

## **Appendix G: Reasonable Measures**



# KITSAP COUNTY COMPREHENSIVE PLAN UPDATE 2016 Draft Reasonable Measures Assessment

*Prepared by BERK Consulting, November 2015*

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# Reasonable Measures Assessment

## 1.0 INTRODUCTION

The Growth Management Act (GMA) requires that counties and cities plan for a 20-year period and accommodate allocated population growth. A “buildable lands” review and evaluation program was added to GMA in 1997 through RCW 36.70A.215. The program requires counties and cities to determine if land is being used efficiently in urban growth areas (UGAs), to determine if growth is occurring consistent with adopted comprehensive plans, and to identify reasonable measures that could be taken to improve consistency with plans other than adjusting UGAs.

*RCW 36.70A.215 (1)...The purpose of the review and evaluation program shall be to:*

*(a) Determine whether a county and its cities are achieving urban densities within urban growth areas by comparing growth and development assumptions, targets, and objectives contained in the county-wide planning policies and the county and city comprehensive plans with actual growth and development that has occurred in the county and its cities; and*

*(b) Identify reasonable measures, other than adjusting urban growth areas, that will be taken to comply with the requirements of this chapter.*

If an inconsistency is found between planned and achieved densities, reasonable measures designed to increase consistency during the subsequent five-year period are to be identified and monitored.

*RCW 36.70A.215(1) (4) If the evaluation required by subsection (3) of this section demonstrates an inconsistency between what has occurred since the adoption of the county-wide planning policies and the county and city comprehensive plans and development regulations and what was envisioned in those policies and plans and the planning goals and the requirements of this chapter, as the inconsistency relates to the evaluation factors specified in subsection (3) of this section, the county and its cities shall adopt and implement measures that are reasonably likely to increase consistency during the subsequent five-year period. If necessary, a county, in consultation with its cities as required by RCW 36.70A.210, shall adopt amendments to county-wide planning policies to increase consistency. The county and its cities shall annually monitor the measures adopted under this subsection to determine their effect and may revise or rescind them as appropriate.*

Kitsap County Countywide Planning Policies (2013) indicate each jurisdiction is to implement reasonable measures to support the efficient use of urban lands:

*Policies for Urban Growth Areas (UGA). 2. Each jurisdiction is responsible for implementing appropriate reasonable measures within its jurisdictional boundaries. If the Buildable Lands Analysis shows that a jurisdiction’s Comprehensive Plan growth goals are not being met, that jurisdiction shall consider implementing additional reasonable measures in order to use its designated urban land more efficiently.*

The 1995-1999 Buildable Lands Report published in 2002 found that “Residential development has been active in Kitsap County between 1995 and 1999, with a slight majority of all new residential permits issued in the *rural unincorporated area.*” (emphasis added) This reporting period largely

covered a time prior to the adoption of Kitsap County's first compliant Comprehensive Plan, adopted in 1998. In 2003 the County expanded UGAs.

In 2004, a Growth Management Hearings Board decision found that there were three areas of inconsistency between planned and achieved growth patterns (urban/rural split, urban and rural densities). [*Bremerton et al. v. Kitsap County*, CPSGMHB 04-3-009c, Final Decision & Order (FDO) (8/20/2004) ("Bremerton I").] Kitsap County adopted a resolution identifying measures taken between 1998 and 2004 to direct growth to UGAs in 2004. A Superior Court's remand that reasonable measures were not adequate because they were not enacted in response to inconsistencies was upheld by the Court of Appeals.

The 2000-2005 Buildable Lands Report completed in 2007 showed an improvement towards the County's goal of redirecting rural growth to UGAs, though still less than the Countywide Planning Policies' goal:

*Countywide, 57% of all new permitted housing units were in cities and UGAs and 43% were in unincorporated rural areas. The 2000-2005 urban share of new permitted housing units increased significantly from the previous five year period—from 43% (1995-1999) to 57% (2000-2005). The 57% total countywide share of new urban housing unit growth, however, still appears short of the adopted 76% CPP urban population growth target. Nevertheless, the data show that there has been significant progress toward this twenty year goal since the 2002 BLR.*

In 2006, Kitsap County adopted additional reasonable measures, upheld by the Growth Management Hearings Board. The Growth Management Hearings Board indicated that "GMA requires both pre-adoption (will the measure work) and post-adoption (has the measure actually worked) evaluation of adopted reasonable measures." [*Suquamish Tribe et al. v. Kitsap County*, CPSGMHB No. 07-3-0019c, FDO (8/15/2007)]. The Growth Management Hearings Board further indicated that the evaluation should contain "a description, potential benefits, jurisdictions using the measure, and ...the effectiveness of the measure." *Id.*

This report provides an assessment and documentation of Kitsap County's past efforts to implement reasonable measures in its Comprehensive Plan. This report also addresses potential new reasonable measures for consideration in Kitsap County's 2016 Comprehensive Plan Update.

## 1.1 Kitsap County Reasonable Measures

In 2004, the County identified 18 reasonable measures in the existing county code and subarea plans.<sup>1</sup> Additionally, section 2.3.3 of the Kitsap County Comprehensive Plan<sup>2</sup> further identifies a non-exclusive list of 17 reasonable measures to increase urban growth, increase efficiency of services, and address the imbalance of rural and urban growth adopted in the 2006 10-Year Update. Each measure is numbered and listed in Exhibit 1 below.

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<sup>1</sup> See Kitsap County Resolution 158-2004:

[http://www.kitsapgov.com/dcd/community\\_plan/blp/reasonable\\_measures/final\\_signed\\_resolution\\_158\\_2004.pdf](http://www.kitsapgov.com/dcd/community_plan/blp/reasonable_measures/final_signed_resolution_158_2004.pdf)

<sup>2</sup> See Chapter 2 of the Comprehensive Plan, at: [http://www.kitsapgov.com/dcd/community\\_plan/comp\\_plan/Volume1.htm](http://www.kitsapgov.com/dcd/community_plan/comp_plan/Volume1.htm)

In 2005, the Kitsap Regional Coordinating Council (KRCC) produced “Reasonable Measures: A Desktop Reference Guide (for use by Kitsap County jurisdictions).” The guide was updated in 2008 and includes 46 measures. Many of the listed measures in the County resolution and Comprehensive Plan are addressed in the reference guide.

### Exhibit 1. Kitsap County Reasonable Measures

Measures Identified in Kitsap County Resolution 158-2004		KRCC Guide Measure #
1	Encourage Accessory Dwelling Units (ADU) in single-family zones	17
2	Allow clustered residential development	18
3	Allow duplexes	19
4	Allowing townhouses and condominiums in single-family zone	19
5	Encourage development of Urban Centers and Villages	27
6	Encourage Mixed Use Development	24
7	Create annexation plan	1
8	Allow manufactured housing development	35
9	Urban amenities	41
10	Targeted capital facilities investments	5
11	Master planning large parcel developments	
12	Interim development standards	43
13	Encourage transportation-efficient land use	2
14	Density bonuses in UGAs	20
15	Increase allowable residential densities	21
16	Urban growth management agreements	4
17	Locate critical “public” services near homes, jobs and transit	40
18	Transit-oriented development	26
Measures Identified in Section 2.3.3 of the Kitsap County Comprehensive Plan 2006 10-Year Update		KRCC Guide Measure #
19	Increase residential densities within existing UGA boundaries	
20	Permit plats of up to nine lots through an administrative short plat process	
21	Allow for and monitor alternative sanitary sewer systems in unincorporated UGAs	
22	Remove pre-planning allowances in UGAs	
23	Provide for regional stormwater facilities in unincorporated UGAs	5
24	Strengthen and amend policies to promote low impact development (LID)	
25	Consolidated Comprehensive Plan land use designations	
26	Adopt a new Mixed Use zone	24

27	Mandate minimum densities for new subdivisions	23
28	Increased building height limits through incentives	16
29	Proposed design guidelines for Silverdale	34
30	State Environmental Policy Act (SEPA) categorical exemptions for mixed use and infill development for Silverdale	
31	Increased thresholds for SEPA categorical exemptions countywide	
32	Adopt Transfer of Development Rights (TDR) policies and implementing regulations	11
33	Adopt allowances for density bonuses in policies	20
34	Adopt policies addressing and promoting reasonable measures	
35	Adopt policies addressing association and UGA Management Agreements (UGAMAs)	4

## 1.2 Structure of Report

This report presents an evaluation of the 35 reasonable measures with the following major sections:

- 1.0 Introduction
- 2.0 Methodology and Data
- 3.0 Countywide Growth Goals and Trends
- 4.0 Assessment of Reasonable Measures
- 5.0 Summary of Trends
- 6.0 Future Measures

## 2.0 METHODOLOGY AND DATA

This report uses both quantitative and qualitative data to report on the effectiveness of each reasonable measure. Quantitative data is a mix of geographic information system (GIS) data such as assessor parcels and county zoning, and qualitative information relies on interviews.

### 2.1 Methodology

#### Base Year

To assess the County's efforts to implement reasonable measures, it is appropriate to establish a base year, to compare building trends before and after.

Kitsap County's Buildable Lands Reports addressed the following ranges of years that are intended to show achieved and assumed densities and the pattern of rural and urban growth:

- Buildable Lands Report #1 prepared in 2002: addressed 1995-1999
- Buildable Lands Report #2 prepared in 2007: addressed 2000-2005
- Buildable Lands Report #3 prepared in 2014: addressed 2006-2012



However, in terms of policy changes that would affect outcomes, the first GMA-compliant plan was adopted in 1998. The next major update was adopted in 2006. The County has adopted a number of reasonable measures since 2004. There were also some policies and codes that the County adopted over time that are not formally labeled as reasonable measures but have the same effect, such as restricting nonconforming rural lots from connecting to a community sewage disposal system or large on-site sewage disposal system unless lots are consolidated.

Where information is available for the year 1995, the first year of monitoring in a Buildable Lands Report, it is included to help establish a pre-Comprehensive Plan adoption baseline (i.e. prior to 1998). The available information pre-1998 primarily consists of the data in the 1995-1999 Buildable Lands Report published in 2002. Parcel and zoning information is also available for the year 1998.

County permit information is available for the years 2002-2012, as parcel and zoning information. Two other Buildable Lands Reports are available, covering the periods 2000-2005 and 2006-2012.

County permit information for the years 2002-2012 provides the bulk of the quantitative information presented in this report, as 2012 is the base year for the Comprehensive Plan Update and the date of the last five-year Buildable Lands Report period. Data for the years 2013-present would be evaluated in subsequent reports. The information provides context for the trends with reasonable measures prior to and after adoption of reasonable measures in 2004 and 2006, and other years relevant to the adoption of policies and codes.

## Study Area

The focus of this report is on Urban Growth Areas (UGAs) and non-UGA areas in unincorporated Kitsap County. The County has the authority to size UGAs and regulate non-UGA areas. Primary areas of interest are the extent to which development is occurring in rural areas and UGAs given Kitsap County's adopted reasonable measures.

Cities are not under County land use management authority. The results of city plans and regulations are found in the Buildable Lands Report above.<sup>3</sup>

## 2.2 Data Sources

This section provides a brief description of the key datasets analyzed to quantitatively evaluate reasonable measures. Further details about the plat and permit data analysis are available in Appendix A.

## Building Permits

Much of the analysis in this report summarizes residential and commercial building permit activity in unincorporated Kitsap County between 2002 and 2012.<sup>4</sup> Included in this analysis are all issued permits, summarized based on issue date. BERK georeferenced all permits and correlated them to

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<sup>3</sup> Because this report only analyzes measures in the unincorporated areas, the "urban/rural" comparisons will show a higher "rural" ratio than if the cities were included.

<sup>4</sup> The County also summarizes building permit activity on an annual basis and reports this information to the Puget Sound Regional Council (PSRC). Rather than rely on the annual summaries, this report analyzes data directly from the permit tracking system.

the concurrent jurisdictional, UGA, and zoning boundaries at the time the permit was issued. This process accounts for UGA changes, annexations, and zoning changes that occurred during the period of analysis, in order to more reliably represent permit location characteristics at the time the permit was issued.

Annual summaries of permit activity are based primarily on permit issue date. For permit records without issue dates, permit finalization date is used. For permits with no issue or finalization date, submission date is used.

In some cases multiple permits were issued for the same parcel, though the permits were distinct (e.g. for different buildings). These permits were often issued in different years. Furthermore, no information is available regarding the proportion of the total parcel acreage used for any single permit. This complicates calculating permitted residential density for any single year. Therefore, for the purpose of measuring residential density, total acreage related to each individual permit was calculated as parcel acreage multiplied by the ratio of living units permitted to the sum of all living units permitted for the parcel.<sup>5</sup>

### Residential Plats

BERK also analyzed data for all final plats and short plats<sup>6</sup> in unincorporated Kitsap County between 2002 and 2012. Like the building permit data, BERK georeferenced all permits and correlated them to the concurrent jurisdictional, UGA, and zoning boundaries at the time the plat permit application was submitted.

### County Buildable Lands Analysis Reports

Kitsap County conducted a retrospective analysis of land development activity and documented findings in three separate buildable lands reports covering activity from 1995 to 1999, 2000 to 2005, and 2006 to 2012. Information available in these reports was used to summarize trends over those time periods.

### Interviews

Several of the reasonable measures are qualitative in nature or difficult to measure solely by permits or other quantitative data (e.g. whether infrastructure investments or design guidelines attracted growth in UGAs or centers; why some measures may not be well implemented). Thus telephone interviews were conducted with Kitsap County staff, developers, community stakeholders, and property and business owners. Questions centered on adopted reasonable measures in UGAs as well as means to protect rural character and redirect growth to UGAs. The interviewees are listed below, and generally grouped by the primary topics discussed.

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<sup>5</sup> For instance, assume Permit A and Permit B are both associated with the same parcel with a total area of 10 acres. Furthermore, 3 living units are associated with Permit A while 1 living unit is associated with Permit B. BERK calculated the total acreage associated with Permit A as 7.5 acres and Permit B as 2.5 acres to reflect the proportion of total units associated with each permit.

<sup>6</sup> Short plats are issued in a one-step process. All short plat permits are considered final.

### **Urban Focus Interviews**

- Shawn Alire, Development Services Supervisor, Kitsap County Department of Community Development, 9/25/15
- Eric Baker, Policy Manager, Kitsap County Commissioners, 10/2/15
- Jay Burghart, Executive Director, Doctors Clinic, 10/1/15
- Greg Cioc, Transportation Planning Manager, Kitsap County Public Works, 9/30/15
- Jeff Coombe, JCM Property Management, 9/30/15
- Ed Covielo, Planner, Kitsap Transit, 9/29/15
- Scott Diener, Land Use Development Manager, Kitsap County Department of Community Development, 9/25/15
- Erin Leedham, General Manager, Kitsap Mall, 10/9/15
- Gary Lindsey, Kitsap LLC, 9/25/15
- Teresa Osinski, Executive Director, Kitsap County Homebuilders Association, 9/28/15
- Dave Tucker, Assistant Director, Kitsap County Public Works, 9/28/15

### **Rural Focus Interviews**

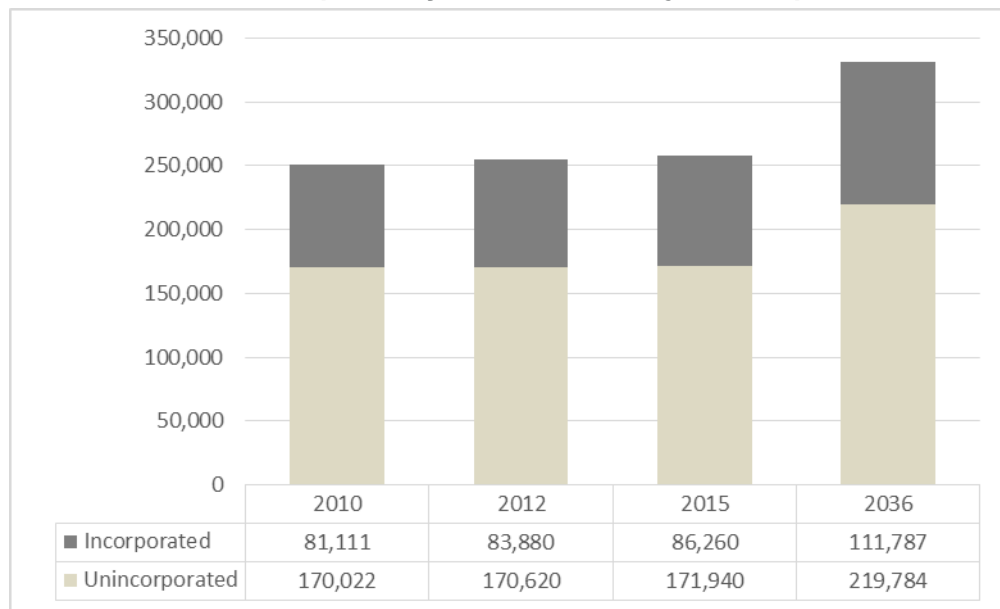
- Jerry Darnall, Farmer, 10/6/15
- Tom Nevins, West Sound Conservation Council, 10/1/15
- David Overton, Overton and Associates, 10/9/15
- Doug Skrobut, McCormick Land Company, 10/2/15
- Interviews findings are included in Section 4 under various reasonable measures, and a comprehensive summary and notes for each interview are included in Appendix B.

## **3.0 COUNTYWIDE GROWTH GOALS AND TRENDS**

### **3.1 Growth Goals, Unincorporated Kitsap County**

Kitsap County is home to 258,200 people in 2015, and is anticipated to grow to 331,571 people by 2036 based on Countywide Planning Policy (CPP) population targets, a 22% increase. Current and projected population levels are displayed in Exhibit 2.

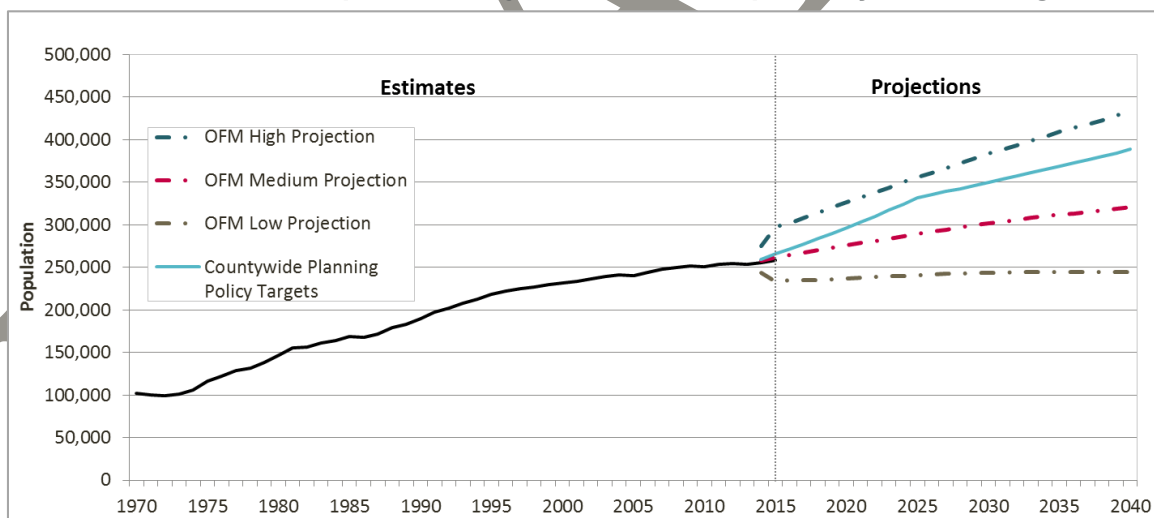
### Exhibit 2. Kitsap County Current and Projected Population



Sources: (Washington State Office of Financial Management, 2015); (Kitsap Regional Coordinating Council, 2014)

The County’s 2036 population target is within the range of the Washington State Office of Financial Management’s medium and high projections, as shown in Exhibit 3.

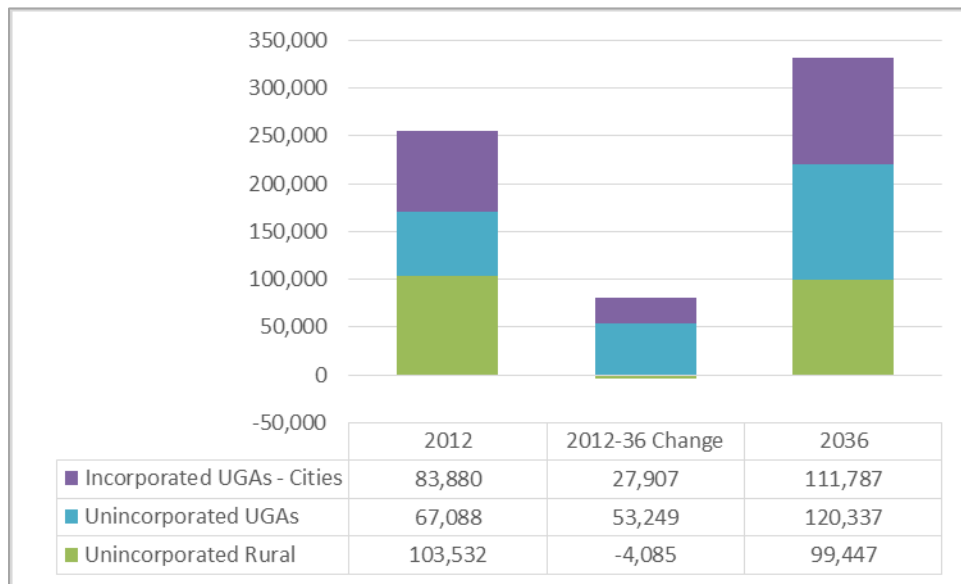
### Exhibit 3. State Population Projections and Kitsap County Growth Target



Source: (Washington State Office of Financial Management, 2012)

In 2012 the county’s population was distributed as follows: 41% rural and 59% urban (26% unincorporated Urban Growth Areas (UGAs) and 33% cities). By 2036, based on growth allocations 2012-2036 (2010 adjusted for two years of growth), the rural share should decrease to 30% and the population will be greater in UGAs and cities. See Exhibit 4. Over time, a larger balance of population will shift to UGAs and cities. It is anticipated that most of the UGA area will be annexed to cities or incorporate, depending on property owner preferences.

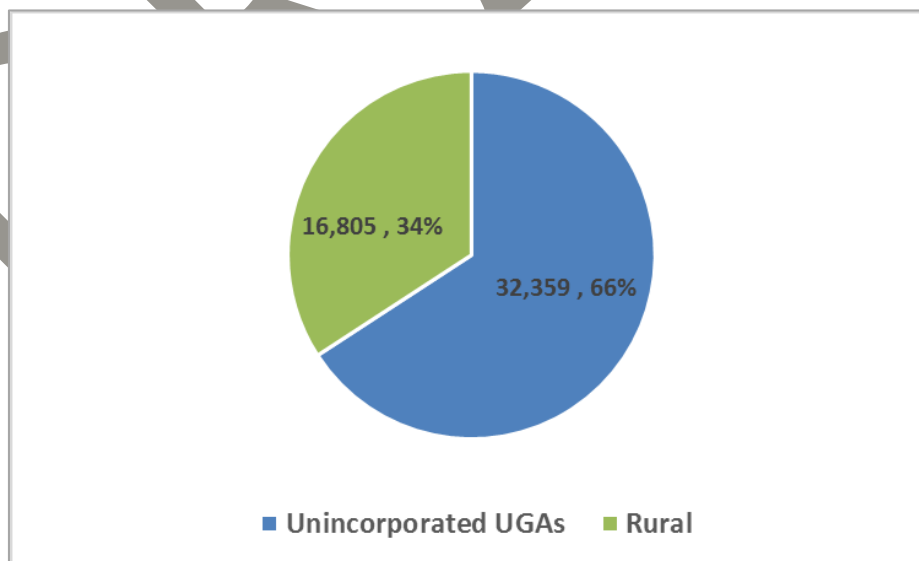
### Exhibit 4. Kitsap County Growth Projections by City, Unincorporated UGAs, and Rural Areas: 2012-2036



Source: (Washington State Office of Financial Management, 2015), (Kitsap Regional Coordinating Council, 2014)

Considering unincorporated areas – rural and unincorporated UGAs only – the share of growth targets projected to be accomplished through the 2012-2036 period would be about two-thirds urban and one-third rural. See Exhibit 5.

### Exhibit 5. Unincorporated Kitsap County Growth Targets: 2012-2036 <sup>7</sup>



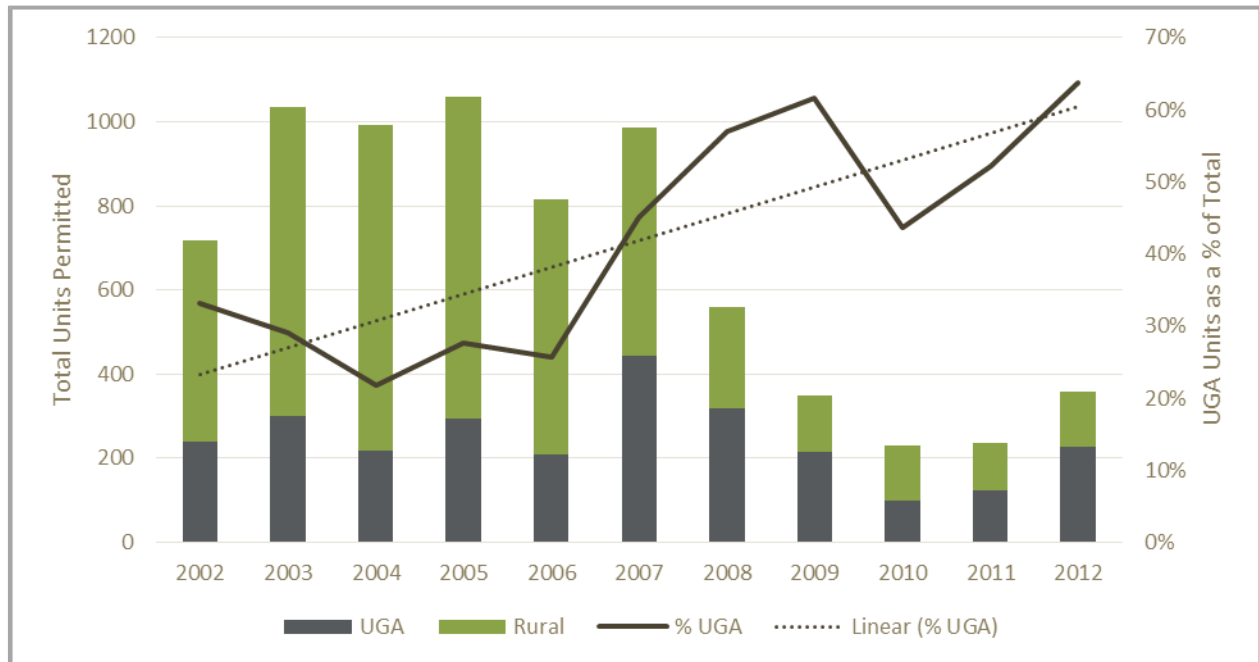
Source: (Washington State Office of Financial Management, 2015), (Kitsap Regional Coordinating Council, 2014); BERK Consulting 2015

<sup>7</sup> Again, this includes only the unincorporated urban areas. The urban to rural ratio would be much higher if it included the cities.

### 3.2 Growth Trends

Exhibit 6 shows total units permitted in unincorporated Kitsap County broken down into those issued within UGA boundaries and those issued in rural areas. It shows that permit activity declined dramatically starting in 2008, mirroring a nationwide decline in the housing market associated with the recent economic recession. Permit activity has remained relatively slow ever since.

**Exhibit 6. Residential Permit Activity in Unincorporated Kitsap County: 2002-2012**

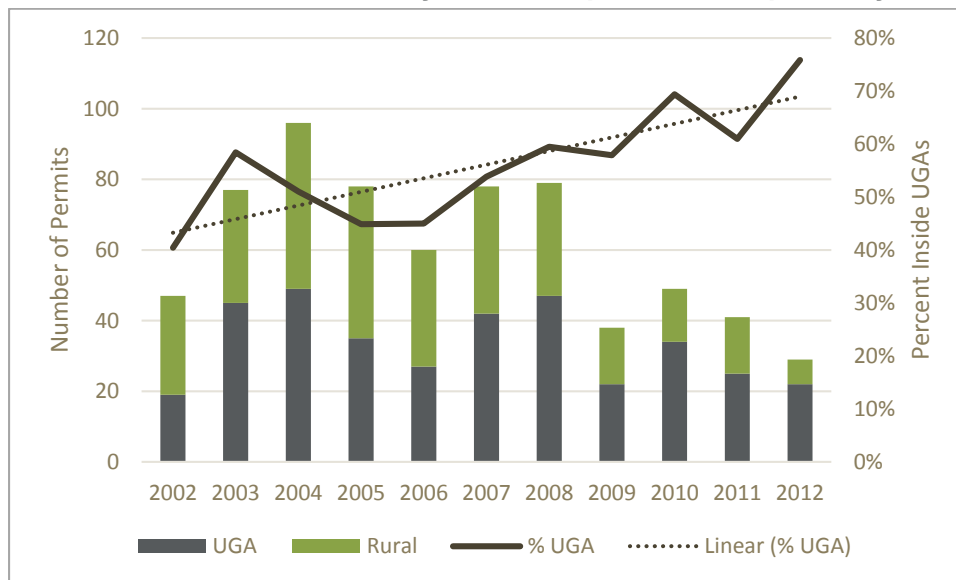


Source: Kitsap County Community Development Department, BERK Consulting 2015

The solid line in this exhibit shows UGA units as a percentage of total permitted units, and the dotted line shows the linear trend over the 11 year period. From 2002 to 2006 27% of units permitted were inside unincorporated UGAs. From 2007 to 2012 53% of units permitted were inside unincorporated UGAs. This percentage increased significantly from 26% in 2006 to 62% in 2009. In 2012 there was a high of 64%. Comparing this rate before and after 2006 reveals an overall increase since the reasonable measures were adopted in the 2006 County Comprehensive Plan.

Exhibit 7 breaks down commercial permits into those issued within unincorporated UGA boundaries and those issued in rural areas. As with residential permits, activity declined starting in 2008. Permit activity has remained relatively slow ever since. Between 2002 and 2006 49% of commercial permits were issued inside UGAs compared to 61% for the period of 2007 to 2012. Sufficient data is unavailable to compare the total square footage associated with commercial permits inside and outside UGAs.

### Exhibit 7. Commercial Permit Activity in Unincorporated Kitsap County: 2002-2012

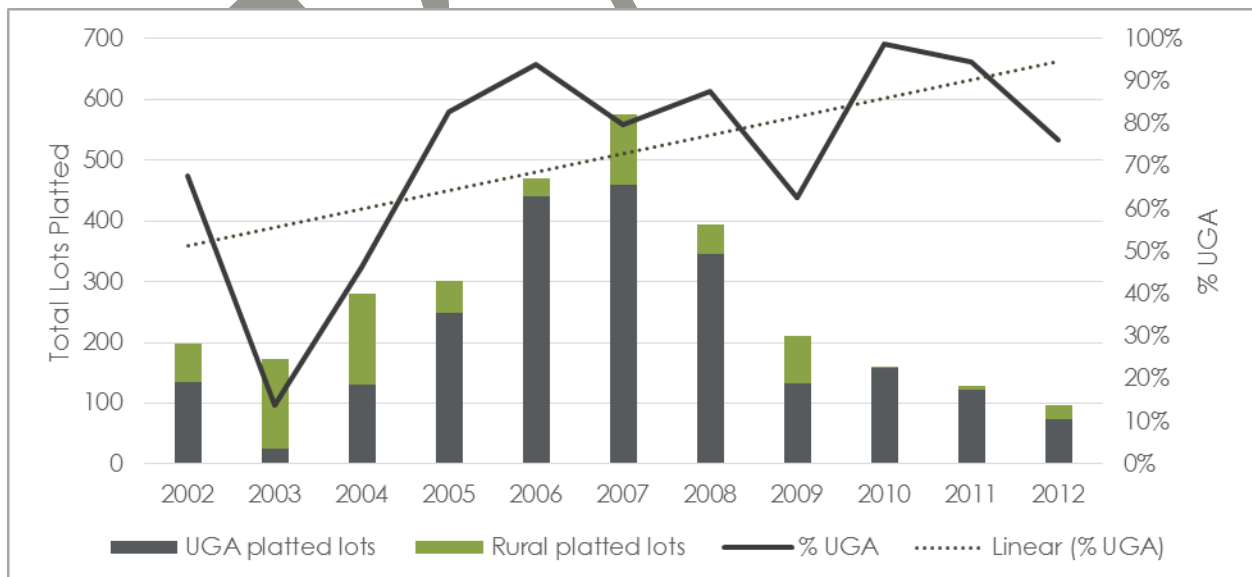


Source: Kitsap County Community Development Department, BERK Consulting 2015

In summary, the County has had some success in focusing a greater share of total new development inside UGAs, compared to the period before the 2006 Comprehensive Plan was adopted.

Exhibit 8 shows total residential lots platted from 2002 to 2012. Like permits, platted lot trends mirror the economic downturn in 2008. Also similar to building permits but to a greater degree, there is an increasing share of new platted lots within UGAs. From 2002 to 2006, 69% of platted lots were located within UGAs. This share rose to 83% from 2006 to 2012.

### Exhibit 8. Residential Plat Activity in Unincorporated Kitsap County: 2002-2012



Source: Kitsap County Community Development Department, BERK Consulting 2015

### Rural Legacy Lots

Prior to the adoption of the County’s GMA Comprehensive Plan, a significant portion of Kitsap County parcels had already been platted into small “suburban-sized” parcels. These “legacy lots”



are smaller than minimum rural residential lot sizes (i.e. less than 5 acres), located outside of urban areas or Limited Areas of More Intensive Rural Development (LAMIRDs). For example, the Buildable Lands Report addressing the 1995-1998 period indicated that 3,430 of 4,516 rural building permits (75%) occurred on R-5 zoned lots at an average density of 0.51 dwelling units per acre.

The percentage of building permits in rural areas occurring on “legacy lots” instead of newly created lots is high, according to the Buildable Lands Reports. However, due to the larger rural lot sizes instituted since the 1998 Comprehensive Plan, the number of new rural lots is relatively low.

2000-2005: 84% of residential permits on rural legacy lots, 16% on new rural lots

2006-2012: 91% of residential permits on rural legacy lots, 8% on new rural lots

### 3.3 Creating Opportunities

One role of the County and its cities is to create opportunities to focus growth in urban areas. For example, the County can take steps to encourage new mixed-use centers in already developed commercial areas. However, if market forces prefer “greenfield” development over redevelopment, it may take time for the market to respond. Thus, this report presents an evaluation of measures based on both “opportunities created” as well as actual development yield. Qualitative information from interviews also provides insights on measures are difficult to quantify or measures that may not have been implemented.

## 4.0 ASSESSMENT OF REASONABLE MEASURES

In this evaluation, reasonable measures are grouped into categories based on similarities in the kinds of outcomes they seek to promote. The number of each measure is provided for cross-reference to the master lists in Exhibit 1, Section 1.1 above.

Section 4 is the heart of the reasonable measures evaluation. Some of the reasonable measures are similar in nature and are grouped, as follows:

- 4.1 Increase Urban Residential Densities
  - Increase allowable residential densities [15]
  - Mandate minimum densities for new subdivisions [19]
  - Increase residential densities within existing Urban Growth Area (UGA) boundaries [27]
- 4.2 Focus Growth near Transit, Urban Centers, and Urban Villages
  - Transit-Oriented Development (TOD) [18]
  - Encourage Transportation-Efficient Land Use [13]
  - Encourage Development of Urban Centers and Villages [5]
  - Proposed Design Guidelines for Silverdale [29]
- 4.3 Provide More Urban Housing Choices



- Encourage accessory dwelling units (ADU)<sup>8</sup> in single-family zones [1]
- Allow duplexes [3]
- Allowing townhomes and condominiums in single-family zones [4]
- Allow manufactured housing development [8]
- 4.4 Encourage Mixed-Use Development
  - Adopt a new mixed-use zone [26]
  - Encourage mixed-use development [6]
- 4.5 Development Clustering and Master Planning
  - Master planning large parcel developments [11]
  - Allow clustered residential development [2]
- 4.6 Encourage Increased Density and Intensity of Development
  - Adopt allowances for density bonuses in policies [33]
  - Density bonuses in UGAs (only in Poulsbo Urban Transition Area) [14]
  - Increased building height limits through incentives [28]
- 4.7 Reduce Administrative Barriers and Regulatory Requirements
  - Permit Plats of Up to Nine Lots through an Administrative Short Plat Process [20]
  - Increased Thresholds for SEPA Categorical Exemptions Countywide [31]
  - State Environmental Policy Act (SEPA) Categorical Exemptions for Mixed-Use and Infill Development for Silverdale [30]
  - Consolidated Comprehensive Plan Land Use Designations [25]
- 4.8 Service and Infrastructure Investments in UGAs
  - Allow for and monitor alternative sanitary sewer systems in unincorporated UGAs [21]
  - Provide for Regional Stormwater Facilities in Unincorporated UGAs [23]
  - Strengthen and amend policies to promote low impact development [24]
  - Locate Critical “Public” Services near Homes, Jobs and Transit [17]
  - Targeted Capital Facilities Investments [10]
  - Urban amenities [9]
- 4.9 Rural Protection Measures
  - Adopt Transfer of Development (TDR) Policies and Implementing Regulations [32]
  - Interim development standards [12]
- 4.10 Annexation Plans and Urban Growth Area Management Agreements
  - Create Annexation Plans [7]
  - Urban Growth Management Agreements [16]

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<sup>8</sup> ADUs refer to second housing units added to a single-family tax lot, such as backyard cottages.

Adopt Policies Addressing Association and UGA Management Agreements (UGAMAs) [35]

4.11 Other Policy or Regulatory Measures

Remove Pre-Planning Allowances in UGAs [22]

Adopt policies addressing and promoting reasonable measures [34]

## 4.1 Increase Urban Residential Densities

### Description

Three reasonable measures focus on the goals of enabling, requiring, and promoting compact and higher-density residential development within urban growth areas:

- **Increase allowable residential densities [15]:** Where appropriate (and supported by companion planning techniques), allow more housing units per acre. (Resolution 158-2004)
- **Mandate minimum densities for new subdivisions [19]:** Ensure that any new urban lots created through the subdivision process meet the minimum urban densities specified in their respective zones. (Personius, 2006)
- **Increase residential densities within existing UGA boundaries [27]:** Rezones of specific parcels within the existing UGAs to higher densities and increasing the range of allowable densities in some of the County's urban residential zones. (Personius, 2006)

### Potential Benefits

Increasing the density of new residential development is an effective way to increase the capacity of urban growth areas, thereby reducing pressure to expand UGAs to accommodate growth. Encouraging more homes to be built in urban areas also has the potential to reduce market pressure for new home development in rural areas of the county. Higher density development also enables more cost-effective provision of services and amenities.

### Jurisdictions That Use These Measures

According to the Kitsap Regional Coordinating Council (2008), these density measures are used in Bremerton, Bainbridge Island, Poulsbo, Port Orchard, and all Kitsap County UGAs.

The Puget Sound Regional Council's (PSRCs) Housing Innovation Program includes a profile of minimum density as a tool to promote housing affordability and variety. (Puget Sound Regional Council, 2015) The profile highlights King County, Redmond, and Ellensburg examples. A January 2009 survey showed that over the 2003-2008 period, Bonney Lake achieved 1,431 homes on lots subject to minimum lot sizes and Gig Harbor achieved 330 lots.

Upzones are also addressed in the PSRC Housing Innovation Program. (Puget Sound Regional Council, 2015) King County and Sea-Tac each reported that between 2003 and 2008 approximately 1,450 dwelling units of buildable land capacity was created with this tool. The City of Seattle found that upzones increased its capacity by 6,000 units. Mountlake Terrace found that upzones created a 1,000 dwelling unit capacity.

The PSRC Housing Innovation Program also addressed small lots. Kitsap County allows lots as small as 2,400-5,800 square feet in its urban residential zones, as a method to achieve density even where there are constraints. Kirkland, Marysville, and Mill Creek are communities with small lot provisions highlighted in the PSRC Program. King County has also instituted small urban lots in its UGAs.

## Evaluation of Measure Effectiveness

### Minimum and Maximum Allowable Densities

The first two reasonable measures in this category focus on adjusting land use regulations to either allow for or mandate higher density residential development within urban areas. Review of the County zoning code 17.382 indicates that all urban residential zones currently include both minimum and maximum densities. Exhibit 9 summarizes minimum and maximum residential densities allowed by zone during three periods of time. It shows little change since 1998, with a few notable exceptions. In 2006 the County lowered the minimum allowable density in single-family zones (Urban Low and Urban Cluster) from 5 units per acre to 4 units per acre. That minimum was then raised in 2012 to 5. Additionally, in 2006 the maximum density for the Urban High zone was raised from 24 to 30 units per acre. Furthermore, in 2006 several commercial and mixed use zones were given minimum allowable residential densities.

Establishing 5 units per acre minimum in Urban Low Residential in 1998 and restoring this density in 2012 is significant in that it applies to the most prevalent zone in unincorporated UGAs.

The percentage jump in Urban High is also significant, allowing higher density building forms rather than densities normally associated with townhomes and garden apartments.

**Exhibit 9. Minimum and Maximum Residential Densities Allowed by County Code**

Zone Name	Minimum Density (units/acre)			Maximum Density (units/acre)		
	1998 - 2006	2006 - 2012	2012 - 2015	1998 - 2006	2006 - 2012	2012 - 2015
Urban Restricted	1	1	1	5	5	5*
Urban Low	5	4	5	9	9	9
Urban Cluster Residential	N/A	4	5	N/A	9	9
Urban Medium	10	10	10	18	18	18
Urban High	19	19	19	24	30	30
Neighborhood Commercial	Site plan review	10	10	Site plan review	30	30
Urban Village Center	N/A	No min	10	N/A	18	18
Low Intensity Commercial	N/A	N/A	10	N/A	N/A	30
Highway Tourist Commercial	Site plan review	10	10	Site plan review	30	30

Zone Name	Minimum Density (units/acre)			Maximum Density (units/acre)		
	1998 - 2006	2006 - 2012	2012 - 2015	1998 - 2006	2006 - 2012	2012 - 2015
Regional Commerce	Site plan review	10	10	Site plan review	30	30
Mixed Use	N/A	10	10	N/A	30	30

\* Due to a code reviser's error, the Kitsap County Code showed 5 as a base and 10 as a maximum, and referred to a table note 83. The table notes should have been 53, and limits the maximum density of 10 to the Gorst Subarea. The error has subsequently been corrected in the online version of the Code. Source: Kitsap County 2015; BERK 2015

### Upzoning and Downzoning

Another way the County impacts allowable residential density is upzoning or downzoning land. Upzoning refers to changing the zone type to one that allows for higher density development, for instance from Urban Low to Urban Medium. Downzoning is simply the reverse, reducing the density allowable.

