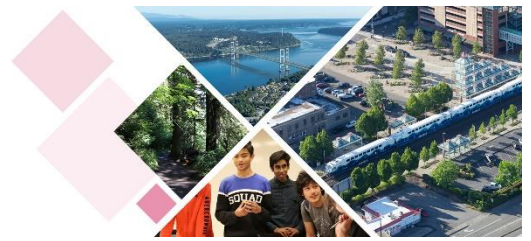


Countywide Planning Policies Plan Review Certification Report



Kitsap County Countywide Planning Policies

MARCH 30, 2023

Kitsap County and its cities adopted and ratified a major update to the countywide planning policies (CPPs) in December 2021 (Ordinance 601-2021). The CPPs were updated to align with the multicounty planning policies and the Regional Growth Strategy in VISION 2050, reflecting local context for the regional policy framework and outlining a countywide vision for the future of Kitsap County and its four cities. Notable changes to the policies include new and revised policies focused on planning for urban growth, transportation, climate change and equity. In January 2023, Kitsap County adopted 2044 population and employment growth targets (Ordinance 619-2023) as an appendix to the CPPs to support the 2024 comprehensive plan updates and implement the VISION 2050 Regional Growth Strategy.

The Kitsap County CPPs were updated using the Kitsap Regional Coordinating Council (KRCC) planning framework and included planning staff from KRCC jurisdictions, regional and state agencies, and Tribes. Following adoption, KRCC completed the PSRC consistency tool for countywide planning policies and submitted the reporting tool along with a completed set of CPPs.

COUNTYWIDE PLANNING POLICIES CERTIFICATION

VISION 2050, the region's long-range plan for growth, calls for countywide planning policies to be updated to address the multicounty planning policies included in VISION 2050 (MPP-RC-13). The adopted [Policy and Plan Review Process](#) calls on PSRC to review the countywide planning policies based on a comparative analysis of countywide and multicounty planning policies, focusing on policy areas for regional planning identified in the Growth Management Act (RCW 36.70A.210). The consistency certification of countywide planning policies and the Regional Transportation Plan is based on a comparative analysis of the adopted countywide transportation-related planning policies and the Regional Transportation Plan (RCW 47.80.023). PSRC coordinated with KRCC staff and reviewed information provided by staff to prepare this report.

CERTIFICATION RECOMMENDATION

Based on review of the countywide planning policies using the [VISION 2050 Consistency Tool for Countywide Planning Policies](#), the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board and Executive Board:

The Puget Sound Regional Council certifies that the countywide planning policies for Kitsap County are consistent with the VISION 2050 multicounty planning policies and the Regional Transportation Plan.

The remainder of this report contains a summary of the PSRC review of the countywide planning policies. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and the [VISION 2050 Consistency Tool for Countywide Planning Policies](#), is listed in high-level bullets. Discussion in each topic area summarizes the policies, as well as issues identified through the certification review where future work on the part of the county and its cities may more fully address VISION 2050 and the Regional Transportation Plan requirements.

REVIEW OF COUNTYWIDE PLANNING POLICIES

VISION 2050 emphasizes the value of coordination to achieve shared regional objectives. CPPs complement multicounty planning policies and provide more specific level of detail to guide county and local comprehensive planning. CPPs are reviewed using the VISION 2050 Consistency Tool for Countywide Planning Policies. This section follows the order and content established in the tool, covering the policy chapters in VISION 2050 (regional collaboration, environment, climate change, land use/development patterns, economy, transportation and public services).

Regional Collaboration

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

Support joint planning and coordination among jurisdictions, agencies, Tribes, ports, military installations, special purpose districts and adjacent regions.

Prioritize services and access to opportunity for people of color, people with low incomes, and historically underserved communities.

Recognize military installations and their beneficial impacts and challenges.

Prioritize transportation investments to centers and high-capacity transit station areas.

Promote existing and new funding sources to implement the regional vision.

