

1 Ordinance No. ____-2024

2
3 RELATING TO GROWTH MANAGEMENT, AMENDING THE COMPREHENSIVE PLAN AND
4 MAP, CAPITAL FACILITIES PLAN, AND AMENDMENTS TO TITLE 16 (LAND DIVISION AND
5 DEVELOPMENT), TITLE 17 (ZONING), AND TITLE 18 (ENVIRONMENT)
6

7 **BE IT ORDAINED:**

8 **Section 1: General Findings.** The Kitsap County Board of Commissioners (Board) makes the
9 following general findings:

- 10 A. **General Regulation Reference.** Kitsap County is subject to the requirements of the
11 Washington State Growth Management Act (GMA), Chapter 36.70A RCW.
- 12 B. **Review Mandate.** The GMA, in RCW 36.70A.130, mandates that Kitsap County's
13 Comprehensive Plan (Plan) and corresponding development regulations, including the Zoning
14 Code and Map, be subject to continuing review and evaluation.
- 15 C. **Timeline.** The GMA, in RCW 36.70A.130, establishes a schedule whereby each city and county
16 in Washington must take action to review and, if needed, revise its Comprehensive Plan and
17 development regulations to ensure consistency with the Act. Kitsap County's deadline for this
18 periodic update is December 31, 2024, and every ten years thereafter. In addition to reviewing
19 adopted polices and regulations to ensure compliance with the Act, GMA directs that each
20 jurisdiction should determine whether its plan and regulations are affected by any
21 amendments made to the GMA since the jurisdiction adopted its last comprehensive plan or
22 development regulations. The critical areas ordinance (CAO) is also being updated as part of
23 the general periodic update but has been adopted separately (Ordinance 633-2024).
- 24 D. **Intent.** The Comprehensive Plan is intended to actively guide future growth in Kitsap County
25 and effectively respond to changes in conditions or assumptions. The 2024 updated Plan
26 considers anticipated employment and population growth and new housing development over
27 a 20-year planning horizon, 2024-2044. The updated Plan includes both mandated and optional
28 elements, including Land Use; Economic Development; Environment; Housing; Transportation;
29 Parks, Recreation and Open Space; Capital Facilities and Utilities; Climate Change; and
30 Subarea, Neighborhood, and Regional Center plans.
- 31 E. **Regional Collaboration.** Under the GMA, the Central Puget Sound Region is defined as King,
32 Kitsap, Pierce, and Snohomish Counties. The Puget Sound Regional Council (PSRC) is
33 responsible for developing the four-county regional transportation and land use vision. The
34 Kitsap Countywide Planning Policies (CPPs) reflect an application of the Puget Sound Regional
35 Council's regional growth management guidelines to Kitsap County and are the policy
36 framework for the County's and the Cities' Comprehensive Plans. The Kitsap Countywide
37 Planning Policies were last amended in March of 2024 and were developed through a multi-
38 jurisdictional collaboration sponsored by the Kitsap Regional Coordinating Council among:
39 Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard and Poulsbo, the
40 Suquamish and Port Gamble-S'Klallam Tribes, the Navy, the Port of Bremerton, and Kitsap
41 Transit.

- 1 F. **Regular Updates.** After this periodic update required by state statute, the Kitsap County Code
2 Section 21.08.030, provides that the Board may establish a schedule for review and possible
3 amendment of the Comprehensive Plan in future years.
- 4 G. **Statutory Compliance.** The Board finds that the amended Comprehensive Plan and
5 associated development regulations adopted in this Ordinance are consistent with the GMA,
6 CPPs, and other applicable requirements. In conducting its review of these amendments,
7 Kitsap County has followed state law.

8 **Section 2: General Procedural Findings. The Kitsap County Board of Commissioners (Board)**
9 **makes the following procedural findings:**