BERK analyzed upzoning and downzoning activity within UGAs by comparing zoning data at five different points in time (1998, 2004, 2005, 2006, and 2014<sup>9</sup>) to identify areas with zoning changes.<sup>10</sup> Exhibit 10 shows the total acreage of upzones and downzones during those periods. With regards to Zone change type in the Exhibit, "residential" refers to zoning changes exclusively between residential zones, such as from Urban Low to Urban High. "Commercial" refers to zoning changes between residential zones and commercial zones allowing for higher density residential development, such as between Urban Low and Neighborhood Commercial.

The analysis is based on gross zoning acres including rights of way, critical areas, etc. It provides an order-of-magnitude view of zoning changes intended to allow increased density. All zoning changes analyzed occurred within UGA boundaries and do not reflect rural to urban changes through UGA expansions.

<sup>9</sup> Relies on zoning established with 2012 Remand.

<sup>10</sup> Note that this analysis summarized total acreage within each zone. This acreage may include street right-of-ways, small waterways, critical areas, public facilities, or other undevelopable land areas. Therefore acreage estimates may overestimate actual developable land areas that was rezoned.

### Exhibit 10. Residential Upzone and Downzone Activity within Kitsap County UGAs (Gross Acres)

Zone change type	2006 – 2014		
	Upzone	Downzone	Net Upzone
Residential	45	0	45
Commercial	0	0	0
Total	45	0	45

Zone change type	2005 – 2006		
	Upzone	Downzone	Net Upzone
Residential	537	10	526
Commercial	30	4	26
Total	567	15	552

Zone change type	2004 – 2005		
	Upzone	Downzone	Net Upzone
Residential	0	0	0
Commercial	4	0	4
Total	4	0	4

Zone change type	1998 – 2004		
	Upzone	Downzone	Net Upzone
Residential	56	50	6
Commercial	34	15	19
Total	90	65	25

Source: Kitsap County 2015; BERK 2015

In 2006 the County upzoned approximately 567 acres to allow for higher density residential development. Much smaller upzones occurred during each of the other time segments analyzed. Downzoning has been more limited, particularly since 2004 when these reasonable measures were first adopted. In sum, Kitsap County has instituted upzoning to create opportunities in UGAs for new housing forms that are more efficient.

A code change in 2006 changed the minimum Urban Low Residential density from 5 units per acre to 4 units per acre and the maximum density has stayed the same at 10 units per acre. At the time, a Growth Management Hearings Board case identified 4 units per acre as an urban density in Kitsap County. Following the 2012 UGA Sizing and Composition Remand, the County restored a minimum density of 5 units per acre. This change in minimum density in 2006 and 2012 was a code change and not a zone change. Thus, the changes are not reflected in Exhibit 10. In any case, plat densities are above 5 units per acre, both before and after the minimum density change, as shown in Exhibit 11.

### Platted Densities

The third reasonable measure in this category is concerned with increasing achieved densities within UGAs. This report analyzes platted densities using two different datasets. First, data from Kitsap County's three previous Buildable Land Reports were analyzed to compare platted densities during

three time periods: 1995-1999; 2000-2005; and 2006-2012. Second, this report analyzes county plat data to present a year-by-year comparison for the period of 2002 to 2012.

Exhibit 11 shows platted single-family residential densities within the Urban Low and Urban Cluster zones based on the Buildable Lands Analysis reports.<sup>11</sup> It shows that net densities in this zone have increased during each time period, with the exception of a slight dip in net density in 2000-2005. Most notably for this analysis, net densities have increased significantly during the 2006-2012 period. In each of the periods studied, average net densities exceeded the required minimum for these zones of 4 or 5 units per acre.

**Exhibit 11. Platted UGA Single-Family Residential Density in Urban Low (UL) and Urban Cluster (UC) Zones**

Period	Final Plats*	Gross Acres	Net Acres	Lots Platted	Gross Density	Net Density
1995-1999 (UL)		240	124	741	3.08	5.97
2000-2005 (UL)	15	119	72	401	3.40	5.60
2006-2012 (UL)	23	190	101	807	4.25	7.96
2006-2012 (UC)	3	228	103	783	3.43	7.62

\* Final plat counts were not available in the report covering 1995-1999.

Source: Kitsap County Buildable Lands Reports, 2002, 2007, 2014

Exhibit 12 shows platted residential densities in the Urban Medium zone. The total acreage platted in this zone is quite small compared to the Urban Low and Urban Cluster zones, and it includes both single family and condo plats. While this table reflects a relatively small number of final plats, gross density did increase in this zone in the 2006-2012 period.

**Exhibit 12. Platted UGA Gross Residential Density in Urban Medium Zone**

Period	Final Plats*	Gross Acres	Lots Platted	Gross Density
1995-1999		15.9	116	7.29
2000-2005	5	10.4	66	6.35
2006-2012	2	7.7	68	8.83

\* Final plat counts were not available in the report covering 1995-1999.

Source: Kitsap County Buildable Lands Reports, 2002, 2007, 2014

Exhibit 13 shows gross and net platted residential densities for single-family home lots in the Urban Medium. It shows net density has increased between the two periods for which single-family plat activity occurred (which is minimal). Furthermore, net density has consistently been higher than the required minimum for the zone of 10 units per acre.

<sup>11</sup> The Buildable Lands Report covering activity for 1995-1999 does not differentiate between single family and condo plat activity. This analysis assumed all plat activity in the Urban Low zone was creating single-family lots.



**Exhibit 13. Platted UGA Single-Family Residential Density in Urban Medium Zone**

Period	Final Plats*	Gross Acres	Net Acres	Lots Platted	Gross Density	Net Density
1995-1999		15.9	10.4	116	7.29	11.18
2000-2005	<i>No final plats for single-family residential.</i>					
2006-2012	1	7.1	4.3	59	8.27	13.63

\* Final plat counts were not available in the report covering 1995-1999.

Source: Kitsap County Buildable Lands Reports, 2002, 2007, 2014

Exhibit 14 shows platted residential densities in the Urban High zone. While this zone is intended to include exclusively multifamily development, one of the two final plats during the 2000-2005 period was for single-family home development. Not surprisingly, with so few final plats to compare, gross density in this zone has fluctuated over time. Further, the use of gross density does not allow a comparison to whether minimum densities have been effective; nevertheless in the limited instances reported, gross density increased from 2000-2012 compared to 1995-1999.

**Exhibit 14. Platted UGA Gross Residential Density in Urban High Zone**

Period	Final Plats*	Gross Acres	Lots Platted	Gross Density
1995-1999		4.6	49	10.70
2000-2005	2	9.0	280	31.11
2006-2012	1	3.6	41	11.33

\* Final plat counts were not available in the report covering 1995-1999.

Source: Kitsap County Buildable Lands Reports, 2002, 2007, 2014

Exhibit 15 shows gross and net platted residential densities for single-family home lots in the Urban High zone. It shows net density has increased consistently during the three periods analyzed. Net density levels are lower than the required minimum by the zone of 19 units per acre, but this table excludes condo plats that occurred in the 2000-2005 period at a much higher density.

**Exhibit 15. Platted UGA Single-Family Residential Density in Urban High Zone**

Period	Final Plats*	Gross Acres	Net Acres	Lots Platted	Gross Density	Net Density
1995-1999		4.6	3.5	49	10.70	14.12
2000-2005	1	4.3	2.8	40	9.30	14.29
2006-2012	1	3.6	2.5	41	11.33	16.21

\* Final plat counts were not available in the report covering 1995-1999.

Source: Kitsap County Buildable Lands Analysis, 2002, 2007, 2014

**Permitted Densities**

Exhibit 16 shows the aggregate density of newly permitted residential development in Kitsap County UGAs during three different time periods analyzed in the County's three Buildable Land Analysis reports. Included in this analysis are all urban residential and mixed-use zones that saw new residential development on parcels, including both single- and multifamily development. The table shows density in units per acre at its lowest level between 2000 and 2005, then rising

considerably between 2006 and 2012. This is another indicator that efforts to increase residential densities within UGAs have been successful.

### Exhibit 16. Permitted Gross Residential Density in UGAs (All Zones)

Period	Total Gross Acres	Total Units	Units per Acre
1995-1999	539	1,495	2.78
2000-2005	741	1,518	2.05
2006-2012	768	2,939	3.83

Source: Kitsap County Buildable Lands Analysis, 2002, 2007, 2014

Exhibit 17 shows permitted residential densities for the Urban Low and Urban Cluster zones. Densities increased notably in the 2006-2012 period when compared to the 2000-2005 period. The Urban Cluster zone achieved the much higher gross density of 8.07 units per acre during the final period of analysis.

### Exhibit 17. Permitted Residential Density in Urban Low (UL) and Urban Cluster (UC) Zones

Period	Total Gross Acres	New Housing Units	Units per Acre (Gross Density)
1995-1999	345	1,090	3.16
2000-2005	372	1,108	2.97
2006-2012 (UL)	260	905	3.48
2006-2012 (UC)	29	231	8.07

Source: Kitsap County Buildable Lands Analysis, 2002, 2007, 2014

Exhibit 18 shows achieved density in the Urban Medium zone based on parcel acres. The 2000-2005 period appears to be anomalous with very low average density achieved, perhaps due to only a portion of total parcel acreage used for development. Nonetheless the 2006-2012 period was the highest average density on record at 5.79 units per acre.

### Exhibit 18. Permitted Gross Residential Density in the Urban Medium Zone

Period	Total Gross Acres	New Housing Units	Units per Acre
1995-1999	49	108	2.22
2000-2005	234	177	0.76
2006-2012	11	64	5.79

Source: Kitsap County Buildable Lands Analysis, 2002, 2007, 2014

Exhibit 19 shows permitted density in the Urban High zone. With relatively few projects built, gross density in this zone has fluctuated over time.



**Exhibit 19. Permitted Gross Residential Density in the Urban High Zone**

Period	Total Gross Acres	New Housing Units	Units per Acre
1995-1999	27	60	2.26
2000-2005	4	50	14.20
2006-2012	34	178	5.20

Source: Kitsap County Buildable Lands Analysis, 2002, 2007, 2014

Exhibit 20 shows permitted density in the commercial and mixed-use zones where residential development is allowed. As with the Urban High zone, with relatively few projects gross density in these zones fluctuates over time.

**Exhibit 20. Permitted Gross Residential Density in the Urban Village (UV), Neighborhood Commercial (NC), and Mixed-Use Zones (MU)**

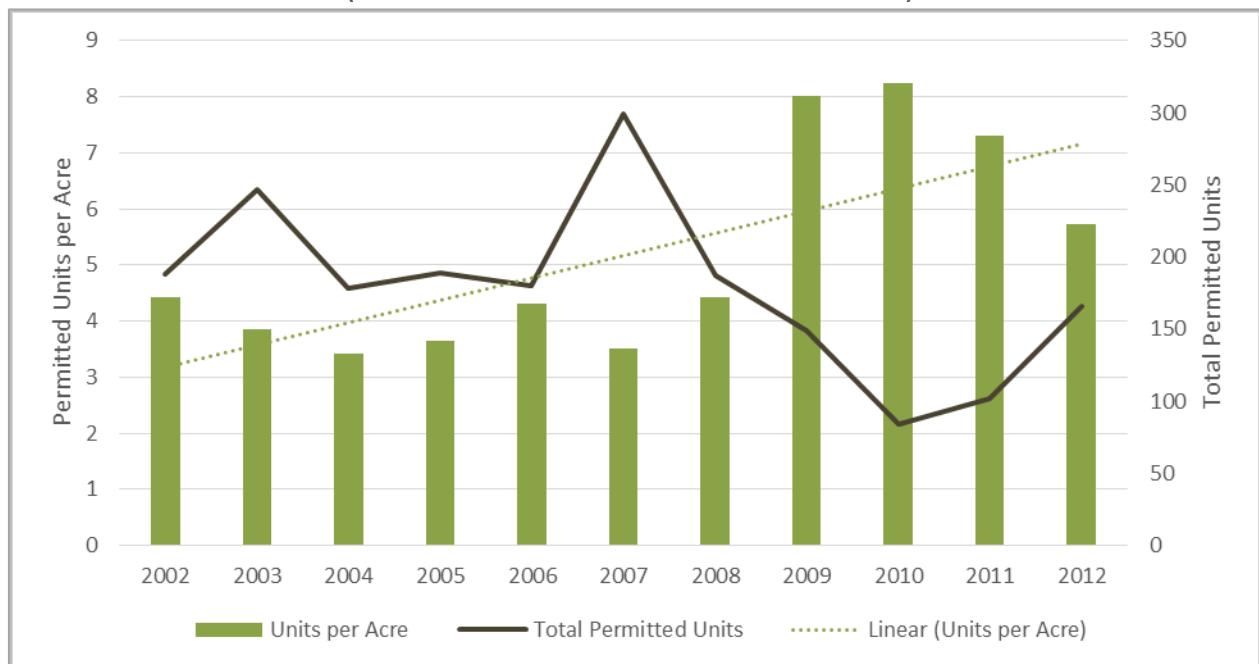
Period	Total Gross Acres	New Housing Units	Units per Acre (Gross Density)
1995-1999	N/A	N/A	N/A
2000-2005 (UV)	0.5	2	4.44
2006-2012 (UV, NC, MU)	2.7	41	15.13

Source: Kitsap County Buildable Lands Analysis, 2002, 2007, 2014

BERK also conducted a new analysis of County permit data in order to highlight year-by-year trends between 2002 and 2012. Exhibit 21 shows permitted gross residential density by year of permit issued for all single-family residential permits issued inside UGA boundaries. This is inclusive of all residential, mixed use, and commercial zones with the exception of Urban Restricted.<sup>12</sup> The solid gray line shows total units permitted. The dotted green line shows the linear trend of units per acre during the period of analysis.

<sup>12</sup> Permits issued in Urban Restricted zones were removed from this analysis given that the intent of this zone is to keep density low to reduce impacts on critical areas, and density can vary from less than urban to urban. The goal of increasing density in UGAs applies to all other zones.

### Exhibit 21. Permitted Gross Density within UGAs: Single-Family Units: 2002-2012 (Urban Restricted Zone Permits Excluded)

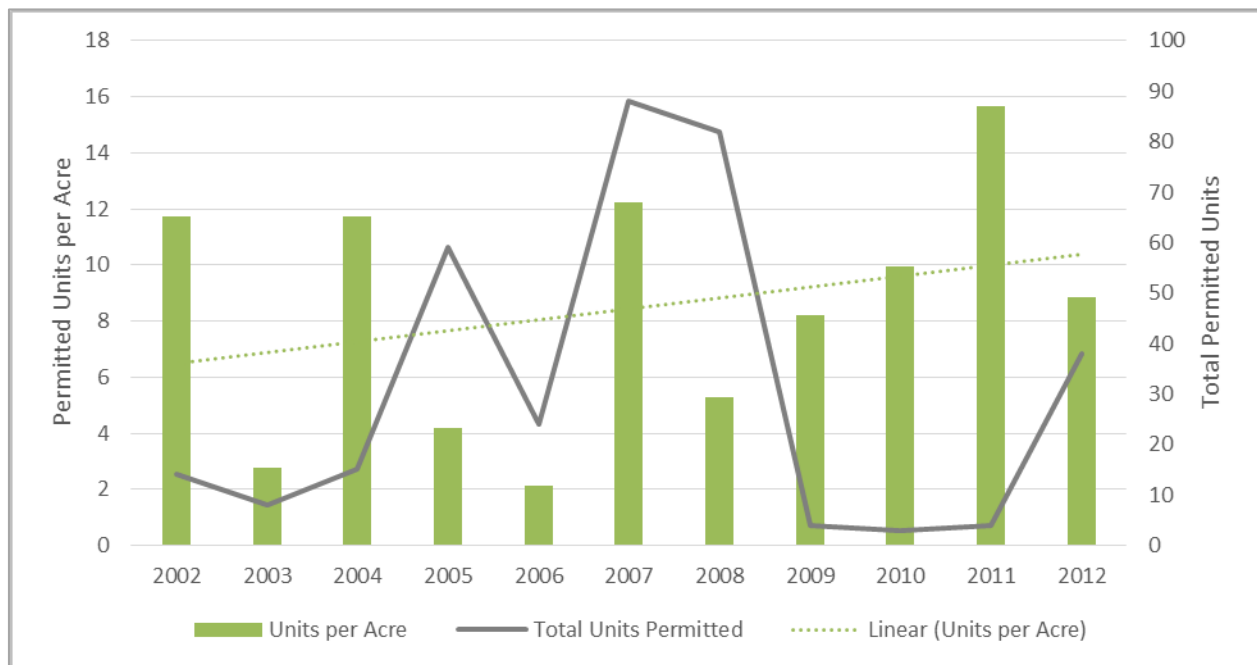


Source: Kitsap County, 2015

Comparing residential densities before and after 2006 reveals an overall increase since reasonable measures were adopted in the 2006 Comprehensive Plan. Average permitted gross residential density from 2002 to 2006 was 3.89 units per acre. From 2007 to 2012 the average density was 4.95 units per acre. This increase in gross density is an indicator that reasonable measures have been successful in accommodating more single-family housing growth within UGAs on a per-acre basis.

Exhibit 22 shows permitted activity and gross densities for duplex, multifamily and mixed-use permitted units combined. From 2002 to 2006 the average gross density of these permitted units was 3.91 units per acre, compared to 7.79 units per acre from 2007 to 2012. Again, this shows a general trend towards increased density, despite less permitted units overall.

### Exhibit 22. Permitted Gross Density within UGAs: Duplex, Multifamily, and Mixed-Use Zones: 2002-2012 (Urban Restricted Zone Permits Excluded)



Source: Kitsap County, 2015

#### Interview findings

A County planner stated that enacting the mandatory minimum density of 4 units per acre in 2006 and then 5 units per acre in 2012 had a big impact on development patterns.

Most developers and County staff interviewed believe that higher maximum densities have not affected development so far, for a variety of reasons.

- The recession and mortgage financing crisis led to a lack of building activity in the county over the past decade. Further, a glut of low-density lots on the market, which are being built out now, may attract development away from dense urban areas.
- Some developers stated that development standards and requirements for facilities such as for stormwater, open space, and roads, can take up space and make it difficult to achieve the maximum allowable density.
- One developer stated there isn't demand for high-density living in Kitsap County. However, another developer believes there is growing demand among Baby Boomers and Millennials for living in urban areas.
- Policies that discourage taller building heights were mentioned by several developers and County staff as an impediment to greater density in UGAs. For example, several people mentioned the requirement to contribute to the fire district for buildings above three stories in Silverdale as a policy that discourages taller buildings. Similarly for steel construction requirements for buildings above a certain height. Achieving 30 units per acre in the Mixed Use zone is difficult unless building above three stories becomes more affordable, according to several interviewees.

- One developer recommended allowing overlapping density levels in zoning districts, to provide more flexibility.

## 4.2 Focus Growth Near Transit, Urban Centers, and Urban Villages

Four reasonable measures focus on the goals of encouraging growth in designated urban centers, urban villages, or areas with transit service. Each is described separately below.

- **Transit-Oriented Development (TOD) [18]:** Encourage convenient, safe and attractive transit-oriented development; including the possibility of reduced off street parking that could encourage more efficient use of urban lands. (KRCC 2008)
- **Encourage Transportation-Efficient Land Use [13]:** Review and amend comprehensive plans to encourage patterns of land development that encourage pedestrian, bike, and transit travel. This policy is typically implemented at the development review level. (KRCC 2008)
- **Encourage Development of Urban Centers and Villages [5]:** Use urban centers and urban villages to encourage mixed uses, higher densities, inter-connected neighborhoods, and a variety of housing types that can serve different income levels. (KRCC 2008)
- **Proposed Design Guidelines for Silverdale [29]:** Promote pedestrian and transit-friendly development and increased aesthetic appeal to encourage more efficient and higher density residential development within the Downtown core of the Silverdale UGA.

### Transit-Oriented Development (TOD) [18]

#### Description

As used in this Reasonable Measures evaluation, the Transit-Oriented Development (TOD) measure is defined as: Encourage new residential and commercial development within a walkable distance (one-half mile) to transit stops to be mixed-use, higher density, and pedestrian scaled, in order to better support transit ridership.

#### Potential Benefits

TOD enables denser development with less traffic congestion. Focusing new residential and employment growth near transit nodes and encouraging more pedestrian-scaled urban design can support transit ridership, reduce the demand on transportation services and facilities, make goods and services more accessible to non-drivers, and reduces peoples' dependence on vehicles for mobility. TOD allows people to more easily use transit systems and improves the accessibility of businesses near transit stations. By focusing more growth in these locations, communities can reduce the need to expand urban boundaries to accommodate growth.

#### Jurisdictions That Use This Measure

According to the Kitsap Regional Coordinating Council (2008), TOD has been highly effective in Bremerton and Port Orchard, and of medium effectiveness in Kitsap County UGAs.

The strategy is also used throughout many jurisdictions in the central Puget Sound region, as described in the PSRC Housing Innovations Program. (Puget Sound Regional Council, 2015)

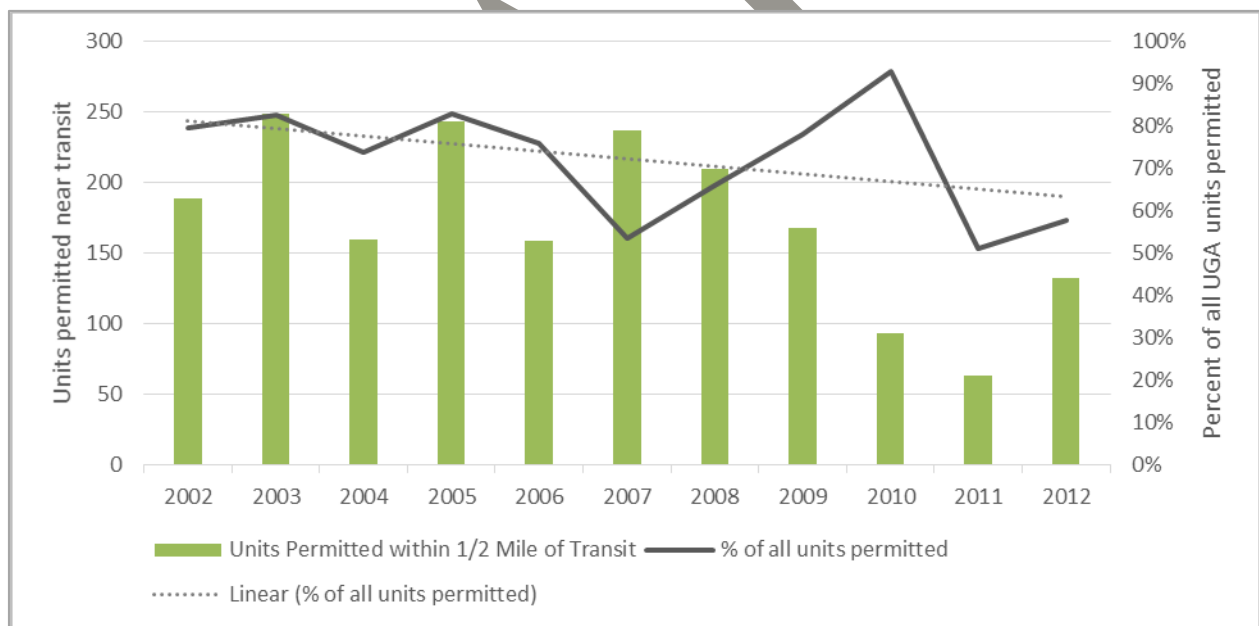
Communities with TOD guidelines and approaches include Snohomish County, King County, and Seattle.

### Evaluation of Measure Effectiveness

County permit data does not provide sufficient information to determine whether the design of new development is oriented towards supporting ease of access to transit service. Therefore a true evaluation of whether “transit-oriented development” is occurring in the County is beyond the scope of this analysis. However it is possible to identify permits that are located in proximity to bus stops. One half mile is a typical threshold for identifying locations within walking distance of transit.

Exhibit 23 summarizes the number of residential units permitted within one half mile of a bus stop inside UGA areas between 2002 and 2012. It shows a declining trend since 2007, mirroring the countywide slowdown in residential growth. The darker line shows the percentage of all permitted residential units in UGAs that are within one half mile of a bus stop. Here we see a great deal of fluctuation from year to year, ranging from a low of 51% in 2011 to a high of 93% in 2010. Comparing this rate before and after 2006 reveals an overall decline since these measure were adopted. From 2002 to 2006 79% of UGA units were built near transit stops. From 2007 to 2012 only 63% of units were built near transit stops.

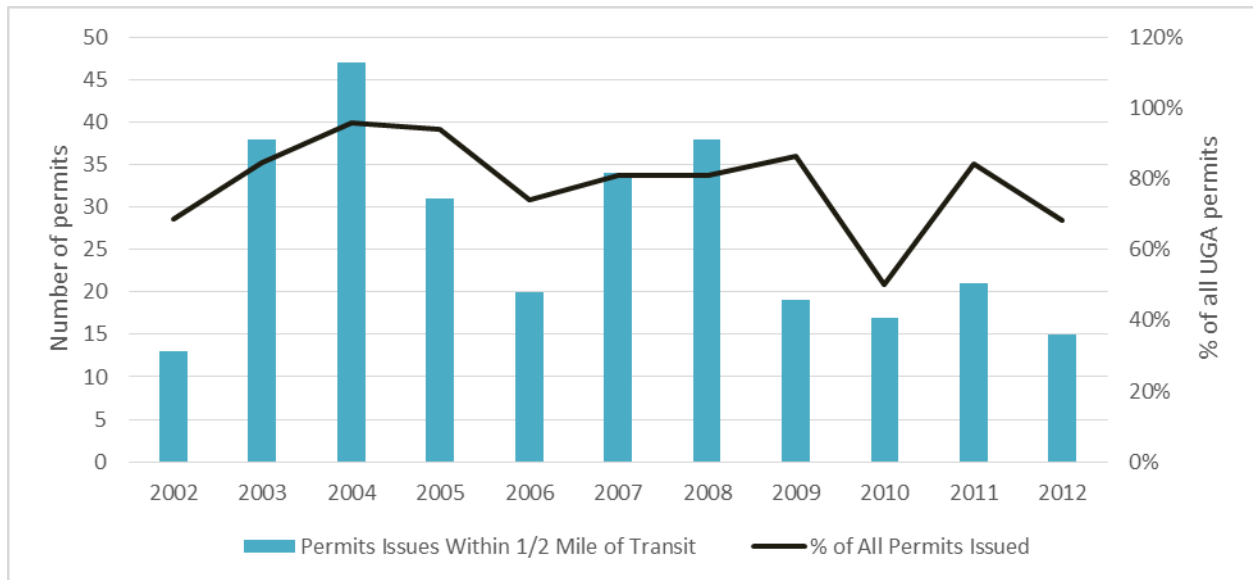
**Exhibit 23. UGA Residential Units Permitted within 1/2 Mile of a Bus Stop, 2002-2012**



Source: Kitsap County, 2015

Exhibit 24 shows commercial permit activity near transit stops inside UGAs between 2002 and 2012. As with residential permits, the volume of activity declined after the recession hit in 2008. So too did the percentage of all UGA permits. Between 2002 and 2006, 86% of permits were issued for parcels within one half mile of a transit stop. Between 2007 and 2012 this share dropped to 75%.

**Exhibit 24. UGA Commercial Permits within 1/2 Mile of a Bus Stop, 2002-2012**



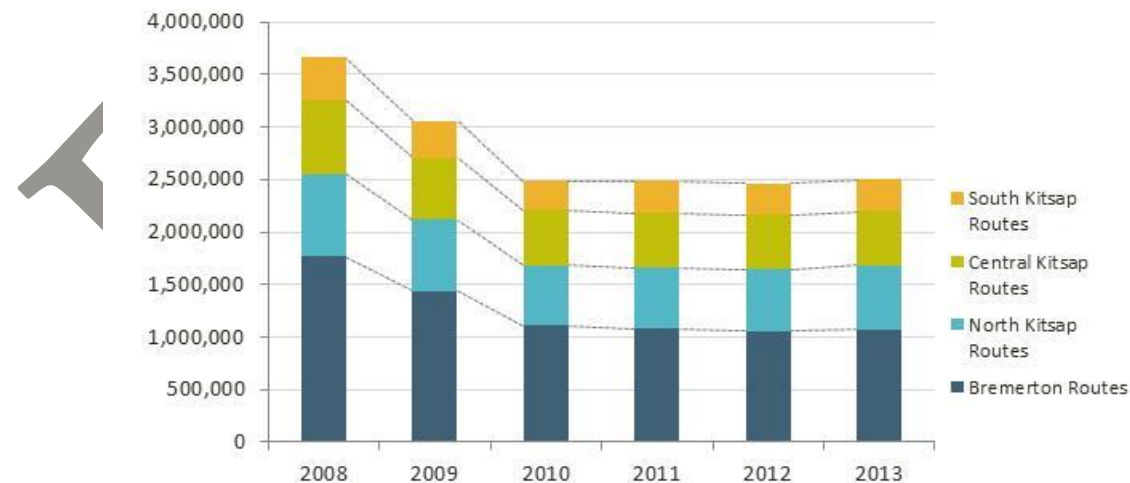
Source: Kitsap County, BERK Consulting 2015

The drop in percentage of new permits and permitted units near transit in recent years may be explained in part by the fact that available land near transit stops was built out in the earlier years of this analysis. As a result, new UGA development is pushed to available land area further away.

Other factors may include changes in transit routes and stops.

Transit ridership declined with the recession and service reductions that occurred. Most of the loss in transit ridership was from routes serving Bremerton.

**Exhibit 25. Kitsap Transit Ridership: 2008-2013**



Source: Kitsap Transit, 2013; BERK, 2013

The percentage of county residents working within the county rather than out-commuting increased in 2010 after dipping in 2000. If that trend improves, that may allow for a transit system serving more in-County locations, making development near transit more attractive.

### Exhibit 26. Counties Where Kitsap Residents Work, 1990 – 2010

	1990		2000		2010	
	Count	Share	Count	Share	Count	Share
Kitsap County	74,323	84.3%	82,265	77.0%	92,375	80.6%
King County	8,459	9.6%	14,960	14.0%	12,125	10.6%
Pierce County	2,960	3.4%	5,116	4.8%	5,960	5.2%
Snohomish County	530	0.6%	1,258	1.2%	1,300	1.1%
Mason County	323	0.4%	611	0.6%	570	0.5%
Jefferson County	263	0.3%	344	0.3%	410	0.4%
All Other Locations	1,286	1.5%	2,323	2.2%	1,890	1.6%
<b>Total</b>	<b>88,144</b>		<b>106,877</b>		<b>114,630</b>	

Source: U.S. Census CTP Data, 2006 – 2010

### Interview Findings

Kitsap County developers interviewed feel that transit service in the county is not frequent enough to make a difference in development location decisions. One County staff member interviewed also felt that transit is insufficient and that there are few transit centers suited for development. However, Kitsap Transit staff stated that there is robust transit service to ferry terminals, serving both park and rides as well as some residential neighborhoods. In addition, Kitsap Transit is working to improve connectivity throughout the county, reducing the need for transfers, and hopes to improve service frequency in the future.

Several interviewees mentioned that Kitsap Transit is in the process of building new transit centers in Silverdale and east Bremerton (inside the city limits). The Silverdale transit center is in conjunction with the Harrison Hospital expansion and located near a residential area, although no new residential development is currently planned nearby. A Silverdale business owner stated that employees do not take transit to work, but the new transit center location at Harrison Hospital could encourage transit use.

A County staff member indicated that two transportation projects in Kingston are geared toward encouraging transit-oriented development near the ferry terminal: a complete streets project and a project to re-route ferry traffic off of a primary downtown street.

Kitsap Transit staff have found that some developers are interested in helping provide access to transit, by building facilities such as bus shelters or sidewalks to connect to bus stops. One example is a project in the Bremerton East UGA, at Pine Road NE and Roswell Drive, where the developer built a bus turnout and bus shelter, providing residents with options to take the bus to the mall or ferry more easily.

### Encourage Transportation-Efficient Land Use [13]

#### Description

Review and amend comprehensive plans to encourage patterns of land development that encourage pedestrian, bike, and transit travel. This policy is typically implemented at the development review level. (KRCC 2008)



For the purposes of this paper, this tool is further defined as: Encourage compact development along transit corridors at or above minimum transit supportive densities.<sup>13</sup>

### **Potential Benefits**

When more people live and work near transit there are more potential riders along transit lines. This makes it more cost-effective for transit agencies to run more frequent service, which in turn makes transit a more viable and attractive option for meeting daily travel needs. Getting more people to use transit makes more efficient use of existing infrastructure, can reduce traffic congestion, makes residents less dependent on vehicles for transportation, and provides more transportation options for segments of the population who cannot or do not wish to drive. Denser and pedestrian-scaled development also makes walking and biking a more viable transportation option. By focusing more growth in these locations, communities can reduce the need to expand urban boundaries to accommodate growth.

### **Jurisdictions That Use This Measure**

According to the Kitsap Regional Coordinating Council (2008), this measure has been highly effective in Bremerton and of medium effectiveness in Bainbridge Island, Port Orchard, and Kitsap County UGAs. The strategy is also used throughout many other jurisdictions in the central Puget Sound region. See the description of TOD above.

### **Evaluation of Measure Effectiveness**

A primary criteria for determining whether land use is transit-efficient is the density of use near transit service. A PSRC guidance paper entitled Transit-Supportive Densities and Land Uses (Puget Sound Regional Council, 2015) reviews the research literature and indicates 4-15 dwelling units per net acre is an appropriate threshold for supporting local bus transit service. Higher density levels are necessary to support frequent and higher capacity transit service such as light rail or bus rapid transit. Exhibit 27 shows permitted gross residential densities for new UGA permits within one-half mile of a bus stop. It shows steady growth between a low in 2005 of 3.3 units per acre to a high in 2010 of 9.5 units per acre. Thereafter density begins to decline near transit areas, though development is still urban in character.

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<sup>13</sup> The PSRC guidance paper Transit-Supportive Densities and Land Uses (Puget Sound Regional Council, 2015) reviews the research literature and indicates 4-15 dwelling units per net acre is an appropriate range for supporting local bus transit service. Recommended density ranges are higher for light rail and bus rapid transit.



### Exhibit 27. Permitted UGA Gross Residential Densities within ½ Mile of a Bus Stop: 2002-2012



Source: Kitsap County, BERK Consulting 2015

Comparing permitted residential density near transit before and after 2006 reveals an overall increase since these measures were adopted. Average density from 2002 to 2006 was 3.6 units per acre compared to 5.9 units per acre from 2007 to August 2012. While Kitsap County hasn't been successful in focusing a greater percentage of all UGA development in transit served areas, permitted densities in these locations have increased. This has the potential to support more efficient transit service.

## Encourage Development of Urban Centers and Villages [5]

### Description

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

### Potential Benefits

Urban centers and villages provide locally-focused shopping opportunities and urban amenities (parks, schools, civic buildings, etc.) together with increased densities which increase livability and reduce the dependence on single occupancy vehicles. They are a more efficient use of land, encourage more transportation or mobility options, and provide for urban services more cost-effectively. Centers and villages create integrated, more complete, and inter-related neighborhoods. By focusing more growth in these locations, communities can reduce the need to expand urban boundaries to accommodate growth.

### Jurisdictions That Use This Measure

According to the Kitsap Regional Coordinating Council (2008), this measure has been highly effective in Bremerton, Bainbridge Island, Port Orchard, and Kitsap County UGAs. Bremerton, in particular, has implemented a tiered set of Centers within which employment and housing is encouraged.

Additionally, this strategy is used in several jurisdictions throughout the central Puget Sound region as part of efforts to support mixed uses, TOD, and as part of affordability and efficient land use initiatives. Snohomish County has a robust center and village strategy around which mixed use at

major cross roads has occurred. Cities with such hierarchies also include Bellevue, Kent, and Federal Way.

### **Evaluation of Measure Effectiveness**

Kitsap County has a single area zoned as an “Urban Village Center” in the Kingston UGA. This area has been designated as an Urban Village Center since 2004. Only two residential units have been permitted in this zone, one in 2005 and another in 2011. During the same period there have been 13 commercial permits issued, 9 of which occurred between 2009 and 2012. Among the 5 permits for which built area data is available, the total square footage permitted was 91,283, averaging just over 18,000 square feet per project.

Parts of the Silverdale UGA are recognized by PSRC as a Regional Growth Center. The growth center boundaries are roughly the same as the Silverdale Design District boundaries discussed below. While the County has been somewhat successful in focusing new commercial development in this area, there has been very little residential development since 2006.

An interviewee suggested the County could further facilitate urban development by ensuring its planners are familiar with urban development. For example, in many cases the residential setback provisions in the code are the same in urban areas as rural.

### **Proposed Design Guidelines for Silverdale [29]**

#### **Description**

Portions of the Silverdale UGA are recognized by PSRC as a Regional Growth Center for employment and population. Design guidelines and standards can be used to promote pedestrian and transit-friendly development and increased aesthetic appeal to encourage more efficient and higher density residential development within the downtown core of the Silverdale UGA.

#### **Potential Benefits**

By adopting design guidelines and standards, the County can promote new development that is pedestrian-oriented, mixed-use, and consistent with the Silverdale subarea plan. Such design features may incentivize new infill and redevelopment activity which makes efficient use of the UGA and increases its capacity to support growth. Such an outcome would reduce pressure to expand urban areas to accommodate new growth.

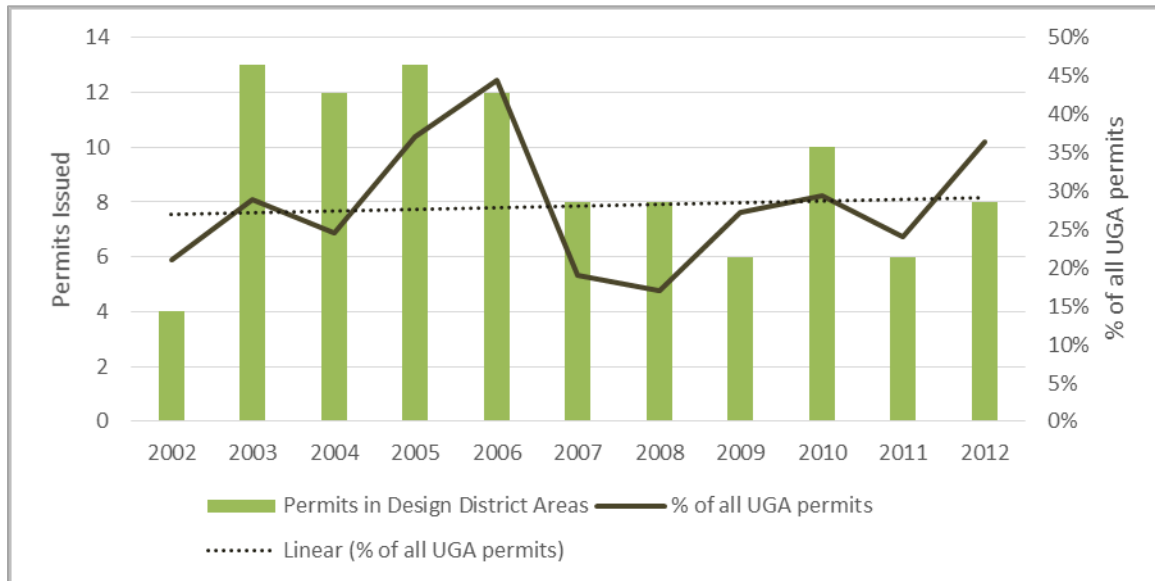
### **Evaluation of Measure Effectiveness**

In May 2007 Kitsap County adopted Silverdale Design Standards as part of the development code for certain areas within the Silverdale UGA. These standards were amended in 2008 and again in 2014. The standards include 9 distinct districts, each with unique guidelines. Not all guidelines are mandatory, and no data is available to determine the percentage of permits in these areas that were for projects that opted into the voluntary standards. What can be measured is the total amount of permit activity inside design district boundaries before and after the standards were adopted. All permits issued after 2007 would have had to comply with the mandatory standards.

There have been only 8 residential permits issued in these districts since 2002. Five were issued before 2007, including a large multifamily development with 240 units. The three permits issued since the standards were adopted include a total of 4 new units.

Exhibit 28 shows the total number of commercial permits issued for projects inside of the current Silverdale Design District boundaries. These districts boundaries were put in place in 2007, just before the economic recession and its associated impact on commercial development in the county. But comparing the percentage of all UGA permits that were issued for parcels inside design district boundaries provides some insight into the impact the new standards had on development activity. This share declined in 2007 and then fluctuated until 2012.

**Exhibit 28. Commercial Permits Issued in Silverdale Design District Areas: 2002-2012**



Source: Kitsap County, BERK Consulting 2015

### Interview Findings

Two County planners interviewed believe the guidelines have helped new commercial buildings in Silverdale achieve a more pedestrian scale, but have not helped generate dense infill development. One planner mentioned the guidelines don't promote higher building heights and so could be an impediment to achieving more density.

One planner stated that the flexibility allowed by the guidelines has helped facilitate a new and better bus stop at the Kitsap mall expansion.

One property owner believes the design guidelines are having unintended negative effects, leading to the back of buildings facing the street, which is not attractive.

A County planner suggested an idea for getting more density in downtown Silverdale, to combine commercial zones into one zone with a very low minimum and very high maximum density, which could encourage redevelopment of buildings.

## 4.3 Provide More Urban Housing Choices

### Description

Four reasonable measures focus on the goal of expanding the range and diversity of housing options available to residents in UGAs.

- **Encourage accessory dwelling units (ADU) in single-family zones [1]:** Accessory dwelling units provide another housing option by allowing a second residential unit on a tax lot. (KRCC 2008) The Kitsap County Code (KCC) Title 17 defines accessory units as “a separate living quarters detached from the primary residence.”
- **Allow duplexes [3] and Allow townhomes and condominiums in single-family zones [4]:** Permit duplexes, town homes, and condominiums in both mixed-use and residential districts of UGAs. (KRCC 2008) KCC Title 17 defines a duplex as “a building containing two dwelling units and designed for occupancy by not more than two families.” A townhome is considered to be “an attached, privately owned single-family dwelling unit which is a part of... other similarly owned single-family dwelling units that are connected to but separated from one another by a common party wall having no doors, windows, or other provisions for human passage or visibility.” (uslegal.com) Condominium properties include units that are “designated for separate ownership and the remainder of [the property] is designated for common ownership solely by the [unit] owners.” (Kitsap County Code 21.92.110)
- **Allow manufactured housing development [8]:** Adopt standards to ensure compatibility between manufactured housing and surrounding housing design standards. (KRCC 2008) KCC Title 17 defines manufactured homes as “a single-family dwelling constructed after June 15, 1976, and built according to the Department of Housing and Urban Development Manufactured Home Construction and Safety Standards Act. A manufactured home is built on a permanent chassis.”

