

RELATING TO GROWTH MANAGEMENT, AMENDING THE COMPREHENSIVE PLAN TO ADDRESS THE GROWTH MANAGEMENT HEARINGS BOARD REMAND

BE IT ORDAINED:

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

- A. **General Regulation Reference.** Kitsap County is subject to the requirements of the Washington State Growth Management Act (GMA), Chapter 36.70A RCW.
- B. **Comprehensive Plan Update.** Kitsap County completed a periodic update to its Comprehensive through Ordinance 637-2024, adopted on December 2, 2024. This Plan was appealed to the Growth Management Hearings Board (GMHB) in *Futurewise et al. v. Kitsap County*, CPSCGMHB Case No. 25-3-0005c. A Final Decision and Order was issued on August 8, 2025, affirming parts of the Comprehensive Plan and remanding others.
- C. **Remand Timeline.** The Final Decision and Order established an initial compliance due date of February 4, 2026. Due to the complexity of the compliance activities, the County requested, and the GMHB granted, an extension to June 30, 2026.
- D. **PSRC Certification.** The Puget Sound Regional Council (PSRC) reviews and certifies local comprehensive plans. On August 28, 2025, PSRC conditionally certified the County's 2024 Comprehensive Plan, holding that while the Plan was consistent with most policies and strategies in Vision 2050, it needed additional work to address the GMHB remand, provide sufficient employment capacity, and include air quality policies.
- E. **Intent.** The purpose of this ordinance is to update the 2024 Comprehensive Plan, as adopted December 2, 2024, with revisions to the Land Use, Housing, and Transportation Chapters as well as to Appendix A – Housing Element Technical Analysis, consistent with the GMHB remand and PSRC Certification comments.
- F. **Public Participation.** Consistent with RCW 36.70A.140, KCC 21.08.050(D), and the State Environmental Policy Act (SEPA), and as further explained below, there has been early and continuous public participation in the review of the proposed amendments.
- G. **Statutory Compliance.** The Board finds that the amended Comprehensive Plan adopted in this Ordinance is consistent with the GMA, Kitsap County-wide Planning Policies (CPPs), Vision 2050, and other applicable requirements. In conducting its review of these amendments, Kitsap County has followed state law.

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

1 A. **Comprehensive Plan Update Components.** This Comprehensive Plan Remand update
2 includes adoption of the revised Comprehensive Plan with revisions to the Land Use, Housing,
3 and Transportation Chapters and Appendix A.
4

5 B. **General Public Participation and Outreach.** Consistent with the Growth Management Act,
6 the County held opportunities for public participation throughout the process. The County
7 kept a record of these public engagement opportunities along with their dates. Outreach can
8 be generally summarized as follows:
9

10 a. **Community Advisory Council (CAC) meetings.** County staff provided updates and
11 presentations to the Central Kitsap Community Council (CKCC) on April 1, 2026, and
12 Kingston Community Advisory Council (KCAC) on April 8, 2026.
13

14 b. **Internal Review Team.** To ensure internal consistency, the County requested input from
15 the Internal Review Team comprised of various departments within the County, including
16 Emergency Management, and Kitsap County Department of Community Development
17 including Community Planning, and Building and Fire Safety.
18

19 c. **Public Noticing.** Meetings and public comment periods were noticed through the
20 electronic GovDelivery system and via an updated Comprehensive Plan webpage. Proper
21 noticing procedures were followed for all public hearings and release of SEPA Documents
22 such as posting in the Kitsap Sun Newspaper and sending to the Ecology SEPA register.
23

24 d. **Project webpage.** Kitsap County utilized a dedicated webpage for the project. The
25 webpage provided an opportunity for the public to stay current with emerging issues and
26 events related to the Plan update, as well as provide comments, sign up for notifications,
27 and review draft documents.
28

29 e. **Planning Commission Briefings and Work Sessions.** The Planning Commission
30 conducted information sharing and work study sessions throughout the Plan update
31 process. All sessions were open to the public.
32

33 f. **Board of Commissioners Briefings and Work Sessions.** The Board of County
34 Commissioners conducted regular information sharing and work study sessions
35 throughout the Plan update process. All sessions were open to the public.
36

37 **Section 3. Substantive Findings related to the Comprehensive Plan.** The Board of County
38 Commissioners (Board) makes the following findings with respect to the updated Land Use,
39 Transportation, and Housing Chapters and the updated Appendix A.
40

41 A. **GMHB Remand Order.** Kitsap County's 2024 Comprehensive was remanded to the County by
42 the GMHB on August 8, 2025. The Remand Order identified the following deficiencies:
43

44 a. **Land Capacity for Housing.** Despite the difficulties in aligning incoming population and
45 housing targets, the Plan failed to identify sufficient capacity of land for housing for all

- 1 income groups and make adequate provisions for the existing and projected needs of all
- 2 economic segments of the community, in particular for the low, very low, extremely low,
- 3 and moderate-income levels of the County.
- 4
- 5 b. **Emergency/Evacuation Routes and Wildfire Planning.** The Land Use element failed to
- 6 identify multimodal emergency and evacuation routes and did not include planning tools
- 7 such as adoption of Wildland Urban Interface code or develop building and maintenance
- 8 standards consistent with the Firewise USA program.
- 9
- 10 B. **PSRC Certification Conditions.** PSRC provided the County with a Certification
- 11 Recommendation Report on August 28, 2025. The report identified the following deficiencies:
- 12
- 13 a. **GMHB Compliance.** The Plan failed to provide sufficient housing capacity for all
- 14 economic segments and address other Growth Management Hearings Board compliance
- 15 requirements.
- 16
- 17 b. **Capacity for Employment.** The Plan shows a deficit of employment capacity countywide
- 18 and in most individual urban unincorporated areas.
- 19
- 20 c. **Air Quality/Emissions.** The Transportation element did not include a policy to ensure all
- 21 federal and state air quality standards are met and that emissions of air toxics and
- 22 greenhouse gases are reduced.
- 23
- 24 C. **Amendments.** Per RCW 36.70A.110 and WAC 365-196-310, a Land Capacity Analysis (LCA)
- 25 is a necessary component of comprehensive planning as it quantifies the housing units,
- 26 population, and employment growth that can be accommodated within urban areas under
- 27 existing development regulations.
- 28
- 29 a. LCA methodology identifies future roads/right of way needs as a capacity deduction. This
- 30 deduction is intended to address future infrastructure needs by new development and
- 31 market conditions. Because under-utilized/redevelopable lands in urban areas are
- 32 typically already be served by established road networks, an adjustment to future
- 33 roads/rights-of-way for under-utilized/redevelopable properties from 20% to 5% was
- 34 made for all County Urban Growth Areas (UGAs). A series of specific LCA adjustments
- 35 informed by existing land use, assumed density changes, and access to infrastructure,
- 36 were made to each of the Kingston, Port Orchard, and Poulsbo UGAs. When
- 37 compounded, these adjustments revealed sufficient land capacity for housing for all
- 38 income groups and sufficient employment capacity across all County Urban Growth
- 39 Areas (UGAs). Results of these adjustments are shown with updated tables in the Land
- 40 Use Chapter and Appendix A. – Housing Element Technical Analysis.
- 41
- 42 b. Text Amendments to the Land Use, Transportation, and Housing chapters include
- 43 additional goals, policies, and strategies, and address the deficiencies identified by the
- 44 GMHB and PSRC regarding emergency/evacuation routes, wildfire planning, and air
- 45 quality/emissions.
- 46

47 **Section 4. Adoption.**

1 The Kitsap County Board of Commissioners, based on the foregoing findings, does hereby adopt
2 pursuant to the Growth Management Act, Chapter 36.70A RCW, and Article 11, Section 11 of the
3 Washington Constitution:

4 **A. Comprehensive Plan.** Amendments to the 2024 Comprehensive Plan attached hereto as
5 Attachments A and B and are incorporated herein by this reference.

6
7 **Section 5. Affordable Housing Funding and Incentives Workplan.** The County received review
8 comments from the Washington State Department of Commerce on the proposed Comprehensive
9 Plan amendments May 18, 2026. Commerce noted the County’s amendments show sufficient land
10 capacity for the County’s housing needs at all income levels, which was the remand issue from the
11 Growth Board. Additionally, Commerce provided a recommendation, based on another Growth
12 Board matter, that the County work to identify (i) the number of housing units likely to require
13 subsidies and/or incentives in order to be affordable to households at the designated income
14 levels, and (ii) the level of funding and/or incentives necessary to facilitate the development of such
15 units.

16
17 The recommendation was received at a time that did not allow sufficient opportunity for analysis,
18 public review, and implementation prior to the June 30, 2026 compliance deadline.

19
20 The County has developed a work plan to evaluate the Department of Commerce’s
21 recommendation.

22
23 **Section 6. Scrivener’s Error.** Should any amendment made to this Ordinance that was passed by
24 the Board during its deliberations inadvertently be left out of the final printed version of the plan,
25 maps, or code, the explicit action of the Board as discussed and passed shall prevail upon
26 subsequent review and verification by the Board and shall be corrected.

27
28 **Section 7. Severability.**

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

32
33 **Section 8. Effective Date.**

34 The effective date of this ordinance will be June 22, 2026.

Adopted this 22nd day of June 2026

ATTEST:



Marina Linville

Marina Linville, Interim Clerk of the Board

BOARD OF COUNTY COMMISSIONERS
Kitsap County, Washington

Oran Root

ORAN ROOT, Chair

Katherine T. Walters

KATHERINE T. WALTERS, Commissioner

Christine Rolfes

CHRISTINE ROLFES, Commissioner

Approved as to form:

Lisa Nickel

Lisa Nickel, Deputy Prosecuting Attorney

Attachments

Attachment A: 2024 Comprehensive Plan - Land Use, Transportation, and Housing Chapter Amendments

Attachment B: 2024 Comprehensive Plan - Appendix A. Amendments

ATTACHMENT A

2024 COMPREHENSIVE PLAN LAND USE, TRANSPORTATION, AND HOUSING CHAPTER AMENDMENTS

FINAL

Revised December 8, 2025
Ordinance 643-2025



Thank you!

Sincere thanks to the entire Kitsap County community for lending your time to participate, learn and provide invaluable feedback and perspective.

COUNTY COMMISSIONERS

Christine Rolfes
Charlotte Garrido
Katie Walters

COUNTY ADMINISTRATOR

Torie Brazitis

PLANNING COMMISSION

Aaron Murphy
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Joey Soller
Kari Kaltenborn-Corey
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Melissa Shumake
Cindy Read
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Heather Cleveland

CONSULTANT TEAM

Facet
LDC
Makers
Cascadia
Transpo Group
ECONorthwest

HISTORY

Date	Ordinance Number	Detail
12/2/2024	637-2024	Periodic Update
12/8/2025	643-2025	<ul style="list-style-type: none">• Addition Rural and Resource Lands Chapter• Updated Land Use Chapter to reflect addition• Corrected scrivener's errors• Updated for accessibility
xx/xx/2026	xxx-2026	<ul style="list-style-type: none">• Updated Appendix A., Land Use, and Housing Chapters with revised tables• Addition of new goals, policies, and strategies to the Land Use, Transportation, and Housing Chapters• Corrected scrivener's errors





SILVERDALE WA

CHAPTER 1

Land Use Element

Chapter 1 / Land Use Element

VISION

Kitsap's vision is for urban areas that are the region's centers for diverse employment and housing opportunities, all levels of education, and civic and cultural activities. The vision for rural areas and communities is the protection and enhancement of rural areas and natural resource lands, including preservation of places of natural beauty, working agriculture and timber lands, community identity, and rural character.

INTENT

The Land Use Element's intent is to direct the majority of growth toward urban areas, provide greater distinction between urban and rural areas, guide land use patterns to allow for the efficient provision of urban services such as sewers and transportation systems, preserve open space, recognize and preserve historical and archaeological resources, and ensure compatibility between adjacent zones.

The Land Use goals and policies recognize the County residents' desire for healthy urban areas that are the region's centers for diverse employment, housing opportunities, educational opportunities for K-12, technical training and college-level instruction, and civic and cultural activities. The goals and policies also recognize that rural areas and communities have unique historical characteristics, appearances, and functions that should be retained and enhanced. These rural issues are addressed in detail in the Rural and Resource Lands element. Natural resource activities, such as forestry, agriculture, and mining continue to contribute to the rural character and economy, and are also guided by goals and policies in this element and in the Rural and Resource Lands element.

GROWTH MANAGEMENT ACT REQUIREMENTS AND REGIONAL COORDINATION

The Washington State Growth Management Act (GMA) is the framework for all land use planning in the state and lays out the requirements for comprehensive plans and development regulations that implement the plans. The Land Use Element is a required element and must include:

- Distribution, general location, and extent of land for resource production, commerce, housing, recreation, public facilities, and other land uses;
- Population densities, building intensities, and future population growth estimates;
- Protection of groundwater;
- Environmental justice considerations;
- Promotion of physical activity and reduction of vehicle miles traveled;
- Stormwater provisions, including considerations for Puget Sound; and
- Tools to reduce wildfire risk.



As with the Comprehensive Plan as a whole, Land Use goals and policies must reflect the requirements of the GMA as outlined above, be consistent with Puget Sound Regional Council's (PSRC) VISION 2050 plan and its Multicounty Planning Policies (MPPs), and conform to the Countywide Planning Policies (CPPs) adopted by the Kitsap Regional Coordinating Council (KRCC).

Because land use planning intersects with so many other policy areas, the County maintains working relationships with local school districts, the Kitsap Public Health District, Kitsap Transit, local tribes, the Navy, local business organizations, and local social welfare non-profit groups.

RELATIONSHIP TO OTHER ELEMENTS

Land Use goals and policies in this element serve as the basis for the other comprehensive plan elements, including Economic Development; Environment; Housing; Transportation; Parks, Recreation, and Open Space; Capital Facilities and Utilities; Climate Change; and Rural and Resource Lands. Specifically impacted are urban and rural residential development; commercial development; industrial and business lands; open space; historic preservation; and drainage, flooding, and stormwater management.

BACKGROUND

The Land Use Element plays the central role of guiding land use patterns and decisions as well as decision-making processes for the unincorporated portions of Kitsap County. For rural and resource areas, land use patterns and development are also guided by the Rural and Resource Lands chapter. In keeping with state law, the County fulfills this responsibility of shaping land use primarily by regulatory means such as zoning, subdivision, critical areas, and shoreline ordinances.

The County and the cities within the County select a specific growth forecast through adoption of the CPPs. These County-level forecasts are distributed among the jurisdictions through a cooperative process. The Kitsap Regional Coordinating Council (KRCC) – composed of participating elected officials from the region's governmental entities – is the body charged with approving such allocations.

Based on the Puget Sound Regional Council's VISION 2050 and Regional Growth Strategy, the KRCC updated its growth targets for population and employment in 2022 through the CPPs. The CPPs established growth targets from 2020-2044. For purposes of this update, the targets were updated to 2022 from the 2020 census data using historic growth rates for better comparison with land capacity data. These targets are shown in Tables 1 and 2 below.

Table 1. Estimated Population Growth Targets 2022

UGA	Census Population 2020	CPP Targeted Growth 2020-2044	Adjusted Growth 2022-2044
Bremerton	10,105	2,762	2,544
Silverdale	19,675	9,896	9,442
Kingston	2,435	3,200	3,121
Poulsbo	528	1,065	1,054
Port Orchard	15,370	3,552	3,486
Central Kitsap	24,741	5,000	4,787
Rural	106,865	5,415	4,391
Total	179,719	30,890	28,825

Sources: Targets from the Countywide Planning Policies and extrapolated based upon historic growth patterns.

Table 2. Estimated Employment Growth Targets 2022-2044

UGA	Census Employment 2020	CPP Targeted Growth 2020-2044	Adjusted Growth 2022-2044
Bremerton	1,401	2,434	2,454
Silverdale	13,281	11,416	11,023
Kingston	1,077	1,400	1,343
Poulsbo	78	97	103
Port Orchard	2,683	1,500	1,429
Central Kitsap	3,985	1,470	1,380
Rural	22,896	2,301	2,150
Total	45,401	20,618	19,882

Sources: Targets from the Countywide Planning Policies and extrapolated based upon historic growth patterns.



Per the Kitsap CPPs, designated Urban Growth Areas (UGAs) are intended to accommodate at least 76 percent of the 20-year planning period's population growth, based on official population forecasts adopted by the Washington State Office of Financial Management (OFM). The existing urban/rural percentage split is 71 percent urban and 29 percent rural per the 2021~~0~~ Buildable Lands Report (BLR). In 2022, Kitsap County re-adopted residential growth projections through 2044 integrating the 76 percent urban/24 percent rural objective. Consequently, there's an increased emphasis to focus most growth into Kitsap County cities and unincorporated UGA areas.

To accommodate these growth targets, the Comprehensive Plan directs future residential and employment growth within the unincorporated portions of the County. Future population growth is accommodated by the capacity of residential units. The 2021 Buildable Land Report (BLR) established a methodology used by the KRCC cities and County to assess land capacity for residential and employment lands. Generally, this land capacity analysis uses the following steps to assess the capacity for lands with Kitsap's UGAs to accommodate population and employment growth. Please see the 2021 BLR for a detailed description of this methodology.

Population capacity is determined by:

- Analyzing the amount of land in each zone that allows residential units that is vacant or underutilized.
- Market factors and trends. This includes estimating how many units can be expected to develop on that land in the 20-year planning horizon based on historical patterns. This also assumes that a percentage of properties might not be developed due to property owner decision and financial conditions.
- Adjustments accounting for other land undevelopable for residential units due to critical areas and public facility and road needs.
- Assumed densities of future development by zone.
- Typical household size.

A similar method is used for employment capacity:

- Analyzing the amount of land in each zone that allows employment uses that is vacant or underutilized.
- Market factors and trends. This includes estimating how many units can be expected to develop on that land in the 20-year planning horizon based on historical patterns. This also assumes that a percentage of properties might not be developed due to property owner decision and financial conditions.
- Adjustments accounting for other land undevelopable for employment uses due to critical areas and public facility and road needs.
- Assumed lot coverage of future development by zone.

- Assumed square feet needed per employee based on employment use.

Using this methodology, the County and cities apply assumptions based on the local circumstances of their jurisdictions. For unincorporated Kitsap, assumptions were applied based on geographic limitations of the area, zoning, location within a regional or countywide center, state guidance, and/or countywide circumstances.

In developing its land capacity analysis for the preferred alternative, Kitsap applied different assumptions based upon major policy or regulation changes (e.g., greater densities and land use intensities in urban centers, greater critical area buffers and tree canopy requirements). The land capacity analysis, using these assumptions, determined the number of persons and jobs that could be accommodated. These capacities were then compared against the population and employment growth targets. These comparisons are shown by UGA in Tables 3 and 4 below. **Negative numbers (red text) indicate excess capacity while positive numbers (black text) indicate a shortage.**

Table 3. Comparison of Population Growth Targets to Land Capacity Analysis (Board Directed Preferred Alternatives)

UGA	Adjusted Growth 2022-2044	Land Capacity Preferred Alternative	Growth to Land Capacity Preferred Alternative 2022-2044
Bremerton	2,544	2,491 2,697	53 153
Silverdale	9,442	14,563 16,609	-5,121 7,167
Kingston	3,121	3,271 3,364	-150 243
Poulsbo	1,054	922 1,069	132 15
Port Orchard	3,486	3,643 3,814	-157 328
Central Kitsap	4,787	5,611 6,132	-824 1,345
Rural	4,391	4,391	0
Total	28,825	34,892 38,076	-6,067 9,251

Sources: Estimates updated from Countywide Planning Policies and Kitsap County's land capacity analysis.



Table 4. Comparison of Employment Growth Targets (2022-2044) to Land Capacity (Board Directed Preferred Alternatives)

UGA	Adjusted Growth 2022-2044	Land Capacity Preferred Alternative	Growth to Land Capacity Preferred Alternative 2022-2044
Bremerton	2,454	3,922 <u>4,037</u>	-1,468 <u>-1,583</u>
Silverdale	11,023	10,391 <u>11,188</u>	632 <u>165</u>
Kingston	1,343	801 <u>1,425</u>	542 <u>82</u>
Poulsbo	103	90 <u>104</u>	13 <u>1</u>
Port Orchard	1,429	1,106 <u>1,524</u>	323 <u>95</u>
Central Kitsap	1,380	1,276 <u>1,451</u>	104 <u>71</u>
Rural	2,150	2,150	n/a
Total	19,882	19,736 <u>21,879</u>	146 <u>1,997</u>

Sources: Estimates updated from Countywide Planning Policies and Kitsap County’s land capacity analysis.

KEY TERMS

Accessory Dwelling Units (ADU)– a dwelling unit located on the same lot as a single-family housing unit, duplex, triplex, townhome, or other housing unit. ADUs may be attached or detached.

Food deserts– areas where people have limited access to a variety of healthy and affordable food (USDA.gov)

Low-rise residential or apartments– buildings that are three stories or less. They are commonly served by stair access. They are also frequently referred to as walk-up apartments or garden apartments.

Middle housing– describes buildings that are compatible in scale, form, and character with single-family houses and contain two or more attached, stacked, or clustered homes including duplexes, triplexes, fourplexes, fiveplexes, sixplexes, townhouses, stacked flats, courtyard apartments, and cottage housing.

Mid-rise residential or apartments– buildings that are between four to eight stories and served by elevator access. They generally feature some form of structured parking (above and/or below grade).



Infill development– construction of buildings or other facilities on previously unused or underutilized land located within an existing urban area and typically surrounded by existing development.

Vehicle Miles Traveled (VMT)– a measure that calculates the sum of miles traveled by each vehicle over a defined period of time.

LAND USE AND ZONING DESIGNATIONS

Table 5 below illustrates the County’s Comprehensive Plan Land Use Designations and corresponding Implementing Zones. Detailed descriptions for each land use designation are in Tables 6, 7, and 8 later in the element.

Table 5. Comprehensive Plan Land Use Designations.

Comprehensive Plan Land Use Designation	Implementing Zones	Map Symbol	Density du = dwelling unit	
			Minimum	Maximum
Rural Residential	Rural Residential	<u>RR</u>	0	1 du/5 acres
Rural Protection	Rural Protection	<u>RP</u>	0	1 du/10 acres
Rural Wooded	Rural Wooded	<u>RW</u>	0	1 du/20 acres
Forest Resource Lands	Forest Resource Lands	<u>FRL</u>	0	1 du/40 acres
Mineral Resource Overlay	Mineral Resource Overlay	<u>MRO</u>	0	1 du/parcel
Urban Low-Density Residential	Urban Restricted	<u>UR</u>	1	5 du/1 acre
	Greenbelt	<u>GB</u>	1	4 du/1 acre
	Urban Low Residential	<u>UL</u>	5	9 14* du/1 acre
	Urban Cluster Residential	<u>UCR</u>	5	9 du/1 acre
Urban Medium-Density Residential	Urban Medium Residential	<u>UM</u>	10	30 du/1 acre
Urban High-Density Residential	Urban High Residential	<u>UH</u>	19	60 du/1 acre
Urban Low Intensity Mixed Use	Urban Village Center	<u>UVC</u>	10	no max
	Neighborhood Commercial	<u>NC</u>	10	30 du/1 acre
Urban High Intensity Mixed Use	Commercial	<u>C</u>	19	60 du/1 acre
	Regional Center	<u>RC</u>	19	no max
	Low Intensity Commercial	<u>LIC</u>	10	20 du/1 acre
Rural Commercial	Rural Commercial	<u>RCO</u>	0	1 du/parcel



Comprehensive Plan Land Use Designation	Implementing Zones	Map Symbol	Density du = dwelling unit	
			Minimum	Maximum
Urban Industrial	Business Center	BC	0	1 du/parcel
	Industrial	IND	0	1 du/parcel
Rural Industrial	Rural Industrial	RI	0	1 du/parcel
Public Facilities	Parks	P	0	1 du/parcel
Limited Area of More Intensive Rural Development (LAMIRD) Type I	Keyport Village Commercial	KVC	**	**
	Keyport Village Low Residential	KVLR	**	**
	Keyport Village Residential	KVR	**	**
	Manchester Village Commercial	MVC	**	**
	Manchester Village Low Residential	MVLR	**	**
	Manchester Village Residential	MVR	**	**
	Port Gamble Rural Historic Town Commercial	RHTC	**	**
	Port Gamble Rural Historic Town Residential	RHTR	**	**
	Port Gamble Rural Historic Waterfront	RHTW	**	**
	Suquamish Village Commercial	SVC	**	**
	Suquamish Village Low Residential	SVLR	**	**
Suquamish Village Residential	SVR	**	**	
Limited Area of More Intensive Rural Development (LAMIRD) Type III	Rural Employment Center	REC	0	1 du/parcel
	Twelve Trees Employment Center	TTEC	0	1 du/parcel

* 14 dwelling units/acre possible with middle housing types

** See KCC 17.420.056 Limited areas of more intensive rural development (LAMIRD) density and dimensions table.

Figure 1. Comprehensive Plan Land Use Map – Board of County Commissioner Direction Preferred Alternative

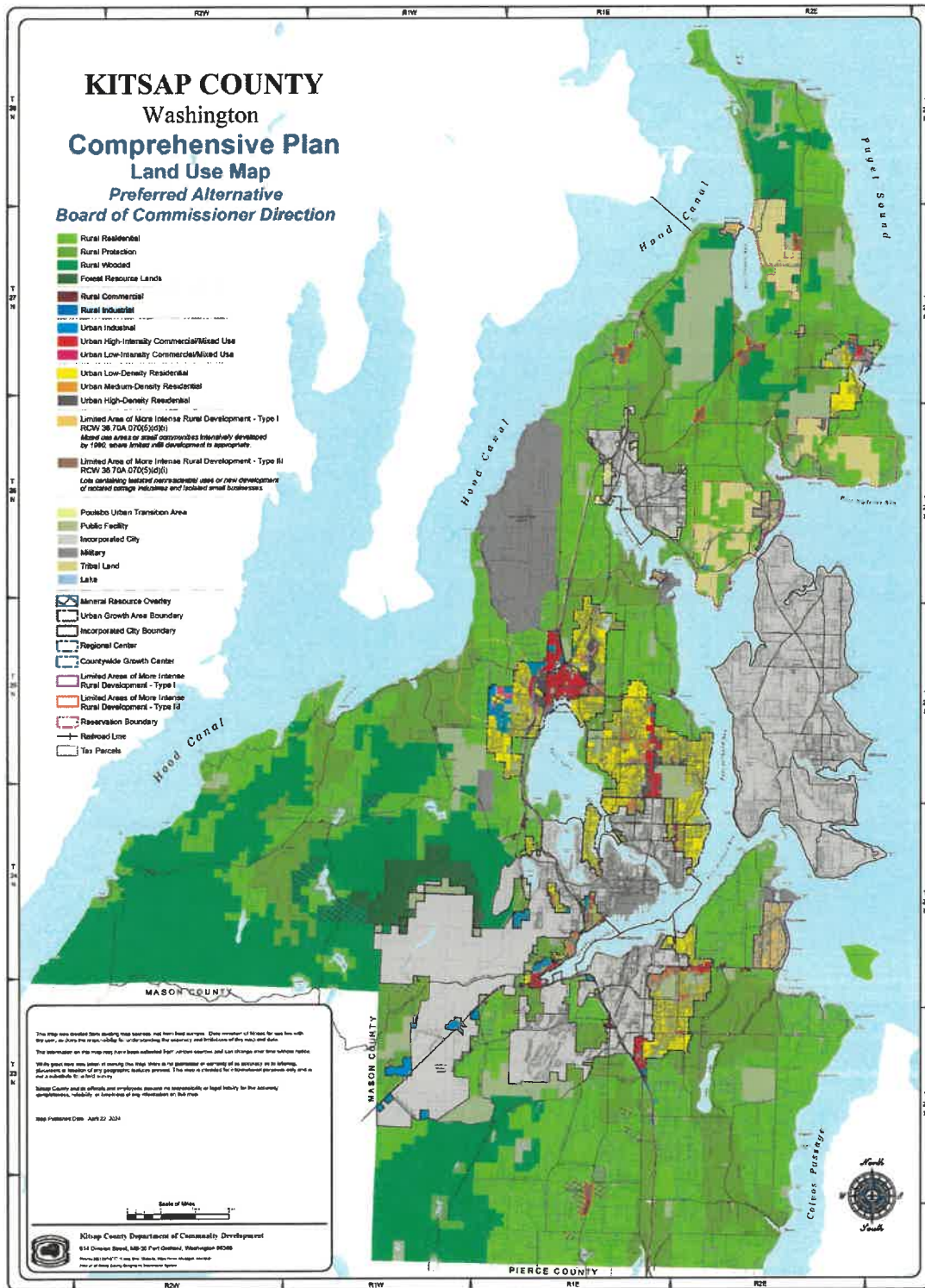
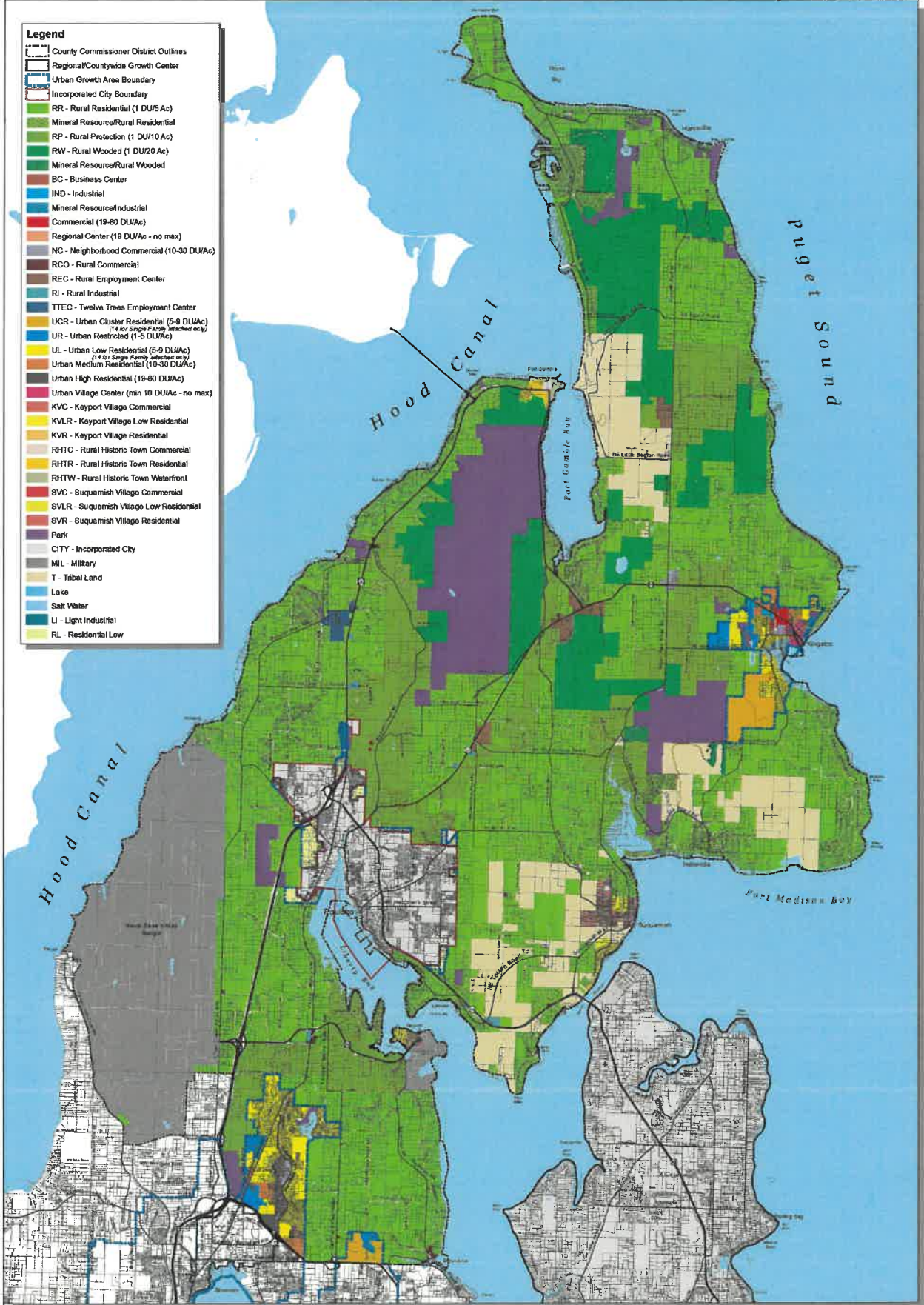


Figure 2. Commissioner District 1 (North Kitsap) Zoning Map – Board of County Commissioner Direction Preferred Alternative (next page)

Commissioner District 1 - North Kitsap Zoning

- Legend**
- County Commissioner District Outlines
 - Regional/Countywide Growth Center
 - Urban Growth Area Boundary
 - Incorporated City Boundary
 - RR - Rural Residential (1 DU/5Ac)
 - Mineral Resource/Rural Residential
 - RP - Rural Protection (1 DU/10Ac)
 - RW - Rural Wooded (1 DU/20Ac)
 - Mineral Resource/Rural Wooded
 - BC - Business Center
 - IND - Industrial
 - Mineral Resource/Industrial
 - Commercial (19-80 DU/Ac)
 - Regional Center (19 DU/Ac - no max)
 - NC - Neighborhood Commercial (10-30 DU/Ac)
 - RCO - Rural Commercial
 - REC - Rural Employment Center
 - RI - Rural Industrial
 - TTEC - Twelve Trees Employment Center
 - UCR - Urban Cluster Residential (5-9 DU/Ac)
(14 for Single Family attached only)
 - UR - Urban Restricted (1-5 DU/Ac)
 - UL - Urban Low Residential (5-9 DU/Ac)
(14 for Single Family attached only)
 - Urban Medium Residential (10-30 DU/Ac)
 - Urban High Residential (19-80 DU/Ac)
 - Urban Village Center (min 10 DU/Ac - no max)
 - KVC - Keyport Village Commercial
 - KVLR - Keyport Village Low Residential
 - KVR - Keyport Village Residential
 - RHTC - Rural Historic Town Commercial
 - RHTR - Rural Historic Town Residential
 - RHTW - Rural Historic Town Waterfront
 - SVC - Squamish Village Commercial
 - SVLR - Squamish Village Low Residential
 - SVR - Squamish Village Residential
 - Park
 - CITY - Incorporated City
 - MIL - Military
 - T - Tribal Land
 - Lake
 - Salt Water
 - LI - Light Industrial
 - RL - Residential Low



