been released and targeted completion is anticipated in during the first quarter of 2022.</p>
Urban Medium Residential and Urban High Residential Use Permissibility	Evaluated 2017	This measure would reinforce the intent of the UM and UH zones as areas designated for higher density residential uses and allow for a greater variety in housing type and affordability. ² The provisions could also: limit the ability to develop detached single-family dwellings in the zones; require residential uses in conjunction with certain allowed commercial uses; make provisions more consistent zone	This measure is currently being evaluated but has not been implemented.	<p>During this 2021 BLR Review, there was observed a slight underperformance of the higher intensity zones in various unincorporated urban areas. Implementation of this measure could provide additional densities and may be considered during the Zoning Code Use Table update. This update is anticipated to remove housing barriers and align allowed uses with zone intents for Urban Medium and Urban High residential zones. A draft has been released and targeted completion is anticipated in the first quarter of 2022. In addition, as part of the 2024 Comprehensive Plan update, an evaluation of multi-family parking, dimensional and other related design standards associated with these zones is anticipated occur to reduce barriers to achieving planned densities.</p>

² This is similar to the range of measures in Section 4.2 Focus Growth Near Transit, Urban Centers, and Urban Villages, which seeks to encourage transportation-efficient land use and to encourage development of urban centers and villages described in Draft SEIS Appendix G.

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
		intent for to commercial and mixed-use development. (Resolution 154-2017)		See Chapter 5 of this BLR and Appendix E.

Exhibit 6. Permitted Housing Units by Housing Type, Kitsap County Unincorporated UGAs

Zone	Single Family	Duplex	Multi-Unit (3+)	ADU
Urban Low	477	38	0	0
Urban Cluster	0	0	0	0
Urban Medium	209	24	0	0
Urban High	12	0	0	3
Neighborhood Commercial	0	10	0	1
Mixed Use (MU)	2	0	41	0
Industrial	0	0	0	1
Total Units	700	72	41	5

Note: This table excludes permits in Greenbelt and Urban Restricted Zones where multi-unit permits are not allowed. Mobile/manufactured home permits excluded.

Source: Kitsap County, 2021.

DEVELOPMENT CLUSTERING AND MASTER PLANNING

Description

There are two measures intended to provide structured planning of open space and natural areas protection. These measures are also designed so that development ensures compatibility between differing design standards within housing (manufactured and residential), recreation, and the planning of transportation and utilities services. Exhibit 7 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 7 Development Clustering and Master Planning

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Master Planning Large Parcel Developments	2004	When originally identified, this measure was specifically targeted to the South Kitsap Industrial Area (SKIA), and in a residential context to the South Kitsap UGA/ULID#6 Sub-Area (McCormick Woods) but generally encouraged a collaborative effort to develop a detailed site plan and development regulations for large areas. (KC Resolution 158-2004)	This measure is being implemented. Development Agreements and collaborative planning were completed for both McCormick Woods and SKIA. Additionally, all of McCormick Woods and parts of SKIA were annexed by associated cities.	Kitsap County has facilitated master planning through Development Agreements authorized in KCC 21.04.220 for: <ul style="list-style-type: none"> • Arborwood (Kingston) • Woodbridge (Silverdale) • Harrison Hospital (Silverdale) • Port Gamble (LAMIRD) <p>Additionally, the County is currently underway on negotiating a Development Agreement, that includes requires 10% of the total units to be affordable housing in the Silverdale UGA.</p>
Allow Clustered Residential Development	2004, 2008, 2016	This measure allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. Clustering can also be used in conjunction with	This measure has been implemented. Clustering is allowed through the County's Performance Based Development standards (see Chapter 17.450).	Clustered residential development is encouraged in master plans such as Arborwood in Kingston or Woodbridge in Silverdale. Clustering is also encouraged in Central Kitsap UGA north of SR 303 in the Urban Cluster zone which the County is currently reviewing a preliminary plat application. Urban Restricted and Illahee Greenbelt zoning also facilitate clustered development on unconstrained areas of a site.

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
		<p>increased density to preserve the aesthetics of less dense development while increasing actual density. It uses characteristics of the site and adjacent uses as a primary consideration in determining building footprints, access, etc.</p> <p>(KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008, KC Ordinance 534-2016)</p>		<p>As part of the 2024 Comprehensive Plan update, evaluate KCC Chapter 17.450 and consider removing barriers for its application in UGAs.</p>

ENCOURAGE INCREASED DENSITY & INTENSITY OF DEVELOPMENT

Description

Five reasonable measures focus on the goals of enabling, incentivizing, and promoting compact and higher density residential and commercial development within urban growth areas. These measures are designed to use density bonuses, height increases, and infill to increase residential development and density. Exhibit 8 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 8. Encourage Increased Density & Intensity of Development

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Adopt Allowances for Density Bonuses in Policies	2006	This measure would encourage the allowance of density bonus provisions (expanded measure) for new development in urban residential and mixed-use zones. (KC Ordinance 370-2006)	This measure has not been implemented at this time.	<p>Comprehensive Plan policies encouraging incentives for infill development have been adopted in the 2016 Comprehensive Plan, but there are no specific policies regarding bonus. The Comp Plan policies re infill are:</p> <ul style="list-style-type: none"> ▪ Land Use Policy 5. Examine incentives for infill development. ▪ Land Use Policy 29. Through application of Growth Management Act goals, increase density in urban areas and limit sprawl in rural lands. <p>Kitsap County has, however, offered density flexibility, thus allowing higher densities, as part of the 2020 amendments to Kingston Urban Village Center code by removing maximum density from KCC 17.420.054. Additionally, while it is possible to achieve a greater density or height in Silverdale through a Performance Based Development, current code does not allow density to be altered for residential developments. The PBD requirements should be evaluated in the 2024 update.</p> <p>Implementing this measure should be evaluated during the 2024 Comprehensive Plan update.</p>

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Density Bonuses in UGAs (only in Poulsbo Urban Transition Area)	2004	This measure encourages, through the use of master planning or conditional use requirements, greater housing densities in desired areas. (KC Resolution 158-2004)	This measure is being implemented. As this measure is specific to the Poulsbo Urban Transition Area, which uses City code in accordance with an ILA between the parties, this is implemented under Poulsbo Municipal Code Chapter 18.260, Planned Residential Developments). See also the discussion of master planning in prior section in Kingston and Silverdale.	There was no residential development activity during the evaluation period to evaluate the effectiveness of density bonuses in the Poulsbo UTA; however, with the same code the City of Poulsbo had significant growth and densities. During the 2024 Comprehensive Plan update, this measure should be considered for expansion to other urban areas across the County.
Increased Building Height Limits through Incentives	2006	This measure allows increased Building Height Limits and Bonus Height Incentives to accommodate higher density residential development, increase residential development capacity within existing UGAs and promote more efficient development patterns in areas appropriately zoned to accommodate such development with supporting urban services and amenities. (KC Ordinance 370-2006)	This measure has been implemented. Kitsap County has implemented this measure through Comprehensive Plan Goals and Policies and focused changes to development codes. For example, in the Silverdale Regional Center: <ul style="list-style-type: none"> ▪ SRC Policy 5. Allow increased heights and densities and parking requirement reductions as incentives to provide frontage improvements, additional open space, multi-family or affordable housing, rooftop gardens, and energy and 	Height increases are allowed in the Silverdale UGA through a Performance Based Development. In addition, building heights in the Old Town/Waterfront and Lindvog design districts was increased as part of the annual comprehensive plan amendments adopted in April 2020. It is too early to evaluate the effectiveness of the recent code changes. Additionally, as part of the 2024 Comprehensive Plan update, the County anticipates evaluating KCC Chapters 17.450 (Performance Based Development) and 17.420 (Density, Dimensions & Design) to remove barriers to housing product types in UGAs.

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
			<p>environmental design certifications.</p> <ul style="list-style-type: none"> ▪ SRC Policy 73. Incentivize the development of higher density residential buildings in the Silverdale Regional Center. Examples of incentives may include an increased height allowance and/or reduced parking requirements for projects that commit to frontage improvements, affordable housing provisions, senior housing provisions, additional open space provisions, and design elements provided to support multi-modal transportation. 	
Increased Heights Allowed in UGAs	2016	This measure focused on increasing heights in UM and UH zones. Reference to KCC 17.420.050 (A); 17.420.060(17). (KC Ordinance 538-2016)	<p>This measure is being implemented.</p> <p>As with the above measure, increased building heights is referenced in several Comprehensive Plan policies and associated code changes, such as in KCC 17.420.052.</p>	
Tax Incentives for Infill or Redevelopment	2008, 2016	This measure would use tax Incentives for Infill or	This measure has not been implemented at this time.	This measure was not available for use by Kitsap County until 2021 due to population threshold requirements. Since 2018, Kitsap County had made several efforts to advocate for legislative changes that would enable the county to establish a multifamily tax exemption (MFTE) program. This

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
		<p>Redevelopment³ with the purpose of temporarily reducing the taxation rate for infill developments.</p> <p>(KRCC 2005 via KC Resolution 078-2008, KC Ordinance 534-2016)</p>		<p>work paid off in the 2021 legislative session, when SB 5287 passed. This bill adjusted the population threshold for establishing a MFTE programs by counties from 350,000 down to 170,000. For Kitsap County, this means there is now a possibility to establish and implement an MFTE program within urban centers in unincorporated areas.</p> <p>See Appendix E.</p>

³ This is similar to the concept behind the following measure addressed in Draft SEIS Appendix G, Section 6.3 Future Urban Measure to Monitor: Multifamily Tax Exemptions.