### Potential Benefits

Allowing a wider variety of housing products to be built within UGAs – including duplexes, townhomes, condominiums, manufactured homes, and accessory dwelling units – provides a greater variety of choices to meet the housing needs of different kinds of residents. Each of these housing types are typically smaller than conventional single-family homes and can be built to a higher density. As a result, they can increase the capacity of residential zones and reduce pressure for rural land development. These housing types also cost less per unit to build, leading to more affordable housing options for low and moderate income residents. In sum, these measures to expand housing choices makes living in urban areas a more viable option for some families and households who cannot afford or do not wish to live in conventional single-family homes.

### Jurisdictions That Use These Measures

Many jurisdictions use the measures to increase housing variety and density in single-family areas.

#### Exhibit 29. Housing Types allowed in Single-Family Areas, Use by Other Jurisdictions

Housing type	Jurisdictions that allow (as of 2008)
Accessory dwelling units	<p>According to the Kitsap Regional Coordinating Council (2008), this measure has been used but of only low or medium effectiveness in Bremerton, Bainbridge Island, Poulsbo, Port Orchard, all Kitsap County UGAs, non-UGA County areas.</p> <p>A PSRC (2009) local government survey indicates this strategy is used in several jurisdictions across the region to support housing diversity, choice, and affordability. Forty-five of 58 jurisdictions surveyed in 2009 used the measure. Bainbridge Island reported 61 accessory units</p>

Housing type	Jurisdictions that allow (as of 2008)
	allowed between 2003-2008. Seattle showed it permitted 336 accessory units between 2003-2008, while King County had permitted 50 in that same period.
Duplexes, townhomes, and condominiums	According to the Kitsap Regional Coordinating Council (2008), this measure has been highly effective in Bremerton and of medium effectiveness in Bainbridge Island, Poulsbo, Port Orchard, and all Kitsap County UGAs. A PSRC (2009) local government survey indicates this strategy is used in several jurisdictions across the region to support housing diversity, choice, and affordability. Thirty-six of 58 jurisdictions surveyed in 2009 used the measure.
Manufactured housing	According to the Kitsap Regional Coordinating Council (2008), this measure has been used but of only low effectiveness in most Kitsap County jurisdictions and UGAs. The strategy is most commonly used for providing affordable housing options in both rural and UGA areas. King County showed it permitted 288 manufactured homes between 2003-2008 and Snohomish County 452 units in the same period.

### Evaluation of Measure Effectiveness

Kitsap County Code currently allows for ADUs, duplexes, manufactured housing, and attached single-family dwelling units (commonly known as townhomes or condominiums) in all single-family residential zones. See section 17.381.

There are several criteria that restrict the permitting of ADUs including size, setbacks, and owner occupancy of the primary or accessory unit. A conditional use permit is required to establish one in rural areas.

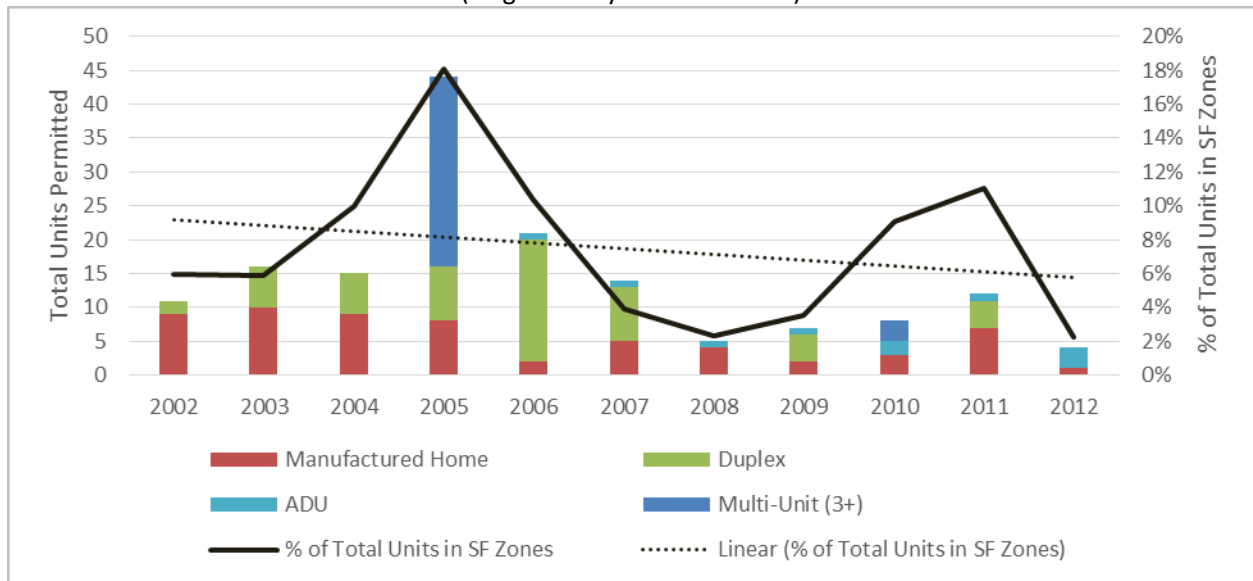
Kitsap County Code also allows for duplexes, attached single-family dwelling units, and manufactured homes in all residential zones in UGAs with the exception of Urban High (the highest density residential zone). Each of these housing types have been allowed in these zones since 1998.

Exhibit 30 shows units permitted in UGA single-family zones<sup>14</sup> by permit type. Displayed are multi-unit (3+) permits which include most townhomes and condominiums as well as apartment buildings, duplex permits, ADU permits, and manufactured home permits. The solid dark line shows the combined total of these permit types as a percentage of all units permitted in UGA single-family zones, and the dotted line shows the declining linear trend over the analysis period. Throughout the period of analysis, these housing types comprise a relatively low percentage of total new residential permits in UGA single-family zones. This percentage peaked in 2005, a year which saw an abnormally high number of multi-unit permits. Since then the percentage has fluctuated between 2% and 11%.

<sup>14</sup> UGA single-family zones are defined as Urban Low Residential, Urban Cluster Residential, and Urban Restricted.

### Exhibit 30. Units Permitted in UGA Single-Family Zones by Housing Type: 2002-2012

(Single-Family Units Excluded)

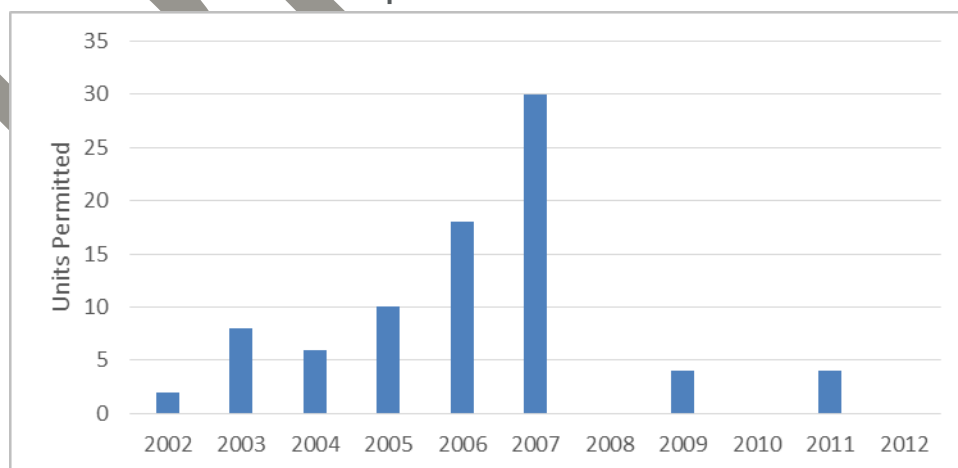


Source: Kitsap County, 2015

Among the four non-single family permit types, manufactured homes and duplexes are the most commonly issued in urban single-family zones. ADU permits are seldom issued. Multi-unit permits are only sporadically issued. In sum, there has not been a general trend towards these building types since the reasonable measures were adopted in 2004.

Exhibit 31 shows all duplex dwelling units permitted between 2002 and 2012. A total of 82 units were permitted, all inside UGAs. This amounts to 1.1% of all units permitted in unincorporated Kitsap County and 3.0% of UGA units permitted during the time period. The number of permits issued per year grew significantly in 2006 and 2007. However there has been little activity between 2008 and 2012. While duplexes have contributed to expanding the diversity of housing choices in UGAs, they have had a relatively small impact on the housing market as a whole.

### Exhibit 31. Number of Duplex Units Permitted in UGAs: 2002-2012



Source: Kitsap County, 2015

Between 2002 and 2012, 570 manufactured home units were permitted in unincorporated Kitsap County, nearly 8% of all units permitted during the period. Eighty-eight percent of manufactured homes permitted were for lots outside of UGAs. However the total number of non-UGA units



permitted has declined significantly since 2004 when this measure was adopted. Manufactured homes make up 3% of the single-family permits in UGAs and 11% in rural areas over the 2002-2012 period; thus they are not a high percentage of new single-family home permits in either location.

While manufactured home development may have provided important affordable housing stock in the county, allowing manufactured homes has not resulted in more urban development than otherwise seen with standard single-family housing construction.

ADU permits are generally rare in County permits. The rate of 2002-2010 ADUs per 1,000 homes in either the urban or rural areas is less than 0.5. While not a tool that is numerically effective at focusing more growth in urban areas, it would remain an affordable housing tool.

## Interview Findings

**Encourage ADUs in single-family zones:** A County planner stated that making ADUs a conditional use in rural areas was designed to make these a less attractive choice outside UGAs. One developer stated that all ADUs in Kitsap require a public hearing, which makes the process too cumbersome. One interviewee indicated the County should restrict ADUs from rural areas and encourage them in urban areas.<sup>15</sup>

### **Duplexes & townhomes & condos in single-family zones:**

A County staff person believes townhomes have been successful in providing an array of housing types. He believes most were built in Urban Low and Urban Medium designations, and they may drive down the overall density in the Urban Medium zone. However, strict fire codes for townhomes and duplexes may make these building forms less attractive than detached housing, which has a less stringent fire code.

### **Allow manufactured housing:**

A County staff person pointed out that state law mandates treating manufactured homes the same as all other single-family homes. However, subdivisions can institute covenants that prohibit manufactured homes. Further analysis would be required to determine whether subdivision covenants have been an obstacle to manufactured home development within unincorporated UGAs.

## 4.4 Encourage Mixed-Use Development

### Description

Mixed-use development includes both residential and commercial uses in the same buildings or site area. Two reasonable measures focuses on allowing and encouraging mixed-use development within UGAs.

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<sup>15</sup> RCW 43.63A.215 indicates the county should allow the siting of accessory apartments in areas zoned for single-family residential use. The County could consider whether its present ADU regulations need amendment as appropriate, but restriction from rural areas as a whole would not meet the provision of the RCW. At the time the law was put in place, the Department of Community Development (now Department of Commerce) prepared a study available here: <http://www.commerce.wa.gov/Documents/GMS-Accessory-Dwelling-Unit-Ordinanc-Study.pdf>.

- **Adopt a new mixed-use zone [26]:** Adopt New Mixed Use Zone (expanded measure) for the Silverdale, East and West Bremerton and Central Kitsap, and Port Orchard UGAs to promote more transit-oriented urban development and increase residential development capacity within existing UGA boundaries. (Personius 2006)
- **Encourage mixed-use development [6]:** Allow residential and commercial development to occur in many of the same buildings and areas within UGAs. (KRCC 2008)

### Potential Benefits

Mixed-use development can provide a broader variety of housing options, allowing people to live, work, and shop in nearby areas. This can enable more pedestrian and transit-friendly access to destinations, reduce the demand on transportation services and facilities, make goods and services accessible to non-drivers, and reduce dependence on vehicles for mobility. Mixed-use development is also typically higher density than conventional development and makes more efficient use of urban land areas, therefore reducing pressure to expand UGAs to accommodate growth.

### Jurisdictions That Use These Measures

According to the PSRC Local Government Housing Survey (2009), mixed-use development is used in parts of Bremerton, Bainbridge Island, Poulsbo, Port Orchard, and many other PSRC jurisdictions as a strategy for increasing housing diversity and accommodating growth. Thirty-five of 58 jurisdictions surveyed by PSRC in 2009 allow mixed use zoning. Bainbridge Island counted 268 units built in a mixed-use style between 2003-2008; Bellevue counted 2,411 units; and Seattle counted 8,886 units.

### Evaluation of Measure Effectiveness

In 2006 Kitsap County adopted a new mixed-use (MU) zone and amended its code to allow mixed uses under a conditional use permit in Urban High (UH), and most commercial zones. Mixed use (MU) zoning can currently be found in the Silverdale, Central Kitsap, Bremerton West, Bremerton East, Gorst, and Port Orchard UGAs.

Only five residential permits have been submitted for projects involving residential development in mixed-use zones over the 2007-2012 period. These were for projects in the Silverdale and Port Orchard UGAs. In total these permits would result in 6 new housing units. None of the permits were for mixed-used projects. Instead they included two single-family permits, a duplex permit, and two manufactured home permits. During the same period 6 commercial permits were issued in mixed-use zones. Among the 5 permits for which built area data is available, these permits totaled 59,912 square feet and averaged nearly 12,000 square feet in size.

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



## Interview Findings

Developers and County staff interviewed pointed to several reasons why mixed-use development has largely not occurred to date. Some interviewees believe that the minimum residential density required in the Mixed Use zone, 10 units per acre, is difficult to achieve, particularly on smaller lots. See comments on development standards and height disincentives above.

One developer believes the Mixed Use zone requires ground floor commercial in any residential building, which creates a disincentive to develop, as there is an over-supply of commercial space. It should be noted that Kitsap County Code 17.352.010 says mixed use is encouraged but not required in the Mixed Use zone. However, the perception of a requirement may reduce interest in building residential projects in this zone.

In addition, one County staff person believes the lack of mixed-use development may be largely attributable to timing. When the zone was created in 2006, the UGA had just been expanded and there were many opportunities for building housing in the county. In addition, the economic recession occurred shortly after the Mixed Use zone was created, and reduced all building in the county.

## 4.5 Development Clustering and Master Planning

### Description

The tools in this section are designed to ensure that open space and natural areas are protected and planned as a system, and that development provides for attractive areas for housing and recreation, and efficient ways to provide transportation and utilities.

- **Master planning large parcel developments [11]:** When originally identified, this tool applied to the South Kitsap Industrial Area, and in a residential context to the South Kitsap UGA/ULID#6 Sub-Area (McCormick Woods). (Resolution 158-2004)
- **Allow clustered residential development [2]:** Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. Clustering can also be used in conjunction with increased density to preserve the aesthetic of less dense development while increasing actual density. It uses characteristics of the site and adjacent uses as a primary consideration in determining building footprints, access, etc. (KRCC 2008)

### Potential Benefits

PSRC's housing toolkit describes master planned developments as complete communities with guiding plans:

*"Master planned communities are grand-scale projects for developing new communities under a central, guiding plan. They are designed to incorporate the full range of land uses needed to establish a complete community including residential, commercial, office, civic/institutional and open space. Development is often designed around a network of public spaces, parks and recreational amenities. As a condition for approval, master planned projects frequently include an*

*allotment of affordable units, which can be encouraged through the use of an inclusionary requirement or development agreement.*

Clustering provides developers with additional flexibility in site plans which enable the preservation of open space and natural areas while still allowing for residential development. In this way clustering can allow for the more efficient use of land and can even facilitate infill development without creating pressure to reduce critical area protections or reduce necessary buffer widths.

### Jurisdictions That Use These Measures

According to the PSRC Local Government Housing Survey (2009), master planned development is a strategy used in Poulsbo and 19 other jurisdictions across the region. These local governments use master planned development as a strategy to support housing diversity and affordability, as well as to accommodate growth.

Clustering is a strategy allowed and used by several jurisdictions throughout the region including Bremerton, Port Orchard, Poulsbo, Bainbridge Island, and in all Kitsap County UGAs (Kitsap Regional Coordinating Council, 2008). According to PSRC (2009) at least 30 others local jurisdiction outside of Kitsap County are also using the strategy. These local governments use clustering as a strategy to support housing diversity and affordability, as well as accommodate growth.

### Evaluation of Measure Effectiveness

Kitsap County has allowed two major master planned developments with development agreements: McCormick Woods, South Kitsap UGA (formerly named ULID #6), and Arborwood in the Kingston UGA. In 2006 the capacity for housing was measured at 3,019 units (Final EIS 2006). Arborwood is presently undeveloped and as of 2012 the capacity is estimated at 640 units.

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

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

### Interview Findings

County planners indicated that the master planning code has not been widely used, and there are not many contiguous parcels that would benefit from the option today. Master planning occurred through prior zoning and development agreements (McCormick Woods, Arborwood), and hasn't been used much since.

A county planner indicated that there is an option for clustering residential development through a performance based development, which allows revisions to setbacks, lot dimensions, and heights; the regulations have been used to provide flexibility in setback so far.

## 4.6 Encourage Increased Density and Intensity of Development

### Description

Three reasonable measures focus on the goals of enabling, incentivizing, and promoting compact and higher density residential and commercial development within urban growth areas:

- **Adopt allowances for density bonuses in policies [33]:** Adopt policies encouraging the allowance of density bonus provisions (expanded measure) for new development in urban residential and mixed use zones. (Personius 2006)
- **Density bonuses in UGAs (only in Poulsbo Urban Transition Area) [14]:** Through master planning or conditional use, encourage greater housing densities in desired areas. (Resolution 158-2014)
- **Increased building height limits through incentives [28]:** Increased Building Height Limits and Bonus Height Incentives to accommodate higher density residential development, increase residential development capacity within existing UGAs and promote more efficient development patterns in areas appropriately zoned to accommodate such development with supporting urban services and amenities. (Personius 2006)

### Potential Benefits

Density and height bonuses provide an alternative means to increase both residential and commercial capacity in UGAs, resulting in reduced pressure to expand UGAs to accommodate growth. Encouraging higher levels of residential and commercial density also has the potential to help reduce market pressure for new home development in rural areas of the county thereby helping mitigate sprawl development within unincorporated areas of the County. Higher density development also enables more cost-effective provision of services and amenities.

### Jurisdictions That Use These Measures

The Poulsbo City code applies in the Poulsbo Urban Transition Area, and density incentives for single-family development are allowed through the City's Planned Residential Developments code. (Poulsbo Municipal Code Chapter 18.260)

In Gorst, since 2013 the County has implemented density and height bonuses through the adoption of the Gorst Subarea plan (KCC 17.378). Examples of available height and density bonus options in Gorst include: clustered residential projects, native landscaping, permeable surfaces, alternative stormwater systems, shared driveways and parking, shared loading areas, and shared access to roads (KCC 17.373.080(B)).

In the Keyport Village Commercial (KVC) zone applicable in the Keyport LAMIRD, residential densities may approximate identified historic densities of 5 dwelling units per acre with a provision for a mixed-use development density bonus related to historic underlying platted lots (KCC 17.321D.020.B). This zone applies in a LAMIRD, a non-UGA designation.

### Evaluation of Measure Effectiveness

To date there have been no identified permits that have taken advantage of either the density or height bonus programs established by the County. This is likely the result of not only the limited

geographic extents in which the programs are offered – the small remaining Poulsbo Urban Transition Area, Gorst UGA, and Keyport Village LAMIRD – but also the short amount of time that the density and height bonuses have been available, specifically in Gorst. Additionally, the relative lower levels of development pressure in both of these areas compared with the more dense UGAs in the County may help explain the limited use of these three reasonable measures.

Looking forward, to enhance the potential of using density and height bonuses as reasonable measures, the County may consider either expanding these programs to cover a larger geographic extent or target future height and density programs in areas where development pressures are greater (e.g. Silverdale).

## Interview Findings

### Building Heights

As discussed above in Section 4.2 on page 26, some developers and County staff believe there are disincentives to building taller than three stories, including required contributions to the fire district and building material requirements.

There seems to be some interest in encouraging increased heights in Silverdale among developers and business owners interviewed. For example, one developer stated that height disincentives hurt the chances of getting a large national tenant for commercial or office space to locate in the county. A business and property owner in Silverdale believes that taller building heights will be important in the medical field in Silverdale, allowing providers proximity to various facilities, and believes there will be market demand for taller buildings within the next five years, particularly with the expansion of Harrison Hospital.

### Density Bonuses

A developer interviewed stated that density bonuses would be useful for encouraging more development. For example, this developer is considering a project in Silverdale where it would be useful to be allowed more than the current maximum density of 30 units per acre. In addition, this developer believes there can always be specific circumstances when a developer would prefer more density than is allowed,

## 4.7 Reduce Administrative Barriers and Regulatory Requirements

The following reasonable measures focus on the goals of making it easier, faster, and/or less expensive to develop in unincorporated UGAs. Each measure is discussed separately below.

- Permit Plats of Up to Nine Lots Through an Administrative Short Plat Process [20]
- Increased Thresholds for SEPA Categorical Exemptions Countywide [31]
- State Environmental Policy Act (SEPA) Categorical Exemptions for Mixed-Use and Infill Development for Silverdale [30]
- Consolidated Comprehensive Plan Land Use Designations [25]

## Permit Plats of Up to Nine Lots Through an Administrative Short Plat Process [20]

### Description

The County has a short plat subdivision process which is less involved than the long plat subdivision process. Prior to 2007 the short plat process could be used for a maximum of 4 lots. Following the Comprehensive Plan adoption in December 2006 the County amended its subdivision code [KCC 16.48.010] to allow up to 9 lots to be created through the short plat process in UGAs.

### Potential Benefits

The short-plat process has the potential to make development faster and less costly in UGAs than in rural areas, which could lead to more development in UGAs.

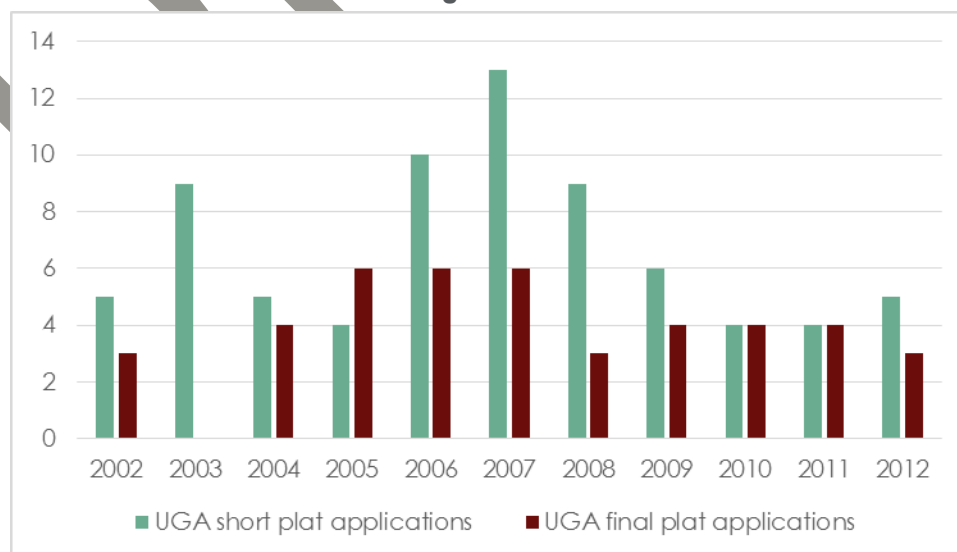
### Jurisdictions That Use This Measure

In 2009, PSRC's survey of 58 jurisdictions showed that 20 allowed 9-lot short plats. Bellevue, Redmond, and Bonney Lake reported 40-45 lots using that short plat process over the 2003-2008 period, while Edgewood counted 200 lots created with this tool.

### Evaluation of Measure Effectiveness

BERK analyzed County plat permit data to determine how often the short plat process was used inside unincorporated UGAs before and after 2006. Between 2007 and 2012, 40 short plat permits were issued. Approximately 7 of these permits (13%) were for plats between 5 and 9 units, resulting in a total of 55 lots. This amounts to 2% of all units permitted by the County during that period and 3.9% of all UGA units permitted. Most of these plats were located within the Silverdale UGA or Central Kitsap UGA. Exhibit 32 shows the total number of plat permits issued inside UGAs through the short and final plat processes from 2002 to 2012. Short plat activity peaks in 2007, the first year short plats of up to 9 units were allowed, then declines thereafter with the economic downturn. However, the number of short plat applications is typically higher than full plat applications year to year.

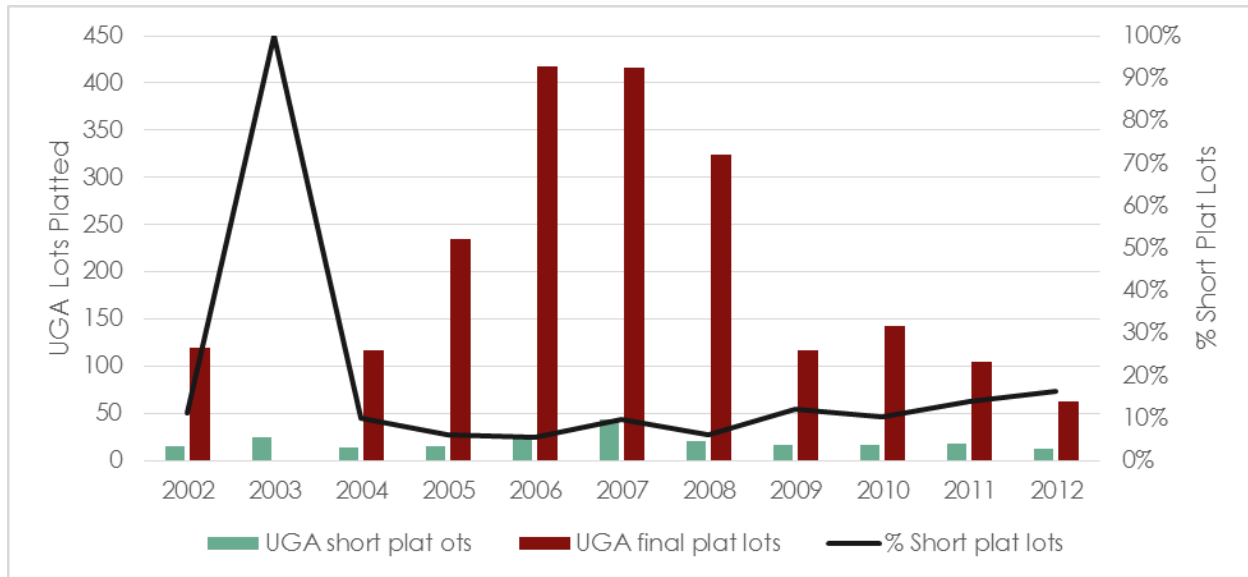
**Exhibit 32. UGA Plat Permits Issued Through Short Plat and Final Plat Processes: 2002-2012**



Source: Kitsap County, 2015

Exhibit 33 shows total lots platted inside UGAs through both the short plat and final plat processes between 2002 and 2012. This chart reflects the countywide decline in residential development activity following the 2008 recession. It shows a rise in the percentage of lots platted through the short plat process following 2008 through 2012. However the majority of UGA lots are still platted using the full plat process.

**Exhibit 33. UGA Lots Platted Through Short Plat and Final Plat Processes: 2002-2012**



Source: Kitsap County, 2015

Comparing all short plat permits before and after 2006 reveals a significant rise in the percentage of short plat lots located within UGAs. Between 2002 and 2006, 42% of short plat lots were located in UGAs. This share rose to 69% between 2007 and 2012. Both before and after 2006, the vast majority of UGA short plat lots were located in the Urban Low Residential zone.

### Interview Findings

Both County staff and developers stated in interviews that they believe the short-plat process for up to nine lots is popular and makes it easier to develop. One developer has been involved in two nine-lot short plat projects, and actively looks for property to develop through the short plat process. County employees stated that the program is working well, is a frequent application type, and is the predominant way to subdivide land in urban areas, favored over the traditional plat process.

### Increased Thresholds for SEPA Categorical Exemptions Countywide [31]

#### Description

The 2006 Kitsap County Comprehensive Plan proposed to institute an optional increase in SEPA exemption thresholds to streamline the development review process and encourage more efficient development within existing UGA boundaries. The higher exemption thresholds allow for larger project sizes for certain types of urban development before it being subject to SEPA review.

#### Potential Benefits

Similar to the short plat process, SEPA exemptions for larger projects could reduce the time and cost of development in UGAs, thus leading to more development.



### **Jurisdictions That Use This Measure**

As of 2009, 15 of the 58 jurisdictions surveyed by PSRC had used increased SEPA exemption thresholds for housing to increase the level of units requiring review from 5 or more to 20 or more. King and Snohomish Counties implemented this threshold. Bonney Lake permitted 40 units under this rule and Redmond permitted 134 units between 2003 and 2008.

### **Evaluation of Measure Effectiveness**

The County's adoption of the residential exemption for 9 units or more in UGAs would be reflected in the results of the Short Plat discussion above.

### **Interview Findings**

One County planner believes SEPA by itself is unlikely to affect development decisions, because the most onerous part of SEPA for a developer is mitigation, but there hasn't been much heavy mitigation required.

One developer did not address categorical exemption thresholds directly, but stated that SEPA review adds weeks or months to a project, making it less feasible, and that Kitsap County sometimes requires SEPA review when it isn't needed.

### **State Environmental Policy Act (SEPA) Categorical Exemptions for Mixed-Use and Infill Development for Silverdale [30]**

#### **Description**

In 2006 and again in 2012 the County approved an ordinance allowed under SEPA to encourage infill residential and mixed use development in the Silverdale Urban Center by establishing a SEPA exemption to streamline the development review process and encourage more efficient development within existing UGA boundaries.

#### **Potential Benefits**

Streamlining the development review process is designed to encourage more mixed use and infill development inside UGAs. This can reduce pressure for development outside of UGA.

### **Jurisdictions That Use This Measure**

Other communities that have adopted an infill exemption include Seattle, Kent and Everett. (Washington State Department of Ecology, 2015)

### **Evaluation of Measure Effectiveness**

The Silverdale infill exemption has not been used to date.

### **Interview Comments**

A County staff person noted that the Silverdale infill exemption bank was created, but the bank was so small, if it was used, would be used once.



## Consolidated Comprehensive Plan Land Use Designations [25]

### Description

This measure was recommended in 2006 to make it easier to rezone urban parcels without the additional time and expense of a comprehensive plan amendment process.

### Potential Benefits

Consolidating designations could facilitate rezones to other densities (e.g. Urban Medium to Urban High).

### Jurisdictions That Use This Measure

Snohomish and King Counties have relatively streamlined residential land use categories in urban areas implemented by more specific and numerous zoning categories.

The City of Renton consolidated land use designations from 12 to 6, principally by consolidating the residential high density designations, mixed use designations, and employment areas into fewer categories.

### Evaluation of Measure Effectiveness

Since the 2006 Comprehensive Plan Update when the largest upzone acres were instituted in concert with the plan update, the acres of upzones have been relatively small. See Exhibit 10.

### Interviews

A County planner stated that this reasonable measure can have value through connection to the TDR program, but has not demonstrated effectiveness so far.

A developer stated that this would be helpful, making it easier to rezone.

## 4.8 Service and Infrastructure Investments in UGAs

Several reasonable measures focus on providing public facilities, services, and amenities in areas targeted for development or providing alternative infrastructure requirements to improve the feasibility of development. The location of these public facilities, services, and amenities or type of supporting infrastructure allowed can direct or influence where development happens.

- Allow for and monitor alternative sanitary sewer systems in unincorporated UGAs [21]
- Provide for regional stormwater facilities in Unincorporated UGAs [23]
- Strengthen and amend policies to promote low impact development [24]
- Locate critical “public” services near homes, jobs and transit [17]
- Targeted capital facilities investments [10]
- Urban amenities [9]

Each measure is discussed separately.

## Allow For and Monitor Alternative Sanitary Sewer Systems in Unincorporated UGAs [21]

### Description

This measure is designed to ensure urban-level sewer or equivalent wastewater service in all UGAs. The 2006 Comprehensive Plan proposed to allow alternative systems such as package plants, membrane systems and community drain fields in areas where other sewer provision is not financially feasible. (KCC 17.110.728).

In addition, in 2006 the Kitsap County Code was changed to prohibit individual septic systems in UGAs. (KCC 17.381.050(48)). As of 2010, the Code also requires connection to sewer in UGAs where a line is available within 200 feet. (KCC 17.383.020)

### Potential Benefits

This measure could provide an incentive for development in UGA areas not connected to sewer service. Allowing use of alternative sanitary sewer in UGAs could also benefit to aquifer recharge and enable Kitsap County to monitor and maintain those facilities to ensure their long-term effectiveness.

### Jurisdictions That Use These Measures

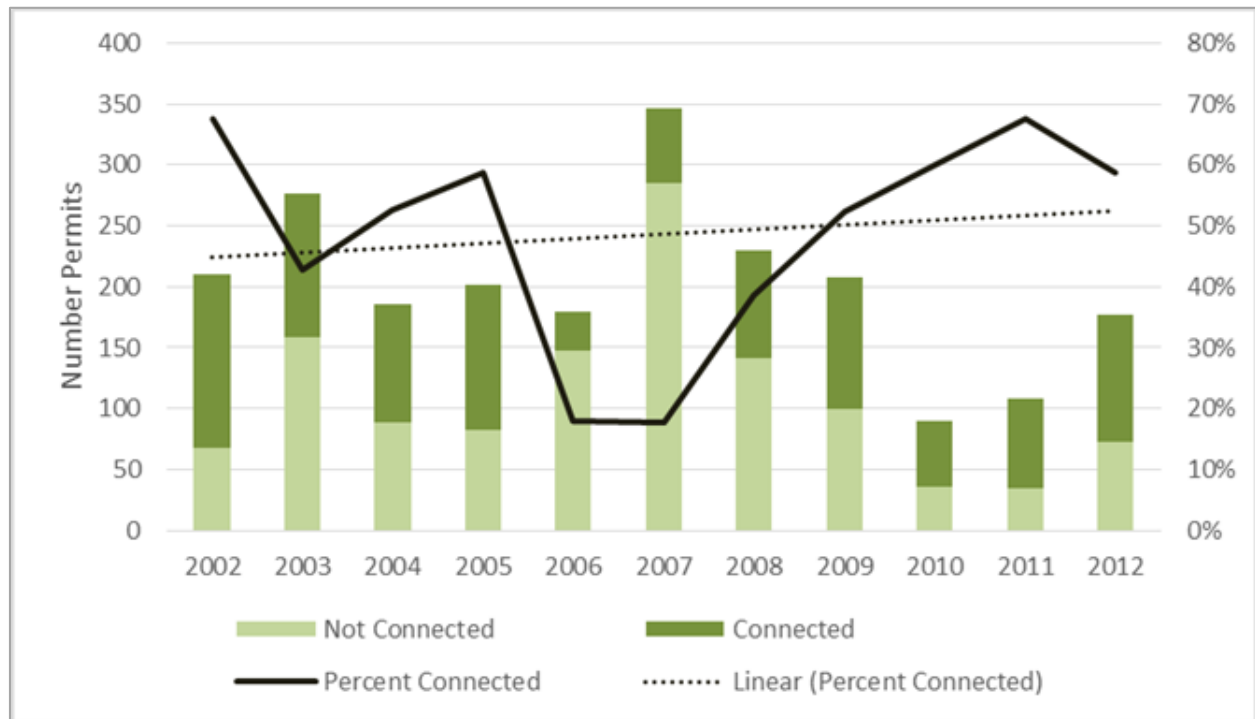
This measure is primarily applicable to Kitsap County. The cities provide public sewer systems and plan for their extension. The County's 2012 Capital Facility Plan (Appendix C) of the Capital Facility Plan described a number of alternative wastewater treatment approaches that could allow for urban densities and be more cost-effective than traditional sewer systems.

### Evaluation of Measure Effectiveness

The trend in UGA areas since 2006 has been an increase in the ratio of permitted single-family residences that are connected to sewer systems (see Exhibit 34). Over the planning period 2016-2036, sewer connections should continue to increase as the County and other municipalities provide sewer to UGAs; plans show the full UGA in existing and future development areas. However, where there is a physical limitation on traditional pipe and pump station arrangements, alternative technologies may be allowed, provided urban densities are achieved and the County's overall sewer plans are not impeded over the long-term.

At the time of writing, data points specific to non-sewer, alternative sanitary sewer permits have not been systematically collected. To help improve monitoring the effectiveness of this reasonable measure, the collection of data points on alternative sanitary sewer permits is encouraged.

**Exhibit 34. Sewer Connection to Residential Single-Family Permits in UGA Areas: 2002-2012**



Source: BHC, 2012, Kitsap County, 2015

**Interview Findings**

A County planner indicated that alternative wastewater systems are now being used for subdivisions, where consistent with Kitsap County Zoning Code use table footnote 48, which says: “Within urban growth areas, all new residential subdivisions, single-family or multifamily developments are required to provide an urban level of sanitary sewer service for all proposed dwelling units.” In addition, one developer stated that he is working on a development in Illahee using drain fields, and the development wouldn’t be feasible without alternative sanitary sewer because it’s too far from the public sewer system. Use of alternative treatment would have to meet footnote 48 as quoted.

In terms of the prohibition of on-site septic in UGAs, one County planner felt this policy discouraged infill development, although the type of development prevented may have been low-density. Another County planner stated that the prohibition of individual septic has increased density in UGAs because it forced developers to build at higher densities, beyond the minimum, to justify the investment in sewer service.

**Provide for Regional Stormwater Facilities in Unincorporated UGAs [23]**

**Description**

This measure, to provide for regional stormwater facilities in unincorporated UGAs, is designed to increase development feasibility on small and/or development-constrained parcels. New policy would allow for funding and construction of regional stormwater treatment facilities in areas where individual on-site treatment facilities are not financially feasible. (Personius 2006)

A definition from Redmond of regional facilities appears relevant: Regional stormwater facilities, as opposed to on-site facilities, are designed to manage stormwater runoff from multiple projects or properties through a City-sponsored program where individual properties may assist in financing the facility and the onsite control requirement is eliminated or reduced. Developers pay a fee in lieu of constructing onsite facilities. (City of Redmond Stormwater Utility, 2015)

### **Potential Benefits**

This measure can encourage development by lowering the cost of stormwater management to property owners.

### **Jurisdictions That Use This Measure**

The City of Lacey has developed a network of regional facilities serving basins from 50-450 acres in size: "The City storm system drains to more than 50 regional stormwater facilities, which provide for water quality treatment prior to recycling cleaner water back to nature by infiltration into the ground or release into surface waters." (City of Lacey, 2015)

A regional stormwater facility is under construction in Renton's Sunset Area, zoned for mixed uses. The facility is designed to treat stormwater from SR 900 and will be built under a new central park. The facility along with green streets and other low impact development strategies will make possible a new mixed use neighborhood. A library and mixed use buildings are under construction.

### **Evaluation of Measure Effectiveness / Interview Findings**

County staff indicated that no large-scale regional stormwater facilities have been built since the 1980s, and most of the County's stormwater infrastructure work is focused on retrofitting public or private property that hasn't been mitigated. Smaller regional stormwater projects have been built, including a facility near Bethel in the South Kitsap UGA.

The County's current 2016-2021 Stormwater Capital Improvement Program includes the following planned regional facilities in UGAs:

- **Illahee Regional Stormwater Retrofit Project (97003088):** This project will design and construct multiple stormwater facilities (water quality & Flow-Control) in the Illahee Creek headwaters sub-watershed. The project will also include GSS (green stormwater solutions) components. Design & Permitting in 2013-14. Phase I construction in 2014-15. Phase II construction in 2017-18.
- **Silverdale Way Regional Stormwater Treatment & Flow-Control Facility (97003137):** This project will design and construct a regional stormwater facility (Water Quality & Flow-Control) in the Clear Creek Ridgetop-Silverdale Way headwaters sub-watershed. Depends on property purchase (2016) and grant funding being obtained. Tentative construction in 2017-18.
- **Kingston Regional Stormwater Facility (97003138):** This project involves water quality retrofit of existing development in Kingston.

One developer emphasized that stormwater management is the most expensive development cost, and that the entire burden of the cost is on the developer. Another developer stated that the County has not been forward-thinking or cooperative regarding encouraging regional stormwater facilities.

One impediment to regional stormwater cited by both County staff and developers is uncertainty over vesting to the stormwater design standard. If a regional stormwater facility serves undeveloped land and the stormwater standard changes before there is a development application for that property, the property owner will have to make meet the new stormwater standard, which could mean rebuilding stormwater facilities. If the stormwater standard was locked in, it would make a regional stormwater facility easier to build.

## Strengthen and Amend Policies to Promote Low Impact Development [24]

### Description

Policies support clustered development with surface water features that allow for minimal site disturbance.

County staff have indicated that the County stormwater code changed in 2010. The change included a new modeling system that required larger traditional stormwater features (such as detention ponds) and also allowed low impact development (LID) techniques.

### Potential Benefits

LID techniques could reduce the amount of land needed for stormwater facilities, resulting in more efficient use of developable land and higher density development.

### Jurisdictions That Use These Measures

Many jurisdictions use low impact development techniques. Further, based on the National Pollutant Discharge Elimination System Phase II requirements, LID will become mandatory in Western Washington in 2016.

#### Evaluation of Measure Effectiveness / Interview Findings

A County planner indicated that when the stormwater code changed in 2010, a number of builders started using LID techniques so they wouldn't have to build the larger stormwater facilities.

Several planners stated that LID techniques have made more land available per lot, by reducing the amount of space needed for stormwater management. One planner also stated that this reduced the cost of stormwater improvements. It's unclear from interviews if this directly led to higher density of development in projects with LID features.

An interviewee believed all of the code changes going back to 1998, including LID, have added costs to development.

Another person interviewed indicated that rural development inherently is low impact, because there's less disturbance and density per acre. Stormwater management is easier in rural areas because there's more land.

A property owner indicated that agricultural stormwater is about retaining water for livestock and irrigation. The County should assign a specialist to assist agricultural land owners to build small farm ponds with additional water storage and timed release.

## Locate Critical “Public” Services near Homes, Jobs and Transit [17]

### Description

This measure requires that critical facilities and services (e.g. fire, police, and hospital) be located in areas that are accessible by all people. For example, a hospital could not be located at the urban fringe in a business park.