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for regional collaboration:

- A robust set of policies emphasizing joint planning and collaboration between the cities and the county. (CW-3, UGA-3 – 5, ED-2 – 3, CT-1 – 6, RR-4 – 5)
- Policy chapters recognize the importance and provide a framework for working with Tribal governments and military installations. (Elements L and M)
- New policies and updated goals through multiple elements were added to address aspects of equity and support local implementation.

DISCUSSION

- Changes to VISION 2050 and state law elevated policy to ensure coordination with Tribal governments. While Element L emphasizes Tribal governments coordination, it does not provide specificity regarding Tribal coordination on incompatible uses, impacts on Tribal lands, the economic role of Tribes and coordinated planning for services and facilities (MPP-RC-1, MPP-RC-4, MPP-DP-7, MPP-DP-51, MPP-Ec-15, MPP-PS-23). Care should be taken during the update of local plans to ensure coordination with Tribes on the full range of planning areas.

Regional Growth Strategy

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

Implement the Regional Growth Strategy by providing direction for growth targets, including growth in centers and near high-capacity transit, addressing jobs-housing balance, reducing the rate of rural growth and supporting infill within the urban growth area.

Ensure urban growth area stability and sustainability over the long term.

Include a **process to reconcile discrepancies** between growth targets and local plans.

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for the Regional Growth Strategy:

- ☑ Adopted population and employment growth targets align with the Regional Growth Strategy, supporting significant growth in Metro, Core and High-Capacity Transit Communities and reducing the rate of rural growth over time. (Appendix B)
- ☑ Policies provide a clear process to establish growth targets, coordinate growth and consider changes to the urban growth area. (UGA-3 – 5)
- ☑ Updated policy to recognize and implement the Regional Growth Strategy. (UGA-5b)

DISCUSSION

- UGA-5 continues to include a goal for 76% of new population growth to occur within the urban growth area. The current goal does not reflect the shares of growth in the Regional Growth Strategy and Kitsap's adopted growth targets. The adopted growth targets that guide the county's plan are consistent with the rural rate of growth in VISION, but this policy should be revised to reflect lower rates of rural growth.
- Kitsap County is commended for a collaborative process to develop growth targets that implement VISION 2050. VISION 2050 states that PSRC will be looking for substantial consistency with adopted growth targets in certification review. An important step of the 2024 comprehensive plan update process will be for jurisdictions to provide capacity and planning to accommodate growth. PSRC staff is available to provide assistance as local plans are developed.
- VISION 2050 and the Regional Growth Strategy emphasize transit-supportive densities and growing near high-capacity transit station areas, such as ferry terminals and future bus rapid transit stops, where services and infrastructure exist and are prioritized. Local plans should also emphasize the need for transit-supportive densities and growth near high-capacity transit station areas beyond designated centers. (MPP-RC-8, MPP-RGS-8, H-7-8, MPP-DP-22).

Environment

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

Coordinate and integrate environmental strategies among jurisdictions, Tribes, countywide and watershed groups.

Promote environmentally sensitive development, including minimizing impacts to natural features.

Support protection of critical areas and incentivize environmental stewardship.

Plan for open space and encourage protection of native vegetation and tree canopy.

Promote the protection of water quality and restoration of hydrological function.

Avoid and/or mitigate environmental impacts for vulnerable populations.

Reduce pollution, including air toxics, greenhouse gases and stormwater.

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for the environment:

- ☑ Policies to coordinate on watershed and land use planning (NE-7a-d)
- ☑ Policies to create a regional network of open space by implementing the open space plan, preserving and enhancing open space linkages and wildlife habitat, and supporting green infrastructure (NE-1a-g)
- ☑ Policies to protect air quality by reducing levels of toxins and greenhouse gases, including by using clean, efficient fuels (NE-4a-b)
- ☑ Updated policy to ensure that all residents have equitable access to clean air and water (NE-2)

DISCUSSION

The certification review found the CPPs to be generally aligned with the environmental policies of VISION 2050.

Climate Change

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

Support achieving regional emission reduction goals by encouraging electrifying the transportation system, prioritizing investments that reduce emissions, promoting reduced vehicle miles travelled, and expanding use of conservation, alternative energy sources and energy management technology.