REDUCE ADMINISTRATIVE BARRIERS & REGULATORY REQUIREMENTS

Description

There are six reasonable measures intended to ease administrative barriers and regulatory requirements for developments in unincorporated UGAs. These measures pertain to the short plat process, optional increases to State Environmental Policy Act (SEPA) exemption thresholds, and land use designations. Exhibit 9 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 9. Reduce Administrative Barriers & Regulatory Requirements

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Permit Plats of Up to Nine Lots Through an Administrative Short Plat Process	2006	This measure allows up to 9 lots to be created through the short plat process in UGAs. (KC Ordinance 370-2006)	This measure has been implemented. Following the Comprehensive Plan adoption in December 2006, Kitsap County amended KCC 16.48.010 to allow urban short plats of up to 9 lots.	During this review period, there were slightly more Final Short Plat permits in the unincorporated UGA than Final Plats. See Exhibit 10. The administrative approval may be supporting the permitting of short plats along with other factors.
Streamline short plat process in UGAs	Evaluated 2017	This measure would allow the use of general funds for permit review when a detached single family dwelling permit requires the subdivision of one parcel into three or less parcels, thus decreasing the cost. It could help property owners subdivide properties that would otherwise be less likely to convert to urban style development. (KC Resolution 116-2017)	This measure has not been implemented at this time.	Policies related to reducing regulatory fees in UGAs were adopted in 2016. Kitsap County then further evaluated this measure through Resolution 116-2017 and clarified its interest in increasing urban short plat densities and reviewing permit fees more holistically. Resolution 116-2017 stated in part: <i>“The Board will consider, where legally possible, providing incentives for short plats that result in increased densities within the UGA. An incentive may include but is not limited to a streamlined permit review process.”</i> As part of the wholistic review, in 2020 and 2021, the County adjusted its permit fee schedule and

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Reduced regulatory fees in UGAs	2017	<p>This measure allows the use of general funds for permit review when a project achieves the maximum density allowed by the zone.</p> <p>(KC Resolution 116-2017)</p>	<p>This measure is being partially implemented.</p> <p>Kitsap County regularly reviews permit fees and sets them by resolution in accordance with KCC 21.10.010.</p>	<p>reduced the review fees 15% for a final short plat though increased them 9% for preliminary short plats based on actual costs. The results were similar for long plats and other permits.</p> <p>In 2021, Kitsap County reduced fees for several permit types based on actual costs but did not incorporate the use of general funds. See Resolution 186-2020. Fes for final short and long plats were decreased, increased for others, including preliminary plats and short plats, and maintained status que for the majority of fees.</p>
Increased Thresholds for State Environmental Policy Act (SEPA) Categorical Exemptions Countywide	2006	<p>This measure would provide higher exemption thresholds for larger project sizes for certain types of urban development before it being subject to SEPA review.</p> <p>(KC Ordinance 370-2006)</p>	<p>This measure has not been implemented at this time.</p>	<p>To establish the flexible thresholds, the County would need to document how elements of the environment would be adequately addressed for the development exempted (e.g., critical areas regulations, traffic impact analysis, and concurrency standards) including how specific adopted development regulations and applicable state and federal laws provide adequate protections for cultural and historic resources. This work has not been done to date.</p> <p>The SEPA exemption rules in WAC 197-11-800 were, however, updated in 2014, allowing for up to 30 units single family and 60 units multifamily in unincorporated UGAs and up to 30,000 square feet of commercial uses. As part of the 2024 Comprehensive Plan update, and in conjunction with the EIS scoping and Draft EIS, the County could adopt something between its current thresholds (9 single family and 4 multifamily units and 4,000 square feet of commercial space) and the maximum thresholds in the WAC, and could alter the levels by geographic areas (e.g., centers), and for mixed use projects.</p>

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
State Environmental Policy Act (SEPA) Categorical Exemptions for Mixed-Use and Infill Development for Silverdale	2006, 2012	This measure allows additional SEPA exemptions to streamline the development review process and encourage infill residential and mixed-use development in the Silverdale Urban Center. (KC Ordinance 370-2006)	This measure is being implemented. Kitsap County adopted changes to its SEPA code in Ordinances 368-2006, 370-2006, and 496-2012 to establish the Trip Bank.	<p>Within the evaluation period, no new developments have used the categorical exemption for mixed-use and infill development for Silverdale. It is possible the residential and mixed-use trip bank amounts established in KCC 18.04.100 (75 trips between 2010 and 2025), were not large enough to offer permit relief to more than a couple of developments.</p> <p>As conditions may have changed since it was established, the County may wish to revise the Trip Bank amounts and/or consider providing increased thresholds for SEPA Categorical Exemptions Countywide (see measure above). This could be considered as part of the EIS scoping and Draft EIS for the 2024 comprehensive plan update.</p>
Consolidated Comprehensive Plan Land Use Designations	2006	This measure expands the Comprehensive Land Use Designations to cover more zones, making it easier to rezone urban parcels without the additional time and expense of a comprehensive plan amendment. (KC Ordinance 370-2006)	This measure has been implemented. Kitsap County adjusted urban Comp Plan designations in Ordinance 367-2006 (see KCC 17.120.010 and KCC 21.04.230)	

Exhibit 10. Plats and Short Plats in Unincorporated UGAs: 2013-2019

Zone	Final Plat	Final Short Plat	Grand Total
Urban Restricted	4	4	8
Urban Low Residential	9	9	18
Urban Medium Residential	3	0	3
Mixed Use*	1	0	1
	17	13	30

Source: Kitsap County DCD.

SERVICE & INFRASTRUCTURE INVESTMENTS IN UGAS

Description

There are nine reasonable measures designed to guide the development of service and infrastructure investment in Urban Growth Areas (UGAs). These measures focus on public facilities, services, and amenities in areas targeted for development or infrastructure requirements. These measures support services and infrastructure (sewer, stormwater, fire, etc.) which may be needed for future development. Exhibit 11 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 11. Service & Infrastructure Investments in UGAs

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Allow for and Monitor Alternative Sanitary Sewer	2006	This measure ensures all development has urban levels of sewer or equivalent wastewater service in all UGAs.	This measure is being implemented. KCC 17.410.050(A)(48) requires urban levels of	Data for analysis was not available to evaluate alternative sewer systems in Unincorporated UGAs at this time. However, KCC 17.410.050(A)(48) still applies for compliance for urban residential zones

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Systems in Unincorporated UGAs		(KC Ordinance 370-2006)	sewer service in the UL, UCR, UM, UH residential zones and in all commercial zones, provided urban densities can be met. KCC 17.110.728 defines urban levels of services and identifies acceptable alternatives. This measure also meets WAC 365-196-210(28) and WAC 246-272A-0025.	(except Urban Restricted and Illahee Greenbelt zones) and commercial zones.
Dry Sewer Policy	Evaluated 2017	This measure would allow properties within an Urban Growth Area that are too far from sewer to develop with increased densities provided a dry sewer is constructed with a mandatory sewer hook-up agreement to connect once sewer is available. (KC Resolution 116-2017)	This measure has not been implemented at this tie.	The County Department of Community Development and the Department of Public Works are continuing to explore regulations that allow for the implementation of dry sewers.
Remove Pre-Planning Allowances in UGAs	2006	This measure removes development regulations that had allowed subdivisions to “shadow plat” (and use septic on undeveloped portions of the plat) provided they showed how urban densities could be achieved in the future and how sanitary sewer could be accommodated to serve all lots when fully developed. (KC Ordinance 370-2006)	This is being implemented. Shadow planning was removed with the adoption of the 2006 Comprehensive Plan update.	Since 2006, no projects have used shadow platting.

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Provide for Regional Stormwater Facilities in Unincorporated UGAs	2006	<p>This measure encourages the use of regional stormwater facilities in unincorporated UGAs to increase development feasibility on small and/or development-constrained parcels where individual on-site treatment facilities are not financially feasible.</p> <p>(KC Ordinance 370-2006)</p>	<p>This is being implemented.</p> <p>Stormwater investments have been made across various UGAs over the years to construct a number of regional stormwater facilities, including, most recently, the Manchester Stormwater Park, the Whispering Firs Stormwater Park.</p>	<p>Other regional stormwater facilities identified in the 2020 Stormwater Comprehensive Plan that are in review are: Suquamish Regional Stormwater Treatment Facility, Kingston Regional Stormwater Facility, and Illahee Regional Stormwater Facility.</p> <p>The County's efforts have also been bolstered by recent actions. On June 28, 2021, the Kitsap County Stormwater Manual and Title 12 (Stormwater Drainage) were updated to encourage the use of regional facilities as alternative stormwater facilities (Ord. 599-2021). Additionally, updates to the Comprehensive Plan (in 2016 and 2019) added Land Use Goal 8, which states:</p> <p style="padding-left: 40px;">Encourage development and use of regional stormwater facilities where feasible and consistent with the County's adopted Stormwater Comprehensive Plan.</p>
Strengthen and Amend Policies to Promote Low Impact Development	2006	<p>This measure encourages clustered development with low impact surface water features that allow for minimal site disturbance. Low impact development (LID) includes bioretention cells and swales, enhanced ditches, modular wetlands, permeable pavements, and rain gardens.</p> <p>(KC Ordinance 370-2006)</p>	<p>This measure is being implemented.</p> <p>In 2010, Kitsap County amended its stormwater code and stormwater design manual to allow LID techniques. In 2013, the County prepared several low impact retrofit plans for areas such as Silverdale, East Bremerton, East Port Orchard and Kingston. In 2016, the County updated Comp Plan policies to more directly</p>	<p>These prior efforts have been bolstered by the recent update to the County's stormwater regulations and new Stormwater Design Manual on June 28, 2021 (Ord. 599-2021).</p>

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Locate Critical “Public” Services Near Homes, Jobs and Transit	2004	<p>This measure requires that critical facilities and services (e.g., fire, police, and hospital) be located in areas that are accessible by all people. For example, a hospital could not be located at the urban fringe in a business park.</p> <p>(KC Resolution 158-2004)</p>	<p>This measure is being implemented.</p> <p>Comp Plan policies encourage development and upgrades to public services and facilities where new housing is planned and are needed to meet quality service standards. See CapF Goal 5 (with Policies 17-20) and Goal 6. Additionally, Capital Facilities Plans evaluate levels of service and proposes projects to sustain minimum levels.</p>	<p>In addition to required Capital Facility Plans, Kitsap County completed the Silverdale Transportation Implementation Study in 2018. A similar assessment is currently being conducted for the Port Orchard/South Kitsap area and a draft has been released for review July 2021. These efforts further CFPs by prioritizing of needed projects for capacity and non-motorized in urban areas and regional connections.</p> <p>More specifically, CIPs and TIPs from 2013-2019 were reviewed to summarize capacity-related projects (new or expanded roads, signals, bridges, sidewalks, and bike lanes), as well as sewer, stormwater, parks, and solid waste investments. Exhibit 12 below presents a table of total dollars invested in UGAs within the evaluation period. This table is arranged by UGA and infrastructure type. In addition to the CFP and TIP efforts, the County is also reviewing impact fees associated with infrastructure investment in UGAs after completing a transportation impact fee study in 2020. The County will consider transportation impact fees at the end of summer 2021. The Central Kitsap School District is also considering increases to school impact fees within their boundary as well.</p>
Targeted Capital Facilities Investments	2004	<p>This measure gives priority to capital facility projects (e.g., regional storm water facilities and sanitary sewers) that most support urban growth at urban densities to help reduce sprawl and maintain the edge of the urban growth boundary.</p> <p>(KC Resolution 158-2004)</p>	<p>This measure is being implemented.</p>	

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Infrastructure investment in UGAs	2017	This measure targets infrastructure development to support other reasonable measures. For example, combine incentives for building in certain areas of a UGA with increased infrastructure development in the same area. (KC Resolution 116-2017)	This measure is being implemented.	
Urban Amenities	2004	This measure encourages the identification and provision of amenities that will attract urban development in UGAs and enhance the quality of life for urban residents and businesses. (KC Resolution 158-2004)	This measure is being implemented.	