### Potential Benefits

This measure makes critical services more accessible and can reduce automobile trips. Maintaining critical services near existing development helps maintain viable residential and business districts, minimizing demand for new developments at the urban fringe.

### Jurisdictions That Use This Measure

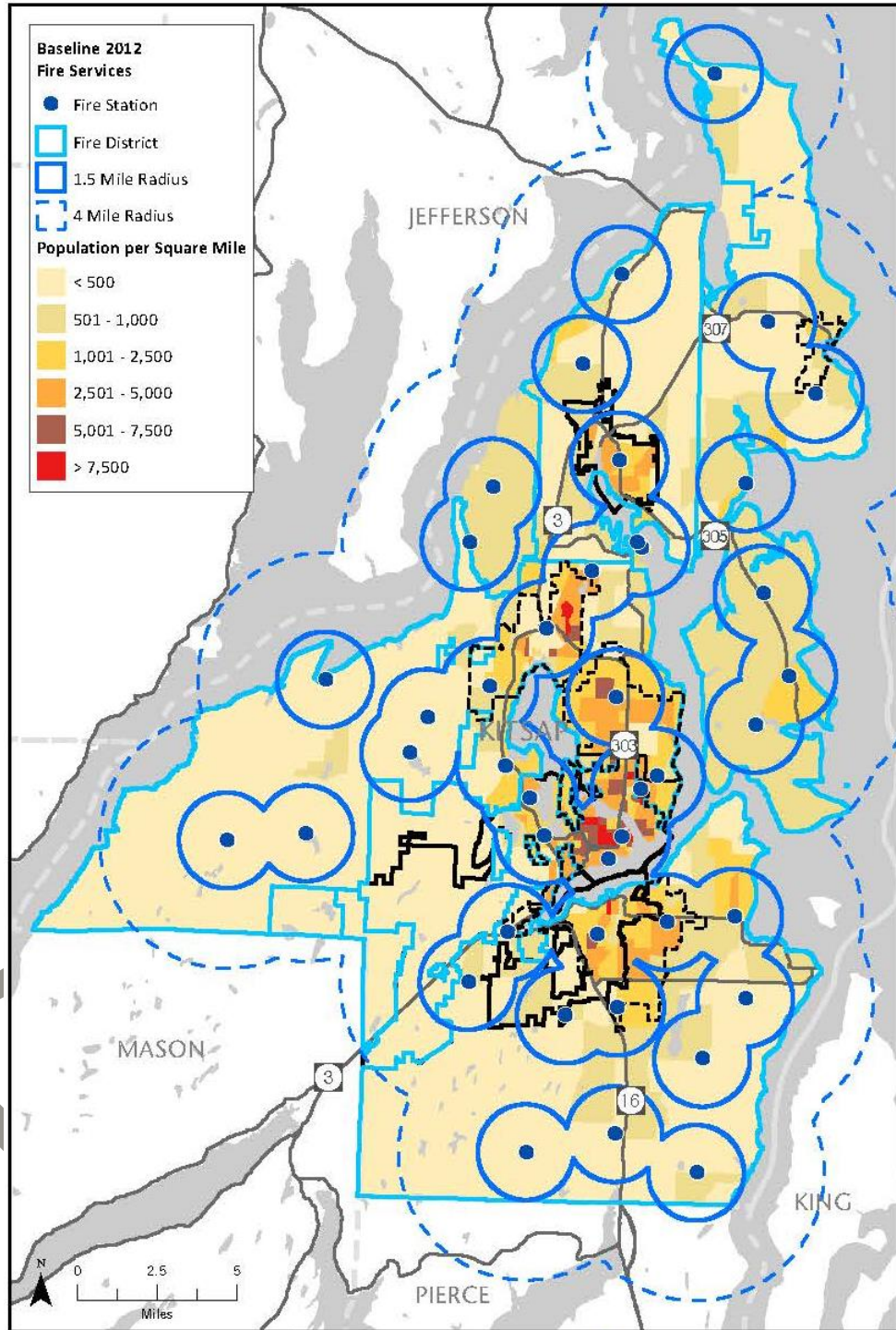
According to the Kitsap Regional Coordinating Council (2008), this policy was used in Kitsap County UGAs and partially used in Bremerton.

### Evaluation of Measure Effectiveness

Fire stations in Kitsap County are spaced in relation to population served and access. The Washington Survey and Rating Bureau (WSRB) ratings consider an appropriate spacing in urban areas at 1.5 miles and in rural areas at 4 miles. Most of the County is served in an urban spacing. See Exhibit 35.



### Exhibit 35. Location of Fire Stations in Relation to 2012 Population Density

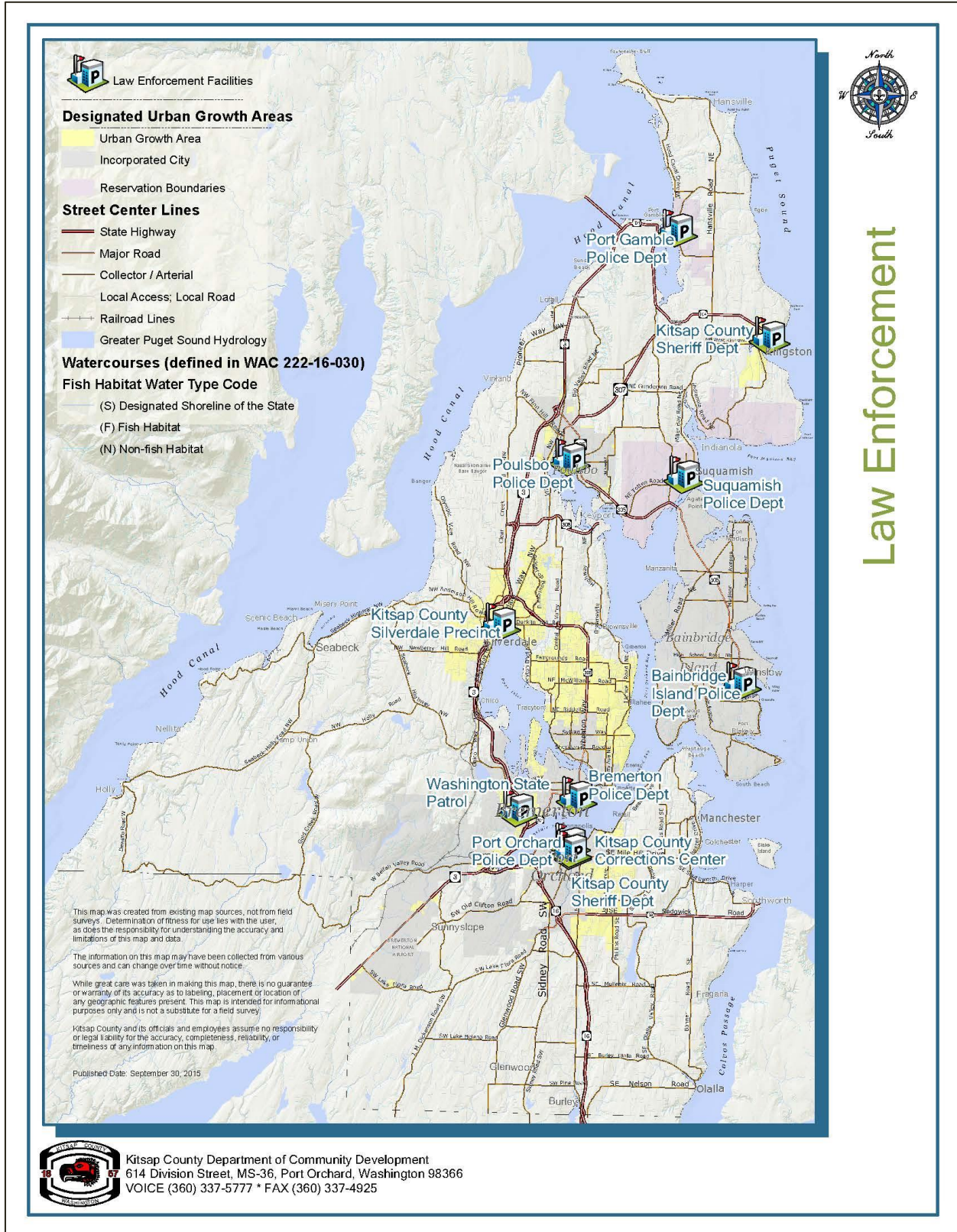


Source: Kitsap County GIS 2015; BERK Consulting 2015

Police stations are located in strategic urban locations and are in less frequent locations compared to fire stations. The County’s primary station locations are Port Orchard and Silverdale. A sheriff substation recently closed in Kingston. A future needs study will determine size and location of future sheriff facilities in the County.



### Exhibit 36. Police Stations in Kitsap County



Source: Kitsap County GIS 2015

Medical facilities are located in Bremerton and Silverdale. The Harrison Hospital is moving to Silverdale and will likely lead to greater medical service concentrations. For example, Covington in King County has begun to form a medical hub with two emergency medical facilities and added more medical services.

Other than the medical facilities attracting other medical services, it is unlikely that the fire and police facilities would attract growth. Rather they would serve growth.

## Targeted Capital Facilities Investments [10]

### Description

Give priority to capital facility projects (e.g. regional storm water facilities and sanitary sewers) that most support urban growth at urban densities. Provide urban services to help reduce sprawl development and maintain the edge of the urban growth boundary.

The 2004 Resolution identified that this measure was implemented by Chapter KCC 20.04 as well as in the South Kitsap ULID 6 plan, which was permitted while under County jurisdiction and has since been annexed by the City of Port Orchard.

### Potential Benefits

Providing urban services in urban areas can attract new urban investment and maintain the edge of the urban growth boundary.

### Jurisdictions That Use This Measure

As of 2008, this policy was used in Bremerton, Bainbridge Island, Poulsbo, Port Orchard, and all Kitsap County UGAs. (Kitsap Regional Coordinating Council, 2008)

### Evaluation of Measure Effectiveness / Interview Findings

See the evaluation of measures 21, 23, and 24 above regarding sewer and stormwater, which shows that for the period 2002-2012 increasing connections to sewer inside UGAs and initial steps towards stormwater systems, with more planned.

Several developers stated that infrastructure is the most important incentive the County can use to encourage development in specific locations. One developer is concerned that future annexations may be preventing the County from making needed investments.

County staff described several ways the County is focusing transportation investments in urban areas. First, the County pursues transportation funding at PSRC for the Silverdale Regional Growth Center, to encourage redevelopment. Further, countywide transportation funding is focused on Silverdale, smaller urban centers like Kingston, and other locations. Further, County employees stated that the County is working on transportation investments in Kingston to encourage TOD near the ferry terminal, including a complete streets study and a project to move ferry traffic off the main downtown street.

In addition, staff indicated that Kitsap Transit uses the location in a UGA as one criteria for locating transit centers.

A business owner in Silverdale stated that better bicycle infrastructure in Silverdale is needed and could help the area develop differently.

## Urban Amenities [9]

### Description

Identify and provide amenities that will attract urban development in UGAs and enhance the quality of life for urban residents and businesses. This measure has been used in all UGAs.

### Potential Benefits

Amenities, such as parks, trails, waterfront access, and cultural centers, enhance livability in denser areas. Amenities contribute to the overall design vision of the community and promote livability in UGAs.

### Jurisdictions That Use This Measure

As of 2008, this measure was used in Bremerton, Bainbridge Island, Poulsbo, Port Orchard, and all Kitsap County UGAs.

### Evaluation of Measure Effectiveness / Interview Findings

Two developers interviewed believe urban amenities encourage development. One believes the County should treat urban areas like mini-cities, including quality parks and recreation. Another pointed to the parks and fairgrounds in Silverdale as an example of amenities affecting where people want to live.

A business representative specified that libraries are important urban amenities.

An attractive district in Old Town with a variety of restaurants was mentioned as an incentive for hotel development.

County staff pointed to the South Kitsap Regional Park as an urban amenity provided by the County, as well as improvements to the fairgrounds.

## 4.9 Rural Protection Measures

Some reasonable measures are designed to protect rural lands by transferring density or preventing premature conversion to UGAs:

- Adopt Transfer of Development (TDR) Policies and Implementing Regulations [32]
- Interim development standards [12]

### Adopt Transfer of Development (TDR) Policies and Implementing Regulations [32]

#### Description

This measure is defined as: Adopt Transfer of Development Rights (TDR) Policies and Implementing Regulations (new measure) to allow for the transfer of development capacity from rural parcels to UGAs in order to encourage more efficient development patterns countywide. (Personius 2006)



## Potential Benefits

TDR can support multiple GMA goals, including:

- Urban growth – focusing growth in centers
- Reduce sprawl – remove development potential outside of UGAs
- Natural resource industries – permanent conservation of resource lands while giving economic benefit of sold development credit to farmer/forester
- Open space and recreation – promote open space between urban areas
- Environment – protect less developed areas from conversion

Per RCW 36.70A.090, “a comprehensive plan should provide for innovative land use management techniques, including, but not limited to, density bonuses, cluster housing, planned unit developments, and the transfer of development rights.”

A TDR program would also assist with the following goals:

- Help cities and the County achieve objectives for urban centers
- Limit size and scope of UGA expansions

## Jurisdictions That Use This Measure

As of 2008, Bainbridge Island and Kitsap County had adopted forms of a TDR program. (Kitsap Regional Coordinating Council, 2008)

Other jurisdictions using TDR Programs with resulting unit transfers include King County and Seattle transfers, and King County and Issaquah transfers. King County notes that through its TDR program 141,500 acres of rural/resource land have been protected. (King County, 2015)

## Evaluation of Measure Effectiveness

Kitsap County has adopted TDR regulations at Chapter 17.430 KCC in 2006 and amended it in 2012 to give greater value to protecting agricultural land. It has been evaluated through a regional TDR program in Puget Sound.

No transfers of density have occurred.

## Interview Findings

### Receiving side

Several respondents believe the TDR program has not been used because there is not enough demand for receiving additional development rights in the county.

One developer stated that there isn't enough demand for the current allowed level of density in Kitsap's urban areas and cities, let alone additional density. This developer believes TDR will only be used if Kitsap joins a regional user group that includes King County.

A County planner said the County considered strengthening the urban receiving part of the TDR program several years ago by allowing additional heights or density in certain areas, though other means to improve the TDR program were addressed (e.g. adding more credit for agricultural sending areas). See Section 6.1 for recommendations the County is considering on improving the

TDR program comprehensively. Another County employee indicated that one reason there isn't a market for adding density is that it's only needed by a developer when requesting a rezone or site-specific Comprehensive Plan amendment. In addition, the recession reduced the market for new development in general.

One County planner believes the biggest reason the TDR program hasn't worked is that the County never marketed it, especially to the rural and real estate communities.

One developer believes that downzoning of rural lands makes TDRs much more difficult, because there aren't enough development rights to transfer.

One developer stated that TDRs are not good public policy, and that investors should not be able to buy affordable land in Kitsap and lock it up so that it's never developed to the benefit of Kitsap residents.

### **Recommendations for the Future**

Entering a regional TDR program with King, Snohomish, and Pierce counties was mentioned by a couple of interviewees as a way to make the program work better.

The County has commissioned studies of its TDR program and an updated code prepared by Forterra and Heartland (March 2015). A proposed code amendment is under consideration with the 2016 Comprehensive Plan Update. See Section 6.1.

### **Interim development standards [12]**

#### **Description**

Use low intensity zoning in certain areas adjacent to or within the UGA where municipal services will not be available within the near future.

#### **Potential Benefits**

Land in sizes suitable for future urban scale development is protected from sprawl development until municipal services are available to the site.

#### **Jurisdictions That Use This Measure**

Kitsap County has an Urban Reserve zone with 10-acre minimum lot sizes.

Snohomish County has a Rural/Urban Transition Area where rural densities are in use but clustering is allowed to help ensure efficient land use patterns if/when the area becomes part of the UGA.

#### **Evaluation of Measure Effectiveness**

A County planner stated that these standards have not had an impact. Once UGA were defined from Joint Planning Areas in 1998, the remaining lands were considered Urban Reserve. In practice, they have not been considered "next in line" for UGA expansions necessarily. They are managed for rural purposes.

## 4.10 Annexation Plans and UGAMAs

Three reasonable measures focus on guiding an efficient process for urban growth areas to be annexed by cities, to encourage efficient development patterns and appropriate public facilities.

- Create Annexation Plans [7]
- Urban Growth Management Agreements [16]
- Adopt Policies Addressing Association and UGA Management Agreements (UGAMAs) [35]

### Description

In an Annexation Plan, cities identify outlying areas that are likely to be eligible for annexation. The Plan identifies probable timing of annexation, needed urban services, effects of annexation on current service providers, and other likely impacts of annexation.

A UGA Management Agreements (UGAMA) addresses transference of governance issues such as delivery of urban services, annexation plans, applicable development regulations and standards, etc., for unincorporated UGAs, including Bremerton East and West, Central Kitsap, South Kitsap Industrial Area, Gorst, ULID #6/McCormick Woods and Port Orchard/South Kitsap.

### Potential Benefits

Prioritizes areas for future city boundary expansions. Allows for efficient provision of urban services and encourages efficient urban patterns.

### Jurisdictions That Use This Measure

As of 2008, the KRCC Reasonable Measures guide indicated that the annexation and UGAMA measures were pending in Bremerton and Port Orchard, and was available for use in Kitsap County UGAs. (Kitsap Regional Coordinating Council, 2008)

### Evaluation of Measure Effectiveness

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

- Bremerton 1998-2014: 4,063 acres annexed
- Poulsbo 2003-2011: 849 acres annexed
- Port Orchard 1998-2012: 3622.59 acres annexed

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

[Urban Services Delivery Project: Central Kitsap UGA Association](#)

[Association Analysis Template Report](#)

Bremerton has completed an annexation study of Gorst and West Bremerton (BERK Consulting, 2015). Bremerton and Kitsap County have jointly planned for the Gorst UGA and adopted coordinated subarea plans. Kitsap County and Poulsbo developed the plan for the Poulsbo Urban Transition Area and the County applies City zoning in the area.

## Interview Findings

One rural property owner believes the County needs to do much more to promote urban areas annexing into cities. Cities do a better job of providing urban services and promoting growth than counties.

A County planner indicated that these are great tools to provide a logical transition during annexation, but none of them have been used. There are not any (interjurisdictional) annexation plans or UGAMAs. The County and cities have had conflicts on some annexation issues.

## 4.11 Other Policy and Regulatory Measures

### Remove Pre-Planning Allowances in UGAs [22]

#### Description

Development regulations previously allowed subdivisions to “shadow plat” and show how urban densities can be achieved in the future and how sanitary sewer can be accommodated to serve all lots when fully developed. In the meantime, portions of the “shadow plat” could have been developed with on-site septic systems. To increase the incentive for sewer provision and urban densities, removal of the pre-planning regulations was recommended in 2006.

#### Potential Benefits

The pre-planning allowance had the potential to encourage development in UGAs at below the required density without the required sewer service. Removing this allowance could help ensure that development is at required density levels, with required sewer.

#### Jurisdictions that Use This Measure

Other jurisdictions that require shadow platting include Mount Vernon and North Bend as a means to demonstrate meeting minimum density requirements in the future.

#### Evaluation of Measure Effectiveness

See the results of Measure 23 regarding sewer hookup.

#### Interview Findings

Removal of preplanning was appropriate according to a County planner. Pre-planning only served to drive density down while it was allowed, and it confounded infrastructure development – another set of lots not connected to sewer.

### Adopt policies addressing and promoting reasonable measures [34]

#### Description

This measure refers to the adoption of countywide policies that promote the implementation of reasonable measures to meet growth targets and to comply with GMA and CPP requirements for urban areas.



### Potential Benefits

Adopting reasonable measure into countywide policies is an important steps towards ensuring the effective implement of measures.

### Jurisdictions that Use This Measure

Washington State GMA requires that six particular counties implement a buildable lands program and take “reasonable measures” to ensure that urban growth occurs in existing urban areas and avoid expansion of UGAs: King, Kitsap, Pierce, Snohomish, Thurston, and Clark Counties.

### Evaluation of Measure Effectiveness

Kitsap County adopted policies in the 2006 Comprehensive Plan addressing and promoting reasonable measures and did so again in the 2012 Comprehensive Plan. Policies in the 2012 Plan are associated with the goal “Enact and implement reasonable measures to ensure that growth in urban areas is consistent with Plan growth targets.” The 2016 Comprehensive Plan Update proposes updated reasonable measures policies.

2012 Comprehensive Plan Policies Related to Reasonable Measures	
LU-8	Use the Buildable Lands Program to help track the type, location, amount, and rate of growth in the urban and rural areas. Growth will be evaluated to ensure that it is consistent with Plan assumptions and policies.
LU-9	Consider the need, based on the findings of the Buildable Lands Program, to further evaluate or increase the amount or rate of growth in urban areas, or to modify the County’s development regulations to ensure that urban growth does not occur in the rural area.
LU-10	Adopt and implement reasonable measures if Plan policies result in inconsistencies between achieved and planned densities.
LU-11	Monitor the effectiveness of adopted reasonable measures annually. Document the effectiveness of reasonable measures in 5-year intervals with the publication of the BLR.
LU-12	Kitsap County should monitor, along with its Buildable Lands Program, the rate of new wastewater infrastructure expansion within its UGAs.

## 5.0 SUMMARY OF TRENDS

The following table summarizes findings for each reasonable measure. It also provides recommendations that may be useful for the 2016 Comprehensive Plan Update.

**Exhibit 37. Reasonable Measures Summary**

Reasonable Measure	Assessment Summary	Recommendations
<b>Increase Urban Residential Densities</b>		
<b>Increase allowable residential densities [15]</b>	The County has taken actions to increase minimum densities and rezone parcels to allow for higher density residential development.	This measure should remain in place and be improved as appropriate (e.g. density allowances and standards in medium and high residential and mixed use zones.) See

Reasonable Measure	Assessment Summary	Recommendations
	This measure appears effective at the minimum density level for subdivisions. The County has added much opportunity for higher density and mixed use development, though market forces have not led to that form of development to date. Some developers noted the trend for newer generations to want to live in urban areas with amenities.	also the Density Bonuses, Height, and SEPA threshold tools below.
<b>Mandate minimum densities for new subdivisions [19]</b>	Following 2006, County code requires minimum densities in all urban residential zones and commercial zones allowing residential development. The minimum densities have likely led to higher achieved densities in the zones.	This measure should remain in place.
<b>Increase residential densities within existing UGA boundaries [27]</b>	Platted and permitted residential densities have generally increased during the periods of analysis, particularly for single-family lots and lower density residential zones.	This measure should remain in place.
<b>Focus Growth Near Transit, Urban Centers, and Urban Villages</b>		
<b>Transit-Oriented Development (TOD) [18]</b>	<p>Transit frequencies in unincorporated Kitsap County are not high enough to support TOD. A diminishing share of new UGA development is occurring near bus stops. This measure has not had a large impact.</p> <p>The County has added much opportunity for higher density and mixed use development, though market forces have not led to that form of development to date. Some developers noted the trend for newer generations to want to live in urban areas with amenities.</p> <p>Kitsap Transit is adding more opportunities for TOD in Silverdale and East Bremerton.</p>	This measure should remain in place and be improved as appropriate (e.g. density allowances and standards in medium and high residential and mixed use zones.) See also the Density Bonuses, Height, and SEPA threshold tools below.
<b>Encourage Transportation-Efficient Land Use [13]</b>	Permitted residential density within one half mile of bus stops has slowly but steadily increased during the period of analysis, indicating some progress.	This measure should remain in place.
<b>Encourage Development of Urban Centers and Villages [5]</b>	The County has succeeded in attracting commercial development in Kingston and central Silverdale. However there has been very little residential building.	This measure should remain in place and be improved as appropriate (e.g. density allowances and standards in medium and high residential and mixed use zones.) See also the Density Bonuses, Height, and SEPA threshold tools below.
<b>Proposed Design Guidelines for Silverdale [29]</b>	The County has succeeded in getting new commercial development implemented at a pedestrian scale. However there has been little dense infill development.	This measure should remain in place. See also the Density Bonuses, Height, and SEPA threshold tools below.

Reasonable Measure	Assessment Summary	Recommendations
<b>Provide More Urban Housing Choices</b>		
<b>Encourage Accessory Dwelling Units (ADU)<sup>16</sup> in Single-Family Zones [1]</b>	There have been very few ADU permits in UGAs during the study period.	Continue to allow ADUs as a form of affordable housing and for housing variety. Consider limiting where ADUs may locate in rural areas. ADUs could be removed from the list as a reasonable measure but remain as an affordable housing/housing variety tool.
<b>Allow Duplexes [3]</b>	Duplexes are allowed by code in all residential zones with the exception of Urban High. However there has been relatively few duplex permits issued during the analysis period, indicating this measure has not had a large impact.	Continue to allow as a form of housing variety and affordability; alternatively consider targeted upzones as a potentially more effective tool.
<b>Allow Townhomes and Condominiums in Single-Family Zones [4]</b>	Attached single-family homes are allowed in all urban residential zones with the exception of Urban High. However, most years have seen little, if any, permits for multi-unit (3+) development, indicating this measure has had limited impact.	Continue to allow as a form of housing variety and affordability; alternatively consider targeted upzones as a potentially more effective tool.
<b>Allow Manufactured Housing Development [8]</b>	Manufactured homes are allowed in all residential zones with the exception of Urban High. There have been few permits for manufactured homes inside UGAs, indicating this measure has had little impact.	Continue as a form of affordable housing. This is likely not a reasonable measure by itself and could be removed from the list.
<b>Encourage Mixed-Use Development</b>		
<b>Adopt a New Mixed-Use Zone [26]</b>	The County created a new mixed-use zone in 2006 and rezoned areas in Silverdale and Port Orchard UGA to mixed use. However, very little development has occurred within this zone.	This measure should remain in place and be improved as appropriate (e.g. density allowances and standards in medium and high residential and mixed use zones as proposed in the 2016 Update.) See also the Density Bonuses, Height, and SEPA threshold tools below.
<b>Encourage Mixed-Use Development [6]</b>	Mixed-use development is allowed in several commercial zones. But there have been only two mixed-use permits within UGAs during the analysis period. Some developers believe the code is too constraining with regard to minimum density and the need for ground-floor retail.	This measure should remain in place and be improved as appropriate (e.g. density allowances and standards in medium and high residential and mixed use zones.) See also the Density Bonuses, Height, and SEPA threshold tools below.

<sup>16</sup> ADUs refer to second housing units added to a single-family tax lot, such as backyard cottages.

Reasonable Measure	Assessment Summary	Recommendations
<b>Development Clustering and Master Planning</b>		
<b>Master Planning Large Parcel Developments [11]</b>	County planners indicated that the master planning code has not been widely used, and there are not many contiguous parcels that would benefit from the option today. Master planning occurred through prior zoning and development agreements (McCormick Woods, Arborwood), and hasn't been used much since.	This measure would no longer apply after the development of the Arborwood property. The concept of it would continue through the UCR zone.
<b>Allow Clustered Residential Development [2]</b>	In 2006 Kitsap County introduced the Urban Cluster Residential (UCR) Zone intended to apply to areas that have large contiguous ownership parcels and can therefore be more easily developed through a master plan. The zone allows for, and encourages, additional flexibility related to site planning to enable clustering in areas most suitable for residential development.	Continue this reasonable measure in urban areas through the UCR zone. Consider as a potential rural measure in Section 6.2.
<b>Encourage Increased Density and Intensity of Development</b>		
<b>Adopt Allowances for Density Bonuses in Policies [33]</b>	To date there have been no identified permits that have taken advantage of either the density or height bonus programs established by the County.	The County may consider either expanding these programs to cover a larger geographic extent or target future height and density programs in areas where development pressures are greater (e.g. Silverdale). See also the TOD recommendations above.
<b>Density Bonuses in UGAs (only in Poulsbo Urban Transition Area)[14]</b>	Some developers and County staff believe there are disincentives to building taller than three stories, including required contributions to the fire district and building material requirements.	
<b>Increased Building Height Limits Through Incentives [28]</b>		
<b>Reduce Administrative Barriers and Regulatory Requirements</b>		
<b>Permit Plats of Up to Nine Lots Through an Administrative Short Plat Process [20]</b>	Between 2007 and 2012, 40 short plat permits were issued. County permit data shows the short plat process for plats of between 5 and 9 units has been used to create 55 lots between 2007 and 2012. Between 2002 and 2006, 42% of short plat lots were located in UGAs. This share rose to 69% between 2007 and 2012. While it is possible these lots would have been developed through the final plat process, it seems likely the short plat process provided an incentive. In addition, both developers and County staff interviewed believe this process makes it easier to develop.	This measure should be retained, as an incentive to make development faster and less costly in UGAs.
<b>Increased Thresholds for SEPA Categorical Exemptions Countywide [31]</b>	The County's use of the residential exemption for 9 units or more in UGAs would mirror the results of the Short Plat discussion above.	Consider new SEPA thresholds adopted in 2014 in WAC 197-11, particularly for UGAs with mixed use potential.
<b>State Environmental Policy Act (SEPA) Categorical Exemptions</b>	The Silverdale infill exemption has not been used to date.	Consider removing this tool for lack of use and instead implement new SEPA

Reasonable Measure	Assessment Summary	Recommendations
<b>for Mixed-Use and Infill Development for Silverdale [30]</b>		thresholds in the Silverdale Regional Growth Center.
<b>Consolidated Comprehensive Plan Land Use Designations [25]</b>	Since the 2006 Comprehensive Plan Update, the acres of upzones have been relatively small.	See Section 6.1 for Commercial Consolidations.
<b>Service and Infrastructure Investments in UGAs</b>		
<b>Allow for and Monitor Alternative Sanitary Sewer Systems in Unincorporated UGAs [21]</b>	Data on alternative sanitary permits is not available, making it difficult to assess the effectiveness of this measure. One developer interviewed stated that alternative sanitary sewer has made a development feasible that otherwise would not be.	The County should collect data on use of alternative sanitary sewer permits to improve monitoring the effectiveness of this measure.
<b>Provide for Regional Stormwater Facilities in Unincorporated UGAs [23]</b>	It appears the County has not built large-scale regional stormwater facilities since this measure was recommended; however, several facilities are included in the County's 2016-2021 Capital Improvement Program. Developers have stated that County provision of stormwater facilities could help facilitate development. Both developers and County staff have also indicated that uncertainty over vesting reduces the potential of this measure.	Study how other jurisdictions such as Redmond, Lacey, and Renton, are implementing regional stormwater facilities and managing issues such as vesting uncertainty.
<b>Strengthen and Amend Policies to Promote Low Impact Development [24]</b>	Data on use of low impact development (LID) techniques was not available for this analysis. County staff indicated they believe developers have started using LID to reduce the requirement for large stormwater facilities. It is unclear if LID has led to development of more units than would be possible with traditional stormwater features.	LID will become mandatory in Western Washington in 2016.
<b>Locate Critical "Public" Services Near Homes, Jobs and Transit [17]</b>	<p>Most of Kitsap County is served in an urban spacing of fire stations, within 1.5 miles of a station. Police stations are located in less frequent locations than fire stations. Medical facilities are located in Bremerton and Silverdale.</p> <p>Medical facilities may attract other medical facilities. It is unlikely that fire and police facilities would attract residential growth; rather they would serve growth.</p>	Continue locating critical public services in areas serving urban populations.
<b>Targeted Capital Facilities Investments [10]</b>	<p>See the evaluation of measures 21, 23, and 24 above regarding sewer and stormwater.</p> <p>Regarding transportation, several County staff members indicated that the County is focusing transportation investments in urban areas, and provided examples. Staff also indicated that Kitsap Transit uses the location in a UGA as a criteria for location transit centers.</p>	County policies that provide specific guidelines on infrastructure investments, prioritizing high density areas, could make this measure more targeted. Consider how the pending Sheriff office facility needs assessment, and pending public-private partnership in the community center in Silverdale could influence growth.

Reasonable Measure	Assessment Summary	Recommendations
<b>Urban Amenities [9]</b>	Developers interviewed believe urban amenities encourage development, but differed as to whether the County is providing a sufficient level of amenities.	This measure could be made more measurable by providing specific standards for each type of urban amenity in areas targeted for high density residential development.
<b>Rural Protection Measures</b>		
<b>Adopt Transfer of Development (TDR) Policies and Implementing Regulations [32]</b>	There have been no transfers of development rights to date.	Entering a regional TDR program with King, Snohomish, and Pierce counties was mentioned by a couple of interviewees as a way to make the program work better.  The County commissioned studies of its TDR program and an updated code prepared by Forterra and Heartland (March 2015). A proposed code amendment is under consideration with the 2016 Comprehensive Plan Update. See Section 6.1.
<b>Interim Development Standards [12]</b>	No impact.	The County is considering reclassifying Urban Reserve in Comprehensive Plan Update to other rural categories.
<b>Annexation Plans and Urban Growth Area Management Agreements</b>		
<b>Create Annexation Plans [7]</b>	Annexations have occurred in the past several years by Bremerton, Poulsbo, and Port Orchard. In addition, Bremerton has conducted annexation studies and the County has conducted joint planning with cities in some UGAs.	Annexation coordination remains a necessary goal between the County and cities. It may not be effective as a reasonable measure but is necessary for governance transition.
<b>Urban Growth Management Agreements [16]</b>		
<b>Adopt Policies Addressing Association and UGA Management Agreements (UGAMAs) [35]</b>		
<b>Other Policy or Regulatory Measures</b>		
<b>Remove Pre-Planning Allowances in UGAs[22]</b>	See the results of Measure 23 regarding sewer hookup.	Continue current policy, disallowing pre-planning allowances.
<b>Adopt Policies Addressing and Promoting Reasonable Measures [34]</b>	Kitsap County adopted policies in the 2006 Comprehensive Plan addressing and promoting reasonable measures and did so again in the 2012 Comprehensive Plan.	Continue to refine and evaluate policies through regular Comprehensive Plan Updates.



## 6.0 FUTURE MEASURES

This section describes a range of reasonable measures that are adopted and could be amended, and potential new reasonable measures that could be considered for development into policies and codes as part of the 2016 Comprehensive Plan Update.

### 6.1 Amend Reasonable Measures

#### Transfer of Development Rights

Kitsap County is considering amending its transfer of development rights (TDR) program to stimulate its use (Adopt TDR Policies and Implementing Regulations [Measure #32]; see Section 4.9.)

#### Description of Current Tool

Kitsap County allows transfer of density from rural sending areas to urban receiving areas. All parcels located within rural designated lands and zoned Rural Wooded, Rural Residential, Rural Protection, or Forest Resource are available to be certified as TDRs based on their zone's permitted density. Receiving areas include parcels within an urban growth area.

Per KCC Chapter 17.430, purchase of eligible development rights from rural areas is required when site-specific comprehensive plan amendments request a higher density or intensity designation, such as:

- Residential to Higher-Density Residential – one development right per acre
- Residential to Urban Commercial – two development rights per acre
- Residential to Urban Industrial – one development right per acre
- Rezones within the same Comprehensive Plan land use designation to a greater density require purchase of development rights as follows:
  - Residential to Higher Density Residential – one development right per acre per zone increase, e.g., Urban Low to Urban Medium.
  - Commercial to Higher Intensity Commercial – one development right per acre per zone increase, e.g., Neighborhood Commercial to Highway Tourist Commercial.

The County may require a transfer of development right or rights as part of Comprehensive Plan or subarea plan expansions of urban growth areas. Also, in cooperation with Kitsap County, cities may designate additional TDR receiving areas within their jurisdictional boundaries for the purpose of receiving transferred densities.

No transfers of density have occurred since the program was put in place in 2006. Factors potentially limiting TDR utilization include:

- Large number of rural lots, especially nonconforming lots
- Historical growth rates and concentration of growth in cities,
- Low interest from cities to partner on transfers, and
- Program mechanics. (Forterra, 2015)



## Proposed Amendments

Recommendations specific to the TDR program include:

- Update program mechanics, such as exchange rates, to more closely match current real estate market and incentivize utilization,
- Clarify program mechanics, such as TDR calculation and certification processes, within the existing code chapter,
- Consider implementation of resources created for the regional TDR marketplace,
- Expand outreach, engagement, and education of potential participants,
- Consider rural receiving areas to increase demand for TDR, and
- Pursue partnerships with cities to broaden demand for TDR. (Forterra, 2015)
- Recommendations specific to broader conservation efforts include:
  - Align conservation programs around specific objectives to increase potential for their use,
  - Consider pursuing a Purchase of Development Rights (PDR) Program as a complement to TDR, and
  - Explore a range of options to increase funding for conservation tools (such as reverse development rights auctions). (Forterra, 2015)

Code changes proposed include but are not limited to:

- Assign administrative responsibility of the TDR program to the Department of Community Development.
- Clarify the decision maker to make findings for establishing receiving area designation.
- Consider the inclusion of site-specific comprehensive plan amendments outside of urban growth areas as a potential receiving area to leverage demand for growth as a driver of TDR use.
- Currently the exchange rate is given in how many development rights are needed per acre of land in a receiving area project. A simpler and more useful way to convey this relationship is how many bonus dwelling units a developer may construct per development right acquired. For example, instead of requiring one development right per acre to achieve a comp plan change from Residential to Higher Density Residential, this could be expressed as a developer gaining 2 additional residential units per development right acquired. A new exchange rate table is proposed.
- The county establishes how many development rights an eligible sending area property may be certified to transfer. Based on the net development potential a property may be certified for fewer development rights than the number homes which could potentially be built if a property has nonconforming lots. Recommended changes include adding a minimum area requirement for TDR program participation, which would encourage the aggregation of nonconforming lots in transactions. Also, adding language specifying that development rights are only calculated in whole numbers would eliminate confusion over fractional rights.

- The certification process is proposed for amendment. Sending area and receiving area processes should be treated separately in different sections.

### **Potential Benefits of Amendments**

The TDR program and code amendments are designed to improve the function and desirability of the TDR program.

Further, the analysis supports adding other conservation tools to the County's efforts:

- **Purchase of Development Rights:** Purchase of development rights (PDR) is a growth management and conservation program in which a landowner may sell the development potential from his or her property to an entity through voluntary transactions. PDR transactions are generally publicly financed. Funding sources may include grants from state or federal agencies, local tax revenue, or bonds. In contrast, TDR transactions are generally market-based or include a mix of privately and publicly financed exchanges. (Forterra, 2015)
- **Reverse Auction:** The PDR Reverse Auction is a variation upon a traditional PDR approach. Landowners submit bids to the county for the purchase price they are willing to accept for their development rights. The County ranks the applications according to price and how properties meet conservation priorities. As funding allows, purchased rights are held in a TDR bank. (Forterra, 2015)

### **Jurisdictions That Use These Measures**

As described in Section 4.9, TDR programs are in place in Bainbridge Island and Kitsap County.

As described in Section 4.9, other jurisdictions using the measure with resulting unit transfers include King County and Seattle, King County and Issaquah and Whatcom County and Bellingham.

PDR programs highlighted in the County's commissioned study include Skagit and Snohomish Counties. (Forterra, 2015)

### **Evaluation of Measure Effectiveness**

To date, no transfers of density have occurred in Kitsap County. Other jurisdictions have had success. Kitsap County has commissioned a study and is proposing code amendments to improve the potential usage of the program.

### **Interview Findings**

See Section 4.9 regarding comments on the current program and recommendations from interviewees.

### **Consolidation of Commercial Designations**

As part of its 2016 Comprehensive Plan Update, Kitsap County is considering consolidating its commercial designations and zones. This is a similar tool "Consolidated Comprehensive Plan Land Use Designations [Measure 25]."

### Description of Current Tool and Proposed Amendments

Kitsap County intends to simplify its commercial zoning. Instead of six implementing commercial zones, there would be four zones as shown in the Exhibit below. All commercial zones would allow mixed uses to promote housing variety and affordability.

The allowable uses and intent of the zones would not substantively change as commercial and mixed uses are allowed today though incentives for mixed use may be improved, such as in Silverdale. The Regional Center designation would also allow large format commercial uses in Silverdale, but it would also promote multistory office and mixed uses. Greater floor area is under consideration for Silverdale, and more population is anticipated to locate near commercial areas with amenities.

Key provisions of the Mixed Use, Neighborhood Commercial and Highway/Tourist Commercial zones would be folded into the Commercial zone, such as area-specific standards. For example, The Low-Intensity Commercial designation applied in Gorst provides for alternative impervious standards and height and density bonuses that would still be continued with the Commercial Designation.

**Exhibit 38. Current and Proposed Commercial Designations**

Comprehensive Plan Classification	Current Zoning	Proposed Zoning
<b>Urban Low Intensity Commercial, Mixed Use</b>	Urban Village Center	Urban Village Center
	Neighborhood Commercial	Commercial
	Low-Intensity Commercial	Low-Intensity Commercial
<b>Urban High Intensity Commercial, Mixed Use</b>	Highway/Tourist Commercial	Commercial
	Regional Commercial	Regional Center
	Mixed Use	Commercial

Source: Kitsap County Community Development Department, 2015

### Potential Benefits of Amendments

The intent behind the commercial zoning simplification is to offer clarity and flexibility to commercial and mixed use areas. The policy, plan and code efforts in Silverdale are intended to attract more employment and residents to the Regional Growth Center consistent with VISION 2040 by increasing the floor area and range of uses in that area.

### Jurisdictions That Use These Measures

See Section 4.7 regarding Consolidated Comprehensive Plan Land Use Designations [25] and Section 4.2 regarding Encourage Development of Urban Centers and Villages [5].

### Evaluation of Measure Effectiveness

See Section 4.7 regarding Consolidated Comprehensive Plan Land Use Designations [25] and Section 4.2 regarding Encourage Development of Urban Centers and Villages [5].

Additionally, based on the changes to the Regional Growth Center it is anticipated that capacity would be created for 500-1000 new persons in the commercial center, and likewise there would be a substantial increase in jobs. See Supplemental Environmental Impact Statement Alternatives.

## **Interview Findings**

See Section 4.7 regarding Consolidated Comprehensive Plan Land Use Designations [25] and Section 4.2 regarding Encourage Development of Urban Centers and Villages [5].

## **6.2 Consider New Reasonable Measures**

### **Maximum Urban Lot Sizes**

The “maximum lot size” tool is listed on the Reasonable Measures Desktop Reference Guide (Kitsap Regional Coordinating Council, 2008).

#### **Description**

This policy places an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 6,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 7.3 dwelling units per net acre. (Kitsap Regional Coordinating Council, 2008)

#### **Potential Benefits**

In an urban context, benefits include:

- Places bounds on building at less than maximum allowable density.
- Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development. (Kitsap Regional Coordinating Council, 2008)

#### **Jurisdictions That Use These Measures**

In 2008, Bremerton and Poulsbo had implemented this tool. (Kitsap Regional Coordinating Council, 2008) For example in Bremerton’s Low Density Residential zone, its most prevalent, the minimum lot size ranges from 4,300 to 6,000 square feet and its maximum lot size is 8,712 square feet, with limited exceptions for clustering and other factors.