Preferred Alternative - Board of Commissioner Direction

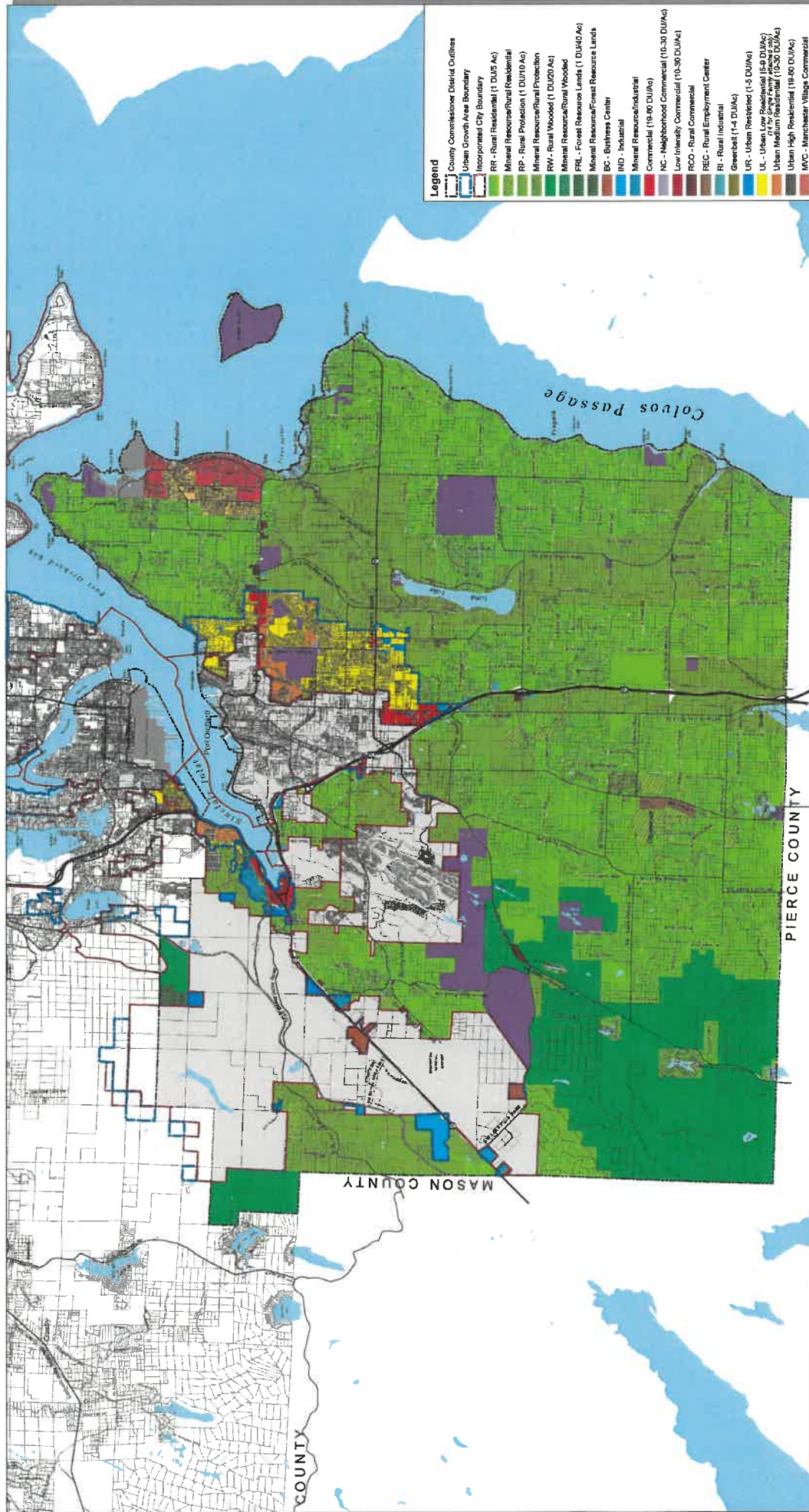
This map was prepared from existing maps, aerials, and other data sources. Kitsap County is not responsible for any errors or omissions on this map and does not warrant the accuracy of the information shown. The information on this map may have been collected from various sources and can change over time without notice. Kitsap County does not intend to be a guarantor of accuracy of this information as to zoning, boundaries, or other information shown. This map is intended for informational purposes only and is not a substitute for a deed or other legal document. Kitsap County and its employees and representatives assume no responsibility or legal liability for the accuracy or completeness of the information on this map. Map Published Date: April 2014



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Figure 3. Commissioner District 2(South Kitsap) Zoning Map – Board of County Commissioner Direction Preferred Alternative (next page)

Commissioner District 2 - South Kitsap Zoning



- Legend**
- County Commissioner District Outlines
 - Urban Growth Area Boundary
 - Incorporated City Boundary
 - RR - Rural Residential (1 DU/5 Ac)
 - MR - Mineral Resource/Rural Residential
 - RP - Rural Production (1 DU/10 Ac)
 - MRW - Mineral Resource/Rural Production
 - RW - Rural Wooded (1 DU/20 Ac)
 - MRW - Mineral Resource/Rural Wooded
 - FR - Forest Resource Lands (1 DU/40 Ac)
 - MR - Mineral Resource/Forest Resource Lands
 - BC - Business Center
 - IND - Industrial
 - Mineral Resource/Industrial
 - Commercial (19-60 DU/Ac)
 - NC - Neighborhood Commercial (10-30 DU/Ac)
 - Low Intensity Commercial (10-30 DU/Ac)
 - RCD - Rural Commercial
 - REC - Rural Employment Center
 - RI - Rural Industrial
 - Greenbelt (1-4 DU/Ac)
 - UR - Urban Residential (1-5 DU/Ac)
 - UL - Urban Low Residential (5-30 DU/Ac)
 - UL - Urban Low Residential (5-30 DU/Ac) 4:1 to 8:1 Slope From Above Only
 - URM - Urban Medium Residential (10-30 DU/Ac)
 - URH - Urban High Residential (18-40 DU/Ac)
 - MVC - Manchester Village Commercial
 - MVLR - Manchester Village Low Residential
 - MVLR - Manchester Village Residential
 - Park
 - CITY - Incorporated City
 - MIL - Military
 - Lake
 - Salt Water

Preferred Alternative - Board of Commissioner Direction



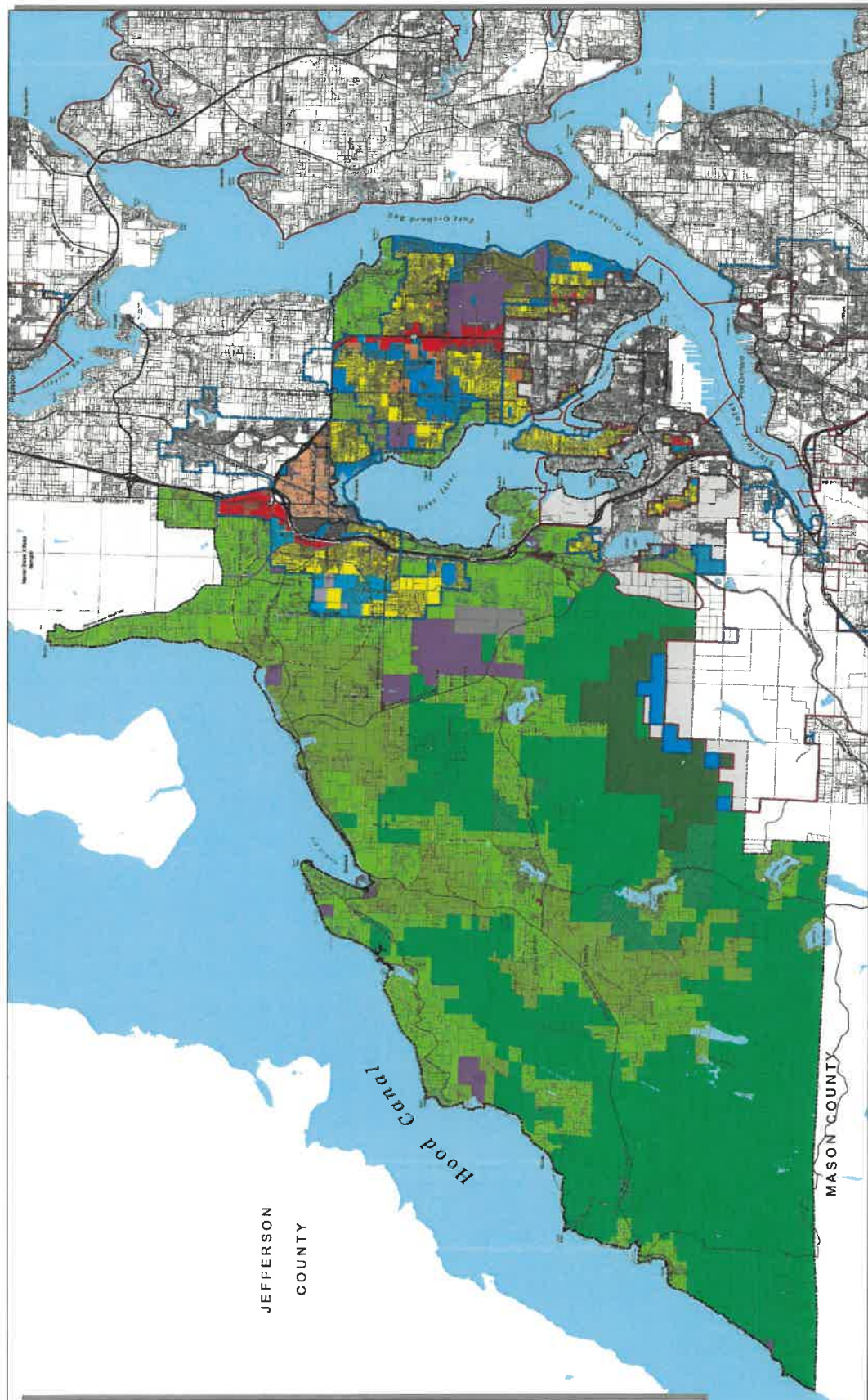
Kitsap County Department of Community Development
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Figure 4. Commissioner District 3 (Central Kitsap) Zoning Map – Board of County Commissioner Direction Preferred Alternative

Commissioner District 3 - Central Kitsap Zoning



Legend

[Symbol]	County Commissioner District Outlines
[Symbol]	Regional/Countywide Growth Center
[Symbol]	Urban Growth Area Boundary
[Symbol]	Incorporated City Boundary
[Symbol]	Airport Overlay Area
[Green]	RC - Rural Residential (1 DU/5 Ac)
[Light Green]	MR - Mineral Resource/Rural Residential
[Light Green]	RP - Rural Protection (1 DU/10 Ac)
[Light Green]	MR - Mineral Resource/Rural Protection
[Light Green]	RW - Rural Wooded (1 DU/20 Ac)
[Light Green]	MR - Mineral Resource/Rural Wooded
[Light Green]	FRL - Forest Resource Lands (1 DU/40 Ac)
[Light Green]	MR - Mineral Resource/Forest Resource Lands
[Light Green]	BC - Business Center
[Light Green]	IND - Industrial
[Light Green]	MR - Mineral Resource/Industrial
[Light Green]	Commercial (19-90 DU/Ac)
[Light Green]	Regional Center (19 DU/Ac - no max)
[Light Green]	NC - Neighborhood Commercial (10-30 DU/Ac)
[Light Green]	Low Intensity Commercial (10-30 DU/Ac)
[Light Green]	RCCO - Rural Commercial
[Light Green]	RI - Rural Industrial
[Light Green]	Greenbelt (1-4 DU/Ac)
[Light Green]	UCR - Urban Cluster Residential (5-9 DU/Ac)
[Light Green]	UR - Urban Residential (4 to 7 DU/Ac, all other uses)
[Light Green]	UL - Urban Low Residential (5-9 DU/Ac)
[Light Green]	UM - Urban Medium Residential (10-30 DU/Ac)
[Light Green]	UHR - Urban High Residential (19-90 DU/Ac)
[Light Green]	KVC - Keyport Village Commercial
[Light Green]	KVL - Keyport Village Low Residential
[Light Green]	KVR - Keyport Village Residential
[Light Green]	MVC - Manichewas Village Commercial
[Light Green]	MVL - Manichewas Village Low Residential
[Light Green]	MVR - Manichewas Village Residential
[Light Green]	SVC - Squamish Village Commercial
[Light Green]	SVL - Squamish Village Low Residential
[Light Green]	SVR - Squamish Village Residential
[Light Green]	Park
[Light Green]	CITY - Incorporated City
[Light Green]	MIL - Military
[Light Green]	T - Tribal Land
[Light Green]	Lake
[Light Green]	Salt Water
[Light Green]	RL - Residential Low

Preferred Alternative - Board of Commissioner Direction



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GENERAL LAND USE GOALS, POLICIES, AND STRATEGIES

Goal 1. Land use pattern

Establish a development pattern consistent with the County’s vision as expressed in the CPPs.

Land Use Policy 1.1. Designate the general distribution, location, and extent of the uses of land for housing, commerce, recreation, open spaces, public utilities and facilities, and other land uses.

Land Use Policy 1.2. Establish land use designations and densities as shown in Table 5.

Land Use Policy 1.3. Manage and maintain the County’s Official Zoning Map to ensure continued consistency with the Future Land Use Map (see Figure 1).

Land Use Policy 1.4. Implement land use designations through a clear regulatory process that ensures transparency, fairness, and predictability in the land development process.

Land Use Strategy 1.a. Review, and revise as necessary, permitting processes to ensure clarity for applicants, meet and exceed state standards for processing times, and create equitable opportunities for comment and engagement for the public.

What is the difference between zoning and future land use?

Goal 1 and the policies and strategies that implement it address the establishment of land use designations and the link between future land use and the zoning map.

The future land use map shows where general desired future land uses and densities should occur, as well as areas that are suitable for development versus areas that should be protected.

The zoning map and zoning regulations, which implement the comprehensive plan, are more specific. Multiple zones may implement a land use designation, while a single zone cannot implement multiple land use designations.

Land Use Goal 2. Capital facilities

Channel growth to areas where adequate services can be provided.

Land Use Policy 2.1. Coordinate capital facilities with land use planning.

Land Use Policy 2.2. Coordinate with local jurisdictions to determine what regional public facilities are or will be needed and how these facilities will be located to best serve the public.

Land Use Policy 2.3. Reduce stormwater runoff.

Land Use Strategy 2.a. Ensure that capital facilities plans and priorities match the future land use map and growth strategies.

Land Use Strategy 2.b. Develop agreements with adjacent cities and affected service providers to site joint facilities and share costs of development.

Land Use Strategy 2.c. Hold annual cross-jurisdictional meetings to identify potential facility needs.

Land Use Strategy 2.d. Encourage development of regional stormwater facilities.

Land Use Strategy 2.e. Ensure compliance with the current Stormwater Management Manual for Western Washington.

Land Use Goal 3. Full and equal access

Evaluate land use actions and decisions for their impact on the provision of full and equal access to opportunities and resources for all residents, regardless of identity, community, or socioeconomic circumstances.

Land Use Policy 3.1. Update development regulations to reflect equitable land use planning and incorporate land use development and planning requirements informed by a full public process.

Land Use Strategy 3.a. Explore racial equity assessment tools (e.g., Racial Equity Impact Assessment Toolkit from Race Forward) to evaluate development regulation update proposals.

Land Use Strategy 3.b. Expand community outreach strategies to vulnerable populations in the development of regulation updates.

Land Use Goal 4. Property rights

Balance community rights for health, safety, and conservation of resources with the rights of private property owners in development regulations.

Land Use Policy 4.1. Review and retain regulations that serve to protect the public welfare, health, and safety.

Land Use Policy 4.2. Property owners are to be protected from arbitrary and capricious land use decisions and actions.

Land Use Policy 4.3. Require new development within UGAs to be served by urban levels of sewer and water.

Land Use Policy 4.4. New urban services and facilities shall be limited to UGAs, unless service extension is necessary to respond to a documented public health hazard caused by existing development which cannot otherwise reasonably be remedied.



Land Use Strategy 4.a. Compensation at fair market value shall be paid when property is taken wholly for public purposes.

Land Use Strategy 4.b. Evaluate proposals through a lens that clearly outlines the community rights that are affected as well as private property rights.

Land Use Strategy 4.c. Convene a stakeholder group to review Boundary Line Adjustment code.

Land Use Goal 5. Compatibility with Naval Base Kitsap

Implement the strategies and recommendations of the 2015 Naval Base Kitsap Joint Land Use Study (JLUS).

Land Use Policy 5.1. Discourage the siting of incompatible uses near military bases that would affect the installations' military readiness or proposed future expansion.

Land Use Policy 5.2. Establish a list of recognized military "centers."

Land Use Policy 5.3. Recognize and consider the Manchester Fuel Depot freight route when new development and traffic improvements are proposed.

Land Use Policy 5.4. Coordinate with the Navy when infrastructure is contemplated that would induce incompatible growth near installations.

Land Use Strategy 5.a. Consider adopting overlay zones to prevent incompatible uses near installations.

Land Use Strategy 5.b. Commanding officers of military installations or their designees shall be notified any time development regulations or other planning actions that would affect properties surrounding the site are proposed to be changed.

Land Use Goal 6. Health and quality of life

Promote health and quality of life in the built environment.

Land Use Policy 6.1. Understand the impacts of land use decisions through such models as the social determinants of health (SDOH) approach, inclusive of income, housing, and transportation, to improve health outcomes.

Land Use Policy 6.2. Actively integrate amenities such as open space, trails, plazas, pedestrian features, tree canopies, and wildlife corridors within urban growth areas.

Land Use Policy 6.3. Plan for and implement an expanded network of trails.

Land Use Policy 6.4. Link non-motorized planning requirements to land use planning decisions.

Land Use Policy 6.5. Actively seek new opportunities for public waterfront access, especially in support of the Kitsap Peninsula Water Trails system, while preserving existing public waterfront access.

Land Use Policy 6.6. Encourage land use that removes barriers to expansion of medical and health care opportunities, student housing, access to services for seniors, and underserved communities.

Land Use Strategy 6.a. Adopt, review, and update as necessary requirements and incentives for developments to provide facilities that promote active living in new residential developments.

Land Use Strategy 6.b. Participate in a leadership role in discussions of the Kitsap Health Care Continuum.

Land Use Strategy 6.c. Support grant funding to help subsidize student housing for health care education.

Land Use Goal 7. Historic, archaeological, and cultural resources

Preserve and celebrate historic, archaeological, and cultural resources.

Land Use Policy 7.1. Establish procedures to preserve significant historic, archaeological, and cultural resources.

Land Use Policy 7.2. Engage with affected tribes and the Department of Archaeology and Historic Preservation on development proposals that may have impacts to cultural and historic resources.

Land Use Strategy 7.a. Inventory cultural resources throughout Kitsap County to be preserved by coordinating with local historical organizations, tribal governments, and Washington State Department of Archaeology and Historic Preservation.

Land Use Strategy 7.b. Consider the need for pre-ground disturbance site investigations for sites where predictive model show cultural resources are likely or when requested by affected Native American Tribes and Nations.

Land Use Strategy 7.c. Explore development of a historic preservation ordinance that grants the County status as a Certified Local Government.

Land Use Strategy 7.d. Explore grant funding available to Certified Local Governments to produce a historic preservation plan that will prioritize future preservation grant efforts.



Land Use Goal 8. Food security, systems, and production

Promote food security, food systems, local food production, and public health by encouraging locally based food production, distribution, and choice.

Land Use Policy 8.1. Promote inter-agency and intergovernmental cooperation to expand community gardening opportunities.

Land Use Policy 8.2. Support the development and adoption of joint-use agreements on publicly owned sites or institutional facilities to allow gardens, distribution, and sales.

Land Use Policy 8.3. Prioritize underserved communities, including communities with food deserts, as areas for potential locations for community gardens, farmers markets, and local food access programs.

Land Use Strategy 8.a. Adopt initiatives that will enhance urban and rural agriculture, community gardens, farmers markets, and food access.

Land Use Strategy 8.b. Consider allowing alternative retail models including pop-ups and mobile markets.

Land Use Goal 9. Airport compatibility

Ensure that land use decisions comport with Growth Management Act requirements concerning general aviation airports.

Land Use Policy 9.1. Discourage the siting of incompatible uses near airports.

Land Use Policy 9.2. Land use decisions near or within the operating envelope of an airport must not compromise air safety.

Land Use Policy 9.3. Consult with the owners and operators of general aviation airports prior to changing comprehensive plan or development regulations that may affect their use.

Land Use Strategy 9.a. Require notice to title for uses within 800 feet of airports, related operations, and aviation (aircraft navigation) easements.

Land Use Strategy 9.b. Establish an airport overlay adjacent to the Apex Airpark and discuss future limitations on development acknowledging state and federal guidance.

Land Use Goal 10. Wildfire Planning and Evacuation

Protect residents, property, and critical facilities from wildfire and other hazards through proactive land use planning, hazard mitigation, and coordinated emergency management.

Land Use Policy 10.1. Adopt and apply recognized wildfire risk-reduction frameworks.

Land Use Policy 10.2. Direct growth away from wildfire hazard areas as determined by DNR or as shown in Wildland-Urban Interface mapping.

Land Use Policy 10.3. Ensure safe siting of critical facilities.

Land Use Policy 10.4. Continue to use and improve existing multimodal evacuation procedures and planning for evacuations due to wildfires and other disasters and emergencies.

Land Use Strategy 10.a. Use final state Department of Natural Resource maps for wildfire risk to update zoning and building code provisions, consistent with accepted programs to reduce wildfire risk including the state and international Wildland-Urban Interface codes.

Land Use Strategy 10.b. Continue to promote and enforce county development regulations regarding fire access and water supplies, as well as the state Wildland-Urban Interface Code when adopted.

Land Use Strategy 10.c. Review and develop defensible space regulations consistent with local circumstances.

Land Use Strategy 10.d. Promote Firewise USA certification for neighborhoods located in wildfire-prone areas.

Land Use Strategy 10.e. Prioritize infill and redevelopment in areas of lower wildfire risk to reduce development pressure on the wildland-urban interface.

Land Use Strategy 10.f. Develop and apply hazard siting criteria in planning and permitting to prevent placement of critical facilities in high-risk areas.

Land Use Strategy 10.g. At time of land use permit review, require mitigation measures such as defensible space, redundant access, and emergency water supply when critical facilities must be located in hazard areas.

Land Use Strategy 10.h. Develop and apply hazard siting criteria in planning and permitting to prevent placement of critical facilities in high-risk areas.

Land Use Strategy 10.i. In accordance with Climate Change Policy 1.3 and its associated strategies, emergency evacuation procedures including safe evacuation routes and arrival destinations shall be established and coordinated with future planning for land use and development.

Land Use Strategy 10.j. Ensure that future multimodal evacuation procedures and planning remain consistent with the Wildland-Urban Interface Chief's Guide, 2nd Edition, or as subsequently amended.

Land Use Strategy 10.k. Monitor amendments to the adopted state Wildland-Urban Interface Code, and review and update the County's comprehensive plan and development regulations as necessary.

Land Use Strategy 10.l. Maintain and enhance collaboration and coordination between the County Departments of Emergency Management and Information Technology, law enforcement agencies, and fire districts on emergency evacuation planning.



Land Use Strategy 10.m. In emergencies, utilize real-time information and data sources to build timely, appropriate real-time evacuation routes given the individual situations and dynamics of wildfires and other emergencies, including evaluation of ingress and egress points, capacity of routes for anticipated traffic, and potential evacuation destinations.

Land Use Strategy 10.n. Continue to utilize and improve the County's automated emergency alert system to mass notify cell phones, push alerts, and provide official notifications based on the "Ready, Set, Go" evacuation levels for wildfires and other emergencies.

URBAN AREA BACKGROUND

Washington State’s GMA requires that counties encourage urban growth in urban areas where adequate public facilities and services exist or can be provided in an efficient manner. GMA defines “Urban Growth” as growth that makes intensive use of land for the location of denser population, buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands. This is achieved through the designation of UGAs.

UGAs are to be sized so that the broad range of needs and uses associated with urban growth are accommodated for over the twenty-year planning horizon. This includes non-residential uses such as medical, governmental, institutional, commercial, service, retail uses, and open spaces, as well as urban densities of housing. This sizing is calculated based on the land capacity analysis which was outlined in the background of this element.

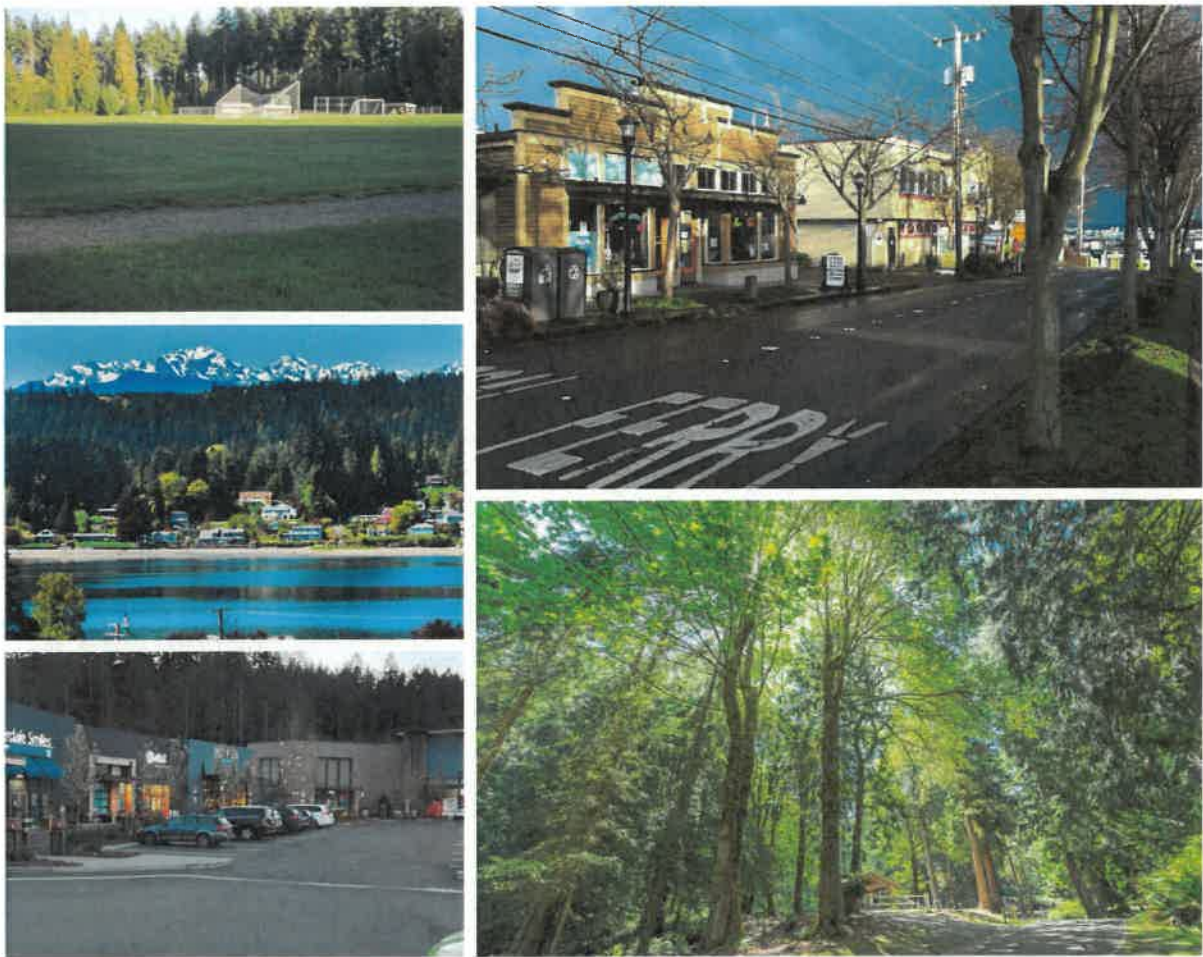
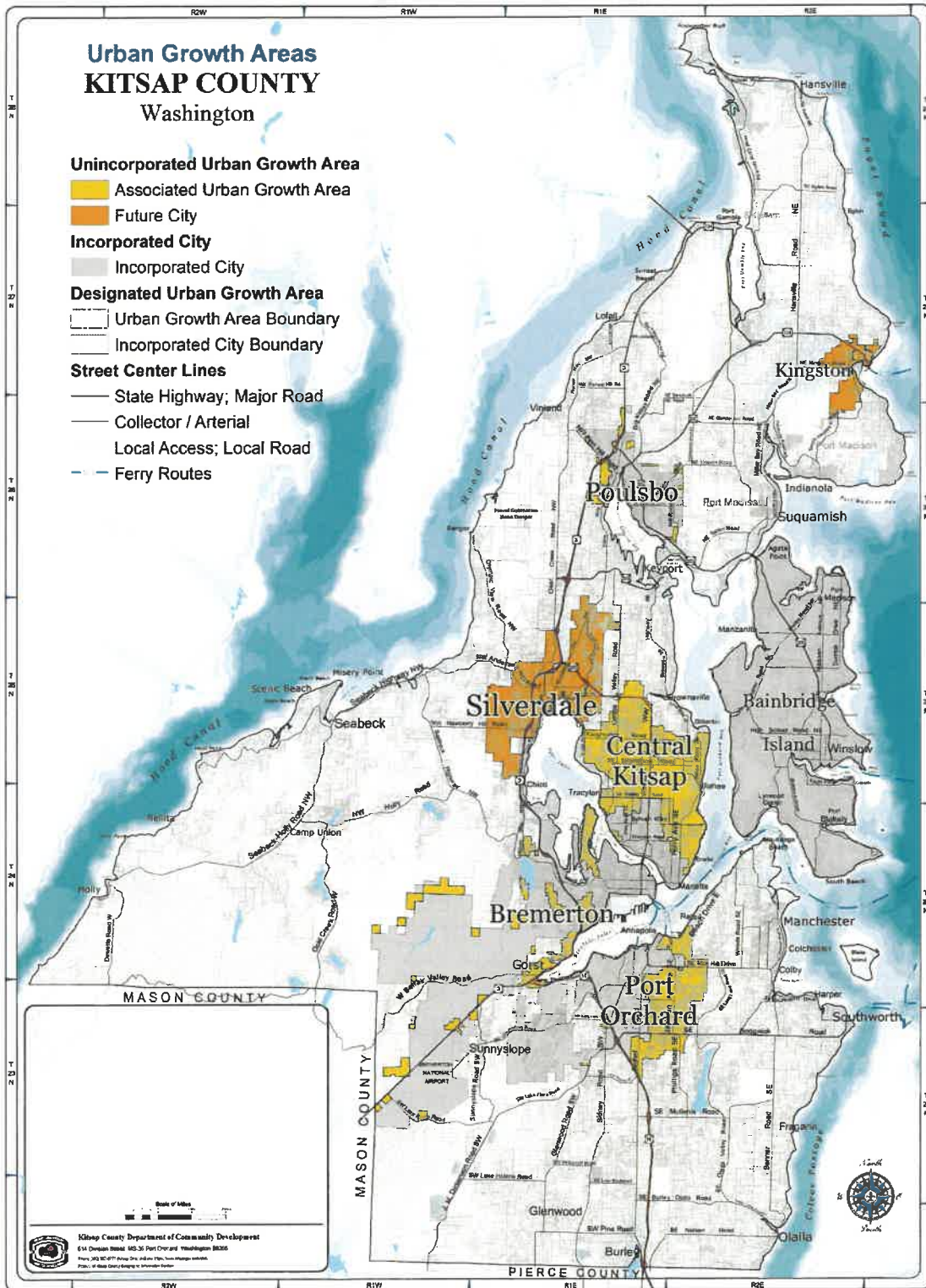


Figure 5. Urban Growth Areas Map – Board of County Commissioner Direction Preferred Alternative



URBAN DESIGNATIONS

Table 6. Kitsap County's Urban Land Use Designations and Associated Zoning

Urban Low-Density Residential
<p>This designation provides for a mix of low-density residential uses that are appropriate for urban level densities but are either further away from transit and commercial services than the Urban Medium or Urban High-Density Residential, and/or include regulated environmentally critical areas. Primary uses include single-family dwellings and middle housing types (duplexes, triplexes, townhouses, cottage housing, and accessory dwelling units). Implementing zones include:</p> <ul style="list-style-type: none"> • Urban Restricted (2646 acres) • Greenbelt (545 acres) • Urban Low Residential (9316 acres) <p style="text-align: center;">Urban Cluster Residential (504 acres)</p>
Urban Medium-Density Residential
<p>This designation provides for a mix of middle housing types and low-rise multifamily residential uses on lands suitable for this level of urban development. This designation accommodates development that serves as a transitional buffer between lower density zones and high density/intensity zones. Development is required to occur at densities that make efficient use of public investments in infrastructure, facilitate public transit, and promote pedestrian and other non- motorized transportation. This designation is appropriate in areas near commercial services and/or transit.</p> <ul style="list-style-type: none"> • The implementing zone is: • Urban Medium Residential (1150 acres)
Urban High-Density Residential
<p>This designation provides for low- and mid-rise multifamily residential uses on lands suitable for this level of urban development. This designation requires development at densities that make efficient use of public investments in infrastructure, facilitate public transit, and promote pedestrian and other non-motorized transportation. Primary uses include low-rise and mid-rise apartments. This designation is appropriate in areas within walking distance of commercial services and/or transit.</p> <ul style="list-style-type: none"> • The implementing zone is: • Urban High Residential (554 acres)



Urban Low-Intensity Commercial/Mixed-Use

This designation provides for commercial uses serving residential neighborhoods and small- to medium-scale mixed-use development. Primary commercial uses include those serving quick stop shopping needs. Examples include but are not limited to supermarkets, drug stores, restaurants, laundry and dry-cleaning establishments, branch banks, and professional offices. Primary residential uses include middle housing types and low-rise apartments. This designation is appropriate in centralized areas that serve surrounding residential neighborhoods or in gateway areas along arterial roadways, but adjacent to low density residential areas.