Exhibit 12. Total UGA Investment from 2013-2019 (in millions)

Unincorporated UGAs	Transportation	Sewer [1]	Stormwater	Parks [2]	Solid Waste	Total
Kingston	\$5.8	\$7.0	\$0.5	\$2.2	\$0	\$15.5
Silverdale	\$38	\$46.0	\$13.6	\$1.1	\$2.1	\$100.6
Central Kitsap	\$5.6	\$30.2	\$0.5	\$1.2	\$0	\$37.5
Bremerton	\$0	\$0.4	\$0.2	\$0.0	\$3.8	\$4.4
Port Orchard	\$0	\$8.0	\$0	\$3.6	\$0	\$11.6
Poulsbo	\$0.3	\$8.9	\$0	\$0	\$2.6	\$11.9
Total UGA Investment	\$49.5	\$100.6	\$14.8	\$8.2	\$8.5	\$181.6

Notes: This table does not include all Stormwater data (missing 2014-2015) and all Solid Waste data (missing 2013-2015). West Sound sewer investments in Port Orchard represents 2016-2018 data reported in Kitsap County 2016 CFP.

[1] Includes treatment plants and collection lines.

[2] Parks within, abutting or within about 1 mile of UGAs. It does not include other major investments in regional parks such as Port Gamble investments.

Source: Kitsap County, 2021.

RURAL PROTECTION MEASURES

Description

Four reasonable measures are related to rural protections. These measures are intended to protect rural lands in Kitsap County by allowing for the transfer of density or preventing premature conversion to Urban Growth Areas (UGAs). Exhibit 13 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 13. Rural Protection Measures

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Adopt Transfer of Development (TDR) Policies and Implementing Regulations	2006	This measure allows for the transfer of development capacity from rural parcels to UGAs in order to encourage more efficient development patterns countywide.	Adopt Transfer of Development (TDR) Policies and Implementing Regulations	Both TDR measures currently work together to encourage the use of the TDR program, which includes a website for managing exchanges. Currently, there is a Kitsap County landowner who has submitted a letter of intent to make available 23 TDR certificates. As part of the 2024 update, this program should be evaluated to find additional ways to incentivize its use. For example, TDRs are required with any up zone in UGAs and this could be a barrier to encouraging certain housing product types in urban zones.
Transfer of Development Rights	Evaluated 2017	This measure establishes increased ratios and use market-based values for TDRs. Transfer of Development Rights. (Resolution establishing Exchange ratios)	This measure is being implemented. TDR exchange rates were approved in Resolution 217-2017.	See Chapter 5 and Appendix E.
Interim Development Standards	Evaluated 2004	This measure referred to using low intensity zoning in certain areas adjacent to or within the UGA where municipal services will not be available within the near future.	Interim Development Standards	Evaluated 2004
Rural Legacy Lots	Evaluated 2017	This measure would consider restrictions for building on rural	This measure was updated and researched during the	In July 2018, the Kitsap County Department of Community Development launched a community

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
		<p>legacy lots. The County committed to collecting and evaluating data regarding pre-GMA substandard lots in rural areas and to use this information to develop a definition of “legacy lot” and consideration of additional reasonable measures to address rural development.</p> <p>(KC Resolution 116-2017)</p>	<p>evaluation period but has not been fully implemented.</p> <p>In Resolution 116-2017, the County indicated it would initiate pilot engagement processes in select communities to discuss the issue, gather feedback, and identify future measures.</p>	<p>engagement pilot project in the Manchester community. A total of 442 community members participated in community conversations. The four major themes that emerged during community conversations included:</p> <ul style="list-style-type: none"> • Promote business retention and development • Protect the natural environment • Manage growth and development • Increase pedestrian safety and walkability

ANNEXATION PLANS & URBAN GROWTH AREA MANAGEMENT AGREEMENTS

Description

There are three measures focused on the annexation process of urban growth areas (UGAs) by cities. These measures discuss annexation plans used by cities to identify areas that may be eligible for annexation, and UGA Management Agreements (UGAMAs) to address the transference of governance issues such as delivery of urban services, annexation plans, and applicable development regulations and standards. Exhibit 14 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 14. Annexation Plans & Urban Growth Area Management Agreements

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Create Annexation Plans	2004, 2008	This measure encourages the creation of annexation plans for cities to use to identify areas likely to be eligible for annexation. An annexation plan would identify probable timing of annexation, needed urban services, effects of annexation on current service providers, and other potential impacts of annexation.	<p>This measure is being partially implemented.</p> <p>Over several Comprehensive Plan Updates, Kitsap County has associated various UGAs with nearby cities (Land Use Policy 23). The only UGA not associated is Central Kitsap (CK), but Land Use Policy 25 encourages working with the City of Bremerton on association.</p> <p>The County has also identified the potential for association with the future cities of Silverdale and Kingston. (Land Use Policy 25):</p> <ul style="list-style-type: none"> Land Use Policy 25. The Silverdale Unincorporated Urban Growth Area is associated with the future City of Silverdale. The Kingston Unincorporated Urban Growth Area is associated with the future City of Kingston. Considering that the Central Kitsap Unincorporated Urban Growth Area is unassociated with a city, work with the City of Bremerton on an agreement to associate the Central Kitsap Unincorporated Urban Growth Area. 	<p>Within the evaluation period there was one annexation completed by the City of Bremerton (2017) to annex 24.5 acres including the rights-of-way of Corbet Drive, 17th, and 19th Streets, for the transfer of 30 single family homes and 10 undeveloped parcels.</p> <p>Promoting revisions to remove barriers to annexation methods Chapter 35A.14 RCW should be considered by the Washington State Legislature.</p>

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Urban Growth Management Agreements	2004, 2008	(KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008) This measure encourages Urban Growth Area Management Agreements with cities to define lead responsibility for planning, zoning, and urban service extension within areas associated UGAs. The agreements would exist between various government jurisdictions and specify jurisdiction over land use decisions, infrastructure provision, and other elements of urban growth.	This measure is being partially implemented. Kitsap County’s Comprehensive Plan encourages UGAMAs through LU Goals 4 and 5, LU Policy 24, LU Policy 26, and CapF Policy 18. Kitsap County has executed one UGAMA through an interlocal agreement with the City of Poulsbo regarding the Urban Transition Area. Other negotiations have been unsuccessful, though the County has also executed interlocal agreements with cities for sewer, law enforcement and other specific services.	Draft revisions to the CPPs that have been recommended by KRCC, dated July 2021 are removing the UGAMA concept and replacing it with ILAs. These CPPs are projected to be adopted by the County and ratified by the cities in the fall of 2021. The County will continue to work with cities on collaborative planning efforts for associated areas.

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Adopt Policies Addressing Association and UGA Management Agreements (UGAMAs)	2006	(KC Resolution 158-2004, KRCC 2005 via KC Resolution 078-2008) This measure encourages the adoption of Comp Plan policies to address transference of governance issues, such as delivery of urban services, annexation plans, applicable development regulations and standards, etc., for unincorporated UGAs, including Bremerton East and West, Central Kitsap, South Kitsap Industrial Area, Gorst, ULID #6/McCormick Woods and Port Orchard/South Kitsap.	This measure has been implemented. The following Comp Plan goals and policies encourage association: LU Goal 5 and LU Policies 23-25. The following Comp Plan goals and policies encourage UGAMAs: LU Goals 4 and 5, LU Policy 24, LU Policy 26, and CapF Policy 18.	

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
		(KC Ordinance 370-2006)		

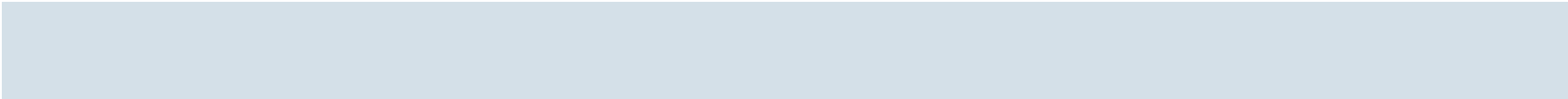
OTHER POLICY OR REGULATORY MEASURES

Description

One reasonable measure currently exists within the category of other policy or regulatory measures. This measure pertains to the Kitsap Countywide Planning Policies (CPPs) and consistency of policies that promote reasonable measures. Exhibit 15 presents the name, adoption year(s), description, implementation status, and summary of effect for each measure.

Exhibit 15. Other Policy or Regulatory Measures

Reasonable Measure	Adopted	Description	Implementation Status	2021 Review
Adopt Policies Addressing and Promoting Reasonable Measures	2006	This measure encourages the adoption of policies in the Kitsap Countywide Planning Policies (CPPs) that promote the implementation of reasonable measures to meet growth targets and comply with GMA and CPP requirements for urban areas. (KC Ordinance 370-2006)	This measure has been implemented. The Kitsap County Comprehensive Plan (updated 2016) addresses this measure, including: <ul style="list-style-type: none"> ▪ Land Use Policy 9 - Continue to review and assess data for application of reasonable measures. Monitor the effectiveness of adopted reasonable measures in one-year intervals with the publication of the Buildable Lands Report. ▪ Land Use Policy 10 Measure, adopt and implement reasonable measures if the Buildable Lands Report finds inconsistencies in planned growth. 	Draft revisions to the CPPs that have been recommended by KRCC, dated July 2021 also make consistency revisions to references to the Buildable Lands Programs including reasonable measures based on recent state law changes. These CPPs are projected to be adopted by the County and ratified by the cities in the fall of 2021.