#### **Evaluation of Measure Effectiveness**

Currently, Kitsap County sets a minimum lot area of 2,400 square feet in its Urban Low, Urban Cluster, and Urban Medium zones, but no maximum lot area is specified. Setting an upper bound would ensure a more efficient use of land area. For example, a maximum lot area consistent with the density at the minimum density of the allowed density range may be appropriate. In the Urban Low and Urban Cluster zones that would mean a maximum lot area of 8,712 square feet at 5 units per acre.

#### **Recommendations**

The use of maximum lot size could be considered as part of the 2016 Comprehensive Plan Update development regulations update.

### Increased SEPA Thresholds

Since 2014, the SEPA rules have been amended to increase dwelling unit exemption thresholds from a maximum of 20 to a maximum of 30 inside UGAs. Locally, the City of Bremerton has adopted the newest thresholds, 30 single-family homes and 60 multifamily homes.

A list of communities who have adopted the newer thresholds include:

**Cities:**

- Blaine
- Bremerton
- Covington
- Leavenworth
- Marysville
- Mountlake Terrace
- Mukilteo
- Redmond
- Ridgefield

- Shoreline
- Spokane Valley
- SeaTac

**Counties:**

- Chelan County
- Clark County
- Okanogan County
- Spokane County

(Ecology 2015, <http://www.ecy.wa.gov/programs/sea/sepa/flexibilitytools.html>)

**Exhibit 39. SEPA Thresholds – WAC 197-11-800**

Project types	Fully planning GMA counties		All other counties
	Incorporated and unincorporated UGA	Other unincorporated areas	Incorporated and unincorporated areas
<b>Single-family residential</b>	30 units	20 units	20 units
<b>Multifamily residential</b>	60 units	25 units	25 units
<b>Barn, loafing shed, farm equipment storage, produce storage or packing structure</b>	40,000 square feet	40,000 square feet	40,000 square feet
<b>Office, school, commercial, recreational, service, storage building, parking facilities</b>	30,000 square feet and 90 parking spaces	12,000 square feet and 40 parking spaces	12,000 square feet and 40 parking spaces
<b>Fill or excavation</b>	1,000 cubic yards	1,000 cubic yards	1,000 cubic yards

The County could consider raising the thresholds inside UGAs, and in particular for the Centers, Villages, and Mixed Use zoned areas.

### Rural Lot Aggregation

The lot aggregation tool has been identified in public comments regarding the Comprehensive Plan Update as a means to reduce rural growth.

### Description

Adjacent lots owned by one owner not meeting certain zoning requirements are required to consolidate adjacent tracts in same ownership prior to development or sale.

## Potential Benefits

Nonconforming rural lots were created in Kitsap County prior to the UGA designation and Comprehensive Plan adoption in 1998. If nonconforming lots are consolidated, the minimum lot size of the rural or resource zone could be met and create a more consistent rural character.

## Jurisdictions That Use These Measures

The following counties require lot aggregation in some manner: (BERK Consulting, 2012)

- **Snohomish County:** Three or more contiguous lots under single ownership created prior to April 15, 1957, that do not meet current zoning lot area requirements may need consolidation to allow development of substandard lots.
- **Skagit County:** A new home cannot be built on a lot less than the minimum lot size in the Agriculture zone unless certified as a legal lot prior to 2005. If the owner chooses to aggregate contiguous, substandard lots to meet standards, the County waives the Boundary Line Adjustment (BLA) application fee.
- **Whatcom County:** Lot consolidation where two or more lots of record are considered as one undivided parcel if they were under single ownership as of the time the ordinance was adopted. When an applicant proposes a land use permit, they are **required** to consolidate adjacent tracts in same ownership.
- **Clark County:** Required in the Columbia River Gorge National Scenic Area Districts. Must consolidate lots in the same ownership when less than the minimum parcel size.

## Evaluation of Measure Effectiveness

Lot aggregation can be easily thwarted if property owners sell to different heirs (e.g. children, cousins, etc.) or to corporations. Even if adjacent owners are related but not identical, lot aggregation is not required.

Because of the difficulties of enforcing lot aggregation, some counties offer incentives such as waiving boundary line adjustment fees or offer other mechanisms such as parcel reconfiguration or clustering to result in a more rational and protective rural lot pattern.

## Recommendations for the Future

The County could encourage or mandate lot consolidation prior to subdivision on legacy lots created prior to 1998. See also parcel reconfiguration and clustering below.

## Parcel Reconfiguration and Clustering

### Description

Tools to reduce impacts to rural and resource lands include clustering and lot reconfiguration.

- Lot reconfiguration allows for rearrangements of existing parcels (within and across ownership) allowing them to be clustered into a specified area on another parcel or parcels.



- Clustering allows development on a limited portion of the land and reserves a large remainder for conservation uses (forest, agriculture, open space). New lots may be created if density provisions are met.

Development regulations could specify things such as minimum or maximum setbacks as appropriate to address efficient patterns and rural character, maximum footprints, land and water conservation requirements, structure siting criteria, and other options that would lessen impacts on rural and resource lands.

## Potential Benefits

### Parcel Reconfiguration

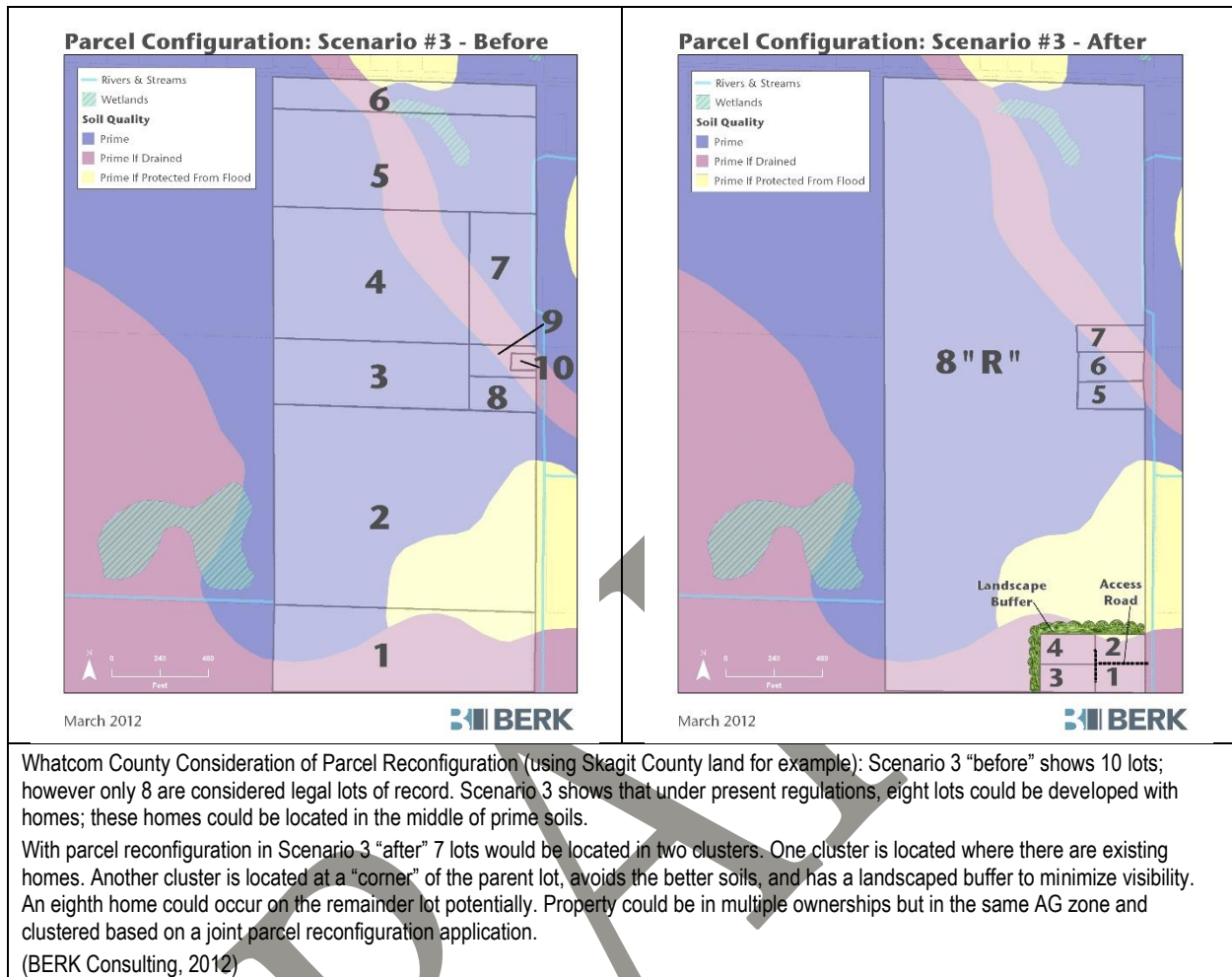
Parcel reconfiguration is a clustering of existing legal lots that are smaller than the minimum lot size of the zone and that could be developed with homes. Reconfiguration would allow a maximum number of lots in the cluster and a large remainder lot. See Exhibit 40.

Parcel reconfiguration would give more flexibility to rural and resource land property owners to pre-plan future dwellings with greater consideration for the location of existing dwellings and neighboring properties, and with a more straightforward permit process.

Allowing for parcel reconfiguration could result in dwellings being co-located where there is already access to roads and infrastructure, reducing development costs. The remainder land would be protected for open space, forestry or agricultural use, and could be part of a larger “consolidated” open space, farming, or forestry area (e.g. if units are clustered at corners, the remainder lot could be contiguous to other remainder lots).

Parcel reconfiguration would be similar to a boundary line adjustment process, but reconfigured lots could be smaller than the minimum lot size (provided density is not exceeded considering the total acreage of the reconfigured lots). The method provides an option to recognize legal lots of record and to ensure that they are organized in a way that achieves less impact to rural, agricultural, or forested lands. It further supports planning for succession and heirs. Reduces disturbance of prime soils. To ensure the larger remainder lot with open space is protected, a conservation easement could be required. On the reconfigured lots, structure siting criteria could be allowed. To allow for better location of units and to help aggregate non-conforming lots, the process could allow transfer between more than one owner where land is in contiguous ownership as part of parcel reconfiguration. However, no additional lots can be created beyond density allowances; it is meant to rearrange existing legal lots.

### Exhibit 40. Parcel Reconfiguration Example



### Clustering

Clustering groups residential lots in a relatively small percentage of a property in order to preserve the balance of the property for agriculture, forestry, or open space. Clustering:

- Could allow agricultural/forestry landowners to sell unproductive land to support their farms/forest plots, provide for their heirs, or support their retirement.
- Could result in dwellings being co-located where there is already access to roads and infrastructure, reducing development costs.
- Could protect open space and resource uses in a network of larger “consolidated” farming area (e.g. if units are clustered at corners, the remainder lot could be contiguous to other remainder lots).

If paired with a TDR program, development potential could be reduced overall in the rural area. This could be applied through a floating zone. This could allow the creation of more than one lot depending on the density of the base zone.

## Jurisdictions That Use These Measures

### Parcel Reconfiguration

Clark County allows parcel reconfiguration for existing lots that are less than the minimum lot size provided the resulting layout improves resource land protection. The reconfiguration is approved through an administrative process. The applicant must demonstrate a public benefit. The process has been used in a limited number of circumstances.

Whatcom County considered the option but has not adopted it as they are reprioritizing the agricultural protection activities and focusing on rural land reclassification to agriculture first.

### Clustering

Many counties allow for clustering, including but not limited to:

- **Clark County:** Allows clustering on rural zoned lands R-20, R-10, or R-5. A maximum density of 110% of the base zone may be allowed. The remainder lot may be identified as “buildable” (if not using the maximum density of the zone) or as solely for open space, agriculture, or forestry (if using the maximum density allowed). If “buildable” the remainder lot must be identified with a building envelope to show the development will occur outside of critical areas. Based on the Agriculture Preservation Strategies Report (Clark County, 2009) between 1999 and 2009, 34 cluster applications involving 1,118 acres of land have been approved yielding 217 residential lots. All of the clusters have reserved the remainder lots as buildable parcels.
- **King County:** Allowed in Rural Zones. Not allowed on Resource Lands.
- **Pierce County:** Allowed in Rural zones. Clustering allowed on Agricultural Resource Lands if approved in community plans. County has approved it in the Alderton-McMillin Community Plan.
- **Snohomish County:** Yes, Rural, Forestry, Mineral. Not on Agricultural. Required on Rural lands adjacent to designated local or commercial farmland. Between 1994 and 2014 over 4,517 lots were created through rural cluster subdivisions. The number of applications is remarkably low recently given some changes to regulations in 2009. Rural cluster subdivision activity decreased dramatically after 2007. In fact, there was only one new rural cluster subdivision application submitted since 2009. Recordings also declined after the 2007 peak, and dropped off almost completely in 2010 and 2011. (Snohomish County Tomorrow, 2014)
- **Whatcom County:** Allowed on Rural lands. Required on Rural lands with Agriculture Protection Overlay (cluster on 25% of land).

### Evaluation of Measure Effectiveness

Per county examples above, clustering is likely to be used. Parcel reconfiguration has been used in Clark County in some instances. It is not a widely used tool. It may be a beneficial approach when paired with incentives such as waivers of boundary line adjustment applications; it may allow

cooperation between adjacent owners (e.g. relatives that own nonconforming lots that would not be subject to lot aggregation) if the program allowed transfers of lots within and across ownership.

## Interview Findings

Comments on parcel reconfiguration included:

- Parcel reconfiguration has more merit than developing 20-acre parcels into neighboring horse ranch estates. The development right must be balanced with infrastructure requirements and social benefit. Six-pack, 1-acre homes may be appropriate if well buffered. If structures could benefit any retained forestry or agricultural use, some 20-acre lots should not be included in the cluster count. Development rights should be permanently stripped from any parcels included toward the cluster count.

Comments on clustering included:

- Clustering could create more rural lots, which is a bad idea.
- All open space will need professional working lands management, to ensure open spaces are healthy.
- Clustering is the best way to maintain rural character and save open space and trees. Developers don't have the ability to cluster right now, but it would be a very useful tool.
- Clustering is key for affordable housing, and it would work if gross density over the entire parcel, including open space, is not greater than what GMA allows (1 unit per 5 acres).

## Recommendations for the Future

Parcel reconfiguration may allow owners of non-conforming lots to rearrange the lots to better protect open space while not adding density, and yielding a home or homes for themselves and their heirs. Clustering may allow for more lots at the same overall densities allowed by the zone; if paired with a TDR program it could result in no net increase in rural lots. Policies and regulations could be considered as part of the 2016 Comprehensive Plan Update.

### 6.3 Future Urban Measure to Monitor: Multifamily Tax Exemptions

RCW 84.14.007 allows cities and counties with urban centers that lack housing to establish a multifamily tax incentive, for the purposes of attracting increased residential opportunities and affordable housing. Approved project sites are exempt from **ad valorem** property taxation on the residential improvement value for a period of eight or 12 years.

The designated residential targeted area should meet the following provisions:

- (a) The area must be within an urban center, as determined by the governing authority;*
- (b) The area must lack, as determined by the governing authority, sufficient available, desirable, and convenient residential housing, including affordable housing, to meet the needs of the public who would be likely to live in the urban center, if the affordable, desirable, attractive, and livable places to live were available;*

*(c) The providing of additional housing opportunity, including affordable housing, in the area, as determined by the governing authority, will assist in achieving one or more of the stated purposes of this chapter; and*

*(d) If the residential targeted area is designated by a county, the area must be located in an unincorporated area of the county that is within an urban growth area under RCW 36.70A.110 and the area must be: (i) In a rural county, served by a sewer system and designated by a county prior to January 1, 2013; or (ii) in a county that includes a campus of an institution of higher education, as defined in RCW 28B.92.030, where at least one thousand two hundred students live on campus during the academic year.*

For Counties the allowances only include a designated unincorporated UGA identified prior to January 1, 2013 or counties with colleges having 1,200 students on campus. Olympic College has recently started an on-campus residence program, and as of fall 2014 has 55 on-campus students. (Olympic College, 2015)

Should the provisions of the legislation change (extending the deadline for counties after 2013) or if there is a more on-campus residents in the county, it may appropriate for Kitsap County to consider such as in the Silverdale Regional Growth Center. Between 2003 and 2008 Seattle allowed 2,030 dwellings with the tax exemption, and Everett 309 units according to a 2009 survey by PSRC. Other agencies with successful programs include Tacoma, which as of 2007 had allowed the construction of 5,802 units. (Property Counselors, 2007)

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## Appendix A. Comparison of Findings to 2014 Kitsap County Buildable Lands Report

The historic trends summarized in this reasonable measures report are similar to those summarized in the 2014 Kitsap County Buildable Lands Report (BLR). This appendix compares findings with regards to platted residential density and permitted residential density. The purpose of this comparison is to identify differences and possible reasons for differences.

### Residential Plat Density

The 2014 BLR prepared by the County includes an analysis of achieved density for platted residential lots permitted between the years 2006 and 2012. BERK analyzed County plat data for the same time period using the data and methodology outlined below. The data and methodology used by BERK to analyze plat activity are included below.

#### Data and Methodology

##### Data

Plat data used in the analysis was provided by the County in two formats:

- 1) Excel: *Lot Counts for Final Plats and Short Plats*. Contains a listing of final and short plats created by the County and includes key pieces of information such as plat name, date submitted, and child lot count. Plat acreage was not included as a part of the record of information for each plat listed.
- 2) GIS: Two spatial datasets were created by the County and sent to BERK for use in analysis. Both GIS datasets listed below were used as a baseline to calculate acreages for both parent plats and child parcels.
  - *Kitsap County Plats All*: Comprehensive, historical spatial dataset containing mapped polygons of all final plats in Kitsap County at the parent plat level. Plat names were used as a key field to associate GIS mapped polygons with permit plat data provided by the County in Excel format.
  - *Kitsap Plats Poly*: Comprehensive spatial dataset containing mapped polygons of child parcels of all final plats in Kitsap County. Plat names were used as a key field to associate GIS mapped polygons with permit plat data provided by the County in Excel format. Additional core fields included property class (i.e. land use) codes and descriptions.

## Methodology

Upon review and initial use of the data, additional data preparation took place to better ensure data integrity for the analysis. The Excel listing of final and short plats was reviewed to remove either duplicate plat records or those final plats that had not yet been subdivided into child parcels to help prevent over-counting of child lots. The GIS data was prepped to add a field for acreage area. Parent plat names were also compared across the Excel listing of plats and the GIS plat and child parcel datasets to ensure the respective data sources could be matched against one another by using a common, shared parent plat name. GIS and a BERK Excel model was then used to perform the final plat analysis (Table 1). The BERK analysis (shown in Table 1, below) includes two totals for child lots platted in the Urban Low Residential zone, neither of which perfectly replicated totals reported in the BLR. The first total of 804 platted lots reflects the number of lots recorded as Urban Low in the County final plat spreadsheet provided to BERK. BERK then compared this total to the number of child parcels identified with each parent plat as mapped in the GIS datasets provided by the County. This second analysis only counted those child parcels of parent plats where either property class codes were set to single-family residences or where child parcels had been platted as single-family residential parcels but had yet to be developed. An additional step to visually review child parcel boundaries and their corresponding land use codes took place in GIS to further refine and adjust which parcels should ultimately be counted as platted child lots for corresponding final parent plats. Using this alternative method associating child residential lots with their respective final parent plats in GIS, BERK identified 690 residential lots, including those that have not yet been developed.

## Findings

Table 1 summarizes plat activity from 2006 to 2012 within Urban Low Residential zones. The first row shows a summary of data as presented in the 2014 Buildable Lands Report. The second row shows BERK's analysis of plat data, using the methodology described above.<sup>17</sup>

**Table 1. Platted Residential Lot Density in Urban Low Zone (comparison of BLR to BERK)**

Period	Final Plats	Gross Acres	Net Acres	Lots Platted	Gross Density	Net Density
2006-2012 (BLR)	23	190	101	807	4.25	7.96
2006-2012 (BERK)	20	152	85	690	4.53	8.15

The density calculations in the table above are based on the 690 lot count, as that count is consistent with the lot acreage measured in GIS. While there are notable differences with regards to the

<sup>17</sup> This Reasonable Measures Report focuses on gross and net density as comparison points for Reasonable Measures implementation. In addition to gross and net densities, the 2014 Buildable Lands Report also reported average densities as inputs into the land capacity analysis, and the Buildable Lands Report should be consulted for that information.

number of plats and associated gross and net acreage, the density calculations are remarkably close. This indicates a great degree of consistency with regards to the overall findings about platted density in the Urban Low zone.

## Possible Explanations for Discrepancies between BLR and BERK Findings

### Data Sources

BERK's analysis reflects input data provided by the County as well as the outputs of data clean-up performed by BERK on the original input data. As BERK's analysis took place in mid-2015 with data produced and provided by the County in mid-2015, the input data used by BERK for its Reasonable Measures analysis in 2015 and the input data used by the County for its BLR analysis in 2014 likely reflect differences in permit database information. This difference in input data may account for some of the minor discrepancies observed in the respective results of each analysis. Additional differences in methodology may also account for some observed discrepancies in the results of the two separate analyses.

For instance, BERK added acreage fields to the GIS datasets provided by the County for both the parent plat and child lot polygons and calculated acreage for each record. BERK then used property class codes to identify common and easement areas within final plats and excluded these areas from final plat total acreage calculations. Plat acreage devoted to residential lots was calculated using a combination of GIS, property class codes, and visual interpretation. The County would follow its long-standing interpretations of its code in determining gross and net acres, and the methodology may be a little different than used in this report that is aggregating and studying data in a more streamlined manner. However the similarity in final density calculations between the BLR and BERK's analysis indicates this is not a major issue.

### Dates Assigned to Plats

The data provided by the County only includes a single date for each plat record: Date Submitted. BERK used this date to identify plats permitted between 2006 and 2012. The BLR text indicates that the County included all residential subdivision plats recorded from January 1, 2006 – December 31, 2012. It is unclear if the date recorded is the same as the date submitted. This could explain the difference in total number of plats identified.

### Associating Plats with Zoning

Using the date submitted field as a key, BERK mapped the associated zoning designation in place at the time a final plat submitted its permit. In particular BERK referenced County zoning data from 2005 for plats submitted between January 1, 2006 and December 10, 2006. BERK referenced zoning adopted by the County on December 11, 2006 for all plats submitted between December 11, 2006 through December 31, 2012. It is possible the County did not use the same method to associate plats with zones.

## Residential Permit Density

A direct comparison can also be made between the County's reporting of permitted densities by zone for 2006 to 2012 and BERK's analysis of County permit data during the same period.

## Data and Methodology

Residential building permit data was provided by the County for the period of 2002 through 2012. BERK georeferenced residential permit records provided by the County at the parcel level using a combination of parcel identification numbers, assessor records, addresses, and visual interpretation of aerial imagery in GIS and Google Earth. Using historical jurisdictional and zoning GIS datasets provided by the County, BERK then correlated each residential permit to its respective jurisdictional, UGA, and zoning boundaries at the time the residential permit was issued. This process accounted for UGA changes, annexations, and zoning changes that occurred during the period of analysis in order to more reliably represent permit locational characteristics at the time of permit issue.

Annual summaries of permit activity were based primarily on permit issue date. For permit records where issue dates were not available, permit finalization date was used. For permits where issue or finalization dates were not available, submission date was used.

In many cases multiple permits were issued for the same parcel, though the permits were distinct (e.g. for different buildings). These permits were often issued in different years. Furthermore, no information was available regarding the proportion of the total parcel acreage used for any single permit. This complicates calculating permitted residential density for any single year. Therefore, for the purpose of measuring residential density, total acreage related to each individual permit was calculated as parcel acreage multiplied by the ratio of living units permitted to the sum of all living units permitted for the parcel.<sup>18</sup>

## Findings

The tables below summarize permit activity by zone, inclusive of activity in all unincorporated UGAs. These tables include all permitted units, including both single-family and multifamily development.

**Table 2. Permitted Density in Urban Low Residential Zone**

Period	Total Gross Acre with Permits	New Housing Units	Units per Acre (Gross Density)
2006-2012 (BLR)	260	905	3.48
2006-2012 (BERK)	261	923	3.54

<sup>18</sup> For instance, assume Permit A and Permit B are both associated with the same parcel with a total area of 10 acres. Furthermore, 3 living units are associated with Permit A while 1 living unit is associated with Permit B. BERK calculated the total acreage associated with Permit A as 7.5 acres and Permit B as 2.5 acres to reflect the proportion of total units associated with each permit.

**Table 3. Permitted Density in Urban Cluster Residential Zone**

Period	Total Gross Acre with Permits	New Housing Units	Units per Acre (Gross Density)
2006-2012 (BLR)	29	231	8.07
2006-2012 (BERK)	29	233	8.06

**Table 4. Permitted Density in Urban Medium Residential Zone**

Period	Total Gross Acre with Permits	New Housing Units	Units per Acre (Gross Density)
2006-2012 (BLR)	11	64	5.79
2006-2012 (BERK)	23	81	3.49

**Table 5. Permitted Density in Urban High Residential Zone**

Period	Total Gross Acre with Permits	New Housing Units	Units per Acre (Gross Density)
2006-2012 (BLR)	34	178	5.20
2006-2012 (BERK)	9	162	18.77

**Table 6. Permitted Density in Urban Village, Neighborhood Commercial, and Mixed-Use Zones Combined**

Period	Total Gross Acre with Permits	New Housing Units	Units per Acre (Gross Density)
2006-2012 (BLR)	2.7	41	15.13
2006-2012 (BERK)	3.3	42	12.57

As with the plat comparison, BERK's analysis does not exactly match the summary of information published in the BLR reports for any zone. However, the results for the Urban Low and Urban Cluster zones are quite close, indicating a high degree of correspondence and consistency between the two analyses. These zones are more extensive in the UGAs and represent the greatest number of permits issued. The mixed use and commercial zone results are similar and reflect higher densities achieved in these areas.



## Possible Explanations for Discrepancies between BLR and BERK Findings

### Data Sources

As with the plat data analysis described above, it is possible the County used different methods to prepare permit data for analysis. Therefore there may be differences in the base data used in each analysis.

### Assumptions Used When Multiple Building Permits Are Issued for the Same Parcel

For most single-family home permits each living unit is associated with a single and distinct parcel. This makes density calculation fairly straightforward. For multifamily and mixed-use permits there are often multiple building permits for the same parcel. BERK was careful to only count the parcel acreage once in these instances. However some assumptions were necessary to divide up the total parcel acreage between the various permits sharing the parcel. These assumptions are discussed in the main report. It is possible a different set of assumptions were used in the BLR analysis.

In the case of permits in commercial and mixed-use zones, there are situations where only a portion of parcel acreage is set aside for residential development while the remainder is reserved for commercial development on a separate building permit. In such situations BERK only had access to information about the total parcel acreage and therefore may have calculated density differently than was done by the County which likely had access to more complete information about project phasing.

### Associating Permits with Zoning

As noted above and in the main report, BERK associated each permit with the zoning at the time the permit was issued. In particular BERK referenced County zoning data from 2005 for permits issued between January 1, 2006 and December 10, 2006. BERK referenced zoning adopted by the County on December 11, 2006 for all permits issued between December 11, 2006 through December 31, 2012.

In some cases lots may have been platted while they were included inside a UGA and then building permits for those lots were issued subsequent to the area being removed from the UGA and redesignated as rural. BERK analyzed available data to identify all plats located within a UGA between 2006 and 2012 but rezoned to rural in late 2012. Two plats met these criteria as shown in Table 7.

**Table 7. Final Plats Initially Located in UGA then Located in Rural Due to Boundary Changes**

Project Name	RP Account ID	Date Submitted	Jurisdiction at Date of Submission	Lot Count	Net Acres	Net Density
CANYON ESTATES DIVISION III	2558450	06/09/2011	Central Kitsap UGA	12	4.27	2.81
STERLING HILLS ESTATES, PHASE 1	2563138	01/09/2012	Silverdale UGA	40	5.33	7.50

In BERK's analysis, building permits issued for these lots during late 2012 (after August 31) would have been considered rural. It is possible the County georeferences such permits differently.

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# Appendix B: Interview Summary Reasonable Measures Assessment

## 1.0 INTERVIEWS CONDUCTED

### 1.1 Urban Focus Interviews

- Shawn Aire, Development Services Supervisor, DCD, 9/25/15
- Eric Baker, Policy Manager, Kitsap County Commissioners, 10/2/15
- Jay Burghart, Executive Director, Doctors Clinic, 10/1/15
- Greg Cioc, Transportation Planning Manager, Kitsap County Public Works, 9/30/15
- Jeff Coombe, JCM Property Management, 9/30/15
- Ed Coviello, Planner, Kitsap Transit, 9/29/15
- Scott Diener, Land Use Development Manager, Kitsap County Department of Community Development, 9/25/15
- Erin Leedham, General Manager, Kitsap Mall, 10/9/15
- Gary Lindsey, Kitsap LLC, 9/25/15
- Teresa Osinski, Executive Director, Homebuilders Association, 9/28/15
- Dave Tucker, Assistant Director, Kitsap County Public Works, 9/28/15

### 1.2 Rural Focus Interviews

- Jerry Darnall, Farmer, 10/6/15
- Tom Nevins, West Sound Conservation Council, 10/1/15
- David Overton, Overton and Associates, 10/9/15
- Doug Skrobut, McCormick Land Company, 10/2/15

## 2.0 INTERVIEW QUESTIONS

### 2.1 Urban Focus Questions: Developer/Business

#### Topic 1: Focus growth near transit, urban centers, and urban villages

- Have your decisions about where and how much to develop been affected by policies or regulations to encourage development in urban centers and villages or along transit corridors/nodes? What are some example locations and projects?
- What are the impediments to development in urban centers or urban villages? What can the County do to further encourage development in urban centers or urban villages?
- What more could the County do to encourage compact development that is well-served by transit and transportation facilities?

## **Topic 2: Encourage Mixed-Use Development**

- Have you been involved with any mixed use development in Kitsap Urban Growth Areas? What factors (e.g. strong market demand, affordable land prices, regulatory environment) affected your decision to develop?

## **Topic 3: Allow Density Bonuses**

- Do density bonuses (such as in the Poulsbo Urban Growth Area) affect your decision to develop? What about increased building height limits?
- Have you built any developments using density or height incentives? Have you inquired about these incentives or submitted pre applications? What would it take for you to be interested in these incentives, and where?

## **Topic 4: Increase Residential Densities**

- Have the increased residential densities requirements affected your decisions on where to develop?
- Were increases in maximum densities influential in where you decided to build?
- What has been your experience with the new minimum density requirements? Did you request an exception?
- Have you built or are you planning to build townhouses or condos in any single family zones?

## **Topic 5: Reduce Administrative Barriers and Regulatory Requirements**

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

- Have you used the administrative short plat process for up to 9 lots?
- If so, where and when? Was the short plat process a factor in your decision to develop more units?

### **Increased thresholds for State Environmental Policy Act (SEPA) categorical exemptions**

- Did the change in threshold for SEPA categorical exemptions change how/where you develop?

### **Remove pre-planning allowances in UGAs**

- Has the County's sewer extension policy affected your ability to develop at urban densities?

## **Topic 6: Provide More Housing Choices**

- Have any of your projects included ADUs or manufactured housing? Where? In UGAs?

## **Topic 7: Encourage Master Planned Development**

- Have you built a master-planned large parcel development or clustered residential development, or are you planning to? Where? Did the County's policy changes affect your decision?

### **Topic 8: Encourage Low Impact Development**

- Have County policy changes to encourage low impact development affected your decisions to develop, or to develop with LID features?
- Have you ever used alternative sanitary sewer systems in your developments? Are you aware of what these are? If so, does the allowance for alternative sanitary sewer systems in unincorporated UGAs make you more likely to develop? How much of an impact does it have? Can you provide examples of developments you've done because of this?

### **Topic 9: Target Services and Investments in UGAs**

- Does the location of public services and facilities (such as regional stormwater facilities) influence where you develop? Which services? How much of a difference does it make? Can you give me examples of places where you did or did not develop because of public service locations?
- Has the provision of urban amenities, such as parks, trails, waterfront access, and cultural centers, affected your decisions to develop in Kitsap Urban Growth Areas? What about the provision of critical facilities and services, police, fire, and hospitals?

### **Topic 10: Annexation Plans and UGA Management Areas**

- Do annexation plans (such as the plan for the Poulsbo area) affect your decision to develop in an unincorporated UGA?
- Are you aware of Urban Growth Area Management Agreements? (These are agreements between governments to specify jurisdiction over land use and infrastructure and have been created in the Poulsbo area, for example.) Do these affect your decision to develop in UGAs?

### **11) Miscellaneous**

- Do Transfer of Development Rights policies affect your decision to develop in urban areas?
- Have the Silverdale design guidelines affected your decision to develop in that area?
- Have you avoided Urban Reserve areas adjacent to urban areas? Has it caused you to take a second look at areas inside UGAs?

### **12) Rural**

- Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas? What policies would help direct growth away from rural areas and towards urban areas?

## **2.2 Urban Focus Questions: County Staff**

### **Topic 1: Focus growth near transit, urban centers, and urban villages**

- What policies or regulations have been put in place to encourage development in urban centers and villages? Have these policies or regulations been effective – has development taken place? If so, do you attribute increased development to the policies or other factors? What are some example locations and projects?

- Similarly what policies or regulations have been put in place to encourage development along transit corridors or nodes (e.g. transit centers or park and rides)? Have these policies or regulations been effective? What are some example locations and projects?
- What are the impediments to development in urban centers or urban villages? What can the County do to further encourage development in urban centers or urban villages?
- What more could the County do to encourage compact development that is well-served by transit and transportation facilities?

### **Topic 2: Encourage Mixed-Use Development**

- What type of development have you seen in the new Mixed Use Zone?

### **Topic 3: Density Bonuses and Increased Heights**

- Where have density bonuses been adopted? In the Mixed Use zone? Other zones? Have these led to higher-density development in UGAs? Are more developers asking about density bonuses?
- Where has the County adjusted height to allow for more development? Has there been developer interest in achieving greater height? What type of feedback has there been from developers?

### **Topic 4: Increase Residential Densities**

- There was a policy to increase residential density in urban high & commercial districts. Was that implemented in the code? Are you aware of interest to develop with more density in those zones?
- Where have townhouses and condos been allowed in single-family zones? (My understanding is everywhere in UGAs. Is it permitted as by right, or does it require additional approval?) Has there been developer interest in building these?
- What's the experience with using the minimum density? Where has it made the most difference? Has it been a hindrance to development, such as in mixed use areas?

### **Topic 5: Reduce Administrative Barriers and Regulatory Requirements**

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

- Have builders been using the short plat process for the higher number of units? Is the policy encouraging development? How do you know?

#### **Increased thresholds for State Environmental Policy Act (SEPA) categorical exemptions**

- The County allows the number of exempt dwellings to equal 9 in UGAs and 4 in rural areas. Did this lead to more building in UGAs?
- Are you considering the recently amended SEPA rules that allow greater optional exemptions (30 du/acre SF and 60 du/acre MF in UGAs)?

#### **Remove pre-planning allowances in UGAs**

- When was the pre-planning allowance removed? Did this reduce developer interest in some areas? Did this measure spur more County planning and developer extension of sewer at a faster rate? Where?



### **Topic 6: Provide More Housing Choices**

- Has the County made changes to allow for ADUs in single family, duplexes, townhomes & condos, manufactured development?
- Have developers been building these housing types? Particularly in UGAs? In which UGAs?

### **Topic 7: Encourage Master Planned Development**

- Has the County made policy changes to allow master planning large parcel developments or clustered residential development? Have these changes led to these types of development? Where?

### **Topic 8: Encourage Low Impact Development**

- How has the County code been changed to promote low impact development? Has this led to more LID development? More development in general, or in particular areas?
- Have these policies made builders more likely to develop in UGAs? Why? Can you provide examples?
- How has the County code been changed to allow for alternative sanitary sewer systems in unincorporated UGAs? Have these policies made builders more likely to develop in UGAs? Why? Can you provide examples?

### **Topic 9: Target Services and Investments in UGAs**

- Did the County change the code for concurrency? If so, have you seen changes in development as a result?
- Has the County targeted capital facilities investments, such as regional stormwater facilities, in unincorporated UGAs? If so, have you seen more development in those areas as a result?
- What types of urban amenities (such as parks, trails, waterfront access, or cultural centers) have been provided in UGAs? Do you use the provision of urban amenities as a strategy to help entice growth in desired areas? What about the provision of services? Have these amenities influenced development?

### **Topic 10: Annexation Plans and UGA Management Areas**

- What annexation plans have been created in the County? Have these led to more development in unincorporated UGAs?
- What UGA Management Agreements have been created? Have these led to more development in unincorporated UGAs?

### **11: Miscellaneous**

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

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

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

**Measure #12 Interim development standards (e.g., urban reserve designation)**

- Has the County adopted TDR policies and implementing regulations? Have these encouraged development in UGAs?
- Have the Silverdale design guidelines led to more development in the UGA?
- Has the consolidation of Comp Plan land use designations made permit review faster or more efficient? Has it reduced the number of rezones?
- Has the Urban Reserve been successful in reducing interest in reducing rural areas adjacent to UGAs?

## 12) Maintaining Rural Character

- Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas? What policies would help direct growth away from rural areas and towards urban areas?

### 2.3 Rural Focus Questions

- A. Kitsap County has defined rural densities as 1/5 acres (RR), 1/10 acres (RP), 1/20 acres (RW). How has development in the rural areas changed since the County's Comprehensive Plan established the rural densities in 1998?
- B. Kitsap County has adopted Transfers of Development Rights (TDR) regulations at Chapter 17.430 KCC as of 2006 and amended it in 2012 to give greater value to protecting agricultural land. It has been evaluated through a regional TDR program in Puget Sound. However it has not been implemented to date (no transfers have occurred). Do you have suggestions on how to improve the use of the TDR program?
- C. The County allows clustering in Urban areas (Urban Restricted and Urban Cluster), but does not allow it in rural areas (the prior Rural Wooded Incentive Program was repealed following Growth Management Hearings Board challenge). How could clustering or parcel reconfiguration be applied in rural Kitsap County and retain rural character?
  1. Parcel reconfiguration would allow rearrangements of legally existing parcels (within and across ownership). No new lots are added. A maximum cluster size is established. An open space tract is created to help preserve forestry, agriculture, or open space.
  2. Clustering would allow plats to create smaller lots, clustered and visually buffered, while retaining open space tracts. The tract would help preserve forestry, agriculture, or open space.
- D. Kitsap County has instituted low impact development standards that has changed how stormwater is managed. How has that influenced rural development? E.g. soil and vegetation retention, access width and length, home locations, lot sizes, etc.
- E. What other types of tools would provide economic incentives for property owners with legal lots in rural areas to avoid developing them?
- F. Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas?
- G. What policies would help direct growth away from rural areas and towards urban areas?

## 3.0 INTERVIEW SUMMARY: MAIN POINTS BY TOPIC

### 3.1 Focus Growth near Transit, Urban Centers, and Urban Villages

#### Market demand

Several developers stated that market demand is the primary driver of where development happens. Two developers stated that there is growing demand for urban housing. Another developer stated that people do not want small urban lots, but are forced to buy them because that's all that's available and affordable.

#### Transit and TOD

Kitsap County developers interviewed feel that transit service in the county isn't frequent enough to make a difference in development location decisions. One County staff member interviewed also felt that transit is insufficient and that there aren't many transit centers suited for development. However, Kitsap Transit staff stated that there is robust transit service to ferry terminals, serving both park and rides as well as some residential neighborhoods. In addition, Kitsap Transit is working to improve connectivity throughout the county, reducing the need for transfers, and hopes to improve service frequency in the future.

Several interviewees mentioned that Kitsap Transit is in the process of building new transit centers in Silverdale and east Bremerton (inside the city limits). The Silverdale transit center is in conjunction with the Harrison Hospital expansion and located near a residential area, although no new residential development is currently planned nearby. A Silverdale business owner stated that employees do not take transit to work, but the new transit center location at Harrison Hospital could encourage transit use.

A County planner indicated that two transportation projects in Kingston are geared toward encouraging transit-oriented development near the ferry terminal, a complete streets project and a project to re-route ferry traffic off of a primary downtown street.

Kitsap Transit staff have found that some developers are interested in helping provide access to transit, by building facilities such as bus shelters or sidewalks to connect to bus stops. One example is a project in the Bremerton East UGA, at Pine Road NE and Roswell Drive, where the developer built a bus turnout and bus shelter location, which provides residents with options to take the bus to the mall or ferry more easily.

#### Rural Zoning

Several developers mentioned that the market for living in rural areas has changed, in part because of higher prices and larger lot sizes.

#### What the County could do:

One developer suggested that the County could encourage development by providing more over-the-counter and online permits, potentially eliminating between two and six weeks of waiting for a permit.

Two developers suggested the County facilitate urban development by reducing setback and/or FAR [floor area ratio] requirements, to allow more space for development.

### 3.2 Mixed-Use Development

Developers and County staff interviewed pointed to several reasons why mixed-use development has largely not occurred yet. Some interviewees believe that the minimum

residential density required in the Mixed Use zone, 10 units/acre is difficult to achieve, particularly on smaller lots. [See comments on height disincentives above.]

One developer believes the Mixed Use zone requires ground floor commercial in any residential building, which creates a disincentive to develop, as there is an over-supply of commercial space. It should be noted that Kitsap County Code 17.352.010 says mixed use is encouraged but not required in the Mixed Use zone. However, the perception of a requirement may reduce interest in building residential projects in this zone.

In addition, one County staffer believes the lack of mixed-use development may be largely attributable to timing. When the zone was created in 2006, the UGA had just been expanded and there were many opportunities for building housing in the county. In addition, the economic recession occurred shortly after the Mixed Use zone was created, and reduced all building in the county.

One business representative believes mixed use will require high demand for residential units, to bring rents that are high enough, but thinks it's viable for redevelopment of older buildings in Silverdale.

### 3.3 Density Bonuses & Building Heights

Some developers and County staff believe there are disincentives to building taller than three stories, including required contributions to the fire district and building code (material) requirements.

