

**FINDINGS OF FACT, CONCLUSIONS, AND RECOMMENDATIONS OF THE KITSAP
COUNTY PLANNING COMMISSION TO THE BOARD OF COMMISSIONERS OF
KITSAP COUNTY, WASHINGTON REGARDING THE PROPOSED ADOPTION OF
COMPREHENSIVE PLAN UPDATE 2016**

The Planning Commission of Kitsap County, Washington, finds as follows:

1. Kitsap County is subject to the requirements of the Growth Management Act (GMA), Chapter 36.70A RCW.
2. The GMA, RCW 36.70A.130, establishes a schedule whereby each city and county in Washington must take action to review and, if needed, revise its Comprehensive Plan and development regulations to ensure consistency with the Act. Kitsap County's deadline for this periodic update is June 30, 2016, and every eight years thereafter. In addition to reviewing adopted polices and regulations to ensure compliance with the Act, GMA directs that each jurisdiction should determine whether its plan and regulations are affected by any amendments made to the GMA after the jurisdiction adopted its prior comprehensive plan or development regulations.
3. The Kitsap County Comprehensive Plan ("the Plan") is required to plan for anticipated job and population growth over a 20 year planning horizon, through 2036. The draft updated Plan includes both mandated and optional elements, including Land Use, Economic Development, Environment, Housing and Human Services, Transportation, Parks, Recreation and Open Space, Capital Facilities and Utilities, and Subarea and Neighborhood plans. Additionally, Silverdale Regional Growth Center goals and policies are added to the Silverdale Subarea Plan.
4. Under the Growth Management Act, the Central Puget Sound Region is defined as King, Kitsap, Pierce and Snohomish Counties. The Puget Sound Regional Council is responsible for developing the four-county regional transportation and land use vision. The Kitsap Countywide Planning Policies reflect an application of the Puget Sound Regional Council's regional growth management guidelines to Kitsap County, and are the policy framework for the County's and the Cities' Comprehensive Plans. The Kitsap Countywide Planning Policies were last updated in November 2013, and were developed through a multi-jurisdictional collaboration sponsored by the Kitsap Regional Coordinating Council among: Kitsap County, the Cities of Bremerton, Bainbridge Island, Port Orchard and Poulsbo, the Suquamish and Port Gamble-S'Klallam Tribes, the Navy, the Port of Bremerton, and Kitsap Transit.

5. Kitsap County must be in compliance with the GMA, including the periodic update requirements, to be eligible for grants and loans from certain state infrastructure programs.
6. In 2014, The Board adopted a Scope and Strategy Document to guide the Plan update. The document included the Board's guiding principles, major work tasks, establishment of an Internal Review Team (IRT), outline of proposed formatting, plan implementation, and a preliminary schedule for Plan completion.
7. Major work tasks identified in the Scope and Strategy Document include but are not limited to public outreach, review of existing Plan goals and policies, preparation of the Buildable Lands Report, sub-area plan goal and policy updates, review of land reclassification requests, preparation of the Capital Facilities Plan (CFP), preparation of the Supplemental Environmental Impact Statement (SEIS), and code development and revisions.
8. On January 12, 2015, the Kitsap County Board of Commissioners ("the Board") adopted Resolution 016-2015 setting forth a process and timeline that combined the annual Comprehensive Plan amendment process set forth at KCC 21.08.040 with the GMA mandated periodic review pursuant to RCW 36.70A.130(5). In this resolution, the Board identified a schedule for the periodic update process between January 2015 and final adoption by June 30, 2016, a public participation program providing for public participation in the development and amendment of the Plan and development regulations, and types of amendments for consideration in the Plan update. In addition, an application window was established to allow formal applications for land use reclassification requests.
9. Kitsap County Code section 21.08.100 establishes procedures for Planning Commission review of the County's Comprehensive Plan, sub-area plans, development regulations, and amendments thereto.
10. Planning Commission work study sessions were scheduled on a periodic basis as needed early in the Plan update, including a joint Board/Planning Commission session hosted by the IRT in September 2015 to introduce and discuss the preliminary draft Plan.
11. On November 6, 2015, the draft documents associated with the Plan update were released for the first 30-day public comment period, through December 7, 2015. Draft documents included: Comprehensive Plan Goals, Policies and Strategies (GPS), Capital Facilities Plan (CFP), and Draft Supplemental Environmental Impact Statement (DSEIS). The DSEIS included a "no action" alternative, and three new land use alternatives to accommodate projected job and population growth over the 20-year planning horizon.

