

2010 Year of the Rural  
Revisions to the Rural and Resource  
Chapter of the Kitsap County  
Comprehensive Plan

Staff Report

August 2010

Prepared By:  
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Policy and Planning Division

## Introduction

The purpose of this report is to provide information to the Planning Commission and Board of County Commissioners regarding the proposed revisions to the 'Rural and Resource' Chapter of the Kitsap County Comprehensive Plan. The revised chapter is consistent with language and direction contained in Resolution No. xxx-xxxx 'Relating to Growth Management, Amending the Comprehensive Plan and Map for 2010'.

### **RESOLUTION NO. xxx-xxxx Attachment A Section 1**

*Textual amendments for the 2010 Comprehensive Plan Amendment specifically include the following:*

1. Textual amendments related to the Comprehensive Plan, Chapter 3, 'Rural and Resource Lands' and related amendments, as needed, to development code, including, but not limited to, the establishment of additional Rural Comprehensive Land Use Map designations and Zones, potential amendments to the Rural Wooded Incentive Program, and updates to the Kitsap County Non-Motorized Plan.

#### **Process:**

- a. *These amendments may include, but are not limited to, revisions to the Comprehensive Plan as it discusses policy guidance for regional and rural issues, including, but not limited to, rural characterization that identifies and reflects current and historical rural activities, identification and development of dedicated rural commercial and rural industrial zones, water-as-a-resource policy influence, potential climate change discussions, potential rural development/employment center expansions, agricultural-related activities and policy guidance to include the consideration of a right-to-farm ordinance, potential revisions to the Rural Wooded Incentive Program, and an update to rural elements of the Kitsap County Non-Motorized Plan. Staff would prepare development code to implement policy direction that is developed through the Comprehensive Plan amendments.*
- b. *Conduct a rural planning process that includes meetings in each Commissioner District, a rural online survey, and a Rural Stakeholder Group.*

On December 14, 2009, through formal motion (3-0 vote), the Board directed staff to begin work on revising the 'Rural and Resource' Chapter "Chapter 3" of the Kitsap County Comprehensive Plan.

## **Location<sup>1</sup>**

All rural lands are affected by this update. These lands include all properties outside of an incorporated city (Bainbridge Island, Bremerton, Port Orchard, Poulsbo), an Urban Growth Area, Tribal property, and US Naval property.

## **SEPA**

The proposed revisions are primarily building on language from the 2006 Comprehensive Plan and associated Environmental Impact Statement (EIS). Any actions creating new significant adverse impacts that were not previously analyzed in the EIS are subject to additional SEPA review. Based on a review of the proposed revisions and new components of Chapter 3, additional SEPA review will be required for actions relating to expansion of existing or creation of new Limited Areas of More Intense Rural Development (LAMIRDS).

Staff will further consider public and agency feedback when determining if any other proposed revisions will require additional SEPA review.

## **Public Participation**

The planning process for revisions to Chapter 3 began in the fall of 2009, with the intention that rural residents would be instrumental in the revision and visioning process. The public process included numerous public meetings, surveys, email discussions, and staff conversations with citizens, members of the press and agency representatives as noted below:

- Creation of a project website housed on the Department of Community Development's (DCD) main page. This website served as the "hub" for all project updates, schedules and timelines, contact information, displays and handouts, meetings and events, and news articles. The site was continually updated.
- In January/February 2010, DCD staff met with the Greater Hansville Community Advisory Committee (CAC), the Manchester (CAC), the Kingston (CAC), and the Suquamish (CAC) to inform them of the DCD work-plan for the year, which included revisions to Chapter 3.
- On March 16, 2010, following proper and timely public notice, the first Rural Outreach Meeting was held at the Long Lake Community Center in South Kitsap. At this meeting, DCD leadership gave a description of the process for revising Chapter 3, and answered citizen's questions. After the question and answer (Q&A) period, citizens were able to take surveys,

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<sup>1</sup> Please see Attachment A for a map of affected rural lands

write public comment, and talk to staff regarding the project. 53 citizens attended.

