

# PSRC PLAN REVIEW REPORT & CERTIFICATION RECOMMENDATION

## KITSAP COUNTY COMPREHENSIVE PLAN

October 25, 2016



### BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process ([Adopted Policy and Plan Review Process](#), Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans.<sup>1</sup> This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a [Plan Review Manual](#), provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with [VISION 2040](#), [Transportation 2040](#), and [Growth Management Act](#) requirements.

### DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for Kitsap County, adopted by the county on June 27, 2016. PSRC last certified Kitsap County's comprehensive plan in October 2014. PSRC staff reviewed the updated 2016 comprehensive plan and coordinated with county staff in the development of this report.

### CERTIFICATION RECOMMENDATION

Based on the review of Kitsap County comprehensive plan, 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 transportation-related provisions in Kitsap County 2016 comprehensive plan update conform to the Growth Management Act and are consistent with the multicounty planning policies and the regional transportation plan.**

The remainder of this report contains a summary of the PSRC review of the Kitsap County comprehensive plan update. Under each heading, the scope of the certification review, as guided by the [Plan Review Manual](#) and

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<sup>1</sup> The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC's Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council's Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.

Local Comprehensive Plan Checklist, is listed in high-level bullets. Discussion in each topic area highlights exemplary provisions of the plan, as well as issues identified through the certification review where future work on the part of the county is needed to more fully address VISION 2040, Transportation 2040, and Growth Management Act planning requirements. PSRC recognizes that the timing and mechanism for addressing each of the comments will vary based on the jurisdiction, its resources and plan update process, and the nature of the comment.

## Part I: Conformity with Growth Management Act Transportation Planning Requirements

### SCOPE OF REVIEW

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

**Land use assumptions and forecasts of travel demand** that are internally consistent and consistent with growth targets.

**Service and facility needs**, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

**Financing and investments**, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

**Intergovernmental coordination** with neighboring cities, counties, and regional and state agencies.

**Demand management**, including programs to implement the Commute Trip Reduction Act.

**Pedestrian and bicycle planning**, including project funding and capital investments, education, and safety.

**Land uses adjacent to airports**, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.

Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

Kitsap County's comprehensive plan effectively addresses many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions. Highlights include:

- ☑ Transportation Goal 1 and Policies 1-6 promote active transportation and a safe and reliable multimodal transportation system for people of all ages and abilities. Transportation Policy 1 supports this by directing the county to coordinate a "safe routes to schools" program with local school districts and prioritizing nonmotorized improvements and connectivity around schools.
- ☑ Transportation Policy 21 supports transportation demand management and transportation systems management strategies to incentivize walking, bicycling and transit use. This includes educating residents on the impacts of single occupancy vehicle travel and ways to reduce trips.
- ☑ Transportation Policy 23 directs the county to promote frequent high capacity transit as an alternative to the single occupancy vehicle to the greatest extent feasible.

## DISCUSSION: AREAS FOR FURTHER WORK

The county should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- The Growth Management Act requires a transportation element to include inventories of existing facilities including roadways, freight routes, sidewalks, transit routes, airports, ferry routes, and bicycle facilities. (RCW 36.70A.070(6)(a)(iii)(A)). While a variety of referenced documents may contain these inventories, including them together in the transportation element would make this important information easier for the reader to find. See the Washington State Department of Commerce’s Transportation Element Guidebook, pages 108-114, for information about inventories of existing facilities and conditions. (<http://www.commerce.wa.gov/Documents/GMS-Transportation-2012.pdf>).
- State transportation facilities, including their status as highways of statewide or regional significance, should be documented in the transportation element or related planning document (RCW 36.70A.070(6)(a)(iii)(C)). In Kitsap County, SR 3, SR 16, SR 104, SR 304 and SR 305 are highways of statewide significance and SR 160, SR 303 and SR 306 are highways of regional significance. The plan should document this, as well as the levels of service (LOS) standards for those facilities. Information on these facilities and LOS can be accessed at: <http://psrc.org/transportation/t2040/los/>.
- RCW 36.70A.070(6)(a) requires that traffic forecasts are based on the adopted land use plan. The comprehensive plan, Capital Facilities Plan, and several sections in the Final Supplemental Environmental Impact Statement must all be checked to verify consistency in land use assumptions across the plan. To show internal consistency, the transportation element should clearly demonstrate that the land use assumptions used for the traffic forecast are consistent with the 2036 land use assumptions in the land use element.
- The plan includes many notable policies that address pedestrian and bicycle travel, consistent with regional policy and the Growth Management Act’s requirement to include a pedestrian and bicycle component in the transportation element (RCW 36.70A.070(6)(a)(vii), WAC 365-196-430(2)(j)). However, it is unclear whether the 2036 project list in the Capital Facilities Plan includes the nonmotorized projects recommended in the Nonmotorized Facilities Plan. If they are included, please make this clear. If not, nonmotorized projects should be added to the list to be consistent with the Growth Management Act and regional policy. See the Washington State Department of Commerce’s Transportation Element Guidebook, pages 115-139, for information about the pedestrian and bicycle component (<http://www.commerce.wa.gov/Documents/GMS-Transportation-2012.pdf>).