There seems to be some interest in encouraging increased heights in Silverdale among developers and business owners interviewed. For example, one developer stated that height disincentives hurt the chances of getting a large national tenant for commercial or office space to locate in the county. A business and property owner in Silverdale believes that taller building heights will be important in the medical field in Silverdale, allowing providers proximity to various facilities, and believes there will be market demand for taller buildings within the next five years, particularly with the expansion of Harrison Hospital in the area.

A developer interviewed stated that density bonuses would be useful for encouraging more development. For example, he is considering a project in Silverdale where it would be useful to be allowed more than the current maximum density of 30 units per acre. In addition, there can always be specific circumstances when a developer would prefer more density than is allowed,

### 3.4 Residential Densities

A County planner stated that enacting the mandatory minimum density of four units/acre in 2006 and then five units/acre in 2012 had a big impact on development patterns.

Most developers and County staff interviewed believe that higher *maximum* densities have not affected development so far, for a variety of reasons:

- The recession and mortgage financing crisis led to a lack of building activity in the county over the past decade. Further, a glut of low-density lots on the market, which are being built out now, may attract development away from dense urban areas.
- Some developers stated that development standards and requirements for facilities such as for stormwater, open space, and roads, can take up space and make it difficult to achieve the maximum allowable density.

- As mentioned earlier, one developer stated there isn't demand for high-density living in Kitsap County. However, another developer believes there is growing demand among Baby Boomers and Millennials for living in urban areas.
- Policies that discourage taller building heights were mentioned by several developers and County staff as an impediment to greater density in UGAs. For example, several people mentioned the requirement to contribute to the fire district for buildings above three stories in Silverdale as a policy that discourages taller buildings. Similarly for steel construction requirements for buildings above a certain height. Achieving 30 units/acre in the Mixed Use zone is difficult unless building above three stories becomes more affordable.

### 3.5 Administrative Barriers and Regulatory Requirements

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

Both County staff and developers stated in interviews that they believe the short-plat process for up to nine lots is popular and makes it easier to develop. One developer has been involved in two nine lot short plat projects, and actively looks for property to develop through the short plat process. County employees stated that the program is working well, is a frequent application type, and is the predominant way to subdivide land in urban areas, favored over the traditional plat process.

#### Increased thresholds for State Environmental Policy Act (SEPA) categorical exemptions

One County planner believes SEPA by itself is unlikely to affect development decisions, because the most onerous part of SEPA for a developer is mitigation, but there hasn't been much heavy mitigation required.

One developer did not address categorical exemption thresholds directly, but stated that SEPA review adds weeks or months to a project, making it less feasible, and that Kitsap County sometimes requires SEPA review when it isn't needed.

#### Recommendations

One developer has suggested that allowing more over-the-counter and online permitting would encourage more development.

One developer stated that a major difficulty with subdividing land is fire district policy on fire flow and residential sprinkler mandates. Proposals by fire districts for code changes creates uncertainty for developers.

### 3.6 Housing Choices (ADUs, Townhomes, Manufactured Homes)

#### ADUs

A County planner stated that making ADUs a conditional use in rural areas was designed to make these a less attractive choice outside UGAs.

One developer stated that all ADUs in Kitsap require a public hearing, which makes the process too cumbersome.

ADUs are really important for an aging population and to meet family needs.

One interviewee stated that the ADU code is allowing such units on Rural lots smaller than 5 acres.



Another interviewee was concerned that the pretense is for a family member to use the ADU but a renter comes instead and it adds a unit.

### **Duplexes & townhomes & condos**

A County staffer interviewed believes townhomes have been successful in providing an array of housing types. He believes most were built in Urban Low and Urban Medium, and they may drive down the overall density in the Urban Medium zone. However, strict fire codes for townhomes and duplexes may make these building forms less attractive than detached housing, which has a less stringent fire code.

### **Allow Manufactured housing**

A County staffer said that state law mandates treating manufactured homes the same as all other homes. However, subdivisions can institute covenants that prohibit manufactured homes, and there isn't any way the County can stop that.

## **3.7 Master Planned Development and Clustering**

### **Master Planned Developments**

County planners indicated that the master planning code has not been widely used, and there are not many contiguous parcels that would benefit from the option today.

### **Allow clustered residential development**

A county planner indicated that there is an option for clustering residential development through a performance based development, which allows revisions to setbacks, lot dimensions, and heights. But performance based developments have only been used so far to reduce setbacks, not to cluster.

## **3.8 Low Impact Development**

A county planner indicated that when the stormwater code changed in 2010, a number of builders started using LID techniques so they wouldn't have to build the larger stormwater facilities.

Several planners stated that LID techniques have made more land available per lot, by reducing the amount of space needed for stormwater management. One planner also stated that this reduced the cost of stormwater improvements. It's unclear from interviews if this directly led to higher density of development in projects with LID features.

A business representative working on designing LID features on their property mentioned that LID is requiring more use of space on their property.

## **3.9 Sewer and Alternative Sanitary Sewer Systems**

One developer interviewed stated that on-site septic systems should be allowed in UGAs, not only because there's a shortfall in providing sewer, but to help preserve water supplies.

One County planner felt that the prohibition of on-site septic in UGAs discouraged infill development, although the type of development prevented may have been low-density. Another County planner stated that the prohibition of individual septic has increased density in UGAs because it forced developers to build at higher densities, beyond the minimum, to justify the investment in sewer service.



A County planner indicated that alternative sewer treatment facilities are now being used for subdivisions.<sup>1</sup> In addition, one developer stated that he is working on a development in Illahee using drain fields, and the development wouldn't be feasible without alternative sanitary sewer because it's too far from the public sewer system.

### 3.10 Target Services and Investments in UGAs

Several developers stated that infrastructure is the most important incentive the County can use to encourage development in specific locations. One developer is concerned that future annexations may be preventing the County from making needed investments.

County staff described several ways the County is focusing transportation investments in urban areas. First, the County pursues transportation funding at the Puget Sound Regional Council for the Silverdale Regional Center, to encourage redevelopment. Further, countywide transportation funding is focused on Silverdale, smaller urban centers like Kingston, and if appropriate some LAMIRDS. Further, County employees stated that the County is working on transportation investments in Kingston to encourage TOD near the ferry terminal, including a complete streets study and a project to move ferry traffic off the main downtown street.

In addition, staff indicated that Kitsap Transit uses the location in an Urban Growth Area as one criteria for locating transit centers.

### 3.11 Regional Stormwater Facilities

County staff indicated that no large-scale regional stormwater facilities have been built since the 1980s, and most of the County's stormwater infrastructure work is focused on retrofitting public or private property that hasn't been mitigated. Smaller regional stormwater projects that have been built include a stormwater filter for 150 acres in Manchester, some of which are undeveloped, and a facility near Bethel in the South Kitsap UGA.

One developer emphasized that stormwater management is the most expensive development cost, and that the entire burden of the cost is on the developer. While this affects development everywhere, it's generally easier to do stormwater facilities in rural areas. Another developer stated that the County has not been forward-thinking or cooperative regarding encouraging regional stormwater

One impediment to regional stormwater cited by both County staff and developers is uncertainty over vesting to the stormwater design standard. If a regional stormwater facility serves undeveloped land and the stormwater standard changes before there is a development application for that property, the property owner will have to make meet the new stormwater standard, which could mean rebuilding stormwater facilities. If the stormwater standard was locked in, it would make a regional stormwater facility easier to do.

### 3.12 Urban Amenities

Two developers interviewed believe urban amenities encourage development. One believes the County should treat urban areas like mini-cities, including quality parks and recreation. Another

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<sup>1</sup> Alternative wastewater systems may be used where consistent with Kitsap County Zoning Code use table note 48, which says: "Within urban growth areas, all new residential subdivisions, single-family or multi-family developments are required to provide an urban level of sanitary sewer service for all proposed dwelling units."

pointed to the parks and fairgrounds in Silverdale as an example of these amenities affecting where people want to live.

A business representative specified that libraries are important urban amenities.

An attractive district in Old Town with a variety of restaurants was mentioned as an incentive for hotel development.

County staff pointed to the South Kitsap Regional Park as an urban amenity provided by the County, as well as improvements to the fairgrounds.

### 3.13 Annexation Plans and UGA Management Areas

One rural property owner believes the County needs to do much more to promote urban areas annexing into cities. Cities do a better job of providing urban services and promoting growth than counties.

A County planner indicated that these are great tools to provide a logical transition during annexation, but none of them have been used. There are not any annexation plans or UGAMAs. The County and cities have had conflicts on some annexation issues.

### 3.14 Transfer of Development Rights (TDR)

Several respondents believe the TDR program has not been used because there is not enough demand for receiving additional development rights in the county. One developer stated that there isn't enough demand for the current level of density in Kitsap's urban areas and cities, let alone adding density. This developer believes TDR will only be used if Kitsap joins a regional user group that includes King County. A County planner said DCD considered strengthening the urban receiving part of the TDR program several years ago by allowing additional heights or density in certain areas, but code adjustments were not made at the time.<sup>2</sup> Another County employee indicated that one reason there isn't a market for adding density is that it's only needed by a developer when requesting a rezone or site-specific Comprehensive Plan amendment. In addition, the recession reduced the market for new development in general.

In addition, one County planner believes the biggest reason the TDR program hasn't worked is that the County never marketed it, especially to the rural and real estate communities.

One developer believes that downzoning of rural lands makes TDRs much more difficult, because there isn't enough development rights to transfer.

One developer stated that TDRs are not good public policy, and that investors should not be able to buy affordable land in Kitsap and lock it up so that it's never developed to the benefit of Kitsap residents.

#### Recommendations

Entering a regional TDR program with King, Snohomish, and Pierce counties was mentioned by a couple of interviewees as a way to make the program work better. Requiring cities to allow more density was also mentioned.

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<sup>2</sup> Though other means to improve the TDR program were addressed (e.g. adding more credit for agricultural sending areas). The County is now considering comprehensive amendments to the TDR program. See the body of the Reasonable Measures report.

### 3.15 Design guidelines for Silverdale

Two County planners interviewed believe the guidelines have helped new commercial buildings in Silverdale achieve a more pedestrian scale, but have not helped generate dense infill development. One planner mentioned the guidelines don't promote higher building heights and so could actually be an impediment to achieving more density.

In addition, one planner stated that the flexibility allowed by the guidelines has helped facilitate a new and better bus stop at the Kitsap mall expansion.

One property owner believes the design guidelines are having unintended negative effects, leading to the back of buildings facing the street, which is not attractive.

#### Recommendations

A County planner suggested an idea for getting more density in downtown Silverdale, to combine commercial zones into one zone with a very low minimum and very high maximum, which could encourage redevelopment of buildings.

### 3.16 Additional Urban Issues

#### Silverdale

One Silverdale business manager believes most people would like a way to get around on foot or by bus. Another business manager thinks improving the bicycling infrastructure in Silverdale is key for attracting more development.

#### Attracting Population

High-quality schools were mentioned by a business representative as a strong pull for residential growth in Kitsap County in general.

A foot ferry was mentioned by a business representative as a way to draw residential growth to the county in general.

#### Board of Commissioners

One property owner believes a 5-person Board of Commissioners would be better than the 3-person Commission, to allow Commissioners to talk to each other without it being a quorum. The current system stands in the way of creative thinking and coalition building.

#### Department of Community Development (DCD)

One property owner thinks DCD should have one division to manage urban areas and a separate one to manage rural areas, which don't get enough attention.

### 3.17 Rural Issues

#### Rural Densities and Rural Development

Two interviewees felt that the zoning densities don't reflect reality, as the vast majority of rural lots are non-conforming and smaller than five acres. They feel that Kitsap County has suburban densities, and it doesn't have the resource areas that a place like King County has. When people want to preserve the county's character, it isn't a rural character they're protecting; people desire trees and perceptions of open space.

One interviewee indicated that it's no longer possible to build housing for lower-income people in rural areas, as the cost of stick-built homes increased dramatically because of construction and land costs. As smaller lots go away, the cost of housing goes up. In addition, the primary job growth in the county, the Navy, is largely people looking for entry-level or rental homes, and those aren't available in rural areas. Growth is being accommodated by builders developing inside UGAs on very small lots.

One interviewee mentioned that many small rural lots were created just prior to the 1998 zoning changes. Another thought the 1998 zoning was instituted too late to properly protect rural lands.

On the other hand, an interviewee thought that the supply of buildable rural lots is likely now running out, and there are few new lots being created.

### Transfer of Development Rights

Two interviewees stated that there is not a sufficient market. One believes cities in Kitsap are not allowing enough density, because of citizen pressure. Another believes that getting Kitsap into the King County TDR group is the only way to get a market to work.

Downzones of rural land was mentioned by one interviewee as a reason TDRs don't work. Twenty-acre parcels don't offer enough value to transfer, whereas if land was zoned at one unit per five acres, much more could be done with TDR.

### Clustering and Parcel Reconfiguration

Comments include:

- Parcel reconfiguration has more merit than developing 20-acre parcels into neighboring horse ranch estates. The development right must be balanced with infrastructure requirements and social benefit. Six-pack, 1-acre homes may be appropriate if well buffered. If structures could benefit any retained forestry or agricultural use, some 20-acre lots should not be included in the cluster count. Development rights should be permanently stripped from any parcels included toward the cluster count.
- Clustering could create more rural lots, which was thought to be negative.
- All open space will need professional working lands management, to ensure open spaces are healthy.
- Clustering is the best way to maintain rural character and save open space and trees. Developers don't have the ability to cluster right now, but it would be a very useful tool.
- Clustering is key for affordable housing, and it would work if gross density over the entire parcel, including open space, is not greater than what GMA allows (1 unit per 5 acres).

### Low Impact Development Standards and Rural Development

Comments include:

- All of the code changes going back to 1998, including LID, have added costs to development.
- Rural development inherently is low impact, because there's less disturbance and density per acre. Stormwater management is easier in rural areas because there's more land.

- Agricultural stormwater is about retaining water for livestock and irrigation. The County should assign a specialist to assist agricultural land owners to build small farm ponds with additional water storage and timed release.

### **Economic incentives for property owners to avoid developing rural land**

Comments include:

- Purchase of development rights.
- Networking with smaller beginning farmers to get lands working would help, as would assistance with management and documentation, and tax benefits for “working lands.”
- The issue should be put to voters, to see if they want to tax themselves to acquire open space.
- Conservation easements only work if there’s enough density to provide an incentive to do it.

### **Suggestions for maintaining rural character**

- Requiring and enforcing visual screening of development, including better enforcement of the sign code.
- Limiting county population growth, in part through limiting transportation options that make the county more accessible, such as foot ferries.
- Direct engagement by the County with the largest landowners, including those who are not seeking to develop their lands, to develop large-scale conservation partnerships.
- Solutions appropriate to each part of the county’s unique real estate market and problems.
- Address legacy lots.

### **Policies to help direct growth away from rural areas, towards urban areas**

Two persons interviewed stated there is a market shift moving growth from rural areas to urban. This is due to the cost of construction, land, utilities, and regulation, which have driven up the cost of housing in rural areas. However, it’s difficult to influence homebuyers who are choosing Kitsap specifically for a two-acre lot, and can afford it.

Suggestions related to planning and zoning include:

- Prohibiting expansion of UGAs and requiring cities and UGAs to plan for greater population increases.
- A top-down state planning context, similar to Oregon.
- Restrict ADUs in rural areas; encourage in urban areas.
- Rezone Urban Reserve to Rural Residential.

Suggestions for the Kitsap County Department of Community Development include:

- Create two planning divisions, one for urban areas and one for rural, to provide more focused attention for rural areas.
- Limit variances.
- Ensure DCD staff are familiar with the Rural Chapter 3.2.1(c) and the Kitsap Agricultural Strategic Plan, and update each document annually.
- Higher impact fees.

**Other suggestions:**



- Increase property and other taxes outside of UGAs and require meters on rural water systems, to remove the financial advantages of living outside cities and UGAs.
- Promote urban areas annexing into cities, because cities are better at providing urban services and promoting growth.
- Develop trial housing projects areas designed to maintain rural character and promote affordable housing. Work with a housing agency and architects to create projects that work in each part of the county. This could balance affordable housing with conservation and rural character.
- Change the Board of Commissioners to five persons, so that two members can interact without a quorum. This would enable creative thinking and problem-solving.

## 4.0 INDIVIDUAL INTERVIEW NOTES COMPILED

Below are detailed notes from each interview. Most interviews did not cover all topics; questions that were not covered in an interview are not included in the notes below.

### 4.1 Interview #1: Developer/Business

#### General Comments

What drives developers is where people want to be. The Market Conditions, number one, drive that. What Kitsap County does is regulate how it's done. They don't necessarily do things that make people decide where to live. There's infrastructure they can do to help make it easier.

*Question: What's your take on market demand for UGAs?*

The boomers now want to be more urban. Then the millennials – they want to live urban, not suburban/rural. The population has decided it wants to go back to urban areas.

*Question: Tell me a little about your work. What type of development do you do, and where? How long have you operated in Kitsap?*

I've been doing this for 35 years. Done residential developments in central Kitsap/ north Kitsap primarily, and commercial in Silverdale and Poulsbo.

#### Topic 1: Focus growth near transit, urban centers, and urban villages

*Have your decisions about where and how much to develop been affected by policies or regulations to encourage development in urban centers and villages or along transit corridors/nodes? What are some example locations and projects?*

Kitsap Transit is not funded well enough to have routes that run on a regular schedule. So no, it doesn't support any decision there. Transportation – all the urban areas have adequate transportation.

*What are the impediments to development in urban centers or urban villages? What can the County do to further encourage development in urban centers or urban villages?*

Two things County can do: infrastructure and zoning.

Kitsap County manages stormwater and sanitary sewer. (Domestic water by other purveyors.) Sewer, water, and transportation are the primary infrastructure. Kitsap County doesn't provide any regional stormwater facilities to connect to. Stormwater is the most expensive development



cost. The entire burden of that is on the developer – nothing the county has done to provide. Same effect everywhere. But it's easier to do stormwater in rural areas.

Rural density is one unit per five acres (5-acre lots). Urban density is a minimum of 5 units per acre. The rural minimum lot size is 5 acres. That lifestyle is not in demand like urban. It's cheaper to develop in a rural area. With that said, we just don't do 5-acre tracts anymore.

Northwest Title just did a study on the split of urban/rural home sales – Silverdale is still more skewed toward rural. That's changing. Any new development is in an urban area.

Here's one thing the County can do to facilitate urban development. (I had this discussion with [a County planner] yesterday.) The County doesn't employ any urban planners, they don't understand urban planning. We had a setback provision in the code, when you go to develop in an urban area. Why do we have the same setback in urban areas as rural?

An example: I can do zero-lot line (house on each side of common wall), but the minute I separate by an inch, I have to separate by 10 feet. That's 25% of the width of an average lot. Why does the County decide how far apart you are?

They need better application of urban design concepts, particularly setbacks.

***What more could the County do to encourage compact development well-served by transit and transportation facilities?***

There's not enough current density in Kitsap County to support transit routes that make transit feasible. For example, if I catch a bus to Bremerton, it takes me an hour. Kitsap Transit doesn't have the resources to do an urban level of service. They need more resources.

Transit: I lived until recently on Alki. Had a home in Silverdale too. Was going to get ferry to downtown, then on ferry, then take a bus, stopped at my house in Silverdale. Five transfers from Bremerton to Silverdale.

Need average 6 DU/ acres to make transit feasible. Kitsap County has, on average, 1 dwelling unit per acre.

## **Topic 2: Encourage Mixed-Use Development**

***Have you been involved with any mixed-use development in Kitsap Urban Growth Areas? What factors (e.g. strong market demand, affordable land prices, regulatory environment) affected your decision to develop?***

The County has a Mixed-Use zone. That zone requires that if you do residential development, you have to commercial development, and it has to be on the first floor. We don't have the intense urban development that, say Seattle by the arenas, look at all the vacant first floor office retail space. We're mandated in the mixed-use zone to do commercial. We already have more commercial than we need. Get rid of the requirement for first floor retail in Mixed-use. We have more retail space than we'll use up for a long time.

There has not been one Mixed Use zoning project done since 2006 when they adopted it. I did one recently, but got out of the commercial requirement.

Having a commercial component as a requirement hinders it. Let us do either commercial or residential, but not require. Allow it, but don't mandate it.

### Topic 3: Allow Density Bonuses

*Do density bonuses (such as in the Poulsbo Urban Growth Area) affect your decision to develop? What about increased building height limits?*

Looking at a project in Silverdale that would be nice to have more density. 30 units/acre is maximum. Not many projects that would go over that. We have enough density. Poulsbo is 14 units/acre, Bremerton is 20 units/acre.

If you're in the very urban core of UGA, the County should allow higher densities.

The other problem is that you can only go 5 floors without getting into steel construction. We don't have the rents to support the cost of steel construction. (You guys in Seattle get \$2.50/sf, we get \$1.50.)

There will always be an instance where someone wants a little more density than is allowed - there should be a way to do that.

*Have you built any developments using density or height incentives? Have you inquired about these incentives or submitted pre applications? What would it take for you to be interested in these incentives, and where?*

### Topic 4: Increase Residential Densities

*Have the increased residential densities requirements affected your decisions on where to develop?*

*Were increases in maximum densities influential in where you decided to build?*

*What has been your experience with the new minimum density requirements? Did you request an exception?*

*Have you built or are you planning to build townhouses or condos in any single family zones?*

I'm doing a project in Silverdale that has different density allowances. I'm not bumping up to the allowable densities. County has more density availability than the cities. These densities have been around for years.

The zoning is 5-9 units/acre, 10-18, then 18-30. It'd be nice to have an overlap between Urban Medium and High. Urban Medium you can only go to 18. Urban High, no less than 18. If there was an overlap, say 10-20 in Urban Medium and 16-30 in Urban High. What we call a garden apartment, 3-story walkup, - they're usually 20 units/acre or a little less. Garden apartment difficult in Urban Medium. And then you can't change zoning without full blown Comp Plan change.

### Topic 8: Encourage Low Impact Development

*Have County policy changes to encourage low impact development affected your decisions to develop, or to develop with LID features?*

It will be mandated in 2016, so won't be a choice. From cost, we will just do it.

*Have you ever used alternative sanitary sewer systems in your developments? Are you aware of what these are? If so, does the allowance for alternative sanitary sewer systems in unincorporated UGAs make you more likely to develop? How much of an impact does it have? Can you provide examples of developments you've done because of this?*

Goes back to the fact that the County does not run regional sewer facilities. As a developer I have to do sewer extensions if I need it. There are areas that have been in the UGA for quite some time and don't have sewer service yet. Definitely, let those people do interim systems.

*Have you used alternative sanitary sewer in a development?*

Yes, working on a development now, in Illahee (in a UGA) using drain fields. Development couldn't happen otherwise - too far from the sewer.

### **Topic 9: Target Services and Investments in UGAs**

*Does the location of public services and facilities (such as regional stormwater facilities) influence where you develop? Which services? How much of a difference does it make? Can you give me examples of places where you did or did not develop because of public service locations?*

*Has the provision of urban amenities, such as parks, trails, waterfront access, and cultural centers, affected your decisions to develop in Kitsap Urban Growth Areas? What about the provision of critical facilities and services, police, fire, and hospitals?*

It isn't going to drive whether or not you do it. ...the County operates mini-cities all over. Cities would be inclined to have good parks and recreation. The County needs to take these urban areas and treat them the same way. The County isn't accustomed to managing city-style planning. In general, in urban areas, treat them like mini cities and manage them for that resource [and with those amenities, like parks, cultural centers, etc.).

### **11) Miscellaneous**

*[Regarding Measure #25 Consolidated Comprehensive Plan land use designations.]*

Yes, consolidating Comp Plan land use designations would make it easier to rezone.

Within residential, can do rezones back and forth.

At state level, they require you show accommodation for population targets. So when you go to change a zone, it's like you're changing your math on how to achieve those targets. County is a little hamstrung on how they can do it. But need more flexibility to rezone between designations.

If I had a piece of Urban Medium and had a chance to a deal that worked well at 22 units/acre, like to rezone to Urban High. Or maybe I'd rather go from Urban High to Urban Medium. Cottage style development – can get 12 unit/acre densities – would be nice to do rezones between Urban Low and Medium – 9 units may be better served for population – if I got 12 instead of 9.

We're going to see more demand for density. Have more flexibility to take Urban Low and get a little more density, from 9 to 12.

### **12) Rural**

*Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas? What policies would help direct growth away from rural areas and towards urban areas?*

I would rather discourage the County from having that mentality. Allow people who want to live in rural areas to continue to do it. I think it's discouraged enough from the 5-acre minimum.

## **4.2 Interview #2: Developer/Business**

*Can you tell me a little about the work your company does?*

A little bit of everything. Manage properties for out of town owners. And I've done residential developments and smaller commercial developments. Now have a lot of activity in commercial sales and leasing.

### **Topic 1: Focus growth near transit, urban centers, and urban villages**

*Have your decisions about where and how much to develop been affected by policies or regulations to encourage development in urban centers and villages or along transit corridors/nodes? What are some example locations and projects?*

I haven't done any commercial corridor type of projects. I've worked for others trying to sign properties. Haven't found anything the county has done to direct growth.

*What are the impediments to development in urban centers or urban villages? What can the County do to further encourage development in urban centers or urban villages?*

Large majority of my work is in the Silverdale UGA. Several things the county could do to make it developer friendly and consumer friendly would be to have more over-the-counter permits to be issued (building permits). We have some activity in over the counter permits, should be expanded. If I want to do a commercial tenant improvement, no structural engineering involved, I can get that over the counter at Kitsap County, which is phenomenal. But if I have a structural plan, it has to go through the process. My thinking – if I have to have a structural or civil engineer design a project inside a UGA, which means we have water, sewer, amenities, and it's already permitted outright in our zone, I believe Kitsap County should deliver that permit over the counter, because here's a civil engineer – licensed, bonded, stamped, insured – if something goes wrong, I'm going after my engineer, not Kitsap County. If permitting is taking, depending on the season and business, if permit takes between 2 and 6 weeks, you just eliminated that. Review process doesn't have to be as bad. There's a licensed professional that...

Another thing we need to do, especially in Silverdale, because... . Take downtown Seattle, for example, it's urban development, redevelopment – every building is built on the property line – no setbacks, landscaping requirements. Bulk regulations in regional commercial require 85% maximum coverage. If you eliminated that alone, you increased your buildable lands by 15%. If you take UGA inside Silverdale – already 3 established parks - ... If setbacks were relaxed, you'd create more property inside the area.

Same thing on residences – inside a UGA on sewer – it's hard to find a young family that wants to move in to a house located on 3000 square feet – no dog in the backyard, no swing set – but you're required by our code to have pocket parks. Can't think of one mother/father in the world who would let their 3-year-old kid walk out of eyesight to a playground. Pocket parks don't work. Reason they don't work – we don't have enough people. Only 300,000 in the entire county. Where the pocket parks work – where 300,000 in a half-mile radius – that makes a big difference. Trying to use big city planning ideas into smaller community with peaks and valleys and mountains and streams.

*Q: So you're saying lot size are too small and pocket parks aren't needed?*

Yes.

*Q: How is the market demand for these smaller lots?*

People are going to small lots because only thing affordable and available.

I've lived in Kitsap all my life. I moved out of a subdivision because kids are grown. Am I forced to buy a \$220k house on 3000 sf lot? I don't have a place where I could buy something... let's take the younger family, mom and dad – start off without kids – then they have kids, in small house, mom/dad gets a raise – want larger size house. I want 3000 sf house on one-third acre. That's the buy you don't have market for.

## Topic 2: Encourage Mixed-Use Development

*Have you been involved with any mixed use development in Kitsap Urban Growth Areas? What factors (e.g. strong market demand, affordable land prices, regulatory environment) affected your decision to develop?*

Mixed use is an international/national term that doesn't apply to our little area. Mixed use means more than one type of use. Theory is you want business on lower level, housing above. For generations, we've tried to get away from living above the tavern, bakery. The theory behind mixed use means housing with commercial. The problem you might run into – I don't think we've had one mixed use development ever in Kitsap County since they created it, since the density must be 10 units/acre. That's kind of hard to do – can't do it.

**Q: why is 10 units/acre difficult to get to?**

Size. ... in Kitsap County, can't start with 300 acres of flat ground in Kitsap County. By the time you meet the development standards... 10 units/acre – got to park it, put down below.

**Q: people don't want to build higher?**

We're not seeing it yet. Tallest building was built in the 60s in downtown Bremerton, it's blight.

## Topic 3: Allow Density Bonuses

*Do density bonuses (such as in the Poulsbo Urban Growth Area) affect your decision to develop? What about increased building height limits?*

I've developed for a long time, don't understand this.

Kitsap has always had restrictions – height restrictions inside Silverdale UGA – if you went over 3 stories, for years – for every story over the third one, you had to pay the fire department \$10k for a ladder truck – that's not an encouragement. Our default building height has always been too low.

I'm going to cite King County. Their default building height on the waterfront, I believe, is 160 feet. When we went through our shorelines, I encouraged staff to make sure, raise minimum default height on the water, from 35 feet. Once again, have self-restrictions – implemented by staff, not citizens. Staff could change those building heights.

**Q: but market not here yet for height?** A: when we have a shot for the big national tenant, in the feasibility, would go anyplace but Kitsap to do it. In today's electronic world, we don't know who's looking at Kitsap County – could have 100 companies around the world to move to WA and could make their decision. Commercial or office.

## Topic 4: Increase Residential Densities

We're seeing a lot of development now, coming from projects that went broke back in 2006-07. Not sure we're seeing the true effects of it yet. ... We're just starting to come out of a lot of the bank-owned stuff. Here's incorporated Poulsbo – they have like 350 units in development right now, just in that one little city, I don't think we have that much in the pipeline for the entire county. Maybe developers sought land outside of Kitsap County. Bank-owned things being absorbed now.

## Topic 5: Reduce Administrative Barriers and Regulatory Requirements

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

*Have you used the administrative short plat process for up to 9 lots?*



Yes, I was on the committee that made that suggestion to go from 4-lot to 9-lot. I helped write that ordinance. 9-lot short plats were always allowed by state of WA. I've been involved in two of them.

*If so, where and when? Was the short plat process a factor in your decision to develop more units?*

I was involved with clients on two 9-lot short plats I did. One was family-owned property – didn't want to live there anymore. 9-lot short plat made a lot of sense for them. I'm looking at a project now for another client, 9-lot short plat makes all the sense in the world to him. When I'm out looking for property, for my own development, I always keep the 9-lot short plat. It makes a big difference.

### **Increased thresholds for State Environmental Policy Act (SEPA) categorical exemptions**

*Did the change in threshold for SEPA categorical exemptions change how/where you develop?*

One thing Kitsap County has done and don't need to. They don't understand their own ordinances. Requiring SEPA when they don't need to. SEPA review could take 2 weeks, but it takes 3 months. Comments aren't justified. Over-regulating. Information on other jurisdictions, when they require SEPA checklist – the review doesn't take nearly as long. One good example – 350 acre race track in city of Bremerton, the engineer submitted SEPA, within 3 months, had a DNS, the project... only one thing outside of the regulation they wanted, it got done. Have a feeling if that was in Kitsap County, would take over a year.

### **Topic 6: Provide More Housing Choices**

*Have any of your projects included ADUs or manufactured housing? Where? In UGAs?*

No. All ADUs in Kitsap require a public hearing. I guess there have been more ADUs than the county knows about. Need to change the regulation. Planning director recognizes that. Change it in title 17, first came up over 3 years. Q: makes it more cumbersome? A: Yes, public hearing means time and money.

### **Topic 9: Target Services and Investments in UGAs**

*Does the location of public services and facilities (such as regional stormwater facilities) influence where you develop? Which services? How much of a difference does it make? Can you give me examples of places where you did or did not develop because of public service locations?*

Don't have regional ponds. Seems like we have less regional services.

Just as a perception in the industry, it seems like we are at our capacity for sewer in a lot of areas. I have a project in old town Silverdale – we're at capacity for sewer and stormwater. But think it will be fixed.

*Has the provision of urban amenities, such as parks, trails, waterfront access, and cultural centers, affected your decisions to develop in Kitsap Urban Growth Areas? What about the provision of critical facilities and services, police, fire, and hospitals?*

Amenities: it does make a lot of difference. I spend a lot of time in Silverdale. I think we have great parks – two waterfront parks, trails, skate parks, dog park, etc. At the fairgrounds, it's like central park – soccer, ball fields, horse arenas,... that's why there's no available land to develop around the fairgrounds, that amenity brought everyone there already.



## 12) Rural

*Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas? What policies would help direct growth away from rural areas and towards urban areas?*

God did a great job for rural in Kitsap County. We have topography, ravines, creeks, rivers, bad soils. It's already taken care of itself. You're not seeing much in rural area because you can't.

**Q: Anything else?**

More over-the-counter permitting. Also, accept more things online. No reason can't do over the counter permits online. Best example I like to use is the L&I WA state electrical permit. I know nothing about electricity, but if I build a 5000 sf house, I can apply for an electrical permit online, get it issued online, immediately. If the state can do something like that for electrical, that's kind of frightening... there's some level of it gets done right, inspectors inspect it... other thing is – if lender will loan money and insurance company will insure, why can't the county issue a permit on the project? I think they're over-regulating a bit. ... I did a study on over the counter permits, was astonished the city of Denver Colorado – issue tenant improvement permit over the counter if valuation was less than \$300k for tenant improvement – obviously removing walls, doing electrical, plumbing... I would like to see Kitsap be a leader rather than a follower. They can lead better in permitting.

## 4.3 Interview #3: Developer/Business

### Topic 1: Focus growth near transit, urban centers, and urban villages

*Have your decisions about where and how much to develop been affected by policies or regulations to encourage development in urban centers and villages or along transit corridors/nodes? What are some example locations and projects?*

I do think that that policy has made it difficult for development in the county because the county does not offer great transit opportunities. Since the county's policies are really separate from the realities of Kitsap Transit's budget and funding realities, Kitsap Transit, in my understanding, has cut much of its service, reduced bus routes and times, and so, to the extent development was able to find a foothold in an area where there may have been bus routes, may not sustain the test of time. Policies like this, while they can be encouraged to look at, they're going to build where they can afford to build and where the market will buy. Market isn't motivated by transit.

*What are the impediments to development in urban centers or urban villages? What can the County do to further encourage development in urban centers or urban villages?*

If the objective is to see how well county policies are encouraging development in designated UGAs that have not yet been annexed,... one of the issues that I would have is that what the county needs to do is create incentives – if you want people to go to a certain location, if you want them to go there, create incentives. One incentives is for the county to make investments in those areas, in infrastructure. The dilemma comes in using county taxpayer dollars to invest in significant projects in a jurisdiction that will ultimately be annexed by another jurisdictions, and taxpayers who have paid little if any into the investment that is made. It creates a natural barrier – county would be disinclined to make those investments, knowing they won't get any payback – look at it from a taxpayer perspective. Are we gold plating for a whole different set of folks, infrastructure we... Greatest incentive – infrastructure. Barrier is payback, when jurisdiction will

annex it. There's a disconnect in the whole thinking on GMA. I realize there are interlocal agreements on payback – those have been more or less effective – it's a negotiation. Example of this in Port Orchard – county felt the city cherry-picked where it annexed.

Hammer isn't the carrot. Need to create a carrot. One of those carrots would be infrastructure.

## **Topic 2: Encourage Mixed-Use Development**

*Have you been involved with any mixed use development in Kitsap Urban Growth Areas? What factors (e.g. strong market demand, affordable land prices, regulatory environment) affected your decision to develop?*

Mixed use sounds like the best of both worlds. Access commercial areas, etc. Where the rub comes is the specifics of how much square footage has to be retail vs residential. I don't know if this is true in the county, but sometimes what happens is all of the design limitations and restrictions that come into those. They have an idea of what they want it to look like, don't allow the market to see how it can work and pencil. They idealize what they want the area to look like. At the end of the day... doesn't pencil. ... been a lot of development in Silverdale, including multifamily and commercial – sometimes location will overcome poor policy – market is strong enough to push through it. Might ask – Mike Brown.

*Q: Which infrastructure is most important?*

It's all important – sewer, stormwater, water, roads. All of it's important. The more a jurisdiction can make areas of their community ready for development having made these investments. ... Developers are looking for areas of least resistance – resistance equals money.

## **Topic 4: Increase Residential Densities**

*Have the increased residential densities requirements affected your decisions on where to develop?*

It depends what kind of project you build. If you're a developer that does multifamily development, then an upzone can help you – opportunity to build in an area that you didn't in the past. If you're single family, an upzone may or may not help you. If you're the land developer, in theory that you should motivate you to buy that land there, sell more lots. Instead of building only 4 lots. But there's other factors. Depends on how the land is in a given area. Have to give up land to build in Kitsap County. You can have a theory to build 10 lots, but have to give up a lot for stormwater, open space, wider roads - bigger retention pond – pretty soon you're not building at the density they allowed you to build at. If the land was more expensive because of the density theory, but you won't be able to build at that density – does it pencil to build there? Sometimes the land itself is not accommodating.

On the face, yes, a good thing. Does it necessarily translate to the solution? Kind of a crapshoot – depends on how the land works, how the structures fit within the land available. But certainly, if the county is going to mandate they give up land for open space and specific amenities, then you're exacerbating the unavoidable environmental regulations.

*Q: more market demand for high density living?*

A: We don't know. We want everyone to live where they want to. Some people like urban village and density - access to walking distance, etc. – I'm sure people like that. There are also people want to live on piece of property with space. Need to not decide for people – this is the only product we'll offer you. One of the beautiful things about Kitsap – still has

**Townhomes:** Just shared home construction less than typical multifamily, another word for duplex, sometimes up to four of them. Have to ensure offering a variety of living stock styles. Also plays a role in affordability – could be more affordable.

### **Topic 5: Reduce Administrative Barriers and Regulatory Requirements**

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

*Have you used the administrative short plat process for up to 9 lots?*

*If so, where and when? Was the short plat process a factor in your decision to develop more units?*

In theory yes, but I don't do platting. Can't think of an example where someone has called me.

It's not just being able to subdivide land in a short plat process. The other regulatory issues that come to play. One thing that comes to my mind problems subdividing land in Kitsap – the county does not work actively to support the industry that does the development or the future homeowners, when they allow the fire district to dictate policy, regarding fire flow or residential sprinkler mandates (trying to change the sprinkler code). It's a tangential issue, separate from the short-plat, but other issues of land subdivision that the county ought to think about in regard to its goals and desire to have more development in UGAs sit idly by while the fire district wreaks havoc because of its 3-year code cycle, pushing for a national standard with nothing to do with local reality. County needs to actively look at things impeding their goals, then weigh in. If they want people to build in UGAs, make it the place with the least of barriers.

When the fire district starts to request changes, the county needs to weigh in sooner, consistent with their own policies. Otherwise we have to fight it, creates uncertainty and doubt in minds of developers. It comes up at least every three years, in one form or another – try to change amount of fire flow necessary or try to mandate residential sprinklers. One threshold is square footage – 5,000 sf or greater – have to have sprinkle or mitigation for fire danger. With infrastructure such as it is, often have properties that struggle to provide the fire flow that the districts say they want. They always want to put it on the back of the homeowner – can be \$30,000.

### **Topic 6: Provide More Housing Choices**

*Have any of your projects included ADUs or manufactured housing? Where? In UGAs?*

ADUs are really important – aging population. Provide opportunity to offer ancillary living space – e.g. mother in law, could be adult disabled child, kids coming back, etc. These types of living options are really important. The county has made progress on this point. It's tough – they don't want to appear that they are allowing greater density outside of UGA than GMA would want to offer.

### **Topic 8: Encourage Low Impact Development**

*Have County policy changes to encourage low impact development affected your decisions to develop, or to develop with LID features?*

*Have you ever used alternative sanitary sewer systems in your developments? Are you aware of what these are? If so, does the allowance for alternative sanitary sewer systems in unincorporated UGAs make you more likely to develop? How much of an impact does it have? Can you provide examples of developments you've done because of this?*

Last time county looked at sewer - \$400 million for sewer for UGAs. Probably need to identify the next best options – areas where they want to focus. Make sure there's sewer available, etc.

For years the HBA [Home Builders Association] has tried to work with the County and other jurisdictions, because we have a huge shortfall in sewer, ability to provide it, if you can only use urban levels of service in a UGA. Why not allow alternatives like large on-site septic systems?

Another interesting issue – Kitsap is similar to Bainbridge Island in water problems. Since we get all drinking water from groundwater, it would seem the County ought to argue for more flexibility in UGAs to continue to use septic type systems, rather than pumping all of the fluid, storm and sewer, into treatment and out into the bay. Kitsap needs to look at water supplies. Alternatives to tradition sewer pipes would be an argument Kitsap could make.

### **Topic 9: Target Services and Investments in UGAs**

*Does the location of public services and facilities (such as regional stormwater facilities) influence where you develop? Which services? How much of a difference does it make? Can you give me examples of places where you did or did not develop because of public service locations?*

Not really aware of what the County's done on this. Stormwater is a tough issue because Kitsap has the most aggressive stormwater policy anywhere in Washington State. They applied the strictest interpretation of Department of Ecology on all property in the county, not only in UGA....Kitsap has extremely aggressive, overreaching policy on stormwater, to begin with. Second, not sure they've been forward-thinking or cooperative with regards to encouraging regional stormwater. Third, with all of the litigation with regards to vesting and stormwater... until there's greater understanding and predictability, difficult for developers to work on regional stormwater.

### **Topic 10: Annexation Plans and UGA Management Areas**

*Do annexation plans (such as the plan for the Poulsbo area) affect your decision to develop in an unincorporated UGA?*

A developer will always want to know everything they can know about a property they are thinking of investing in. If it's a known thing, that's always better than if it's unknown and possible. Hard for developers to make financial investments when they don't know what the future holds. UGA definitions, once a plan is adopted, those UGA boundaries won't change for the cycle of the plan – that's a known thing. If you're building within a designated UGA with a city chosen not to annex, usually have some idea to determine what the city's thinking – in your scope to annex this sooner or not. Have a sense of what's coming – build before annexation. Developers don't like risk – risk is expensive. If you don't guess right, left holding the bag.

### **11) Miscellaneous**

*Do Transfer of Development Rights policies affect your decision to develop in urban areas?*

No. It's like the emperor's new clothes - I don't get it at all, not good public policy for the state in general. To allow a developer in Bellevue to come here, buy property, then do a TDR so they can build more densely in Bellevue – these are economic examples that are different worlds in terms of property values. Hate to see investors come here, buy affordable land, lock it up to never be developed to the benefit of Kitsap residents, to the benefit of Bellevue. Doesn't make any sense to me at all. Unaware of any positive effect.