- On March 24, 2010, following proper and timely public notice, the second Rural Outreach Meeting was held at the Seabeck Conference Center in Central Kitsap. At this meeting, DCD leadership gave a description of the process for revising Chapter 3, and answered citizen's questions. After the question and answer (Q&A) period, citizens were able to take surveys, write public comment, and talk to staff regarding the project. 46 citizens attended.
- On March 30, 2010, following proper and timely public notice, the final Rural Outreach Meeting was held at the Port Gamble Pavilion in North Kitsap. At this meeting, DCD leadership gave a description of the process for revising Chapter 3, and answered citizen's questions. After the question and answer period, citizens were able to take surveys, write public comment, and talk to staff regarding the project. 107 citizens attended.
- Staff briefed the Board of County Commissioners on the Rural Outreach meetings at their April 14, 2010, work-study.
- Staff briefed the Kitsap County Planning Commission on the Rural Outreach meetings at their May 4, 2010 work-study.
- Email addresses were collected from all of the willing Rural Outreach Meeting attendees. With these emails, DCD created a list-serve that served as the main avenue of communication with interested parties.
- An "Online Rural Survey" was created and hosted by DCD. An email was sent out to all interested parties and notice was given on the DCD website stating that the survey would be open from May 3, 2010 to June 21, 2010. The survey yielded 81 responses.
- DCD initialized a "Rural Stakeholder Group" (RSG) consisting of three members of the Home Builder Association Developer's Council, three members of the DCD Advisory Group, three members of the West Sound Conservation Council, a member of the Kitsap County Board of Realtors, Teresa Osinski, and a staff member from the Kitsap County Food and Farm Policy Council. The RSG met July 14, July 22, July 28, August 4, August 11, August 18, August 25, and September 2, 2010. One of the RSG's three main tasks was to review and comment on the revised Chapter 3.
- DCD gave a project update to the Kitsap County Planning Commission on July 16, 2010.
- DCD issued the Draft Chapter 3 on July 21, 2010. Notice of availability was given to all interested parties, the four Kitsap County cities, the Navy, and the Suquamish and Port Gamble S'Klallam tribes.

- The Kitsap County Planning Commission held work-study sessions on the proposed revisions to Chapter 3 on August 3 and August 31, 2010.
- The Kitsap County Board of County Commissioners held work-study sessions on the proposed revisions to Chapter 3 on August 30 and September 1, 2010.
- The Kitsap County Planning Commission held a public hearing and deliberations on the proposed revisions to Chapter 3 on September 7, 2010.

## **Local and Historic Context**

Kitsap County adopted its original Comprehensive Plan in 1998 (Comprehensive Plan) and adopted an update of that plan in December, 2006. Due to Growth Management Hearings Board decisions and Superior Court decisions, Kitsap County was informed in June 2005 that it would have to complete its 10-Year Comprehensive Plan update by the end of December 2006 in order to be compliant with GMA. This essentially meant Kitsap County would have to complete a two effort in one year. Because of the limited time in 2006, the 'Rural and Resource' Chapter was not fully reviewed.

There were a number of rural issues to address in 2006, and they were slated to begin in 2007 as part of the "Year of the Rural". However, due to more urgent County matters, the "Year of the Rural" was initiated 2010. Work items delayed from 2007 to 2010 include: Rural Commercial and Rural Industrial Code development, Rural (residential and commercial/industrial) Site Specifics, rural characterization and inventory, and creation of North Kitsap Type III Limited Areas of More Intensive Rural Development (LAMIRD).

Although DCD did extensive public outreach and research in the process of revising Chapter 3, staff also considered previous planning documents to complete the revision. The following planning documents were also used in the creation of the revised Chapter 3:

- 1998 Comprehensive Plan
- 2006 Comprehensive Plan
- Rural Land Use Policy Community Meetings Summary (March 2000)
- Kitsap County Rural Policies: Framework for Planning (1994)
- The Rural Issue Paper Appendix (May 1998)

## **New and Revised Chapter 3 Components**

The new components of the revised Chapter 3 include Rural Vision, Rural Communities and Compact Rural Areas, Rural Population Forecast, Rural Land

Distribution, Rural Commercial and Rural Industrial Uses, Rural Public Facilities and Services, and Rural Lands and Planning by Watershed.

The revised components of Chapter 3 include Rural Wooded Policies, LAMIRDs, Resource Lands, Mineral Resource Lands, Agricultural Resource Lands, Rural Character in Kitsap County, and Rural Lands and GMA.

The three components of Chapter 3 that remain as they were in 2006 are Urban Reserve Lands, Rural Wooded, and Transfer of Development Rights.