## Part II: Consistency with Regional Plans and Policies

### OVERVIEW

This section discusses consistency with the multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and Transportation 2040, the region’s long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a regional growth strategy with a preferred distribution of the region’s residential and employment growth, as well as a number of implementation actions for local governments to carry out. Each policy area addressed in VISION 2040 is discussed in turn below.

### VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. A description of how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040 is contained in Chapter 1.

## Environment

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

**Stewardship**, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.

**Earth and habitat**, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.

**Water quality**, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.

**Air quality and climate change**, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Kitsap County comprehensive plan addresses the environmental policy topics in VISION 2040. Highlights include:

- ☑ The “Water as a Resource” policy (Kitsap County Resolution 109-2009) is a strong guiding directive in the comprehensive plan that cooperatively addresses water as a resource, not a waste stream.
- ☑ Environment Goal 1 and Policies 1-7 direct the county to formally treat natural environments, including forest lands, shorelines, freshwater systems, intact ecosystems, and other critical areas, as essential assets that are planned for, managed, and invested in to meet the needs of current and future generations. This includes Environment Policy 5 that supports projects that improve air quality, reduce carbon emissions, and reduce climate change impacts.
- ☑ Environment Goal 4 and Policies 20-24 promote opportunities for stewardship, education and public dialogue regarding the management and protection of the natural environment.

### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on the environment.

## Development Patterns – Including the Regional Growth Strategy

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

**Urban areas**, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.

**Centers**, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.

**Unincorporated urban areas**, including policies that advance annexation and orderly transition of governance.

**Resource lands**, including identification of steps to limit development.

**Regional design**, addressing local provisions that apply the Transportation 2040 Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.

**Health and active living**, addressing healthy environment, physical activity and well-being, and safety.

## **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The county's comprehensive plan effectively addresses many of the development patterns policies in VISION 2040. Highlights include:

- ☑ Land Use Goal 1 and Policies 1-7 emphasize the efficient use of urban land and reduced reliance on single occupancy vehicle use by focusing current and future planning on infill and redevelopment of existing urban growth areas, and by encouraging mixed use, high density uses, and transit oriented development.
- ☑ Land Use Goals 2 and 3 and Policies 12-18 promote a healthy built environment by supporting compact residential areas with access to transit, urban amenities, goods and services, physical activity, and healthy foods. Land Use Policy 13 directs the county to examine health and equity impacts of land use decisions on all populations.
- ☑ The plan supports agriculture, food security, and public health through numerous goals and policies to preserve and expand land suitable for agricultural production, promote diverse agricultural activities, and support farming practices (Land Use Goal 14 and Policies 61-76).
- ☑ The Silverdale Regional Growth Center vision and goals support the creation of a compact, visually attractive, mixed use, urban community that prioritizes pedestrian safety and comfort and enhances the quality of life for all who live, work, or visit the Silverdale Regional Growth Center.

## **DISCUSSION: AREAS FOR FURTHER WORK**

The county should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- ☐ RCW 36.70A.115 specifically requires local plans to provide for future land uses and densities that are sufficient to accommodate adopted targets. Using the approach established in the 2006 Kitsap County Comprehensive Plan Draft EIS, wherein a calculated capacity within 5% of the target is considered sufficient, the planned capacity in the urban unincorporated areas of Kitsap County is adequate to accommodate the adopted population targets. To avoid the need for the 5% margins of tolerance and to reinforce the focus of future growth in cities, the county should work with cities in future target allocations to better align future population growth with municipalities that are providing adequate planned land uses.
- ☐ The Growth Management Act and VISION 2040 direct jurisdictions to accommodate growth first and foremost within the urban area in order to help permanently sustain the ecological functions, resource value, lifestyle, and character of rural lands for future generations (RCW 36.70A.020, VISION 2040 p. 26, MPP-DP-4). Land Use Goal 1 in the draft plan and adopted reasonable measures, such as increased building height allowances and maximum lot size in certain urban zones, demonstrate Kitsap County's commitment to these policies, and future planned growth represents a significant shift from past recent trends. The plan, particularly the land use element, should be updated to include a description of or reference to the reasonable measures adopted. Annual monitoring and reporting on the effectiveness of adopted reasonable measures, as called for in Land Use Strategy 5, will also be helpful. In order to achieve the regional growth strategy shares of population and employment by 2040, we recommend that in future rounds of target setting, the county should plan for an increasing share of the county's population and employment growth to be in cities and urban growth areas.
- ☐ VISION 2040 calls for all unincorporated lands within the urban growth area to transition into cities and assumes this transition to be largely complete by 2040 (MPPs-DP-18 through 20). Kitsap County, in collaboration with the cities, has made notable progress in affiliating much of the urban growth area with cities. The county should continue to ensure the entire UGA is affiliated with cities or identified for incorporation, and should make progress to advance annexation and incorporation efforts. Related to this is the Growth Management Act requirement for intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation

systems of adjacent jurisdictions (RCW 36.70A.070). Land Use Strategy 2 supports the monitoring of progress in transitioning UGAs to cities. To ensure success, PSRC recommends working with cities to develop consistent land use and transportation standards and advance joint planning.

- The plan contains policies that support development of the Silverdale Regional Growth Center and other mixed use and pedestrian-oriented local centers, consistent with VISION 2040's focus on supporting a variety of central places throughout the region. VISION 2040 also recommends that local jurisdictions prioritize infrastructure funding to improvements that serve and support identified centers. Policies that prioritize transportation and other investments in Kitsap County's centers would strengthen the plan's support for development in these locations (MPP-DP-11 and 13, MPP-T-11). This policy should also be reflected in the Silverdale Subarea and Regional Growth Center sections.
- The comprehensive plan anticipates additional growth in the Silverdale regional center over the planning period. PSRC will be reviewing center subarea plans for certification, and the county should ensure that it has addressed requirements of [PSRC's Center Plan Checklist](#) for the regional growth center. More information on center planning can be found in PSRC's [Plan Review Manual](#), page 3-1.

## Housing

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

**Increased housing production opportunities**, including diverse types and styles for all income levels and demographic groups.

**Affordable housing needs**, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.

**Regional housing objectives** in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The county's comprehensive plan effectively addresses the housing provisions contained in VISION 2040.

Highlights include:

- ☑ Housing and Human Services Goals 2 and 3 and Policies 5-10 direct the county to increase and preserve affordable housing units and ensure that a broad range of housing types are available through regulations, funding opportunities, and other strategies.
- ☑ Housing and Human Services Goal 1 and Policies 1-4 address homelessness through strategies such as creating additional permanent supportive housing units and supporting programs that prevent homelessness.
- ☑ Housing and Human Services Policy 23 promotes housing preservation and development in areas that are already well-served by schools, public transportation, commercial facilities, and have adequate infrastructure to support alternative modes of transportation.

### DISCUSSION: AREAS FOR FURTHER WORK

The county should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- RCW 36.70A.070(2)) requires comprehensive plans to include an inventory and analysis of existing and projected housing needs and adequate provisions for existing and projected needs of all economic segments of the community. The county's housing element includes limited information on housing needs and a reference to the Consolidated Plan. Future work should be done to include information on demographics, existing housing supply, special needs housing, housing affordability and projected future

housing needs for a variety of income levels. While the Consolidated Plan includes some of this information, the information should be summarized in the Housing Element to make it more reader friendly. PSRC’s [Housing Element Guide](#) can provide additional guidance in this work. For more tools and strategies to consider, see the [PSRC Housing Innovations Program](#). PSRC staff is also available to provide examples and assistance.

## Economy

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

Include an **economic development element** that addresses: business, people, and places.

**Retention and recruitment efforts** that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

**Equitable benefits and impacts**, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

**Adequate housing growth in centers** through collaboration with the private sector and provision of infrastructure.

### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The county’s comprehensive plan effectively addresses many of the economic provisions of VISION 2040.

Highlights include:

- ☑ Economic Development Goal 2 and Policies 7-14 support sustainable business development that creates living wage jobs and economic opportunities. Policy 14 recognizes the importance of excellent schools as a method to attract and retain businesses and educate a skilled workforce.
- ☑ Economic Development Goal 5 and Policies 31-40 support the local food economy through activities such as promoting agritourism, community gardens, and farmers’ markets.

### DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on economic development.

## Transportation

### SCOPE OF REVIEW

VISION 2040 and Transportation 2040 call for local comprehensive plans to address the following transportation policy topics:

**Maintenance, management, and safety**, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.

**Support for the regional growth strategy**, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

**Improved transportation options and mobility**, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

**Linking land use and transportation**, including integrating Transportation 2040 physical design guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.