Appendix D.1. Reasonable Measures Adoptions and Evaluations 2004-2017

Reasonable Measures Sources	Description
Sources of Adoption	
Kitsap County Resolution 158-2004	<p>Following its first Buildable Lands Report in 2002, Kitsap County adopted a list of reasonable measures in 2004. These included measures already adopted with a commitment to add more measures after public input.</p> <p>Several of these were similar to but expanded in the Kitsap Regional Coordinating Council, September 19, 2005, Reasonable Measures: A Desktop Reference Guide: (for use by Kitsap County jurisdictions)</p>
Ordinance 370-2006	Commits to new or enhanced reasonable measures as listed in the Land Use Element , Section 2.2 following an evaluation in the 2006 EIS.
Kitsap County Resolution 078-2008	Adopting the 2007 Kitsap County Buildable Lands Report. Includes Appendix E, KRCC Menu of Reasonable Measures
Ordinance 489-2012	Density Bonuses in UGAs (only in Poulsbo Urban Transition Area)
Kitsap County Resolution 108-2016	References Appendix E, Reasonable Measures Table , and Appendix F Reasonable Measures Monitoring Report of the 2015 Buildable Lands Report (also known as the 2014 Buildable Lands Report completed June 2015).
Kitsap County Resolution 169-2016	Commitment to further assess and consider additional reasonable measures, such as reduced regulatory fees, tax incentives for infill, streamlining short plat procedures, infrastructure investments, rural legacy lots, and dry sewers.
Kitsap County Ordinance 534-2016	Adopting the Kitsap County Comprehensive Plan Update and Zoning Code and Map, and Water and Sewer Code. Adopted several reasonable measures.
Kitsap County Ordinance 538-2016	Consistent with commitment to further evaluate reasonable measures in Ordinance 534-2016, this Ordinance updates development regulations to reduce inconsistencies between actual development and the Countywide Planning Policies, Comprehensive Plan, and Development Regulations.

Reasonable Measures Sources	Description
Resolution 116-2017 , Regarding Further Assessment of Additional Reasonable Measures	A commitment for further assessment and consideration of additional reasonable measures, in addition to the reasonable measures adopted in the 2016 Comprehensive Plan Update through Ordinance 534-2016 and additional reasonable measures adopted through Ordinance 538-2016. These include reduced regulatory fees, tax incentives for infill, streamlining short plat procedures, infrastructure investments, rural legacy lots, and dry sewers.
Resolution 154-2017	Identifies a list of 13 reasonable measures including a discussion of the 2016 Comprehensive Plan policies and a description/discussion of the measures.
Ordinance 559-2018 , Regarding Maximum Lot Size in Urban Growth Areas	This Ordinance amended the reasonable measure related to maximum lot size requirements in the Urban Low Residential and Urban Cluster Residential zones.
Sources of Evaluation	
Kitsap Regional Coordinating Council, September 19, 2005, Reasonable Measures: A Desktop Reference Guide : (for use by Kitsap County jurisdictions)	Includes 46 techniques “that might be effectively used within a jurisdiction to enhance its community character while attracting people to live within its urban area.” The measures address: Comprehensive Plan measures, Fiscal Strategies, Zoning for Additional Density, Design Standards, Community Focus, and Outside the UGAs. Identifies which are in operation in each jurisdiction as of that date.
Kitsap County Port Orchard South Kitsap Draft EIS Appendix B Reasonable Measures, the 2006 Final EIS for the Comprehensive Plan Update completed the environmental process (2006 FEIS Fact Sheet)	Reports on a subarea planning process and evaluation of reasonable measures evaluated in the Draft EIS and vetted with a Citizen Advisory Group.
Kitsap County Evaluation of Reasonable Measures Preliminary Draft Mark Personius, AICP, Growth Management Consultant, August 2006; Revised November 2006 Included in Appendix C of the 2006 Final Environmental Impact Statement prepared for the Kitsap County Comprehensive Plan Update	Evaluates several existing as well as new measures to increase UGA development capacity and accommodate a greater share of future population growth within urban areas.
2007 Buildable Lands Report	Includes a section on Reasonable Measures at page 55, and Appendix E, KRCC Menu of Reasonable Measures dated 2005.

Reasonable Measures Sources	Description
2014 Buildable Lands Report, as of June 30, 2015	<p>Appendix E provides a list of reasonable measures evaluated in the 2006 Comprehensive Plan and based on the KRCC Menu of Reasonable Measures.</p> <p>Appendix F: Kitsap County Reasonable Measures Monitoring Report, January 1, 2006 - December 31, 2012 Kitsap County Dept. of Community Development June 23, 2016, part of the 2014 Buildable Lands Report, as of June 30, 2015</p>
<p>Kitsap County Comprehensive Plan Update 2016 Draft Environmental Impact Statement, Appendix G, Draft Reasonable Measures Assessment Prepared by BERK Consulting, November 2015</p>	<p>Evaluates the list of reasonable measures adopted in 2004 in Resolution 158-2004 and 2006 10-Year Update. Provided recommendations that were considered in the 2016 Comprehensive Plan Update.</p>
<p>Kitsap County Comprehensive Plan Update 2016 Final Environmental Impact Statement, Appendix B, Reasonable Measures, Prepared by Kitsap County, April 21, 2016</p>	<p>Proposes a matrix of reasonable measures to respond to the County's Buildable Lands Report and considering new measures as part of the Comprehensive Plan Update.</p>

Appendix E
Preliminary Draft Housing Availability and Affordability Memo

Appendix E: Draft Housing Availability and Affordability Memo

INTRODUCTION

This Housing Availability and Affordability Memo, prepared by Kitsap County with support from BERK Consulting and Heartland LLC, evaluates the findings of several recent housing needs assessments and the Kitsap County's 2021 Buildable Lands Program (BLP) Update. The purpose is to identify and explain housing availability and affordability across the countywide market spectrum and in context with the Washington State Growth Management (GMA) and the BLP requirements. This memo is informed by a review of the following reports and data:

- [Housing Memorandum: Issues Affecting Housing Availability and Affordability](#) (Washington State Department of Commerce, 2019)
- [City of Bremerton & Kitsap County Affordable Housing Recommendations Report](#) (ECONorthwest, 2020)¹
- Real estate market data from [CoStar](#) and [University of Washington Center for Real Estate Research](#) (current and historical)
- Draft [Regional Housing Strategy](#) (Puget Sound Regional Council, 2021)

This memo begins with a summary assessment of housing market conditions and growth trends in Kitsap County gleaned from the 2020 *City of Bremerton and Kitsap County Affordable Housing Recommendations Report*. This includes a discussion of factors that shape housing demand as well as barriers that have prevented the housing market from meeting the demand. Demand in the context of GMA and BLP are the adopted 20-year growth targets included in the Kitsap Countywide Planning Policies (CPPs). This is covered in this 2021 Buildable Lands Report (BLR), Chapter 3: Growth and Development Trends to the planning horizon of 2036. Next, using data summarized in the BLR, capacity for housing units is reviewed by urban growth area, then by zone, including whether the zone may be intended for single-family or multi-family residential development. This memo further takes the BLR's urban land capacity analysis or supply results noted in Chapter 4: Growth Capacity and breaks it down further by housing product type and density level within cities and unincorporated urban growth areas (UGAs). Using guidance from the *City of Bremerton and Kitsap County Affordable Housing Recommendations Report* and Puget Sound Regional Council's (PSRC) recent release of their *Draft Regional Housing Strategy*, this memo assigns a range of density and product type that is associated with a particular Area Median Income (AMI).

Finally, based on the Commerce Guidance in *Housing Memorandum: Issues Affecting Housing Availability and Affordability*, we include recommendations for potential measures jurisdictions could consider, following evaluation of observations and if deemed necessary, as part of future comprehensive plan and/or development regulations amendments to help overcome land use and regulatory barriers that impact housing development.

¹ Note, the [City of Bremerton & Kitsap County Affordable Housing Recommendations Report](#) was completed after the BLR evaluation period and the analysis included does not match the years of the evaluation period.

SUMMARY ASSESSMENT OF HOUSING MARKET CONDITIONS

While the dynamics of housing markets are complex, a fundamental challenge that impacts housing affordability is enough housing supply to meet demand. This is found throughout Washington State and the Puget Sound region, and Kitsap County is no exception. Across all housing types, supply has not kept pace with demand. In the GMA and BLP context, supply is related to results of the urban land capacity analyses contained in Chapter 4 of the BLR report. As noted in Commerce's *Housing Memorandum*, "Demand has largely been driven by macroeconomic changes beyond local government control."² However, there are steps Kitsap County can take to understand and evaluate local conditions and adopt reasonable measures to increase supply of housing for all economic segments³.

Kitsap County, along with the City of Bremerton, took a step in this direction with the commissioning of an Affordable Housing Inventory and Market Analysis that was completed in 2020 with the production of the *City of Bremerton & Kitsap County Affordable Housing Recommendations Report*. This was not a study driven by the Growth Management Act, chapter 36.70A RCW, and thus cannot be used to fulfill the Housing Needs Assessment required under RCW 36.70A.070(2). For example, the 2020 report:

- Evaluates data based on census defined areas rather than urban growth areas and thus adds in a mix of rural development data. Additionally, it cannot be directly compared with other BLP data as the collection timeframe was 2010-2017, not the 2013-2019 evaluation period of this BLP update.
- Has an evaluation horizon that was also on the heels of a worldwide economic recovery from the great recession (2007-2009) where residential financing, construction and real estate were some of the hardest hit economic sectors during that time.
- Relied on 2016 local comprehensive plan updates and the land capacity results included in that 2016 update
- Did not review previous BLRs issued during its 2010-2017 timeline, and only included land supply information that was part of previous comprehensive plan updates completed in 2016.⁴

In summation, nevertheless, it does provide a useful foundation to assess Kitsap County's housing inventory and to understanding local opportunities and barriers to housing. The City of Bremerton & Kitsap County Affordable Housing Recommendations Report estimated that Kitsap County would likely need approximately 25,150 new housing units by 2036 to keep up with demand, and that over the 2010-2017 time period, only 42 new units were created for every 100 new households formed. In other words, after accounting for demolition of obsolescence of units, there were 3,600 units created. The larger groups of incoming populations to Kitsap County are both the higher earning households (over \$80,000 per year) and the very low-income households (under \$20,000 per year) where the housing supply is not enough for either of these groups. Given the low supply of new housing, the increased competition from

² Source: Housing Memorandum: Issues Affecting Housing Availability and Affordability (Washington State Department of Commerce, 2019) at 2.

³ RCW 36.70A.070 (2); RCW 36.70A.110

⁴ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Recommendations Report p. 11](#)

higher-income⁵ households put many renter households at risk of rent increases and displacement.⁶ Additionally, the City of Bremerton & Kitsap County Affordable Housing Recommendations Report notes many factors that affect housing production involve partners from the private and public sectors.⁷

Key Drivers of Housing Demand

The Commerce memo and Appendix C⁸ of the *City of Bremerton & Kitsap County Affordable Housing Recommendations Report* noted several drivers to housing demand. These include, but are not limited to the following:

- Employment and population growth across the Central Puget Sound region has been strong, particularly among medium- and higher-wage sectors.⁹ These new workers need places to live.
- Homes in Kitsap County are relatively affordable compared to homes in King County and many parts of the Central Puget Sound Region. As home prices in nearby counties have climbed rapidly, Kitsap County has become an attractive and more affordable alternative. This has caused a spike in demand and increasing housing prices.¹⁰
- Kitsap County also includes many homes used as second residences or short-term rentals. As this secondary market grows, it can lead to greater stratification of housing prices and put many homes out of reach of what local permanent residents can afford.¹¹
- About 21% of single-family homes are rented.¹² High demand for single family homes and rising prices increase pressure for landowners to sell the homes, potentially displacing the renter household.
- Multifamily housing in urban areas can typically be provided at a much lower costs per unit to meet the needs of lower, moderate, and middle-income households.¹³

Barriers to New Housing Production and Housing Affordability

Through public and private sector interviews, below is a summary of some of the barriers identified to production of housing.