- Implementing zones include:
- Neighborhood Commercial (247 acres)
- Urban Village Center (66 acres)

Urban High-Intensity Commercial/Mixed-Use

This designation provides for a mix of larger commercial and mixed-use centers, including commercial uses that require large sites and draw customers at the community and regional scale. Both a vertical and horizontal mix of commercial and residential uses are encouraged. Primary commercial uses include, but are not limited to, superstores, department stores, automotive parts and sales, home improvement stores, hotels and motels, and restaurants. Primary residential uses include low and mid-rise apartments. The implementing zones include:

- Commercial (1309 acres)
- Regional Center (702 acres)
- Low Intensity Commercial (73 acres)

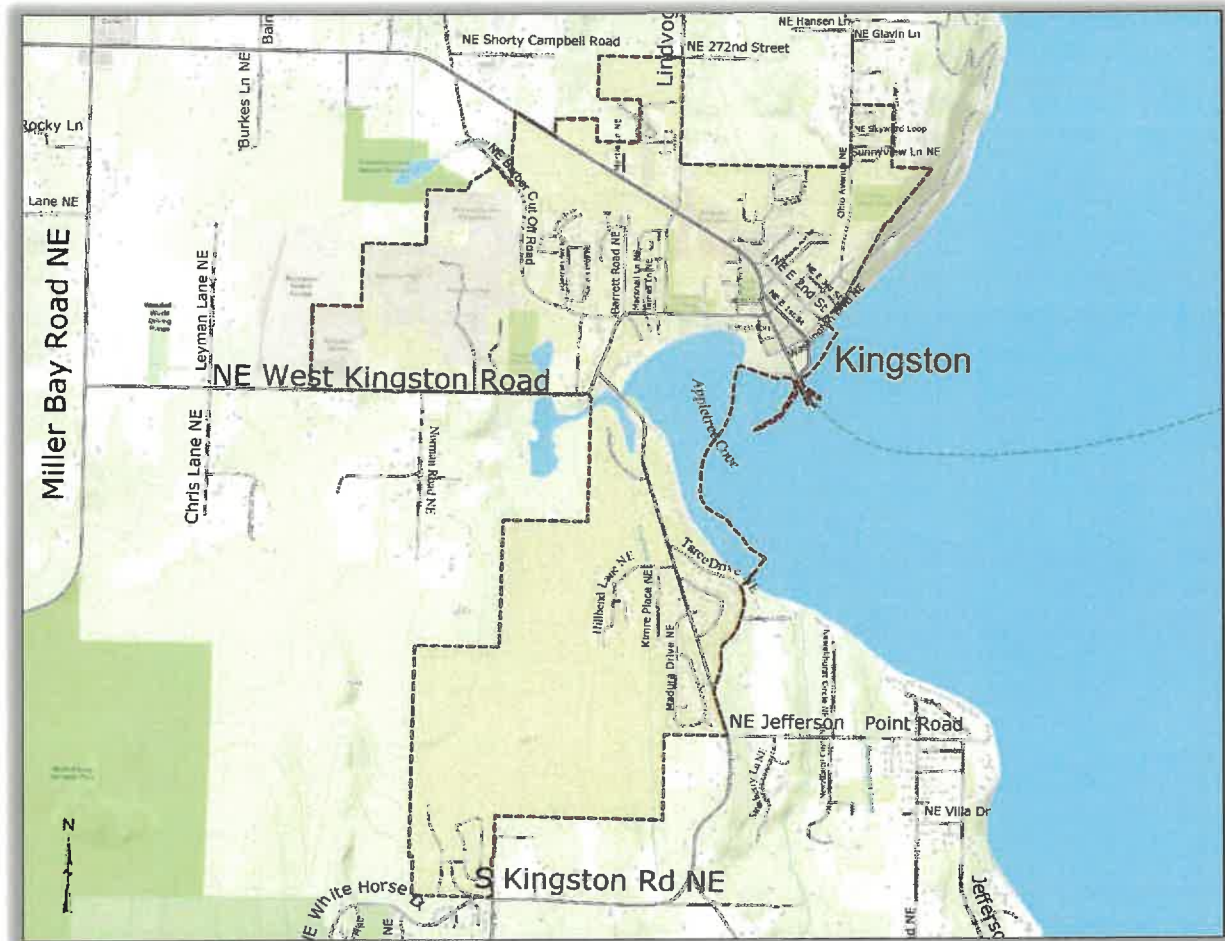
Urban Industrial

This designation provides for a mix of industrial and business uses such as light manufacturing, hi-tech, warehousing, biotech, business parks, higher education institutions, equipment, and vehicle repair, as well as heavy industrial activities and those requiring access to major transportation corridors.

- Implementing zones include:
- Business Center (204 acres)
- Industrial (818 acres)

URBAN GROWTH AREAS

Figure 6. Kingston UGA Boundary – Board of County Commissioners Direction Preferred Alternative



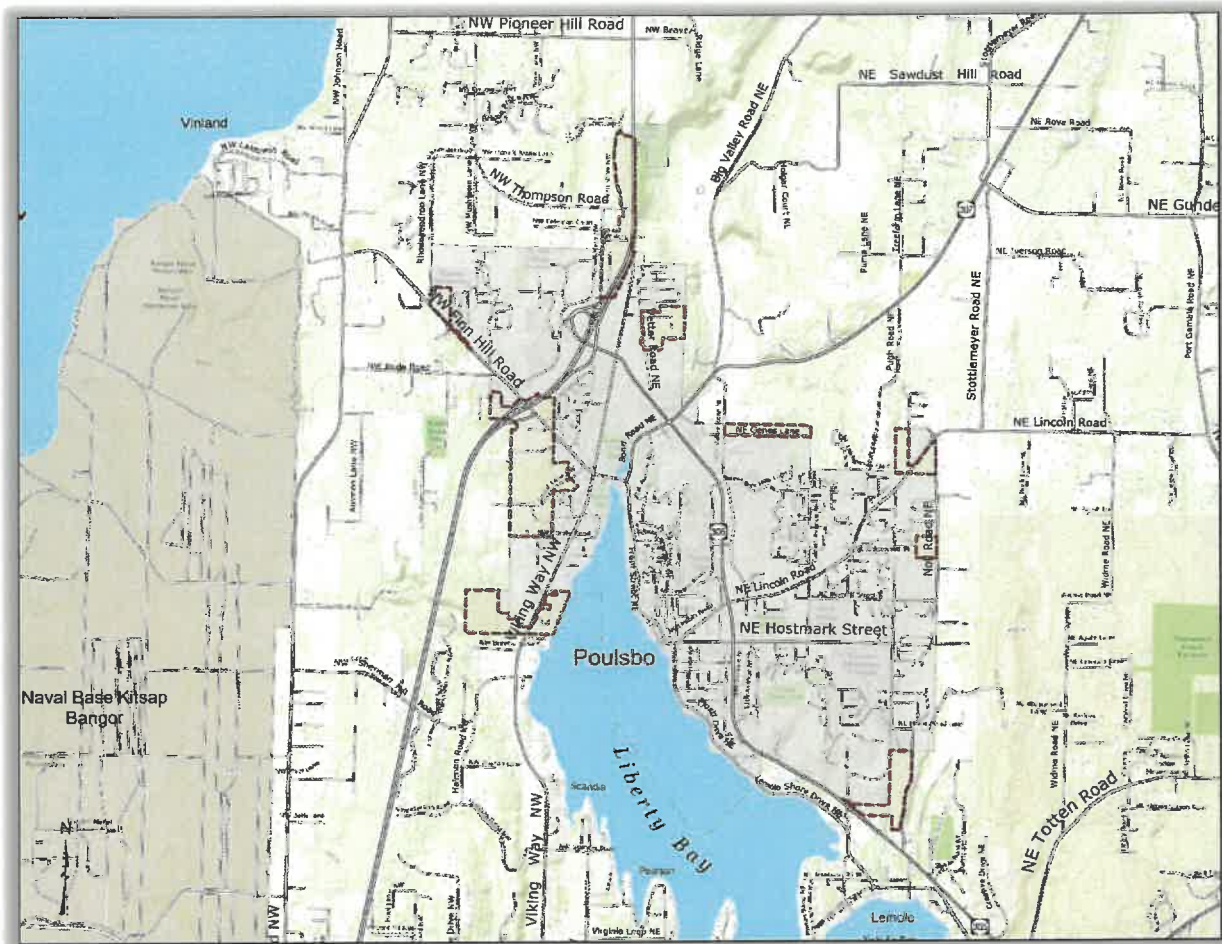
Kingston UGA

The Kingston UGA (shown in Figure 6) includes the unincorporated community of Kingston and is located in the northern portion of the County adjacent to Puget Sound. The UGA is approximately 1,271 acres in size. The UGA includes the Kingston Countywide Center that consists of the Kingston old town, which has a small-town character with small-scale commercial uses, and a predominantly commercial area to the northwest. The remainder of the UGA is primarily single-family residential development. The UGA remains unassociated without a contiguous incorporated jurisdiction. The community will explore incorporation during the planning period but may be limited by population and revenue opportunities. Kitsap County expects to continue to be the provider of planning and urban services for this area. Goals and policies related to Kingston can be found in the Kingston Subarea Plan.

Washington State Ferries and Kitsap Transit fast ferries both connect Kingston to the east side of Puget Sound, and this increased access has increased development pressure on Kingston.



Figure 7. Poulsbo UGA Boundary – Board of County Commissioners Direction Preferred Alternative

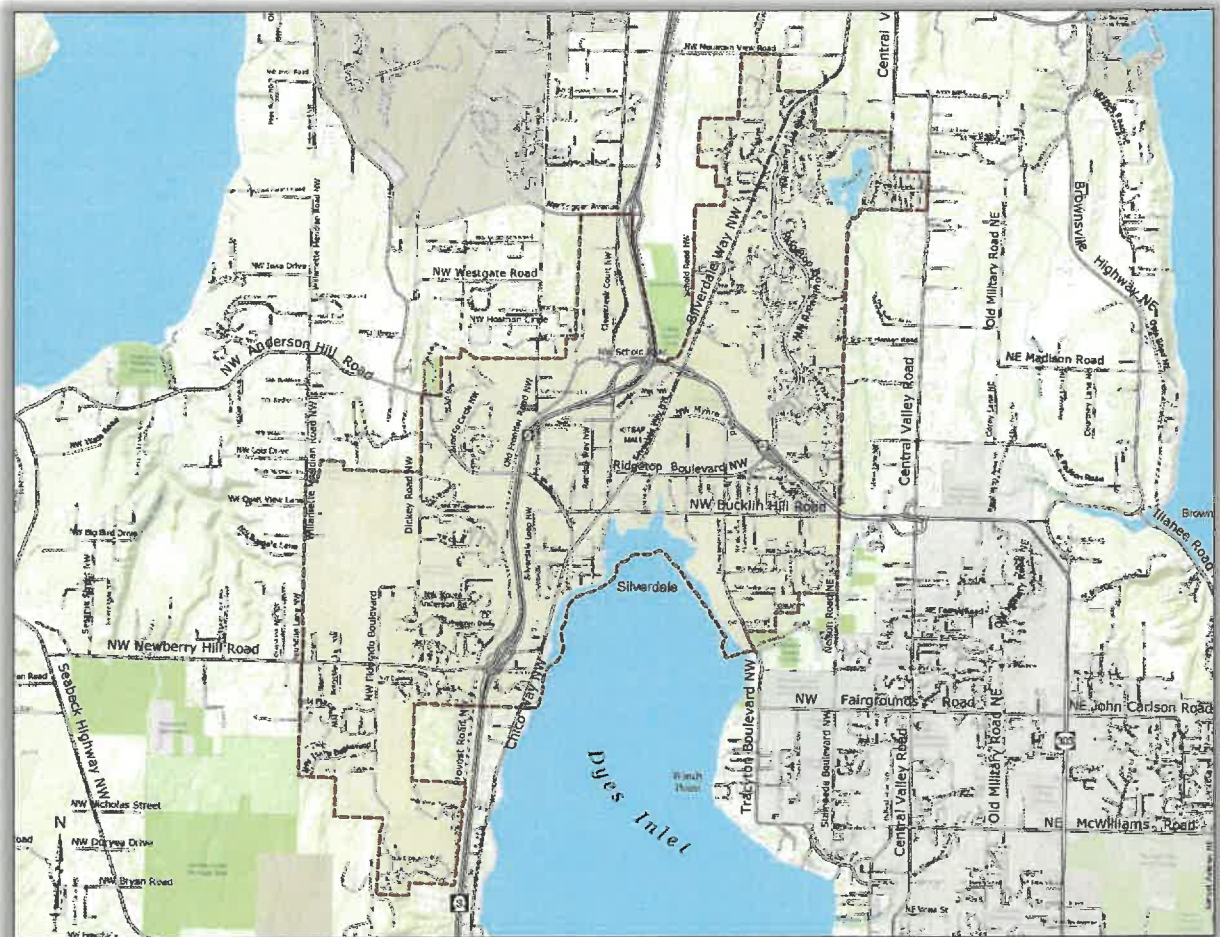


Poulsbo UGA

The City of Poulsbo is located along Liberty Bay about 11 miles southwest of Kingston. The Poulsbo UGA (shown in Figure 7) includes several unincorporated areas adjacent to the City of Poulsbo, totaling approximately 410 acres in size. The unincorporated UGA has a suburban character of predominantly single-family residential development. Many areas of the UGA have views of Liberty Bay and the Olympic Mountains.

The Poulsbo UGA was associated with the City of Poulsbo with the adoption of the Poulsbo Subarea Plan in 2002. To ensure consistent development patterns between those properties inside the City and those inside the unincorporated UGA, the City and County adopted an interlocal agreement to address development regulations within the unincorporated UGA. Through this agreement, the City's zoning and subdivision regulations apply to the development of properties within the unincorporated UGA. Updates to this agreement to simplify and streamline permit processing within the UGA are currently being discussed by the jurisdictions.

Figure 8. Silverdale UGA Boundary – Board of County Commissioners Direction Preferred Alternative



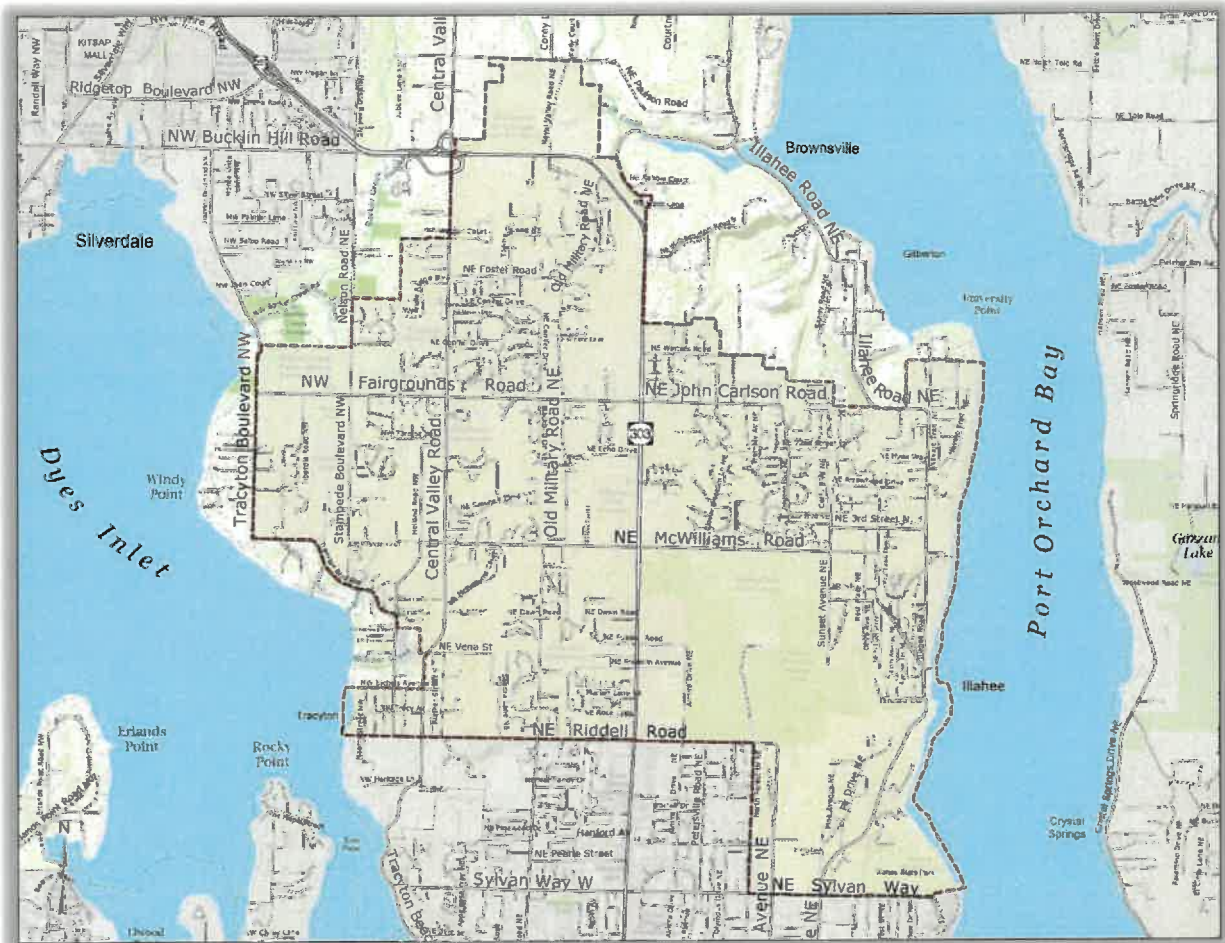
Silverdale UGA

The Silverdale UGA (shown in Figure 8) is composed of the unincorporated community of Silverdale and is located predominantly to the north and west of the northern portion of Dyes Inlet. It includes approximately 5,642 acres. The Silverdale UGA includes a downtown area with a regional commercial center, a historic Old Town, and a mix of medical, retail, and service uses. The UGA also includes limited industrial areas. Outside of the downtown, the UGA has a suburban character with predominantly single-family residential uses.

Silverdale is designated as a “Regional Growth Center” by the Puget Sound Regional Council (PSRC). But the boundaries of this designation focus on the downtown vicinity. Residents of the Silverdale UGA have discussed incorporation at different times over the past 20 years. As incorporation is a common manner to address capital facilities and planning for urban areas, Kitsap County will coordinate and cooperate in future discussions of the incorporation of the Silverdale UGA. Goals and policies specifically related to Silverdale can be found in the Silverdale Subarea Plan.



Figure 9. Central Kitsap UGA Boundary – Board of County Commissioners Direction Preferred Alternative

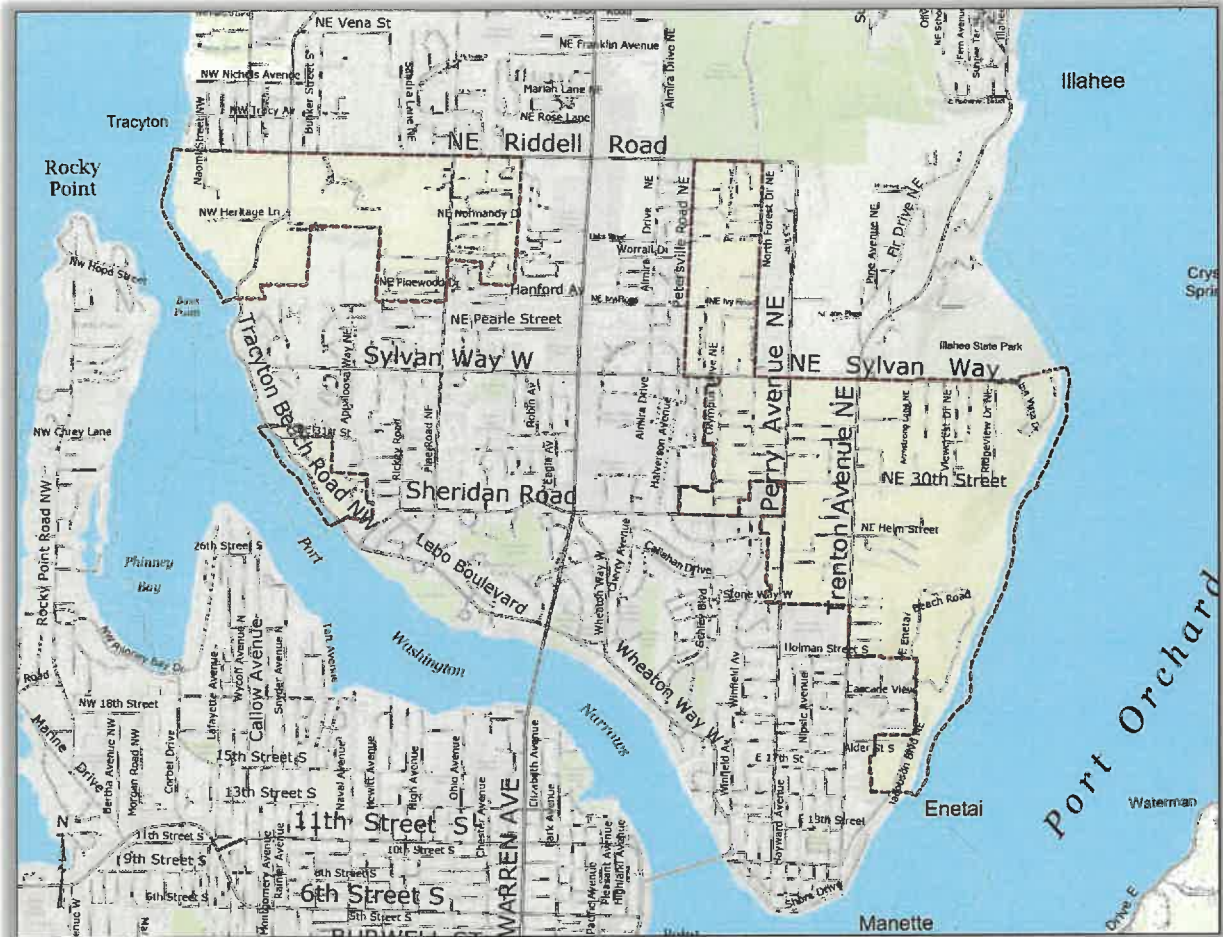


Central Kitsap UGA

The Central Kitsap UGA (shown in Figure 9) is located between Dyes Inlet to the west and Port Orchard Bay to the east and is generally southeast of the Silverdale UGA and north of the City of Bremerton and its UGAs. The Central Kitsap UGA includes approximately 5,575 acres. It has a predominantly suburban single-family character, with commercial uses concentrated primarily along SR 303 and some multi-family residential uses. The UGA includes the Illahee community and the McWilliams/SR 303 Countywide Center. The Central Kitsap UGA is associated with the City of Bremerton.

The City of Bremerton, through its adopted comprehensive plan and water system plan, has shown interest in the future annexation of this UGA. Any annexation of the area should include discussion of provision of urban services and revenue sharing. The close proximity of this UGA to the Bremerton East UGA requires coordination of planning between these two urban areas.

Figure 10. Bremerton East UGA Boundary – Board of County Commissioners Direction Preferred Alternative

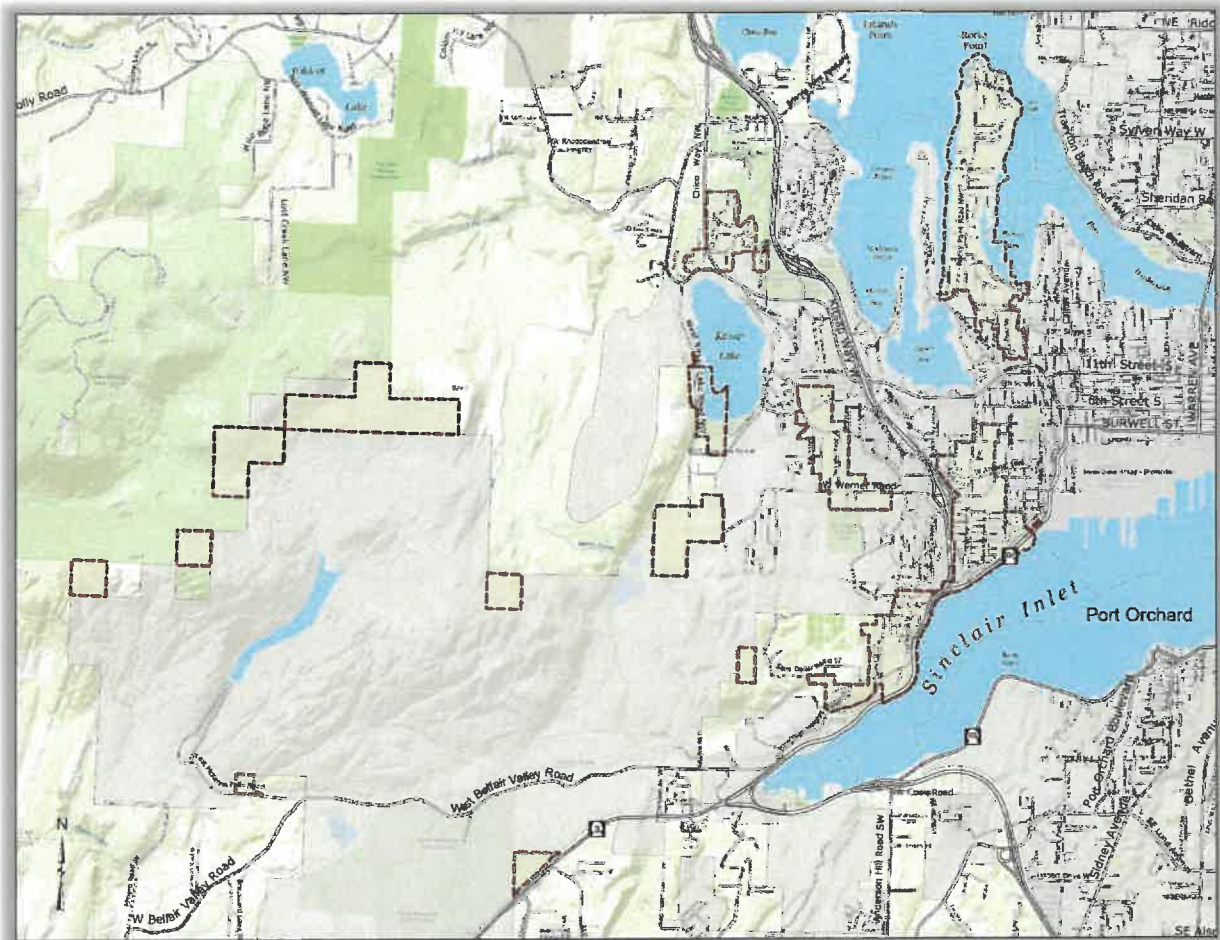


Bremerton East UGA

The Bremerton East UGA (shown in Figure 10) includes two unincorporated areas located adjacent to the eastern portion of the City of Bremerton. The two UGAs are located between the Central Kitsap UGA and city boundaries, and total approximately 1,094 acres. The Bremerton East UGA is primarily suburban in character, with most of its land in single-family residential use and some commercial development along the SR 303 corridor. The Bremerton East UGA was associated with the City of Bremerton in the adoption of the 1998 Comprehensive Plan. Through future annexations, it is expected that much of this UGA will become part of the City over the next 20 years.



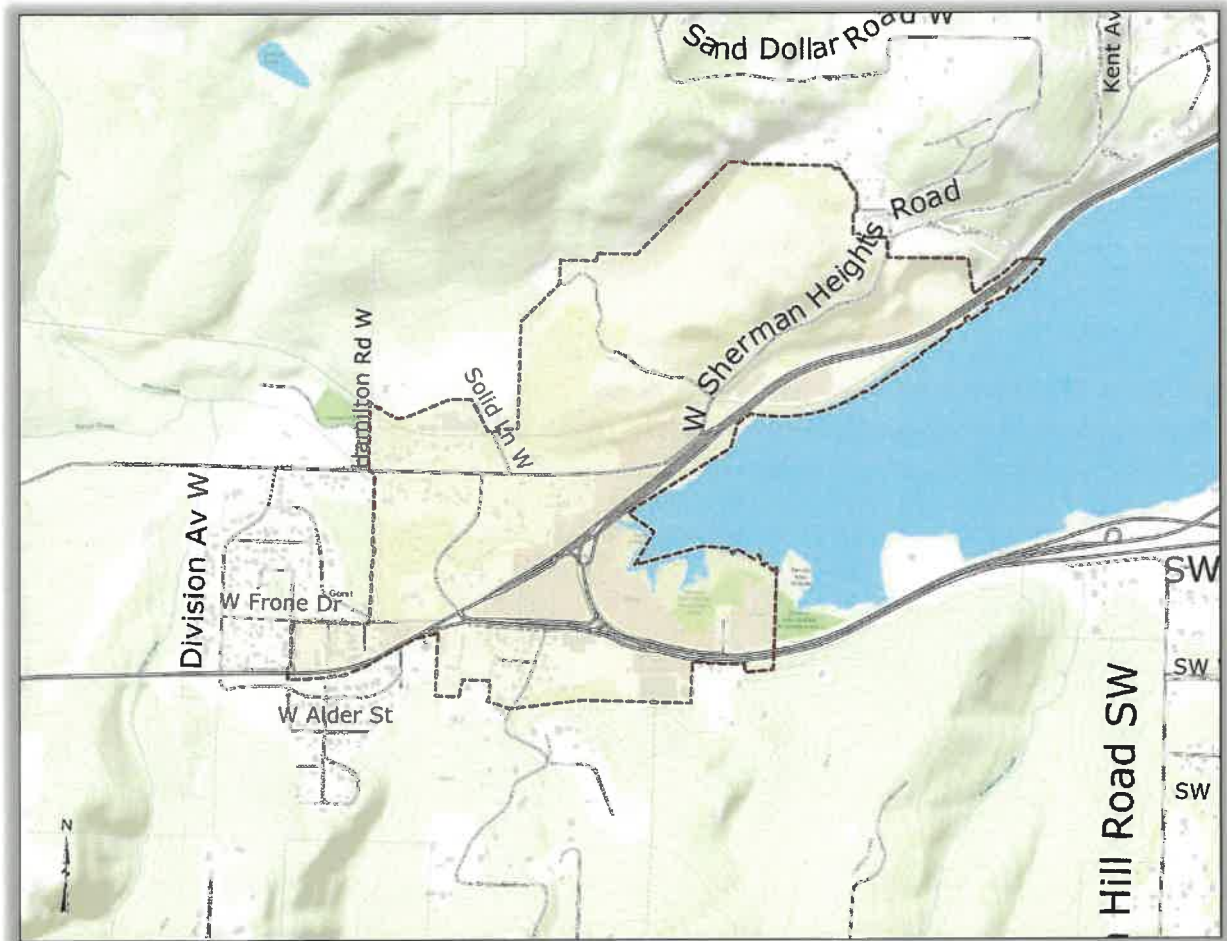
Figure 11. Bremerton West UGA Boundary – Board of County Commissioners Direction Preferred Alternative



Bremerton West UGA

The Bremerton West UGA (shown in Figure 11) includes three unincorporated areas located adjacent to the western portion of the City of Bremerton (one of these is a pocket of unincorporated area surrounded by land that is part of the city). Together, these areas total approximately 1,918 acres. The Rocky Point portion of the UGA is primarily single-family residential in character. The Navy Yard City/National Avenue portion of the UGA contains commercial and industrial uses along with small-lot single-family residential development. The western pocket of the UGA (surrounded by city land) is predominantly residential. The Bremerton West UGA was associated with the City of Bremerton in the adoption of the 1998 Comprehensive Plan. Through future annexations, it is expected that much of this UGA will become part of the City over the next 20 years.

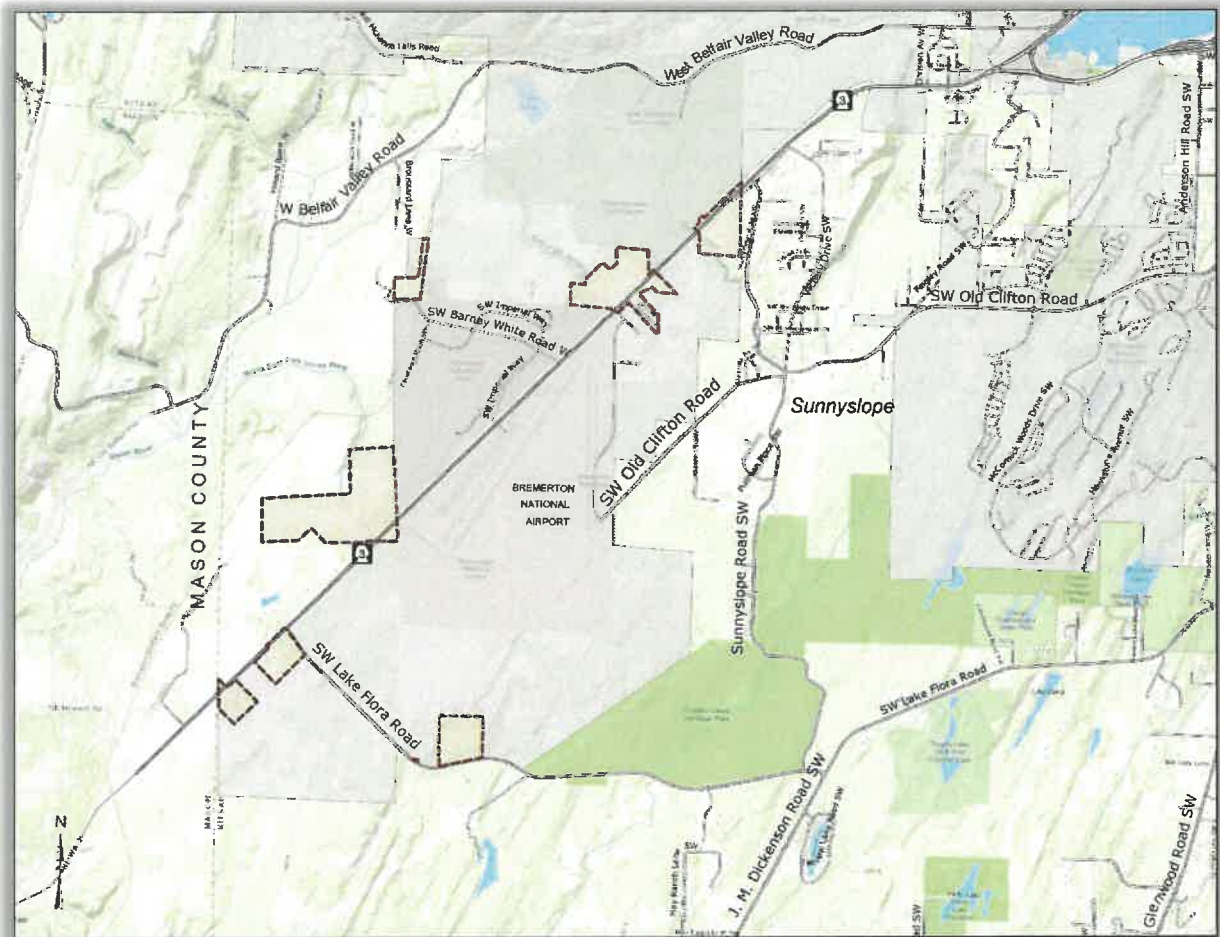
Figure 12. Gorst UGA Boundary – Board of County Commissioners Direction Preferred Alternative



Gorst UGA

The Gorst UGA (shown in Figure 12) is located at the western end of Sinclair Inlet at the junction of State Route (SR) 16 with SR 3. The UGA includes approximately 281 acres. The Gorst UGA is a relatively small highway-oriented commercial and industrial center with some small-lot single family residential development. It was associated with the City of Bremerton in 2008. Through future annexations, it is expected that this UGA will become part of the City over the next 20 years. Due to significant public health concerns regarding failing septic systems in the area, the County and the City of Bremerton invested in a new sewer mainline extension in 2014.