12. Approximately 103 citizen, agency and tribal comments (or groups of comments) were received on the preliminary draft Plan documents (see Final SEIS for comment responses).
13. A primary function of the SEIS was to establish a range of land use alternatives to accommodate projected job and population growth in the County, and analyze the potential impacts associated with each alternative. The alternatives analysis also included individual zoning reclassification requests received during the 2015 application window established by the Board.
14. Beginning in January 2016, regularly scheduled Planning Commission work study sessions occurred as follows:
 - January 5, 2016: Preferred Draft Land Use Alternative
 - January 19, 2016: Review of public comments received to date, begin discussion of development regulations
 - February 2, 2016: Schedule update, staff recommended land use alternative, draft Goal, Policy and Strategy (GPS) Document overview, Critical Area Ordinance overview
 - February 16, 2016: Schedule update including reclassification hearings, Board direction on preferred zoning map, GPS document feedback on draft, draft development regulations update
 - March 1, 2016: Reclassification requests overview prior to hearing, Board preferred alternative map, draft development regulations
 - March 15, 2016: Reclassification requests, draft development regulations
 - April 12, 2016: Draft development regulations
 - April 19, 2016: GPS document comments, revisions
 - May 3, 2016: Review of final draft documents
 - May 5, 2016: Review of final draft documents
15. On February 1, 2 and 8, 2016, the Board conducted three public hearings to accept written and oral testimony on the land use alternatives described in the SEIS. The Board subsequently provided direction to staff on the preferred land use alternative, the exception being that the 26 individual zoning reclassification requests were as of yet unresolved.
16. On March 17 and 23, 2016, the Planning Commission conducted joint public hearings with the Board to consider public testimony on the 26 zoning reclassification requests received during the 2015 open application window established by the Board.
17. On March 24, 2016, the Planning Commission conducted deliberations on the zoning reclassification requests. The Planning Commission recommendations on the zoning reclassification requests were transmitted to the Board.

18. On April 18, the Board reviewed and deliberated on the Planning Commission recommendations regarding zoning reclassification requests. The Board concurred with the Planning Commission recommendations on 24 of the 26 applications. The two exceptions are as follows:

15 00742 Tallman: approved

15 00701 Prigger: approved

Additionally, the Board directed that staff explore further UGA options that could potentially accommodate the El Dorado Hills proposal (15 00692), so long as overall Silverdale UGA expansion would not be required. The Board also allowed for further consideration of the Porter application (15 00461) if the landowner does not desire a Rural Protection designation for the northerly 10-acre parcel.

The results of the final Board votes are included in the table below.

| Permit Number and Name | Action |
|---|----------|
| 15 00697 Bair | Denied |
| 15 00641 Curtis Avery | Approved |
| 15 00692 Eldorado Hills LLC | Denied |
| (One refusal, one no vote. Staff directed to explore further UGA options) | |
| 15 00737 Mountain View Meadows | Denied |
| 15 00738 Fox-Harbor Rentals | Denied |
| 15 00686 Garland | Approved |
| 15 00724 Harris | Approved |
| 15 00714 McCormick Land Co | Approved |
| 15 00461 Porter (as amended by Planning Commission) | Approved |
| 15 00722 Royal Valley LLC | Approved |
| 15 00742 Talkman | Approved |
| 15 00710 Trophy Lake Golf | Approved |
| 15 00522 Ueland Tree Farm | Approved |
| (Mineral Resource Overlay only - Rural Industrial zone request denied) | |
| 15 00607 Cornerstone Church | Denied |
| 15 00738 DJM Construction | Denied |
| 15 00725 Tracyton Tavern | Approved |
| 15 00657 Gonzalez | Approved |
| 15 00740 Laurier Enterprises | Approved |
| 15 00689 Lee | Denied |
| 15 00711 Merlinco, LLC | Denied |
| 15 00703 Pt Orchard Airport | Approved |
| 15 00701 Prigger | Approved |
| 15 00736 Rodgers | Approved |
| 15 00739 Schourup LLC | Approved |
| 15 00735 Sedgwick Partners | Denied |
| 15 00650 Unlimited | Approved |

19. On April 29, 2016, Kitsap County issued the final draft Comprehensive Plan documents (GPS, CFP, Final SEIS, and development regulations including reasonable measures in an April 28, 2016 draft).

20. Utilizing legal notice in the Kitsap Sun, and notification to interested parties via Kitsap County's GovDelivery electronic notification system, two public hearings were advertised for the Planning Commission to accept testimony on the final draft Plan. The initial hearings were scheduled for May 10 (Commissioners

Chambers, Kitsap County Administration Building) and May 12 (Poulsbo City Council Chambers), 2016.