- **Construction costs:** The high and rising costs of residential construction is similar in all counties across the Central Puget Sound Region.¹⁴ Yet housing prices and rents are typically much lower in parts of Kitsap County than the remainder of the region. As a result, there has been a lack of production of

⁶ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Recommendations Report](#) p. 11.

⁷ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Recommendations Report p. 15-35](#)

⁸ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Recommendation Report, Appendix C.](#)

⁹ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Recommendations Report](#), p.11.

¹⁰ Source: Heartland LLC. and Windermere, [Q1 2021 Western Washington Gardner Report.](#)

¹¹ Source: Heartland LLC and ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Inventory and Market Analysis – Appendix C: Housing Needs Analysis](#), p. 14.

¹² Source: American Community Survey, 2019.

¹³ While construction costs are typically higher per square foot for multifamily structures, they can be much less than single family homes on a per unit basis. This is particularly true when accounting for land costs, as multifamily development can be done at a higher density with a more efficient use of space. However these costs and efficiencies are also influenced by land use regulations, fees, permitting, and other factors.

¹⁴ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Inventory and Market Analysis – Appendix C: Housing Needs Analysis at 18.](#)

higher-density housing products such as podium-style mixed-use developments where higher rents are needed to balance the high cost of construction. Such development has only been constructed near regional transportation centers, such as near the ferry terminals in Bremerton and Bainbridge Island.

- **Parking requirements:** Related to overall construction costs, the development cost of parking and the ability to achieve the desired densities greatly impacts the feasibility of a development and the type of product delivered. With some exceptions in the Bremerton and Bainbridge submarkets, multifamily projects in Kitsap County are developed with surface parking (rather than higher cost structured parking). While this reduces the cost of construction significantly, it also reduced the number of units that can be built on a parcel.
- **Zoning and allowable density:** Across the board, stakeholders consistently expressed that low allowable density in residential zones, specifically widespread single-family housing zones, was a fundamental barrier to financial feasibility of new housing construction.¹⁵
- **Parcelization and Lack of large vacant parcels:** According to the recent *City of Bremerton & Kitsap County Affordable Housing Recommendations Report*,¹⁶ larger greenfield development sites, which are the most attractive and efficient for multifamily developers, are in short supply. Multifamily capacity is thus more often found in infill sites and/smaller sites, leading to potentially higher development costs, and necessitating denser forms of parking not typically achieved in the Kitsap market.
- **Access to transit:** Kitsap County's natural geography means that access to buses and ferries is spotty, at best. The transit system currently best serves commuters who are traveling in and out of the County, as opposed to local workers. In 2021, Bainbridge Island initiated an on demand share ride service in partnership with Kitsap Transit.
- **NIMBYs:** Current residents who speak out to prevent new or certain types of development, known as NIMBYs (an acronym for not-in-my-backyard), can have significant impacts on housing development by increasing the perceived or real riskiness of a project. They may have negative stereotypes of people who live in subsidized housing or aesthetic concerns about what higher density development looks like and how it could affect their neighborhood character. These constituents often protest proposed regulatory changes that would allow for more housing, such as upzoning and abolishing parking minimums.
- **Lack of funding or subsidies:** Many developers, particularly on the affordable side, cited a simple lack of funds for low-income housing development. Existing local funds, such as HOME or CDBG, are too small to make a project feasible. State low-income housing tax credit funds are prioritized for high-needs populations, and as such are very difficult to obtain for general low-income or workforce housing. Additional funding sources are critical to fill this need.
- **Lack of “missing middle” housing production:** The City of Bremerton & Kitsap County Affordable Housing Recommendations Report reviewed housing production data and found that Kitsap County is

¹⁵ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Inventory and Market Analysis – Appendix A: Housing Landscape Overview , p.25.](#)

¹⁶ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Inventory and Market Analysis – Appendix A: Housing Landscape Overview at 25.](#)

largely made up of single-family detached housing and a small proportion of higher density multifamily, but little in between. Findings from this BLR's land capacity analysis covered in Chapter 4 and discussed in Exhibit 4 below review AMI and capacity of various housing product types.

A summary of housing market conditions and challenges to housing production by housing type is presented in Exhibit 1.

Exhibit 1. Market Conditions and Challenges by Housing Product Type

Product Type	Market Conditions	Challenges
Detached Single Family	Single family detached makes up 74% of the housing stock in Kitsap County. Median price in Bremerton is \$325,000. ¹⁷	While single family home production has occurred throughout the county, it has not kept pace with high demand.
Condominiums and Missing Middle (Townhomes, Duplex, Etc.)	Only 2% of owner-occupied housing stock are condominiums or missing middle types. Median prices for condominiums and townhomes have jumped 40% to 50% over the past three years. ¹⁸	Continued high demand for detached single family development and familiarity with this product type by the local developer community is a barrier to the production of missing middle product styles. Analysis of permit data indicates detached single-family homes are being built in zones that allow for multifamily and missing middle formats. This is particularly true in unincorporated UGA areas, where 90% of all units permitted in Urban Medium and Urban High zones were single family.
Mobile Homes	The majority of mobile homes (including manufactured homes) are located on “unique, often large parcels” ¹⁹ in unincorporated areas, including rural areas. Over 75% of these are not in parks but are situated on their own parcels. There have been very few mobile homes permitted in recent years. ²⁰	Mobile/manufactured homes typically provide a much lower cost housing option that is available in the prevailing housing market. High demand for new single-family homes is creating pressure to redevelop parcels with aging mobile/manufactured homes. This will result in the loss of existing “naturally occurring” affordable housing stock.
Multifamily and mixed-use residential	The inventory of multifamily units has grown by 10% over the past ten years, but rents have increased by 50% over that same period. Less than a quarter of multifamily units are in unincorporated Kitsap County. Countywide, 64% of new multifamily construction is for garden-style apartments with surface parking. ²¹	In many areas of the county, higher density mixed use multifamily development is not financially feasibility under current market conditions (relatively low rents compared to the rest of the region). High construction costs and requirements for off-street parking result in lower return on investment than can be found in many other parts of the Central Puget Sound Region.

¹⁷ Source: American Community Survey, 2019. Washington Center for Real Estate Research (WCRER), 2020

¹⁸ Source: WCRER, 2020

¹⁹ Source: ECONorthwest, 2020, [City of Bremerton & Kitsap County Affordable Housing Recommendations Report p. 12, Appendix B p. 6, 18-19.](#)

²⁰ Source: Kitsap County Assessor, 2021

²¹ Source: Costar, 2021

Housing Needs by Affordability Level

PSRC’s Draft Regional Housing Needs Assessment forecasts that Kitsap County will grow by 42,500 households between 2020 and 2050. This draft regional assessment of Puget Sound communities breaks down these households by income level relative to Area Median Income (AMI). For Kitsap County, the AMI for a family of four is \$94,100.

Exhibit 2. Estimated Housing Units Needed in Kitsap County by Income Level, 2020-2050 presents the number of housing units PSRC estimates are needed at each income level, as well as information about relevant housing types for providing new housing at each income level.

Of course, housing costs vary significantly across Kitsap County and in many cases new construction will be targeted at higher income households. For example, a review of for-sale listings indicates that nearly all new townhomes in Kitsap County are in high-cost neighborhoods and priced for upper-income households. While adding new higher-priced townhomes to the supply helps to reduce competition for the older units which are more affordable to middle and lower income households, it is also possible to produce townhomes at lower price-points with the right conditions. Exhibit 2. Estimated Housing Units Needed in Kitsap County by Income Level, 2020-2050

Exhibit 2. Estimated Housing Units Needed in Kitsap County by Income Level, 2020-2050

Income Level (% of AMI)	Number of Units	% of Units	Housing Types Potentially Affordable (New Construction)
0-30%	4,000	9%	Public subsidy needed. Apartments are typically the most cost-effective housing type.
31-50%	3,500	8%	Public subsidy is usually needed. Apartments are typically the most cost-effective housing type.
51-80%	7,000	16%	Market-rate apartments; accessory dwelling units; multiplex
81-100%	4,000	9%	Townhomes; condominiums; cottage style single family homes
101-120%	5,000	12%	Single family homes
Above 120%	19,000	45%	Single family homes
All Households	42,500		

Source: PSRC [Draft Regional Housing Needs Assessment](#) (2021); BERK, 2021.

Exhibit 2. Estimated Housing Units Needed in Kitsap County by Income Level, 2020-2050 implies that at least 43% of new housing production should be in multifamily buildings or missing middle housing types like townhomes, ADUs, or cottage style homes.

CAPACITY FOR NEW HOUSING PRODUCTION

This section summarizes capacity for new housing production in urban Kitsap County by density level, or the number of units per acre.²² The density of new housing development is strongly related to the types of housing that are likely to be provided and the associated AMI. This section is based on the urban residential results noted in Chapter 4: Growth Capacity of the BLR Report.

Exhibit 3 shows the density level categories used in this memo, as well as examples of residential development in Kitsap County that fall into each category. It also summarizes potential income levels served at each density level based on typical market conditions. However, as discussed above, market conditions can vary significantly by jurisdiction. This Exhibit thus only provides a general guide for understanding the potential alignment between zoning and income levels served.

As indicated in Exhibit 3, medium high and high density housing development has the greatest potential to support providing housing at affordability levels below 80% of AMI. According to Exhibit 2, about 33% of the population growth in Kitsap County will be among households with income levels below 80% of AMI—or about 14,500 households by the year 2050. This is equivalent to a need of about 9,700 households over the next 20 years. Compare this to the total capacity for medium high and high density development throughout Kitsap County as show in in Exhibit 4. There is currently a capacity for less than 4,500 units, but may be up to about 6,000 units if zones are built out to the maximum allowed density. While subsidized affordable housing can be developed at lower density levels, it is typically more costly to do so on a per unit basis. Higher density market rate housing (such as apartments) can be affordable to households within incomes between 50 and 80% of AMI if sufficient capacity is available for development.

²² Note that these density levels are based on dwelling units per net acre. In other words, it measures units per buildable acre, excluding critical areas, street right of ways, and common areas.