Figure 13. Puget Sound Industrial Center – Bremerton UGA Boundary – Board of County Commissioners Direction Preferred Alternative

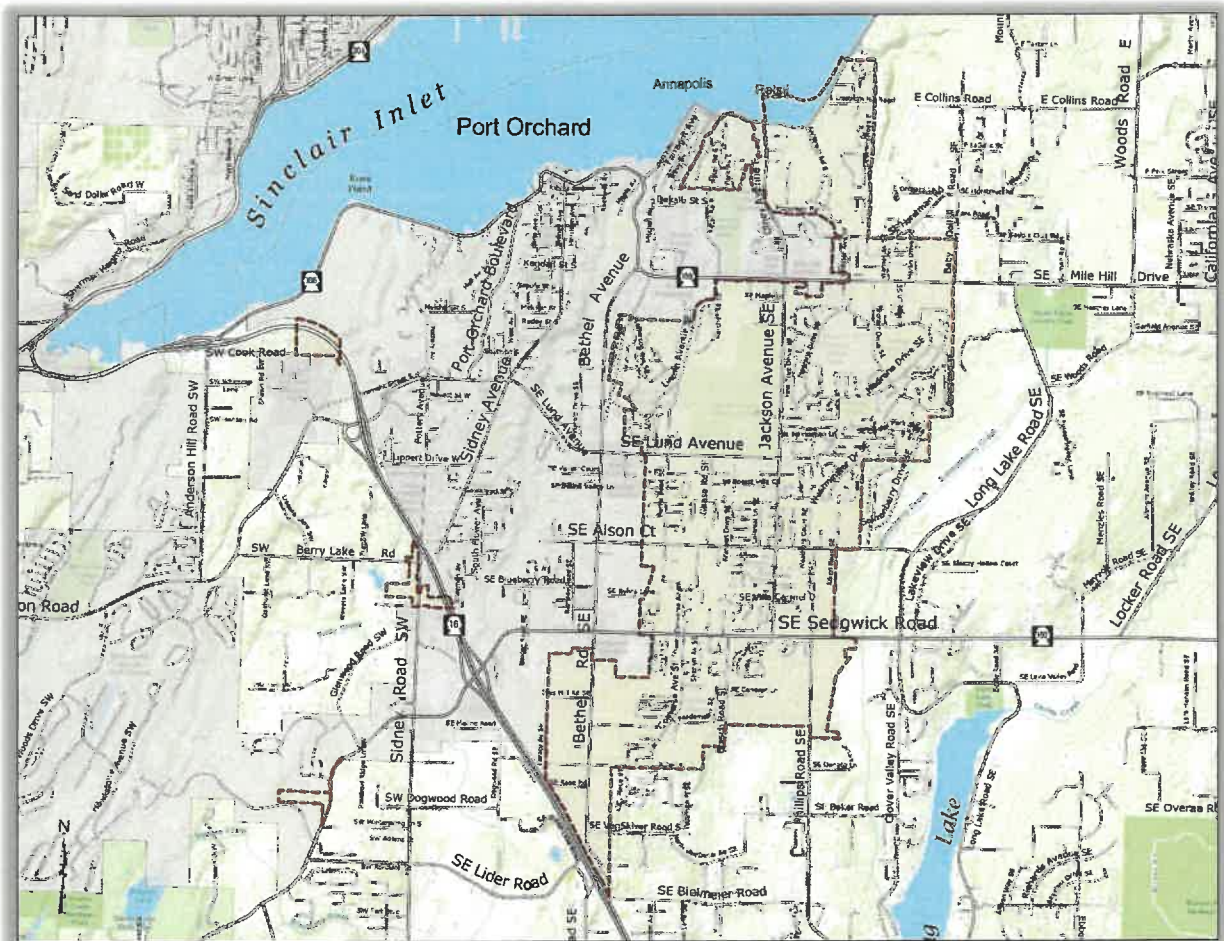


Puget Sound Industrial Center - Bremerton UGA

The Puget Sound Industrial Center Bremerton (PSIC) UGA (shown in Figure 13) is located along SR 3 southwest of the Gorst UGA in the southern portion of the County. It is approximately 3,726 acres. The PSIC UGA is a major manufacturing center and is designated a “Regional Manufacturing/Industrial Center Suburban City” by Puget Sound Regional Council (PSRC). The PSIC UGA is associated with the City of Bremerton. With the Bremerton National Airport and other Port of Bremerton facilities within this UGA, future planning for the area is very important to the County and City’s long and short-term economic diversification.

Since 2008, the City of Bremerton has annexed a majority of the UGA, leaving isolated pockets, including one “island,” unincorporated. Through future annexations, it is expected that the remainder will become part of the City over the next 20 years. The Port of Bremerton has executed an interlocal agreement with the City of Port Orchard for sewer and other services. Both the cities of Bremerton and Port Orchard provide water service.

Figure 14. Port Orchard UGA Boundary – Board of County Commissioners Direction Preferred Alternative



Port Orchard UGA

The Port Orchard UGA (shown in Figure 14) includes several separate areas adjacent to the City of Port Orchard. Almost all of the area is to the east of the City and continues along Mile Hill Drive and Bethel Road. The UGA also includes two small pockets of unincorporated area adjacent to City boundaries in the western Port Orchard area. The UGA totals approximately 3,113 acres. The character of the majority of the UGA is suburban, with suburban style commercial centers along the arterial corridors of Mile Hill Drive and Bethel Road, and primarily single-family residential development in other areas. The portion of the UGA northeast of the City offers views of Sinclair Inlet. One pocket of the UGA located west of the City along Sidney Road Southwest is commercial, and the other west of the City is low density residential. Since 2006, the City has annexed a large portion of the commercial corridors within the UGA, including the Bethel Corridor annexation in April 2012.

The Port Orchard UGA was associated with the City of Port Orchard with the 1998 Comprehensive Plan adoption. Since then, the City has been gradually annexing this UGA, such efforts are expected to continue over the next 20 years.

CENTERS

Centers are a critical part of Kitsap County's planning efforts and growth strategy. At the regional level, PSRC identifies 29 Regional Growth Centers, which include two in Kitsap County: Silverdale and Bremerton. Ten regional manufacturing/industrial centers are designated, which includes Puget Sound Industrial Center - Bremerton in Kitsap County. Kitsap County also identifies two Countywide Centers: Kingston and McWilliams (located in Central Kitsap UGA).

Regional Growth Centers – Urban

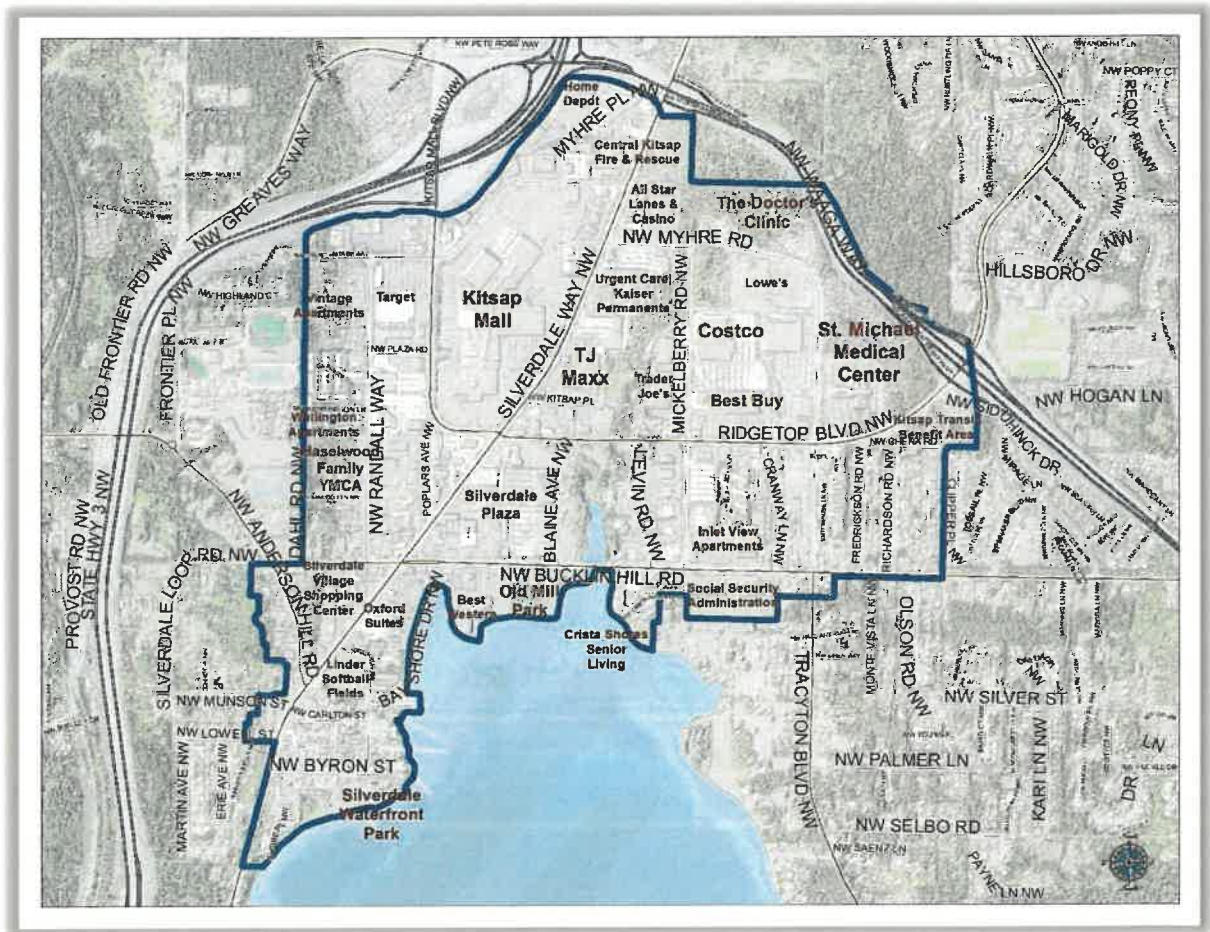
Regional Growth Centers are locations of more compact, pedestrian-oriented development with a mix of housing, jobs, retail, services, and other destinations. Centers receive a significant share of the region's population and employment growth compared with other parts of the urban areas while providing improved access and mobility – especially for walking, biking, and transit.

Regional Growth Centers – Urban are designated by PSRC and must meet minimum criteria as outlined in PSRC's Regional Centers Framework including:

- An existing density of at least 18 activity units per acre, with a target of 45 activity units per acre. An activity unit is equal to either one job or one resident.
- 200 acres minimum – 640 acres maximum
- Frequent transit service
- Market potential to support growth

- Silverdale Regional Growth Center – First designated in 2003, Silverdale (shown in Figure 15) is the only Regional Center that is unincorporated. It is 717 acres in size, bordered by Dyes Inlet to the South, SR 3 to the West, and SR 303 to the east. Silverdale Regional Center has its own Subarea Plan with this Comprehensive Plan, which envisions the area evolving from its current development patterns of large blocks and auto-oriented commercial to a vibrant mixed-use center with a diversity of housing and employment opportunities and greater multi-modal transportation connections. Over the next 20 years, Silverdale Regional Center is expected to accommodate much of the population and employment growth for the County.

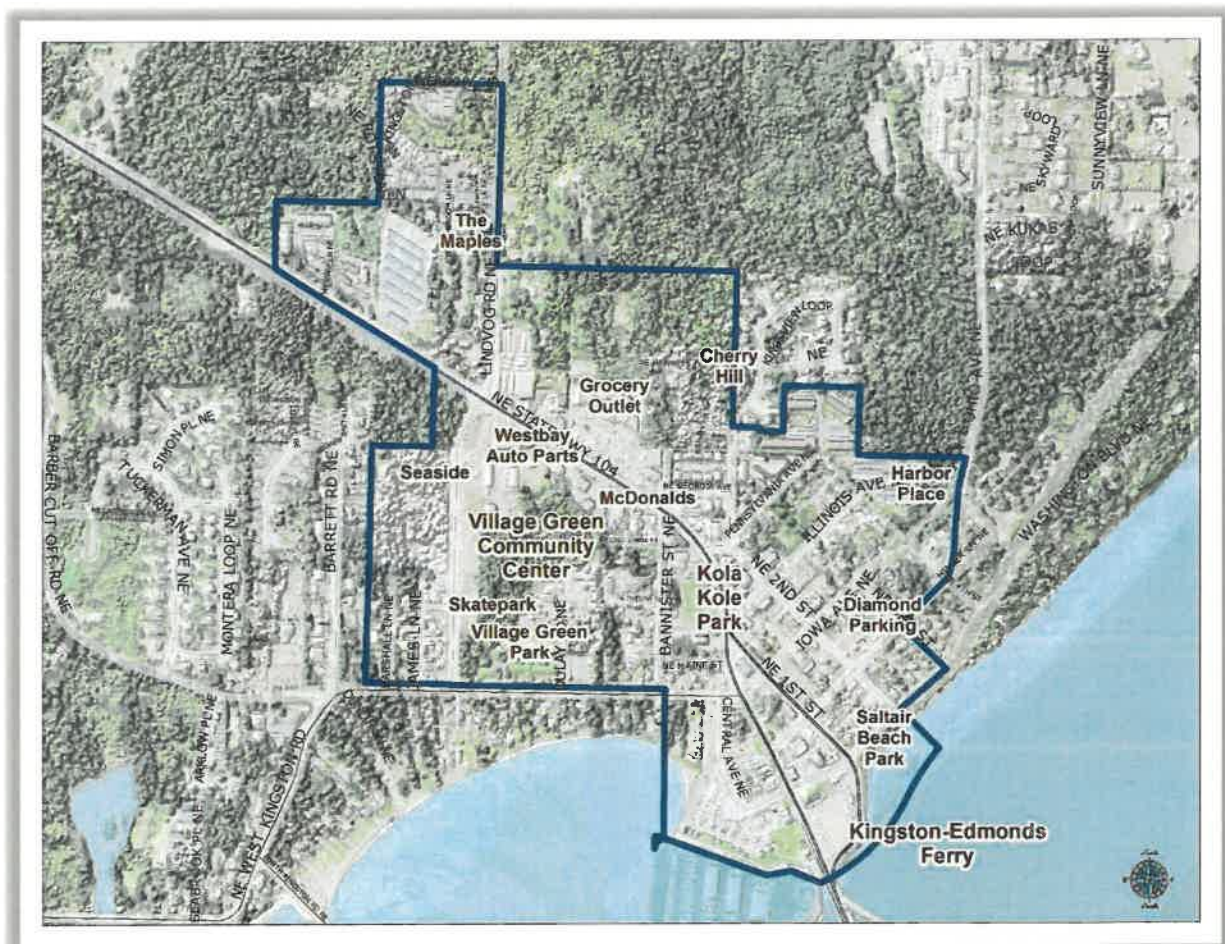
Figure 15. Silverdale Regional Center Boundary – Board of County Commissioners Direction Preferred Alternative



Countywide Growth Centers Like Regional Growth Centers, Countywide Growth Centers include criteria for designation, however the criteria vary by County and PSRC does not play a role in their review or certification. Countywide Centers serve important roles as places for concentrating jobs, housing, shopping, and recreation opportunities. These are areas linked by transit, provide a mix of housing and services, and serve as focal points for local and County investment.

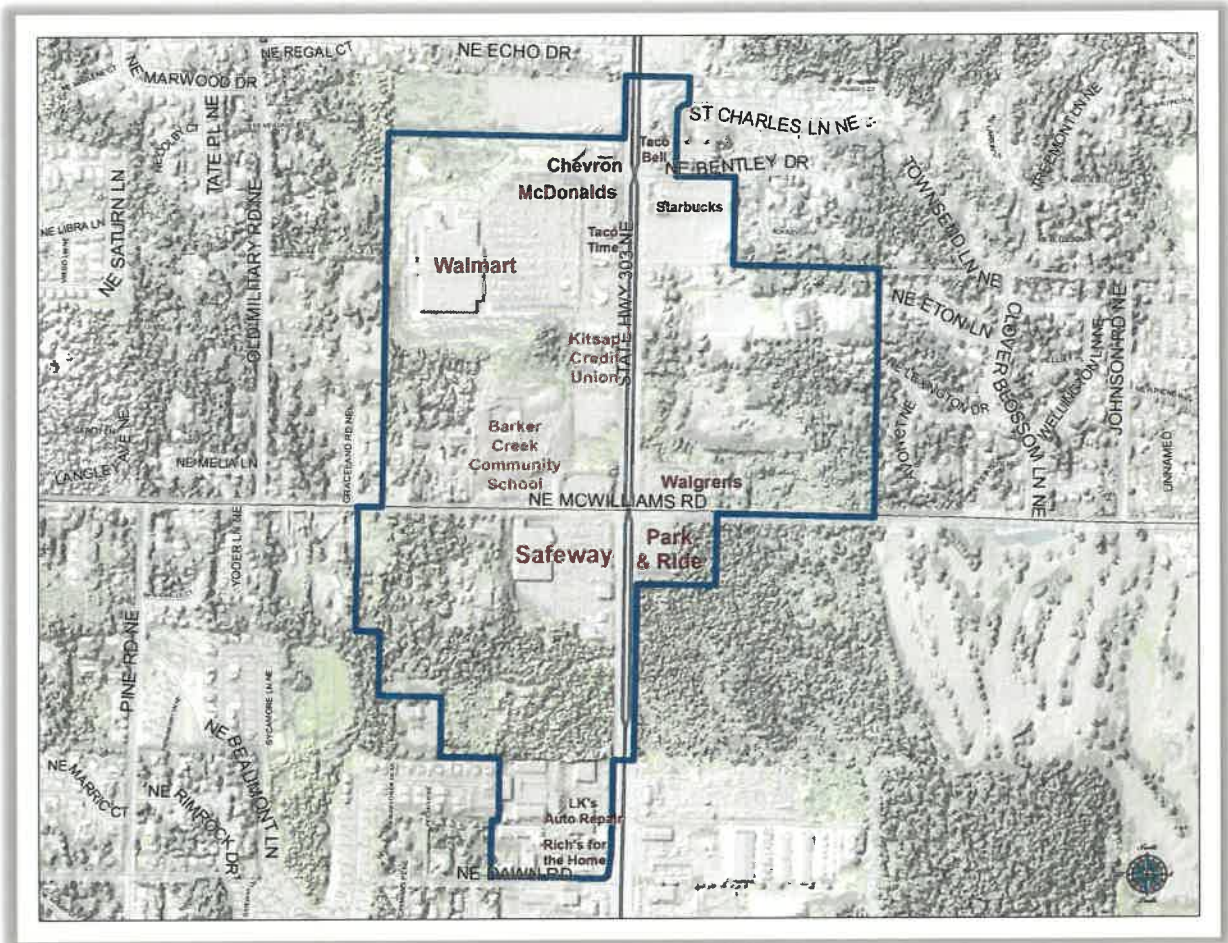
- Kingston Countywide Center – Totalling 192 acres in size, Kingston Countywide Center (shown in Figure 16) is a subarea of the larger Kingston Urban Growth Area and includes three distinct Design Districts: Old Town, Lindvog Commercial, and Village Green. Developed with the guidance of the Kingston Community Advisory Council, the Kingston Subarea Plan includes goals and policies that guide the development and growth of the Center while preserving Kingston’s unique character.

Figure 16. Kingston Countywide Center Boundary – Board of County Commissioners Direction Preferred Alternative



- McWilliams Countywide Center - Totalling 162 acres in size, McWilliams Countywide Center (shown in Figure 17) is a subarea of the larger Central Kitsap Urban Growth Area and is located equal distance from Bremerton to the south, and Silverdale to the northwest. The subarea is bisected by SR 303 and served readily by transit. It will be a key area for housing and employment growth as well as transportation investments.

Figure 17. McWilliams Countywide Center Boundary – Board of County Commissioners Direction Preferred Alternative

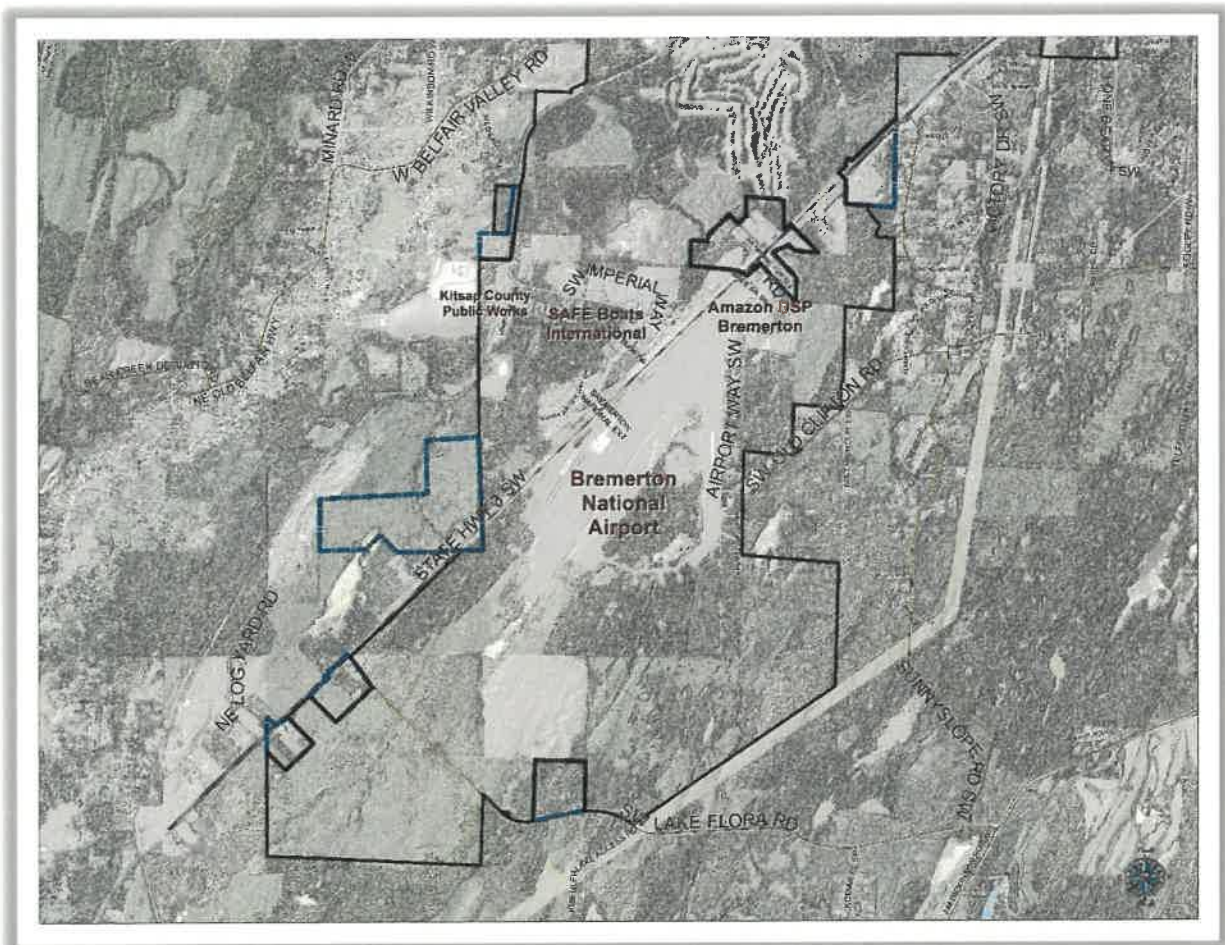


Manufacturing/Industrial Centers

Manufacturing/Industrial Centers preserve lands for family-wage jobs in basic industries and trade and provide areas where employment may grow in the future. Manufacturing/Industrial Centers form a critical regional resource that provides economic diversity, supports national and international trade, generates substantial revenue, and offers higher than average wages.

- Puget Sound Industrial Center (PSIC) – Bremerton – PSIC is in the far southwest of the County, bisected by SR 303. A small portion of the total 3,726 acres of PSIC – Bremerton is in unincorporated Kitsap County, but the majority has been annexed by the City of Bremerton. PSIC – Bremerton is positioned to be a focus area for industrial development and jobs.

Figure 18. PSIC – Bremerton Boundary – Board of County Commissioners Direction Preferred Alternative



URBAN AREA LAND USE GOALS, POLICIES, AND STRATEGIES

Land Use Goal **110**. UGA planning focus

Focus current and future planning on infill and redevelopment of existing Urban Growth Areas (UGAs).

Land Use Policy **110.1**. Support innovative, high quality infill development and redevelopment in existing developed areas within the Urban Growth Areas.

Land Use Policy **110.2**. Research and evaluate incentives to promote infill development and redevelopment.

Land Use Policy **110.3**. Facilitate an integrated mix of uses and development in commercial designations.

Land Use Policy **110.4**. Promote housing preservation and development in areas that are already well-served by schools, public transportation, and commercial facilities and which have adequate infrastructure to support alternative modes of transportation.

Land Use Policy **110.5**. Support compact forms of development in commercial areas in order to encourage pedestrian and non-motorized travel and transit use and reduce vehicle miles traveled (VMT).

Land Use Policy **110.6**. Measure, adopt, and implement reasonable measures if the Buildable Lands Report (BLR) finds inconsistencies in planned growth for housing and employment.

Land Use Policy **110.7**. Accommodate affordability and flexibility in multifamily development through generous provisions for building height and density, reduced setback requirements, and encouragement of mixed attached housing types.

Land Use Strategy **110.a**. Establish specific development regulations for transitioning between zones with different intensities that balance compatibility with development opportunities.

How does this relate to the preferred alternative?

The Preferred Alternative as selected by the Board of County Commissioners is based on Alternative 2 studied in the Draft Environmental Impact Statement (DEIS). Alternative 2 (and the Preferred Alternative) emphasize compact growth with limited changes to UGA boundaries and densification and intensification within existing UGAs and centers. This implements Growth Management Act and Regional Growth Strategy requirements to focus growth in UGAs and limit UGA expansions.



Land Use Strategy 110.b. 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 Strategy 110.c. Adopt site design standards that emphasize pedestrian-oriented forms of development, particularly in key areas where storefront environments and a mix of uses is desired.

Land Use Strategy 110.d. Review and adjust dimensional and density standards within urban zones to accommodate a variety of housing types and site layouts.

Land Use Strategy 110.e. If made available to Kitsap County, adopt the Multi-Family Tax Exemption to incentivize dense residential development in urban centers.

Land Use Strategy 11.f. If inconsistencies or deficiencies are identified in planned growth for housing or employment, prepare and adopt targeted reasonable measures such as rezoning, zone density adjustments, or development regulation amendments to address capacity shortfalls.

Land Use Goal 124. Quality of life

Enhance the character and quality of life in UGAs.

Land Use Policy 124.1. Review and update site design standards for all new residential, commercial, and mixed-use development in UGAs to ensure that:

- Developments are coordinated and connected, where possible.
- Streetscapes are safe, welcoming, and attractive.
- Sites, including buildings, circulation, parking, and open space, are thoughtfully laid out to enhance the character of streetscapes, create a safe and convenient circulation system, and enhance the function and livability of developments.
- Developments integrate useable open space that provides recreational and social engagement opportunities while enhancing the setting for land uses.
- Developments integrate trees and landscaping elements to enhance the streetscape character, provide environmental benefits, screen unwanted views, and create comfortable human environments.

Land Use Policy 124.2. Provide for publicly accessible services and amenities to serve residents, employees, shoppers, and other visitors of UGAs, including:

- Schools and other educational facilities.
- A connected network of trails.

- Parks and open space.
- Recreational facilities.
- Cultural facilities.



Land Use Policy **124.3**. Ensure quality design in development of housing, businesses, and public amenities.

Land Use Strategy **124.a**. Update development regulations to meet the design objectives of Land Use Policy **124.1**.

Land Use Strategy **124.b**. Update the County's Capital Improvement Plan to prioritize those public improvements and amenities in locations intended for mixed use and the highest development intensities.

Land Use Strategy **124.c**. Explore options and opportunities for public-private partnerships that leverage strategic investment with developments that meet community design objectives.

Land Use Goal **132**. **Coordinating land use and transportation**

Facilitate a coordinated land use and transportation pattern that reduces the reliance on the Single Occupancy Vehicle (SOV).

Land Use Policy **132.1**. Support higher density residential uses in areas with access to multi-modal transportation, urban amenities, goods and services, physical activity, and healthy foods.

Land Use Policy **132.2**. Promote commercial, mixed use, high density housing, and Transit Oriented Development (TOD) to promote walking, rolling, and transit use, while reducing SOV trips and reducing per capita Vehicle Miles Traveled (VMT).

Land Use Policy **132.3**. Update development and design standards to promote good circulation and help reduce SOV trips.

Land Use Policy **132.4**. Restrict the number of drive-through businesses in areas designated for high pedestrian activity.

Land Use Strategy **132.a**. Update zoning provisions coordinated with transit access, commercial services, and public amenities.

Land Use Strategy **132.b**. Adopt minimum density requirements in strategic areas to ensure that development is supportive of transit use.

Land Use Strategy **132.c**. Adopt block size standards and intervals for required through-block connections in commercial, mixed-use, and multifamily-zoned areas.

Land Use Goal **143**. **Annexation and incorporation**

Further GMA goals for annexation or incorporation of Urban Growth Areas

Land Use Policy **143.1**. Coordinate with existing cities regarding their associated UGAs in planning efforts.

Land Use Policy **143.2**. Cooperatively develop a timeline for annexation or incorporation with local cities or community groups.

Land Use Strategy **143.a**. Work with cities to develop a pre-annexation, annexation, or incorporation interlocal agreements.

Land Use Strategy **143.b**. Create annexation and incorporation program to assess property values, revenues, expenditures, development opportunities, and annexation or incorporation timelines and ultimate transitions.

Land Use Strategy **143.c**. Evaluate the Urban Growth Area expansion north of Kitsap Lake in 2028 and consider removal from the UGA if the area has not yet annexed.

Land Use Goal **154**. Encourage urban-rural distinction

Encourage an urban-rural distinction and coordinate growth with cities

Land Use Policy **154.1**. Facilitate and encourage urban areas to annex to associated cities or incorporate over the 20-year planning period and ensure compatibility of development with future planned uses.

Land Use Policy **154.2**. In accordance with Kitsap Public Health District and Washington State requirements, require connection to a public sewer system for new or extensively remodeled development located within 200 feet of the public sewer system and within an urban growth area.

Land Use Policy **154.3**. Address the issues related to the association of unincorporated Urban Growth Areas with their corresponding incorporated cities, consistent with the CPPs.

Land Use Policy **154.4**. Enter into discussions with jurisdictions having any newly incorporated areas to address the logical transfer of jurisdiction, including the issues of infrastructure provision, ownership, and maintenance; revenue sharing; and regional planning.

Land Use Strategy **154.a**. Establish a planning process to improve consistency between city and County plans, zoning, and development regulations in associated UGAs to further efficient delivery of urban services.

Land Use Strategy **154.b**. Work with sewer purveyors to plan and provide for infrastructure in designated Urban Growth Areas, including small community sewer systems.

Land Use Strategy **154.c**. Associate the Central Kitsap UGA with the City of Bremerton.



Land Use Goal 165. Direct development to UGAs

Direct development to designated Urban Growth Areas consistent with projected population growth, Growth Management Act, VISION 2050, and the Countywide Planning Policies.

Land Use Policy 165.1 Consider development patterns that reduce sprawl, use urban land more efficiently, and incorporate feasible, innovative, and sustainable practices.

Land Use Policy 165.2. Ensure consistency between the assumptions contained in the County's Land Capacity Analysis and Countywide Planning Policies.

Land Use Policy 165.3. Through application of Growth Management Act goals and adopted incentives, increase density in urban areas and limit sprawl in rural areas.

Land Use Policy 165.4. Maintain consistency with Countywide Planning Policies regarding growth targeting for housing and employment.

Land Use Policy 165.5. Explore the creation of incentives and streamlined administrative processes for new short plats in high priority areas to be identified within the Urban Growth Areas as a reasonable measure.

Land Use Strategy 165.a. At the five-year mid-point of Comprehensive Plan cycle, consider assessing the Land Use Map and docket for Site Specific Amendments.

Land Use Strategy 165.b. At the five-year mid-point of the Comprehensive Plan cycle, evaluate the effectiveness of development regulations.

Land Use Strategy 165.c. Create and use dashboards with permit and census data to review trends in permit activity, new housing units, and demographics such as health indicators.

Land Use Strategy 16.d. Establish a periodic monitoring and reporting program that evaluates residential and employment capacity relative to growth targets, and coordinate with the Kitsap Regional Coordinating Council (KRCC) to identify and resolve discrepancies.

Land Use Goal 176. Provide sufficient industrial lands

Maintain sufficient industrial land area in the Urban Growth Areas for future industrial use.

Land Use Policy 176.1. When updating code pertaining to industrial lands, ensure that industrial uses are a priority in order to prevent commercial encroachment.

Land Use Policy 176.2. Apply the Urban Industrial designation in areas most conducive to industrial development, e.g., few or no natural limitations to development, reasonable accessibility to major streets and highways, available services and facilities, and compatibility with adjacent land uses.

Land Use Strategy 176.a. Focus the locations of industrial zoning consistent with Department of Commerce and Puget Sound Regional Council guidance.

RURAL AREA BACKGROUND

The Growth Management Act requires that Counties include a rural element that addresses lands that are not designated for urban growth, agriculture, forest, or mineral resources. The Rural and Resource Lands element is focused on ensuring land uses are compatible with the rural character of such lands and provides for a variety of rural densities and uses.

While managing growth, Kitsap County recognizes that rural character is a factor in drawing residents. Defining this character is an important step in preserving it. Kitsap County's rural area consists of differing natural features, landscape types, and land uses. Rural land uses consist of both dispersed and clustered residential developments, farms, wooded lots, and small and moderate-scale commercial and industrial uses that serve rural residents as their primary client. Rural landscapes encompass a full range of natural features including forested expanses, rolling meadows, streams and lakes, pastures and cropland, shorelines, and other sensitive areas.