Below is a brief description of all the revised and new components of Chapter 3:

- 1) Rural Vision: Building on previous efforts such as, Rural Land Use Policy Community Meetings (March 2000), Kitsap County Rural Policies: Framework from Planning (1994), and The Rural Issue Paper Appendix (May 1998), Kitsap County completed a series of Rural Outreach meetings and a Rural Online Survey that helped build upon Kitsap County's rural vision. This section describes that vision, and states that primarily, Kitsap County residents would like Kitsap County to remain the same as it is today.
- 2) Rural Character: Similar to the "Rural Vision" sections, the updates to this section built upon the Rural Land Use Policy Community Meetings (March 2000), Kitsap County Rural Policies: Framework from Planning (1994), and The Rural Issue Paper Appendix (May 1998), by conducting the 2010 Rural Outreach meetings and the Rural Online Survey. In the 2006 Comprehensive Plan, the Washington State Growth Management Act definition of rural character was given to Kitsap County. Through these meetings, a Kitsap County specific rural character was created and is described in this section.
- 3) Rural Communities and Compact Rural Areas: This section builds on the 1998 Rural Issue paper by describing areas in Kitsap County that are outside of the Urban Growth Areas and Limited Areas of More Intensive Rural Development (LAMIRD) but were developed pre-GMA in an urban nature. These areas are described both for character and existing conditions.
- 4) Rural Population Forecast: This section describes Kitsap County's rural population as it is in 2009, and what is anticipated by 2030, per the Washington State Office of Financial Management.
- 5) Rural Land Distribution/Inventory: This section gives an actual breakdown of Kitsap County's rural area as it has been developed, and discusses current land use in the rural area.
- 6) Rural Commercial and Rural Industrial: This section describes the implementing zones of Rural Commercial (RCO) and Rural Industrial (RI). These two zones will be implemented in the rural area in order to prevent rural properties being allowed to utilize an urban use table.

- 7) Rural Public Facilities: This section describes the type and scope of facilities that residents can expect in the rural areas of Kitsap County.
- 8) Rural Areas and Planning by Watershed: This section memorializes Resolution 109-2009 “Water as a Resource” and coordinates it with rural policies.
- 9) Rural and Resource Lands Goals and Policies: The “Rural Employment Center” zone was added to this section to give the intent language for the Type III LAMIRDs that are proposed in the North Kitsap area. Additionally, Policy RL-8, which currently prohibits the expansion of commercial and industrial property in the rural area is under review.
- 10) Urban Reserve Lands: No proposed changes.
- 11) LAMIRDs: The GMA definition of a Type I, Type II, and Type III LAMIRD was included in the revised chapter. Additionally, the new LAMIRD implementing zones are discussed.
- 12) Resource Lands: No major changes.
- 13) Mineral Resource Lands: This section was updated to include language that was recently adopted by the Puget Sound Regional Council (PSRC) and Washington State Law. Kitsap County must remain consistent with both the GMA and PSRC’s Vision 2040. Adopting the proposed language will aid Kitsap County in its consistency with the afore-mentioned.
- 14) Agricultural Lands: This section was heavily updated based on comment and testimony from the Food and Farm Policy Council. Existing conditions for agriculture in Kitsap County were provided, as well as goals and policies to help consider a potential “Right to Farm Ordinance.”
- 15) Rural Wooded Policies: No major changes.
- 16) Transfer of Development Rights: No major changes.

## **Findings**

After careful consideration of statutory requirements for Comprehensive Plans, the following summary of findings are provided to assist/guide the decision making process. Therefore, based on the research conducted for this effort, the findings are as follows:

### **Chapter 3 Findings:**

1. The Plan process included interested parties, community groups, cities, tribes, military, and other stakeholders.
2. The Plan proposes changes to zones via a countywide planning process and incorporated local knowledge, experience, and preferences to determine appropriate area-specific land uses, development standards and public service needs.
3. The revised Plan is consistent with the following:

- a. Rural Lands, RCW 36.70A.011, Planning goals, RCW 36.70A.020, Public participation, 36.70A.035, Guidelines to classify agriculture, forest and mineral lands and critical areas 36.70A.050, Comprehensive Plan Mandatory elements 36.70A.070, Comprehensive plans -- Optional elements 36.70A.080, Comprehensive plans -- Review procedures and schedules – Amendments 36.70A.130, and Agricultural lands -- Innovative zoning techniques 36.70A.177.

**Additional Findings:**

Additional findings will be prepared as a result of the public hearing process and will be incorporated into the record.

**Recommendation: Based on the aforementioned findings, staff recommends approval of the revised Chapter 3 of the Kitsap County Comprehensive Plan.**

**Attachment A:**