Exhibit 3. Density Categories for Summarizing Residential Capacity with Representative Housing Types

Density Level	Units per Net Acre	Description	Example	Potential Income-Levels Served (New Construction)
Very low	Less than 4	Detached single family homes on large lots. <i>Example: Single family home in Port Orchard, WA</i>		Greater than 120% of AMI
Low	4-10	Detached single family homes on typical suburban lots. <i>Example: Single family neighborhood in Silverdale, WA.</i>		100% of AMI or greater
Medium-Low	10-24	Small lot single family homes, duplex, triplex, & lower-density townhouses. <i>Example: Townhomes in Bainbridge Island, WA</i>		80% of AMI or greater
Medium-High	24-48	Low-rise apartments and condominiums; higher-density townhomes. <i>Example: Golden Tides II apartments in Silverdale UGA.</i>		50% of AMI or greater. <i>Potential to serve lower income levels with public subsidy.</i>
High	48+	Mid- and high-rise apartments and condominiums. <i>Example: 606 apartments in Bremerton, WA.</i>		50% of AMI or greater. <i>Potential to serve lower income levels with public subsidy.</i>

Image sources: Zillow.com (Very Low), NWMLS (Medium-Low), and Google Street View, 2021 (other categories).

Exhibit 4 summarizes all housing capacity in urban Kitsap County by assumed density level by zone used in the Buildable Lands Report.

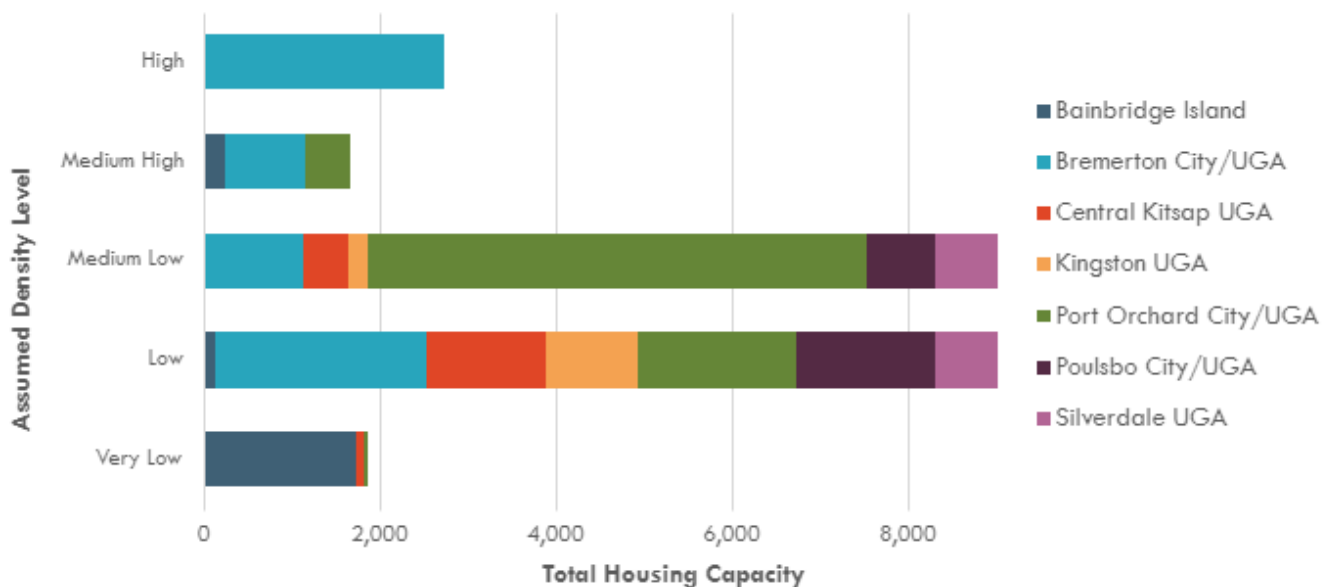
Exhibit 4. Residential Capacity by Assumed Density Level (Cities and Unincorporated UGAs combined)
Pending

DENSITY LEVEL (UNITS PER ACRE)		TYPICAL HOUSING TYPE	TOTAL HOUSING UNIT CAPACITY (% OF TOTAL COMBINED LAND CAPACITY RESULTS)
Very Low	Less than 4	Large lot single family home	1,860 (7%)
Low	4 - 10	Typical single family home	10,116 (40%)
Medium Low	10 - 24	“Missing middle”: Small lot single family homes, cottage developments, multiplex, and lower density townhomes.	9,124 (36%)
Medium High	24 - 48	“Missing middle”: Low-rise apartments or condos. Higher density townhomes.	1,620 (7%)
High	48+	Mid- and high-rise apartments or condos.	2,726 (11%)
Total Capacity			25,446

Source: Kitsap County Buildable Lands Report, 2021; BERK, 2021.

Exhibit 5 visualizes how capacity within each density level is distributed among jurisdictions and UGAs, with a more detailed data table presented on the page that follows.

Exhibit 5. Residential Capacity by Assumed Density Level and Jurisdiction/UGA



Source: Kitsap County Buildable Lands Report, 2021; BERK, 2021.

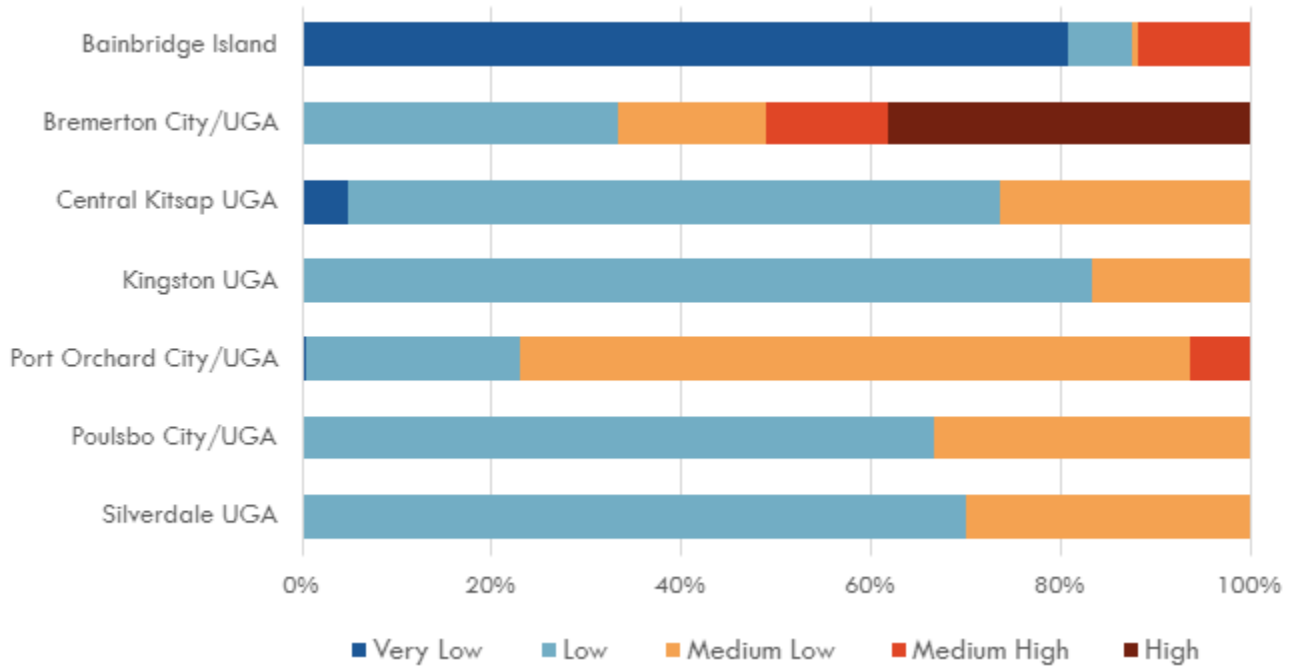
Exhibit 6 indicates nearly all the very low density unit capacity is in Bainbridge Island. Capacity for low density development is distributed across all the jurisdictions and UGAs, with the largest share in Bremerton. By far, the greatest share of medium low density is in the City of Port Orchard. Compared to lower density zones, there is significantly less capacity for medium high density housing, and the majority of available capacity is in the City of Bremerton. All the unit capacity for high density development is in City of Bremerton.

Exhibit 6. Housing Unit Capacity and Jurisdiction

Jurisdiction	Very Low	Low	Medium Low	Medium High	High
City of Bainbridge Island	1,724	141	16	249	-
City of Bremerton	-	1,752	672	913	2,726
City of Port Orchard	36	774	5,351	497	-
City of Poulsbo	-	1,180	782	-	-
Bremerton UGA	2	636	445	-	-
Central Kitsap UGA	98	1,367	521	-	-
Kingston UGA	-	1,027	203	-	-
Port Orchard UGA	-	1,041	321	-	-
Poulsbo UGA	-	384	-	-	-
Silverdale UGA	-	1,814	774	-	-
Total	1,860	10,116	9,124	1,620	2,726

Exhibit 7 shows the breakdown of residential capacity for each city/UGA. All areas except Bremerton and Port Orchard have over 60% of their housing capacity at the Low or Very Low density level. Low density zones are assumed to build out at between 4 and 10 housing units per acre, or the equivalent of about 11 to 28 residents per acre.

Exhibit 7. Residential Capacity by Jurisdiction/UGA



Source: Kitsap County Buildable Lands Report, 2021; BERK, 2021.

RECOMMENDATIONS

There are many actions that jurisdictions in Kitsap County can take to promote more housing development, including construction of new housing types consistent with the GMA and CPPs. Considerations could also increase housing diversity and, where appropriate, increase urban density. The actions recommended here build upon those in the *City of Bremerton & Kitsap County Affordable Housing Recommendations Report*, with a focus on those actions considered by local planning agencies and consistent with provisions of the Growth Management Act and related mandates. The recommendations of this memo should also be considered holistically with the findings of the 2021 Buildable Lands Report. Not all recommendations may apply and will be dependent on individual jurisdictions local circumstances.

Encourage “Missing Middle” Housing Development

Based upon the summary findings of this memo, the urban housing stock in Kitsap County is predominantly detached single family homes along with some multi-family. As a result, there is a lack of wide diversity of housing options to meet the varied housing needs of all economic segments of Kitsap communities.

The BLR land capacity analysis indicates about 42% of capacity is in zones with assumed densities within the missing middle range (Medium Low or Medium High density). Nearly half (49%) of the capacity for housing production is in zones where the maximum allowed density is consistent with missing middle housing formats. However, despite this capacity, very little housing is being built in missing middle formats. Therefore, actions should focus on a review of development standards and administrative processes that may present unnecessary barriers to missing middle housing development. These types of potential barriers are the focus of the next recommendation.