The rural area of Kitsap County is much less developed than the urban areas. This allows for and encourages the natural landscape to predominate over the built environment. The most density Kitsap County allows in the rural areas is one dwelling unit per five acres (Rural Residential zone). This zoning allows for large amounts of land to remain undeveloped and for the protection of critical areas and rural character. The County has adopted a Critical Areas Ordinance which protects wetlands, fish and wildlife habitat conservation areas, geologically hazardous areas, frequently flooded areas, and critical aquifer recharge areas from the impacts of development and people from the consequences of developing in unsuitable areas. The County has also adopted an ordinance for its Shoreline Master Program which protects shorelines based on preferred and existing patterns of development. Kitsap County has adopted five comprehensive plan designations and five implementing zoning classifications in the rural areas that are intended to prevent the inappropriate conversion of undeveloped land. Further, the provision of urban level of governmental services to the rural area is restricted.

For County residents, the term rural also defines a philosophy of living and a quality of life. This quality of life includes a sense of quiet, community, and a slower pace of life. Rural characteristics include the abundance of trees, access to recreation, views of water and mountains, and a quiet, unregimented atmosphere. The elements of rural character also include the dynamic natural systems abundant in Kitsap County which can be vulnerable to human and natural change. The goals and policies in the Rural and Resource Lands element also recognize that rural areas and communities have unique historical characters, appearances, and functions that should be retained and enhanced.



Photo credit: Kitsap County



RURAL DESIGNATIONS

Additional information on rural designations is in the Rural and Resource Lands element.

Table 7. Kitsap County's Rural Land Use Designations

Rural Residential
<p>This designation promotes low-density residential development and agricultural activities that are consistent with rural character. It is applied to areas that are relatively unconstrained by environmentally sensitive areas or other significant landscape features. These areas are provided with limited public services. Maximum density is 1 dwelling unit per 5 acres. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Residential (86,082 acres)
Rural Protection
<p>This designation promotes low-density rural development and agricultural activities that are consistent with rural character and protects environmental features such as significant visual, historical, and natural features, wildlife corridors, steep slopes, wetlands, streams, and adjacent critical areas. Maximum density is 1 dwelling unit per 10 acres. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Protection (30,903 acres)
Rural Wooded
<p>This designation is intended to encourage the preservation of forest uses and agricultural activities, retain rural character, and conserve natural resources while providing for some rural residential use. This zone is further intended to discourage activities and facilities that can be considered detrimental to the maintenance of timber production. Residents of rural wooded (RW) residential tracts shall recognize that they can be subject to normal and accepted farming and forestry practices on adjacent parcels. Maximum density is 1 dwelling unit per 20 acres. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Wooded (43,077 acres)
Rural Commercial
<p>This designation is intended to permit the location of small-scale commercial retail businesses and personal services which serve a limited area of the rural population outside established UGAs. Appropriate uses are small-scale retail, sales, and services located along county roads on small parcels that serve the nearby rural residential population. This designation may be located at crossroads of county roads, state routes, and major arterials. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Commercial (257 acres)
Rural Industrial
<p>This designation provides for small-scale light industrial, light manufacturing, recycling, mineral processing, and resource-based goods production uses that are compatible with rural character and do not require an urban level of utilities and services. The implementing zone is:</p> <ul style="list-style-type: none"> • Rural Industrial (157 acres)

RESOURCE LANDS BACKGROUND

RCW 36.70A.170 requires counties to designate resource lands in their comprehensive plans. Resource lands are required to have long-term commercial significance for the region, including intense capacity and productivity. For this reason, although agricultural activity occurs in Kitsap County, the County's agricultural land lacks the capacity for long-term commercial significance. Therefore, Kitsap County does not designate any agricultural resource lands. Forestlands and mineral resource lands are designated.

Kitsap County uses the same general criteria for designating resource lands as are outlined in WAC 365-190-050 through 365-190-070. These are lands not characterized by urban growth. There are some soils in North Kitsap that are of statewide significance based on soil type but are in general on small lots or are used for timber production and therefore not eligible to be designated as agricultural resource lands. The designated Forest Resource Lands in Kitsap County are in Green Mountain State Forest and managed by Washington State Department of Natural Resources as working forest lands. Mineral resource lands are designated based on the known or highly probable presence of aggregate and sand. Most resource extraction sites are in central Kitsap; smaller extraction sites exist elsewhere in Kitsap County.

The intent of resource lands goals and policies is to direct the use of lands that contain commercial quality resources. These resource-based uses are often intermixed or occur together with residential development within the County's rural areas. This designation of resource lands and activities is intended to help keep these lands available for commercially significant resource production and to help maintain these sectors of the local economy. Resource lands are identified on the Land Use Map with the Forest Resource designation or Mineral Resource Overlay. The Forest Resource designation primarily is assigned to lands that have commercial forestry resources. The Forest Resource designation is implemented by the Forest Resource zone. The Mineral Resource Overlay is primarily assigned to lands that have known or likely mineral resources such as gravel or sand.

Additional information on resource lands is found in the Rural and Resource Lands element.



RESOURCE LANDS DESIGNATIONS

Additional information on resource lands designations is in the Rural and Resource Lands element.

Table 8. Kitsap County's Resource Lands Land Use Designations

Forest Resource Lands:
<p>This designation primarily focuses on lands that have commercial forestry resources. These lands are typically large parcels, are not near concentrated rural populations, and are in active forestry production.</p> <p>The implementing zone of the same name has the following description: The primary land use allowed in this zone is commercial timber production and harvesting. This zone is further intended to discourage activities and facilities which can be considered detrimental to the production and commercial harvest of timber. Residents located within or adjacent to the Forest Resource Lands zone shall recognize that they can be subject to normal and accepted forestry practices on parcels located within this zone. There are 2,630 acres in Forest Resource Land zoning.</p>
Mineral Resource Lands:
<p>This designation primarily focuses on lands where the extraction of minerals occurs or can be anticipated to occur based upon maps provided by the Washington State Department of Natural Resources, as well as where accessory uses (e.g., rock crushing, batch plants) may occur.</p> <p>The description for the Mineral Resource Overlay (additional provisions on top of the underlying zone) is: The intent of this overlay is to protect and enhance significant sand, gravel and rock deposits as identified mineral resource lands. It is also used to ensure the continued or future use without disrupting or endangering adjacent land uses, while safeguarding life, property, and the public welfare. Provisions of state statutes applicable to Kitsap County pertaining to surface mining are hereby adopted by reference. The Mineral Resource Overlay applies to 2,716 acres.</p>

REFERENCES

- [Vision 2050](#), PSRC
- [Multi-County Planning Policies](#)
- [Countywide Planning Policies](#)
- [Joint Land Use Study](#) (2015)
- [Buildable Lands Report](#) (2021)
- [Kitsap County Agriculture Strategic Plan](#)



SILVERDALE, WA

CHAPTER 5 Housing

Chapter 5 / Housing Element

VISION

The County encourages and supports a diverse and integrated mix of housing that includes housing for all ages, family types, abilities and limitations, household sizes, backgrounds, cultures, and incomes. This approach helps to build strong community connections and promotes a healthy lifestyle where residents are able to walk, bike, or roll to community destinations and comfortably and safely shop, work, and interact with neighbors and friends. Residential communities are attractive, affordable, diverse, and livable, supported by appropriate urban or rural services. A variety of housing choices are available, meeting a full range of resident income levels and preferences.

INTENT

The County recognizes that housing is a fundamental need. The County is responsible for providing policy direction that facilitates housing for residents in all economic segments. The goals and policies of this element set the stage for development regulations that allow for and encourage different types of housing affordable to all population segments, avoid concentrating housing in environmentally sensitive areas, and guide intergovernmental coordination that makes the most efficient use of resources to provide housing, while reducing or eliminating housing barriers.

GROWTH MANAGEMENT ACT AND REGIONAL COORDINATION

The Washington State Growth Management Act is the framework for all land use planning in the state and lays out the requirements for comprehensive plans and development regulations that implement the plans. Housing is a required element and must include:

- Inventory of housing needs;
- Provisions for the preservation, improvement, and development of housing, including moderate density housing forms in Urban Growth Areas;
- Capacity of land available for housing;
- Provisions for housing of all economic segments;
- Documentation of actions needed to achieve housing availability;
- Consideration of housing located near employment;
- Consideration of accessory dwelling units;
- Identification of racially disparate impacts, displacement, and exclusion from housing and policies to address and undo the same;
- Consideration of buildable lands report and reasonable measures.



As with the Comprehensive Plan as a whole, Housing goals and policies must reflect the requirements of the Growth Management Act as outlined above, be consistent with Puget Sound Regional Council's (PSRC) VISION 2050 plan and its Multicounty Planning Policies (MPPs), and conform to the Countywide Planning Policies (CPPs) adopted by the Kitsap Regional Coordinating Council (KRCC). This includes all the Kitsap County jurisdictions adopting the allocation of housing units as prescribed by the Washington State Department of Commerce.

RELATIONSHIP TO OTHER ELEMENTS

Housing goals and policies in this Comprehensive Plan form an integral basis for the other comprehensive plan elements including Economic Development, Environment, Housing, Transportation, Parks, Recreation, and Open Space, Capital Facilities and Utilities, and Climate Change. Specifically impacted are locations of housing relative to employment, recreation, education, and transit.

The Housing Element is tied to the County's land capacity evaluation. Residential land uses are analyzed to ensure there is sufficient land at a variety of densities to accommodate housing needs at all income levels, including special needs housing and permanent supportive housing.

The Housing Element and the Silverdale Regional Center subarea plan are especially intertwined. The Silverdale Regional Center is anticipated to accommodate a significant proportion of the County's population and employment growth. At the same time, it is already home to a large proportion of existing urban-density housing in the unincorporated County. Silverdale is also anticipated to incorporate as a city later in the planning period. Accordingly, the subarea plan for the regional center builds on the Housing Element with additional policies and strategies to emphasize the built environment, including housing, needed to accommodate the employment and housing growth expected in Silverdale.

BACKGROUND

Kitsap County has had stable population growth over the past two decades. Much of the growth is driven by the County's location in the Central Puget Sound and its relative proximity to jobs in King, Pierce, and Snohomish Counties, as well as Naval Base Kitsap. This said, Kitsap County has also increased its job base over the past two decades as well.

Figure 19. Map of Kitsap County in relation to neighboring counties and cities

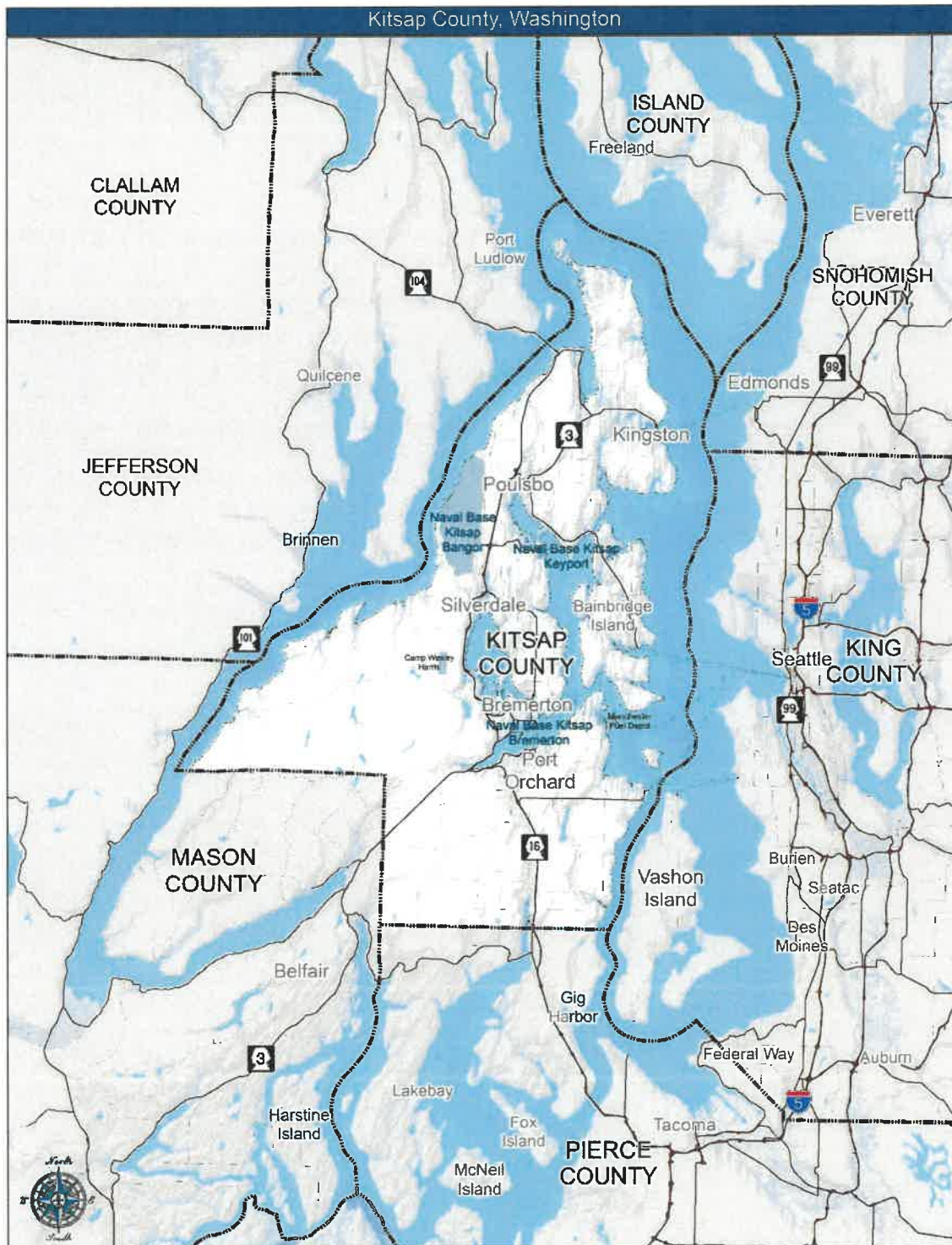
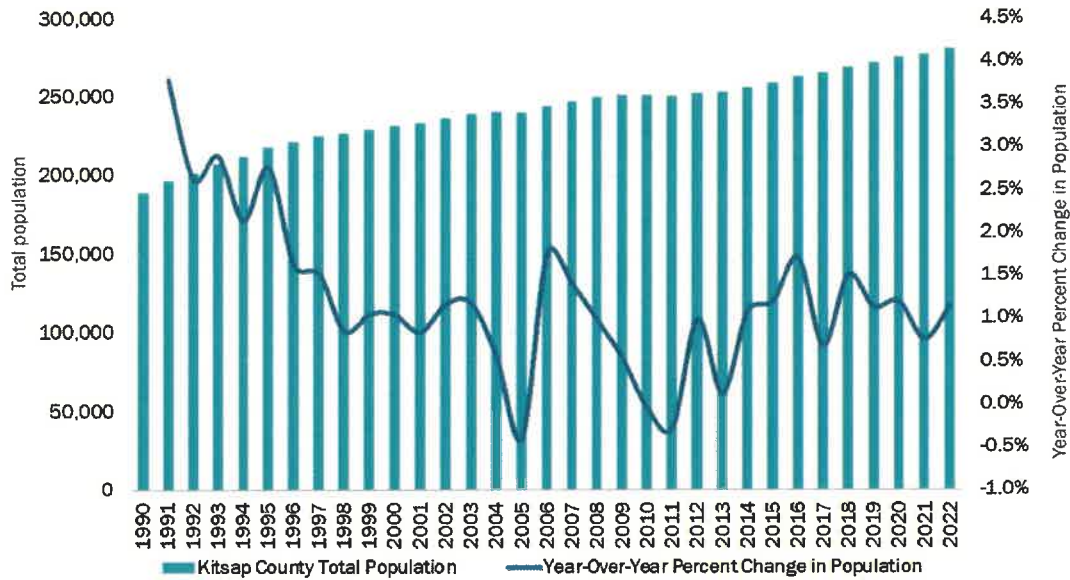


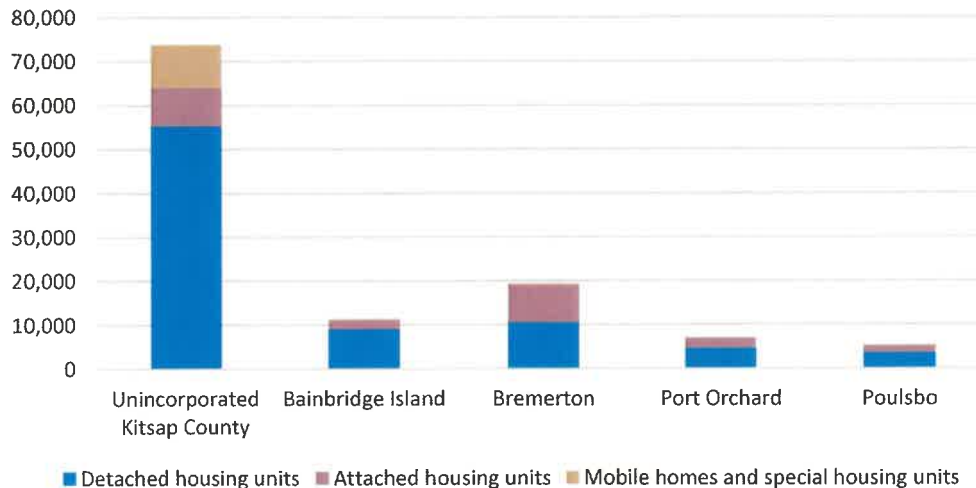
Figure 20. Year-over-year percent change in population, 1990-2022



Source: U.S. Census Bureau and Washington State Office of Financial Management, analysis by ECO Northwest

Kitsap County’s housing stock continues to be primarily single-family detached housing with concentrations of multi-family housing in Bremerton, Port Orchard, and unincorporated urban growth areas, especially Silverdale.

Figure 21. Housing units in cities and the unincorporated county, 2023



Source: Office of Financial Management (OFM) postcensal estimates of housing units, 2021-2023

Kitsap County is projected to gain an additional 70,747 residents between 2020 and 2044, for a total estimated population of approximately 346,358 persons. This implies a need for approximately 32,950

new housing units by 2044 across all jurisdictions (inclusive of cities, unincorporated areas, and rural areas). The County must align with new Washington State requirements through amendments to the GMA and Puget Sound Regional Council’s (PSRC) VISION 2050 regarding housing choices and affordability to ensure homes are available for all income levels.

Specifically, the GMA was amended to require that fully planning counties and cities “plan for and accommodate” housing that is affordable to all economic segments of the population. They must also provide an inventory and analysis of existing and projected housing needs that identifies the number of housing units needed to accommodate projected growth, including units for moderate (81- 120% AMI), low (51-80% AMI), and very low/extremely low-income (0-50% AMI) households as well as special housing types like emergency housing, emergency shelters, and permanent supportive housing. The Department of Commerce developed guidance and draft methodology for calculating how much housing in each income bracket a community must plan for and how it can demonstrate capacity for these allocations. Kitsap County adopted into its Countywide Planning Policies a set of housing allocations through 2044 to meet these new state requirements. Table 9, below, shows the permanent and emergency housing needs by jurisdiction within Kitsap County by 2044. Kitsap County must plan for and accommodate 14,498 permanent housing units from 2020 through 2044, plus 612 emergency housing beds for persons experiencing homelessness.

Table 9. Housing Allocations through 2044

			Permanent Housing Needs by Income Level (% of Area Median Income)							Emergency Housing** Needs (Temporary)
			0 – 30%							
			Total	Non- PSH*	PSH	>30- 50%	>50- 80%	>80- 100%	>100- 120%	
Unincorporated Kitsap County	Estimated Housing Supply (2020)	69,987	1,802	8	7,335	21,046	13,531	7,815	18,450	153
	Allocation (2020- 2044)	14,498	2,768	1,214	2,376	1,996	1,028	1,012	4,103	612



KITSAP COUNTY COMPREHENSIVE PLAN

			Permanent Housing Needs by Income Level (% of Area Median Income)							Emergency Housing** Needs (Temporary)
			0 – 30%		>30-50%	>50-80%	>80-100%	>100-120%	>120%	
		Total	Non-PSH*	PSH						
Bainbridge Island city	Estimated Housing Supply (2020)	11,251	331	0	331	788	1,150	2,073	6,578	0
	Allocation (2020-2044)	1,977	377	166	324	272	140	138	560	83
Bremerton city	Estimated Housing Supply (2020)	18,351	1,346	106	3,030	8,960	2,496	879	1,534	316
	Allocation (2020-2044)	9,556	1,824	800	1,566	1,316	678	667	2,705	403
Port Orchard city	Estimated Housing Supply (2020)	6,209	288	0	619	2,051	1,246	717	1,288	11
	Allocation (2020-2044)	4,943	944	414	810	680	351	345	1,399	209
Poulsbo city	Estimated Housing Supply (2020)	5,116	356	0	422	1,062	915	594	1,767	1

			Permanent Housing Needs by Income Level (% of Area Median Income)							Emergency Housing** Needs (Temporary)
			0 – 30%		> 30- 50%	> 50- 80%	> 80- 100%	> 100- 120%	> 120%	
		Total	Non- PSH*	PSH						
	Allocation (2020- 2044)	1,977	377	166	324	272	140	138	560	83

Source: HAPT Tool, Washington State Department of Commerce

Table 10, below, shows the permanent and emergency housing capacity by income range and housing type, based on zoning code, within Kitsap County by 2044. Kitsap County’s housing capacity in the Preferred Alternative for income range of 0-80% AMI is ~~7,175~~ 8,382 housing units (8,354 housing units needed), for income range of 81%- 120% AMI is ~~1,874~~ 2,361 housing units (2,040 housing units needed), and for income range greater than 120% AMI is ~~4,179~~ 4,746 housing units (~~8,179~~ 4,103 housing units needed). The emergency housing beds capacity is sufficient to meet the need of 612 housing beds for persons experiencing homelessness based on Kitsap County Code parcels that are vacant or underutilized with a permitted “Group Living” use. See Appendix A for methodology and calculation details.



Table 10. Capacity versus housing allocation by income bracket, unincorporated Kitsap County

Income Range	Housing Need 2044	Housing Type Accommodating	Zones Focused	Alt 1 Capacity	Alt 2 Capacity	Alt 3 Capacity	Preferred Alternative Capacity
0-30%	2,768	Multi-Family	RC, C, UVC, NC, UH, UM				
0-30% PSH	1,214	Multi-Family	RC, C, UVC, NC, UH, UM				
31%-50%	2,376	Multi-Family	RC, C, UVC, NC, UH, UM				
51%-80%	1,996	Multi-Family, Single-Family - Attached, Cottage Housing	RC, C, UVC, NC, UH, UM, UCR, UL, UR, GB				
Sub-Total	8,354			2,046	7,962	3,717	7,175 8,382
81%-100%	1,028	Single Family - Detached	UCR, UL, UR, GB				
101%-120%	1,012	Single Family - Detached	UCR, UL, UR, GB				
Sub-Total	2,040			1,148	2,108	1,979	1,874 2,361
>120%	4,103	Single Family - Detached	UCR, UL, UR, GB				
Sub-Total	4,103			6,398	5,140	6,981	4,179 4,746
Total	14,497			9,592	15,210	12,677	13,228 15,487
Emergency Housing	612	Facility	RC, C, UVC, NC, I				Sufficient Capacity

Source: Land Capacity Analysis, Kitsap County

Kitsap County has completed a technical analysis of housing gaps compared to income-based housing allocations in unincorporated Kitsap County.

The Preferred Alternative provides ~~somewhat less housing than Alternative 2 due to fewer UGA expansions and the incorporation of the revisions to the Critical Areas Ordinance and tree canopy requirements, but~~ significantly more housing than current conditions (Alternative 1) and exceeds relatively close to the housing need by zoning category. Table 11 below shows the performance of the Preferred Alternative relative to housing needs. For more details, see Appendix A: Housing Element Technical Analysis.

Table 11. Preferred Alternative Capacity Relative to Projected Housing Need

Income Level (% AMI)	Projected Housing Need	Zone Categories Serving These Needs	Aggregated Housing Needs ¹	Total Capacity	Capacity Surplus (Deficit)
0-30% PSH	1,214	Low-Rise Multifamily, Mid-Rise Multifamily, ADUs	7,747 (non-pipeline) + 607 (pipeline) = 8,354	6,187 (non-pipeline) + 607 (pipeline) + 381 ADU = 7,175 <u>8,379</u> <u>(7,998 + 381 ADU units = 8,379)</u>	(1,179) - 25
0-30% Non-PSH	2,768				
31-50%	2,376				
51-80%	1,996				
81-100%	1,028	Moderate Density	2,040	1,874 <u>2,361</u>	(166) - 321
101-120%	1,012				
>120%	4,103	Low Density	2,342 (non-pipeline) + 1,761 (pipeline) = 4,103	2,418 (non-pipeline) + 1,761 (pipeline) = 4,179 <u>4,746</u>	76 - 643
Total	14,497		12,129 (non-pipeline) + 2,368 (pipeline) = 14,497	13,228 15,487 (including 2,368 pipeline units and 381 ADUs)	(1,269) - 990

Source: Facet 2024, incorporated into this plan as Appendix A

Statistics from the U.S. Census Bureau and other sources comparing household characteristics and housing stock between 2000 and 2020 show that a majority of Kitsap County residents are homeowners, although the proportion that rent their unit has grown slowly from 33 percent to 37 percent. The price of owning a home has risen much faster than household incomes, leading to cost burden and a lack of suitable housing for many households. Acknowledging that residents have a wide range of housing needs, with size, transit access, price, and other factors playing a role, housing for first time homebuyers is declining in Kitsap County. The County has a large percentage of renters and

¹ Pipeline projects added in separately based on unit type.



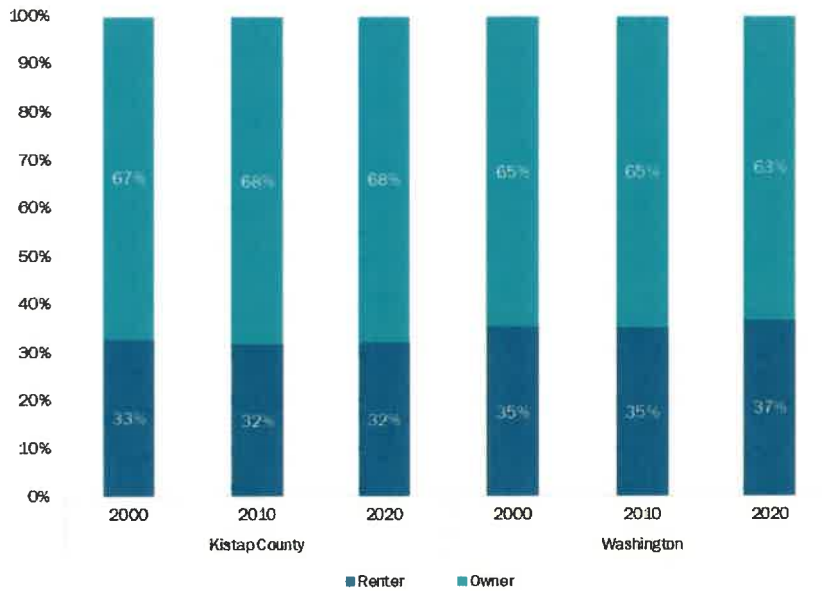
homeowners earning less than the County median and paying more than 30 percent of their income for housing, meeting the definition of cost-burdened households.

Table 12. Median household income 2000-2020, various jurisdictions

Median Household Income (2020 Dollars)	2000	2010	2020	Percent Change, 2000–2020
Kingston	\$61,028	\$62,579	\$77,008	26.2%
Silverdale	\$71,362	\$72,044	\$81,458	14.1%
Kitsap County	\$70,399	\$70,679	\$78,969	12.2%
Washington	\$68,800	\$67,943	\$77,006	11.9%

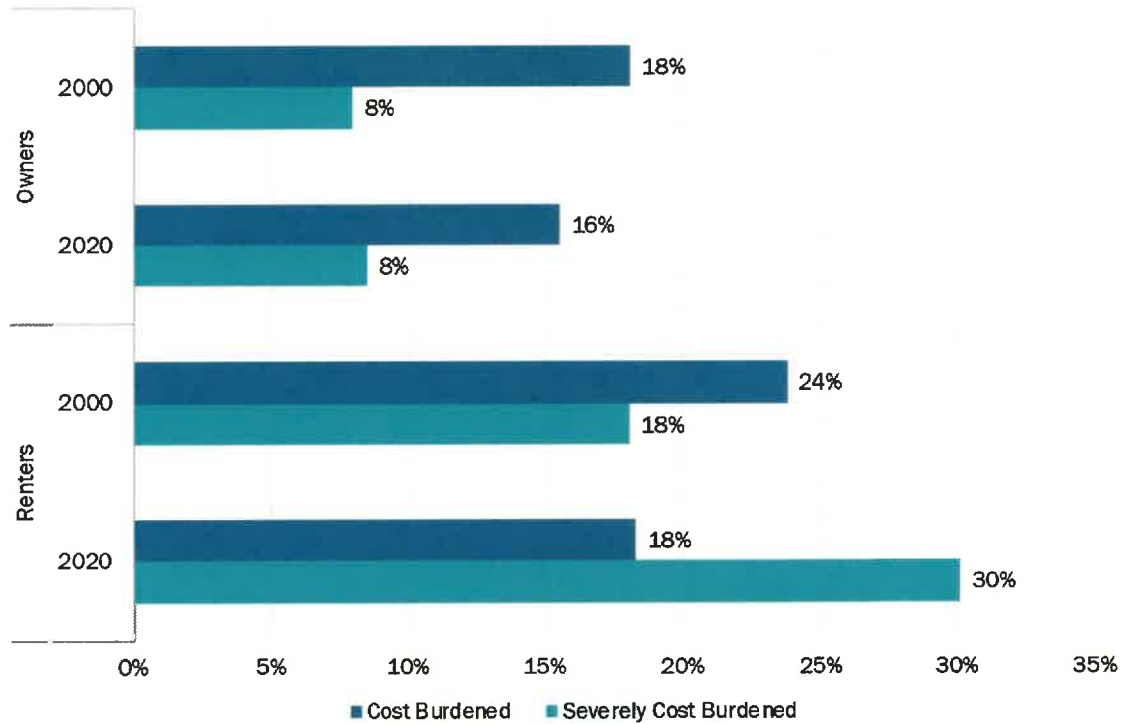
Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 3 – Table HCT012) and ACS 5-year data, 2006-10 and 2016-20. Dollar amounts for 2000 and 2010 adjusted for inflation using Bureau of Labor Statistics’ Consumer Price Index for All Urban Consumers and All Items (annual, not seasonally adjusted). Analysis by ECO Northwest.

Figure 22. Household Tenure in Occupied Units, Kitsap County, 2000-2020



Source: U.S. Census Bureau, 2000 Decennial Census (Summary File 2 – Table DP1) and ACS 5-year data, 2006-10 and 2016-20 estimates (Table DP04). Analysis by ECO Northwest.

Figure 23. Share of cost burden by tenure in occupied units, Kitsap County, 2000 to 2020



Source: U.S. Census Bureau, 2000 Decennial Census (Summary File X – Tables H069 and H090) and ACS 5-year data, 2006-10 and 2016-20 estimates (Tables B25070 and B25091)

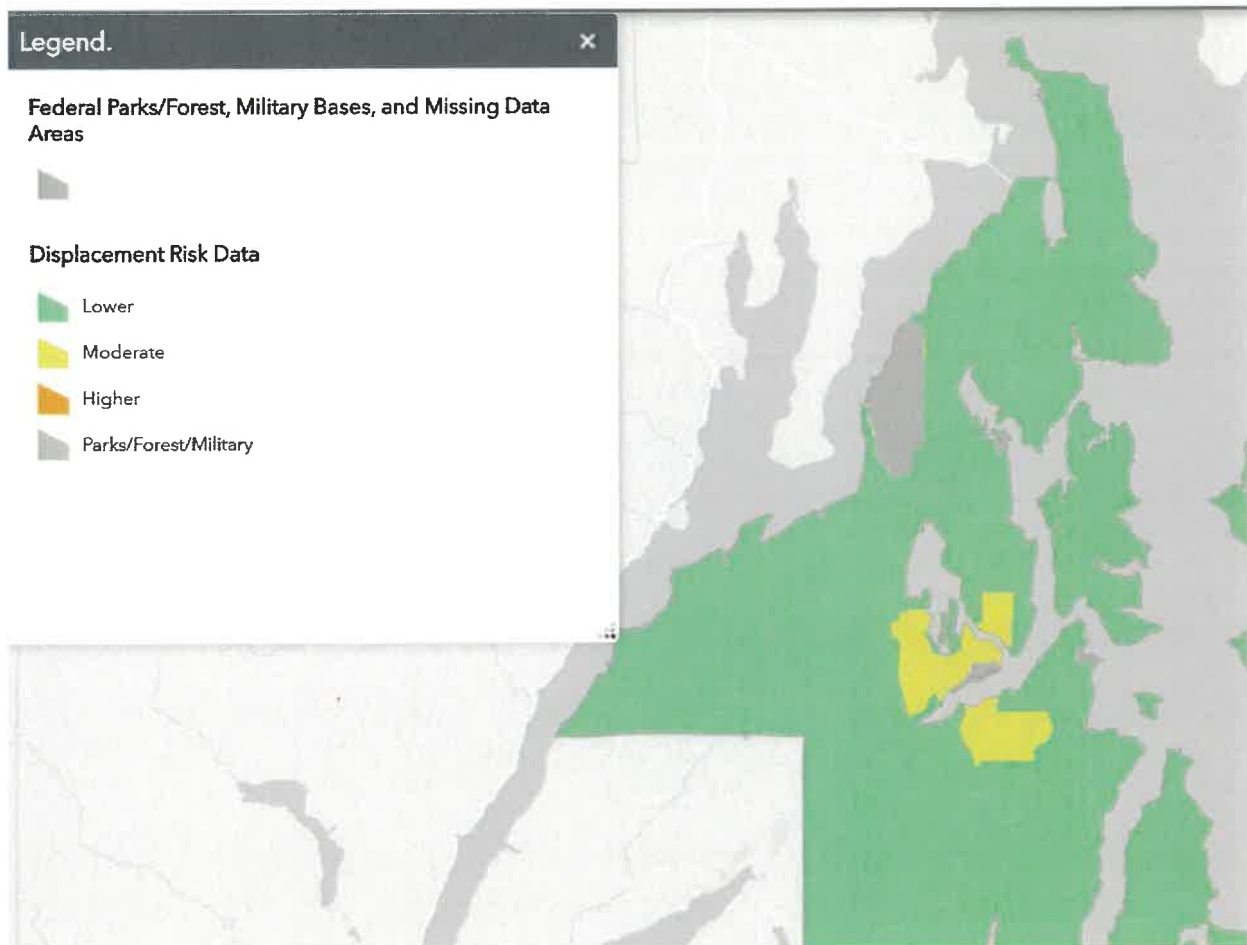
Housing instability and homelessness affect many people in Kitsap County. This has a detrimental effect on families, individuals, and the community as a whole. While market forces will provide a mix of housing types and styles that meet the housing needs of a portion of the population and the market will encourage the redevelopment of some housing under the current regulatory environment, housing across the spectrum of ownership, type, and affordability is needed throughout the county.