## 12) Rural

*Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas? What policies would help direct growth away from rural areas and towards urban areas?*

Goes back to what I said before – if the County wants developers to do something, they need to encourage what they want by way of carrots. Focus on making building within the UGA easy, predictable, and affordable – that’s the solution. Rather than creating an obstacle or barrier to the non-UGA areas – which is a difficult thing for government to do – typically they think of hammers and sticks. But if you really want developers to go in a certain direction – developers are easy – they don’t like risk, they like predictable, like affordable. All you have to do is say – we’re here, we’re open for business...

Part is investing infrastructure in UGA, other things the County can do – anyone who comes in with a permit within this zone is going to get a permit fee reduction, or we’ll waive impact fees. Who knows what? Think of it in terms of the carrot, not the stick.

In general, the County has come a long way in the ten years that I’ve been at the HBA. The county is described more and more often, by my members, as the jurisdiction others jurisdictions ought to emulate – huge compliment to the County. We’re not always going to agree, but I’m very impressed with the outreach the County does, efforts for open process – we’re in it together. I hope to see them continue to take opportunity to get the input, with the industry.

### 4.4 Interview #4: Developer/Business

I just recently started sitting on a committee with the County on their Silverdale plan. I’ve only been to two meetings... as I looked over your document, I probably can’t answer a lot of things. Most of my knowledge is around a business operating inside Silverdale. And I probably won’t have a high level of knowledge of what the County’s plan was 10 years ago.

**Q: What do you base location decisions on?**

Silverdale has become the epicenter of retail... there’s been so much development in the County north – in Bainbridge, Poulsbo, north Kitsap, that servicing the entire county, the need to push into Silverdale for the center of health care, Silverdale helps us serve, from an equidistance perspective, Port Orchard, Bremerton, Poulsbo, and Bainbridge, it makes it easier to take care of all of our patients, in Silverdale.

We made a move about 10 years ago to move to Silverdale, more because of geography, along with retail is here already. Bremerton is a much harder campus for all of the north county patients to get to. That was the reason for us starting to move 10 years ago. 70% of our providers are now in Silverdale. 80-providers total, 500 employees. Most of our care gets rendered here, and the hospital recently announced that they will be building the new hospital here in Silverdale. The competition in north county - people who live in Bainbridge and Poulsbo can get to Seattle in reasonable proximity, vs Bremerton. Now the care has moved north 10 miles and more geographically...

The committee planning for the future of the Silverdale area – it’s basically the Silverdale regional center work team. Its purpose is long-term planning. Don’t remember the name of the term... I think they’re writing a ten-year or 20 year plan.

**Q: Why is it hard to get dense, mixed-use development in Silverdale, and what might help?**

A: Part of it is geography. The area with the mall and the north-south area is in a valley. A lot of the development that has happened is basically up the hill, away from the valley... The walkability from the mall to the new hospital, distance-wise it might be walkable, but there's a hillside. Not undoable, not as much a hill as Seattle. Silverdale is not known for being bike-friendly town at all. I have several physicians in my group who bike into Silverdale and the urban area is probably the most problematic for biking in the county – main thoroughfares don't have bike lanes at all. There's a lot of sidewalk, walkability on most streets, but not biking.

**Q: have you tried to encourage employees to take transit?**

A: Not yet, but I see it coming. We think there needs to be a smaller transit location near the hospital, and I think that's being discussed, that would make a big difference. They built a big transit center by the new mall area, not open yet, across the highway, which is walkable from mall to mall, where the main transit center is, but that transit center is not walkable for the vast majority of the area. I think the strategy, is to catch a smaller bus to other places.

I'm not aware of a single employee in our organization that uses mass transit to get to work today. We probably have 250 or more employees that work in Silverdale.

Transit at Harrison Hospital makes a lot of sense. I don't think anyone would walk from new transit center at the new mall. Probably 3 miles apart or more, and terrain in between. Our concern with the hospital coming here is that road infrastructure is not prepared. (2,500 employees for new Harrison hospital.) Probably 700-800 employees per shift change here. Anything to incentivize mass transit will be a good thing. Our employees may look at transit differently, when traffic gets worse. We don't meet any of the criteria now for mandatory CTR, don't have 100 employees... but the mandatory requirements would be onerous – not an easy thing to do.

**Q: Has Kitsap transit approached you, about new transit facility nearby?** We had someone come by 2-3 months ago, for first time I'm aware of, talked to someone in our communications department about helping communicate mass transit capabilities. He asked questions about how big we are – we're close to 100 employees – then said we have rules to meet. We did the math, we're in the 90s [employees], fall under the 100 employees in a single location.

**Q: Heights in Silverdale?**

Our facilities in Silverdale are all 3 stories. My understanding is the height limits are being changed, with the hospital. Changes are happening in anticipation of the hospital – it has a plan for 10 stories. That's a significant change in strategy... We built a building to suit for us, 10 years ago, height restrictions were 4 stories at that point. I'm not aware of any buildings built in the last 5 years that are over that level.

**Q: how do we get higher height?** A: ... our corporate offices are across the street from the hospital. Almost every building is one story, a couple of 2-3 story buildings, but there's a lot of commercial space that probably needs to be 3-6 stories, in order to create the density needed. Because, for a physician that needs to be at the hospital, proximity is important. I envision, one block from the hospital, all buildings grow to 4-6 stories.

**Q: Do you have any plans to expand?** No, but we own some space 2 blocks from the hospital. We have a feasibility study on that property - feasibility at the time said we could build 3-4 stories, here's how many square feet, put 20-25,000 square feet of commercial space there. Obviously feasibility study would look different if we can go up. As a landowner, the height restrictions have an effect if the business need is there. We don't have a business need today. I can see in 3-5 year plan, what we're working on, we'll need that space to grow.



**Q: Any regulatory policies make it easier to do compact development?**

A: any development we've done in the last 5 years hasn't been impeded by county building codes or timeframes. Other than general height restriction has impediments to what we can do and how dense we can build. The building we build 10 years ago was almost 50,000 square feet – we maximized the land it was on at the time, aside from building parking below it.

**Q: What about setback requirements – do they hinder getting more development in a space?**

A: I disagree with that. I think the County has allowed some buildings to happen in Silverdale in the last 20 years that have... there are now buildings in the way of the road infrastructure necessary to handle capacity. Basically we have 3 east-west roads in Silverdale – Buckland, Ridgetop, and Myrhe, and none are wide enough to handle the east-west volume for the next ten years. And in almost every single case, the building setbacks of existing commercial buildings are in the way of being able to make those three streets have more capacity. More than 10 years ago, county looked at widening ridgetop – decided not to do it because of buildings, would have had to buy two buildings. It's a two lane road, with a turning lane, no bike lane. Needs to be four lane road with bike lanes.

**Q: what could the County done better on public facilities in the area, aside from transportation?**

A: not too much opinion – main issue is whether Silverdale should incorporate. I don't have a strong opinion, other than in general, Silverdale is and continues to develop differently than a city does. I think there are both good and bad things. It's a core issue, of how development happens. The County is run by constituencies, north, central, south Kitsap, yet biggest commercial centers in the county is county rather than city – no balance of infrastructure between county and city, like Seattle and Tukwila, urban centers. We are uniquely different – no city infrastructure here – requires the County to have different infrastructure than counties normally have. How does the County take care of the outlying area?

**Q: Are there enough urban amenities (parks, culture, etc.)?**

A: there's enough infrastructure – we have salmon stream in the middle of Silverdale – separates the east from the west, and there's trail infrastructure. I think if the town was more bike-rideable it could develop differently. Not just about commuters, but in my opinion, we haven't done enough to find ways to find ways for people to live in this urban center, from a residential perspective. The only place we have employees that live in the urban center is the Ridgetop developments north. And I would say most people wouldn't think of those ridgetop developments as part of the urban centers, even though they technically are. Sort of walkable into town, but a separate community. It's reasonably close, but different than the apartment complexes west of the mall. We need to do more to build more dense, residential truly inside the confines of the urban center.

**Q: What would it take to get more residential in the center?**

A: there are areas where that could happen. Could easily happen in parts of old town Silverdale. Could happen in areas south of Buckland hill. There's some not dense areas yet, waterfront property, would be possible. All properties south of Bucklin hill from Silverdale way – areas that could have more densely built residential – somebody could live in a 10-story condo building, by the water, and live and work in Silverdale, and if they could bike to work, would be very doable. I think those are long-term plans.

... in our planning meetings, lots of conversation about how do we do that, answer for the hospital coming, but quite honestly, even developing 300-500 units where people could live or more, isn't necessarily going to solve the hospital impact coming in three years. Those things need to be looked at – where to put residential. Other question: will the mall survive and thrive, with the competition across the highway. Big footprint of land. Some people think a portion of the mall could be residential. I don't know that I'm of that opinion, I think being nearer the water and part of old town Silverdale would be a nicer place to develop a residential dense area.

I could see in old town Silverdale, if there were 2-4 blocks of space, if incentives to have businesses in the first floors of businesses, like they have today down there – attorneys, architects, part of the old town structure today – you could make a development with more dense businesses with condominiums above it.

#### 4.5 Interview #5: Developer/Business

*Q: What kind of public infrastructure & urban amenities have helped or could help attract more development, including residential, to urban centers like Silverdale?*

Transportation – it's been adequate until we hit (I've been here a little over 3 years) the next growth spurt. The bus services are in place, but I can see that the growth moving forward is going to be something that if we don't jump on it, we'll never catch up. The one thing, most of us don't really want to live in our cars, driving place to place, would like to have a way to walk or jump on the bus to the area.

Looking at the non-motorized trail, which is fantastic. I applaud that effort. It's gotta start somewhere.

*Q: have you had any involvement with the design guidelines?*

Not really. What we've got for the mall, nothing outside of that. I do think it's a great idea, moving forward, to make it as pretty as possible.

I work the day to day side of commercial. Somebody developed a building in a main intersection on Silverdale Way, the IHOP building. The design guidelines said the building needed to be next to the road. Busy intersection, sidewalk, grassy berm, right next to the building – back side of the building. Parking is behind the building. The concept to that was ... I'm not sure. The reality is, now you have everyone's back doors facing traffic – when people are outside having a smoke – not an attractive storefront. The norm is the commercial goes back, cars in front, signage, pretty storefronts. One gentleman brought up – in Seattle – parking behind the building. Difference – everyone on foot. Hide the parking... every time I drive past IHOP, I see the grease buckets outside the back door. We're the wrong set up for that. The people with the restaurant across the street – told to put building next to the road, said hell no – put next to the water. Got their way, very bucolic. If you followed design guidelines.

*What are the prospects for mixed use in Silverdale? What could the County do to attract mixed-use development in Silverdale? Have you ever considered building residential above the Mall?*

Building a second story here [on top of a mall] is a tough beast.

In general it's a great solution for growth, especially if you have transit. I've seen great examples – California – walking distance to the train station.

We [Kitsap Mall] have a big parcel of land and a big footprint. If we ever see the kind of growth, where we need 600 condos, would that pencil out? It's always possible. I'd love to see it on some of the older buildings that are obsolete, take them down.

There are some apartments in the area now. Older residential up the hill, newer apartments, further up the hill. Commercial is at the bottom of the valley. So I could see [potential for new mixed use/ redevelopment]. I know of one center now, a bunch of old buildings. In 15 years, could be cool. Nestled on main street. Would have to knock it down, build up as new residential & retail, build up. I see an opportunity for that. Will have to be at a point where residential brings enough rent or sales dollars.

***Q: Other amenities needed to increase development in urban areas?***

I think the foot ferry is an excellent incentive. We are basically an island, limited number of jobs. Ability to get to a job across the water, a great incentive for developers. Sell houses for \$350k.

I'm on the board of the economic alliance. We're trying to bring business in.

When I decided to move here and take this job, a couple things I considered. Was the [Naval] Base viable? Or would the government close it down and the whole place tanks. One of the big things is, I had two kids in high school. Quality of public schools is stellar. That's a huge thing for people. Don't have to pay for private school, and get in top 5% of the nation. The money we put into our schools, pays us back.

Other amenities we look at... we're trying to build a new library here in Silverdale – I think that's huge. It's a quality of life amenity. People don't think about it until they walk into a dinky library or no library. I think we've got retail covered, between what's here and what's coming. I think we're stopping the money leaching out to other counties.

The other side of what we do – we're the bridge to the Olympic peninsula. A lot of people come here for the weekend to get away, on the way to the Olympics. Having a nice set up for vacationers and weekenders is great. One of the guys who manages a hotel in town ... We have this area called Old Town... cute and bucolic, has great potential to be adorable, not so adorable right now. Biggest issue – restaurants all close. People stay at the hotel for the night, he'd love them to walk down the waterfront and dine at a restaurant, but it's basically brew bars. Try to develop that into a destination, along the lines of Poulsbo – a great incentive for the hotels.

***Q: How do stormwater regulations affect you?***

This property was developed in 1980s. Coming up to current expectations for environmental regulations cost money. They were able to do something in 1984 that couldn't do today. Much more expensive to fix it. But it's also the right thing to do. Storm drains are feeding baby orca. I don't know any way around that, it needs to be done right. Same problem with residential septic systems that leak.

***Q: Have you used LID techniques?***

We're looking at that right now, designing and working on it, what can we do, where can we get rid of asphalt, and create a rain garden environment. I met with public works the other day. There's public works land behind my property. They're taking a meadow next to clear creek and setting up for street runoff. How do we do that in smaller pockets? Maybe can't fix all the runoff. It's going to be expensive.

The county's really good with ... they look at the mountains of parking we have – they're not worried about having parking that no one ever parks in, simply because of ratios, old ratios that say x number of parking spaces per square foot. County helps as much as they can.

Where we take the mall in next 20 years. I can't buy any land. If we built more buildings, we'd lose parking spaces. I do know that's a conversation [Kitsap County] is open to - less parking.

**Q: anything else the County can do to direct growth to urban areas?**

Pushing for higher density in UGAs. I know there's no money out there, like there used to be in the 80s and 90s, to give an incentive to developers. That's the way a lot of this stuff got built the last time.

I had a long conversation with a persona at Kitsap Housing – it's difficult to get stuff [housing]. If there's an extra air carrier in town – it's all leased, there's no place to rest your head. That's with some housing being built. Even with the shadow inventory, mother-in-law. That same day saw an article pushing duplexes in Bremerton, they had frowned on for a long time. To encourage maximum density. I heard a comment one day – you let people build mother in law, and they will rent it to someone else – I thought, what's wrong with that? It's another piece of housing.

**Q: So the housing market is tight in the area now?**

Yes. We have two aircraft carriers based right now – all them and their families. One based here all the time. Another from Everett for 16 months. Some minimum time before they home base it. People coming and going. If I was a residential landlord, when it's tight like this, I'd want it 100% occupied. Then when it [aircraft carrier] leaves town, 3,000 people move away. Hard to anticipate. But we know we'll have growth no matter what.

#### 4.6 Interview #6: County Staff

Remember KRCC had many reasonable measures. The County looked at a subset of measures, trying to incorporate them into the Code. Out of the KRCC list, we identified a dozen or so. The County did adopt some, but not all of them.

##### Topic 1: Focus growth near transit, urban centers (Silverdale), and urban villages (Kingston)

I believe we do have policies in our Comprehensive Plan which speak to encouraging infill development. It's easy to go through the Comp Plan and look for the policies.

**Q: did they become code, and if so, were they effective?**

If you look at 17.382 in our zoning code, you'll see there's a high density allowance in Commercial and Urban Village designation. 10-18 du/acre. That's for Kingston, to encourage infill. And our mixed use zone. Mixed use is new to the scene.

**Q: is this leading to more development?**

I can't recall any significant projects... Only thing I can think of is in city of Port Orchard. The answer is no. But you're asking us to span a memory of 10 years, probably would require a review of building permits.

For the Urban Village Center (Kingston) – no significant infill development that has utilized the new range of density in previous 10 years.

In terms of highway tourist commercial, regional commercial, mixed use zone designation, I do not recall any significant projects that have come in and used the higher density range, or even lower density range.

I will say that the Mixed Use zone designation was problematic from the very beginning. We have not seen people use that zone designation much. ... We didn't necessarily require Mixed

Use, we allowed it, vertically or horizontally. It was tough to get the density in that zone, particularly in these smaller lots. Different developers will have different reasons for why that zone didn't work. Some say mixed use component was too burdensome, minimum too high, or max too low. (10-30).

**Q: any thought of reviewing mixed use zone?**

Yes, for comp Plan. But no momentum or prioritization.

**Q: Policies to encourage development near transit?**

A: Transit is non-existent. Park and rides is all we have. There's nothing on this side of the water that lends to TOD.

**Q: Anything else the County can do?**

Take a look at the reasonable measures and convert to code. Circular statement, but that's what's needed. In the Kingston area, we talked about how you could incentivize, allow for bonus density by provision of other onsite amenities or reducing parking footprint. Some things have been talked about, but never got any traction because we're meeting our urban densities in terms of pop allocations.

**Topic 2: Encourage Mixed-Use Development**

*What type of development have you seen in the new Mixed Use Zone?*

[See Topic 1 response]

A developer said the hang-up for mixed use is the requirement. But Code Chapter 17.352.010 clearly says mixed use development is encouraged but not required within that zone. So, what we saw, because of the density range, people were just putting in commercial, because they couldn't get the minimum density on these smaller lots (10 units). Some wanted less than 10 units, some wanted more than 30.

**Topic 3: Density Bonuses and Increased Heights**

*Q: Any density bonuses in any parts of the County?*

No, not that I'm aware of. A few years back, we started to invigorate TDR program. Came up with simple, robust rural sending-site program. The following year, the Board did not direct DCD to look at its urban receiving site program. At that time, preliminary thoughts were to allow additional heights or density ... Also talked about urban to urban TDR program. But the board wanted us to work on other things. Urban receiving TDR was never created and Rural TDR never formally adopted (because doesn't make sense without receiving part). For rural sites, Comp Plans goals and policies were adopted, those exist today.

No incentives for increased height in place. We allow for additional height in some commercial buildings, but no incentive attached. In a way it's disincentivized, because they have to contribute to fire district. These are buildings that could have housing, but typically don't.

There's one project, on death's doorstep how long it's been with us – Kenlon Building – was going to be multistory, go to 65 feet, but that never got off the ground. Held up by stormwater issues, design. In downtown Silverdale, on the waterfront. Stormwater was a two-fold issue for that project. Salmon group was very unhappy they were sending water to Dyes inlet, plus issue with high groundwater for LID techniques, and issue if they didn't direct the water to Dyes inlet, could they get it to the Buckland hill conveyance line, and send it a different... (One way was difficult due to grade & pipe sizing and the other way...)



**Q: Any way the County could have helped?**

No. With stormwater regulations, we didn't have flexibility to bend for them.

**Topic 4: Increase Residential Densities**

In low density zones, multifamily is conditionally allowed. Cottage housing is allowed, conditionally or outright. Don't know if we've had much. People say it costs too much to go to hearing examiner, etc. I think that's a red herring. People don't like having to wait or pay for the hearing examiner decision, but I think what we have for allowances in residential zones make sense.

[See above under topic 1]

**Topic 5: Reduce Administrative Barriers and Regulatory Requirements**

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

*Have builders been using the short plat process for the higher number of units? Is the policy encouraging development? How do you know?*

Yes, this is in the code. I think it's working well. It's not an infrequent application type.

**Increased thresholds for State Environmental Policy Act (SEPA) categorical exemptions**

*The County allows the number of exempt dwellings to equal 9 in UGAs and 4 in rural areas. Did this lead to more building in UGAs?*

We have the SEPA threshold exemption. I don't believe SEPA by itself affects development decisions much... From a developer perspective, the worst case scenario out of SEPA is mitigation, and we don't see a lot of heavy mitigation.

**Remove pre-planning allowances in UGAs**

*When was the pre-planning allowance removed? Did this reduce developer interest in some areas? Did this measure spur more County planning and developer extension of sewer at a faster rate? Where?*

It was taken out about the time I came to Kitsap County (around 2006). Understand you could pre-plat subdivisions you were setting aside a future lot. That pre-planning was removed from code, back in 2006. It allowed you to set aside lots for future development, without actually subdividing, wouldn't need to meet density or platting requirements... and I don't know why it didn't work.

**Topic 6: Provide More Housing Choices**

*Has the County made changes to allow for ADUs in single family, duplexes, townhomes & condos, manufactured development?*

*Have developers been building these housing types? Particularly in UGAs? In which UGAs?*

ADUs permitted in every residential zone, I believe. Only prohibited in urban high zone.

Manufactured homes: my understanding is it's against state law to discriminate against manufactured homes. They are to be treated as any home when it comes to development. Treat them as you would stick-build homes. Result of litigation. But, people can develop subdivisions and institute covenants to prohibit manufactured homes, and nothing the County can do.



**Q: Any developer interest in ADUs or manufactured?**

Not sure about it in urban areas – it's not something we see, only if it requires additional land use. You need to go to building department to see. We do see a lot of interest in the rural areas. Take a look at Accessory Living Quarters. Believe it's not infrequent.

**Topic 7: Encourage Master Planned Development**

*Has the County made policy changes to allow master planning large parcel developments or clustered residential development? Have these changes led to these types of development? Where?*

The only real area that the County had master planning requirements for was an industrial area annexed by the city of Bremerton. No other areas are eligible by county code for master planning, except for rural parcels greater than 40 acres. Have not seen any master planned developments in last 10 years. That code still exists in Title 17, I'm asking that it be deleted.

We do have the option to allow for people to cluster their residential development if they want to, through a performance based development (pbd), but doesn't change the density. PBDs allow you to revise your setbacks, lot dimensions, and heights. Performance based development regulations have been used to have flexibility in setbacks so far.

**Topic 8: Encourage Low Impact Development**

*How has the County code been changed to promote low impact development? Has this led to more LID development? More development in general, or in particular areas?*

The stormwater code changed in 2010 when we went to WWHM method. WWHM is continuous modeling, which, you ran that model, it made stormwater features such as detention ponds and infiltration quite a bit larger than before. Within that change, allowed LID techniques to be used. A number of firms and builders went to LID because you didn't need to build larger facilities to deal with stormwater.

**Q: Did LID techniques open up more development?**

Yes and no, a different method of dealing with stormwater. LID was the new kid on the block. Instead of losing lots, could do rain gardens. Coming up in June of 2016 we're adopting new stormwater regulations and you are required now to follow a process – have to do LID, only way not is to show that your property can't handle it.

LID is probably not a great Reasonable Measure policy, since it will be required everywhere anyhow.

*How has the County code been changed to allow for alternative sanitary sewer systems in unincorporated UGAs? Have these policies made builders more likely to develop in UGAs? Why? Can you provide examples?*

It was beginning in 2006, the infamous Footnote 48, (Eric Baker can give you more background), which prohibited individual septic systems in UGAs. That has hamstrung development, including potential infill, in UGAs. Something allowed in counties all around us. But because of the challenge to Kitsap County and its comp plan some time ago, it was ruled not to be an urban level of service, so allowed only in rural areas. This hasn't helped with infill development. We went to Olympia to lobby for legislation to allow for septic drain fields. That never made it out. The other treatment types, large onsite and community treatment, are allowed in UGAs. Our hearings board has said that single sanitary septic systems are not considered urban level of service. Prevents development. Sewer main could be a mile or so away from UGAs. Capital

facilities plan is supposed to show how to finance sewer to UGAs. We did this exercise previously – cost of \$400 million to extend throughout UGAs, which is cost prohibitive.<sup>3</sup>

We're talking about infill on single lots. One of the difficulties with allowing for septic is, you're required under optimum soil to have 12,000 square feet, which is not an urban-like lot. Not sure everyone would agree with that, not in higher density zones. The fear was if you allowed that, you would never redevelop that lot because of a septic field.

People are using community treatment fields for their subdivisions. ... Footnote 48 says, within UGAs, within subdivisions, required to provide an urban level of sanitary sewer service, for all units. For people with large chunks of property, but a quarter-mile away from sewer line.

### Topic 9: Target Services and Investments in UGAs

*Has the County targeted capital facilities investments, such as regional stormwater facilities, in unincorporated UGAs? If so, have you seen more development in those areas as a result?*

I can't think of any new regional stormwater facilities. They upgraded one. I'd say no. This is a hot button issue with the County, they are trying to look at. There are diverging views, from a commissioner perspective, there's not been anything.

**Q: would it lead to more development?** A: Probably yes. Development today is so much more complex with stormwater regulations. What I'm hearing is that it's increasingly difficult to have development pencil out. If you had a regional stormwater, it helps.

*What types of urban amenities (such as parks, trails, waterfront access, or cultural centers) have been provided in UGAs? Do you use the provision of urban amenities as a strategy to help entice growth in desired areas? What about the provision of services? Have these amenities influenced development?*

I think the County has done some of that, in the South Kitsap/ Port Orchard UGA we've got a regional park, and a regional park up north as well. We have seen some development like that, and I think it does help bring people to urban growth areas. I don't know how much it helps. If you look at the waterfront area in Silverdale, there's a lot of housing immediately adjacent to the waterfront.

### 11: Miscellaneous

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

I think the design guidelines, I don't think they've helped or hindered. The design guidelines in various districts... a document that's difficult to manage, 8 or 9 design districts. The standards come into play when you increase the value of an existing structure by 50% or more (substantial remodel) or building brand new. The kinds of projects we're seeing brand new are not residential, they're commercial. Haven't helped with density infill as much. More about getting those commercial buildings pedestrian scale.

**Q: No residential development in downtown Silverdale?**

No.

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<sup>3</sup> It should be noted that Kitsap County reduced its UGA boundaries in 2012 in part due to the desire to the consideration of sewer cost and feasibility. Further the County requires development to provide an urban level of sanitary sewer service.

*Q: can anything be done [to get residential]?*

It was built up as a commercial area, without thought for the future – pedestrian accessibility, multimodal, etc. It's a congested place to drive around, not a lot of room for bike lanes.

What can be done? I have some ideas – I've transmitted these to Patty and Katrina, and it's something developers are interested in. If we got rid of various commercial zones, called them all one commercial zone, and had a density range with very low minimum and perhaps an unlimited maximum, we might see people looking at redevelopment of some of those structure in downtown Silverdale, which would bring vibrancy.

What you don't want, perhaps, is individual housing units developed on properties ripe for commercial development, but maybe the market will let you decide. We are talking about that during the Comp Plan update. If we lifted the conditional approval on residential development in commercial zones and didn't specify whether it was vertical or horizontal.

#### **4.7 Interview #7: County Staff**

*Q: What's your role? How long have you worked for the County?*

Been here 14 years in transportation planning.

##### **Topic 1: Focus growth near transit, urban centers, and urban villages**

*What policies or regulations have been put in place to encourage development in urban centers and villages? Have these policies or regulations been effective – has development taken place? If so, do you attribute increased development to the policies or other factors? What are some example locations and projects?*

There is a centers focus. Three centers at PSRC – Silverdale, Bremerton, industrial center. When I go after regional funding at PSRC, it's for Silverdale. That's partly to encourage redevelopment of Silverdale core. We even have a project right now, Buckland Hill Bridge, received \$6.8 million from PSRC.

On transportation planning, big focus on Silverdale.

Then you get countywide fund distribution, also flowing from PSRC, to countywide – KRCC – that focus is on Silverdale and also smaller urban centers, - Kingston, some LAMIRDS qualify. Primarily Silverdale is biggest. I've been successful getting funding for two projects in Silverdale – Buckland Bridge and Silverdale Way, and for Kingston, a complete streets study. Locally identified urban centers helps get funding.

Whether they've been effective [at attracting development] is hard to say... recently Harrison hospital is doubling their operation in Silverdale – considered a success at expense off Bremerton.

I don't think we've been that successful in encouraging TOD in the county. Have four ferry terminals – smallest is Southworth, no TOD there, next two are Bainbridge and Bremerton – controlled by the cities. That leaves Kingston. That one I can talk about a little bit – trying to encourage redevelopment. Doing Kingston complete streets – identify which streets should be pedestrian and bicycling oriented. Also trying to move ferry traffic on to a single street. Trying to get all traffic to north couplet, get back the downtown, encourage redevelopment of the downtown. I do have one project, a road project adjacent to the ferry terminal... we'll see if it does what it's supposed to – clean up the road and here's what Kingston is supposed to. Will it be TOD in traditional sense? I kind of doubt it. Don't know that you'll see a lot of density there, the reason is there is no direct line from Kingston to Seattle, because passenger only ferry failed.

So, if you get the density you might have something similar to cottage homes, 2-3 story multifamily, but perhaps not true TOD because demand is not there.

I know they're revamping some of the use tables to encourage more mixed use.

Also true with Silverdale – being revamped. Currently Silverdale is commercial core, trying to encourage residential.

**Q: What more could be done for Silverdale, transportation wise?**

A: Silverdale is terrible - ... short of widening Buckland, a chokepoint, it will be difficult to build new roads in the downtown core area. Major salmon stream, don't build over salmon streams anymore. Really a series of malls. I'm not sure what more we can do, other than making more walkable or bikeable.

Transit center being moved. Originally was in the mall, mall kicked them out, moved to an area just outside of the core area, still walkable to Silverdale but awkward. A new upscale mall, being finished this year, they wouldn't allow transit in the mall. Because of the traffic from the mall, the transit center will have to move to the other side of Silverdale – near Harrison hospital and Costco side. Doing planning and design for it now. 2-3 years away from construction. It's a transfer center. Getting opposition from residential area because of number of buses coming in – 8 buses/hour.

**Q: What's your sense of transit center moving, effect on ridership?**

More potential for redevelopment where it's moving to, then where it is now. Where it is now is purely commercial. New location, near residential zone. It's an older area, not sure what the zoning is. DCD hasn't let the contract for design yet, will let it this year. Assuming everything doesn't get challenged, the thing will be built in a couple years – interesting to see if DCD worked with transit to upzone the area. [Transit center location is southeast of intersection of Ridgetop Blvd and NW Myhre Rd.] Could upzone the single family area to the east - near Frederickson, Richardson, Olson Roads, south of Ridgetop.

Sid Uhnick Drive – awful road. Take away intersection, move it to the property, line it up with Harrison.

*Similarly what policies or regulations have been put in place to encourage development along transit corridors or nodes (e.g. transit centers or park and rides)? Have these policies or regulations been effective? What are some example locations and projects?*

It's really a zoning issue... well not really. Our park and rides, for instance... Kitsap Transit is building a transit center in Poulsbo right now, off 305 road. But it's in the city of Poulsbo. North of 305 and Viking way, new park and ride and bus barn – that's the transfer center for north Kitsap area. Above it is Max William Loop – high density, that's Poulsbo, more north of it. Not sure which part in the city.

*What more could the County do to encourage compact development that is well-served by transit and transportation facilities?*

Most transfer centers and park and rides are in rural areas, except for new ones. A lot of transit centers for Kitsap transit, at churches – probably not a lot of development there.

**Q: What are the impediments to development in urban areas?**

Right-of-way costs skyrocket because of commercial lands.



Stormwater costs high. Once you put sidewalks in, trigger stormwater. (vs rural – do ditches, no sidewalk)

Our stormwater people strongly encourage LID , but still expensive.

## 4.8 Interview #8: County Staff

### Topic 1: Focus growth near transit, urban centers, and urban villages

*What policies or regulations have been put in place to encourage development in urban centers and villages? Have these policies or regulations been effective – has development taken place? If so, do you attribute increased development to the policies or other factors? What are some example locations and projects?*

A lot of my comments revolve around a few core things.

Sewer in UGA: One is when we tightened our sewer allowances, requiring everyone to connect to wastewater service if they're doing substantial development in a UGA, that probably had the biggest effect on increasing density in our urban areas – as sewer is an especially expensive commodity – doing density at a certain level, beyond the minimum.

Mixed Use zone: The now-defunct Mixed Use zone was an attempt to provide additional intensity around transportation corridors. In general, development didn't occur as robustly in those areas as we had hoped in 2006. I think it has a number of good allowances, but mixed use zones probably were impacted by the downturn in the economy, which makes up a big chunk of our 10-year horizon. Additionally, when it was implemented in 2006, we had just expanded the UGA, so there were lots of opportunities for housing stock - competition for mixed use development.

Amend UGA boundaries: Additionally, when we reduced the UGA boundaries in 2012, we removed a lot of the urban restricted land. That land was lower density, not necessarily on sewer development. That did not provide for a compact urban form, and likely was not appropriate considering the number of critical areas – helped drive the densities down. (The reasonable measure would be amending UGA boundaries.)

*What are the impediments to development in urban centers or urban villages? What can the County do to further encourage development in urban centers or urban villages?*

Our topography is a substantial impediment to logical and efficient urban development. We have the same 150 foot buffer in urban and rural. In certain UGAs this can make things like sewer and infrastructure expensive, and limits land available for urban development. Central Kitsap UGA is biggest example - sensitive areas between various creeks and tributaries, a number are fish-bearing – buffers up to 150 feet... The topography means more pump stations needed, and that limits development potential, which would otherwise be large parcels ripe for development.

### Topic 3: Density Bonuses and Increased Heights

*Where have density bonuses been adopted? In the Mixed Use zone? Other zones? Have these led to higher-density development in UGAs? Are more developers asking about density bonuses?*

*Where has the County adjusted height to allow for more development? Has there been developer interest in achieving greater height? What type of feedback has there been from developers?*

These measures are usable, but the market is not clamoring for greater than 3-story development at this point. That doesn't impact their validity, but the market has not come around to that type of development yet.

The 4-5 story construction doesn't pencil out because you're moving out of wood construction.

Lisa: Has Kitsap discussed allowing 5-over-1 for wood construction? Eric: You need to ask the building department.

***Q: are the fire payments/requirements at higher heights a disincentive?***

Disincentive to going just over 3 stories. Market could maybe do 4-5 stories, but building code or fire... Our market needs to be okay with 7, 8, 9 stories.

#### **Topic 4: Increase Residential Densities**

***There was a policy to increase residential density in urban high & commercial districts. Was that implemented in the code? Are you aware of interest to develop with more density in those zones?***

Outside of the rezone process connected to TDRs, unaware of a density bonus. Made density sacrosanct outside of rezones. Never allowed densities to be changed.

We increased the cap in some zones, allowed some up to 18du. Commercial to 30du.

***Q: Effectiveness?***

The nexus between maximum density and height is the key component. Until building higher is affordable, it's difficult to squeeze in 30.

***Q: What about getting to 9 units in Urban Low zone?***

Market issue. In early 2000s had a lot of those lots created, a lot down south in Quadrant.(?) Likely a glut of those types of lots. A lot of the people who moved in to those developments were first time homebuyers with financing mechanisms that are no longer available. Probably a number of lots still available, demand is limited by mortgage finance mechanism.

***Q: What about mandating minimum density for new subdivisions?***

Pre-planning to show how minimum density could be met at a later date. Won't call that fraud, but no way those pre plans would come to fruition.

Mandated minimum 4 units in 2006, 5 in 2012. That had a pretty large effect on development patterns.

***Where have townhouses and condos been allowed in single-family zones? (My understanding is everywhere in UGAs. Is it permitted as by right, or does it require additional approval?) Has there been developer interest in building these?***

Largely successful, townhomes in particular. Townhome – provide array of housing types. Think we saw most of those in Urban Low and Urban Medium. Driving urban medium down. A way for some people to address the limited amount of land components – moving away from zero lot line.

One impediment – fire code elements to townhomes and duplexes, can make them less attractive and with a smaller margin. Fire code may be stricter than for single family. Not making more dense... ask the question about fire code requirements for attached vs detached housing – effect on construction costs.



## Topic 5: Reduce Administrative Barriers and Regulatory Requirements

### Increased thresholds for State Environmental Policy Act (SEPA) categorical exemptions

*The County allows the number of exempt dwellings to equal 9 in UGAs and 4 in rural areas.*

*Did this lead to more building in UGAs?*

*Are you considering the recently amended SEPA rules that allow greater optional exemptions (30 du/acre SF and 60 du/acre MF in UGAs)?*

Infill bank was created, but the bank was so small, if it was used, would be used once, and wouldn't be a highly measurable quantity.

### Remove pre-planning allowances in UGAs

*When was the pre-planning allowance removed? Did this reduce developer interest in some areas? Did this measure spur more County planning and developer extension of sewer at a faster rate? Where?*

All it did was drive density down while it was allowed, and confounded infrastructure development – another set of lots not connected to sewer. Next lot is further to go. One more lot not paying for it. Lower densities.

## Topic 7: Encourage Master Planned Development

*Has the County made policy changes to allow master planning large parcel developments or clustered residential development? Have these changes led to these types of development? Where?*

Hard to determine success of that. 3,000 acres annexed to Bremerton in 2009, requirement was subsequently removed. While master planning still exists in the code, there are not a significant number of lots that are large contiguous parcels that would benefit at this point. Still good in concept, but other than properties owned by vinters, in SW Silverdale, don't see anything it would be valuable for. There was one for Arbor Wood, but not under the master planning code, pre-dated it. Have a development agreement.

## Topic 8: Encourage Low Impact Development

*How has the County code been changed to promote low impact development? Has this led to more LID development? More development in general, or in particular areas?*

Has made more land available per lot, in some cases reduced cost of stormwater improvements for urban development. Uniformity of LID across jurisdictions has helped the urban form.

## Topic 9: Target Services and Investments in UGAs

*Did the County change the code for concurrency? If so, have you seen changes in development as a result?*

We don't use the word concurrency. There been major investment in road infrastructure in Silverdale – greaves way, Buckland, Silverdale roundabout.

*Has the County targeted capital facilities investments, such as regional stormwater facilities, in unincorporated UGAs? If so, have you seen more development in those areas as a result?*

Developed a handful of regional stormwater facilities around UGAs, I remember the one by Bethel in South Kitsap UGA, by Converse Ave. Those have been important.

*What types of urban amenities (such as parks, trails, waterfront access, or cultural centers) have been provided in UGAs? Do you use the provision of urban amenities as a strategy to help entice growth in desired areas? What about the provision of services? Have these amenities influenced development?*

Been acquiring open space, investment in south Kitsap regional park, in an urban area. Improvements to the fairgrounds, in UGA. ... sheriff amenities planned.

### **Topic 10: Annexation Plans and UGA Management Areas**

*What annexation plans have been created in the County? Have these led to more development in unincorporated UGAs?*

*What UGA Management Agreements have been created? Have these led to more development in unincorporated UGAs?*

These are excellent avenues to provide logical transition during annexation. None of that has occurred. Don't have any UGAMAs or annexation plans. Conflict between the County and cities on certain annexation issues.

### **11: Miscellaneous**

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

Series of impediments:

First was the only time you need one is when you are requesting a rezone or a site-specific Comp Plan amendment. In 2006 we expanded the UGAs, included anything anyone would want [no one would need an amendment] - not a lot of people asking for more, especially at a fee.

The recession hit, which made people less in need of additional land.

Biggest issue – never marketed it or developed it. We received a grant, revised draft of TDR program, supposed to be part and parcel of this effort.

Q: What about insufficient demand for more density in Kitsap urban areas? A: We'd be more interested in making people get TDRs if we marketed it so the rural community understands it's an instrument of sale. Make it known in the real estate community that development rights can be sold for value.....enhanced development right in specific areas... [more credit as ...]

Full report from Forterra on how to improve TDR program.

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

Had impact on aesthetic components of Silverdale, vs urban density. It could be viewed as an impediment – a lot of design standards didn't promote higher building heights.

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

Go to the data associated with number of rezones, which I think is nominal. Still think it has value, attached to TDR program, don't believe it has shown value.

#### **Measure #12 Interim development standards (e.g., urban reserve designation)**

No impact one way or another. Artifact of pre-1998, used to have joint planning areas overlaid. At one time, those areas next up for inclusion. Never created anything in policy to say that in recent years. De facto rural zone. Bunch of lots are nonconforming. Those areas are no more attractive

## 12) Maintaining Rural Character

*Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas? What policies would help direct growth away from rural areas and towards urban areas?*

Transfer of development rights – both urban and rural. Probably a better rural than urban reasonable measure – we'll have ability to sell more than we have bought. Add: might be beneficial to enter into regional TDR pot with King, Snohomish and Pierce, but should attempt local program here – attempt both selling and buying in our own jurisdiction.

Limiting aggregation to legacy lots, which have to be defined. Plats located in a rural area, not LAMIRDS, that predated 1950.

Increased funding for open space acquisition. Maybe creation of a PDR program, acquire large tracts of timber lands, to avoid conversion.

## 4.9 Interview #9: County Staff

### Background

I've been here a year. Came from a transit planning background. One thing that attracted me: unique physical geography. Not simple.

### Topic 1: Focus growth near transit, urban centers, and urban villages

*What policies or regulations have been put in place to encourage development in urban centers and villages? Have these policies or regulations been effective – has development taken place? If so, do you attribute increased development to the policies or other factors? What are some example locations and projects?*

*Similarly what policies or regulations have been put in place to encourage development along transit corridors or nodes (e.g. transit centers or park and rides)? Have these policies or regulations been effective? What are some example locations and projects?*

*What are the impediments to development in urban centers or urban villages? What can the County do to further encourage development in urban centers or urban villages?*

*What more could the County do to encourage compact development that is well-served by transit and transportation facilities?*

One problem: we don't presently own any transit centers other than in Bremerton. We're building one in Poulsbo – a transit center and park and ride combined. It's within city limits. Nearly 500+ unit development, retail, college.

Also entering SEPA/NEPA review in Silverdale and east Bremerton for new transit centers. The Silverdale transit center is in conjunction with Harrison hospital expansion. Selected a firm to begin that study. We secured \$2.5 million in gas tax bill. May end up in boundary of Silverdale regional center (redrawing boundary).

Harrison hospital expansion: 2,000 employees, 180 foot tower, 380 beds, 4-story garage. Big medical center. Serves more than Kitsap County, drawing on Jefferson County. We saw that as a natural partnership, because Harrison is closing their hospital in Bremerton and moving a majority of staff to Silverdale. How will they get there?

Q: Any housing proposed for the transit center? A: No, there isn't housing proposed next to it now, but willing to bet the single family nearby won't be there in 30 years. [because it will be more dense]

**Q: Are Silverdale design guidelines helpful?**

The existing guidelines are closer to traditional zoning code, with some flexibility. Not particularly helpful to transit. But allow for flexibility. Kitsap Mall doing an expansion, and moving the bus stop as part of it. Kitsap Mall company is building a better bus stop, an improvement for our customers, for the mall and operationally. The design guidelines allow stuff like that to happen. Goes back to personal relationships – mall, transit, planning staff.

The proposed new design guidelines [for Silverdale] are very helpful.

In East Bremerton, Wheaton Way transit center. In conjunction with multifamily housing development in back end of the transit center. Probably built by Gary Lindsey, property owner right now. And in Bremerton Housing Authority. [Located inside City limits.]

County Comp plan allows us to work together with their staff, through the Hearing Examiner, on the project level. For the hospital expansion, we got language from hearing examiner that the County is to work with Kitsap Transit in conjunction on a project.