21. As a result of a posting error on the Department of Community Development's dedicated Comprehensive Plan website, the Planning Commission elected to add a third public hearing on May 13, 2016 (Commissioners Chambers, Kitsap County Administration Building). The third hearing was initially added to allow further testimony on additions included in the April 28 draft of the development regulations; however, the Planning Commission accepted testimony on all issues related to the final draft Plan.
22. Approximately 107 comments (or groups of comments) were received via oral and written testimony on the final draft Plan documents. The comments were summarized, and linked where larger documents were provided, in a matrix provided to the Planning Commission on the evening of May 13, 2016, following the final Planning Commission hearing. Comments were generally categorized under the categories of CFP, Code, GPS, Reasonable Measures, Reclassifications, and Zoning.
23. On May 16, 17 and 19, 2016, the Planning Commission deliberated on the final draft Plan documents. Deliberations generally occurred in the following order, utilizing the May 2016 Public Comments Matrix as a guide (including 107 comments, or groups of comments):
 - CFP clarifications/additions
 - Zoning requests
 - Code revisions from public comments matrix
 - Reasonable Measures
 - Net vs. gross density calculations for residential subdivisions
 - Adoption of CFP
 - Support of SEIS
 - Goals, Policies and Strategies
 - Development Regulations
24. The Planning Commission received a presentation from Kitsap County Transportation Planner David Forte regarding matrix comment letter #106, submitted by City of Port Orchard Planning Director Nick Bond on behalf of Mayor Rob Putaansuu. The letter describes the City's concerns with regard to Kitsap County's method of determining transportation concurrency. Following the presentation from Mr. Forte, the Planning Commission passed a motion supporting Kitsap County's current method of determining transportation concurrency.
25. The Planning Commission deliberated on the issue of food policy in the Goal, Policy and Strategy document. Discussion was primarily focused on the quantity

of goals and policies relating to food policy in the current draft Plan, and whether there could be consolidation and removal of redundant policies. Additional concerns were expressed relative to the weight given to food policies relative to other sectors of the economy, and whether the draft Plan presents a balanced approach. The Planning Commission Chair requested that the Food Policy Group, via Kitsap County staff, submit clarifying information with regard to a streamlined list of food-related goals and policies. A newly revised streamlined list was subsequently submitted for review and deliberation. The Planning Commission prepared for deliberations on the new list by voting to remove all current Food Group recommended policies from the draft Plan.

26. The Planning Commission received considerable testimony with regard to the Preferred Alternative zoning map. The testimony included citizens who received proposed zone change post cards from the County following completion of the final draft preferred map. Comments were also received from citizens and applicants with the regard to the reclassification requests previously considered by the Planning Commission in March 2016, and from landowners who did not receive a zone change post card but who wished to change their current zoning.

The Planning Commission determined that review would be generally limited to those zoning requests resulting from a County proposed zoning change on the Preferred Alternative map. The Planning Commission further specified that no additional consideration would be given to reclassification requests that had previously been considered (see item 18 above).

27. The Planning Commission received a presentation from Eric Baker, Policy Division Manager for the Office of the Board of Commissioners, regarding proposed revisions to the County's TDR program, which is included as item 1 in the draft list of reasonable measures.
28. The Planning Commission considered and deliberated on a list of new reasonable measures recommended by staff for adoption, as detailed in the April 29, 2016 staff report, Appendix B of the FSEIS, and the April 28, 2016 version of the draft development regulations. The list of six new reasonable measures was proposed to further encourage development in the urban areas. The Planning Commission received public testimony in opposition to several of the reasonable measures, including revisions to the TDR program, restrictions on rural legacy lots, maximum urban lot size requirements, ADU restrictions, and the lack of stakeholder participation in building and reviewing the reasonable measures as well as limited public review prior to the public hearings. The Planning Commission also discussed and expressed concerns regarding the limited review time of the proposed reasonable measures, and concerns regarding notification of potentially affected parties (particularly those that might be affected by measure no. 2, Restrictions on Recognition of Rural Legacy Lots), and insufficient analysis of number of legacy lots, size and location.