Review and Revise Housing Barriers in Development Regulations

Regular assessment of exiting development regulations is warranted in order to remove unnecessary surprises and barriers to housing production . The goal of these refinements is to encourage more residential development in urban areas and increase the achieved density consistent with the GMA, the CPPs and local comprehensive plans. This review should include considerations noted in Chapter 5 of this BLR and Appendix D: Kitsap County Reasonable Measures Evaluation . This review could include, but is not limited to:

Minimum Lot Widths

For example, review and evaluation of lot width minimums could potentially make townhome development a more feasible option in the County’s urban medium and urban high zones. The BLR indicates there was little if any townhome development during the evaluation period. Typically, urban medium and urban high zones require lot widths of 40 to 60 feet. Fee-simple townhome lots are typically between 16 and 25 feet wide.

Setbacks

Building setbacks from property lines can be a major barrier to the feasibility of certain housing products such as cottages or townhomes. Typical setbacks are 5 to 20 feet depending on the housing type and location, but reductions to r zero lot line development without requiring

additional permit review should be considered. Streamlining the permit review process can help to incentive development of missing middle housing products.

Building Heights & Density Bonuses

Building height restrictions can be a major barrier to the feasibility of multifamily housing construction. Additionally, jurisdictions can review and refine existing incentives to more effectively encourage higher density housing development.

Parking Requirements

The *City of Bremerton & Kitsap County Affordable Housing Recommendations Report* calls for reducing or waiving off-street parking requirements for missing middle housing types, particularly when permitting an ADU within an existing structure. Doing so can potentially help improve project feasibility, in combinations with other actions.

Establish Additional Affordable Housing Options

Recently, state law changes have removed barriers for local jurisdiction consideration of several funding programs. These programs include, but not limited to:

Multifamily Tax Exemption (MFTE)

Washington state law (RCW 84.14) allows for cities to exempt multifamily housing developments from property taxes in certain areas for a period of eight years, or for 12 years in exchange for affordability restrictions on some of the units. This exemption reduces the costs of operating (and therefore developing) multi-family housing and can potentially help to increase the supply of market rate and affordable housing.

As of June 2021, Bremerton and Port Orchard are the only jurisdiction in Kitsap County with an MFTE program in place. Bainbridge Island is in the process of adopting 12 and 20 year programs. Following several legislative attempts, in 2021 the Washington State legislature through SB 5287 made it possible for unincorporated urban centers in Kitsap County to consider a MFTE program.

Modifying Local Sales Tax Revenue for Affordable Housing

In 2021, the state legislature passed HB 1070, which added the ability to use funds collected through the 1/10th of 1% sales tax for affordable housing, as well as related maintenance and operations. Many Kitsap jurisdictions are considering HB 1070.

SHB 1406: State/Local Sales Tax Revenue Sharing

Many Kitsap County jurisdictions have employed a local tax to fund affordable housing since it's the passage of SHB 1406 in 2019. This bill created a sales tax revenue sharing program that allows cities and counties to access a portion of the state sales tax revenue to make local investments in affordable housing. To utilize the program, local jurisdictions had to pass a resolution of intent by January 2020 and an ordinance by July 2020.

Review Up-Zoning Urban Land for Multi-Family Housing

The *City of Bremerton & Kitsap County Affordable Housing Recommendations Report* identifies transit-oriented development (TOD) near existing transit infrastructure such as ferry terminals as a key opportunity to encourage higher density housing production. This can enable more households to live within easy access to the jobs and opportunities that are accessible via the ferry and transit systems. The Report also found that the vast majority of housing currently near ferry terminals is single family and inconsistent with TOD goals.

The BLR analysis of land capacity by geographic urban area, by zone and further by density level in this memo provides some insights into the current potential for TOD in the following areas:

- **Bremerton:** Bremerton is the only jurisdiction with a ferry terminal that has any capacity for high density housing development.²³ Much of that capacity is in the Downtown Subarea close to the ferry terminal. A new pedestrian-only Fast Ferry service opened in July of 2017, joining the existing ferry service access route directly to Downtown Seattle.
- **Bainbridge Island:** While the zones in close proximity to the ferry terminal do allow for Medium-High density development, the BLR land capacity analysis indicates there is currently very limited capacity for new housing development near the Bainbridge Island ferry terminal. The market assessment indicates that housing demand and prices in Bainbridge Island could likely support even higher density zoning near the ferry terminal to increase capacity and encourage redevelopment where appropriate.
- **Kingston:** The recently opened Kitsap Transit Kingston Fast Ferry provides direct access to downtown Seattle for travelers on foot or bicycle. This investment changes market conditions in the UGA, creating the potential for TOD if supportive zoning and infrastructure were available. Kitsap County made modifications to the Sub-area plan and associated zoning code in April 2020 by removing the maximum density allowance and increasing the height allowance to help address barriers to investment in the high-capacity transit station area. Further review of the development codes and up-zones near the ferry terminal could help to increase capacity for TOD. Actions to encourage growth would also be consistent with the Countywide Center designation for Kingston.

²³ Port Orchard approved a downtown subarea plan near its passenger ferry terminal which contains capacity for redevelopment and TOD.



Appendix F: Kitsap County Buildable Lands Public Participation Plan

Introduction

The Department of Community Development (DCD), in coordination with local cities, is undertaking a review and evaluation of Kitsap County's Buildable Lands Program. Kitsap County is one of seven counties required by the State's Growth Management Act (RCW 36.70A.215 and WAC 365-196-315) to complete a review and evaluation of development trends and urban land supply every 8-years. Specifically, the purpose of the program review is to:

- "Look back" over the last six-years (2013-2019) to evaluate whether achieved densities (development trends) are consistent with relevant development assumptions and objectives in Kitsap's Countywide Planning Polices (CPPs) and local comprehensive plans.
- "Look forward" to determine if there is sufficient buildable land capacity (land supply) in urban areas to accommodate the county's 20-year targets for:
 - Commercial employment;
 - Industrial employment; and
 - Housing units to accommodate population.
- If necessary, identify reasonable measures to address inconsistencies between:
 - achieved and planned densities; or
 - land capacity and growth targets.

Local policies related to the Buildable Lands Program are found in Element B of Kitsap's CPPs. The policies require the County and local cities to:

- use consistent, agreed-upon methodology to estimate the land supply available to accommodate future residential, commercial, and industrial growth (Element B (1)(a));
- participate in a program to monitor and evaluate the effectiveness of their respective Comprehensive Plans (Element B (1)(b));
- establish procedures for resolving disputes in collection and analysis of data (Element B (1)(c)); and
- if necessary, implement appropriate reasonable measures within its jurisdictional boundary if inconsistencies are identified between development trends, land supply, and planned growth in their community (Element B (2)).

This Public Participation Plan outlines the approach Kitsap County will take to provide opportunities for public participation early and often throughout the Buildable Lands Program review process. The plan also provides key contact information and web addresses to ask questions or access information. This plan is a working document and will be adjusted, as needed.

Public and Agency Goals

- Provide interested parties with timely information and an understanding of the statutory requirements, guiding case law, as well as the process, so everyone can participate without significant barriers.

- Ensure predictability and transparency throughout the process so anyone can access information and know what to expect.
- Encourage interested parties and key partners to provide feedback early and often throughout the Buildable Lands Program review process.

Key Contacts

Name	Role	Organization
Jeff Rimack	DCD Director	Kitsap County
Angie Silva	DCD Assistant Director	Kitsap County
Dave Ward	DCD Planning & Environmental Programs Manager	Kitsap County
Liz Williams	DCD Planning Supervisor	Kitsap County
Cindy Read	GIS Lead & DCD Technology Analyst	Kitsap County
Kevin Ramsey	Consultant Project Manager	BERK Consulting, Inc.
Lisa Grueter	Consultant Principal in Charge	BERK Consulting, Inc.

Public Participation Opportunities

Kitsap County is committed to providing multiple opportunities for public participation throughout the process. Kitsap County will use a variety of communication tools, incorporating Washington State and federal COVID guidelines, to inform the public and encourage their participation, including the following:

1. Website https://www.kitsapgov.com/dcd/Pages/Buildable_Lands_Update.aspx

Kitsap County’s website will include a Buildable Lands Program webpage where interested parties can access status updates, draft documents, and project information. The webpage will be the primary repository of all information related to the Buildable Lands Program review process. The page will include who to contact for more information and an email link for questions and comments.

2. Consultations

DCD will offer regular consultations with interested parties and key partners throughout the process. The consultations provide an opportunity to connect, exchange ideas, and provide status and information updates throughout the process. In a formal government to government approach, the County will also consult with local Tribes, cities and relevant agency staff.

3. Coordination with Local Jurisdictions

Consistent with Kitsap CPPs, DCD, with the support of BERK Consulting, Inc., will facilitate four (4) meetings with the City of Bainbridge Island, City of Bremerton, City of Port Orchard, and City of Poulsbo. The purpose of the meetings includes:

- **Meeting 1:** Provide an overview of the process, approach, and roles and responsibilities of the County, Cities, and Consultant team. Discuss needs and opportunities for permit data collection and annual monitoring.
- **Meeting 2:** Review Land Capacity Analysis methodology and review preliminary supporting analysis. Discuss format and approach for city guidance.

- **Meeting 3:** Review and discuss Land Capacity Analysis methodology (follow up) and land use and regulatory barriers to both residential and non-residential development.
- **Meeting 4:** Review and discuss preliminary draft Buildable Lands Report.

4. Email Distribution List

An email list of interested parties will be created and maintained by DCD. The list will be used to notify interested parties regarding Buildable Lands Program review progress and participation opportunities. To join the Buildable Lands Program review email list, visit:

<https://public.govdelivery.com/accounts/WAKITSAP/subscriber/new>

5. Project Announcements

DCD will the County will utilize GovDelivery to send regular project announcements to interested parties and organization throughout the process. Notices will provide general information about the project and contact information for submitting comments.

6. Media

The local news media will be kept up-to-date on the Buildable Lands Program review process and receive copies of all project announcements.

7. Kitsap County Planning Commission

The Kitsap County Planning Commission is an advisory body that assist DCD in carrying out its duties, including assistance in the preparation and execution of the comprehensive plan and recommendations to the Department of Community Development prior to consideration by the Board of County Commissioners and adoption of official controls and/or amendments. DCD will provide regular briefings at Planning Commission meetings throughout the process to keep them informed. Meeting dates and materials will be available on the project [website](#) and Planning Commission [webpage](#). The meetings are open to the public and interested parties are encouraged to participate throughout the review process in alignment with Washington State health and safety guidelines.