Many Kitsap County residents encounter housing access and affordability challenges, which have a negative impact on their ability to gain or establish wealth. These issues have grown since the Great Recession and accelerated by the COVID pandemic. They have a disproportionate impact on lower-income renters, communities of color, and other vulnerable groups. Additionally, data show that younger and middle-aged households in Kitsap County are struggling to obtain homeownership at the same rates as more senior households.

Figure 27, below, identifies displacement risk in Kitsap County. The areas around Bremerton and Port Orchard are categorized by PSRC’s displacement risk index as having moderate risk of displacement, while the rest of the County has a lower risk.



Figure 24. PSRC Displacement Risk Map for Kitsap County



Source: PSRC

Renters, and renters of color in particular, are at greater risk of displacement. As Kitsap County's population grows and its UGAs become denser and more urban, policies to prevent displacement are required to give residents in communities facing displacement the option to remain and thrive in their communities and avail themselves of new amenities and services.

Adequate Provisions Documentation, located in Appendix A: Housing Element Technical Analysis, includes Table 7.1: Housing units needed to manage both current and projected housing needs, broken down by income bracket; Table 7.2.1 demonstrates how the County makes adequate provisions to accommodate all housing needs; and Tables 7.3.1-7.3.4 assesses barriers to Moderate Density housing, Low-Rise or Mid-Rise housing, Permanent Supportive Housing (PSH) and emergency housing; and Accessory Dwelling Unit housing; and Table 7.4 assesses local option tools for addressing affordable housing funding gaps.

Section 5 in Appendix B: Housing Availability and Affordability Analysis includes the "Analysis of Racially Disparate Impacts" analyzed of homeownership rates, rates of cost burden, rates of

overcrowded housing, and household median income for different races/ethnicities to help identify possible disparities.

"Comprehensive Plan Land Use and Housing Elements Policy Review," located in Appendix C: Racially Disparate Impacts, evaluated the Land Use and Housing elements of the Comprehensive Plan and the racially disparate impact connection – comparing the 2016 Comprehensive Plan and the draft updated Comprehensive Plan.

More recently, the COVID-19 pandemic and its effect on the economy, including a brief but deep recession and subsequent inflation and other housing market distortions, compounded the housing crisis. Governmental social support programs assisted renters through financial assistance services and eviction moratoria in the initial years of the pandemic. With the subsequent end to these programs, low-income renters may be challenged to meet escalating housing costs. Reducing housing cost burden disparities that affect renters so disproportionately could involve reforms to tenant-landlord relationships as well as code and program reforms that aim to increase the number of specific types of units available.

According to the Kitsap County Division of Aging and Long Term Care (DALTC) Area Plan 2024-2027 (Area Plan), in 2010, 7.8% of Kitsap residents were ages 50-54 which represented the largest age group in the County. In 2020, the largest age group is 60-64 making up 7.5% of the population. The Area Plan reflects community needs and highlights goals for developing age friendly, dementia-friendly communities while preparing for an increase in the aging population.

AFFORDABLE HOUSING PROGRAMS

Kitsap County partners with a variety of developers and housing providers (e.g. Bremerton Housing Authority, Housing Kitsap, non-profits) to build and operate below market rate housing that serves households below 80 percent of area median income. Kitsap County is served by two housing authorities (Housing Kitsap and the Bremerton Housing Authority) and several other non-profit organizations that own and operate rental housing, offer homeownership programs, and/or provide supportive housing and shelters.

The County has several funding streams used to address affordable housing and homelessness, including:

- Federal Community Development Block Grant (CDBG) and Home Investment Partnership (HOME) funds from the US Dept. of Housing and Urban Development. Funds are guided by priorities in the 5-year Consolidated Plan. The County receives approximately \$1,000,000 in CDBG funds annually and approximately \$750,000 in HOME funds annually. The City of Bremerton also receives an annual CDBG allocation from HUD directly.
- Homeless Housing Grant Program (HHGP) funds, Affordable Housing Grant Program (AHGP) and Consolidated Homeless Grant (CHG) funds. These funds are generated by document recording fees as required by RCW 36.22.250, currently set at \$183 per eligible recorded document. The Kitsap Crisis Response and Housing Plan guides the priorities for these funds.



- Community Investments in Affordable Housing (CIAH) funds. These funds are generated by a sales and use tax credit against the state's share of the sales and use tax. This funding is provided by the state legislature through RCW 82.14.540 and RCW 82.14.530. The County receives a combined sales and use tax credit of 0.1146 percent on all items and services subject to the sales and use tax within unincorporated Kitsap County and all municipalities that do not levy this tax. The County generates approximately \$5,500,000 annually in CIAH funds. Municipalities that do levy this tax but do not have a qualifying local tax receive a credit of 0.0073 percent. Poulsbo and Bainbridge Island are the two municipalities in Kitsap County that levy both sales and use taxes.

According to the City of Bremerton and Kitsap County Affordable Housing Recommendations Report (ECO Northwest, March 2020), additional revenue sources the County could consider to fund affordable housing and homelessness include:

- Revolving Loan Fund. A revolving loan fund is a pool of money from which loans are issued to eligible recipients for specific uses. In the case of affordable housing revolving loan funds, the funds have lower interest rates and more generous terms compared to market loans. When the loans are repaid, new loans can be issued. A revolving loan fund can be used to fill funding gaps in a development deal for affordable housing. Funds are generally short term (1-2 years for predevelopment loans, 3-5 years for construction loans). The sources of the funds include public funders, philanthropic funders, banks, and other institutions. The funders understand they will have lower rates of return compared to other investment funds in exchange for positive social impact.
- Real Estate Investment Trust. A REIT is a financing vehicle that are stand-alone companies or investment entities that own and usually operate income-producing real estate. They generate stable, moderately low-risk real estate investments for private equity. REITs have a dual focus on generating competitive (albeit below market rate) quarterly returns and preserving moderately affordable housing. REITs cannot invest in properties offering units affordable to low- and very-low-income households (below 50 percent), because the properties must be able to generate income.

Those who access affordable housing assistance often need access to other types of services. The County strives to provide essential human services accessible to all who need them. These services address individual and community needs, preserve the rights and dignity of the recipients of those services, promote the health and well-being of all residents, and prevent marginalization and homelessness. Services are provided directly by the County Department of Human Services, contractors to the County, and a network of programs throughout the area. They assist many of the community's most vulnerable populations including low-income seniors, persons with disabilities, Veterans, people with substance use disorder, underserved youth, and people with behavioral health issues. This holistic approach helps provide better long-term outcomes for people in need. Human Services is reflected in the Housing Element as a sub-section addressing these issues. For more information and analysis, please see Appendix B: Housing Availability and Affordability Analysis.

KEY TERMS

Accessory Dwelling Units - a dwelling unit located on the same lot as a single-family housing unit, duplex, triplex, townhome, or other housing unit.

Age-Friendly communities - support the needs of older adults and provide a safe, healthy and, productive environment and, according to the World Health Organization, can include community and care; transportation; housing; social participation; outdoor spaces and buildings; respect and social inclusion; civic participation and employment; and communication and information.

Area median income (AMI) - the midpoint of a specific area's income distribution and is calculated on an annual basis by the U.S. Department of Housing and Urban Development (HUD). HUD uses the term median family income (MFI) based on different household sizes in setting affordability limits for vouchers and subsidies.

Cottage housing - residential units on a lot with a common open space that either is owned in common, or has units owned as condominium units with property in common and a minimum of 20 percent of the lot size as open space.

Courtyard apartments - up to four attached dwelling units arranged on two or three sides of a yard or court.

Duplex - a multifamily home that sits on a single plot of land with two units separated by a wall or floor. This means duplex units can be either side by side or stacked.

Emergency housing - temporary indoor accommodations for individuals or families who are unhoused or at imminent risk of becoming unhoused that is intended to address the basic health, food, clothing, and personal hygiene needs of individuals or families. Emergency housing may or may not require occupants to enter into a lease or an occupancy agreement.

Emergency shelter - a facility that provides a temporary shelter for individuals or families who are currently unhoused. Emergency shelter may not require occupants to enter into a lease or occupancy agreement. Emergency shelter facilities may include day and warming shelters that do not provide overnight accommodations.

Extremely low-income household - a single person, family, or unrelated persons living together whose adjusted income is at or below thirty percent of the median household income adjusted for household size, for the county where the household is located, as reported by HUD.

Low-income household - a single person, family, or unrelated persons living together whose adjusted income is at or below eighty percent of the median household income adjusted for household size, for the county where the household is located, as reported by HUD.

Low-rise residential or apartments - buildings that are three stories or less. They are commonly served by stair access. They are also frequently referred to as walk-up apartments or garden apartments.



Median Family Income (MFI) - the point that divides an income distribution (in this case incomes for family households) in half, with half the values in the sample or population above the median and the other half below the median. The median is based on the income distributions of all households, including those with no income.

Middle housing - buildings that are compatible in scale, form, and character with single-family houses and contain two or more attached, stacked, or clustered homes duplexes, triplexes, fourplexes, fiveplexes, sixplexes, townhouses, stacked flats, courtyard apartments, and cottage housing.

Mid-rise residential or apartments - are buildings that are between four to eight stories and served by elevator access. They generally feature some form of structured parking (above and/or below grade).

Moderate-income household – a single person, family, or unrelated persons living together whose adjusted income is at or below 120 percent of the median household income adjusted for household size, for the county where the household is located, as reported by HUD.

Multi-Family Housing - Any housing that contains two or more units attached.

Permanent Supportive Housing (PSH) - means subsidized, leased housing with no limit on length of stay that prioritizes people who need comprehensive support services to retain tenancy and utilizes admissions practices designed to use lower barriers to entry than would be typical for other subsidized or unsubsidized rental housing, especially related to rental history, criminal history, and personal behaviors. Permanent supportive housing is paired with on-site or off-site voluntary services designed to support a person living with a complex and disabling behavioral health or physical health condition who was experiencing homelessness or was at imminent risk of homelessness prior to moving into housing..

Townhouses (townhomes) - means buildings that contain three or more attached single-family dwelling units that extend from foundation to roof and that have a yard or public way on not less than two sides.

U.S. Department of Housing and Urban Development (HUD) - means the cabinet-level governmental agency in the federal government responsible for, among other things, community development block grant funds and housing vouchers and subsidies.

Very low-income household - means a single person, family, or unrelated persons living together whose adjusted income is at or below fifty percent of the median household income adjusted for household size, for the county where the household is located, as reported by HUD.

Zero lot line subdivision - also referred to as townhome subdivision or unit lot subdivision. This refers to a land segregation whereby the lot can be as small as the unit itself, but unlike a condominium, the owner of the zero lot line unit owns the land as well as the improvements. Zero lot line refers to the fact that the lot line separating two attached units runs down a wall separating them, making the side setback from the lot line zero feet.

HOUSING GOALS, POLICIES, AND STRATEGIES

Housing Goal 1. Accessible and resilient housing

Promote the preservation, rehabilitation, and development of housing that contributes to healthy and accessible built environments.

Housing Policy 1.1. Promote housing preservation and development in areas that are already near jobs and well-served by utilities, schools, public transportation and multi-modal options, green spaces, commercial facilities, and have adequate infrastructure to support alternative modes of transportation.



Housing Policy 1.2. Support programs and regulations that encourage the rehabilitation of housing deemed inadequate due to conditions posing a risk to human health and safety.

Housing Policy 1.3. Ensure sufficient capacity of land is available to accommodate new construction and redevelopment for housing growth targets as established in this Comprehensive Plan.

Housing Policy 1.4. Coordinate with tribes, cities, agencies, and community organizations, especially cultural groups, on strategies to mitigate the impacts of displacement in the preservation, rehabilitation, and development process. This includes displacement of residents, or displacement of commercial uses vital to low-income households.

Housing Policy 1.5. Support programs and resources that reduce energy use and increase climate resiliency in housing preservation, rehabilitation, and development, especially for communities historically marginalized and underserved.

Housing Strategy 1.a. Support community-based organizations in their efforts to fund weatherization and improvements to substandard housing units.

Housing Strategy 1.b. Ensure that newly planned housing is served by public services and utilities that meet level of service standards by promoting upgrades when necessary.

Housing Strategy 1.c. Coordinate with Kitsap Transit to expand transit service aligned with housing diversity goals.

Housing Strategy 1.d. Explore the development of a rental inspection program or expand building code enforcement to find and correct substandard living conditions.

Housing Strategy 1.e. Explore the adoption of a historic preservation ordinance and become a Certified Local Government in order to provide access to tax benefits for rehabilitated historic residential properties.



Housing Strategy 1.f. Adopt a requirement that applicants for development that dislocates or displaces existing residents or vital low-income community resources must create relocation plans to mitigate displacement.

Housing Strategy 1.g. Coordinate with municipalities and providers of subsidized and/or income-restricted housing to develop consistent programs that offer displaced residents rights of first refusal for available units affordable to those residents across the County when redevelopment displaces affordable units.

Housing Goal 2. Economically available housing

Ensure that a broad range of housing types are available across all economic segments of the community and demographic groups from both private and public development.

Housing Policy 2.1. Support regulatory updates to allow a wide range of housing types in urban areas.

Housing Policy 2.2. Coordinate the review and evaluation of regulations, programs, and community resources with tribes, agencies, and jurisdictions to offer a variety of housing types across income levels.

Housing Policy 2.3. Evaluate that available housing types align with the needs of residents across income levels and demographic groups.

Housing Strategy 2.a. Review and revise as necessary dimensional standards, use standards, and design standards to allow for a wide variety of housing types.

Housing Strategy 2.b. Develop incentive programs to increase housing in the 30-80% AMI range, such as voluntary inclusionary zoning, Multi-Family Tax Exemption, or improved permit review.

Housing Strategy 2.c. Evaluate support of a program to match homeowners with roommate-renters.

Housing Strategy 2.d. Evaluate existing development regulations and consider modifications to allow for boarding houses, Single Room Occupancy buildings, and micro-units. This would include definitions, modifications to use tables, and dimensional regulations. Additionally, examine how applications of the relevant building codes may affect the viability of these housing types.

Housing Strategy 2.e. Use the Land Capacity Analysis to ensure zoned capacity is available for middle housing types in unincorporated urban growth areas where housing growth is anticipated. Specific tools may include lifting density minimums or maximums or establishing density bonuses when middle housing types are proposed.

Housing Goal 3. Affordable housing

Increase the supply of affordable housing units through both private and public development.

Housing Policy 3.1. Develop regulatory strategies to incentivize and provide flexibility for the development of affordable and supportive housing, especially housing that is affordable to households making less than 80 percent of the Area Median Income.

Housing Policy 3.2. Pursue new and existing funding opportunities and sources to support the development of additional affordable housing.

Housing Policy 3.3. Mitigate documented displacement impacts occurring as part of the affordable housing development process.

Housing Strategy 3.a. Explore available or surplus County properties for affordable housing wherever possible and appropriate.

Housing Strategy 3.b. Pursue tools to improve and streamline permit review processes, including efforts to reduce permitting timelines, bolster staff capacity for permit and application review, and other improvements to processes related to regulatory predictability.



Housing Goal 4. Preservation of affordable housing inventory

Preserve the existing stock of affordable housing units in the County.

Housing Policy 4.1. Support the preservation of existing subsidized housing units with expiring or expired affordability restrictions that are at risk of being converted to market-rate housing to limit displacement.

Housing Policy 4.2. Coordinate the creation and maintenance of funding opportunities for repairs and upgrades to existing subsidized housing units, especially in areas where subsidized housing units are occupied by historically marginalized populations.

Housing Strategy 4.a. Evaluate regulations to limit displacement of residents of existing manufactured home parks if sold or redeveloped (e.g. requiring owners of manufactured home parks to offer the property for sale to the residents as a cooperative prior to being offered for sale on the open market).

Housing Strategy 4.b. In projects requiring an affordable housing component as a condition of approval, longer term for affordability should be promoted e.g., 30 years or more.

Housing Strategy 4.c. Support the establishment of a housing-focused community land trust.



Housing Goal 5. Integrated planning of affordable housing

Integrate affordable housing planning with transportation, workforce development, emergency management, and economic development efforts.

Housing Policy 5.1. Improve consistency between Kitsap County policies and other planning efforts and documents, including the Consolidated Plan, the Kitsap Homeless Housing Plan, Comprehensive Emergency Management Plan, the Area Plan on Aging, and others.

Housing Policy 5.2. Cooperate with other jurisdictions and entities to support their efforts to plan for and develop housing, limiting and mitigating displacement in the process.

Housing Strategy 5.a. Conduct regular review and evaluation of County policies, code, and strategic plans to ensure coordination and consistency between planning efforts.

Housing Strategy 5.b. Coordinate with housing authorities and other city and nonprofit agencies to ensure land and services are available countywide for planned affordable housing development.

Housing Strategy 5.c. Track affordable housing development as part of the 5-year review for the Comprehensive Plan to ensure that workforce and economic development efforts and transportation investments are appropriately serving affordable housing developments.

Housing Goal 6. Equitable access to housing

Ensure equitable access to housing, prioritizing efforts to remove disparities in housing access for historically marginalized communities and households that experience disproportionate access barriers.

Housing Policy 6.1. Promote fair housing to ensure that all residents of Kitsap County have an equal and fair opportunity to obtain safe and healthy housing suitable to their needs and financial resources, regardless of race, religion, gender, sexual orientation, age, national origin, family status, income, disability, or other protected class.

Housing Policy 6.2. Coordinate with tribes, jurisdictions, agencies, the building industry, and community partners to identify and remove local regulatory barriers that limit the provision of a diverse supply of housing units affordable to low-, very low-, and extremely low-income households, especially for populations historically affected by systematic inequities.

Housing Policy 6.3. Encourage affordable housing opportunities to be distributed throughout the County, prioritizing opportunities in historically marginalized communities and areas with a concentration of households making less than 80 percent of the Area Median Income.

Housing Policy 6.4. Increase public awareness of affordable housing opportunities throughout the County, especially for communities facing disproportionate barriers in obtaining information on such opportunities.

Housing Strategy 6.a. Work with Kitsap Transit to ensure that affordable and supported housing is developed with transit access.

Housing Strategy 6.b. Partner with local tribes, agencies, departments, community organizations, and educational institutions to:

- share and promote public resources for affordable housing opportunities throughout the County.
- produce a report identifying how systematic inequities created, and have maintained, barriers to housing for historically marginalized communities in Kitsap County.
- review and propose amendments to County policies and programs that have maintained barriers to housing for historically marginalized communities in Kitsap County

Housing Strategy 6.c. Update the Fair Housing Plan to improve housing accessibility.

Housing Goal 7. Mitigation of risk of displacement

Ensure equitable treatment for residents currently housed by mitigating harmful practices that may put households at risk of displacement.

Housing Policy 7.1. Collaborate with community organizations and agencies to review and assess the development of tenant protections for residents, especially for those with an increased risk of displacement.

Housing Policy 7.2. Review land surplus and disposal policies, especially for scenarios impacting historically marginalized households.

Housing Strategy 7.a. Coordinate with tribes, local agencies, organizations representing historically marginalized communities, developers, landlords, and additional partners in the review process of anti-displacement policies to ensure policies limit displacement from the area.

Housing Strategy 7.b Monitor known areas of displacement risk using Puget Sound Regional Council's Displacement Risk Map and integrate into housing planning.



HUMAN SERVICES GOALS, POLICIES, AND STRATEGIES

Housing Goal 8. Homelessness

Make homelessness rare, brief, and one-time in Kitsap County

Housing Policy 8.1. Increase opportunities for expanded housing options and supportive services for people in foster care, group homes, emergency housing or shelters, or experiencing homelessness.

Housing Policy 8.2. Identify and remove regulatory barriers to alternative housing models for people experiencing housing insecurity or homelessness.

Housing Policy 8.3. Coordinate Housing Authorities, nonprofit builders, and social services providers to create additional permanent supportive housing units in an effort to meet projected need from the Commerce Housing for All Planning Tool (HAPT) and expand service options for Kitsap residents who have significant barriers to independent, stable housing.

Housing Policy 8.4. Support programs and resources for individuals with identities and/or lived experiences that place them at higher risk of experiencing homelessness.

Housing Policy 8.5. Review and update as necessary coordinated planning in partnership with tribes, jurisdictions, agencies, and community organizations, ensuring communities disproportionately at-risk of or experiencing homelessness are accounted for in the plan.

Housing Policy 8.6. Evaluate and mitigate the impacts of climate change and natural disasters on the County's response to addressing homelessness, including factors like heat events and flooding.

Housing Policy 8.7. Coordinate with tribes, jurisdictions, agencies, and community organizations the provision of emergency housing and shelters where needed, understanding that emergency needs will vary depending on the impacted individual/s and the situation.

What is Housing First?

Housing First (Housing Strategy 8.a) is a homeless assistance approach that prioritizes providing permanent supportive housing and other housing services to people experiencing homelessness, thus ending their homelessness and serving as a platform from which they can pursue personal goals and improve their quality of life.

It is referred to as "Housing First" because of the principle that housing people who are currently experiencing homelessness can stabilize them and provide a safe environment. Housing is seen as a prerequisite to addressing other needs.

Housing Strategy 8.a. Support a Housing First model for chronically unsheltered individuals.

Housing Strategy 8.b. Coordinate with local schools, colleges, and community organizations to identify and house youth experiencing homelessness, especially youth from historically marginalized communities.

Housing Strategy 8.c. Regularly review and update the Kitsap Homeless Housing Plan to continuously improve and update the County's approach to homelessness.

Housing Strategy 8.d. Maintain an updated inventory and analysis of emergency housing and emergency shelter capacity and needs in the County, taking into consideration the additional temporary impact of various emergency scenarios.

Housing Strategy 8.e. Support and fund the Coordinated Entry program and service provider and maintenance of the Homelessness Management Information System to ensure equitable access to new and existing housing options for people experiencing homelessness, imminently losing housing, or at risk of homelessness.

Housing Goal 9. Support services

Increase support, referral, and connections to social services

Housing Policy 9.1. Support existing and develop new programs as needed that link human services with housing, especially to limit or mitigate displacement impacts.

Housing Policy 9.2. Ensure all residents have an equal and fair opportunity to access human services, especially services mitigating displacement impacts, regardless of identity or lived experience and ensure services are accessible via reliable public transportation.

Housing Policy 9.3. Collaborate with partner agencies and organizations in providing support to programs that assist low-income seniors, area veterans, students, and residents with disabilities.

Housing Policy 9.4. Coordinate with partner agencies and community organizations to ensure social services for displacement impacts are accessible and readily available for individuals at-risk or experiencing displacement.

Housing Policy 9.5. Support services for the Kitsap area's underserved youth with job training and placement.

Housing Policy 9.6. Explore increased support and expansion of services for formally incarcerated individuals re-entering the community.

Housing Policy 9.7. Explore increased support and expansion of services for residents suffering from mental health or substance abuse issues.

Housing Policy 9.8. Identify and confront barriers to providing adequate capacity of childcare services.



Policy 9.7. Support the goals of the Kitsap County Division of Aging and Long-Term Care Area Plan 2024-2027.

Strategy 9.a. Engage with economic development and workforce organizations to ensure job training and placement programs have the most up-to-date data and are targeted at communities identified as underserved or at risk of displacement.

Strategy 9.b. Incorporate a geographic analysis of underserved communities when making capital program decisions about where human services investments are made.

Strategy 9.c. Ensure that when multimodal level of service decisions are made in the context of transportation planning, human and social services are accessible by all forms of transportation available to residents of Kitsap County.

Strategy 9.d. Focus local mental health and substance abuse funding towards strategic and sustainable programs/projects that show measurable, significant outcomes.

Strategy 9.e. Remove barriers to in-home childcare providers in provision of service to Kitsap families.

Strategy 9.f. Remove barriers to healthy aging and Age-Friendly communities.

REFERENCES

- [Buildable Lands Report November 2021](#)
- [Housing for All Planning Tool \(HAPT\)](#)
- [Kitsap Homeless Housing Plan 2019 Update](#)
- [Establishing Housing Targets \(July 2023\)](#)
- [Kitsap-Bremerton Affordable Housing Study \(March 2020\)](#)
- [Kitsap Count CDBG \(kitsapgov.com\)](#)
- [Coordinated Grant Application Process \(kitsap.gov\)](#)
- [Displacement Risk Mapping | Puget Sound Regional Council \(psrc.org\)](#)
- [Housing First - National Alliance to End Homelessness](#)
- [HH Homeless Crisis Response and Housing Plan](#)
- [2021-2025 Consolidated Plan – Fair Housing Plan](#)
- [Kitsap County Division of Aging and Long Term Care Area Plan 2024-2027](#)
- [The WHO Age-friendly Cities Framework - Age-Friendly World](#)



SILVERDALE TRANSIT CENTER

CHAPTER 6

Transportation



Chapter 6 / Transportation Element

VISION

The County has a transportation vision of a well-maintained, safe, integrated, and sustainable multi-modal transportation system that supports the County's population, land use plan, and provides connections within and between communities.

INTENT

The Transportation Goals, Policies, and Implementation Strategies guide preservation, maintenance, planning, and improvements to the County's multi-modal transportation system in Unincorporated Kitsap County. The transportation element includes a current inventory of transportation facilities and programs and ensures the future transportation system is safe, cost effective, sustainable, and accessible for all users.

GROWTH MANAGEMENT ACT AND REGIONAL COORDINATION

The Washington State Growth Management Act is the framework for all land use planning in the state and lays out the requirements for comprehensive plans and development regulations that implement the plans. The Transportation Element is a required element and must include:

- Land use assumptions used in estimating travel, located in the CFP Appendix C – Traffic Model Data;
- Estimated impacts to state-owned transportation facilities, located in the CFP appendix B – Transportation Tables;
- Facilities and services needs, including:
 - Inventory of air, water, and ground transportation;
 - Multimodal level of service standards;
 - Plans for bringing substandard facilities or services to acceptable level of service standards;
 - 10-year demand and need forecasts, located in the CFP; and
 - ADA transition plan
- Concurrency strategies
- Consistency with capital facilities plans

The County's policy framework for the Transportation Element Goals and Policies pulls from the Growth Management Act (GMA), Chapter 36.70A Revised Code of Washington (RCW), Puget Sound Regional Council's (PSRC's) VISION 2050, Kitsap County Countywide Planning Policies (CPPs), and the County's vision.

State and regional guiding directives for this element include:

- Establish a seamless multi-modal regional transportation system through intergovernmental

coordination,

- Avoid concentrating people and commercial/industrial uses in environmentally sensitive areas, to minimize need for development of transportation systems in such areas,
- Emphasize moving people rather than vehicles through support of high-capacity transit, and non-motorized facilities.
- Continue to pursue Growth Management Act requirements for Level of Service and Concurrency,
- Maximize the efficiency of existing transportation corridors before creating new ones.



Photo credit: Kitsap County

RELATIONSHIP TO OTHER ELEMENTS

This Element implements and is consistent with the Land Use Element and other Elements including Economic Development, Environment, Climate Change, Housing and Human Services, Parks and Recreation, and Capital Facilities. The transportation element plans for a transportation system that will support the County's future land use map and implements the land use element.



BACKGROUND

The Kitsap transportation system includes state highways, city and county roads, interchanges and bridges, bikeways and trails, public transportation facilities and services, railroads, marine ports, ferries, and airports. The State, County, municipalities, and special districts share jurisdiction over these facilities.

- The County Road Department maintains over 20,000 signs, 20 miles of guardrails and 915 miles of roadways requiring over 1,600 miles of painted lane stripes.
- The County maintains over 145 miles of on-road non-motorized facilities, and more than 7 miles of off-road non-motorized facilities.
- Kitsap County has 371 miles of water trails.
- The County spends about \$15 Million per year on capital transportation projects identified in the County's Transportation Improvement Program.
- Kitsap Transit operates 37 fixed route buses, 35 worker/driver buses and 4 ferry routes, transporting more than 3.8 million rides a year.
- WA State Ferries operate 4 ferry terminals and transport 8.3 million riders per year.
- There are 103 miles of State highways in Kitsap County.



Photo credit: Kitsap County

KEY TERMS

Complete Streets - a systems approach to planning, designing, building, operating, and maintaining the transportation system that enables safe and convenient access to destinations for all people, including pedestrians, bicyclists, rolling, motorists, freight, and transit riders.

Concurrency - transportation infrastructure and services must be adequate to support land use, with adequacy defined by locally adopted Level of Service (LOS) standards, i.e., jurisdictions must adopt LOS standards by which the minimum acceptable roadway operating conditions are defined.

Context Sensitive Design - a collaborative, interdisciplinary project design approach that involves all stakeholders to provide a transportation facility that fits its physical setting and community needs while maintaining safety, mobility, and intent of the transportation system. This approach addresses the total context within which a transportation facility is planned, implemented, maintained, and operated.

Multi-modal - includes pedestrian, bicyclists, rolling, motorist, freight, aviation, marine, and transit modes of transportation, systems, and facilities.

State of Good Repair - the transportation facility is in a condition sufficient for the asset to operate as intended.

Level of service (LOS) - a term used to qualitatively describe the operating condition of a roadway, intersection, other infrastructure, or service.

LOS designations for vehicle travel are qualitative measures of congestion that describe operational conditions within a traffic stream and consider such factors as volume, speed, travel time, and delay. Six letter designations, "A" through "F," are used to define LOS. LOS A represents conditions with the lowest amounts of delay and LOS F indicates that traffic volumes are at a high level of congestion with unstable traffic flow.

Level of Service Standards - evaluate the transportation impacts of long-term growth and to ensure concurrency.

Project Evaluation System - a process used for the selection of transportation improvement projects for funding in the County's six-year TIP program. Prospective projects that are placed into the process are scored and ranked using objective criteria including safety, capacity needs, structural condition, staff availability, and timing of funding and other criteria.

How are transportation projects selected?

Funded transportation projects are kept on a 6-year Transportation Implementation Program, or Transportation Improvement Plan (TIP). The process and criteria for transportation project selection for the TIP are outlined in Kitsap County's Annual Update Process. This system scores projects on aspects of preservation, capacity, safety, environmental retrofit, and non-motorized travel.

For more information, please see Kitsap County's description of the Project Evaluation System: [TIP Annual Update Process 2024](#)



Roadway Functional Classification - the role a roadway plays in the multi-modal transportation system. The three major categories of classification are:

- Arterials – supporting higher mobility and lower degree of access to adjacent properties.
- Collectors – balancing between mobility and access.
- Locals – lower mobility and higher degree of access to adjacent properties.

The County uses the Federal Functional Classification (FFC) system for transportation systems planning. A more detailed discussion of FFC can be found in the Capital Facilities Plan.

State Freight and Goods Transportation System - a freight designation system which classifies freight corridors based on annual freight tonnage moved through truck, rail, and waterway freight corridors.

Transportation Improvement Program (TIP) - a six-year transportation construction program to coordinate the County's road and transportation improvements. Public Works updates the TIP annually based on available and projected funding.

Walk, Bike, and Roll - pedestrian mobility including walking or running, the use of a mobility assistive devices such as wheelchairs, bicycles, strollers and small personal devices such as foot scooters or skateboards for transportation and recreation for all ages and abilities.

Table 13. Kitsap County Roadway Level of Service Standards

Functional Classification	Maximum V/C Ratio* / LOS Standard	
	Urban	Rural
Principal Arterial	0.89/D	0.79/C
Minor Arterial	0.89/D	0.79/C
Collector	0.89/D	0.79/C
Minor Collector	0.89/D	0.79/C
Residential/Local	0.79/C	0.79/C

*V/C = the ratio of vehicles to roadway capacity. A more detailed discussion of LOS can be found in the Capital Facilities Plan.

Technical documents used in development of this Transportation Element include the Capital Facilities Plan, transportation system inventory, the Environmental Impact Statement, and a review of changes to the Washington State Growth Management Act since the previous Comprehensive Plan update.

TRANSPORTATION GOALS, POLICIES AND STRATEGIES

Transportation Goal 1. Sustainable Connections

Provide a well-maintained, safe, integrated, and sustainable multi-modal transportation system that supports the County’s population, land use plan, and provides connections within and between communities.

Transportation Policy 1.1. Develop multi-modal transportation level of service standards for urban and rural areas to support the associated land uses and facilitate connections within and between communities.

Transportation Policy 1.2. Ensure equitable public participation in multi-modal transportation planning, including the recognition of and minimization of negative impacts to people of color, persons with disabilities, seniors, youth, people with low-incomes, and people with special transportation needs.

Transportation Policy 1.3. Identify the Washington State Department of Transportation’s levels of service for State Routes in the Capital Facilities Plan.

Transportation Policy 1.4. Utilize data-driven planning processes to guide multi-modal transportation system planning and programming.

Transportation Policy 1.5. Utilize Complete Streets system design approaches for Urban Growth Areas, subarea planning, and facility design.

Transportation Policy 1.6. Require adequate location sensitive multi-modal access and connections within the development, with adjacent uses, and to the multi-modal transportation network for new development.

Transportation Policy 1.7. During project identification, scoping, and design, utilize context-sensitive design approaches and consider alternative concepts to address unique transportation needs.

Transportation Policy 1.8. Incorporate resiliency designs and redundant access and routes in multi-modal transportation planning and development review.

Transportation Policy 1.9. Solicit public feedback and incorporate comment into development of the Transportation Improvement Plan (TIP) priorities, when appropriate.

Transportation Policy 1.10. Implement the goals and policies designated in the adopted Kitsap County Non-Motorized Facility Plan.

Transportation Strategy 1.a. Establish multi-modal levels of service for urban and rural areas in the Capital Facilities Plan.

Transportation Strategy 1.b. Maintain the County’s Transportation Concurrency program to monitor and review levels of service and address capacity needs in the multi-modal



transportation system during planning, implementation, and the development review processes.