Support reducing building energy.

Coordinate work to **sequester and store carbon.**

Address impacts on water, land, infrastructure, health and the economy.

Address siting and planning for relocation of hazardous industries away from the **500-year floodplain.**

Address impacts to **vulnerable populations and areas disproportionately affected by climate change.**

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for climate change:

- ☑ Updated policies to focus growth in the urban growth area, centers and near high-capacity transit (NE-8a)
- ☑ Policies support recognizing and implementing actions to achieve state and regional emission reduction goals. (NE-8f)
- ☑ Expanded policies to plan for impacts from climate change, including sea level rise, flooding, wildfire hazards and urban heat. (NE-8e)

DISCUSSION

- MPP-CC-10 calls for addressing rising sea water by siting and planning for relocation of hazardous industries and essential public services away from the 500-year floodplain. The CPPs do not address this policy area, but countywide coordination and local plans should address how climate change may impact the siting and relocation of these facilities.

Land Use/Development Patterns

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

Reduce disparities in opportunity by supporting inclusive community planning, investments to expand opportunity, and strategies to mitigate displacement in centers and near high-capacity transit.

Implement the **Regional Centers Framework**.

Maximize transit investments through appropriate densities.

Support center and station area planning.

Facilitate annexation and incorporation, support joint planning, and affiliate unincorporated areas.

Reduce rural growth over time, ensure long-term **integrity of resource lands** and avoid conversion to other uses.

Prioritize reducing health disparities and improving outcomes.

Avoid incompatible uses near airports, military installations, manufacturing/industrial centers and Tribal reservation lands.

Address impacts on culturally significant sites and Tribal treaty fishing, hunting and gathering grounds.

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for Land Use/Development Patterns:

- Policies to implement the Regional Centers Framework, including detailed criteria and procedures to designate centers and a list of candidate countywide centers. (Element C, Appendix C & D)
- Policies support maintaining distinct urban identities with open space and natural features, promoting tiering and phasing of infrastructure within the urban growth area and promoting the efficient use of urban areas. (CWA-h)

DISCUSSION

- VISION 2050 includes policy direction for the county and cities to actively encourage and identify strategies to facilitate annexation (MPP-RGS-16). While the CPPs include important guidance on joint planning and the goal to annex or incorporate urban unincorporated areas, the policies would benefit from updated language to emphasize strategies and steps to remove barriers and actively encourage annexation.

Housing

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

Increase housing production opportunities to address supply, including diverse types and styles.

Address housing affordability needs, with an emphasis on housing near transit and in centers.

Promote jobs-housing balance by providing housing choices accessible to workers.

Expand **moderate-density housing** capacity.

Address **residential displacement**.

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for housing:

- Policies to address the full range of household income and housing types, including expanding zoning for middle-density housing and incentivizing a range of housing types, including transitional and supportive housing. (AH-2 – 3)

- ☑ New policy to develop a range of strategies to mitigate physical, economic and cultural displacement of low-income households as future growth occurs. (AH-6)
- ☑ Support for strategies for affordable housing in cities and urban unincorporated areas, including preservation and rehabilitation of existing housing, providing a range of housing types, providing mechanisms to help people purchase housing, and a range of regulatory strategies to incentivize affordable housing. (AH-4)

DISCUSSION

- The county has adopted population targets and is beginning work to translate those targets to housing units. Housing targets are a critical implementation step for VISION 2050 and HB 1220 (2021). PSRC is available to provide data or support for this process as needed.

Economy

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

Support recruitment and retention to foster a positive business climate.

Focus employment growth in centers.

Support industry clusters recognized in the Regional Economic Strategy.

Promote environmentally and socially responsible business practices.

Expand **access to opportunity and remove barriers** for economically disconnected communities.