29. The Planning Commission considered and deliberated on the issue of “net” vs. “gross” with regard to density calculations for residential subdivisions. The April 6, 2016 version of the draft development regulations contains a recommendation that Title 17 (Zoning) be revised to a “net” requirement for maximum density calculations, while the later April 28, 2016 version removed the proposed change and revises the staff recommendation to retain the current “gross” requirement for maximum density calculations. Public comments were received with regard to consistency between the method of density calculation in County code Title 17 with respect to the methodology used in the County’s Land Capacity Analysis.
30. The Planning Commission has considered the recommended Comprehensive Plan update and Development Regulation amendments for GMA Compliance, as outlined in the staff April 29, 2015 staff report and listed in item 23 above. The Planning Commission’s recommendations for the Comprehensive Plan update follow.
31. Capital Facilities Plan (CFP). The Planning Commission passed a motion to include the following revisions to the CFP:
- p. 4-122, update from Kitsap Transit regarding further site study of a new Silverdale Transfer Center near Harrison Medical Center
 - p.4-173, updated cost figures for City of Bremerton Capital Facilities Project Revenues - Water Systems
 - pp. 4-144 through 4-146, City of Bremerton Capital Facilities Revenues – Sanitary Sewer
 - p. 1-144, correction of Bremerton Sanitary Sewer project cost figure, paragraph 2, last line
 - p. 4-102, insert language from prior CFP clarifying Kitsap County method of determining transportation concurrency.

The Planning Commission subsequently passed a motion to adopt the entire CFP, as revised.

32. Final Supplemental EIS (FSEIS). The Planning Commission passed a motion to support the FSEIS, with the acknowledgement that the SEIS is a supporting document to inform the public and decision makers of the likely environmental effects of the range of alternatives analyzed.
33. Zoning. The Planning Commission passed motions recommending the following list of zoning revisions. All actions assume the Preferred Alternative map as the baseline:
- William Palmer on behalf of Bill Schourup, Navy Yard City parcels 4502-012-009-0100 and 4502-012-024-0002 (comment #37): rezone parcel 009 from

Urban Low Residential to Industrial. No action on parcel 024; currently zoned Industrial.

- William Palmer on behalf of Paul Davis, Mile Hill Dr. parcels 322402-2-013-2009 and 322402-2-030-2008 (comment #37): rezone both parcels from Rural Protection to Rural Commercial
- Jeff Coombe, parcels 202501-1-014-2004 and 4462-004-005-000, Lowell St., Silverdale UGA (comment #6): rezone from Urban High Residential to Regional Center
- Andy Seitz, parcels 082501-4-026-2000 and 082501-4-025-2001, west of Clear Creek Road, Silverdale UGA (comment #43): rezone from Business Center to Commercial
- Brad Cheney, Cheney Foundation, Enetai parcels 072402-2-005-2000, 072402-2-004-2001, 072402-2-006-2009, 072402-2-012-2001, 072402-2-013-2000, East Bremerton UGA (comment #49): rezone parcels A (072402-2-013-2000) and B (072402-2-004-2001) Urban Restricted to Urban Low
- Brian Robinson, Berry Lake Road parcel (comment #49): rezone from Rural Protection to Rural Commercial
- Dale Webb, 4232 Feigley Road, Gorst, West Bremerton UGA (comment #54): rezone from Commercial to Urban Restricted
- David Currier, Mile Hill Dr. parcels 292402-3-047-2002 and 292402-3-046-2003 (comment #s 55-57): rezone from Rural Industrial and Rural Residential to Rural Commercial
- Donn Hughes / Gary Chrey for Adelia Beam, Sidney Road parcels 032301-4-043-2006 and 032301-4-045-2004 (comment #s 58, 63, 64): rezone from Rural Protection to Rural Commercial
- Doug Newell, CK School District, parcel 082501-4-014-2005, Clear Creek Road vicinity, Silverdale UGA (comment #59): rezone from Industrial to Commercial
- Glbreaker22 (e-mail) and Sean Pollock, six parcels abutting Perry Avenue at SE quadrant of Perry Avenue / Sylvan Way intersection, East Bremerton UGA (comment #s 65, 91): rezone from Commercial to Urban Medium
- Jerry Mischel, 1933 Berry Lake Road and all parcels in Berry Lake Road vicinity north to southerly boundary of SR 16 formerly zoned Urban Reserve,

currently proposed for Rural Protection (comment #s 69, 70): rezone from Rural Protection to Rural Residential