Transportation Strategy 1.c. Identify and address capacity deficiencies in terms of identified funding, adjustment to the level of service standard, or placing restrictions on development (e.g., modifications to or denial of permit applications, or in extreme circumstances, a temporary moratorium on development).

Transportation Strategy 1.d. Maintain system, subarea, and intersection level traffic modeling capability to analyze and assess system level of service and operations.

Transportation Strategy 1.e. Monitor and review State Route levels of service to support concurrency review and the land use plan.

Transportation Strategy 1.f. Utilize the policy-based and data-driven Public Works Transportation Project Evaluation System's candidate project analysis process to support project selection for the Transportation Improvement Program.

Transportation Strategy 1.g. Within Urban Growth Areas, centers, and subareas use the Transportation Implementation Strategy process specific to those areas to prioritize system improvements and to inform the Transportation Improvement Program.

Transportation Strategy 1.h. Monitor and refine as necessary the Federal Functional Classification designations of County roads to support connections within and between communities.

Transportation Strategy 1.i. Periodically review the County Road Design Standards and subarea plans to ensure compatibility and support for Complete Streets system design.

Transportation Strategy 1.j. Use the development review process to analyze, assess, and condition developments to incorporate appropriate multi-modal access and connections.

Transportation Strategy 1.k. Identify and mitigate potential health, safety, capacity, multi-modal access, environmental, social, economic, and other impacts which may result from public or private development during the State Environmental Policy Act review process.

Transportation Strategy 1.l. Promote public involvement by engaging a broad spectrum of individuals, historically underserved people and communities, and community advisory committees, in systems and project planning and implementation processes (e.g. Transportation Improvement Program (TIP) project selection process).

Transportation Goal 2. Maintenance and Operations

Maintain, preserve, and operate the County's multi-modal transportation infrastructure in a State of Good Repair.

Transportation Policy 2.1. Sustain the County's asset management program to manage multi-modal transportation assets.

Transportation Policy 2.2. Proactively manage the multi-modal transportation system's risk exposure to natural and human-caused hazards and increase resiliency of the system.

Transportation Policy 2.3. Emphasize maintenance, operations, and preservation of arterial and collector transportation facilities.

Transportation Policy 2.4. Within the County's asset management system and operations procedures, emphasize maintaining County levels of service standards and resources to the arterial and collector classified facilities.

Transportation Policy 2.5. Control and minimize access points on arterial and collector facilities.

Transportation Policy 2.6. Address resiliency to natural and human-caused hazards through project design, improvements, preservation activities, and operational procedures.

Transportation Strategy 2.a. Continue to update, expand, and refine the County's asset management program to manage the County's multi-modal transportation system in a State of Good Repair.

Transportation Strategy 2.b. Continue to refine and document the nature and scope of potential natural and human-caused hazards to the multi-modal transportation system in the County's asset management program; provide for vulnerability assessment of transportation systems.

Transportation Strategy 2.c. Continue to use best available science to update, expand, and refine the County's asset management program to manage culvert maintenance activities and remediation of fish barriers within the County's multi-modal transportation system with an emphasis on the arterial and collector transportation facilities.

Transportation Strategy 2.d. During project design and development review minimize access points on arterial and collector roads.



Transportation Goal 3. Safety

Improve safety outcomes of the multi-modal transportation system.

Transportation Policy 3.1. Reduce transportation-related deaths and serious injury crashes to support Washington's Target Zero objectives, and the Safe System Approach.

Transportation Policy 3.2. Coordinate with school districts to identify and address transportation safety concerns and solutions near schools.

Transportation Policy 3.3. Utilize County-specific crash data and analytical process from the County's Safety Action Plan to identify safety concerns and prioritize projects to address safety needs.



Photo credit: Kitsap County

Transportation Strategy 3.a. Highlight safety review of the multi-modal transportation system in the County's Comprehensive Safety Action Plan to support project selection and project design processes.

Transportation Strategy 3.b. Incorporate school-specific safety analysis and solutions into the County's Comprehensive Safety Action Plan which address the County's multi-modal system and school districts' transportation management policies and facilities.

Transportation Strategy 3.c. Where possible separate non-motorized users from the roadway through the use of separated paths, landscaping, and other new or creative solutions that provide safe and efficient ways to walk, bike, and roll.

Transportation Goal 4. Complete Streets

Incorporate a Complete Streets systems approach to walking, biking, and rolling systems and facilities design to support all ages and abilities access, safety, and connectivity within and between communities.

Transportation Policy 4.1. Within Urban Growth Areas, centers, and subareas, walk, bike, and roll facilities will emphasize access for all ages and abilities, safety, and providing access to and linking land uses and activity areas within and between communities, public facilities, parks, and open space.

Transportation Policy 4.2. Address existing mobility barriers in the public rights-of-way as identified in the County's Americans with Disabilities Act Transition Plan.

Transportation Policy 4.3. Maximize the opportunities for walking, biking, and rolling for transportation, recreation, and health within new and existing public and private development through the provision of integrated walk, bike, and roll facilities within the development, connecting to adjacent properties, and accessing the multi-modal transportation system.

Transportation Policy 4.4. Walk, bike, and roll facilities in Rural areas which provide connections between and within communities, parks, and open space will emphasize an all ages and abilities accessibility.

Transportation Policy 4.5. Ensure walk, bike, and roll facility planning includes priority for connection to schools, childcare facilities, and other youth activity centers.

Transportation Strategy 4.a. Ensure Urban Growth Area and subarea planning incorporate a Complete Streets system approach for walking, biking, and rolling facilities and networks within and between communities and centers.

Transportation Strategy 4.b. Develop a walk, bike, and roll facilities plan and ensure consistency with the County Road Design Standards.

Transportation Strategy 4.c. Continue implementation of the County’s Americans with Disabilities Act Transition Plan through specific project implementation, and incorporation into capital projects.

Transportation Strategy 4.d. When implementing walk, ride, and roll plans within Urban Growth Areas and subareas emphasize continuous connections within community service areas and between residential, commercial, and recreational uses to maximize opportunities to utilize alternative transportation options for daily activities.

Transportation Strategy 4.e. During public and private project development review, condition development to support implementation of walking, biking, and rolling facilities that incorporate a Complete Streets system approach, connections within the community, and emphasized access for all ages and abilities.

Transportation Goal 5. Freight Mobility

Ensure the County’s multi-modal transportation system supports freight movements.

Transportation Policy 5.1. Support the State Freight and Goods Transportation System freight classification and Complete Streets system design approaches.

Transportation Strategy 5.a. Coordinate with the Washington State Department of Transportation and businesses to maintain the State Freight and Goods Transportation System Classification.



Transportation Strategy 5.b. Coordinate with the Department of Defense to maintain needed freight and goods movement and access to Naval Base Kitsap while minimizing community impacts from freight and goods movement.

Transportation Strategy 5.c. Coordinate with other jurisdictions including Department of Defense, Washington State Department of Transportation, Washington State Legislature, Governor, Congress, and tribes to expedite capacity and safety improvements to SR 3 and SR 16 in Gorst to support freight mobility and national defense.

Transportation Strategy 5.d. Monitor and evaluate impacts to the multi-modal transportation system from local freight and parcel delivery.

Transportation Goal 6. Airports

Preserve the County's existing aviation facilities.

Transportation Policy 6.1. Coordinate with aviation services providers and the community to maintain an air transportation system appropriate to the needs of the County and which is compatible with County land uses.

Transportation Policy 6.2. Explore creation and expansion of commercial airline service in Kitsap County.

Transportation Strategy 6.a. Coordinate with the Port of Bremerton and other airport operators to support aviation access to the County and address impacts to the community with existing aviation activities and potential impacts of growth, consistent with the Port of Bremerton Airport Feasibility Study.

Transportation Strategy 6.b. Promote the Bremerton National Airport as an option for regional commercial airline service.

Transportation Goal 7. Public Transit

Ensure Public Transit supports access within and between County communities and is a viable transportation alternative to support peoples' daily needs and the County's land uses, reducing per capita Vehicle Miles Traveled (VMT).

Transportation Policy 7.1. Ensure public transit services within the Urban Growth Areas and subareas have routing, frequencies, and levels of service to promote public transit as a viable alternative for daily transportation needs within and between communities and centers.

Transportation Policy 7.2. Ensure that Express and Bus Rapid Transit services providing services between communities and centers are routed through and provide direct access to major destinations within the Silverdale, Central Kitsap, and East Bremerton Urban Growth Areas.

Transportation Policy 7.3. Provide public transit services to rural areas and LAMIRDs to provide practical transportation alternatives.

Transportation Policy 7.4. Support Transportation Demand Management and multi-modal transportation.

Transportation Strategy 7.a. Work with Kitsap Transit to plan and implement fixed route and on-call transit services within Urban Growth Areas and subareas with routing, frequencies, and level of service to support use of transit within the community for daily transportation needs.

Transportation Strategy 7.b. Work with Kitsap Transit to plan and implement Express and Bus Rapid Transit services to support user access within the Urban Growth Areas and between communities and centers.

Transportation Strategy 7.c. Work with Kitsap Transit to plan and implement public transit options in the rural areas which balance access within the rural areas and connections between communities.

Transportation Strategy 7.d. Work with Kitsap Transit to support the Worker Driver commuter program in rural areas.

Transportation Strategy 7.e. Support incentive-based Transportation Demand Management that provides options in transportation modes, e.g., transit pass subsidies, bike lockers, preferential carpool parking, etc.

Transportation Strategy 7.f. Explore the feasibility of expanding the interlocal ferry system to other Kitsap County locations, consistent with Kitsap Transit’s Long-Range Transit Plan.

Transportation Goal 8. Environmental Protection

Avoid first, minimize second, and then mitigate negative environmental impacts from improvements to the multi-modal transportation system.

Transportation Policy 8.1. Plan, locate, design, and operate transportation facilities to minimize negative environmental impacts.

Transportation Policy 8.2. Plan for resiliency within the multi-modal transportation system to minimize and/or mitigate the impacts of climate change, extreme weather events, and natural or human-caused hazards.

Transportation Policy 8.3. Utilize Best Management Practices in planning and design of systems and facilities.



Photo credit: Kitsap County



Transportation Strategy 8.a. During project identification, scoping, and design, utilize context-sensitive design approaches and consider alternative project designs and solutions to address unique environmental conditions associated with a multi-modal transportation facility.

Transportation Strategy 8.b. Identify potential environmental impacts which may result from public or private development during the State Environmental Policy Act (SEPA) review and mitigate the on-site and off-site impacts as part of the development permit application approval process.

Transportation Strategy 8.c. Minimize impervious surfaces where feasible and retain or utilize native vegetation where possible when implementing multi-modal transportation projects.

Transportation Goal 9. Funding

Ensure County multi-modal transportation revenue levels are sufficient to provide a well-maintained, safe, efficient, integrated, and sustainable multi-modal transportation system that supports the people, County's land use plan, and provides connections within and between communities.

Transportation Policy 9.1. County transportation funding, predominantly received from revenue sources in the unincorporated County, can only be utilized for the primary benefit of the land uses and population of those areas.

Transportation Policy 9.2. Ensure County transportation revenue levels are sufficient to maintain, preserve, and operate the County's multi-modal transportation infrastructure in a State of Good Repair.

Transportation Policy 9.3. Seek grant funding and partnership agreements that support implementation of the Transportation Improvement Program.

Transportation Policy 9.4. Sustain the Transportation Impact Fee program at a level sufficient to generate a proportionate share of the cost of new transportation improvement projects needed to serve new growth and development.

Transportation Policy 9.5. Emphasize County levels of service and resources to arterial and collector transportation facilities.

Transportation Policy 9.6. Use the County's Impact Fee Service Area approach to ensure impact fees are spent within the area in which it was generated.

Transportation Policy 9.7. Prioritize investments in designated regional and countywide centers, consistent with regional policy.

Transportation Strategy 9.a. Continue to update, expand, and refine the County's asset management program to manage the County's multi-modal transportation system in a State of Good Repair. Identify trends in revenue sources, costs, and program needs and ensure the program is sufficiently funded.

Transportation Strategy 9.b. Seek grant and partnership opportunities that support the Transportation Improvement Program (TIP) and delivery schedule.

Transportation Strategy 9.c. Monitor and adjust the Transportation Impact Fee program as needed.

Transportation Goal 10. Interjurisdictional Coordination

Coordinate multi-modal transportation planning with cities, transit, Washington State Department of Transportation, Ports, Health District, adjacent counties, Navy, and tribes to establish and maintain an effective transportation system for Kitsap County.

Transportation Policy 10.1. Advocate for regional planning and funding to implement the County's multi-modal transportation system in federal, regional, statewide, and national multi-modal planning, public-private-partnerships, and grant funding processes.

Transportation Policy 10.2. Advocate for equitable access to regional, state, and federal grant processes and proportionate award of grant funding to support the County's multi-modal transportation system.

Transportation Policy 10.3. Work with the Washington State Department of Transportation to research, analyze, and implement solutions to impacts from service interruptions to communities and County facilities from State Routes and Washington State Ferries.

Transportation Policy 10.4. Continue to participate in efforts to engage and support inter-jurisdictional cooperation to provide all the County's residents a safe, efficient, and reliable transportation network for all modes of travel.

Transportation Strategy 10.a. Allocate staff and resources to support the County's representation at the Kitsap Regional Coordinating Council, Puget Sound Regional Council, Peninsula Regional Transportation Planning Organization, as well as with the State, local cities, Kitsap Transit, Ports, other agencies, and Tribal planning processes to ensure regional and local plans support the County's land uses, growth, and multi-modal transportation planning.

Transportation Strategy 10.b. Work with the Washington State Department of Transportation, State Legislature, and Governor to identify, fund, and implement State Route segment and intersection improvements to address safety, capacity, and multi-modal connectivity on State Routes.

Transportation Strategy 10.c. Work with the Washington State Department of Transportation to ensure Urban Growth Area and subarea state planning, projects, and development review address the community's need for walking, biking, and rolling within a Complete Streets system approach.



Transportation Strategy 10.d. Work with the Washington State Department of Transportation and Kitsap Transit to identify, fund, and implement solutions to mitigate ferry traffic related impacts to County communities and facilities.

Transportation Strategy 10.e. Work with local tribes to plan, fund, and implement multi-modal transportation solutions within and in support of their respective reservations.

Transportation Strategy 10.f. Work with federal, state, local and Tribal jurisdictions to mitigate inter-jurisdictional traffic impacts as the County grows.

Transportation Goal 11. Evacuation Planning

Ensure transportation infrastructure supports safe, multimodal evacuation and regional coordination in the event of wildfire or other hazards.

Transportation Policy 11.1. Maintain adequate capacity for county evacuation routes.

Transportation Strategy 11.a. Conduct evacuation modeling once per planning cycle to confirm designated routes and capacity can accommodate projected population growth.

Transportation Strategy 11.b. Update evacuation and infrastructure plans based on modeling results.

Transportation Goal 12. Reduce Air Pollutants

Protect public health and the environment through the reduction of air pollutants and greenhouse gas emissions from the transportation sector.

Transportation Policy 12.1. Ensure federal and state air quality standards are met and reduce emissions of greenhouse gas emissions, air particulate pollutants, and toxics from mobile sources.

Transportation Policy 12.2. Support and pursue transportation investments that reduce transportation-related pollution exposure to public health and the environment.

Transportation Strategy 12.a. Ensure that County transportation planning and implementation efforts meet federal and state air quality standards.

Transportation Strategy 12.b. Evaluate capital transportation project alternatives relative to air quality

REFERENCES

- [Transportation Improvement Program](#)
- [Capital Facilities Plan](#)
- [Non-motorized Facility Plan](#)
- [Transportation Project Evaluation System](#)
- [Road Design Standards](#)

- [Comprehensive Safety Action Plan](#)
- [Road Impact Fee Service Boundaries](#)
- [ADA Transition Plan](#) (Expected 2025)



ATTACHMENT B

APPENDIX A - HOUSING ELEMENT TECHNICAL ANALYSIS

FINAL REPORT

APPENDIX A - HOUSING ELEMENT TECHNICAL ANALYSIS KITSAP COUNTY

JULY 8, 2024

REVISED JUNE XX, 2026

Prepared for: Kitsap County
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Title-page image: Poulsbo waterfront. Photo by Facet.

The information contained in this report is based on the application of technical guidelines currently accepted as the best available science and in conjunction with the manuals and criteria outlined in the methods section. All discussions, conclusions and recommendations reflect the best professional judgment of the author(s) and are based upon information available at the time the study was conducted. All work was completed within the constraints of budget, scope, and timing. The findings of this report are subject to verification and agreement by the appropriate local, state and federal regulatory authorities. No other warranty, expressed or implied, is made.

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1. Introduction

The draft Kitsap County Comprehensive Plan Periodic Update was released for public comment on December 15, 2023, with a comment period running through April 8, 2024. While the draft contained full sets of proposed goals and policies for each element, some elements need additional technical analysis in order to comply with Department of Commerce (Commerce) requirements for comprehensive plan periodic updates under the Growth Management Act (GMA).

Comprehensive plans are required to comply with the procedural and substantive requirements of RCW 36.70A. Substantively, the elements of the comprehensive plan must comply with RCW 36.70A.070 (and .080 for optional elements). HB 1220, which was signed into law in 2021, amended the GMA to instruct local governments to “plan for and accommodate” housing affordable to all income levels. This significantly strengthened the previous language, which was that local governments must “encourage” affordable housing.

1.1 Housing Element Requirements

The statute amendment also directed Commerce to project future housing needs for jurisdictions by income bracket and made significant updates to how jurisdictions are to plan for housing in the housing element of the comprehensive plan. Per these amendments, the Housing Element must now include:

- **Planning for sufficient land capacity for housing needs**, including all economic segments of the population (moderate, low, very low and extremely low income, as well as emergency housing and permanent supportive housing).
- **Providing for moderate density housing options within Urban Growth Areas (UGAs)**, including but not limited to duplexes, triplexes and townhomes.
- **Making adequate provisions for housing for existing and projected needs for all economic segments of the community**, including documenting programs and actions needed to achieve housing availability.
- **Identifying racially disparate impacts, displacement, and exclusion** in housing policies and regulations, and beginning to undo those impacts; and identifying areas at higher risk of displacement and establishing anti-displacement policies.

This memo provides details on Kitsap County’s response to all these requirements. Commerce provides guidance on preparing various comprehensive plan elements and step-by-step instructions in how to



demonstrate that the land capacity analysis identifies sufficient capacity of land to accommodate all projected housing needs during the twenty-year planning horizon:

- [Establishing Housing Targets for Your Community: County-level considerations for housing planning](#) (July 2023)
- [Guidance for Updating Your Housing Element: Updating your housing element to address new requirements](#) (August 2023)

1.2 Development of Housing Allocations

In October 2022, the Kitsap Regional Coordinating Council (KRCC) adopted growth targets for population and employment growth through 2044. These targets are consistent with the GMA and VISION 2050, the regional plan adopted by the Puget Sound Regional Council. The Kitsap County Board of Commissioners formally adopted these targets in January 2023. (These address the first Commerce guidance document referenced above.)

The population targets formed the basis for the development of housing allocations by income band, which are included in the draft comprehensive plan and reproduced in part below:

		Permanent Housing Needs by Income Level (% of Area Median Income)								Emergency Housing** Needs (Temporary)
		Total	0-30%		>30-50%	>50-80%	>80-100%	>100-120%	>120%	
			Non-PSH	PSH						
Unincorporated Kitsap County	Estimated Housing Supply (2020)	69,987	1,802	8	7,335	21,046	13,531	7,815	18,450	153
	Allocation (2020-2044)	14,498	2,768	1,214	2,376	1,996	1,028	1,012	4,103	612

Table 1. Kitsap County Draft Comprehensive Plan Table 1.9 (p. 82)

Kitsap County must plan for and accommodate 14,498 permanent housing units from the 2020 baseline through 2044, plus capacity for 612 emergency housing beds for persons experiencing homelessness.

This report documents how Kitsap County is providing capacity for permanent and emergency housing allocations by income bracket in accordance with published Commerce guidance. Note that the final version of this memo will include the preferred alternative selected by the Board of County Commissioners.

2. Land Capacity Analysis

2.1 Alternatives Summary

Kitsap County has completed a land capacity analysis as part of the comprehensive plan update. Capacity is provided in terms of net acres, single-family units, and multifamily units by zone and by UGA. Capacity was calculated in this fashion for all three alternatives developed in the draft Environmental Impact Statement (EIS) and for the Preferred Alternative analyzed in the Final Environmental Impact Statement (FEIS). Those three alternatives are as follows:

- Alternative 1, “No Action” - Alternative 1 uses current land use, urban growth area sizes and configurations, and zoning and development regulations. Generally, it does not accommodate future population and employment growth. Alternative 1 establishes the baseline for environmental review and potential changes in action alternatives (2 and 3).
- Alternative 2, “Compact Growth/Urban Center Focus” - Alternative 2 is based on meeting proposed population and employment distributions set by VISION 2050 and the Countywide Planning Policies (“bending the trend” of past growth patterns).
- Alternative 3, “Dispersed Growth Focus” - Alternative 3 is closer to past growth trends, housing, and employment types. Minor increased growth opportunities in rural areas. Some UGA expansions but, countywide, UGAs are generally stable. Proposes new policies and regulations that may reduce development potential in UGAs. Opportunities are provided in rural areas for additional rural housing and employment.
- The Preferred Alternative, as recommended by the County Board of Commissioners, is described as the following:
 - In development of this recommendation, the Board considered the contents for the draft documents, all public comment received, the Planning Commission recommendation and staff feedback. Based on this review their direction on major policies, UGA boundaries and land use maps assumed the following:
 - The Planning Commission recommendation, whose foundation was Alternative 2 (Focused Growth), is most in line with regional planning, GMA-consistency and new Commerce requirements. It comes closest to addressing future growth including balancing population and housing needs and achieving employment targets. The Board used this Recommendation as the foundation for their direction.
 - The Preferred Alternative should acknowledge potential Critical Area Ordinance (CAO) changes and their implications on developable land.
 - Rural areas have substantial existing capacity well beyond the 20-year forecast (2024-2044). While improving dramatically, our rural to urban development ratios are not yet meeting Countywide Planning Policy (CPP) policies.



- Increasing housing diversity including missing middle (e.g. townhomes, duplexes, row and cottage housing) and multi-family housing is a priority. This is a priority primarily in urban centers but also throughout UGAs to improve housing accessibility and improve racial disparities in housing.
- Based on review of the draft documents, environmental analysis, public outreach and state and regional requirements, the Board of Commissioners directed the following findings for the Preferred Alternative:
 - All rural-to-rural reclassification requests should be referred to a 2025+ planning process. This does not apply to any rural requests that requested to be included in urban growth areas (UGAs). Such requests will be decided with the 2024 Comprehensive Plan adoption in December 2024.
 - UGA expansions should be limited to those that increase housing diversity, provide industrial employment opportunities, include existing urban development, entitlements or services, and/or further annexation/incorporation goals.
 - Multi-family and missing middle housing should be promoted through regulation revisions and incentives are necessary to promote housing diversity.
 - Maximum densities and heights should be increased, particularly in Regional and Countywide Centers.
 - Parking, lot size and lot dimension regulations should be revised.
 - Expedited permitting should be available to multi-family projects in the Centers.
 - The Preferred Alternative should assess development limitations based on the environmental protections included in the March 8th Draft Critical Areas Ordinance. For example, the draft includes riparian buffer expansions along streams (both Fish and Non-Fish) and their implications on urban development potential must be considered in land capacity.
 - Tree canopy requirements should be established that strongly incentivize the retention of mature and/or significant trees.

2.2 Step 1: Summarize land capacity for housing production by zone

The following table summarizes housing capacity by zone for the preferred alternative and compared to current conditions (alternative 1).

Zone	Preferred Alternative Capacity				Change from Alternative 1, Total Units
	Net Acres	SF Units	MF Units	Total Units	
Commercial	38.53 41.11	0	1117 1191	1117 1191	1070-1144
Commercial – Center ¹	2.00	0	375	375	n/a
Commercial – Corridor ²	15.59	0	360	360	n/a
Greenbelt	55.39 61.99	90-102	0	90-102	-3-8
Low Intensity Commercial	0.81-1.04	0	3-4	3-4	-6-5
Neighborhood Commercial	0.00	0	0	0	0
Regional Center	51.53 66.23	0	1491 1979	1491 1979	1406-1894
Residential High	0.00	0	0	0	0
Residential Low	90.17 102.50	367 426	0	367-426	-21-37
Residential Medium	0.00	0	0	0	0
Urban Cluster Residential	17.35	1034	0	1034	84
Urban High Residential	54.10 63.11	0	1230 1487	1230 1487	500-757
Urban High Residential – Center ¹	5.49-6.21	0	155-176	155-176	n/a
Urban Low Residential	808.96 823.73	4347 4424	0	4347 4424	-141-63
Urban Medium Residential	403.57 115.02	0	1348 1523	1348 1523	416-592
Urban Medium Residential – RC ³	16.01 18.35	0	183-227	183-227	n/a
Urban Restricted Residential	211.07 225.96	707 764	0	707-764	-58-2
Urban Village Center	14.24	0	57	57	40
All Zones	1,484.79 1562.10	6,545 6691	6,319 7380	12,864 14071	4,360-4429

Table 2. Land Capacity Analysis Summary by Zone in the Preferred Alternative. Source: Kitsap County, May 2024

1: Central Kitsap UGA only.

2: Port Orchard UGA only.

3: Silverdale UGA only.

This analysis, completed by Kitsap County staff in summer 2023 for the preliminary alternatives and spring 2024 for the preferred alternative, addressed steps 1.1 through 1.5 of the Commerce housing element guidance to define development status, remove infrastructure gaps, critical areas, and other



areas unlikely to develop, account for rights of way and future capital facilities, and determine net acres.

Capacity in rural zones is estimated as a residual in later steps in this analysis.

2.3 Additional capacity for ADUs on developed lots

Kitsap County has permitted roughly 20 ADUs over the past 5 years. Looking out over the next 20 years and accounting for the changes in state law via HB 1337, we anticipate that a maximum of 200 ADUs would be permitted over the next 20 years in Kitsap County’s UGAs. (Kitsap County does not assign any ADU capacity to rural zones.) Per Commerce guidance, these units can be included with zones in the low- and mid-rise residential zoning categories.

3. Classify zones by allowed housing types and density levels

The next step of the analysis identifies which housing types are allowed in each zone to facilitate relating each zone category to potential affordability levels.

3.1 Categories for classifying zones by housing types allowed

Zone Category	Typical housing types allowed
Low Density	Detached single-family homes
Moderate Density	Townhomes, duplex, triplex, quadplex
Low-Rise Multifamily	Walk-up apartments or condominiums (up to 3 floors)
Mid-Rise Multifamily	Apartments or condominiums in buildings with ~4 to 8 floors (~40-85 feet in height)

Table 3. Zone Categories and Housing Types Allowed

*Manufactured homes not listed as a housing type because by law they should be allowed in all zones.

3.2 Classifying land use zones using zone categories

Zone	Alternative(s)	Housing types allowed	Max density level/height allowed	Assigned zone category
Commercial	All	Duplex, multifamily, single-family attached, single-family detached	30 du/ac, 35 ft	Low-Rise Multifamily

Zone	Alternative(s)	Housing types allowed	Max density level/height allowed	Assigned zone category
Commercial – Center (Central Kitsap UGA)	2, Preferred			
Commercial – Corridor (Port Orchard UGA)	2, Preferred			
Greenbelt	All	Duplex, mobile home, single-family attached, single-family detached	4 du/ac, 35 ft	Low Density
Low Intensity Commercial	All	Duplex, multifamily, single-family attached, single-family detached	20 du/ac (up to 30 in Gorst), 25 ft (up to 45 ft in Gorst)	Low-Rise Multifamily
Neighborhood Commercial	All	Duplex, multifamily, single-family attached, single-family detached	30 du/ac, 35 ft	Low-Rise Multifamily
Regional Center	All	Duplex, multifamily, single-family attached, single-family detached	60 du/ac, 45-85 ft (125 ft in a couple sub-areas)	Mid-Rise Multifamily
Residential High (Poulsbo UTA)	All	Multifamily, Single-family	14 du/ac, 35 ft	Low-Rise Multifamily
Residential Low (Poulsbo UTA)	All	Single-family detached	5 du/ac, 35 ft	Low Density
Residential Medium (Poulsbo UTA)	All	Multifamily, single-family	10 du/ac, 35 ft	Moderate Density
Rural and Resource Zones (RR, RP, RW, FRL)	All	Single-family detached	1 du/5 acres to 1 du/40 acres	Low Density
Urban Cluster Residential	All	Cottage, duplex, mobile home, multifamily, single-family attached, single-family detached	9 du/ac, 35 ft	Moderate Density
Urban High Residential	All	Cottage, duplex, multifamily,	30 du/ac, 55 ft	Mid-Rise Multifamily



Zone	Alternative(s)	Housing types allowed	Max density level/height allowed	Assigned zone category
		single-family attached, single-family detached		
Urban High Residential – Center (Central Kitsap UGA)	2, Preferred			Mid-Rise Multifamily
Urban High Residential – RC (Silverdale UGA)	2, Preferred			Mid-Rise Multifamily
Urban Low Residential	All	Cottage, duplex, multifamily, single-family attached, mobile home, single-family detached	9 du/ac, 35 ft	Low Density/Moderate Density/Low-Rise Multifamily ¹
Urban Medium Residential	All	Cottage, duplex, multifamily, single-family attached, mobile home, single-family detached	18 du/ac, 45 ft	Mid-Rise Multifamily
Urban Medium Residential - RC	2, Preferred			Mid-Rise Multifamily
Urban Restricted Residential	All	Duplex, mobile home, single-family attached, single-family detached	5 du/ac (up to 10 in Gorst), 35 ft	Low Density
Urban Village Center	All	Duplex, single-family attached, single-family detached	No max density, 45 ft	Mid-Rise Multifamily

Table 4. Classification of Zone Categories using County Zones

3.4 Relate zone categories to potential income levels served

Zone Category	Typical housing types allowed	Lowest potential income level served		Assumed affordability level for capacity analysis
		Market rate	With subsidies and/or incentives	
Low Density	Detached single-family homes	Higher income (>120% AMI)	Not typically feasible at scale*	Higher income (>120% AMI)
Moderate Density	Townhomes, duplex, triplex, quadplex	Moderate income (81-100%, 101-120% AMI)	Not typically feasible at scale*	Moderate income (81-120% AMI)
Low-Rise Multifamily	Walk-up apartments, condominiums (2-3 floors)	Low income (51-80% AMI)	Extremely low and very low income (0-50% AMI)	Low Income (0-80% AMI) and PSH
Mid-Rise Multifamily	Apartments, condominiums	Low income (51-80% AMI)	Extremely low and very low income (0-50% AMI)	Low income (0-80% AMI) and PSH
ADUs (all zones)	Accessory Dwelling Units on developed residential lots	Low income (51-80% AMI)	N/A	Low income (51-80% AMI) – Group with Low-Rise and/or Mid-Rise Multifamily

Table 5. Zone Categories Analysis for Affordability Levels

The Urban Low zone allows a diverse range of housing types, but it currently has a maximum density of 9 dwelling units per acre. This is on the edge of the boundary between low density and moderate density. In some locations (for example, heavily encumbered sites in countywide or regional centers), one might even expect some low-rise multifamily. This is especially true for the Preferred Alternative, which features several code changes, including loosening of bulk regulation restrictions and raising of the maximum density to 14 dwelling units per acre in Urban Low. Therefore, we used multipliers for the non-pipeline capacity in Urban Low in each Urban Growth Area to assign fractions of capacity to low-density, moderate density, and low-rise multifamily that vary by UGA. See the table below for the multipliers used and resulting capacity across the different types of housing. Note that pipeline capacity in Urban Low is counted as moderate density in Table 4 due to its development regulations and allowed uses as described in Commerce guidance. However, because it is a flexible zone, especially under the proposed code changes in the Preferred Alternative, it is likely to be developed in a mix of housing types that vary by UGA.



UGA	Non-Pipeline Capacity	SF Detached Multiplier	SF Detached Units	Moderate Density Multiplier	Moderate Density Units	MF Multiplier	MF Units
Bremerton East	199.1	0.4	80	0.4	80	0.2	40
Bremerton West	309.2	0.6	185	0.4	124	0	0
Central Kitsap	389.2	0.6	233	0.4	156	0	0
Kingston	354.2	0.6	212	0.4	142	0	0
Port Orchard	347.8	0.6	209	0.4	139	0	0
Silverdale	479.3	0.4	192	0.5	240	0.1	48

Table 6. Multipliers for Varying Housing Types in Urban Low Zone, by UGA and Alternative

4. Summarize Capacity by Zone Category

For each EIS alternative, the summary capacity by zone category is shown below. This sums the capacity per zone into the assigned zone category to determine capacity relative to need in the last step.

4.1 Alternative 1

Zone	Unit Capacity	Assigned Zone Category	Capacity in Zone Category ¹²
Commercial	0	Low-Rise Multifamily	78
Low Intensity Commercial	9	Low-Rise Multifamily	
Neighborhood Commercial	0	Low-Rise Multifamily	
Urban Low (Low-Rise MF Share)	69	Low-Rise Multifamily	
Regional Center	85	Mid-Rise Multifamily	1,587
Residential High	0	Mid-Rise Multifamily	
Urban High Residential	710	Mid-Rise Multifamily	
Urban Medium Residential	779	Mid-Rise Multifamily	
Urban Village Center	13	Mid-Rise Multifamily	
Residential Medium	0	Moderate Density	1,148
Urban Cluster Residential	147	Moderate Density	
Urban Low Residential (Moderate Density Share)	1001	Moderate Density	
Greenbelt	93	Low Density	4,627
Residential Low	388	Low Density	
Urban Low (Low Density Share)	2,463	Low Density	
Urban Restricted Residential	708	Low Density	
Rural and Resource Zones	975	Low Density	

Table 7. Alternative 1 Capacity by Zone Category

¹ Pipeline projects have been removed from the capacity figures in this table. They have been added back into the summary tables (following pages) to ensure capacity and growth targets can be adequately compared.

² Pipeline units in Urban Low, Urban Cluster, and Urban Medium zones were all single-family residential plats and have been added back in the >120% zone category.