Support and empower **contributions of culturally and ethnically diverse communities.**

Address **commercial displacement.**

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for the economy:

- ☑ New policy to foster targeted economic growth in areas with low and very low access to opportunity to improve economic access and opportunity for current and future residents. (ED-4)
- ☑ Policies support coordination across government agencies to promote economic vitality and equity across Kitsap County. (ED-2a – b)
- ☑ Policies to support a more diverse economy in Kitsap County, along with providing a spectrum of jobs and providing opportunities for all segments of the community. (ED1a – g)

DISCUSSION

The certification review found the CPPs to be generally aligned with the economy policies of VISION 2050.

Transportation

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

Prioritizing improvements that support the Regional Growth Strategy, centers and high-capacity transit areas.

Maintain and preserve the transportation system.

Manage demand and support alternatives to driving alone.

Identify stable and predictable funding sources and pursuit of alternative transportation financing.

Strategies and actions for changes in **transportation technologies and mobility.**

Racial and social equity as a core objective in transportation improvements, programs and services.

Provide mobility choices for people with special needs.

Promote human health and the state's goal of zero deaths and serious injuries.

Support the economy and the movement of people and goods.

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for transportation:

- ☑ Policies to minimize impacts on the natural environment and human health, including capital programs to encourage alternatives to single-occupant vehicles, support public education about pollution and best management practices throughout the life of transportation facilities. (T-3)
- ☑ Strategies to encourage alternatives to single-occupant vehicles, including improving transit access, providing bicycle and pedestrian facilities, managing parking, implementing Complete Streets standards and other approaches to Commute Trip Reduction. (T-2)
- ☑ Policies addressing compatibility between land use and transportation facilities, including not using new road improvements as a catalyst for land use intensification, managing access on new transportation facilities outside the urban growth area, and using comprehensive plans and development regulations to ensure development does not create demands on capacity of the transportation system. (T-8)

DISCUSSION

- VISION 2050 continues the regional policy to prioritize transportation investments in centers and near transit, where growth is most likely to occur. The CPPs and countywide coordination should prioritize countywide and local transportation investments at countywide centers, high-capacity transit areas with a station area plans (such as ferries and bus rapid transit stops) and other local centers. County-level and local funding are also appropriate to prioritize to regional centers. Local plans can support these goals by coordinating on connecting roads and transit between and within centers and station areas. (MPP-RC-8)

Public Services

SCOPE OF REVIEW

VISION 2050 calls for the countywide planning policies to address the following topics:

- Protect and enhance the environment and public health** when providing services and facilities.
- Coordinate planning for services and facilities** to support the Regional Growth Strategy.
- Provide guidance to locate urban services** and regional facilities in urban areas and appropriately scale rural facilities.
- Serve new development** within urban areas with sanitary sewer and replace failing septic systems.
- Consider impacts of climate change** on public facilities.
- Plan for affordable and equitable access to public services**, especially to underserved communities.
- Encourage interjurisdictional coordination** of public safety and emergency management.
- Locate community facilities and services in centers and near transit.**
- Work with school districts** on siting, design and strategies to provide adequate urban capacity.

WHAT'S IN THE POLICIES

The Kitsap County CPPs work to advance regional policies and objectives for public services:

- ☑ Updated policies on public capital facilities, including equity considerations in the siting of new facilities (Element G)
- ☑ Clear policies on the siting of essential public facilities (CF-10 – 15)
- ☑ Policies to promote affordability and equitable access to public capital facilities, including those communities that have been historically underserved, as well as considering disproportionately burdened communities when siting facilities (CF-4 – 5)

DISCUSSION

- VISION 2050 includes expanded emphasis on regional coordination in planning. The CPPs do not include guidance for jurisdictions to work with school districts on school siting and design, consistent with MPP-PS-26, 28. The CPPs and local plans should address coordination with school districts.

Conclusion and Next Steps

PSRC thanks Kitsap County and its cities for working through the plan review and certification process for the CPPs. The policies effectively address regional requirements for countywide planning policies, demonstrate consistency with VISION 2050 and are recommended for certification.

For additional information regarding this certification report, please contact Liz Underwood-Bultmann at LUnderwood-Bultmann@psrc.org.