- Jim Gregerson, 6791 Bethel Road, Port Orchard UGA (comment #s 71-73): rezone from Industrial to Commercial
- Jim Reed, Loxie Eagans Blvd parcels 4502-012-013-0005, 4502-012-016-0002, 4502-012-011-0106, 4502-012-019-0207, 4502-012-028-0008, West Bremerton UGA (comment #s 74, 75): rezone all parcels abutting Loxie Eagans Blvd. currently zoned Urban Low Residential to Industrial.
- Keith Webster, Hansville Parcel, 15 acres at south end of Buck Lake Road (comment #79): rezone from Rural Wooded to Rural Residential
- Lee Golden, abutting Perry Avenue on SE quadrant of Perry Avenue / NE 30th St. intersection, lots 4562-000-007-1904, 4562-000-009-0102, 4562-000-010-0109, East Bremerton UGA (comment #s 82, 83): rezone from Commercial to Urban Medium
- Robert McGee, 5027 Mile Hill Dr. (comment #s 86, 107): rezone from Rural Commercial to Rural Industrial (amendment to prior rezone of Mile Hill Dr. to Rural Commercial)
- Ron Hutchinson, 5139 Mile Hill Dr. (comments #88, 89): rezone from Rural Commercial to Rural Industrial (amendment to prior rezone of Mile Hill Dr. to Rural Commercial)
- Suzanne Arness, Kingston slough vicinity parcel 352702-2-002-2006 (comment #95): rezone from Rural Protection to Rural Residential
- Mile Hill Dr., general: rezone the entire area of Mile Hill Dr. previously zoned Highway Tourist Commercial prior to the UGA retraction to Rural Commercial. A later motion was passed to make an exception for the McGee and Hutchinson Rural Industrial parcels listed above.
- Loxie Eagans Blvd., general: rezone all Urban Low parcels with frontage on Loxie Eagans Blvd. from the SR 3 exit ramp on the west to National Avenue on the east to Industrial
- SR 303, general: deleted expansion of industrial and/or commercial zoning north of Fairground/John Carlson Roads on SR 303 from preferred alternative zoning map

34. Reasonable measures. The Planning Commission passed motions for the following actions relative to the draft list of six reasonable measures:

- TDRs: Approved, with text revision specifying numbers of .5 or greater shall be rounded upward
 - Restrictions on recognition of Rural Legacy Lots: Deleted
 - Maximum Urban Lot Size: Deleted
 - Silverdale Regional Center: Approved
 - Technology improvements for annual monitoring: Approved, with text revision establishing annual due date for monitoring report
 - Restrictions on ADUs on rural lots: Deleted
35. Maximum density calculations. The Planning Commission passed a motion accepting the requirement to utilize “net” for maximum density calculations for residential subdivisions, as specified in the April 6, 2016 draft development regulations.
36. Comprehensive Plan Goals, Policies and Strategies (GPS). The Planning Commission passed motions to revise the final draft Comprehensive Plan GPS document.
37. Development Regulations. The Planning Commission passed motions to revise the final draft Development Regulations.
38. Future Comprehensive Plan updates. The Planning Commission passed a motion recommending that the County plan for, and utilize in-house staff or temporary employees to prepare all Comprehensive Plan update documents.
39. The Planning Commission finds the proposed 2016 updated Kitsap County Comprehensive Plan and Development Regulations to be in compliance with the Washington State Growth Management Act (RCW 36.70A.130) and the Kitsap Countywide Planning Policies.
40. The Planning Commission finds the proposed 2016 updated Kitsap County Comprehensive Plan and Development Regulations reflect current local circumstances.
41. The Planning Commission finds the proposed 2016 updated Kitsap County Comprehensive Plan and Development Regulations bear a substantial relationship to the public general health, safety, morals and welfare.


42. The **Planning Commission Recommendation:** Approve the 2016 Kitsap County Comprehensive Plan update documents as described below. (Five members were present and voted unanimously in favor of the motion to recommend approval.)

Based upon the foregoing findings, the Kitsap County Planning Commission finds that the proposed 2016 updated Kitsap County Comprehensive Plan and Development Regulations promote the public interest and welfare of the citizens of Kitsap County, and therefore should be approved as specified below.

THEREFORE, the Kitsap County Planning Commission in regular session assembled, hereby concludes and makes the following recommendations to the Kitsap County Board of Commissioners:

- That the April 2016 Comprehensive Plan Goal, Policy and Strategy document, along with the text revisions specified in the attached red-line version, be approved.
- That the April 2016 Capital Facilities Plan, along with the text revision specified above, be approved.
- That the Supplemental EIS (draft and final) be supported.
- That revisions to the 2016 Kitsap County Comprehensive Plan update Preferred Alternative Zoning Map be approved as specified under Zoning, above.
- That revisions to the April 6, 2016 version of the draft Development Regulations, along with the revisions shown in the attached red-line version, be approved.

Approved by the Planning Commission of Kitsap County, Washington, at a regular meeting thereof, held this 19th day of May, 2016.

By  _____
James E. Sommerhauser, Chair