4.2 Alternative 2

Zone	Unit Capacity	Assigned Zone Category	Capacity in Zone Category ³⁴
Commercial	1,158	Low-Rise Multifamily	2,492
Commercial - Center	385	Low-Rise Multifamily	
Commercial – Corridor	438	Low-Rise Multifamily	
Low Intensity Commercial	9	Low-Rise Multifamily	
Neighborhood Commercial	0	Low-Rise Multifamily	
Urban Low (Low-Rise MF Share)	502	Low-Rise Multifamily	
Regional Center	1,529	Mid-Rise Multifamily	5,018
Residential High	0	Mid-Rise Multifamily	
Urban High Residential	786	Mid-Rise Multifamily	
Urban High Residential – Center	430	Mid-Rise Multifamily	
Urban High Residential – RC	501	Mid-Rise Multifamily	
Urban Medium Residential	1,534	Mid-Rise Multifamily	
Urban Medium Residential - RC	185	Mid-Rise Multifamily	
Urban Village Center	53	Mid-Rise Multifamily	
Residential Medium	0	Moderate Density	2,108
Urban Cluster Residential	246	Moderate Density	
Urban Low (Moderate Density Share)	1,862	Moderate Density	
Greenbelt	93	Low Density	3,369
Residential Low	388	Low Density	
Urban Low (Low Density Share)	1,211		
Urban Restricted Residential	700	Low Density	
Rural and Resource Zones	977	Low Density	

Table 8. Alternative 2 Capacity by Zone Category

³ Pipeline projects have been removed from the capacity figures in this table. They have been added back into the summary tables (following pages) to ensure capacity and growth targets can be adequately compared.

⁴ Pipeline units in Urban Low, Urban Cluster, and Urban Medium zones were all single-family residential plats and have been added back in the >120% zone category.

4.3 Alternative 3

Zone	Unit Capacity	Assigned Zone Category	Capacity in Zone Category ⁵⁶
Commercial	1,236	Low-Rise Multifamily	1,304
Low Intensity Commercial	7	Low-Rise Multifamily	
Neighborhood Commercial	0	Low-Rise Multifamily	
Urban Low (Low-Rise MF Share)	61	Low-Rise Multifamily	
Regional Center	244	Mid-Rise Multifamily	1,961
Residential High	0	Mid-Rise Multifamily	
Urban High Residential	846	Mid-Rise Multifamily	
Urban Medium Residential	856	Mid-Rise Multifamily	
Urban Village Center	15	Mid-Rise Multifamily	
Residential Medium	0	Moderate Density	1,979
Urban Cluster Residential	881	Moderate Density	
Urban Low Residential (Moderate Density Share)	1,098	Moderate Density	
Greenbelt	82	Low Density	5,210
Residential Low	1,021	Low Density	
Urban Low (Low Density Share)	2,421	Low Density	
Urban Restricted Residential	664	Low Density	
Rural and Resource Zones	1,022	Low Density	

Table 9. Alternative 3 Capacity by Zone Category

⁵ Pipeline projects have been removed from the capacity figures in this table. They have been added back into the summary tables (following pages) to ensure capacity and growth targets can be adequately compared.

⁶ Pipeline units in Urban Low, Urban Cluster, and Urban Medium zones were all single-family residential plats and have been added back in the >120% zone category.



4.4 Preferred Alternative

Zone	Unit Capacity - <u>Non-Pipeline,</u> <u>Non-ADU</u>	Assigned Zone Category	Capacity in Zone Category ⁷⁸
Commercial	735 <u>809</u>	Low-Rise Multifamily	<u>1,949</u> <u>1,802</u>
Commercial - Center	374 <u>375</u>	Low-Rise Multifamily	
Commercial – Corridor	360	Low-Rise Multifamily	
Low Intensity Commercial	3 <u>4</u>	Low-Rise Multifamily	
Neighborhood Commercial	0	Low-Rise Multifamily	
Urban Low (Low-Rise MF Share)	477 <u>254</u>	Low-Rise Multifamily	
Regional Center	1,529 <u>1,979</u>	Mid-Rise Multifamily	<u>4,238</u> <u>5,224</u>
Residential High	0	Mid-Rise Multifamily	
Urban High Residential	786 <u>1,487</u>	Mid-Rise Multifamily	
Urban High Residential – Center	430 <u>176</u>	Mid-Rise Multifamily	
Urban High Residential – RC	501	Mid-Rise Multifamily	
Urban Medium Residential	1,534 <u>1,302</u>	Mid-Rise Multifamily	
Urban Medium Residential - RC	185 <u>227</u>	Mid-Rise Multifamily	
Urban Village Center	53	Mid-Rise Multifamily	
Residential Medium	0	Moderate Density	
Urban Cluster Residential	246 <u>124</u>	Moderate Density	<u>1,874</u> <u>2,921</u>
Urban Low (Moderate Density Share)	1,862 <u>2,797</u>	Moderate Density	
Greenbelt	93 <u>102</u>	Low Density	
Residential Low	388 <u>426</u>	Low Density	<u>2,418</u> <u>2,790</u>
Urban Low (Low Density Share)	1,211 <u>581</u>	<u>Low Density</u>	
Urban Restricted Residential	700 <u>704</u>	Low Density	
Rural and Resource Zones	977	Low Density	

Table 10. Preferred Alternative Capacity by Zone Category

⁷ Pipeline projects have been removed from the capacity figures in this table. They have been added back into the summary tables (following pages) to ensure capacity and growth targets can be adequately compared.

⁸ Pipeline units in Urban Low, Urban Cluster, and Urban Medium zones were all single-family residential plats and have been added back in the >120% zone category.

5. Compare projected housing needs to capacity

The projected housing need column shows Kitsap County's allocation of need by income group as well as for PSH. These needs are aggregated into the zone categories that match those in the leftmost column of Table 3. The "aggregated housing needs" column shows the total housing needs for all income levels in each zone category minus pipeline projects attributed to those zones or housing types. The "total capacity" column comes from Tables 7, 8, and 9. The rightmost column shows the surplus or (deficit) of capacity by zone category. This is done for all three alternatives. Note that the projected housing need totals 14,497 when the income categories are summed; this is one unit shy of the 14,498 reported in the HAPT table. This is likely due to either rounding or a typo; this analysis uses 14,497 to ensure individual data points match the control total.

5.1 Alternative 1

Income Level (% AMI)	Projected Housing Need ⁹	Zone Categories Serving These Needs	Aggregated Housing Needs ¹⁰	Total Capacity	Capacity Surplus (Deficit)
0-30% PSH	1,214	Low-Rise Multifamily, Mid-Rise Multifamily, ADUs	8,283 (non-pipeline) + 71 (pipeline) = 8,354	1,665 (non-pipeline) + 71 (pipeline) + 381 ADU = 2,046	(6,237)
0-30% Non-PSH	2,768				
31-50%	2,376				
51-80%	1,996				
81-100%	1,028	Moderate Density	2,040	1,148	(892)
101-120%	1,012				
>120%	4,103	Low Density	2,332 (non-pipeline) + 1,771 (pipeline) = 4,103	4,627 (non-pipeline) + 1,771 (pipeline) = 6,398	2,295
Total	14,497		12,655 (non-pipeline) + 1,842 (pipeline) = 14,497	9,592 (including 1,842 pipeline units)	(4,905)

⁹ From 2020-2044 Housing Allocations

¹⁰ Pipeline projects added in separately based on unit type.



Table 11. Projected Need vs. Capacity, Alternative 1

5.2 Alternative 2

Income Level (% AMI)	Projected Housing Need	Zone Categories Serving These Needs	Aggregated Housing Needs ¹¹	Total Capacity	Capacity Surplus (Deficit)
0-30% PSH	1,214	Low-Rise Multifamily, Mid-Rise Multifamily, ADUs	8,283 (non-pipeline) + 71 (pipeline) = 8,354	7,510 (non-pipeline) + 71 (pipeline) + 381 ADU = 7,962	(392)
0-30% Non-PSH	2,768				
31-50%	2,376				
51-80%	1,996				
81-100%	1,028	Moderate Density	2,040	2,108	68
101-120%	1,012				
>120%	4,103	Low Density	2,332 (non-pipeline) + 1,771 (pipeline) = 4,103	3,369 (non-pipeline) + 1,771 (pipeline) = 5,140	1,037
Total	14,497		12,655 (non-pipeline) + 1,842 (pipeline) = 14,497	15,210 (including 1,842 pipeline units)	713

Table 12. Projected Need vs. Capacity, Alternative 2

5.3 Alternative 3

Income Level (% AMI)	Projected Housing Need	Zone Categories Serving These Needs	Aggregated Housing Needs ¹²	Total Capacity	Capacity Surplus (Deficit)
0-30% PSH	1,214	Low-Rise Multifamily, Mid-Rise Multifamily	8,283 (non-pipeline) + 71 (pipeline) = 8,354	3,265 (non-pipeline) + 71 (pipeline) + 381 ADU = 3,717	(4,637)
0-30% Non-PSH	2,768				
31-50%	2,376				
51-80%	1,996				
81-100%	1,028		2,040	1,979	(61)

¹¹ Pipeline projects added in separately based on unit type.

¹² Same as above

101-120%	1,012	Moderate Density			
>120%	4,103	Low Density	2,332 (non-pipeline) + 1,771 (pipeline) = 4,103	5,210 (non-pipeline) + 1,771 (pipeline) = 6,981	2,878
Total	14,497		12,655 (non-pipeline) + 1,842 (pipeline) = 14,497	12,677 (including 1,842 pipeline units)	(1,820)

Table 13. Projected Need vs. Capacity, Alternative 3

5.4 Preferred Alternative

Income Level (% AMI)	Projected Housing Need	Zone Categories Serving These Needs	Aggregated Housing Needs ¹³	Total Capacity	Capacity Surplus (Deficit)
0-30% PSH	1,214	Low-Rise Multifamily, Mid-Rise Multifamily, ADUs	7,747 (non-pipeline) + 607 (pipeline) = 8,354	6,187 (non-pipeline) + 607 (pipeline) + 381 ADU = 7,175-8,379 (7,998 + 381 ADU = 8,379)	(1,179)-25
0-30% Non-PSH	2,768				
31-50%	2,376				
51-80%	1,996				
81-100%	1,028	Moderate Density	2,040	1,874-2,361	(166)-321
101-120%	1,012				
>120%	4,103	Low Density	2,342 (non-pipeline) + 1,761 (pipeline) = 4,103	2,418 (non-pipeline) + 1,761 (pipeline) = 4,179-4,746	76-643
Total	14,497		12,129 (non-pipeline) + 2,368 (pipeline) = 14,497	13,228 (including 2,368 pipeline units and 381 ADUs) - 15,487	(1,269)-990

¹³ Pipeline projects added in separately based on unit type.



Table 14. Projected Need vs Capacity, Preferred Alternative

6. Evaluating capacity for emergency housing needs

Only one facility offering emergency shelter beds serving Kitsap County residents is actually located in unincorporated Kitsap County – a pipeline project with 75 beds known as the Pacific Building Shelter, which will serve the South Kitsap area. After accounting for these 75 beds, Kitsap County’s remaining emergency housing need is $612 - 75 = 537$ beds.

A geospatial query was performed on Land Capacity Analysis GIS data to follow the data process outlined in Commerce housing element guidance:

- Identify all parcels in zones allowing indoor emergency housing and indoor emergency shelters (“Group Living” under Kitsap County Code, permitted or ACUP in the UL, UM, UR, GB, UCR, UH, C, RC, LIC, UVC, NC, RCO, P zones): 25,696 parcels
- Narrow parcel search (vacant and underutilized parcels according to the LCA (includes deducting critical areas and buffers), parcels in infrastructure gap areas removed, net developable acreage of at least 0.1, hotels and motels current use): 1,395 parcels
- Amend based on pending permits and pipeline projects (already accounted for by using vacant and underutilized parcels): 1,395 parcels
- Adopt any spacing or intensity requirements to the parcels (no adopted spacing or intensity requirements for indoor emergency shelter): 1,395 parcels
- Calculate capacity based on occupancy/intensity or assumed density methods.

The Pacific Building Shelter, which when it opens will have 75 beds available on 2.75 acres and will be unincorporated Kitsap County’s only indoor emergency shelter, can serve as an assumed density for calculating capacity for the parcels with potential capacity as identified above. $75 \text{ beds} / 2.75 \text{ gross (net) acres} = 27.3 \text{ beds per net acre}$

The 1,395 parcels identified above are further refined by eliminating the largest vacant and underutilized parcels to eliminate skew in the data. This results in 1,340 parcels with capacity for **31,291 emergency housing beds**.

7. Adequate Provisions Documentation

RCW 36.70A.070(2)(d) requires jurisdictions planning under the GMA to include in their comprehensive plan a housing element that “[m]akes adequate provisions for existing and projected needs of all economic segments of the community, including:

- (i) Incorporating consideration for low, very low, extremely low, and moderate-income households;
- (ii) Documenting programs and actions needed to achieve housing availability including gaps in local funding, barriers such as development regulations, and other limitations;
- (iii) Consideration of housing locations in relation to employment location; and
- (iv) Consideration of the role of accessory dwelling units in meeting housing needs.”

7.1 Housing units needed to manage both current and projected housing needs, broken down by income bracket

Income Level	Percent Area Median Income	Net New Units Needed, 2020-2044
Extremely Low Income	0-30% Permanent Supportive Housing (PSH)	1,214
	0-30% Other (Non-PSH)	2,768
Very Low Income	>30-50%	2,376
Low Income	>50-80%	1,996
Moderate	>80-100%	1,028
	>100-120%	1,012
Above Moderate	>120%	4,103
Total		14,497
Temporary housing needs		Net new beds needed, 2020-2044
Emergency Housing/Shelter		537

Table 15. Review of Housing Unit Need by Income Level



7.2 Documenting programs and actions needed to achieve housing availability

Kitsap County is not required to construct housing or ensure that housing is produced. However, the County must identify barriers to housing production and make adequate provisions to accommodate all housing needs. Alternative 1 of the Environmental Impact Statement (draft released on December 15, 2023), the “No Action” alternative, falls far short of making adequate provisions for those making 80 percent or less of the median income.

Under Alternative 2 (and the Preferred Alternative), the following analysis demonstrates how the County makes adequate provisions to accommodate all housing needs.

7.2.1 Review housing production trends to determine if barriers exist

Zone	SF Units	SF Historical average annual trend (7 yr)	MF Units	MF Historical average annual trend (7 yr)	ADUs	Total Units	Total Historical average annual trend
Greenbelt	7	1	0	0	1	8	1.1
Urban Restricted	199	28.4	2	0.3	0	201	28.7
Urban Low Residential	510	72.9	24	3.4	3	537	76.7
Urban Medium Residential	217	31	24	3.4	1	242	34.6
Urban High Residential	12	1.7	0	0	0	12	1.7
Mixed Use ¹⁴	2	0.3	41	5.9	0	43	6.1
Total Urban	937	133.9	100	14.3	5	1,043	149
Rural Residential	1,296	185.1	0	0	21	1,317	188.1
Rural Protection	239	34.1	0	0	7	246	35.1
Rural Wooded	60	8.6	0	0	1	61	8.7
Total Rural	1,595	227.9	0	0	29	1,624	232

Table 16. Residential Building Permits in Unincorporated Kitsap County, 2013-2019 (2021 Buildable Lands Report, Facet analysis)

¹⁴ The mixed use zone was established in the 2006 comprehensive plan but removed in the 2016 comp plan update and during the evaluation period for the Buildable Lands Report.

Income level (% AMI)	Projected housing need (2020-2044)	Housing type(s) that best serve these needs	Aggregated housing need (2020-2044)	Annual unit production needed	Historical average annual unit production ¹⁵	Is there a barrier to sufficient production?
0-30% PSH	1,214	Low-Rise and Mid-Rise (walk-ups up to 3 stories, apartments, condos)	8,354	348	42	YES
0-30% Non-PSH	2,768					
>30-50%	2,376					
>50-80%	1,996					
>80-100%	1,028	Moderate Density (townhomes, duplex, triplex, 4-plex) + ADUs	2,040	85	76.7	YES
>100-120%	1,012					
>120%	4,103	Low Density (single family detached)	4,103	171	262	NO

Table 17. Comparison of production trends to housing needs to determine if barriers exist

¹⁵ Rounded to the nearest half-unit from BLR table on previous page



7.3 Gather information to determine what kind(s) of barriers exist

7.3.1 Moderate Density housing barrier review checklist

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
Development regulations			
Unclear development regulations	Yes	<ul style="list-style-type: none"> • Definitions related to land divisions located in Title 21 (land use and development procedures), not Title 16 (Land Division and Development) • Inconsistent definitions identified in Titles 16 and 17 • Public street and street connectivity requirements located in Title 17 (Zoning) instead of Title 16 (Land Division and Development) • Unclear recreational open space tract locations • Inconsistency between Shoreline Master Program and development regulations on maximum building heights in shoreline jurisdiction • Performance Based Development (PBD) not effective (rarely used and causes confusion) 	<ul style="list-style-type: none"> • Split-zoned site development regulations clarified (17.120.040.C) • Moved single-family subdivision and development standards from Title 17 to Title 16 • Definitions revised for clarity re: boarding houses, cottage housing, day care centers, and various residential development types (17.110.112, 196, 200, 205, 245, 504, 682, and 683) • Consolidated Performance Based Development (PBD) permit (17.450) with Subdivision Permit, so it can all be done under one review.
Prohibiting some moderate density housing	No	Most urban zones in existing code/comp plan actually allow duplexes,	N/A

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
types, such as: duplexes, triplexes, four/five/six-plexes, townhomes, cottage housing, live-work units, manufactured home parks		townhouses, cottage housing, mobile homes, and multifamily housing. The issue is more with the dimensional regulations (see next row)	
High minimum lot sizes	Yes	<ul style="list-style-type: none"> Existing development regulations contain various barriers to middle housing and multifamily, especially density, setbacks, lot coverage, impervious surface maximums, and more 	<ul style="list-style-type: none"> Minimum lot sizes and dimensions are reduced or removed from many urban residential zones to improve development flexibility (17.420.052)
Low maximum densities or low maximum FAR	Yes	<ul style="list-style-type: none"> Existing development regulations contain various barriers to middle housing and multifamily, especially density, setbacks, lot coverage, impervious surface maximums, and more 	<ul style="list-style-type: none"> Increase max density from 9 du to 14 du/ac in Urban Low and Urban Cluster zones if development is attached, cottage, or multifamily Minimum density in commercial zone increased from 10 du/acre to 19 du/acre(17.420.054) Maximum density for Commercial in Kingston removed (17.420.054) Removed max density in the RC zone, increased allowed heights in Silverdale Regional Center (17.420.058)
Low maximum building heights	Yes	<ul style="list-style-type: none"> Building height limitations, especially in Silverdale, limit provision of enough 	<ul style="list-style-type: none"> Increased max density, allowed heights in Silverdale Regional Center and in Commercial zone and many



Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
		housing below 80% AMI	UGAs in the County (17.420.058)
Large setback requirements	Yes	<ul style="list-style-type: none"> Urban residential zones have side setbacks that are a disincentive to attached housing. Some urban zones have front setbacks that also may limit developable area. 	<ul style="list-style-type: none"> Reductions (from 20' to 10' for habitable space and 0' side setback for attached housing) and standardization of setbacks for urban residential zones (17.420.052)
High off-street parking requirements	Yes	<ul style="list-style-type: none"> Current standards have off-street parking requirements that preclude garage spaces from counting toward the parking requirement 	<ul style="list-style-type: none"> Update and reduce residential parking standards. Allow 1 garage space to county toward parking requirement (17.490.030)
High impervious coverage limits	Yes	<ul style="list-style-type: none"> Off-street parking standards do not allow permeable pavement 	<ul style="list-style-type: none"> Remove maximum impervious surface area requirements for Silverdale Regional Center (17.420.058) Off-street parking standards revised to allow permeable pavement in parking areas (17.490.020)
Lack of alignment between building codes and development codes	No	<ul style="list-style-type: none"> N/A 	N/A
Other	Yes	<ul style="list-style-type: none"> No max size of cottage housing units 	<ul style="list-style-type: none"> Revise definition to clarify development characteristics. Create cap of 1,000 square feet per unit (17.110.196)
Process Obstacles			
Conditional use permit process	Yes	<ul style="list-style-type: none"> Some permits require quasi-judicial approval of subdivisions and site 	<ul style="list-style-type: none"> New section in Title 16 allows for administrative approval of amendments

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
		development activity permits • Multi-family construction is an administrative conditional use in several zones	to SDAPs related to subdivisions in certain situations (16.40.040.D.1) • ACUP to P for multi-family in Urban Village Commercial (17.410.044)
Design review	No		• Updated Silverdale Regional Center Plan includes goals and policies calling for adopting and updating development and design standards. However, the County does not have a “design review” procedure that forms a barrier to moderate-density housing.
Lack of clear and accessible information about process and fees	Yes	• ADU regulations do not comply with HB 1337	• Impact fees for ADUs not to exceed 50 percent of single-family dwelling fees
Permit fees, impact fees and utility connection fees	Yes	• ADU regulations do not comply with HB 1337	• Impact fees for ADUs not to exceed 50 percent of single-family dwelling fees
Process times and staffing challenges	Yes	• Permit time represents a cost that is passed on to consumers	• County is implementing expedited permit review program
Limited Land Availability and Environmental Constraints			
Lack of large parcels for infill development	No	• N/A	• N/A
Environmental constraints	Potentially	• CAO updates may result in increased buffers in some instances, reducing availability of sites with development capacity. • PBD code is unclear.	• Consolidated Performance Based Development (PBD) permit (17.450) with Subdivision Permit, so it can all be done under one review. • CAO update (forthcoming)



Table 18. Moderate Density housing barrier review checklist

7.3.2 Low-Rise or Mid-Rise housing barrier review checklist

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
Development regulations			
Unclear development regulations	Yes	<ul style="list-style-type: none"> • Inconsistent definitions identified in Titles 16 and 17 • Public street and street connectivity requirements located in Title 17 (Zoning) instead of Title 16 (Land Division and Development) • Unclear recreational open space tract locations • Inconsistency between Shoreline Master Program and development regulations on maximum building heights in shoreline jurisdiction • Performance Based Development (PBD) not effective (rarely used and causes confusion) 	<ul style="list-style-type: none"> • Split-zoned site development regulations clarified (17.120.040.C) • Moved single-family subdivision and development standards from Title 17 to Title 16 • Definitions revised for clarity re: boarding houses, cottage housing, day care centers, and various residential development types (17.110.112, 196, 200, 205, 245, 504, 682, and 683) • Consolidated Performance Based Development (PBD) permit (17.450) with Subdivision Permit, so it can all be done under one review. • Expand modification process for multifamily development and provide criteria for allowing greater building heights and adjustments to parking circulation (17.420.035)
High minimum lot sizes	Yes	<ul style="list-style-type: none"> • Existing development regulations contain various barriers to multifamily housing, especially density, setbacks, lot coverage, 	<ul style="list-style-type: none"> • Minimum lot sizes and dimensions are removed from many urban residential zones to improve development flexibility (17.420.052)

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
		impervious surface maximums, and more	
Low maximum densities or low maximum FAR	Yes	<ul style="list-style-type: none"> Existing development regulations contain various barriers to middle housing and multifamily, especially density, setbacks, lot coverage, impervious surface maximums, and more 	<ul style="list-style-type: none"> Minimum density in Commercial zone increased (17.420.054) Maximum density for Commercial in Kingston removed (17.420.054) Increased max density, allowed heights in Silverdale Regional Center (17.420.058)
Low maximum building heights	Yes	<ul style="list-style-type: none"> Building height limitations, especially in Silverdale, limit provision of enough housing below 80% AMI Stair shafts are included in max building height 	<ul style="list-style-type: none"> Increased max density, allowed heights in Silverdale Regional Center (17.420.058) Increased maximum heights for construction with flexibility to build higher if providing public benefits in Commercial and High Urban zones (17.420.052, 054 and 060(62)) Allow stairs and stair shafts to exceed max building height (17.420.060(40)) Increased allowed heights in Commercial Zone (17.420.054)
Large setback requirements	No	<ul style="list-style-type: none"> Setbacks are already zero or very small for zones where low- and mid-rise residential are allowed and are the focus 	N/A
High off-street parking requirements	Yes	<ul style="list-style-type: none"> Parking requirements for commercial and residential 	<ul style="list-style-type: none"> Update and reduce residential parking standards (Alternative 2).



Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
		uses potentially a barrier to adding more units	Allow 1 garage space to count toward parking requirement (17.490.030) <ul style="list-style-type: none"> Update and reduce some commercial parking standards to apply High Capacity Transit Station standards to all commercial uses (Alternative 2) (17.490.030)
High impervious coverage limits	Yes	<ul style="list-style-type: none"> allowance of higher impervious coverage allows for higher densities while accommodating off street parking. 	<ul style="list-style-type: none"> Remove maximum impervious surface area requirements for Silverdale Regional Center (17.420.058) Off-street parking standards revised to allow permeable pavement in parking areas (17.490.020)
Lack of alignment between building codes and development codes	No	<ul style="list-style-type: none"> N/A 	N/A
Other	Yes	<ul style="list-style-type: none"> Maximum lot coverage in the Urban High zone is inconsistent with adjacent Commercial zoned land 	<ul style="list-style-type: none"> Maximum lot coverage for Urban High is removed consistent with requirements for adjacent Commercial land (17.420.052)
Process Obstacles			
Conditional use permit process	Yes	<ul style="list-style-type: none"> Multifamily units are an administrative conditional use permit in some zones. 	<ul style="list-style-type: none"> ACUP to P for multi-family in Urban Village Commercial (17.410.044)
Design review	No	<ul style="list-style-type: none"> Updated Silverdale Regional Center Plan includes goals and policies calling for adopting and updating development and design 	<ul style="list-style-type: none"> N/A

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
		standards. However, the County does not have a “design review” procedure that forms a barrier to moderate-density housing.	
Lack of clear and accessible information about process and fees	Yes	<ul style="list-style-type: none"> ADU regulations do not comply with HB 1337 	<ul style="list-style-type: none"> Impact fees for ADUs not to exceed 50 percent of single-family dwelling fees
Permit fees, impact fees and utility connection fees	Yes	<ul style="list-style-type: none"> ADU regulations do not comply with HB 1337 	<ul style="list-style-type: none"> Impact fees for ADUs not to exceed 50 percent of single-family dwelling fees
Process times and staffing challenges	Yes	<ul style="list-style-type: none"> Permit time represents a cost that is passed on to consumers 	<ul style="list-style-type: none"> County is implementing expedited permit review program
Limited Land Availability and Environmental Constraints			
Lack of large parcels for infill development	No	<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> N/A
Environmental constraints	Potentially	<ul style="list-style-type: none"> CAO updates may result in increased buffers in some instances, reducing availability of sites with development capacity. PBD code is unclear. 	<ul style="list-style-type: none"> Consolidated Performance Based Development (PBD) permit (17.450) with Subdivision Permit, so it can all be done under one review. CAO update (forthcoming)
Gaps in local funding	Yes	<ul style="list-style-type: none"> No financial incentive for development of affordable units 	<ul style="list-style-type: none"> Multi-family tax exemption program (MFTE) if/when the program becomes available to Kitsap County.



Table 19. Low- to Mid-Rise Multifamily housing barrier review checklist

7.3.3 Permanent Supportive Housing (PSH) and emergency housing

As noted in the previous section, Kitsap County has ample capacity for emergency housing. However, the permanent supportive housing and emergency housing analysis is as follows.

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
Development regulations			
Spacing requirements (for example, minimum distance from parks, schools or other emergency/PSH housing facilities)	No	<ul style="list-style-type: none"> County does not have spacing requirements for permanent supportive housing 	<ul style="list-style-type: none"> N/A
Parking requirements	Yes	<ul style="list-style-type: none"> County currently requires 1.5 spaces per multifamily unit plus 0.5 per unit on the street or set aside Parking for emergency housing or non-multifamily iterations of PSH determined by the director 	<ul style="list-style-type: none"> Reductions and standardization in parking requirements (17.490.030)
On-site recreation and open space requirements	No	<ul style="list-style-type: none"> No open space or recreation space requirements that are different from multifamily 	N/A
Restrictions on support spaces, such as office space, within a transitional or PSH building in a residential zone	Yes	<ul style="list-style-type: none"> There are no standards specific to office support within permanent supportive housing or group housing. There is a lack of clarity 	<ul style="list-style-type: none"> PSH should have its own definitions and standards in KCC 17.110.318. Additional code is needed to clarify rules for PSH and indoor emergency shelter.
Arbitrary limits on number of	No	<ul style="list-style-type: none"> Group living (one to 6 rooms) shall meet 	May need additional code on this – transitory

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
occupants (in conflict with RCW 35A.21.314)		minimum density and shall not exceed the maximum density for the zone or 6 boarding rooms, whichever is greater <ul style="list-style-type: none"> • Group living (seven or more rooms) shall meet the minimum density and shall not exceed the maximum density for the zone or six boarding rooms, whichever is greater • Transitory accommodations (17.505) 	accommodations do not apply to PSH as written but contain separate standards
Requirements for PSH or emergency housing that are different than the requirements imposed on housing developments generally (in conflict with RCW 36.130.020)	Yes	<ul style="list-style-type: none"> • There are no standards specific to office support within permanent supportive housing or group housing. There is a lack of clarity 	<ul style="list-style-type: none"> • development standards for PSH should be established in order to comply with RCW 36.130.020. Standards cannot be more restrictive than standard housing developments however preferential treatment for affordable housing, such as reduces setbacks, parking standards, etc. can be implemented. If reduced standards are not desired it should be established that the same standards apply to PSH that apply to standard housing projects.
Other restrictions specific to emergency shelters, emergency housing, transitional housing and	Yes	<ul style="list-style-type: none"> • There are no standards specific to office support within permanent supportive housing or group housing. There is a lack of clarity 	<ul style="list-style-type: none"> •



Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
permanent supportive housing			
Gaps in local funding	Yes	<ul style="list-style-type: none"> No financial incentive for development of affordable units 	<ul style="list-style-type: none"> Sales and use tax for affordable housing (KCC 4.35) as well as sales and use tax for housing-related expenses (KCC 4.34) County is exploring feasibility of MFTE should the statutory basis change within the planning period

Table 20. PSH and Emergency Housing barrier review checklist

7.3.4 Accessory Dwelling Unit (ADU) barrier review checklist

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
Development regulations			
Must allow two ADUs on each lot in urban growth areas; May not require the owner to occupy the property, and may not prohibit sale as independent units, but may restrict the use of ADUs as short term rentals; Must allow an ADU of at least 1,000 square feet; Must set parking requirements based on distance from transit and lot size; May not charge more than 50% of the impact fees charged for the principal unit; Must permit ADUs in structures detached from the principal unit; May not restrict roof heights of ADUs to less than 24 feet, unless that limitation applies to the principal unit;	Yes	<ul style="list-style-type: none"> Various sections of code needed to be revised on account of HB 1337 	<ul style="list-style-type: none"> Various revisions to section 17.415.010 KCC including Limiting impact fees to 50% of primary dwelling, Increasing ADUs to a maximum of 1,000 sq. ft., Allowing ADUs to be sold independent of principal unit.

Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
<p>May not impose setback requirements, yard coverage limits, tree retention mandates, restrictions on entry door locations, aesthetic requirements, or requirements for design review for ADUs that are more restrictive than those for principal units; Must allow an ADUs on any lot that meets the minimum lot size required for the principal unit; Must allow detached ADUs to be sited at a lot line if the lot line abuts a public alley, unless the city or county routinely plows snow on the public alley; Must allow conversions from existing structures, even if they violate current code requirements for setbacks or lot coverage; and May not require public street improvements as a condition of permitting ADUs.</p>			
Unclear development regulations	No	<ul style="list-style-type: none"> 17.415.010 is clear but is being modified as per the previous line. 	<ul style="list-style-type: none"> N/A
Large setback requirements	No	<ul style="list-style-type: none"> Setback requirements being reduced as part of changes to 17.420.52 KCC, which also apply to ADUs 	N/A
Off-street parking requirements	Yes	<ul style="list-style-type: none"> Changes to off-street parking requirements in 17.415.010 to comply with HB 1337. 	<ul style="list-style-type: none"> See previous
Other (for example: burdensome design standards, tree retention	No	<ul style="list-style-type: none"> No other burdensome 	N/A



Barrier	Is this barrier likely to affect housing production?	Why or why not?	Actions being proposed to address barrier
regulations, historic preservation requirements, open space requirements, etc.)		standards for ADUs identified in code.	
Process Obstacles			
Lack of clear and accessible information about process and fees	No	<ul style="list-style-type: none"> • Kitsap County Code and fee schedules contain specific lines for ADUs 	<ul style="list-style-type: none"> • N/A
Permit fees, impact fees and utility connection fees that are not proportionate to impact	No	<ul style="list-style-type: none"> • Fee schedule ordinance contains specific line for ACUP for ADUs 	<ul style="list-style-type: none"> • N/A
Processing time and staff challenges	Yes	<ul style="list-style-type: none"> • 	<ul style="list-style-type: none"> • Expedited permitting for multi-family developments

Table 21. ADU barrier review checklist

7.4 Checklist for local option tools for addressing affordable housing funding gaps

Local option tools for addressing affordable housing funding gaps*	Implementation Status	Plans for Implementation
Housing and related services sales tax (RCW 82.14.530)	Implemented in KCC 4.34	Already implemented
Affordable housing property tax levy (RCW 84.52.105)		
REET 2 (RCW 82.46.035) GMA jurisdictions only and only available through 2025	Allowed by inference in KCC 4.56	Already implemented
Affordable Housing Sales Tax Credit (RCW 82.14.540) – was only available to jurisdictions through July 2020	Implemented in KCC 4.35	Already implemented
Lodging Tax (RCW 67.28.150 and RCW 67.28.160) to repay general	Not eligible (only municipalities are eligible)	N/A

obligation bonds or revenue bonds		
Mental Illness and Drug Dependency Tax (RCW 82.14.460) – jurisdictions with a population over 30,000	Implemented in KCC 4.33	Already implemented
Donating surplus public lands for affordable housing projects (RCW 39.33.015)		
Impact fee waivers for affordable housing projects (RCW 82.02.060)	Implemented by KCC 4.110.030	Already implemented
Application fee waivers or other benefits for affordable housing projects (RCW 36.70A.540)	County currently developing an expedited permit review program for multifamily housing projects, including affordable housing projects.	Being implemented concurrent with this comprehensive plan periodic update and associated development regulations amendments.
Multi-Family Tax Exemption (MFTE) with affordable housing requirement (RCW 84.14)	Not currently allowed under RCW, as of 2024	The County is actively studying MFTE to be ready to implement should the statutory situation change within the planning period
General funds (including levy lid lifts to increase funds available)	Not currently being considered.	No plans for implementation

Table 22. Local tools for addressing affordable housing funding gaps



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