## DISCUSSION: EXEMPLARY PLAN PROVISIONS

The Kitsap County comprehensive plan addresses the major transportation emphases in VISION 2040 and Transportation 2040, including maintenance, management, and safety. It supports the regional growth strategy and provides greater options and mobility. Highlights include:

- ☑ Transportation Policy 4 directs the county to identify specific transportation corridors and alignments for public roads, transit and future light rail service, pedestrian and bicycle facilities, and water routes and establish a corridor monitoring program to manage and improve transportation corridors and strive to achieve a Washington State Department of Transportation “target zero goal” of zero traffic deaths or serious injuries by 2030.
- ☑ Transportation Policy 6 prioritizes maintenance, preservation and operation of existing transportation infrastructure in a safe and usable state.
- ☑ Transportation Goal 4 and Policies 18-19 support public participation in transportation planning decisions through engaging citizen advisory committees, soliciting public input into the Transportation Improvement Plan process, and providing feedback to participants.
- ☑ Transportation Policy 29 calls for the county to plan for and mitigate the impacts of climate change, extreme weather events, and natural/human-made disasters on the transportation system.

## DISCUSSION: AREAS FOR FURTHER WORK

The county should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- ☐ The Growth Management Act requires level-of-service standards for all locally owned arterials and transit routes, and the MPP-DP-54-56 call for other modes, such as biking and walking, to be addressed through concurrency. The county’s level-of-service standard is based on a volume-to-capacity ratio, which is calculated by dividing the traffic volume on a roadway by the roadway’s capacity, which could include multiple modes. PSRC commends the county for recognizing multiple modes in calculating capacity. To ensure that it helps to identify multimodal facility needs, consider monitoring the standard for effectiveness. The Washington State Department of Commerce’s [Transportation Element Guidebook](#) has information on how to set level of service standards and identify system needs (pages 143-150 and 183-189) and PSRC has [resources](#) on multimodal concurrency.
- ☐ MPP-T-28 states: “Avoid construction of major roads and capacity expansion on existing roads in rural and resource areas. Where increased roadway capacity is warranted to support safe and efficient travel through rural areas, appropriate rural development regulations and strong commitments to access management should be in place prior to authorizing such capacity expansion in order to prevent unplanned growth in rural areas.” The adopted plan should address this policy area to prevent unplanned growth and preserve character in rural areas. PSRC staff are available to provide policy examples and assistance.

## Public Services

### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

**Promote more efficient use of existing services**, such as waste management, energy, and water supply, through conservation – including demand management programs and strategies.

**Promote renewable energy and alternative energy sources.**

**Plan for long-term water needs**, including conservation, reclamation and reuse.



## **DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The Kitsap County comprehensive plan update contains policies that address many of the public services provisions of VISION 2040. Highlights include:

- ☑ Capital Facilities and Utilities Goal 11 and Policies 36-38 promote energy conservation through strategies such as supporting renewable energy production.
- ☑ Capital Facilities and Utilities Policy 17 prioritizes the urban growth areas for public services and facilities as an incentive to encourage development, to make urban areas desirable places to live and to use existing infrastructure more efficiently and cost effectively.

## **DISCUSSION: AREAS FOR FURTHER WORK**

The county should address the following comment at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- ☐ MPP-PS-9 states: “Serve new development within the urban growth area with sanitary sewer systems or fit it with dry sewers in anticipation of connection to the sewer system. Alternative technology to sewers should only be considered when it can be shown to produce treatment at standards that are equal to or better than the sewer system and where a long-term maintenance plan is in place.” PSRC commends the county for encouraging connection to the sanitary sewer system in policies such as Land Use-11 and Capital Facilities & Utilities-8. The county should strengthen the policy language to be more consistent with MPP-PS-9 by applying it to all areas within the Urban Growth Area and including standards and maintenance in the consideration of alternative technologies.
- ☐ MPP-PS-21 addresses the siting of schools and other community facilities that primarily serve urban populations within the urban growth area. The adopted plan should address this policy area to prevent unplanned growth and preserve character in rural areas. PSRC staff are available to provide policy examples and assistance.

## **Conclusion**

PSRC staff thanks the county for working through the plan review and certification process. PSRC is available to provide assistance for future plan updates. Additional planning resources can also be found at <http://www.psrc.org/growth/planreview/resources/>. If the county has questions or needs additional information, please contact Erika Harris at 206-464-6360 or [eharris@psrc.org](mailto:eharris@psrc.org).