I wasn't here in 2006 in last Comp plan. Now very involved in the update.

Another thing: trying to improve our service connectivity from an inter-city perspective. North end to south end in competitive time, reduce need for transfers. As we can make our system more attractive to folks, we can establish need for service frequency, then we start down the road of making it more attractive for developers to develop near transit.

**Q: How is the funding for Kitsap Transit?**

Service is coming back in a different form. We're trying to re-birth the system so it's more sustainable, so not cutting whole routes, dialing back frequency. There's nothing worse than cutting coverage.

We're also rolling out a new service in Bremerton and Port Orchard, connecting a growing lower density residential area with a demand-response service. Someone has an app or phone, it goes to bus operator console. Rolling that out. This will be the first in Western Washington. Hope it's a good model to address service requests in exurban areas. Pilot program. Could roll out to places with lower density and single family.

Where we have done well – commuter network – access to Washington state ferries. Have good ferry take-to and take-home service. Many hours of service connect to ferries and shipyard. Routes serve both park and rides and residential neighborhoods directly. (Many/most park and rides are rented.) In Bremerton, including outside city limits, there is good service. If people try, people find service can get them places.

Where we need to work is places like Silverdale – land use and built environment is a barrier.

In Port Orchard, we're working with the city, wrote a comment letter for a project off Glenwood road in Sedgewick, half mile from the nearest transit stop, 361 unit plat. That developer has tentatively agreed to build sidewalk and gutter to the transit network. We're finding developers very interested in helping out. In the county and in most of the cities.

Pine Roads is a development to look at, don't remember the name of it. Pine Road NE and Roswell Drive – check a map. [In Bremerton East UGA, zoned Urban Low] They built the bus turnout and

shelter location. Now they can get to the mall, ferry. They have options they wouldn't otherwise be there.

### Topic 9: Target Services and Investments in UGAs

*Did the County change the code for concurrency? If so, have you seen changes in development as a result?*

*Has the County targeted capital facilities investments, such as regional stormwater facilities, in unincorporated UGAs? If so, have you seen more development in those areas as a result?*

One criteria in placing the transit centers for Silverdale and East Bremerton – gave five points if in the UGA. For capital investments.

#### **Q: Anything else? What more could be done?**

What's already being done: focusing population growth into LAMIRDS and UGAs. That drives itself in terms of services related to transit – e.g. sidewalks, multitude of destinations in urban areas – shorten travel trips – makes transit more attractive.

Challenge: in rural areas, still a lot of land that can be developed into 2- or 5-acre situations. How do we provide service out there? I'm going to an open house in Kingston tonight – will get requests for transit service in Hansville – used to have operations there before the recession. I will take it down as a comment, and put it in the long range plan to address one day. That is a manifest of how the county's growing. Small, but vocal group of people. We sometimes spend money chasing that development.

What I'm trying to do – creating transit corridor and [transit vision map](#) – outlines where we will provide service in the next 20 years. It's a guide, draws boundaries, so I can communicate that to the public. Our board is reviewing the map right now.

No statutory requirement for long range planning for transit. We have goals that we're reviewing. Those goals help support the policies of the comp plan. The present Comp Plan update points to Kitsap Transit long range plan. Our board will adopt this map with our long range transit plan. Will forward you the draft map. Most of service is in incorporated areas, but there are pockets outside with historic reasons – Indianola, Traceyton, central valley. Map shows existing, planned corridors, corridors improvements, and vision – areas where get on express routes.

#### **Q: Any other points?**

Relationship between transit planning and project development process – is very important. Our ability to comment on individual projects is critical to improving access to transit. The biggest barriers are physical access to transit (sidewalks, space for bus stop). Doing a good job on this.

#### **Q: Any policies that would help?**

A policy that forces County staff to consider public transit, beyond the SEPA process, in all development projects. Right now it's on the SEPA checklist – is there public transit nearby? Project proponent says yes/no, that can be the end of it. Maybe something with more teeth in it.

Q: Examples of policies in other places? CA and Boston, only triggered when large projects.

### 4.10 Interview #10: County Staff

#### **Q: Tell me about your role?**

With sewer utility, stormwater, and solid waste. Before that ran permitting.



## **Topic 1: Focus growth near transit, urban centers (Silverdale), and urban villages (Kingston)**

*What policies or regulations have been put in place to encourage development in urban centers and villages? Have these policies or regulations been effective – has development taken place? If so, do you attribute increased development to the policies or other factors? What are some example locations and projects?*

*Similarly what policies or regulations have been put in place to encourage development along transit corridors or nodes (e.g. transit centers or park and rides)? Have these policies or regulations been effective? What are some example locations and projects?*

*What are the impediments to development in urban centers or urban villages? What can the County do to further encourage development in urban centers or urban villages?*

*What more could the County do to encourage compact development that is well-served by transit and transportation facilities?*

One thing I've seen to drive more development into urban centers is the fact that we only provide sewer in those areas.

Some of the impediments to development I've seen – fire - limited the height of building, about 4 stories, a lot of that driven by fire equipment and issues.

Q: Same restrictions today? Today in Silverdale urban center, more height. New hospital – taller.

## **Topic 5: Reduce Administrative Barriers and Regulatory Requirements**

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

*Have builders been using the short plat process for the higher number of units? Is the policy encouraging development? How do you know?*

My experience is this has become the predominant way to subdivide land, particularly in urban areas, ever since we started it. Seems to be favored over the traditional plat process. Maybe because of the size of the properties available. Less process with the short plat– favored way to get enough density on a piece of property without a longer process.

## **Topic 8: Encourage Low Impact Development**

*How has the County code been changed to promote low impact development? Has this led to more LID development? More development in general, or in particular areas?*

The County code has been changed several times, going back to 2000 or so. The stuff I'm more familiar with is older than what we've done recently. A lot of changes to try and make it faster for people to do prescriptive LID, rather than having to do demonstrative permitting. You pick something out of a list and do it, rather than math and engineering. Been doing that since 2001. And it's become more sophisticated. Was a chart, now using spreadsheet program that Herrera made for us, GIS calc green stormwater calculator. An easier way for people to size things without having to do a lot of iterations. That has led to, particularly for smaller projects people choosing that... easier to get done.

If a small builder, you or I trying to get something done, DCD staff can help them do it with a spreadsheet program.

**Q: Was it voluntary or required?**



Code requires something, based on size of development. In many cases, single homes and smaller size projects. A lot of those projects done by people who don't use a lot of environmental consultants to get their projects done. So when we started with the prescriptive work in 2000 or 2001, an easier way to comply without costing a lot of money. Building might cost \$5 or 6 thousand, could take \$1500-2000 of consultant work.

**Q: Clustering?**

The idea was a detention pond could take 40% of total land mass, but LID could go into landscaped areas, take up less room. I'm aware of a couple of projects, troublesome projects. One in Traceyton ... 1.8 acre piece of property, originally in the UGA, now outside UGA, vested. Still not completed. 9 short-plat. Was going to use pervious pavement cul de sac and other LID on individual property sites.

Several projects have been approved using traditional stormwater detention, pipe system or pond, and they came back and redesigned to try to get rid of those features and make them into LID. Talk to DCD. One that team 4 is doing right now, don't remember name of it, [Shawn Alire – ask about projects] – change configuration. Vesting rules – people lock in a certain design. Until 2 years ago, no one was developing residential lots, sat there. Bank foreclosed. New person – make better use of the land if do it this other way. Some people said – the land got approved with traditional design, and I want to do LID.

*How has the County code been changed to allow for alternative sanitary sewer systems in unincorporated UGAs? Have these policies made builders more likely to develop in UGAs? Why? Can you provide examples?*

We haven't seen any [alternative sanitary sewer systems]. Not a bad idea, but no one has proposed. Some parts of UGA aren't covered by sewer. The thought is that it's more cost-effective to do alternative sewer than a pipe in the ground. Or you may have a piece of property, but you don't own intermediary properties – you'd have to wait for someone else to put the pipe in or spend too much money. This way, with alternate sewer, you can develop independent of other things going on.

I don't believe this is a big driver [of development]. One of the other things, it may be better for the environment to keep the water on site than put out into Puget Sound – it has other benefits.

There have been a couple of proposals people have thought about doing – in Newberry Hill road [not sure if in UGA anymore... opposite Dickey Lane, top of Newberry hill] – undeveloped land up there – they proposed an alternate system out there. They hadn't thought of everything... didn't think about who was going to maintain it... the alternate systems will deal with liquid materials, but solid, someone has to do something with it eventually. Hadn't planned it out. They assumed the local government would take it over. Could happen.

**Topic 9: Target Services and Investments in UGAs**

*Did the County change the code for concurrency? If so, have you seen changes in development as a result?*

*Has the County targeted capital facilities investments, such as regional stormwater facilities, in unincorporated UGAs? If so, have you seen more development in those areas as a result?*

We have not put any [regional stormwater facilities] in recently. No large-scale ones have been put in since the 1980s – Ridgetop was built with regional stormwater a long time ago. Most of our stormwater infrastructure at the county level has been trying to retrofit public or private property

that hasn't been mitigated in the past – making up for sins of the past, and not as much in providing for future development.

**Q: Has the County talked about doing more regional stormwater for new development?**

We've talked about it. In Manchester we're providing water quality for 150 acres, some undeveloped. That wasn't the prime reason we did it, more about cleaning up the existing water that was untreated. Put in a big facility that looks like a plaza park, but it's a stormwater filter.

One of the challenges of the regional systems we've tried to do in the past is getting the land vested to the design standard. For example, we were going to do a project on Bethel Road – going from 2 to 5 lanes. While doing that, we were going to try to make stormwater facilities big enough to serve undeveloped commercial-zoned property. One of the wrinkles is that, once the stormwater standard changes (roughly every 8-10 years), since a property had not put in an application, it's not vested – therefore have to make up the difference. Not an efficient way to do business. [The developer would have had to re-do stormwater facilities after the application/ rules change.]

e.g. 2016 changes.

[Stormwater] standard can change. If it was locked in, would be easier to do – we'll put this facility in, you'll pay xx when you develop, you're good to go. Couldn't tell them that.

Individual properties vest, not the facility.

**Q: Anything else?**

As far as I know we haven't done annexation plans or management plans. We've talked about doing them, but cities don't want to.

We have plenty of sewer capacity – Kingston and Central Kitsap. And the policy the board has given us, anytime we have to replace something (most of our stuff is 40 years old, big boom in late 70s, early 80s), we're building it for the ultimate build-out, based on zoning for that area. So we have been doing significant upsizing of facilities so they can take additional growth. Treatment plant in 1978 – still big enough to handle all the sewage from entire central Kitsap. A lot of infrastructure between the sewage plant and the undeveloped properties where we have facilities that we're rebuilding for great capacity.

For example, instead of pump station 300 gallons/minute, what we need now, projections show it will be 800 gallons one day. Pumps are old – we're replacing. Instead of replace with 300 or 400, do 800 or more, so it's ready to go ... We did central Kitsap and Kingston treatment plant facility plans, central Kitsap several times, 2010, last iteration was in that time frame. Board made decision, weren't going to extend sewer to undeveloped, but make sure existing infrastructure, when replaced, is big enough to meet projected demand on planning horizon.

#### **4.11 Interview #11: Rural**

**H. Kitsap County has defined rural densities as 1/5 acres (RR), 1/10 acres (RP), 1/20 acres (RW). How has development in the rural areas changed since the County's Comprehensive Plan established the rural densities in 1998?**

A few factors. First is the market factor. The cost of stick-built homes changed dramatically. Used to be you could build an affordable stick-built home, so building in rural areas for lower-income folks was achievable. Now the construction cost for single-family detached residential has gone up enough, the only attractive markets in rural areas are to middle and upper income brackets.

Homes that are \$400-\$500k. What changed is there are no affordable housing products available in rural areas.

**Question: primarily because cost of construction?**

The cost of construction and availability of land. Clearly it costs more to buy 20 acres than 2 acres. As smaller lots are going away, the cost of housing goes up. That's one factor

The other factor is that the driver of growth in Kitsap County is the Navy. Those Navy jobs are usually looking for entry-level homes or rental housing. In rural areas, rental housing is not affordable to build for the demographics in Kitsap County. So there's not a lot of growth in rural areas, based on not having the right product. Builders like Quadrant that develop inside the city of Port Orchard on very small lots are accommodating that growth. Being able to accommodate growth inside UGAs on small lots – is what's filling the market, or apartment development.

*I. Kitsap County has adopted Transfers of Development Rights (TDR) regulations at Chapter 17.430 KCC as of 2006 and amended it in 2012 to give greater value to protecting agricultural land. It has been evaluated through a regional TDR program in Puget Sound. However it has not been implemented to date (no transfers have occurred). Do you have suggestions on how to improve the use of the TDR program?*

For the sending side in rural areas, the difficulty in getting it used is they've done large-scale downzones for property owners, for pre-1998 you could develop one unit for 2.5 acres – there was a large amount of density in the rural areas. Since it was downzoned to 1/20, there's not enough value in doing a transfer of density on a bunch of 20-acre parcels. You'd eliminate all of your real estate value. TDRs are not effective in doing that. If you had everything zoned at 1 per 5 in rural areas, you could do more TDR programs. The only way they work are from legacy lots that are currently non-conforming.

TDRs only work well where the government controls both sides of the transaction. Haven't worked well from private property sending sites. Works well when you have a housing agency on one side of the transaction and a conservation group on the other side.

*J. The County allows clustering in Urban areas (Urban Restricted and Urban Cluster), but does not allow it in rural areas (the prior Rural Wooded Incentive Program was repealed following Growth Management Hearings Board challenge). How could clustering or parcel reconfiguration be applied in rural Kitsap County and retain rural character?*

- a. Parcel reconfiguration would allow rearrangements of legally existing parcels (within and across ownership). No new lots are added. A maximum cluster size is established. An open space tract is created to help preserve forestry, agriculture, or open space.*
- b. Clustering would allow plats to create smaller lots, clustered and visually buffered, while retaining open space tracts. The tract would help preserve forestry, agriculture, or open space.*

Clustering could be used – you would solve the issue of downzoning of 20-acre tracts. On the affordable housing side and the mid-market or middle-class housing side, people don't want to own 5, 10, 20 acres for the most part. They really enjoy the rural character which dominates most of Kitsap County, which is an ownership of 2 acres. If you can create a cluster ownership, with overall gross density that doesn't exceed what's allowed in a rural area, aggregate density over the entire parcel including open space and parks not greater than what's allowed under GMA, 1 per 5, then it can work. But if you're trying to get lots that are ¼ acre in size, you're really doing urban type development.

The other problem is, when we say rural character, Kitsap is a suburban county, not a rural county. The aggregate densities across the county is very suburban. It's different than King or Pierce that has land in the Cascades, has forestry, with 20-acre tracts in areas that are buffers between resource areas. Ten and 20 acre tracts don't work well in Kitsap County.

Key reason to do clustering is affordable housing.

***K. Kitsap County has instituted low impact development standards that has changed how stormwater is managed. How has that influenced rural development? E.g. soil and vegetation retention, access width and length, home locations, lot sizes, etc.***

Rural development inherently is low impact – you're creating less disturbance, lower density per acre. It [LID] hasn't had much of an effect in rural areas. For someone doing low impact in a rural area, they're trying to lower their cost – stormwater on site, cheaper alternatives – deal with those issues on site, in a more natural way. As developers have gotten smarter, they are trying to be more low impact because it's cheaper. When you do it in urban areas, it's more expensive – building stormwater facilities to mimic natural processes. In rural areas, you can put in a rain garden to deal with stormwater.

***Q: So in general, because there's more land available in rural areas, it's easier & cheaper to do stormwater in rural areas?***

Yes.

***L. What other types of tools would provide economic incentives for property owners with legal lots in rural areas to avoid developing them?***

Conservation easements are great, but they only work if there's enough density to provide incentive to do it. Similar to 20-acre tract discussion. I don't know that the County can give many more incentives – there's an open space program and a forestry program to provide smaller taxes.

***M. Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas?***

Yes. Three different problems. First, the legacy lot issue, which has a certain constituent group they have to engage in. Second, the non-conforming lots, which is another constituency group. Kitsap has only a few large landowners, and I'm one of them. There's about five to seven of them. That cover something like a third of the rural area. If Kitsap County, instead of treating everyone the same, engaged with those folks, I think you could do large scale conservation and strike a partnership with those companies and solve at least one third of its problem in rural areas. And then focus on legacy lots.

The large landowners aren't going to want to see gross densities greater than one unit per 5 acres. They would like to see lots smaller than 5 acres, so more area could be left in timber or open space. But traditionally Kitsap County has said we don't want to talk with folks directly. They'll say: "it's time for the comp plan update – come to a hearing." They're not proactive in reaching out, asking how we deal with problems in this area. When they focus countywide, they ignore the fact that the real estate market in each part of the county is completely different – solutions have to be completely different. South part of the county has lesser real estate values. Deals that work in North Kitsap would inherently not work in South Kitsap. They need to focus on smaller solutions rather than countywide.

They've done it with Olympic resource management in the north part of the county, but not with any other large landowners. There are several large landowners that are not developers. But they're only engaging with ones who are actively seeing to develop their land, ironically.



*N. What policies would help direct growth away from rural areas and towards urban areas?*

They should promote urban areas annexing into cities. The county is a rural service provider and is not really set up in a way to extend urban services. When you look at King County, the County actively promoted all of its urban areas to annex into cities, didn't want liability of paying for urban services. King County wrote checks to the cities to take these rural areas. Kitsap County in essence has had the opposite policy of trying to retain its urban growth areas that are unincorporated. If you look at the long-term cost benefit, cities do a better job at providing urban services and promoting growth than the counties do. The county can do great regional planning on connecting urban growth areas, but it should actively promote all urban areas to annex into cities.

County should be a 5-person commission rather than 3-person commission. So commissioners can talk to each other and not have the problems with two people having a conversation and it's a quorum. Stands in the way of creative thinking and coalition building.

I think urban planning for counties can be a distraction because you almost need two divisions – one that looks at managing cities and one looks at how to manage rural areas. In a sense, Silverdale provides a huge amount of revenue to the County, they don't want to give it up. But need a lot of effort to serve that area. And they ignore the rural areas. I would imagine it's hard to have staff that looks at urban redevelopment opportunities in Silverdale and also deals with rural areas. More focused attention on rural areas. Should be a cohesive and unified mission. Trying to do both, they do both less well than if a singular focus.

*Q: Anything else?*

The County should consider: what's the market demand in the rural area for different segments, for affordable housing, mid-level homes, custom-built homes? Do we have policies allowing appropriate levels of growth in rural areas and in urban areas? Not the idea of moving growth from one to the other. There's a growing market demand for urban housing – that's the long term shift. The more you reference that old battle of urban vs rural... if talked about serving both markets, the County would be more neutral.

I don't think there's the amount of demand in rural areas that some people think. The rural demand is fairly low, because of the cost of building. Part of it is cost of construction and cost of utilities. If they wanted growth in rural areas, they would subsidize wells, septic, etc.

I think the problem the County has now –do they want affordable housing in rural areas. Clustering is a huge opportunity for affordable housing. If the County did this, it would be a winning concept. If the County had some trial projects, and looked at how we maintain rural character and promote affordable housing in rural areas. Rather than focus on zoning, focus on individual projects. Work with the housing agency, design it, bring in a group like Forterra and Mithun – create a model that's affordable and maintains rural character. Go through a build-out scenario, one that works in north, central, and south Kitsap. Come up with prototypes. Rather than: "here's the zoning code, see if market forces accept it." If did it with affordable housing in mind, winning project. Balancing affordable housing with conservation, open space, rural character.

#### **4.12 Interview #12: Rural**

- A. Kitsap County has defined rural densities as 1/5 acres (RR), 1/10 acres (RP), 1/20 acres (RW). How has development in the rural areas changed since the County's Comprehensive Plan established the rural densities in 1998?*

Concerned at the mismatch of current densities; less than 2% of the people live on lots larger than 10 acres. In 1998 the County took a broad brush with zoning, most don't meet minimum density. Existing parcel size – just barely 1% live on large.

... There's choice. What people want is character, not rural. The trees, perceptions of open space. I don't think they're worried about living on side of imaginary growth line, want to keep this rural character in Kitsap County. Want to keep it the way it is.

**B. *Kitsap County has adopted Transfers of Development Rights (TDR) regulations at Chapter 17.430 KCC as of 2006 and amended it in 2012 to give greater value to protecting agricultural land. It has been evaluated through a regional TDR program in Puget Sound. However it has not been implemented to date (no transfers have occurred). Do you have suggestions on how to improve the use of the TDR program?***

I don't think there's any silver bullet out there. TDR is out there – there has to be a pull for that. I've worked on a couple in King County – some place to use the development rights – have to be pulled, not pushed. Until we can get into the King county user group, there will be nowhere to use them. Even in the County and cities urban areas, we can't use all the density... from a developer, in Urban Low, 5-9 units, can't get to 9 units.

**Q: *what are constraints getting to 9 units?***

Market constraints. People don't move to Kitsap for a 35-foot wide lot. I don't think the policymakers have an idea of how dense that is. Urban low – can't use all the zoning I have, so why get more?

Even in King County, they get used where they're already going tall and want to get taller. I'm a big believer in TDRs – my company has property that would be a sending site. But we've got to get into the king county. I get it that they want to keep it in house. If they want TDR to be a success, it's going to be a long, long time. The way to start something, start from the sending site, then get into King County market, now it's started.

**C. *The County allows clustering in Urban areas (Urban Restricted and Urban Cluster), but does not allow it in rural areas (the prior Rural Wooded Incentive Program was repealed following Growth Management Hearings Board challenge). How could clustering or parcel reconfiguration be applied in rural Kitsap County and retain rural character?***

- a. *Parcel reconfiguration would allow rearrangements of legally existing parcels (within and across ownership). No new lots are added. A maximum cluster size is established. An open space tract is created to help preserve forestry, agriculture, or open space.***
- b. *Clustering would allow plats to create smaller lots, clustered and visually buffered, while retaining open space tracts. The tract would help preserve forestry, agriculture, or open space.***

This is the best way to do it. A lot of different ways to get there. If there's 20 new housing units in a rural area, if you cluster you can maintain that rural character. We don't have the ability to cluster right now, as a developer. The more tools you have, the better off you will be. Don't have the clustering ordinance. Something I would use if it was allowed.

Push on clustering. Great tool in the toolbox. If they still move, we can cluster them, we can do open space, save trees, maintain rural character.



**D. Kitsap County has instituted low impact development standards that has changed how stormwater is managed. How has that influenced rural development? E.g. soil and vegetation retention, access width and length, home locations, lot sizes, etc.**

I wouldn't say LID by itself. I'd say if you look back to 1998 to 2016, look at all the changes in the code... costs have been layer and layered and layered. The LID is part of it. A lot of LID in rural areas is eyewash. When you have a 3-acre piece, water gets soaked up on the lot anyway. I get why they have to do it, but a lot of the LID is impractical. Doesn't make a difference, trying to infiltrate

**E. What other types of tools would provide economic incentives for property owners with legal lots in rural areas to avoid developing them?**

Here's my thought on that... put it to the voters, see if they want to tax themselves to acquire open space. If not, people aren't willing to pay for it. That is the economic incentive. For me, I'd say let's do this – run a bond measure – acquire open space, etc. That tells us the community's will.

**F. Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas?**

**G. What policies would help direct growth away from rural areas and towards urban areas?**

I'm not sure what kind of policies. Market and economics drive everything.

Provision of other amenities would draw people to urban areas – things like YMCAs.

Kitsap County – you don't even know you're in an urban area, I call them non-rural, because of the natural and history of Kitsap, we don't have the Cascade mountains, foothills, farms... just a whole different deal. Over 90% of the lots are on non-conforming – smaller than 5 acres. Huge disconnect in the Comp Plan – people want to keep current conditions, but it's not rural by current definition. Inconsistencies I think people don't appreciate. 2.5 acres, etc. In other places, called urban. Comp Plan – keep it the way it is, everyone lives on non-conforming lots. Huge disconnect... I know south Kitsap better – it's sprinkled throughout with compact rural areas that are urban areas. It's not what people think of when you think of Carnation.

It's germane: trying to draw people away from a lifestyle that isn't rural into dense urban – that's why it gets hard. But I do think growth has gone from rural areas to urban. I think it's economics. I don't have the data to support this, but it's gotten expensive to develop with the new codes and all that. My strong hypothesis is that if you look at the median/mean new home price in rural areas, it's way above the urban areas – by the time you buy property, do utilities, it's a lot of money. Used to be you could do cheap housing in rural areas – can't do that anymore.

Utilities, regulation, 5-acre zoning – caused cost of housing to rise in rural areas. Talking with folks and what I see. ... \$400-\$500k home – not that many people in Kitsap can buy that.

[The interviewee mentioned he also develops in urban areas, so we asked about that.]

**Q: What has the County done or could it do to get more development in urban areas?**

Honestly, infrastructure dollars is it. That's the only way. But even then, based on my hypothesis, the split will continue and won't change a whole lot, because there are only so many people who can afford new homes in rural areas, certain buyers. Buyers in urban areas are completely different buyers. If county is trying to influence where people live, it will be very hard, might be able to influence with urban area... certain buyers coming out of other markets, want to live on 2-acre lot, can afford it... don't care what you do, that buyer not looking at 50-foot wide lot in

Poulsbo – no matter what you do as a county. A family with x number of dollars isn't looking for home in rural area, can't afford it. Look at best-selling communities – more expensive in rural areas. I don't think there's a lot a public entity can do, given the market in Kitsap. If they can't buy \$300k house, there aren't any in rural areas, so will live in urban area. If you have \$500k, rural or

If you're coming out of Redmond, looking for place to buy, not going to be on 50-foot wide lot.

It used to be, if I had \$275k budget, I could look anywhere. Now those dynamics have changed to where we've precluded buyers out of rural areas. People move to our area, more people in rural areas – County should not think that's failure, should celebrate the type of success – shouldn't look down on ourselves for people building new homes.

### 4.13 Interview #13: Rural

[Note: These responses to questions were emailed.]

Kitsap's Rural character and updating comprehensive plan should start with a history lesson. Kitsap Rural lands until recently have always been "working" lands --- Timber, Agriculture, Livestock, Livestock forage, etc. It is this very history of working lands that gives us the Rural Character of Kitsap that we have come to love. It is only recent urban growth that forces the "residential" uses of that land in to "compatibility" with the working lands concept. More and more complaints and regulation regarding the working lands forces those producers to look elsewhere for productive lands --- Mason, Jefferson, and other surrounding counties ... Even highly populated Pierce County, protects and enhances it's working lands.

**A. Kitsap County has defined rural densities as 1/5 acres (RR), 1/10 acres (RP), 1/20 acres (RW). How has development in the rural areas changed since the County's Comprehensive Plan established the rural densities in 1998?**

Totally screwed up ... GMA was too late, and Kitsap's past administration too greedy to properly protect rural lands... Publicly stated "No Resource Lands" without even an inventory or reasoning to enhance short plating and development\permit fees.

**B. Kitsap County has adopted Transfers of Development Rights (TDR) regulations at Chapter 17.430 KCC as of 2006 and amended it in 2012 to give greater value to protecting agricultural land. It has been evaluated through a regional TDR program in Puget Sound. However it has not been implemented to date (no transfers have occurred). Do you have suggestions on how to improve the use of the TDR program?**

.. "TDR's "may" work, however it will require the entire DCD Administration to embrace the concept... Variances for any reasons should require developers to purchase TDR's.

**C. The County allows clustering in Urban areas (Urban Restricted and Urban Cluster), but does not allow it in rural areas (the prior Rural Wooded Incentive Program was repealed following Growth Management Hearings Board challenge). How could clustering or parcel reconfiguration be applied in rural Kitsap County and retain rural character?**

- a. Parcel reconfiguration would allow rearrangements of legally existing parcels (within and across ownership). No new lots are added. A maximum cluster size is established. An open space tract is created to help preserve forestry, agriculture, or open space.

- b. Clustering would allow plats to create smaller lots, clustered and visually buffered, while retaining open space tracts. The tract would help preserve forestry, agriculture, or open space.**

“Require TDR’s .... All open space will need professional working lands management... NOT just residences of the clustered housing. Without good management, open spaces will become badly contaminated off-leash dog parks unhealthy to environment and humans.

Management will be critical issue for “clustered” housing.

- D. Kitsap County has instituted low impact development standards that has changed how stormwater is managed. How has that influenced rural development? E.g. soil and vegetation retention, access width and length, home locations, lot sizes, etc.**

“Water is a resource” thinking required.... Agricultural Stormwater is NOT about county control... It’s about retaining water for livestock and irrigation. Open water farm ponds are 500% more biologically diverse than Admin’s critical area “Muck Ponds”... Kitsap needs to assign a specialist to assist agricultural land owner to build small farm ponds with additional water storage and timed (delayed) release. Grants and free permitting might save our asses in the upcoming drought, IF Kitsap starts forward thinking NOW.

- E. What other types of tools would provide economic incentives for property owners with legal lots in rural areas to avoid developing them?**

Networking with smaller beginning farmers to get lands working ... assist with management, and documentation... tax benefits for “working lands”

- F. Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas?**

Understand “Sustainable” zero growth is OK and desirable in certain areas. Kitsap’s Rural Character is partly defined by our “inaccessibility” --- Ferry’s, Bridges and Freeways have a finite capacity. Residents need to understand accessibility to Kitsap WILL NOT be as easy as Seattle or Tacoma -- EVER. . If you need that kind of transportation system do not choose Kitsap. We DO NOT NEED FOOT FERRIES!!!!

- G. What policies would help direct growth away from rural areas and towards urban areas?**

Limited Growth, Higher development impact fees, limited variances and “give me’s” to developers and home builders...

ALL Senior staff DCD and code enforcement MUST read Rural Chapter 3.2.1 C and Kitsap Agricultural Strategic Plan....

Both documents need to be updated on an annual basis.

#### **4.14 Interview #14: Rural**

- A. Kitsap County has defined rural densities as 1/5 acres (RR), 1/10 acres (RP), 1/20 acres (RW). How has development in the rural areas changed since the County’s Comprehensive Plan established the rural densities in 1998?**

Prior to 1998 there was a rush to the counter and a lot of small lots created by people who were looking ahead, they were considered smart businessmen rather than people not supporting the wishes of the population of Kitsap and the state of Washington. A lot of lots out there. Latest data I’ve seen shows that the relative fraction of permits in urban areas is increasing over the rural

areas. So there is something going on there. Probable that the buildable stock, rural land lots that are buildable, are being reduced – they’re running out. GMA is sort of working in that regard. (Lots that were buildable have already been built.) Very few new lots being created in rural area. So supply is diminishing. The supply of lots in city areas is not diminishing – they have ability to create new lots in urban areas, if they choose to upzone.

***B. Kitsap County has adopted Transfers of Development Rights (TDR) regulations at Chapter 17.430 KCC as of 2006 and amended it in 2012 to give greater value to protecting agricultural land. It has been evaluated through a regional TDR program in Puget Sound. However it has not been implemented to date (no transfers have occurred). Do you have suggestions on how to improve the use of the TDR program?***

There’s a major structural problem – there’s no market that has been identified. None have been sold because they haven’t created a market. Trying to sell in a regional market with no desire or control for where they would be applied. Generally the County would like to see the increases in density in urban areas, so if a request came to increase the density in Silverdale, it could probably be handled, but can’t do much about it in the other cities. The regional coordinating council is limited in its power to require cities to do anything that would develop a market of TDRs. Transferring development rights is kind of an orphan – no way to pay money to entice people to do something. The amendment was in 2012 – my general sense was that was crafted with an eye to preserving specific parcels located close to expanding commercial area. It was an effort to help ease the transfer of farmland, maintain it as farmland by putting value on transfer of development rights, but I don’t recall how that worked out.

***C. The County allows clustering in Urban areas (Urban Restricted and Urban Cluster), but does not allow it in rural areas (the prior Rural Wooded Incentive Program was repealed following Growth Management Hearings Board challenge). How could clustering or parcel reconfiguration be applied in rural Kitsap County and retain rural character?***

First of all, the rural wooded incentive program was initially designed and supported by folks who had their own business interests – increasing the value of their property. They were not particularly aligned with growth management goals... The pressures are still there – short term self-interest.

***a. Parcel reconfiguration would allow rearrangements of legally existing parcels (within and across ownership). No new lots are added. A maximum cluster size is established. An open space tract is created to help preserve forestry, agriculture, or open space.***

This has some merit, more than developing 20-acre parcel and call it a horse ranch – a possibility been done elsewhere, could happen here if we don’t do anything. Clustering has positives as long as no new lots created. It’s the key to balance the quantity of homes with minimum infrastructure requirements and maximum social benefit – open space.

One-acre home might be appropriate if well buffered and structures could maintain forestry and ag use. If in the future new ag use required structure to support it, might want to hold off some of the 20-acre part allocations so they can be done. I don’t favor the idea of creating more lots than we presently have on the books in the rural area.

***b. Clustering would allow plats to create smaller lots, clustered and visually buffered, while retaining open space tracts. The tract would help preserve forestry, agriculture, or open space.***



This might possibly create more lots than are already out there. ... No more lots based on what the zone allows. Also, let's not do more downzoning in rural areas – keep what it is now.

Sometimes it might be easier to develop in a clustered fashion - e.g. access to infrastructure might be easier. If there's a road, people put houses close by. Might be an advantage to clustering homes close to the road – less infrastructure and expense for the developer.

Right now there are development rights available that aren't built upon. People may be interested in clustering if there's an economic incentive to do so. Instead of dividing two 5-acre lots, they could develop a smaller portion and keep the rest open space. Only if they see it to their advantage. Not sure policy could change. I think we kind of allow clustering

***D. Kitsap County has instituted low impact development standards that has changed how stormwater is managed. How has that influenced rural development? E.g. soil and vegetation retention, access width and length, home locations, lot sizes, etc.***

I hear that some people are concerned about the amount of impervious surface if they have to build a long road into their property. They probably have been incentivized to reconfigure the way they build their driveway, the amount of impervious surface they include...has probably had some level of attention to surface reduction.

***E. What other types of tools would provide economic incentives for property owners with legal lots in rural areas to avoid developing them?***

An expensive one – purchase of development rights. Would have to be a policy & budget item, very expensive. Identify the pieces you really don't want development to happen on – buy the development rights to a willing seller.

**Q:** Greater Peninsula Land Trust (mentioned earlier) – how active or big is that?

It has an office in Bremerton, staff, contributors, newsletters. (It's called the Greater Peninsula Conservancy.) Active in acquiring development rights/ conservation easement on farm just north of Silverdale. That was a big effort on their part. They're involved with trying to preserve some of the land in north Kitsap forest and bay project – Olympic property group – trying to get more land for heritage. They put together with Forterra. They're successful, do local promotion of the concept, try to get local environmental, bicycle, horse groups interested. They're working and useful.

***F. Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas?***

Most of my ideas either require political backbone of steel, willingness to give up our position, because they'd highly unpopular.

One: Stop expanding the Urban Growth Area. Always the pressure of self-interest to expand it – Kitsap County got itself into a jam – expanded UGA way beyond. I was aware of it on the Planning Commission. The city, Port Orchard especially, did not build any residential area other than the lowest possible level. Put in density lower than what is currently going on and was at that time allowed. They did everything they could to make the expansion as huge as possible. Went before hearings board, kicked back, expense to the county. In the meantime, got vested projects out there, people with personal interest involved. GMA says when you put a rezone up, assumption of validity right off the bat – can't invalidate...

Prohibit expansion of UGAs as matter of policy, stop it. There's plenty of room in cities for upzoning at urban densities that are larger than single family. But the citizens don't like that, the citizens of the cities, don't like the increases in density. If it were possible to require the cities and UGAs to plan for future increases, that would be a great thing. Policy would have to come top-down, county doesn't have the power to do it. [Opposition from cities and citizens within to more density is biggest issue.]

E.g. Opportunities in Poulsbo – City Council would have a hard time selling more density to people in the neighborhood – residents don't want crime, traffic they think it would bring. An ongoing problem – resistance of the citizens to allow it to grow up rather than out – they don't mind expanding UGAs. It's a political problem.

Good opportunity – take commercial areas and make into mixed-use areas with high rise residential. Take a strip mall with parking lots in front, cap with huge high rise, you can have it all.

**G. What policies would help direct growth away from rural areas and towards urban areas?**

Presently there's a financial advantage to not living in a city – the taxation rate is a little less outside ... total taxes are less, total fees seem to be a little less... people who have wells don't pay much for water, whereas if you're in the city, you pay quite a bit. If we could figure out a way to shift the financial advantage to one where you have a better tax picture inside the city than outside the city.

We provide excellent services for all the rural area – garbage, fire, police that people want – so there's no particular advantage to living in the city – that's a problem. I'm just a little outside myself and pay next to nothing for water...

Other major problem that a lot of this comes back to – Washington State has bottom-up approach – citizens are all powerful in making decisions in how growth will happen. Whereas Oregon did top-down, beat WA to the punch with land management program. WA was not able to regulate where the city boundaries would be.

Another topic: we allow accessory dwelling units to be placed on any lot in the county (ADUs) – appropriate in cities, but in rural areas, created under pretense that mother in law will live there, but when it comes to the application, there's a renter in the ADU. Not an honest approach. Say it helps with mortgage, but also puts another dwelling unit in the rural area.

**Q: in some rural zones, ADUs aren't permitted outright, need conditional use for ADUs?**

Yes, that's right. But it's permitted, so hearing examiner has to go with it. It's an expensive hassle for people doing the building, but I don't know if any of them have been denied.

The Department of Community Development... they are programmed to want to say yes – when someone comes to the counter – they want to get to yes somehow. But they don't have a willingness to consider no as the answer. It's a problem within. It's not like they go away – the clients of the DCD, people who approach the counter every day, are people who want to develop. When your customer wants a product, you want to deliver that product. But if the product runs against the concept of keeping development out of rural area...

An incidence – land incredibly impacted by wetlands or stream or steep slope – we said do this, but require setback. The way property is cut up doesn't allow that. Some folks have identified some of these properties – I can buy this property cheap because not buildable, go to counter to get development and setback variances to make it happen – they're successful.



*Q: It's tough when people have a legal right, in framework of land use law.*

There are situations where reasonable use is a campsite. People own lots that aren't reasonable to build on. E.g. 1/10 acre lots on hillsides. Not workable, but they try to figure out a way.

On visual screening, one of the things we've done to keep the area looking rural (trees hiding houses from the roads)... we tend not to enforce that too much, especially with commercial development – people will remove or limb the trees on the road – improve visibility – have business location visible. Tends to reduce the rural feel of the place. We don't have sufficient willingness to penalize people for removing visual screening, or require penalties severe enough to avoid them.

We have a sign code, in some cases it's complaint-driven enforcement – that takes a long time.

### Additional Emailed Response from this Interviewee.

## Kitsap County Comprehensive Plan Update 2016

### Reasonable Measures Assessment - Rural Interview Questions

- A. Kitsap County has defined rural densities as 1/5 acres (RR), 1/10 acres (RP), 1/20 acres (RW). How has development in the rural areas changed since the County's Comprehensive Plan established the rural densities in 1998?

The data shows that the relative fraction of permits for urban area development are increasing. Subdivision of rural lands are not happening. The stock of buildable rural lots is being reduced as development proceeds. Pre GMA land divisions (many due to a 'rush' before GMA hit the books), the constant pressure for variances to build on inappropriate lots, Washington State's vesting laws and abuse of the ADU (mother-in-law) provisions in code allow for many housing units on lots much smaller than the minimum 5 acres. Property rights, grandfathering, ADUs, and vesting provide opportunities to build where the state and the County would prefer not to develop.

- B. Kitsap County has adopted Transfers of Development Rights (TDR) regulations at Chapter 17.430 KCC as of 2006 and amended it in 2012 to give greater value to protecting agricultural land. It has been evaluated through a regional TDR program in Puget Sound. However it has not been implemented to date (no transfers have occurred). Do you have suggestions on how to improve the use of the TDR program?

A market for TDR's does not exist. The state and county would like to direct growth to the urban areas. The cities respond to their citizens who do not want density increases. This is a structural problem. Local control thwarts a regional solution.

The 2012 amendment to the TDR program was crafted with an eye to preserving specific parcels located close to an expanding commercial area.

- C. The County allows clustering in Urban areas (Urban Restricted and Urban Cluster), but does not allow it in rural areas (the prior Rural Wooded Incentive Program was repealed following Growth Management Hearings Board challenge). How could clustering or parcel reconfiguration be applied in rural Kitsap County and retain rural character?

**RWIP was correctly repealed. RWIP was designed and supported by and for those whose interests were not aligned with GMA goals. The pressures of short term self interests are constant.**

1. Parcel reconfiguration would allow rearrangements of legally existing parcels (within and across ownership). No new lots are added. A maximum cluster size is established. An open space tract is created to help preserve forestry, agriculture, or open space.

This proposal has more merit than developing 20 acre parcels into neighboring horse 'ranch' estates. The key will be balancing the rights to develop the legally existing quantity of homes with the minimum infrastructure requirements and the maximum social benefit. 6-pack 1 acre homes may be appropriate if well buffered. If structures could benefit any retained forestry or agricultural use, some 20 acre lots should not be included in the cluster count. Development rights should be permanently stripped from and parcels included toward the cluster count.

2. Clustering would allow plats to create smaller lots, clustered and visually buffered, while retaining open space tracts. The tract would help preserve forestry, agriculture, or open space.

The number of lots should not be increased.

- D. Kitsap County has instituted low impact development standards that has changed how stormwater is managed. How has that influenced rural development? E.g. soil and vegetation retention, access width and length, home locations, lot sizes, etc.

I suspect LID may have focused some attention on impervious surface reduction.

- E. What other types of tools would provide economic incentives for property owners with legal lots in rural areas to avoid developing them?

Purchase of development rights.

- F. Do you have suggestions for how the County could maintain its rural character outside of Urban Growth Areas?

Require and ENFORCE visual screening of rural development and sign code. Penalize those who remove screening vegetation to provide "visibility " for their business location...

- G. What policies would help direct growth away from rural areas and towards urban areas?

1. Prohibit expansion of UGAs. (Increase allowable densities/upzone for population allocations.)
2. Require cities and UGAs to plan for future increases in population.
3. Remove financial advantages of residing outside cities and UGAs. Increase property and other taxes outside UGA to provide economic advantage to living inside UGA. Require meters on rural water systems.
4. Move to a 'top down' model of planning for the state as opposed to 'bottom up'.
5. Prohibit ADUs in rural area. (Encourage in UGAs)
6. Rezone Urban reserve areas to rural residential.
7. Develop the willingness to say 'no' to inappropriate development variances in the rural area.