- 10
- 11 A. **Comprehensive Plan Update Components.** The 2024 Comprehensive Plan update includes
12 adoption of the revised Comprehensive Plan and Land Use Maps, associated Capital Facilities
13 Plan, and amendments to Title 16 (Land Division and Development), Title 17 (Zoning), and Title
14 18 (Environment).
- 15
- 16 B. **Scope and Strategy.** A project work plan and public participation plan were created to guide
17 the Comprehensive Plan update. The project work plan included the Board’s guiding principles,
18 major work tasks, establishment of an Internal Review Team (IRT), outline of proposed
19 formatting, plan implementation, and a preliminary schedule.
- 20
- 21 C. **Guiding Principles and IRT.** In accordance with the scope of work established for the Plan
22 update, the Board adopted a set of guiding principles to help create a usable, implementable,
23 and results-oriented Plan. The guiding principles stated that the County would “utilize an
24 integrated, interdisciplinary team approach” for the Plan update. To achieve this, the Board
25 established an Internal Review Team (IRT) to guide the update. The IRT consisted of
26 representatives from internal and external agencies, including but not limited to Kitsap County
27 environmental and land use staff, Fire Marshal, GIS, Public Health, Human Services, Kitsap
28 Economic Development Alliance, Kitsap Transit, Legal, Parks, Solid Waste, Sewer Utility,
29 Sheriff, and Transportation Planning. The IRT met in association with major project milestones
30 with the primary tasks of reviewing existing Plan goals and policies that had already been
31 accomplished and thus could be deleted, determining which goals and policies should be
32 carried forward to the updated Plan, and creating new goals and policies to achieve the
33 County’s vision and to accommodate employment and population growth targets for the 20-
34 year planning horizon 2024-2044. IRT members conducted additional outreach to each
35 agency’s external partners for input where such groups or opportunities existed.
- 36
- 37 D. **Public Participation.** A public participation plan for the Comprehensive Plan update was
38 prepared and reviewed by Board of County Commissioners. The Comprehensive Plan update
39 participation process included on-going engagement and updates. Specific engagement was
40 divided into three phases: (1) Preliminary, (2) Alternatives and Preferred Alternative, and (3)
41 Adoption. A summary of key public outreach activities follows.
- 42
- 43 a. **On-going Engagement**
- 44 i. **Website.** In fall of 2022, a dedicated website for the Comprehensive Plan update

1 was established at

2 www.kitsapgov.com/dcd/Pages/ComprehensivePlanUpdate_2024.

3 ii. **Open Houses and Workshops.** Between 2022 and 2024, the County held a series of
4 virtual and in-person open houses and workshops throughout the update process.

5 The virtual meetings either covered individual topics or the Comprehensive Plan
6 holistically, and included a presentation followed by break-out rooms where
7 participants could ask questions of staff. In person open houses were held in the
8 Commissioner Chambers at 619 Division Street and provided presentations as well
9 as numerous poster boards and maps where attendees could engage with staff.
10 Feedback was summarized and documented on the project website.

11 iii. **Tribal Coordination Meetings.** From September 2022 to December 2024 meetings
12 were held every other week with Tribal staff from Tribal governments with usual and
13 accustomed areas within Kitsap County (Suquamish, Port Gamble S’Klallam,
14 Skokomish, Squaxin Island, Puyallup). Opportunities for additional meetings with
15 individual Tribes was often offered at these meetings.

16 iv. **Community Advisory Council (CAC).** Throughout the update process the County
17 provided updates and presentations to the Kingston CAC, Central Kitsap Community
18 Council, Manchester CAC, and Suquamish CAC.

19 v. **Internal Review Team.** To ensure internal consistency, the County convened an
20 Internal Review Team comprised of various departments and service providers
21 within the County listed in Section 2(C). This group met at key milestones in the
22 update process and provided feedback and edits on draft documents.

23 vi. **Project Notifications.** Meetings, events, and public comment periods were noticed
24 through the electronic GovDelivery system, sent to key agencies and interested
25 parties through the “constant contact” system, posted on the project webpage, and
26 posted using social media. Proper noticing procedures were followed for all public
27 hearings and release of the draft and final environmental impact statement, including
28 posting in the Kitsap Sun Newspaper, or sending to the Ecology SEPA register.

29 vii. **Newsletters, Social Media, and Announcements** were shared throughout the
30 process, including the CAC meeting announcements and reclassification
31 announcements in 2022, alternatives announcements in 2023, and Preferred
32 Alternative and adoption process announcements in 2024.

33 viii. **Planning Commission Briefings and Work Sessions.** The Planning Commission
34 conducted regular information sharing and work study sessions throughout the Plan
35 update process. All sessions were open to the public and are available at
36 www.kitsapgov.com/dcd/Pages/PlanningCommission.aspx. These briefings and
37 work sessions were held during major milestones in each phase of the project.

38 ix. **Board of Commissioners Briefings and Work Sessions.** The Board of County
39 Commissioners conducted regular information sharing and work study sessions
40 throughout the Plan update process. All sessions were open to the public. These
41 briefings and work sessions were held during major milestones in each phase of the
42 project.

43
44 b. **Preliminary Phase** – The Preliminary Phase included the initial project kick-off, scoping,

1 and direction from April 2022 to February 2023.