8. Board of County Commissioners

The Board of Commissioners is the governing body of Kitsap County. There are three members of the Board and each represents one of three geographical districts. The Board of County Commissioners will receive regular check-ins to keep them informed and involved throughout the process. Interested parties are encouraged to participate in Commissioner public meetings in alignment with Washington State health and safety guidelines.

9. Public Comment

Public comment opportunities will be held throughout the process at key intervals and further outlined below in the project schedule. Interested parties will be encouraged to provide comments to Kitsap County by letter, email, or web-based forms throughout the public process. All comments received will be forwarded to the Kitsap County Board of County Commissioners for their consideration.

List of Community Partners and Interested Parties

The County will engage the following community partners and interested parties:

Members of the Public

- Interested citizens
- Interested property owners

Tribal Governments/Commissions

- Suquamish Tribe*
- Port Gamble S'Klallam Tribe*
- Skokomish Tribe
- Puyallup Tribe
- Squaxin Island Tribe
- Point No Point Treaty Council
- Northwest Indian Fisheries Commission

**Reservation land in Kitsap Co.*

County Officials

- Kitsap County Planning Commission
- Board of County Commissioners

Appointed and Separately Elected County

Departments and Services

- Public Works
- Parks
- Auditor
- Assessor
- Emergency Management
- Prosecutors Office

Other Local Government

- Cities
 - Bainbridge Island
 - Poulsbo
 - Bremerton
 - Port Orchard
- Ports
 - Bremerton
 - Brownsville
 - Keyport
 - Manchester
 - Poulsbo
 - Illahee
 - Silverdale
 - Tracyton

- Waterman
- Indianola
- Kingston
- Eglon

- Conservation district
- Public Utility district
- Sewer districts
- School districts
- Kitsap Public Health District

State Government

- Department of Commerce

Federal Government

- Naval Base Kitsap
 - Keyport
 - Bremerton
 - Bangor
 - Jackson Park
 - Manchester

Associations and Community Groups

- Kitsap Alliance of Property Owners
- Kitsap Environmental Coalition
- Kitsap Building Association
- Kitsap Realtors Association
- Kitsap County Department of Community Development Advisory Group
- Central Kitsap Community Council
- Suquamish Citizen Advisory Council
- Manchester Citizen Advisory Council
- Kingston Citizen Advisory Council
- Keyport Neighborhood Group
- Illahee Community Group
- Holly Community Club
- Wicks Lake Community Group
- Hansville Greenway Association
- Parks Stewardship Groups

Non-profit organizations

- Economic development

Inclusive outreach

Based on demographic data pulled from the 2010 U.S. Census, Kitsap County is 83% White, 6% Hispanic, 5% Asian, 3% Black, 2% American Indian, 1% Pacific Islander. Census data also shows that 8% of households make less than \$15,000 a year.

To tailor outreach to minority and low-income groups, the County will offer consultations to community organizations. Some examples of relevant organizations include [Kitsap Community Resources](#), League of Women Voters, and Kitsap Immigrant Assistance Network.

The County is also committed to providing accommodations to people with disabilities per the Americans with Disabilities Act (ADA). To request ADA accommodation for disabilities and/or materials in a format for the visually impaired, please reach out to the County using the contact information below.

Organization	Contact information
Kitsap County Department of Community Development	Amanda Walston 360-337-5777 awalston@co.kitsap.wa.us
Kitsap County Commissioners Office	Dana Daniels 360-337-5777 ddainels@co.kitsap.wa.us

Timeline

The following is a general timeline to outline when outreach activities are anticipated throughout the process.

Date	Project milestones	Outreach activities
October - December 2020	<ul style="list-style-type: none"> Public Participation Plan reviewed by Board of Commissioners Review city data & growth targets Develop assumptions for LCA 	<ul style="list-style-type: none"> Launch webpage on the County's website Coordination with local cities Outreach to engage community partners and interested parties to join email distribution list Send project announcement

Date	Project milestones	Outreach activities
January – March 2021	<ul style="list-style-type: none"> • Recommendation for future data collection released • Identify land use & regulatory barriers • Draft Housing memo released 	<ul style="list-style-type: none"> • Refresh project website • Project check-ins continue • Coordination with local cities continues • E-notice mailing list updates continue
April – September 2021	<ul style="list-style-type: none"> • LCA meeting 4 • Summary of LCA meetings released • Final Housing memo released • Draft Buildable Lands Report released 	<ul style="list-style-type: none"> • Refresh project website • Mailing list updates continue • Project announcement regarding public comment opportunities

Buildable Lands Outreach Summary

Month	Task
October	<p>Public Meetings</p> <ul style="list-style-type: none"> • Board of County Commissioners – 10/28/2021 • Planning Commission – 10/20/2020 <p>Coordination with Local Cities</p> <ul style="list-style-type: none"> • All City/County Coordination Meeting #1 – 10/27/2021
November	<p>Project Announcement #1 - 11/20/2020</p> <p>Tribal Letter from Commissioners - 11/20/2020</p> <p>City, State and Federal Agency Letter - 11/20/2020</p> <p>Public Meetings</p> <ul style="list-style-type: none"> • Board of County Commissioners – DCD Update • Planning Commission – 11/17/2020 <p>Consultations</p> <ul style="list-style-type: none"> • Kitsap Building Association Developers Council – 11/5/2020 • Department Advisory Group – 12/29/2020 <p>Citizen Advisory Committee/Council</p> <ul style="list-style-type: none"> • Kingston - 11/11/2020 Town Hall <p>Coordination with Local Cities</p>

	<ul style="list-style-type: none"> • City of Bainbridge Island – 11/13/2021 • City of Poulsbo – 11/18/2021 • City of Port Orchard - 11/19/2021 • City of Bainbridge Island – 11/20/2021
December	<p>Public Meetings</p> <ul style="list-style-type: none"> • Board of County Commissioners – 12/7/2020 • Planning Commission – 12/1/2020 & 12/15/2020 <p>Consultations</p> <ul style="list-style-type: none"> • Kitsap Building Association Developers Council – 12/3/2020 • Department Advisory Group – 12/29/2020 • Roni Smith – 12/3/2021 <p>Citizen Advisory Committee/Council</p> <ul style="list-style-type: none"> • Central Kitsap – 12/2/2020 • Suquamish – 12/3/2020 <p>Coordination with Local Cities</p> <ul style="list-style-type: none"> • All City/County Coordination Meeting #2 – 12/8/2021
January	<p>Public Meetings</p> <ul style="list-style-type: none"> • Board of County Commissioners – 1/27/2021 • Planning Commission – 1/19/2021 <p>Consultations</p> <ul style="list-style-type: none"> • Kitsap Building Association Developers Council – 1/7/2021 • Kitsap Building Association Work Group – 1/29/2021 • Kitsap Economic Development Alliance – 1/12/2021 • Department Advisory Group – 1/26/2021 <p>Citizen Advisory Committee/Council</p> <ul style="list-style-type: none"> • Manchester – 1/5/2021 • Suquamish – 1/7/2021

	<ul style="list-style-type: none"> • Kingston – 1/13/2021 <p>Commissioner Newsletters</p> <p>Tribal Coordination</p> <ul style="list-style-type: none"> • Quarterly Meeting – 1/4/2021 <p>Coordination with Local Cities</p> <ul style="list-style-type: none"> • City of Port Orchard – 1/12/2021 • City of Bremerton – 1/19/2021 • City of Port Orchard 1/22/2021 • City of Bremerton – 1/26/2021 • City of Poulsbo – 1/28/2021
February	<p>Public Meetings</p> <ul style="list-style-type: none"> • Board of County Commissioners – 2/24/2021 • Planning Commission – 2/2/2021 & 2/16/2021 <p>Consultations</p> <ul style="list-style-type: none"> • Kitsap Building Association Developers Council – 2/4/2021 • Department Advisory Group – 2/23/2021 <p>Coordination with Local Cities</p> <ul style="list-style-type: none"> • All City/County Coordination Meeting #3 – 2/9/2021
March	<p>Public Meetings</p> <ul style="list-style-type: none"> • Board of County Commissioners – 3/31/2021 • Planning Commission – 3/2/2021 & 3/16/2021 <p>Consultations</p> <ul style="list-style-type: none"> • Kitsap Building Association Developers Council – 3/4/2021 • Kitsap Alliance of Property Owners – 3/8/2021

	<ul style="list-style-type: none"> • Department Advisory Group – 3/30/2021 <p>Coordination with Local Cities</p> <ul style="list-style-type: none"> • City of Bremerton – 3/1/2021 • City of Port Orchard – 3/1/2021 • City of Poulsbo – 3/3/2021 • City of Bainbridge Island – 3/5/2021 • City of Bremerton – 3/15/2021 • City of Port Orchard – 3/17/2021
April	<p>Public Meetings</p> <ul style="list-style-type: none"> • Planning Commission – 4/6/2021 & 4/20/2021 <p>Consultations</p> <ul style="list-style-type: none"> • Kitsap Building Association Developers Council – 4/1/2021 • Kitsap Building Association Work Group – 4/13/2021 • Department Advisory Group – 4/27/2021 <p>Tribal Coordination</p> <ul style="list-style-type: none"> • Quarterly Meeting – 4/5/2021 <p>Coordination with Local Cities</p> <ul style="list-style-type: none"> • City of Port Orchard – 4/12/2021 • City of Bainbridge Island – 4/21/2021 • City of Bremerton – 4/22/2021 • All City/County Coordination Meeting #4 – 4/27/2021
May	<p>Public Meetings</p> <ul style="list-style-type: none"> • Board of County Commissioners – 5/26/2021 • Planning Commission – 5/4/2021 <p>Consultations</p> <ul style="list-style-type: none"> • Kitsap Building Association Developers Council – 5/6/2021 • Department Advisory Group – 5/25/2021

	<p>Coordination with Local Cities</p> <ul style="list-style-type: none"> • City of Bainbridge Island - 5/7/2021 • City of Port Orchard – 5/7/2021
June	<p>Public Meetings</p> <ul style="list-style-type: none"> • Board of County Commissioners – 6/21/2021 • Planning Commission – 6/1/2021 & 6/15/2021 <p>Consultations</p> <ul style="list-style-type: none"> • Kitsap Building Association Developers Council – 6/3/2021 • Department Advisory Group – 6/29/2021 <p>Coordination with Local Cities</p> <ul style="list-style-type: none"> • City of Port Orchard – 6/10/2021 • City of Bremerton – 6/11/2021 • City of Bainbridge Island – 6/14/2021 • City of Poulsbo – 6/14/2021