2 i. **Reclassification Request** announcements were shared in May 2022 and July 2022,
3 and an extension of Reclassification Request was announced through August 2022.
4 Reclassification Request Status Update letters were sent to applicants in February
5 2023.

6 ii. **Stakeholder Meetings, Presentations, and Outreach** events were conducted from
7 October 2022 – January 2023 with the following groups (including but not limited to):
8 League of Women Voters, Youth Forum, Kitsap Alliance of Property Owners,
9 Department Advisory Group, and Kitsap Environmental Coalition.

10 iii. **SEPA Determination of Significance: Request for Comments on Scope of**
11 **Environmental Impact Statement** was issued on November 8, 2022.

12
13 c. **Alternatives and Preferred Alternative Phase** - In April of 2023, Kitsap County
14 established three preliminary land use alternatives to compare different future growth
15 patterns and policies through a Draft Environmental Impact Statement (DEIS). The three
16 alternatives were developed using different approaches to balancing growth targets for
17 population, employment, and housing and included different land use maps and major
18 policy initiatives such as heights, densities, parking, tree canopy, environmental
19 protections, and others. Following significant analysis and public input, a Preferred
20 Alternative was approved in April 2024.

21 i. **Postcards** were mailed to 30,000 addresses in the Urban Growth Areas in March
22 2024.

23 ii. **Stakeholder Meetings, Presentations, and Outreach** events continued from July
24 2023 through March 2024 with the following groups and events (including but not
25 limited to): Silverdale Senior Center, Friends of Island Lake Community, Discover
26 Kingston, Youth Forum, Kitsap Aging Council, and Kitsap Realtors Public Affairs.

27
28 d. **Adoption Phase.**

29 i. **Public Draft.** The Comprehensive Plan Update with the Preferred Alternative, Final
30 Environmental Impact Statement, Capital Facility Plan, and development regulation
31 updates to Title 16 – Land Division and Development, Title 17 – Zoning with Tree
32 Canopy Requirements, and Title 18 – Environment with a C-PACER Program were
33 released August 30, 2024. The documents were available on the Comprehensive
34 Plan Update webpage and hard copies were placed at select libraries in Kitsap
35 County. On-going engagement continued through the adoption phase including
36 website update, tribal coordination meetings, CAC meeting presentation, open
37 houses, and newsletter updates.

38 ii. **Stakeholder Meetings, Presentations, and Outreach** events were conducted from
39 September 2024 through October 2024 with the following groups and events
40 (including but not limited to): Citizen Advisory Committees, Cities (Bainbridge
41 Island, Bremerton, Port Orchard and Poulsbo), the development industry (Kitsap
42 Builders Association, Department of Community Development Advisory Group),
43 Kitsap County Association of Realtors, Tribes, Silverdale Seniors, Kitsap Economic
44 Development Alliance, Illahee and Keyport Community Groups, Kitsap Transit,

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3 **Section 3. Substantive Findings related to the Comprehensive Plan.** The Board of County
4 Commissioners (Board) makes the following findings with respect to the updated 2024
5 Comprehensive Plan:

6 A. **Planning Commission Findings.** The Kitsap County Planning Commission held a public
7 hearing on the final draft Comprehensive Plan, Capital Facilities Plan, and Development
8 Regulations and subsequently made findings pertaining to the proposed documents. Except
9 where otherwise noted herein, the Board hereby adopts and incorporates by this reference
10 the findings made by the Kitsap County Planning Commission in their Findings of Fact,
11 Conclusions and Recommendations of the Kitsap County Planning Commission, to the
12 Department of Community Development, Regarding the Proposed Amendments to the Kitsap
13 County Comprehensive Plan, Capital Facilities Plan, Kitsap County Code Titles 16 “Land
14 Division and Development”, 17 “Zoning”, and 18 “Environment” on October 15, 2024, which
15 found that the proposed Plan is in compliance with the Growth Management Act and the
16 Kitsap Countywide Planning Policies, reflects current local circumstances, and bears a
17 substantial relationship to the public general health, safety, morals and welfare.

18
19 B. **Additional Findings.** The Board adopts additional findings related to revisions to the
20 Planning Commission recommendations to the Comprehensive Plan, Capital Facilities Plan,
21 and/or development changes. The revisions are noted in [document title] dated [date].

22 Based on these revisions, the Board makes these additional findings:

- 23 a. The updated Plan conforms to the guiding directives established by the Board approved
24 project work plan and public participation plan.
- 25 b. The updated Plan includes significant efforts to increase housing diversity especially for
26 residents making less than 80% of annual median income (AMI).
- 27 c. The amended Plan Map includes adequate UGA boundaries with capacity necessary to
28 accommodate employment and population targets and represents a net increase of 575
29 acres of UGA compared to existing conditions.
- 30 d. The updated Plan establishes a foundation and strategies moving forward to address
31 climate change in natural systems, the build environment and transportation systems.
- 32 e. Limited additional revisions to Plan text and land use map amendments are justified in
33 response to public input provided during the process.
- 34 f. All final revisions are within the scope of alternatives considered by the Planning
35 Commission, are in response to public testimony, or are consistent with the
36 department’s recommendation.

37
38 **Section 4: Substantive Findings related to the Comprehensive Plan Map reclassification**
39 **requests.** The Board of County Commissioners (Board) makes the following findings related to the
40 Comprehensive Plan Map reclassification requests:

41 A. **Reclassification requests** were solicited, reviewed, and assessed as part of the
42 Comprehensive Plan update. In the Preferred Alternative and draft documents, the requests
43 were either included, excluded, or deferred to a future process. Specific information on each

1 request can be found in the 2024 Reclassification Request Table in the Staff Report. Kitsap
2 County received 86 reclassification requests. The application period for such requests lasted
3 between June and August of 2022.

- 4 a. **Preliminary Alternatives.** The initial review of reclassification requests was assessed for
5 consistency with the Growth Management Act (GMA) and legal precedent. Requests found
6 consistent were then included in one of two action alternatives Compact Growth
7 (Alternative 2) or Dispersed Growth (Alternative 3) for environmental review. The purpose of
8 the different preliminary alternatives was to study and compare different future land use
9 maps and policies. Requests inconsistent with GMA or legal precedent did not receive
10 analysis in the Draft Environmental Impact Statement (DEIS). After public testimony and
11 review by the Planning Commission, the Board of Commissioners directed staff on the list
12 of requests to be further considered in the DEIS. Requests may have been excluded from
13 the preliminary alternatives generally based on, but was not limited to:
- 14 i. Requested an urban zone in a rural area not contiguous with the Urban Growth Area.
 - 15 ii. Resulted in a single zoned parcel surrounded by potentially incompatible zoning;
16 known as a “spot zone.”
 - 17 iii. Requested a zoning category that does not exist or cannot be accommodated under
18 state statutes such as new one-acre lots in rural areas.
 - 19 iv. May significantly increase rural residential capacity.
 - 20 v. Added density in rural areas encumbered by critical areas.
 - 21 vi. Not eligible under state requirements such as expansions to Type I LAMIRDS.
- 22 b. **Preferred Alternative.** After completion of the DEIS and draft Capital Facilities Plan, 12
23 requests were included in the Preferred Alternative and 18 were directed to be deferred to a
24 future planning process. After public and Planning Commission review, the Board of
25 Commissioners directed which requests would be included in the Preferred Alternative.
- 26 i. The requests included in the Preferred Alternative were generally found to 1) support
27 increased housing density and diversity to meet Kitsap County’s housing goals, 2)
28 expand employment opportunities in or near residential areas to improve
29 walkability/bikeability and access to transit, 3) be located within existing urban growth
30 area (UGA) boundaries, 4) support logical and efficient provision of urban services, 5) be
31 located near existing industrial areas appropriate for additional industrial capacity
32 and/or 6) be supported by a local city for a change in their associated UGA.
 - 33 ii. The requests excluded from the Preferred Alternative or deferred to a future planning
34 process were generally found to 1) expand rural development potential, 2) lack
35 integration of proposed commercial uses with residential areas, 3) lack support from
36 urban service providers, such as a city, 4) expand a UGA boundary into sensitive rural
37 areas, 5) expand a UGA boundary to accommodate additional low-density urban
38 residential zoning in conflict with expected housing needs, and/or 6) propose zoning
39 that could conflict with surrounding uses.

40 **Section 5. Substantive Findings related to the development regulations.** The Board of County
41 Commissioners (Board) makes the following findings related to the Plan with respect to the
42 updated development regulations:

- 43 A. Kitsap County’s development regulations have been reviewed for consistency with the updated
44 Comprehensive Plan and proposed revisions to Title 16 (Land Division and Development), Title
45 17 (Zoning) and Title 18 (Environment) were included. These changes are generally related to
46 implementation of the Comprehensive Plan and other clarifying edits.

- 1 B. These revisions to County Code generally focused on one of the following efforts:
- 2 a. Increased opportunities for single, family attached and multi-family housing in urban areas
- 3 through revised density, height, setback, parking, procedural and other requirements.
- 4 b. Improves environmental conditions through tree canopy requirements and incentives for
- 5 green building in multi-family and commercial construction.
- 6 c. Maximizes development opportunities in regional and countywide centers such as
- 7 Silverdale, Kingston, and McWilliams to concentrate growth,
- 8 d. Improved clarity and consistency with and between County Codes.

9

10 **Section 6. Substantive Findings related to the amendments to the Kitsap County Capital**
11 **Facilities Plan.**

- 12 A. The purpose of the Capital Facilities Plan is to meet GMA requirements of identifying capital
- 13 improvements and associated funding that support the County’s land use plan and growth
- 14 targets for the period 2024-2044. The proposed Plan has been amended to be consistent with
- 15 the updated Comprehensive Plan for 2024-2044.
- 16
- 17 B. The Planning Commission deliberated on the amended Capital Facilities Plan. The Planning
- 18 Commission voted to approve the amended Plan, with minor revisions to reflect current City of
- 19 Bremerton sewer data, and estimated grant funding amounts for 2030-2044 County
- 20 transportation projects, as indicated in the October 15, 2024, Planning Commission Findings of
- 21 Fact, Conclusions and Recommendations. The Board of County Commissioners hereby adopts
- 22 the findings of the Planning Commission regarding the Capital Facilities Plan.
- 23
- 24 C. The amended Capital Facilities Plan is consistent with Kitsap County-wide Planning Policies,
- 25 and complies with the requirements of the GMA, specifically RCW 36.70A.120 and RCW
- 26 36.70A.070

27

28 **Section 7: Adoption.**

29 The Kitsap County Board of Commissioners, based on the foregoing findings does hereby adopt

30 pursuant to the Growth Management Act, chapter 36.70A RCW, and Article 11, Section 11 of the

31 Washington Constitution:

- 32 A. **Comprehensive Plan.** The Kitsap County Comprehensive Plan 2024-2044, with map
- 33 amendments, attached hereto as Appendix A and incorporated herein by this reference.
- 34
- 35 B. **Capital Facilities Plan.** The Capital Facilities Plan for the 2024 Comprehensive Plan Update
- 36 attached hereto as Appendix B and incorporated herein by this reference.
- 37
- 38 C. **Title 16, Land Division.** Amendments to Title 16 as shown in Appendix C attached hereto and
- 39 incorporated herein by this reference. Changes specifically are to certain sections in chapters
- 40 16.04, 16.24, 16.40, 16.48, 16.52, 16.56, and 16.60, with definitions provided in new chapter
- 41 16.10.
- 42
- 43 D. **Title 17, Zoning.** Amendments to Title 17 as shown in Appendix D attached hereto and
- 44 incorporated herein by this reference. Changes specifically are to certain sections in 17.105,

1 17.110, 17.120, 17.410, 17.415, 17.420, 17.450, 17.490, with new tree canopy provisions added
2 in in new chapter 17.495.
3

4 E. **Title 18, Environment.** Amendments to Title 18 as shown in Appendix D attached hereto and
5 incorporated herein by this reference. Changes specifically are to create a new section 18.830
6 for a new C-PACER program.
7

8 **Section 8: Scrivener’s Error.** Should any amendment made to this Ordinance that was passed by
9 the Board during its deliberations inadvertently be left out of the final printed version of the plan,
10 maps, or code, the explicit action of the Board as discussed and passed shall prevail upon
11 subsequent review and verification by the Board and shall be corrected.
12

13 **Section 9: Severability.**

14 If any provision of this ordinance or its application to any person or circumstance is held invalid or
15 unconstitutional, the remainder of the ordinance or its application to other persons or
16 circumstances shall not be affected.

17 **Section 10: Effective Date.**

18 The effective date of the Comprehensive Plan, including the Capital Facilities Plan, and
19 Amendments to Title 16 (Land Division and Development) and Title 17 (Zoning) will be [To Be
20 Determined]
21

22 The effective date of the amendments to Title 18 (C-PACER) will be [To Be Determined]
23

Adopted this 2nd day of December 2024

BOARD OF COUNTY COMMISSIONERS
Kitsap County, Washington

ATTEST:

KATHERINE T. WALTERS, Chair

CHARLOTTE GARRIDO, Commissioner

Dana Daniels, Clerk of the Board

CHRISTINE ROLFES, Commissioner

Approved as to form:

Lisa Nickel, Deputy Prosecuting Attorney

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